

NOTICE OF MEETING

MEETING	CABINET
DATE:	MONDAY 7 NOVEMBER 2011
TIME:	10.00 am
VENUE:	BOURGES/VIERSEN ROOM - TOWN HALL
CONTACT:	Alex Daynes Telephone: 01733 452447 e-mail address alexander.daynes@peterborough.gov.uk
<i>Despatch date:</i>	<i>28 October 2011</i>

AGENDA

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The Peterborough Local Development Framework – Planning Policies Development Plan Document (PPDPD) and associated maps can be viewed via the following links:

[Peterborough Local Development Framework - PPDPD](#)

[Submission Proposals Maps and Key](#)

[District Wide Proposals Map](#)

[Inset 1](#)

Circulation
Cabinet Members
Scrutiny Committee Members
Directors, Heads of Service
Press

*Any agenda item highlighted in bold and marked with an * is a 'key decision' involving the Council making expenditure or savings of over £500,000 or having a significant effect on two or more wards in Peterborough. These items have been advertised previously on the Council's Forward Plan (except where the issue is urgent in accordance with Section 15 of the Council's Access to Information rules).*



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MINUTES OF CABINET MEETING HELD 26 SEPTEMBER 2011

PRESENT

Cabinet Members: Councillor Cereste (chair), Councillor S Dalton, Councillor Fitzgerald, Councillor Hiller, Councillor Holdich, Councillor Lee, Councillor Scott, Councillor Seaton and Councillor Walsh.

Youth MP: Kamal Hyman

1. APOLOGIES FOR ABSENCE

Apologies were received from Councillors M Dalton and Goodwin.

2. DECLARATIONS OF INTEREST

No declarations of interest were received.

3. MINUTES

The minutes of the meeting held 13 June 2011 were agreed and signed as an accurate record.

STRATEGIC DECISIONS

4. OFSTED INSPECTION OF SAFEGUARDING

Cabinet received a report providing details of the findings of the Ofsted Inspection of Safeguarding carried out in August 2011 and the agreed improvement activity. Councillor Scott advised members that initial investigation work had been undertaken and the scale of the challenge faced was now known. Councillor Scott acknowledged and thanked neighbouring authorities for their assistance.

Adrian Loades, the interim Executive Director of Children's Services, addressed Cabinet and advised that specialists from across the region were being brought in to assist with the work involved and highlighted needs such as recruiting more permanent staff and increasing the capacity of the teams involved.

Councillor Seaton requested that quarterly updates on progress were brought before Cabinet.

Councillor Scott committed to being more open and transparent and advised press statements would be issued for each stage of the improvement work. Thanks were passed to other council departments and officers and partners across Peterborough for their support for Children's Services and also for her.

Cabinet considered the report and accompanying document and **RESOLVED** to:

1. Agree the planned improvement activity; and further resolved to

2. Agree to receive a quarterly report detailing the development of the longer term improvement plan that would have a particular focus on developing the capacity required for sustainable development.

REASONS FOR THE DECISION

A core element of the Council's arrangements for safeguarding children had been identified as being inadequate by Ofsted. This finding required a response that would secure immediate improvement in the areas identified as failing and a longer term response to secure sustained improvement in the overall arrangements for safeguarding children in Peterborough. The findings of the Ofsted report and the themes identified through previous inspections necessitated the use of external capacity through the sector led model to support improvement activity.

ALTERNATIVE OPTIONS CONSIDERED

The sector led approach is the primary means through which the Department for Education expects local authorities to be supported following adverse Ofsted inspections. It is unlikely that an alternative approach would receive support from the Department and would trigger more direct intervention. The scope of the improvement work reflects findings of the Ofsted inspection and an immediate analysis of the challenges facing the Council. The programme of work is sufficiently flexible to follow up additional issues as they are identified.

5. MEDIUM TERM FINANCIAL STRATEGY 2012/13 to 2016/17

Cabinet received a report as part of the council's agreed process for integrated finance and business planning. It continued the multi-year approach to budgeting to help plan for the financial challenges ahead. The plan would be extended to cover a ten year period so that the key challenges around delivering our priority of growth could be adequately captured. The drivers continued to meet the council's priorities by creating a sustainable budget strategy whilst responding to changes arising from decisions made in the distribution of local government funding.

Councillor Seaton advised Cabinet that the Council was in an excellent position to meet future budget challenges and service provision. The three main issues in the report were the current budget position, addressing the years ahead and major funding issues.

Cabinet was advised that savings were in the region of £28 million and rigorous monitoring of spending plans were taking place. The next financial plan would cover a 10 year period instead of 5 years. Other information highlighted was the changing legislation from central government including possible business rate retention, possible reduced overall funding and council tax legislation. Further to this, Cabinet was advised that the Council auditors, Price Waterhouse Coopers, had given the Council a clean bill of health following its submission of accounts.

Cabinet considered the report and **RESOLVED** to:

1. Note the position in the current financial year and approve the actions to manage in year budgetary pressures that will ensure that the Council delivers a balanced budget position.
2. Note the current consultations on retaining business rates and localisation of council tax benefit and the implications on the Council's future settlements and medium term financial strategy (MTFS).

3. Approve plans to consult with Scrutiny and Stakeholders on the medium term financial strategy.
4. Approve the approach that is proposed for the budget process incorporating the MTFS.
5. Approve to move the planning horizon for the MTFS to a ten year view.

REASONS FOR THE DECISION

The Constitution required Cabinet to outline its approach to developing the MTFS. This process helped to ensure that the Council achieved a balanced budget, aligned to corporate priorities.

ALTERNATIVE OPTIONS CONSIDERED

The alternative option was to do nothing. This was rejected because:

1. The consultations would have a significant affect on council finances and it was important that PCC views were represented; and
2. The constitution requires us to outline our MTFS plans by the end of September – we would be in breach of it if we did not do this.

6. OUTCOME OF PETITIONS

Cabinet considered a report recommending it notes the action taken in respect of petitions presented to full Council.

Councillor Lee noted the positive response from officers and urged that officers continued to consult residents to agree a suitable implementation strategy.

CABINET RESOLVED TO:

Note the action taken in respect of petitions presented to full Council.

REASONS

Standing Orders require that Council receive a report about the action taken on petitions. As the petitions presented in this report have been dealt with by Cabinet Members or officers it is appropriate that the action taken is reported to Cabinet, prior to it being included within the Executive's report to full Council.

ALTERNATIVE OPTIONS

Any alternative options would require an amendment to the Council's Constitution to remove the requirement to report to Council.

10.25 a.m.

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CABINET	AGENDA ITEM No. 4
7 November 2011	PUBLIC REPORT

Cabinet Member	Councillor Irene Walsh	
Contact Officer(s):	Denise Radley, Director of Adult Social Services	Tel. 758444

SINGLE EQUALITY SCHEME

R E C O M M E N D A T I O N S	
FROM : Denise Radley, Director of Adult Social Services	Deadline date : N/A
Cabinet members are asked to approve the Single Equality Scheme (attached as appendix 1) for implementation and publication.	

1. ORIGIN OF REPORT

- 1.1 This report is presented to Cabinet following the implementation of the Equality Act 2010. It sets out how the council will meet its statutory obligations and includes an action plan setting out the timetable for doing so.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to seek approval from Cabinet for the Single Equality Scheme.
- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.4: To promote the Council's corporate and key strategies and Peterborough's Community Strategy and approve strategies and cross-cutting programmes not included within the Council's major policy and budget framework.

3. TIMESCALE

Is this a Major Policy Item/ Statutory Plan?	NO
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4. BACKGROUND

- 4.1 The council has legal responsibilities to ensure that equality and diversity is integrated into its service planning and delivery. This Single Equality Scheme underpins the council's strategic plans and demonstrates how it will meet those legal responsibilities. It also demonstrates how the council will deliver its vision that every person should have equal access to services and opportunities.
- 4.2 The scheme brings together the equality schemes the council previously had in place into one document. It sets out how it will meet its obligations under current equalities legislation and guidance.
- 4.3 The scheme outlines:
- The council's vision and commitments to promoting equality and diversity and challenging discrimination in service delivery and employment functions;

- Guidance to staff and councillors about the promotion of equal opportunities and opposing discrimination, both as an employer and a service provider; and how we will tell the community and partners about our approach to equalities;
- Key actions for 2011 to 2014;
- Our equality impact assessment procedures;
- Our statutory duties;
- Related employment policies and procedures; and
- The profile of Peterborough's population and workforce.

4.4 The scheme will be reviewed every three years and the action plan revised and updated annually.

5. CONSULTATION

5.1 A formal consultation period ran from the end of April 2011 until 15 July 2011. The consultation document was published on the city council's website and was distributed to key partners, voluntary organisations, housing providers, schools, colleges and various Partnership Boards inviting comments. It was also presented to the Creating Opportunities and Tackling Inequalities Scrutiny Committee, the Diversity Forum, the Cohesion Board, the Customer Service Focus Group and various groups within Children's Services. A summary of comments received and the action taken is attached at appendix 2.

6. ANTICIPATED OUTCOMES

6.1 That Cabinet approves the Single Equality Scheme and that the City Council makes progress towards its equality objectives.

7. REASONS FOR RECOMMENDATIONS

7.1 Approval of the Single Equality Scheme ensures the council has arrangements in place to meet its statutory duties in relation to equality legislation.

8. ALTERNATIVE OPTIONS CONSIDERED

8.1 The Single Equality Scheme is not a requirement under the legislation however it is considered the best way to summarise the Council's commitments, objectives and actions in relation to equalities and it demonstrates how the general equality duty is being met. The alternative option of not publishing a Single Equality Scheme was therefore ruled out.

9. IMPLICATIONS

9.1 Legal

The Single Equality Scheme is set within the context of the recently updated equality legislation and appropriate references are made in the document.

9.2 Finance

Actions set out within this scheme will be met within current resources.

9.3 Human Resources

Equality matters relating to HR are set out within the Single Equality Scheme.

9.4 Equalities

The document is a key statement in relation to equality and diversity for the City Council.

10. BACKGROUND DOCUMENTS

None.

**PETERBOROUGH CITY COUNCIL
SINGLE EQUALITY SCHEME 2011 to 2014**

**APPENDIX 1
FINAL DRAFT – CABINET - NOVEMBER 2011**

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APPENDICES

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Appendix 2	Equality Impact Assessment process A1: Equality Impact Assessment Initial Assessment Form A2: Equality Impact Assessment Full Assessment Form A3: Protected Characteristics A4: Describing a policy area, strand or programme
Appendix 3	Related employment policies and procedures
Appendix 4	Equality Action Plan

1 FOREWORD BY THE LEADER OF THE COUNCIL AND THE CHIEF EXECUTIVE

- 1.1 This is our first Single Equality Scheme (SES) and we have brought all of our policies and plans together within one document to ensure that all aspects of diversity are addressed. Through this document (and other equalities documents we publish) we will demonstrate our compliance with the general equality duty across our functions.
- 1.2 “Creating Opportunities and Tackling Inequality” is one of Peterborough City Council’s corporate objectives, embedded in its Sustainable Community Strategy. We firmly believe that every person should have equal access to services and opportunities, and this scheme, together with its action plan, will help us to achieve that.
- 1.3 We will revise the scheme every three years but the action plan will be revised and updated annually to maximise our opportunities to make a real difference to the lives of people living and working in Peterborough.
- 1.4 In developing this scheme, we used feedback from consultation with partners, stakeholders and our local communities. We will continue to work closely with them to ensure that we build upon the work and achievements to date and meet our statutory requirements.
- 1.5 We will personally promote this scheme and work with our officers and elected members to ensure that equality is an essential consideration in everything that we do.

Councillor Marco Cereste
Leader

Gillian Beasley
Chief Executive

2 INTRODUCTION AND PURPOSE OF THE SINGLE EQUALITY SCHEME

- 2.1 The council has legal responsibilities to ensure that equality and diversity is integrated into its service planning and delivery. This Single Equality Scheme underpins the council's strategic plans and demonstrates how it will meet those legal responsibilities; but it goes further than that and demonstrates how the council will deliver on its vision that every person should have equal access to services and opportunities. The Single Equality Scheme is an important document in demonstrating our compliance with the general equality duty.
- 2.2 The scheme brings together the equality schemes the council previously had in place into one document. It sets out how we will meet our obligations under current equalities legislation and guidance.
- 2.3 "Creating opportunities and tackling inequalities" is one of Peterborough City Council's corporate objectives, embedded in its Sustainable Community Strategy and linked with the current development of the Greater Peterborough Partnership Single Delivery Plan. This scheme, together with the action plan, is a guide to our work in opposing discrimination (direct or indirect)¹ and recognising the benefits of a diverse community. The Sustainable Community Strategy sets out how we see Peterborough growing and how we intend to make sure that everyone can benefit from the opportunities provided by this growth. The scheme outlines:
- The council's vision and commitment to promoting equality and diversity and challenging discrimination in service delivery and employment functions;
 - Guidance to staff and councillors about the promotion of equal opportunities and opposing discrimination, both as an employer and a service provider; and how we will tell the community and partners about our approach to equalities;

¹ Direct discrimination is the less favourable treatment of a person compared to another person because of a protected characteristic (see section 6.3 of this scheme). Indirect discrimination is the use of an apparently neutral practice, provision or criterion which puts people with a particular protected characteristic at a disadvantage compared with others who do not share that characteristic, and applying the practice, provision or criterion cannot be objectively justified (Equality & Human Rights Commission Website)

- Key actions for 2011 to 2014;
- Our equality impact assessment procedures;
- Our statutory duties;
- Related employment policies and procedures; and
- The profile of Peterborough's population and workforce.

2.4 To whom does it apply?

2.4.1 This scheme applies to:

- Users of the council's services and visitors to its sites
- Councillors
- Employees
- Any person on secondment from another organisation who works within the council
- Volunteers
- Freelance and temporary staff representing the council, and
- Contractors and sub-contractors

3 OUR EQUALITY COMMITMENTS AND VALUES

- 3.1 We recognise that people may experience different forms of disadvantage depending on their age, ethnicity, race, gender, gender reassignment, religion and belief, sexual orientation, marital or civil partnership status and whether or not they have a disability. We want to ensure that everybody can share in the opportunities within Peterborough and our Single Equality Scheme also covers other reasons why people may face disadvantage e.g. through economic disadvantage or through caring responsibilities. We value, and will continue to promote, the rich cultural diversity that Peterborough enjoys and will work positively with all sectors of our community.
- 3.2 One of the council's key strategic priorities is "tackling inequality and creating opportunities". This requires us to try to ensure that everything we do is as accessible as possible and to identify, and where possible remove, the barriers which stop people accessing our services. Equality of opportunity requires us to recognise that not everyone starts from the same position and that to create a fairer society we must recognise different needs. We also need to know who uses our services and design our services so that they meet the needs of users.
- 3.3 Creating equality of opportunity not only enables individuals to reach their potential, it creates a more cohesive society and may help to create a more prosperous economy.
- 3.4 As an employer we will promote equality in the workplace to keep it free of harassment, bullying and all forms of discrimination. We will achieve this through effective and appropriate employment policies and procedures.

- 3.5 Although not a legal requirement, we plan to publish a Single Equality Scheme every three years and to update the action plan annually. In this way, we can provide an overview of what we have achieved and what we still need to work on to promote equality and diversity. Following approval of this document, we will undertake further engagement with local people and groups to develop our specific equality objectives for publication by 6 April 2012 – this will build on the consultation and work carried out to develop this scheme. These objectives will be incorporated into future versions of the Single Equality Scheme.

4 PROFILE OF PETERBOROUGH CITY

- 4.1 Peterborough is a rapidly expanding city in the East of England to the north of Cambridgeshire that has seen significant growth in the last 40 years, growth that continues and expands as the M11 corridor develops.

4.2 A Brief Demographic Overview

- Peterborough has an official resident population of around 164,000 people (mid 2008 population estimates based on 2001 census).
- Population growth forecasting indicates that Peterborough will have a population of approximately 175,000 people by 2011, 189,000 by 2016 and 204,000 by 2021.
- Local information suggests that the true population is higher, at least 175,000 (there are more than 180,000 patients registered with GPs in Peterborough).
- Peterborough is more ethnically diverse than most areas in the East of England, with 1 in 14 people coming from Asian ethnic groups. The largest Asian ethnic group is the Pakistani population, with around 7,100 people living in Peterborough.
- The Office for National Statistics (ONS) categorises Peterborough as a "new and growing town" along with several other local authority areas.
- Peterborough City Council has a higher population density than found on average in the East of England and in England, at 4.8 people per hectare.
- Peterborough has relatively high levels of deprivation compared with many areas and is ranked amongst the third of English local authorities with the greatest levels of deprivation.
- Levels of income deprivation are higher than the England average. One child in four lives in a household dependent on means-tested benefits.
- The rate of reported crime is higher than the England average.

- 4.3 Peterborough has a diverse and multi-cultural society with some population groups facing social exclusion and marginalisation. These groups include:

- People living in more deprived areas.
- Homeless and other groups facing social exclusion.
- People with less robust social networks.
- Black and minority ethnic (BME) groups including new arrivals and Gypsies and Travellers.
- People who are unemployed and/or in receipt of long-term incapacity benefit.

- People in contact with the criminal justice system.
- Children affected by any of the above.

4.4 Our Joint Strategic Needs Assessment (available on the city council’s website www.peterborough.gov.uk) sets out much detail about the health and wellbeing of our population. This needs assessment is currently being refreshed.

4.5 Population Growth

4.5.1 Peterborough is a growing city with an expected population growth of over 25% by 2021. The make up of the population is changing with new ethnic groups coming to the city and initially settling in the most deprived areas. This presents new and continuously shifting challenges when designing local services sensitive to the needs of the population.

4.5.2 Population estimates show that Peterborough’s registered population has grown from 157,400 in 2001 to 170,700 in mid-2007 (Cambridgeshire County Council Research Group) and the latest registered population figure is 178,134 for January 2009. Around one third of the increase is estimated to be due to natural change (more births than deaths) and a further half is due to international migration, more recently from Eastern European countries. The increase in population is evident despite significant numbers of people moving from Peterborough to the rest of the UK.

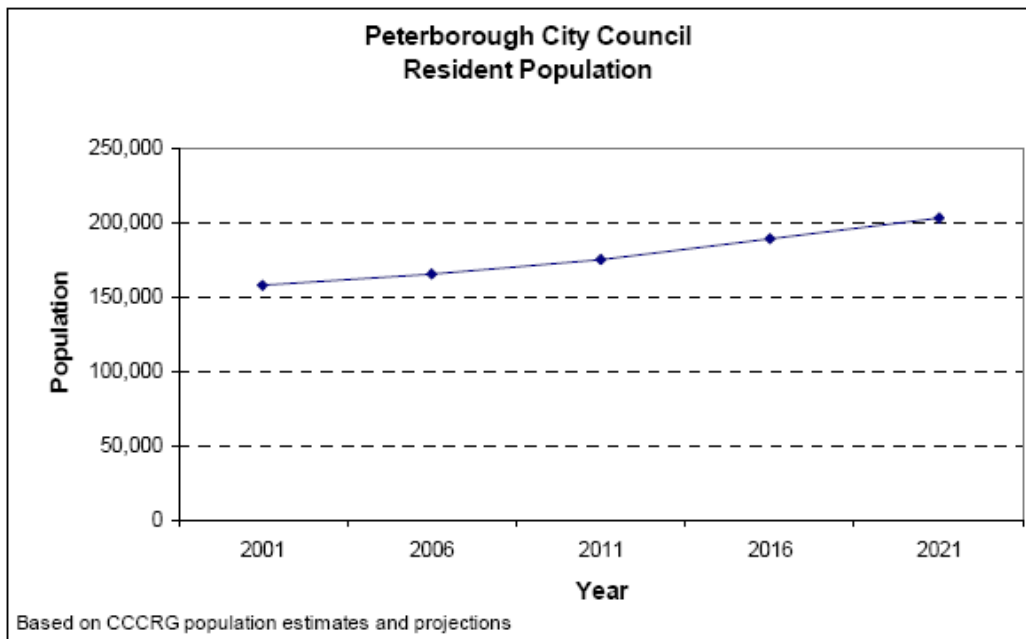


Figure 1: Peterborough City Council Resident Population

Population growth is forecast to be greatest among those aged over 65; this is consistent with national population ageing trends.

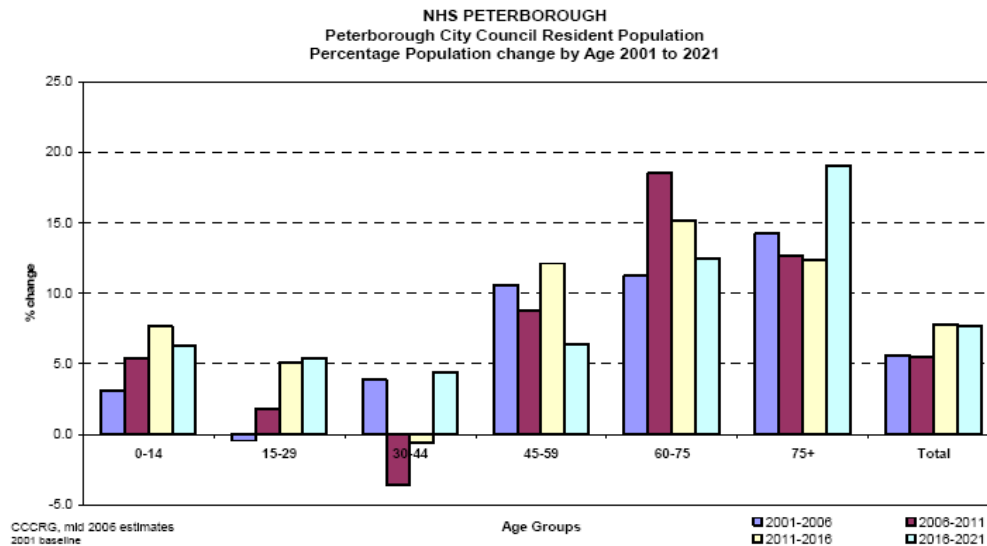


Figure 2: Peterborough City Council Resident Population Percentage Population change by Age

4.6 Ethnicity

4.6.1 The majority of Peterborough’s population is white British, although it has experienced an increase in the proportion of residents who come from black and minority ethnic communities. A higher proportion of Peterborough’s population is from black and minority ethnic communities compared to similar areas in England and the East of England average.

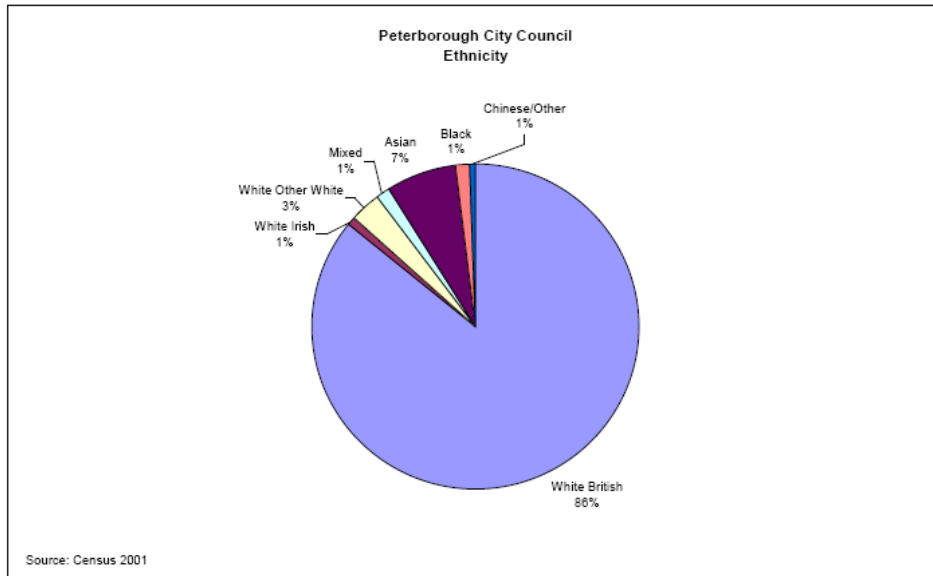


Figure 3: Ethnicity of Peterborough City Council Residents

- 4.6.2 The level of international migration into Peterborough has increased in recent years, particularly since 2004, when the accession states from Eastern Europe joined the European Union. Analysis of existing data sources, including the Worker Registration Scheme, National Insurance Number registrations and GP registrations, shows that people from Eastern Europe now form the largest group migrating into Peterborough, particularly those from Poland, Lithuania, Slovakia and the Czech Republic.
- 4.6.3 Peterborough has a large and growing migrant population, particularly from Eastern Europe. Data from the 2001 Census is the latest officially available, but the situation has changed considerably since then and will not be officially updated until after the 2011 Census. In January 2010 Ipsos Mori, for the UK Borders Agency, estimated the migrant population is around 25,000 (although unofficially commented that it could be as high as 35,000). National Insurance registration data suggests a migrant population of just over 25,000. Of these, 76% are from A8 + A2 countries (the biggest single group being Polish at 45%), 4% other EU and 19% non-EU.
- 4.6.4 A 'most likely' scenario, based on a consideration of what is known about patterns of migration in different continents, would suggest that in 2008 approximately 6,000 additional migrants formed part of Peterborough's resident population compared to 2001.
- 4.6.6 There has been a significant rise in the number of black and minority ethnic pupils attending Peterborough schools, from an average of 23.1% in 2003 to 29.7% in 2007. There are at least 101 different languages which are the first language for students within our schools.

4.7 Gypsies and Travellers

- 4.7.1 Gypsies and Travellers are recognised ethnic groups under equalities legislation but there is no accurate data for Gypsies and Travellers as this information was not requested in the last census. Best estimates suggest that Peterborough has around 2,000 Gypsies and Travellers.
- 4.7.2 Following the abolition of the Regional Spatial Strategy, the council will be reviewing the need for Gypsy and Traveller sites in Peterborough based on genuine local, rather than regional, evidence and demand.

4.8 Faith groups

- 4.8.1 Peterborough has a large number of different faith groups, with most major faith groups represented. The Peterborough Inter-faith Council has over 30 years of history and a newly formed Faith and Cohesion Network is working to encourage different faith groups and denominations to work together closely on cohesion matters. A Cohesion Manager works across partners based within the Greater Peterborough Partnership.

4.9 Deprivation

- 4.9.1 There are a number of deprived wards across Peterborough and national indices of deprivation ranks Peterborough as the 90th most deprived (out of 354) local authority areas, with 26% of the population of Peterborough living in the 10% most deprived Super Output Areas in England.
- 4.9.2 Super Output Areas are national, artificial geographical units used to measure deprivation at two levels. Lower Super Output Areas of approximately 1,500 people, and Middle Super Output Areas of approximately 7,500 people. Super Output Areas do not relate to electoral wards, but are used to monitor deprivation and inequalities.
- 4.9.3 Some parts of the Dogsthorpe ward are within the 3% most deprived Super Output Areas in England. A further seven areas in Peterborough are deemed to have high levels of deprivation. These areas are characteristically linked to health inequalities, barriers to higher education and employment opportunities and higher incidences of crime and disorder.
- 4.9.4 In contrast, six areas are within the 10% least deprived Super Output Areas in England.

4.10 People with a Disability

- 4.10.1 Learning disability is the most common form of disability in Britain, affecting around 1.2 million people. It is estimated that there are 339 people in the Peterborough resident population aged 15 to 64 with a profound learning disability, and a further 3,803 with mild to moderate learning disability. Some people live relatively independently, hold down jobs and have busy social lives. At the other extreme, where people have profound and multiple disabilities, round-the-clock support can be necessary. "Valuing People Now" sets out the

national framework to ensure that everyone with a learning disability is supported to achieve good outcomes and live the life they want.

- 4.10.2 There are an estimated 17,774 people aged 16 to 64 with mental health problems in Peterborough, based on the Mental Health National Service Framework prevalence estimates.
- 4.10.3 NHS Peterborough maintains a register of people with sensory impairments and 388 people with sensory impairments were supported by community based social care services in 2008, covering 26.1% of those registered.
- 4.10.4 Approximately 10% of the population of Peterborough provide unpaid care to family members, friends and neighbours - their role and contribution to society, and the people they care for, needs to be recognised and valued. Without unpaid carers, formal services would be unable to cope with demand. Adult social care services offer assessments to carers and provide support to them in their caring role.
- 4.10.5 Children make up approximately 25% of the total population of Peterborough, and as at 2010 it is estimated that there are 1,245 (0.77% of total population) children with disabilities, 1,283 (0.79%) children with special educational needs, and 287 (0.17%) with a social care need. It is difficult to identify the total cohort of children with a disability (this is a national problem, not specific to Peterborough) but this is the best estimate of children with a disability.
- 4.10.6 It is universally recognised that there are increasing numbers of children and young people with disabilities, and a growing number of individuals being diagnosed with a rising number and range of disabilities, impairments and conditions. Many of these individuals have eligible needs for services across health, social care and education. An estimated 35,000 people have a long-term disability in Peterborough.
- 4.11 Working with local neighbourhoods
- 4.11.1 The city council has been working hard to develop neighbourhood working and close links with voluntary and community groups to ensure we understand and know our communities better. This enhanced understanding will enable us to ensure our services incorporate the needs of the most vulnerable and excluded individuals and groups. Neighbourhood Committees provide an over-arching infrastructure for this work and the council will continue to develop services around neighbourhoods whenever possible. A social inclusion manager post has been included in the council's neighbourhood structures to ensure that all communities are included financially, socially and politically.

5 ABOUT THE COUNCIL

- 5.1 Peterborough is a unitary authority bordered by Cambridgeshire, Northamptonshire and Lincolnshire. Its role is to protect and enhance the community's social, economic and environmental well-being. As a unitary authority, Peterborough City Council is responsible for delivery of all local

authority services within its boundaries. The council follows the Strong Leader and Cabinet model of executive arrangement. This means that full council is responsible for approving the constitution, and the policy and budget framework, and the Leader and Cabinet are responsible for implementation of the council's budget and policy framework by managing all services. Promoting equality of opportunity is an important issue which will be taken into consideration throughout all the council's decision-making activities.

6 LEGAL CONTEXT – STATUTORY DUTIES

- 6.1 The council is required to meet a wide range of statutory equalities duties. This section outlines our legal responsibilities. The core provisions of The Equality Act 2010 came into force on 1 October 2010, but the timetable for implementation of the remainder of the Act has been ongoing during our development of this document and some duties and aspects of the law have changed. For the avoidance of any doubt, if the legal position changes during the life of this scheme, the council will, at all times, commit to complying with the relevant legal provisions.
- 6.2 The Equality Act 2010 simplifies, and brings into one Act, existing discrimination law. It prevents discrimination against persons with “protected characteristics” and must be complied with by employers and all organisations providing services or undertaking public functions.
- 6.3 Protected characteristics are:
- Race
 - Disability
 - Sex
 - Religion or belief
 - Age
 - Sexual orientation
 - Gender reassignment
 - Marriage or civil partnership
 - Pregnancy and maternity
- 6.4 All types of discrimination, whether direct or indirect discrimination, harassment or victimisation, are prohibited.
- 6.5 It is important that Peterborough City Council can demonstrate that it has arrangements in place for ensuring:
- compliance with the general equality duty
 - compliance with established policies, procedures, laws and regulations,
 - activities are conducted in accordance with proper standards of conduct, and
 - efficient and effective management of resources.

- 6.6 This scheme sets out how the council will meet its statutory obligations and includes an action plan setting out our timetable for doing so. As the action plan will be reviewed annually, it covers a one-year period.
- 6.7 Some of the council's commitments to prevent discrimination for specific groups are set out below.
- 6.8 Race
- 6.8.1 The council will promote race equality by:
- eliminating unlawful racial discrimination.
 - promoting equality of opportunity between persons of different racial groups, and
 - promoting good relations between persons of different racial groups.
- 6.8.2 "Institutional racism" was defined in the MacPherson Report (1999), as: "The collective failure of an organisation to provide an appropriate professional service to people because of their colour, culture or ethnic origin. It can be seen in processes, attitudes, behaviour which amounts to discrimination through unwitting prejudice, ignorance, thoughtlessness and racist stereotyping which disadvantages minority ethnic people".
- 6.8.3 The report stated that "Institutional racism persists because of the failure of organisations to openly and adequately recognise or address its existence and causes, due to their values, policies, practice and leadership. Without recognition and action to eliminate such racism, it can prevail and thrive as part of the ethos or culture of the culture of the organisation".
- 6.8.4 The council adopts this definition of institutional racism and, through its Single Equality Scheme, commits to ensuring that it is not allowed to exist in the council.
- 6.8.5 The council monitors by racial group the numbers of:
- applicants for employment, training and promotion, and
 - staff in post.
- 6.8.6 The results of the above monitoring are analysed, with action taken if differences identified, and published annually. The data collected is used to show that the council is actively meeting the general duty in employment functions.
- 6.8.7 More generally, we are working to achieve what the Equality and Human Rights Commission currently expects us to publish:
- The race, disability, gender and age distribution of the workforce
 - An indication of the likely representation of different sexual orientations, religions and beliefs
 - An indication of any issues for trans-sexual staff based on engagement with trans-sexual staff or voluntary groups

- Gender pay gap information
- Grievance and dismissal analysis

6.9 Disability

6.9.1 The council will promote equality for people with disabilities. This means that, in carrying out its services and functions, it will have due regard to the need to:

- promote equality of opportunity between disabled people and others;
- eliminate unlawful disability discrimination;
- eliminate harassment of disabled people that is related to their disabilities;
- promote positive attitudes towards disabled people;
- encourage participation by disabled people in public life;
- take steps to take account of disabled people's disability, even where that involves treating the disabled person more favourably than other people;
-
- conduct equality impact assessments to assess the likely impact of policies and practices or proposed policies and practices on disabled people;
- show what actions are taken in the scheme, and what appropriate outcomes are achieved; and
- report on progress and revise the scheme.

Guidance on what is meant by a disability is attached at **Appendix 1**.

6.10 Sex/Gender

6.10.1 The council will actively consider the ways men and women are treated and make sure they are treated equally. This does not necessarily mean treating them the same but looking at their needs and addressing them. The council will have due regard to the need to:

- eliminate discrimination and harassment;
- promote equal opportunities between men and women;
- in formulating its overall objectives, consider the need to include objectives to address the causes of any gender pay gap;
- gather and use information on how its policies and practices affect gender equality in the workforce and in the delivery of services;
- consult stakeholders (that is, employees, service users and others, including trade unions) and take account of relevant information in order to determine its gender equality objectives;
- assess the impact of its current and proposed policies and practices on gender equality;
- implement the actions set out in its single equality scheme action plans;
- publish equality impact assessments of all major policy developments.

6.11 Religion and belief

6.11.1 The council will eliminate discrimination and harassment, either directly or indirectly, against anyone on the grounds of religion or belief. It will also offer protection to people who do not have a faith. It will ensure equal treatment both in the workplace, and in relation to goods, facilities and services. The council will have due regard to the need to:

- eliminate discrimination and harassment;
- gather and use information on how its policies and practices affect religion and belief in the workforce and in the delivery of services;
- assess the impact of its current and proposed policies and practices on religion and belief;
- implement the actions set out in its single equality scheme action plans;
- publish equality impact assessments of all major policy developments.

6.12 Age

6.12.1 The council recognises the importance of retaining valuable employees and will not use age, or age-related criteria, in recruitment and selection. The age profile of the workforce is monitored and this information will not be used in relation to employment decisions, but used for monitoring purposes only. The council will have due regard to the need to:

- eliminate discrimination and harassment;
- gather and use information on how its policies and practices affect age in the workforce and in the delivery of services;
- assess the impact of its current and proposed policies and practices on age;
- implement the actions set out in its single equality scheme action plans;
- publish equality impact assessments of all major policy developments.

6.13 Sexual orientation

6.13.1 The council is planning to start monitoring sexual orientation as part of recruitment monitoring and will also review options to collect this data for existing staff. It will then consider how to eliminate discrimination and harassment on this basis, as part of the action plans associated with this single equality scheme.

6.14 Gender reassignment

6.14.1 The council is planning to start monitoring gender reassignment as part of recruitment monitoring and will also review options to collect this data for existing staff, bearing in mind guidance that such monitoring should not identify individuals. It will then consider how to eliminate discrimination and harassment on this basis, as part of the action plans associated with this single equality scheme.

6.15 Marriage or civil partnership

6.15.1 The council will eliminate discrimination and harassment, either directly or indirectly, against anyone on the grounds of marriage or civil partnership. It will ensure equal treatment both in the workplace, and in relation to goods, facilities and services. The council will have due regard to the need to:

- eliminate discrimination and harassment;
- gather and use information on how its policies and practices affect those who are married or in a civil partnership, and those who are not, in the workforce and in the delivery of services;
- assess the impact of its current and proposed policies and practices on marriage and civil partnerships;
- implement the actions set out in its single equality scheme action plans;
- publish equality impact assessments of all major policy developments.

6.16 Pregnancy and maternity

6.16.1 The council will actively consider the way in which women are treated in relation to pregnancy and maternity and make sure they are treated equally. This does not necessarily mean treating them the same but looking at their needs and addressing them. The council will have due regard to the need to:

- eliminate discrimination and harassment;
- promote equal opportunities;
- gather and use information on how its policies and practices affect pregnancy and maternity in the workforce and in the delivery of services;
- consult stakeholders (that is, employees, service users and others, including trade unions) and take account of relevant information in order to determine its pregnancy and maternity policies;
- assess the impact of its current and proposed policies and practices on pregnancy and maternity;
- implement the actions set out in its single equality scheme action plans;
- publish equality impact assessments of all major policy developments

6.17 Socially disadvantaged groups

6.17.1 There are no formal requirements to give consideration to socially disadvantaged groups as part of equality legislation. However, the council recognises that there are groups who are socially disadvantaged from mainstream society. These include those on low pay, those in poverty and those with limited mobility. The council aims to address the particular needs of these groups in all its activities.

6.18 Carers

6.18.1 The Council will comply with legislation relating to family carers and will actively support carers through the provision of adult social care services and by considering the needs of carers in service developments.

7 EQUALITY IN SERVICE PROVISION.

- 7.1 Equality is an important vehicle for delivering improvement in the effectiveness and efficiency of public services. It helps to ensure that investment in public services is targeted to those who are intended to benefit from them. It is not about providing the same service to all, but about providing services that are sensitive to difference. A fundamental objective of the continued development of this scheme will be to identify where this could be happening and to put measures in place to address it in the action plan.
- 7.2 To ensure equality in service provision, the council is committed to the following:
- Interaction with the public – staff will be fully trained to understand the principles, practices and policies related to equality and diversity and what is expected from them in terms of acceptable behaviour.
 - Access to council buildings – the council will work to ensure that, as far as is reasonably practicable, buildings from which a public service is delivered are accessible to people with disabilities.
 - Service delivery – the council will seek to ensure equality of access and will strive to meet people’s specific needs.
 - Monitoring take-up of services – wherever practical. the take-up of services will be monitored to ensure that no-one is disadvantaged because of any of the protected characteristics.
 - Access to information – information about services, policies and practices will be available in a range of different formats so as not to disadvantage any group or individual.
 - Charges for services – when charges are made for services. the council will recognise this may have an impact on people on low incomes and will consider offering concessions where appropriate.
 - Community engagement – the council will, where appropriate, consult with organisations and individuals who are able to represent their community in order to help develop policies and services.
- 7.3 To improve the way in which services are delivered, the council has adopted a set of Corporate Customer Service Standards. Furthermore, it is committed to providing accessible, responsive services for all of its customers. The aim is to ensure that customers will not have difficulty accessing services because of disability, understanding or language. The Customer Service Standards provide guidelines on how the right level of assistance can be provided to those who may need additional help, for whatever reason. This will ensure that all people in the area have equal access to services. As part of its commitment to equality and diversity, the council seeks to meet the communication needs of all its stakeholders. In recognition that printed English is not always the most appropriate means of consultation, efforts will be made to communicate in different ways to people whose first language is not English (although the council will not routinely translate all of its communications). The council will consider, where appropriate, all measures that might be used to ensure effective communication of relevant information to all members of the community. This

includes web-based support services. Information about and support in accessing council services will be made available on request in appropriate formats. The council will continually and rigorously monitor access to information and services to ensure equality of opportunity.

- 7.4 The council will actively promote a welcoming and harmonious environment, equality of opportunity, and good relations between all sections of the community in Peterborough in all its offices, especially those open to the public. It will work to secure a fully accessible environment for the benefit of all and, in particular, those with mobility difficulties.

8 EQUALITY IMPACT ASSESSMENTS

- 8.1 The council has a legal requirement to consider the impact of some aspects of its work on those having the protected characteristics. In order to meet this requirement, it undertakes Equality Impact Assessments (EIAs). An impact assessment is a systematic way of finding out whether a policy (existing or proposed) or a service (existing or proposed) has a differential impact when applied to different groups or individuals. It considers all the strands of equalities, and allows a full account to be taken of the needs and experiences of those affected by policies to:

- achieve better results generally;
- identify actual and potential inequalities; and
- respond appropriately to these inequalities.

- 8.2 The purpose of an EIA is to improve the council's work by making sure it does not discriminate and, where possible, that it promotes equality. It is a way to make sure that careful thought is given to the likely impact of its work on people in the community and action is taken to improve strategies, policies and projects, where appropriate. It involves anticipating the consequences of strategies, policies and projects on these groups to make sure that, as far as possible, any negative consequences are eliminated or minimised and opportunities for promoting equality are maximised.

- 8.3 All new policies, plus those under review, should undertake an EIA. A two-stage process has been developed which is outlined at **Appendix 2**. In stage one, the project or policy goes through a screening process and in stage two, it undergoes a more thorough assessment with the relevant departmental management team responsible for this. Elected members are involved in the process as appropriate. This demonstrates corporate engagement and commitment in the equality impact assessment process. Engagement with, and feedback from, service users is used to inform these assessments. The full EIA form is included in the appendix. (A full impact assessment may not be necessary in every case). Services are responsible for undertaking a risk assessment and identifying which areas of their work require an EIA. The compliance and ethical standards team will maintain a web-based copy of all completed EIAs.

9 EQUALITY IN EMPLOYMENT

- 9.1 The council is one of the largest employers in Peterborough and aims to provide an example of best practice to other employers in ensuring employment opportunities are available to all without prejudice or discrimination. Peterborough City Council is an Investors in People accredited employer, achieving Bronze status in 2010 and working towards Silver in 2012.
- 9.2 All employment processes such as recruitment, selection, appraisal, training and career progression, together with disciplinary processes, are based solely on the individual's ability and suitability for the work. An anonymous system of shortlisting of job applicants has been introduced to assist in this process. Managers strive to ensure the workplaces are free from all forms of discrimination and unacceptable behaviour. Workforce monitoring of our incoming staff is carried out, although existing staff are not regularly monitored. There are policies in place which recognise the family commitments that employees may have, including flexi-time, a home working policy, and the right for all staff to request flexible working.
- 9.3 All employment policies will be reviewed as part of the action plan to ensure that they are consistent with the law and emerging best practice. Once this has been done, they will be kept under regular review.
- 9.4 The council is proud to display the two tick symbol which shows that it is positive about the recruitment of disabled people. Job details are available in different formats if requested. Disabled applicants identify themselves on the application form and are guaranteed an interview (for which special arrangements can be made if necessary) if they meet the essential criteria. On appointing a disabled person, the line manager is responsible for carrying out any necessary reasonable adjustments, and will be given support to enable this to be done.

10 EQUALITY IN PROCUREMENT

- 10.1 The council will adhere to its principles of non-discrimination and equality in all its procurement decisions. Similarly, it expects those supplying services on its behalf to adhere to its principles of equality and diversity. It will ensure that all contracts are delivered in a way that is non-discriminatory and promote equality of opportunity for staff, the public and businesses. The contract regulations state that all written contracts must contain clauses requiring the contractor to comply with current equalities legislation.

11 WORKING WITH PARTNERS

- 11.1 The council works in partnership with a number of other organisations. Key partnerships include the Local Strategic Partnership (Greater Peterborough Partnership), town and parish councils, other councils, voluntary organisations and community groups. The council is committed to promoting diversity and equality of opportunity in all such arrangements.

- 11.2 The council regularly consults with the community on a wide range of issues (including on this Scheme), to ensure our services are meeting the community needs. In carrying out consultations it will:
- ensure consultation methods are accessible for all groups, including under-represented groups whenever reasonably practicable
 - ensure exercises are well managed with clear aims and timetables
 - consult service users when developing policies
 - publish results in an open and accessible way
- 11.3 This Single Equality Scheme is set within the context of the Sustainable Community Strategy which sets out the priorities for Peterborough as a city and has sign-up across a wide range of organisations and sectors. The Single Delivery Plan is the means by which we aim to deliver the strategic priorities and this scheme reflects the council's role and priorities which are integral to the delivery plan.
- 11.4 The Diversity Forum (chaired by a city councillor) is a forum for bringing together a wide range of partners to discuss equality matters. The Forum will continue to be involved in delivering the actions outlined in this scheme and in ongoing consultation with partners.
- 12 IMPLEMENTING THE SCHEME**
- 12.1 The scheme is wide-ranging and, therefore, relies on a number of sources to deliver it successfully.
- 12.2 Elected members: in their role as community leaders, all councillors need to be aware of the council's equalities policies, and the different needs of the communities that they represent.
- 12.3 Cabinet: responsible for approval of equality policies.
- 12.4 Human Resources: responsible for equality monitoring in employment and delivery of employment policies and equality and diversity training that reflect the Single Equality Scheme and the council's commitment to it.
- 12.5 Corporate Management Team (CMT): responsible for overall management of the Single Equality Scheme and work that relates to it.
- 12.6 Heads of service: responsible for ensuring that the Single Equality Scheme is implemented within their teams both for their employees and the services that they provide.
- 12.7 Creating Opportunities and Tackling Inequalities Scrutiny Committee: holding the Cabinet to account for the progress of equality performance and scrutinising Equality Impact Assessments.

- 12.8 Peterborough Diversity Forum: responsible for liaising with partner organisations and interested groups to ensure the council continues to meet local needs.

13 RESPONDING TO INCIDENCES OF DISCRIMINATION

- 13.1 The council is committed to eliminating all aspects of discrimination from its services, but recognises that they may occasionally occur, or that individuals may perceive that they have occurred. It, therefore, needs to maintain policies that ensure that they are dealt with in a fair, equitable and sensitive manner.
- 13.2 Complaints from employees will be dealt with under the grievance and disciplinary policies. Complaints from members of the public will be dealt with under the complaints procedure and disciplinary policy.
- 13.3 The council has implemented a Single Status Agreement in respect of pay and conditions, and a common job evaluation scheme is used to assess the grade of each post in order to ensure the delivery of equal pay.

APPENDIX 1: DEFINITION OF “DISABILITY”

This is taken from the Statutory Codes of Practice linked to the Equality Act 2010 and is intended to aid understanding of who is regarded as disabled for the purpose of equalities legislation.

A person is disabled if they have a physical or mental impairment which has a substantial and long term adverse effect on their ability to carry out normal day to day activities. Impairments include sensory impairments such as those affecting sight or hearing. People who have had such a disability are protected even if they have since recovered.

Mental impairments cover a wide range of impairments relating to mental functioning, and include learning disabilities.

“Substantial” means something that is more than minor or trivial. It is something that goes beyond the normal differences in ability which might exist among people.

“Long-term” impairment is one which:

- has lasted at least 12 months, or
- is likely to last for more than 12 months in total, or
- which is likely to last for the rest of the life of the person affected.

If the effect comes and goes, it is treated as continuing if it is likely to recur, that is, if it is more probable than not that it will do so.

“Normal day to day activities” are those carried out by most people on a fairly regular and frequent basis, the broad categories of which are as follows:

- ability to lift, carry or otherwise move everyday objects
- continence
- manual dexterity
- memory or ability to concentrate, learn or understand
- mobility
- perception of the risk of physical danger
- physical co-ordination,
- speech, hearing or eyesight.

Treatment that alleviates the effects is ignored, except for the impact of spectacles or contact lenses on vision.

People with severe disfigurements are covered and do not have to demonstrate that the impairment has a substantial adverse effect on their ability to carry out normal day to day activities.

People with the following are automatically treated as disabled:

- HIV infection
- cancer
- multiple sclerosis
- registered blind or partially sighted

“Progressive conditions” are covered from the point at which the condition has some effect on the ability to carry out day to day activities, even if it is not a substantial effect, providing the progressive nature of the condition is eventually likely to lead to a substantial adverse effect on such ability.

“Exclusions” include dependency to alcohol, nicotine, or any other substance; exhibitionism; seasonal allergic rhinitis; tendency to physical or sexual abuse of another; tendency to set fires; tendency to steal; voyeurism.

APPENDIX 2: EQUALITY IMPACT ASSESSMENT PROCESS (This document has four appendices marked A1, A2, A3 and A4)

MANAGEMENT GUIDELINES:- Framework for Equality Impact Assessments

These guidelines are to provide you with helpful information to assist you in undertaking Equality Impact Assessments and are not intended to amount to legal advice.

1.0 Purpose of this guide

Peterborough City Council requires that all policies, functions, strategies or projects^① are developed in full recognition of the diverse needs, circumstances and concerns of the people who will be affected by them. This guidance has been designed to help staff conduct Equality Impact Assessments (EIA) on behalf of the council. Bear in mind when writing these documents that anything written may become available to the public.

2.0 What is an Equality Impact Assessment (EIA)?

An EIA is a way of systematically assessing the effects that a function, strategy, project or policy is likely to have on groups or individuals in respect to the equality categories set out below:

- Race
- Gender
- Disability
- Age
- Sexual orientation
- Religion or belief

The assessment extends to monitoring any proposed changes and consulting with the affected groups and individuals on these changes.

The main purpose is to pre-empt the possibility that the policy could affect some groups unfavourably and to consider alternative ways of achieving the same ends in a way that will cause no, or less, adverse impacts.

It is vitally important that the EIA is carried out before any strategy, policy etc. is adopted. An EIA is designed to be a challenge process, which leaves a paper trail of evidence that could be used to justify decisions.

① Henceforth the term 'policy' will be used as an umbrella term that includes functions, strategies and projects.

3.0 Legislation

Since the Race Relations Amendment Act (2000) all public authorities have had a duty to conduct Race Equality Impact Assessments. Since 2006 this duty was expanded to include six other equality groups – gender, disability, age, sexual orientation and religion or belief.

The Equality Act 2010 has extended this further to include gender reassignment, marriage or civil partnership and pregnancy/maternity.

“The Act creates a new public sector duty on public authorities when making decisions of a strategic nature to *“have due regard to the desirability of exercising them in a way that is designed to reduce the inequalities of outcome which result from socio-economic disadvantage.”* For the council, this is likely to have most relevance in design and implementation of services.

4.0 The benefits of EIAs

An EIA will ensure that, as far as possible, policies are developed in recognition of the diverse needs, circumstances and concerns of the people who will be affected by them. The process will assist in:

- Identifying direct and indirect discrimination;
- Considering alternative policies or measures that might address any adverse impact or unmet need;
- Mainstreaming equality and diversity into policies and practices across all levels.

5.0 The EIA Process

There are two levels of EIA, an initial assessment and a full assessment. All policies will be subject to an initial assessment. If the subsequent outcome suggests that any groups will be differentially affected by the policy, a full assessment must be completed.

Two points to note regarding carrying out EIAs are to:

- Ensure these are carried out **before** any decisions have been made or implemented
- Actively involve key internal and external stakeholders and community members, including those who are vulnerable and marginalised to ensure they are integrally involved in and consulted on equalities issues and are able to challenge performance on equality issues, share experiences and evaluate the Council's progress.
- Share information in the initial and full assessments with the appropriate trade union(s)

The proformas for both levels of assessment are included as Appendix A1 and A2.

Appendix A1

Equality Impact Assessment:

Initial assessment

What are the proposed outcomes of the policy?

Which individuals or groups are most likely to be affected?

**Now consider whether any of the following groups will be disproportionately affected:
[See Appendix A3 for further information](#)**

Equality Group	Note any positive or negative effects
Particular age groups	
Disabled	
Male/Female	
Those undergoing gender reassignment	
Married couples or those entered into a civil partnership	
Sexual orientation	
Pregnant women or women on maternity leave	
Particular ethnic groups	
Those of a particular religion or who hold a particular belief	
Socio-economically disadvantaged	

group(s)	
Family carers	

What information is available to help you understand the effect this will have on the groups identified above?

Who will be the beneficiaries of the policy?

Has the policy been explained to those it might affect directly or indirectly?

Can any differences be justified as appropriate or necessary?

Once implemented, how will you monitor the actual impact?

Policy review date	
Assessment completed by	
Date Initial EqIA completed	
Signed by Head of Service	

Appendix A2

Equality Impact Assessment:

Full assessment

Name/title of the policy area/strand or programme with which this assessment is concerned

Description/summary of the policy area/strand or programme

[See Appendix A4 for further guidance](#)

The evidence base (list the principal sources of relevant evidence, both quantitative and qualitative. [See Appendix A4 for further guidance](#))

What the evidence shows – keys facts [See Appendix A4 for further guidance](#)

Challenges and opportunities

(indicate the policy's potential to reduce and remove existing inequalities)

Summary of Equality Impact Assessment

[See Appendix A4 for further guidance](#)

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Next steps [See Appendix A4 for further guidance](#)

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Policy review date	
Assessment completed by	
Date Full EqIA completed	
Signed by Head of Service	

APPENDIX A3

Protected Characteristics

Age

Where this is referred to, it refers to a person belonging to a particular age (i.e. 32 years old) or a range of ages (e.g. 18-30 year olds)

Disability

A person has a disability if s/he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities.

Gender reassignment

The process of transitioning from one gender to another.

Marriage and civil partnership

Marriage is defined as a 'union between a man and a woman.' Same-sex couples can have their relationships legally recognised as 'civil partnerships.' Civil partners must be treated the same as married couples on a wide range of legal matters.

Pregnancy and maternity

Pregnancy is the condition of being pregnant. Maternity refers to the period of 26 weeks after the birth, which reflects the period of a woman's ordinary maternity leave entitlement in the employment context.

Race

Refers to the protected characteristic of race. It refers to a group of people defined by their race, colour and nationality (including citizenship) ethnic or national origins. The following categories are currently used on recruitment application forms.

Group	Type	Group	Type
White	British/English/Scottish/Welsh Irish Italian Portuguese Other European Traveller Other White background	Asian or Asian British	Bangladeshi Indian Kashmiri Pakistani Other Asian background
Black or Black British	African Caribbean Other Black background	Other ethnic group	Chinese Other background
Mixed	White and Asian White and Black African White and Black Caribbean Other Mixed background		

Religion and belief

Religion has the meaning usually given to it but belief includes religious and philosophical beliefs including lack of belief (e.g. Atheism). Generally, a belief should affect your life choices or the way you live for it to be included in the definition.

Religious groups

Christian	Muslim
Hindu	Sikh
Jewish	Other

Sex

A man or a woman.

Sexual orientation

Where a person's sexual attraction is towards their own sex, the opposite sex or to both sexes.

Gay man	Bisexual
Gay woman/lesbian	Heterosexual

Appendix A4

Describing a policy area, strand or programme

Write a summary of the policy, bearing in mind that what you write is a public document, not a file note for yourself or an internal memo for colleagues.

It follows that people reading the description will not necessarily be familiar with educational acronyms and abbreviations. All acronyms and abbreviations should therefore be spelled out in full the first time they are used.

Although they may not be specialists in your area of expertise, the people reading the description may well have specialist knowledge relating to equality issues. Your purpose, in these paragraphs about your policy, is to provide such people with sufficient preliminary information for them to follow the discussion that will follow.

You probably do not need to write more than about 300 words altogether – three or four short paragraphs.

Other things being equal, it will be appropriate to outline the following:

- the policy's rationale and purposes
- how it operates, or will operate, in practice
- the historical background, for example when it began or will begin, and reference to any pilots or trials
- how the policy fits in with other policies, for example whether it is a strand within a larger policy area
- an indication of the size of the budget
- sources of further information.

With regard to sources of further information, please make sure you give sufficient details for them to be easily followed up – paragraph or page references within a document, and URLs for documents that can be accessed online.

Types and sources of evidence

An EIA should name, with full bibliographical details as appropriate, the principal sources of relevant evidence which have been consulted. The principal types of relevant evidence are summarised below.

Please note that the word 'evidence' is used here in the broad sense. There are many kinds of evidence, that is to say, ranging from substantial academic research to accounts of personal experience and viewpoint by individuals and groups.

It is relevant to note and use the familiar distinction between quantitative evidence and qualitative. The term **quantitative** refers to a type of information based in quantities or else quantifiable data (objective properties) —as opposed to **qualitative** information which deals with apparent qualities (subjective properties). There are further notes on the distinction below.

Quantitative evidence

Quantitative evidence is mostly about relative levels of participation, involvement and take-up, or else about outcomes, successes and failures.

Quantitative evidence is derived from administrative data collected, for example, from local authority returns, census data etc.

In addition to quantitative evidence about participation and outcomes, it may be relevant to cite also the results of opinion surveys of various kinds.

Qualitative evidence

The principal **types** of qualitative evidence include:

- case studies and project evaluations
- literature reviews
- interviews and focus groups i.e. statements of concern and opinion from stakeholders
- inspection reports
- views, proposals, recommendations and good practice guides
- responses to Green Papers and White Papers
- responses to draft equality impact assessments.

The principal **authors** of qualitative evidence include:

- research centres and units based in universities (academic research)
- specialist consultancy organisations
- the three equality commissions (CRE, DRC and EOC) and, more recently, the Equality and Human Rights Commission (EHRC)
- other government departments
- interest and advocacy groups, including trade unions and professional associations, specialist organisations, and associations and alliances representing concerns around any of the protected characteristics.

What the evidence shows

This should detail:

- which diverse groups have been identified as being disadvantaged by the proposals together
- what consultation has taken place
- a summary of the negative impacts
- the proposed changes as a result of the research and or consultation
- whether the changes to the policy lower the negative impact
- whether the changes provide opportunities to promote equality of opportunity and improve relations between diverse groups?

Summarising an assessment of impact

In the light of evidence make an assessment.

We suggest you copy and paste one of the following statements into your document, and then expand and explain it as appropriate.

- A. A positive impact is explicitly intended and very likely.
- B. An adverse impact is unlikely and, on the contrary, the policy has the clear potential to have a positive impact by reducing and removing barriers and inequalities that currently exist.
- C. An adverse impact is unlikely. On the contrary, there is potential to reduce barriers and inequalities that currently exist. There is insufficient evidence, however, for this assessment to be made with as much confidence as is desirable.
- D. Adverse impact is unlikely, but positive impact is also unlikely.
- E. Adverse impact is probable or certain since certain groups will be disadvantaged, either proportionately or absolutely, or both. Remedial action is therefore necessary.
- F. Adverse impact is probable or certain for certain groups but the policy as a whole can nevertheless be justified.

PLEASE NOTE

If you select the last of these assessments it will be necessary to obtain legal advice.

Next steps

An EIA should conclude by indicating clearly the ways in which it will be followed up and kept under review i.e. progress detailed in a project plan, objectives set in an employee's PDR/appraisal etc.

So far as is appropriate, the statements about next steps should reflect SMART principles – the measures should be:

- specific
- measurable
- achievable
- realistic
- time-bound

The statement of next steps should also emphasise the equality impact assessment as a whole is a living document and that, accordingly, it will be revised and updated, as appropriate, in the light of further evidence, discussions and representations.

You are likely to mention some or all of the following:

- plans that are already underway or under active consideration to address challenges and priorities you have highlighted
- arrangements for monitoring, and for periodic reports to certain groups
- arrangements for ensuring that monitoring systems are in place to ensure regular checks are undertaken on the effects of the policy
- arrangements for ensuring that evaluations of any pilot projects take account of the concerns and discussions outlined in your assessment
- arrangements for discussing with other agencies and regulatory bodies the scope for taking account of the concerns and discussions in your assessment
- arrangements for ensuring that your assessment is brought to the attention of all relevant colleagues and, in this, contributing to reviews of the Department's single equality scheme
- arrangements for disseminating information about your assessment to local authorities and other stakeholders
- arrangements for improving the information base
- intentions for drawing up a detailed action plan.

APPENDIX 3: RELATED EMPLOYMENT POLICIES AND PROCEDURES

Disciplinary
Grievance
Annual leave
Attendance & sickness
Conduct & standards
Employee relations
Equality & diversity
Flexible working
Managing change
New starters
Retirement
Secondment
Special benefits
Special leave

And other employee related policies and procedures

In the formulation of all employee-related policies and procedures, the council will have regard to its obligations under its Single Equality Scheme, and will regularly review them to ensure they remain compliant with both the scheme and the general law.

APPENDIX 4 - EQUALITY ACTION PLAN - 2011 -2012

Action	Reason for Action	Accountability	Timescales	Success measures	Equality strand	Progress
Leadership & Awareness (Note that a number of these actions were included in previous equality schemes and remain relevant)						
1 Raise visibility and awareness of equality and diversity within the council. Promote the Single Equality Scheme (SES) and Single Equality Action Plan (SEAP). **	Need for council to demonstrate its commitment	Equality and Diversity Group leads	Ongoing	More visible information about equalities and wide awareness of the SES and how all teams and individuals contribute.	ALL	Insite intranet is developing and regular staff briefings.
2 Review branding with a view to embedding equality in council literature	Need for outside “audiences” to understand council’s commitment	Communication Team	Ongoing	More visibility for equalities issues in council literature.	ALL	
3 Consider measures to promote equality and diversity at the council including an awareness day, activities around Ban Bullying at Work day, International Women’s Day, LGBT History Month, Black History Month, Holocaust Day	Need to promote equalities	Equality & Diversity Group Leads	Ongoing	Minimum of two events delivered during the year and awareness raised	Depends on event focus	

Action	Reason for Action	Accountability	Timescales	Success measures	Equality strand	Progress
4 Improve the equalities pages on the council's website	Feedback indicates that improvement is needed and the volume of information published is currently limited	Communication team – website lead + HR lead	Ongoing	Increase in quantity of information on the website, increased number of hits on site, less Freedom of Information requests since information easily available	All	
5 Work with new and existing councillors to raise awareness of equality and diversity issues (an action in the previous race equality scheme which remains relevant)	The leadership role of city councillors is important to champion equalities	Helen Edwards	End September 2011 and ongoing	Awareness sessions held and feedback received on impact	All	
Workforce and Human Resources						
6 Maintain “two ticks” scheme and encourage adherence to its principles **	Explicit commitment to a standard - demonstrates the council's commitment to equalities in recruitment	HR – Chris Taylor	Ongoing	Scheme accreditation maintained	Disability	Accreditation maintained in 2010
7 Review of procedures for sharing and disseminating support information for staff with disabilities amongst staff and review support	Enhancing staff disability awareness; maximising support.	HR – Chris Taylor	By end December 2011	Review complete and new systems in place	Disability	

Action	Reason for Action	Accountability	Timescales	Success measures	Equality strand	Progress
available						
8 Further explore interest for a staff network (consult partners and other local authorities given previous lack of interest – an action in the previous race equality scheme and disability scheme)	The council does not have any staff networks linked to minority groups	HR – Chris Taylor	By end March 2012	Feedback obtained and decision taken on the way forward	Depends on views of those consulted	
9 Undertake “Tracking of Posts Project” – review a sample of vacancies	Ensure legislative requirements being met and that there is good practice in recruitment	HR – Chris Taylor	By end March 2012	Review completed.	All	
10. Ensure that equalities issues are included in induction processes.	To make clear the council’s commitment to all new staff and managers.	HR – Colin Wilson	Ongoing	Equalities issues included in induction	All	Completed and ongoing. Checklists in place, content reviewed and quarterly survey to gauge feedback.
11 Consult on and consider the specific needs of staff who work flexibly, including part-time and term-time only staff to identify appropriate	Ensure options meet needs.	HR - Chris Taylor	By end December 2011	Consultation undertaken. Recommendations made on support needed.	Gender	

Action	Reason for Action	Accountability	Timescales	Success measures	Equality strand	Progress
support mechanisms						
12. Ensure conduct prohibited under Equality Act 2010 is embedded in Disciplinary Policy and sanctioned and monitored accordingly	Ensure compliance with statutory duties	HR – Chris Taylor	By end July 2011	Updated policy with communication to staff	All	Completed.
Policies & Procedures						
13. Report quarterly on progress against Single Equality Scheme **	To provide visibility of progress against the plan	Equality and Diversity Group – Denise Radley	Quarterly	Reports available on website	All	
14. Consult on and publish equality objectives **	Requirement of new legislation	Equality and Diversity Group – Denise Radley	End March 2012	Consultation undertaken and objectives agreed and published	All	
15. Ensure completion of impact assessment where needed, and follow up action taken **	To continue to improve the usefulness of equalities impact assessments	Equality and Diversity Group leads	Ongoing	All impact assessments published in accessible place on website and further increase in the quantity and quality of assessments	All	
16. Audit all HR policies to ensure compliance with the Equality Act 2010 **	Ensure compliance with statutory duties	HR – Chris Taylor	Rolling prog 2010/11	Policies and procedures all audited	All	
17. Publish an annual	To track trends in the	HR – Chris	Annual	Report published and	All	

Action	Reason for Action	Accountability	Timescales	Success measures	Equality strand	Progress
workforce monitoring report **	workforce and inform Single Equality Scheme in relation to workforce matters	Taylor		used to inform 12/13 action plan		
18. Identify capacity within the council to support the updating of the Single Equality Plan, its action plan and other over-arching equalities documents	To address the limited capacity available to do this through departmental leads	Denise Radley	End March 2012	Additional capacity identified and in place	All	
19. Improve internal systems to ensure Equality Impact Assessments (EIAs) completed and published – develop internal logging system.	Ensure compliance with statutory duties	Governance Team – Helen Edwards	By end June 2011	More robust monitoring system in place linked to council decisions for improved tracking	All	Logging system in place – departmental leads now reviewing local systems to ensure all EIAs signed off, logged and published.
20. Develop and implement a geographical database ('neighbourhood window') to share information and data across partners **	To bring together information and data collected across a range of partners in order to make better use of this for reviewing the characteristics of neighbourhoods, making decisions,	Strategic Improvement – Helen Todd	Ongoing	Number of hits, number of reported users, data used to inform a range of plans and the 12/13 Single Equality Scheme action plan.	All	The neighbourhood window is now live with sign up from PCC, Serco, Cambridgeshire Fire & Rescue and Cambridgeshire Constabulary.

Action	Reason for Action	Accountability	Timescales	Success measures	Equality strand	Progress
	resolving issues, predicting the future, monitoring the effectiveness of plans and identifying opportunities					
21. Monitor the implementation of the policy on translation and interpretation and report back to scrutiny panel (development of translation and interpretation was an action from the previous race equality scheme)	The city council budget consultation identified concerns about the level of spend in this area and the council needs to ensure it meets its statutory requirements and that people can access these services as needed	Helen Edwards	End September 2011	Report on monitoring and recommendations for action	Race	
22. As part of budget planning process, review pricing practice to ensure compliance with policies.	Proposed by Vivacity during the consultation.	Finance - Steven Pilsworth	February 2012	Confirmation of review outcomes by each department as part of budget planning process.	All	
Access						
23. Open the new Changing Places disabled toilet in the Car Haven and publicise improved disabled access **	Feedback from partners and service users identified a need for this facility in the city	Children's Services, Adult Social Care, Operations & Communication team	By end May 2011	Launch event has taken place and usage of and feedback on this facility	Disability, carers	Completed.

Action	Reason for Action	Accountability	Timescales	Success measures	Equality strand	Progress
24. Review physical access to council owned buildings	To improve access where reasonably possible	Property team	Rolling prog 2011/12	Clear prioritisation of possible improvements supported by consultation	Disability	
25. Work with partners to open a new community hydrotherapy pool in Peterborough	Feedback from the public about lack of a facility	Operations - Paul Phillipson	End May 2011	Community facility open and in use	Disability, carers	Pool ready for use
26. Deliver a conference and workshops on financial inclusion	To ensure financially excluded individuals and groups are given information and access to services to increase opportunities for welfare and work	Neighbourhood Services – Leonie McCarthy	End June 2011	Number of attendees, take-up of benefits, implementation of new policy	Economic Dis-advantage	
Children's Services						
27. Develop a clear strategy and direction for delivering The Vision for Equality, Diversity and Cohesion (EDC) across Children's Services, schools and settings	Commitment to deliver strategies and plans by all partners. Embed into all policies, plans and service delivery	Susie Hall Children's Services, EDC Strategy Group	March 2010 – ongoing. Review and update summer 2011	Strategy and action plan produced. Delivery mechanism and monitoring in place	All	Completed and ongoing
28. Identify and develop a group of	To support the embedding of EDC	Susie Hall	Spring 2011 - ongoing	Champions recruited and trained. Role	All	21 Champions in place. Training

Action	Reason for Action	Accountability	Timescales	Success measures	Equality strand	Progress
Children's Services Equality Champions	across all areas of service delivery, policy and planning			Agreed		delivered. Further training planned
29. Enable schools and settings to fulfil their responsibilities for EDC	Schools and settings meet statutory duty and develop best practice to ensure raised outcomes for children and young people	Susie Hall EDC Strategy Group	Spring 2011 - ongoing	Training and guidance to heads, governors and staff. Raised outcomes for children and young people	All	Schools EDC group established. Conference for schools 11 October 2011. Guidance for schools on meeting equality duties
30. To develop a process to ensure all policies, cross-cutting strategies, procedures, functions and projects are equality impact, assessed in a timely, consistent and methodical way	To meet statutory responsibility. Ensures assessment of impact	Sherry Peck	Autumn 2010 - ongoing	All services/divisions conduct equality impact assessments and EIAs with consistent rigour and effectively integrated within our business	All	Training delivery on EIAs included in policy development. EIAs completed

Single Equality Scheme Consultation Feedback – Appendix 2

	COMMENTS RECEIVED FROM	COMMENTS MADE	ACTION TAKEN
1.	Pat Carrington, Principal, City College (by email)	Confirmed no comments on the draft Single Equality Scheme.	N/A
2.	Officer from PCC Operations Directorate (LL by email)	Commented on the term “discrimination” and recommended the document define the way in which this term is used. Pointed out that the Council has to discriminate i.e. differentiate or make a distinction in order to provide Council services where they are needed.	Definitions of direct and indirect discrimination added in Section 2 of the scheme using definitions from the Equality & Human Rights Commission.
3.	Member of the public (MS by email via a voluntary sector organisation)	Commented on the needs of the Asian Pakistani community based on own experience since 2009. Comments focused on inequalities faced by Sunni women in Peterborough including dietary needs, social welfare, the internet, religion/culture, role in decision-making, role of religious men and use of mosques. Also highlighted the skills of many Sunni women.	Noted - feedback to be used as part of needs assessment and evidence for equality impact assessments and other work across council services.
4.	Kevin Tighe, Chief Executive, Vivacity (by email)	Commented that the document looks extremely comprehensive, focused on the City Council which is understandable and correct. The action plan is reasonably smart given the strategic nature of the document. Suggested additional action around reviewing pricing policies to see if policy and practice match. Suggested identifying a small number of ‘must do’ items.	Additional item added and priority actions indicated with ** in the action plan.
5.	Cross Keys Homes (by	Commented the draft is much improved from the pre-consultation version – comprehensive and reflective of	Section 11 of the Scheme has been expanded to outline the Greater

Single Equality Scheme Consultation Feedback – Appendix 2

	COMMENTS RECEIVED FROM	COMMENTS MADE	ACTION TAKEN
	email)	current legislative position. Noted that some legislative changes are still part of the scheme where this makes sense e.g. socio-economic inequalities. This version is less centred on employment and staff issues and has a broader context of partnerships, the external environment and the services provided. Suggested setting the SES in the context of the Single Delivery Plan for Peterborough and showing a structure chart around which groups are involved in delivering the scheme.	Peterborough partnership, Sustainable community Strategy, Single Delivery Plan and Diversity Forum.
6.	PCC Children's Services (by internal email)	Commented that paragraph 4.5.6 should read 101 languages not 24 languages. Also added text to the children's services section of the action plan.	Addition to the action plan included in final draft document. Specific section in action plan added for Children's Services.
7.	Member of the public (PS by email)	Commented that SES no longer a requirement and therefore assumes we are publishing the SES to comply with the requirements to prepare and publish equality objectives by 6/4/12 plus also the principles of compliance with the general equality duty. Also commented that the draft SES is just slightly tidies up from the pre-consultation draft and doesn't appear to have been consulted on with people affected by equality issues. Considers there is no assessment of the needs of equality groups, no link to existing equality schemes, no discussion on the consultation that has taken place, no reference to the publication of information in support of compliance with	SES updated in terms of changes to legislation and clear reference made to the requirement to publish equality objectives and the general equality duty. The consultation draft was informed by comments made during the pre-consultation phase and also by other relevant consultations/engagement including with disabled people. This summary of consultation responses is being published alongside the SES. The action plan has been made as

Single Equality Scheme Consultation Feedback – Appendix 2

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	COMMENTS RECEIVED FROM	COMMENTS MADE	ACTION TAKEN
		<p>general equality duty, too much internal focus. Considers the action plan is unrelated to the needs of equality groups, lacking in ambition, unrelated to the main body of the SES, has too many one-off times, isn't SMART. Specific suggestions made: Include revision of action plan annually in the action plan. Reflect Foreword sentiments in the Introduction. Considers adults with disabilities are ignored in Section 4. Queries why numbers in Section 4 are estimates rather than actual numbers Considers Section 4 should set out the needs of each group. Suggests section 4.5.5 would sit better in section 4.2 Suggests Section 6 is better reflected within the action plan. Suggests Section 7 commitments are not picked up in the rest of the SES. Suggests lack of emphasis on external engagement in Section 8 and queries confidence in the Council openly discussing and considering difficult issues. Paragraph 8.3 should refer to Annexe 2 rather than Appendix 2. Questions if sections 9, 10, 11, and 13 should be included in the SES and if they are, suggests buildings regulations should be too. Points out that socio-economic duty has been removed from the legislation. Unclear if Annexe 3 is complete.</p>	<p>SMART as possible. An action has been added to reflect annual updates of the action plan. Section 4 uses estimates which are available for each group referred to and describes the overall issues for each group. References are made to more detailed assessments such as the Joint Strategic Needs Assessment. Specific sections reviewed and amendments made where appropriate.</p>

Single Equality Scheme Consultation Feedback – Appendix 2

	COMMENTS RECEIVED FROM	COMMENTS MADE	ACTION TAKEN
8.	PCC Human Resources (by internal email)	Minor wording changes proposed. Additional text added on HR requirements in relation to race equality and information publication requirements. Updated SES to reflect recent changes around monitoring of workforce in relation to new recruitment – gender reassignment and sexual orientation. Updated SES in relation to Investors in People accreditation. Definition of disability updated. Proposals to change elements of action plan related to HR.	Wording changes, updates and action plan changes made where appropriate.
9.	PCC Creating Opportunities, Tackling Inequalities Scrutiny Committee – July 2011	Requested that action plan be made as specific as possible. An equalities representative should be identified from each department in the Council. Suggested increased reference to carers' support. Requested that reference to Dogsthorpe be removed.	Action plan has been made as SMART as possible. Equality representatives are already identified for each department in the Council. Carers' support references enhanced. Dogsthorpe reference is factual.
10.	Diversity Forum – June 2011	Individuals agreed to feed back on the document. Discussed the possibility of developing a Peterborough 'brand' for all organisations' Single Equality Schemes. Highlighted the need to focus on equality objectives. Discussed how the Forum can support the Single Equality Scheme and be more involved going forward.	The development of equality objectives is a key action within the Scheme. The Forum will be fully engaged in this work and in overseeing the action plan. Further debate on greater consistency across Peterborough to be had.
11.	Customer Services Focus Group	Discussion regarding economic wellbeing and surprise expressed that this is not a protected characteristic – view expressed that people should not be discriminated due to	Economic well-being included in the scheme although not a protected characteristic under the legislation.

Single Equality Scheme Consultation Feedback – Appendix 2

	COMMENTS RECEIVED FROM	COMMENTS MADE	ACTION TAKEN
	<p>– 24 members of the Citizen’s Panel – July 2011</p>	<p>their income level. View that the Council already treats people (in customer services terms) fairly, with respect and according to needs. On this basis some people did not feel the categorisation by protected characteristics was useful. Questions raised as to whether we do enough to ensure that people newly arrived in this country/the city are aware of their rights and responsibilities.</p>	<p>Action in relation to people newly arrived being looked at further by Neighbourhoods Team.</p>

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CABINET	AGENDA ITEM No. 5
7 November 2011	PUBLIC REPORT

Cabinet Member(s) responsible:	Councillor Cereste	
Contact Officer(s):	Simon Machen – Head of Planning, Transportation and Engineering Richard Kay – Group Manager – Strategic Planning and Enabling Anne Keogh – Housing Strategy Manager	Tel. 01733 453475 01733 863795 01733 863815

PETERBOROUGH HOUSING STRATEGY 2011-2015 (INCORPORATING THE PETERBOROUGH STRATEGIC TENANCY POLICY) (DRAFT VERSION FOR CONSULTATION)

RECOMMENDATIONS	
FROM : Executive Director Operations	Deadline date : 7 November 2011
1. That Cabinet approve, for the purposes of public consultation, the draft Peterborough Housing Strategy (incorporating the Peterborough Strategic Tenancy Policy) as attached at Appendix 1.	

1. ORIGIN OF REPORT

1.1 This report is submitted to Cabinet following recent and forthcoming changes to Government's policy and procedures towards housing, and following the end of the current Peterborough Housing Strategy 2008-2011.

2. PURPOSE AND REASON FOR REPORT

2.1 The purpose of this report is to seek approval from Cabinet, for the purposes of public consultation, the attached draft Peterborough Housing Strategy 2011-15 (incorporating the Peterborough Strategic Tenancy Policy).

2.2 It is a statutory requirement to prepare a Housing Strategy, under the Local Government Act 2003. A Strategic Tenancy Policy is likely to be a statutory duty shortly.

2.3 This report is for Cabinet to consider under its Terms of Reference No. 3.2.1: To take collective responsibility for the delivery of all strategic Executive functions within the Council's Major Policy Framework and Budget Framework and lead the Council's overall improvement programmes to deliver excellent services.

3. TIMESCALE

Is this a Major Policy Item/Statutory Plan?	YES	If Yes, date for relevant Cabinet Meeting	7 Nov (to approve draft) 6 Feb 2012 (to approve final)
Date for relevant Council Meeting (to adopt Strategy)	22 Feb 2012	Date for submission to Government Dept <i>(please specify which Government Dept)</i>	N/A

4. PETERBOROUGH HOUSING STRATEGY

Introduction

4.1 The Peterborough Housing Strategy is a major policy item for the council. It sets out the council's policies, commitments and programme for the period 2011-2015 for a wide range of Housing matters, including:

- How we will assist vulnerable people, such as the homeless;
- What our priorities are for delivering new homes, including prestige and affordable homes;
- How we will endeavour to regenerate existing housing stock, whether that be private or social housing;
- How we will assist people to get access to housing, including the council's Mortgage Scheme;
- How we will meet the housing needs of households with specific needs including older people and people with disabilities;
- How we will tackle Gypsy and Traveller housing issues; and
- How we will respond to the Government's reforms to social housing.

4.2 In clearly setting out the council's priorities in these matters, the public has full knowledge of what to expect and how to make the most of the services we offer.

4.3 The draft strategy recommended for approval by Cabinet today has been written so that it is:

- Brief, yet informative;
- Clear as to what the council's proposed policies are; and
- Specific in actions we will take.

Structure of the draft Strategy

4.4 The Strategy is in three main parts:

1. An **introduction** to the Strategy and an explanation as to **how to submit comments** on the draft during the consultation period (scheduled to commence towards the end of November, for a four week consultation period);
2. A set of **four priorities**, each with their own set of policies and actions (see below); and
3. A summary 'Action Plan', so we are clear who is to do what by when. This will also form the template for regular monitoring and reporting on whether we remain on track with delivering the Strategy.

The Housing Strategy Priorities

4.5 There are four headline priority areas within the Strategy. First, **supporting the delivery of substantial yet sustainable growth**. A range of key objectives are identified to contribute to the delivery of growth in Peterborough. These include confirming that we are to maintain the current targets for additional dwellings in Peterborough but also ensuring that growth is sustainable and achieves high environmental standards. Supporting other important initiatives such as ensuring a supply of suitable accommodation for Peterborough's growing student population, meeting the accommodation needs of the new City Hospital and supporting Government's promotion of self build, are all identified as important objectives. The council's asset disposal plans and ways of stimulating the local housing market through the council's 'mortgage scheme' are also identified as key areas that can contribute to Peterborough's growth.

4.6 The second priority is **securing the regeneration and improvements to Peterborough's housing stock**. This priority focuses on utilising a range of preventative and proactive measures that will improve living conditions in Peterborough's existing homes. The key objectives identified are tackling empty homes, addressing serious disrepair in the private

sector through grants and through enforcement and maximising the energy efficiency of existing housing.

- 4.7 The third priority is **meeting existing and future housing needs**. The key objectives that are identified to contribute to achieving this priority are: maximising the supply of affordable housing within the context of Government's new social housing funding regime; preventing and alleviating homelessness and rough sleeping in Peterborough through a range of measures with a strong focus on homelessness prevention; ensuring the suitability of accommodation for households with specific housing needs including older people and people with disabilities both within the existing stock through aids and adaptations and within future stock by ensuring the provision of a range of property types that will cater for different specialist needs; and meeting Gypsy and Traveller needs (especially in terms of short term temporary stopping points).
- 4.8 The fourth priority is **encouraging the development of mixed and sustainable communities**. The key objectives identified in this section are; ensuring that new housing developments are planned and managed to ensure a sense of community is developed; ensuring a balanced mix of property types and tenures; ensuring the sustainability of rural communities through affordable housing provision to address local need; supporting community led housing solutions (in both rural and urban neighbourhoods); and ensuring that allocation policies and tenure policies for social housing promote mixed and sustainable communities in the light of Government's social housing reforms.

Peterborough's Strategic Tenancy Policy

- 4.9 Included as an appendix to the Housing Strategy is a draft 'Peterborough Strategic Tenancy Policy'. Whilst it is not a statutory requirement yet to have an adopted Strategic Tenancy Policy, the clear message from government is that it will become a statutory requirement once the Localism Bill is enacted. As such, we are taking the opportunity to issue a draft Strategic Tenancy Policy alongside the wider draft Housing Strategy, and are seeking comments upon it.
- 4.10 The purpose of a Strategic Tenancy Policy is to set out what the council expects from housing associations which operate within the district. To be clear, it does not dictate what housing associations must do, but rather what we expect and prefer them to do. For example, it covers matters such as:
- The minimum length of tenancy to be granted to new tenants;
 - The circumstances where it is appropriate for tenancies to be offered that exceed the minimum term;
 - The circumstances where it is appropriate to retain the offer of lifetime tenancies;
 - The criteria to inform whether to renew a tenancy at the end of a fixed term;
 - The appropriate cap to rent levels for homes let as 'affordable rent' tenure, to ensure affordability; and
 - Any other matter to be taken into consideration by social landlords to determine how their stock is let.
- 4.11 In preparing the draft Strategic Tenancy Policy, officers have informally consulted with our housing association partners and have attempted to prepare a policy which is fair yet consistent with the council's wider housing policy aspirations. The housing associations will have the opportunity to formally comment on the draft prior to its adoption by the council later this year or early next.

5. CONSULTATION

- 5.1 The Housing Strategy and Enabling team has coordinated the preparation of the Strategy, in association with a considerable number of teams across the council, reflecting the wide range of issues which the Strategy covers. As such, subject to the outcome of the public consultation, officers across the council understand and have 'bought into' the policies and actions which are proposed.

- 5.2 The Housing Strategy and the Strategic Tenancy Policy were considered by Sustainable Growth Scrutiny on 13th October 2011. The minutes from this meeting including recommendations are attached to this report as appendix 1 for consideration by Cabinet.
- 5.3 Assuming it is approved by Cabinet today, public consultation will take place on the attached document during November and December 2011. Issues raised during that consultation period will be fully considered, and changes made to the Strategy where appropriate, before submitting the final version of the Strategy to Cabinet in February 2012. As this is a Major Policy Item, Council will be asked to formally adopt the Strategy on 22 February 2012.

6 ANTICIPATED OUTCOMES

- 6.2 It is anticipated that Cabinet will approve the draft Peterborough Housing Strategy 2011-2015 (Incorporating the Peterborough Strategic Tenancy Policy) for the purposes of public consultation.

7 REASONS FOR RECOMMENDATIONS

- 7.1 It is a statutory duty to prepare a Housing Strategy, albeit there is very limited statutory guidance as to what it must contain. The Council's current Housing Strategy (2008-11) is coming to the end of its intended period, and thus a revised strategy is necessary. Officers have purposely delayed bringing this Strategy to Cabinet due to the high number of national housing policy changes which were taking place during the winter / spring 2011 period. The major anticipated announcements have now been made by Government, so the timing to publish our own local housing strategy is very timely.
- 7.2 The Housing Strategy has also been prepared bearing in mind the financial constraints under which the council will operate during the 2011-15 period.

8 ALTERNATIVE OPTIONS CONSIDERED

- 8.1 The council could decide to delay preparation of a revised Housing Strategy. However, not only is the existing Strategy coming to the end of its life but it was prepared under a very different national economic and policy situation – it is considered essential, therefore, that our local housing strategy is updated to reflect both of these matters.
- 8.2 Alternative policy options are, of course, possible for inclusion within the strategy. However, the ones presented today are considered by officers as fit for purpose, tackle the key issues that Peterborough faces, yet are realistic and take account of financial constraints. The consultation period may highlight alternative approaches, and these will be fully appraised before Cabinet receives a final recommended version in February 2012.

9 IMPLICATIONS

- 9.1 **Financial:** Preparation of the Housing Strategy (and associated Strategic Tenancy Policy) has minimal costs and can be met within existing budgets. However, the Housing Strategy, once adopted, commits the council to undertaking various activities in the future, each of which have varying cost implications. These tasks, however, have been agreed with the applicable teams concerned and therefore budgets are in place in order for reasonable endeavours to be taken to achieve the policies and actions proposed. As such, there are no new financial implications directly arising from agreeing this draft Strategy for the purposes of consultation, other than those already accounted for in existing budgets.
- 9.2 **Legal Implications:** The Housing Strategy, once adopted, should be adhered to by the council in the way it conducts its housing-related business. Failure to do so could result in challenges, but these are unlikely to have any legal standing as the commitments being made in the Strategy are not legally binding. Of course, the council has a number of legal duties across the housing agenda, but there is nothing in this draft Strategy which we believe to be contrary to such legal duties or that create new legal duties. Cabinet today is only being asked to approve a draft for consultation, rather than approving the final

Strategy. The bigger risk in not achieving what we set out in the Strategy is a reputational risk, rather than any legal risk.

9.3 Environmental: sections of the Strategy relate to environmental issues, such as tackling fuel poverty and bringing empty housing back into use. Overall, the Strategy can be regarded as having a positive impact on tackling environmental issues.

10 BACKGROUND DOCUMENTS

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

None.

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Sustainable Growth Scrutiny Committee – 13 October 2011

DRAFT PETERBOROUGH HOUSING STRATEGY 2011-15 (INCORPORATING THE PETERBOROUGH STRATEGIC TENANCY POLICY)

The report presented the Draft Peterborough Housing Strategy 2011-15 and incorporated the Peterborough Strategic Tenancy Policy.

The Housing Strategy was the overarching housing-related strategy in Peterborough and was a statutory requirement. The Strategy defined the key objectives for the housing agenda between 2011-15 and the priorities for action. It set out the role that the housing agenda would play in helping the Council and its partners to meet its key strategic objectives. The Strategy had been produced in collaboration with a wide range of partners.

The Strategy had four objectives, which were:

- To support the delivery of substantial yet sustainable Growth
- To secure the regeneration and improvements to Peterborough's housing stock
- To meet existing and future housing needs
- To create mixed and sustainable communities

To Support the delivery of substantial yet sustainable Growth

The emerging proposals for this objective were to:

- Retain the Council's housing growth targets
- Adopt the Community Infrastructure Levy by 2012/13
- Encourage development and protect against loss of prestige homes
- Encourage growth of purpose built student accommodation
- Utilise council land to support growth
- Introduce the Local Authority Mortgage Scheme
- Support the accommodation requirements of the City Hospital

To secure the regeneration and improvements to Peterborough's housing stock

The emerging proposals for this objective were to:

- Remove all category one hazards from 350 private sector dwellings per annum
- Improve the thermal efficiency of 100 private dwellings per annum
- Bring 80 long term empty properties back into use per annum
- Produce a 'Green Deal' implementation strategy
- Introduce measures to encourage homeowners to improve the energy efficiency of their properties

To meet existing and future housing needs

The emerging proposals for this objective were to:

- Actively support the 'affordable rent' delivery model
- Review existing Section 106 agreements to facilitate new affordable homes
- Take a flexible approach to achieving the affordable housing tenure split as set out in the Core Strategy
- Adopt and publish a strategic tenancy policy
- Publish a new Homelessness Strategy

To create mixed and sustainable communities

The emerging proposals for this objective were to:

- Explore the feasibility of introducing a mechanism through the planning system that will help to manage the number and density of new Houses in Multiple Occupation in particular neighbourhoods
- Support community-led housing solutions
- Conduct a refresh of the current housing allocations policy
- Ensure that community sustainability is a key consideration at the master planning stage of new housing development

The Strategic Tenancy Policy was being developed as part of the Government's housing reforms in which Registered Social Landlords (RSLs) had been granted a range of additional flexibilities including:

- Being able to offer fixed term tenancies as well as lifetime tenancies
- Determining the length of tenancy offered to each tenant on an individual basis
- Devising criteria that would determine whether to renew a tenancy at the end of a fixed term
- Building new homes and converting existing stock on re-let to the new 'affordable rent' tenure

Whilst RSLs would be expected to set out their own policies on the new flexibilities, the Government was keen to ensure that local authorities retained a degree of strategic influence. The Strategic Tenancy Policy set out the broad objectives to be taken into consideration when RSLs were devising their policies but RSLs would be expected to give due regard to an authority's Strategic Tenancy Policy.

The Policy had four themes, which were:

- Ensuring Affordability
- Tenancy Flexibilities
- Appropriate Move-on
- Protecting Tenant Mobility

Ensuring Affordability

The key statement for this theme was that the Council wanted to ensure that rents remained affordable.

The Policy advocated:

- Rents charged for 'affordable rent' properties should not exceed the Local Housing Allowance (LHA). This would prevent excessive rents in high value areas.

Tenancy Flexibilities

The key statement for this theme was that flexibilities should be applied in a manner that did not undermine social investment in communities and provided stability to the most vulnerable tenants.

The Policy advocated:

- Fixed term tenancies should normally be for a minimum of five years
- Two year tenancies should only be used in exceptional circumstances
- Longer tenancies may be appropriate for those with long-term, but not life-long, support needs
- Lifetime tenancies should be retained for those with life-long needs
- Housing provided should seek to renew a tenancy at the end of a fixed term.

Appropriate Move-on

The key statement for this theme was that tenancy flexibilities should not be applied in a manner that increased homelessness.

The Policy advocated:

- RSLs providing advice and assistance to tenants whose tenancies they had decided not to renew
- That when not renewing a tenancy, RSLs liaised with the tenant at the earliest opportunity to make them aware of their intentions

Protecting Tenant Mobility

The key statement for this theme was that the Council wanted to ensure that the reforms did not restrict the mobility of existing tenants in the social rented sector.

The Policy advocated:

- Social rented tenants should be allowed to retain their existing security of tenure if they chose to transfer
- RSLs taking a responsible view when determining the type, size and location of the stock that they converted to the affordable rent tenure
- Housing providers were mindful of the impact of the conversions upon the tenure profile and overall sustainability of the communities in which they operate

The draft Strategy would be considered by Cabinet in November 2011 and would then undergo four weeks of consultation. The final Strategy would be considered again by Cabinet in February 2012.

Comments and observations were made around the following areas:

- The draft Strategy needed to be proof read fully before it was considered by the Cabinet.
- Policy HS34 makes reference to ensuring effective integration of affordable housing provision in developments through a ‘pepper potting approach’. What was meant by ‘pepper potting’? *It was about taking the wider needs of an area into account and avoiding a whole area being identified as an affordable housing site.*
- What was the validity of Policy HS34 being in the document? The Council’s policy was to look for a step up in the quality of developments and in some developments clusters of housing association homes could depress the quality, prestige and price of a development. *The Affordable Housing Strategy was set by the Core Strategy and not the Housing Strategy. The Policy was about avoiding an over concentration of certain tenures by trying to create mixed communities. It was about getting the right balance however in some areas it might not be appropriate to include affordable housing.*
- What evidence was there that ‘Pepper Potting’ worked? *Work had been undertaken around studies of large developments and the tensions within those communities.*
- The interpretation of ‘Pepper Potting’ needed to be clarified within the document. *It was suggested that the wording of the paragraph before the policy and the policy could be amended to read:*

Furthermore, to promote social cohesion Council encourages an integrated approach to affordable housing provision on new development rather than social segregation. This involves the Council working with developers and housing association partners to create a mix of affordable housing dwellings and private dwellings throughout the development in an attempt to minimise social exclusion and encourage mixed communities.

Policy HS34

In its role as housing enabler, the Council will work with developers and housing associations to ensure affordable housing provision is effectively integrated into new development.

- How would the Strategy be affected by uncontrollable issues such as Government changes in policy, for example rent restrictions? *The Strategy did make reference to the changes in the benefit system and that was also referred to in the draft Strategic Tenancy Policy.*

- The Strategy made reference to only supporting residential development proposals which made a clear contribution to our Home of Environment Capital aspirations; however it was vague on the importance of open space. *Open space was dealt with through the Planning Policies and not the Housing Strategy. A report on the draft Planning Policies would be considered later on the agenda.*
- Were we achieving the current 30% requirement for affordable housing in developments? *We were currently in a position where we were delivering more affordable housing but that was because of the current market position. 30% was a starting point but issues around viability needed to be considered. In the future we may be in a different position but flexibility was needed in the Policy.*
- The Strategy says that the Council would make land available to deliver housing growth, what land would be made available and would this lead to the loss of open space and allotment land? *Planning policies already protected open space from development. If we were to allow development on allotments we would be required to obtain approval from the Secretary of State and prove that the allotments were not required.*
- A number of Motions around Green Deal and renewable energy had been approved by Council, why were they not mentioned in the Strategy? *This was an area of planning policy and a Supplementary Planning Document would be coming forward around this issue. We could however signpost in the Housing Strategy to the forthcoming Planning Document.*
- Is the government land which is to the West of Castor included within the document? *That area of land is the government's however they had indicated that they would sell of surplus land. Allocation of the land for housing would be dealt with through the Local Development Framework and not this Strategy.*
- Should the Housing Strategy and Strategic Tenancy Policy be two separate documents? *They were two distinct policies but at the moment the Strategic Tenancy Policy was an appendix to the Housing Strategy.*
- Does the Strategic Tenancy Policy enable landlords to move towards fixed term tenancies and flexibility of rents? *Affordable rent would only be able to be applied if the RSL received funding from the HCA, in Peterborough this would only apply to Cross Keys Homes. Cross Keys were still developing their own policy and wanted to make it work.*
- The Policy did not include criteria for assessing people made involuntary homeless. When a tenant received a notice to quit the Council should get involved at an early stage. A statement should be included on how the Council would deal with these cases. *Homelessness was not dealt with within this Policy as it was already dealt with through Statute and case law. A revised Homelessness Strategy would be coming to scrutiny in the near future and that was the appropriate document to deal with homelessness issues. The Allocations Policy also determined the priority for housing.*
- The policies were lined as it was a balancing of the rights of private landlords and the speed at which action would be taken to re-house tenants. *The Strategic Tenancy Policy related to the housing reforms and was the link between the Council's needs and the RSLs. The Homelessness Strategy covered the process leading up to someone being made homeless and not just dealing with them when they were homeless.*

RECOMMENDATIONS

- (i) That Cabinet be recommended that the final paragraph of the section 'Ensuring a varied housing offer that supports mixed communities' and Policy HS34 be amended as follows:

Furthermore, to promote social cohesion Council encourages an integrated approach to affordable housing provision on new development rather than social segregation. This

involves the Council working with developers and housing association partners to create a mix of affordable housing dwellings and private dwellings throughout the development in an attempt to minimise social exclusion and encourage mixed communities.

Policy HS34

In its role as housing enabler, the Council will work with developers and housing associations to ensure affordable housing provision is effectively integrated into new development.

- (ii) That the Peterborough Strategic Tenancy Policy be recommended to the Cabinet.

ACTION AGREED

That officers ensure that the draft document be fully proof read and corrected before being presented to Cabinet.

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Peterborough Draft Housing Strategy 2011 - 2015



Cabinet
November 2011

Foreword

Welcome to the draft of our new Housing Strategy, which sets out the council's plans for housing in Peterborough from 2011 until 2015.

Peterborough is a city with huge ambitions. Our vision is simple; to create a bigger and better Peterborough, where sustainable growth brings with it opportunities that will improve the quality of life of its residents, help preserve our natural environment, and create vibrant and cohesive communities. Good quality housing is fundamental to this vision; the standard of our accommodation is pivotal to our health, our wealth, our aspirations and our life-chances.

The Housing Strategy is intended to benefit everyone who lives in Peterborough. It does not only focus upon addressing housing need, but it also focuses upon the role that housing will play in meeting the economic, social and environmental aspirations of the city. This Strategy is directly relevant to the future of housing in Peterborough, which affects all of its residents.

In producing this draft strategy we have identified four overarching objectives for the housing agenda in Peterborough for the period until 2015. These are;

- To support the delivery of substantial yet truly sustainable growth
- To secure the regeneration of and improvements to Peterborough's housing stock
- To meet existing and future housing need
- To create mixed and sustainable communities

These objectives are underpinned by a range of key priorities for action, including the need to increase the supply of prestige and affordable homes, support the accommodation requirements of our fledging university, reduce levels of rough sleeping, and meet the housing needs of those with disabilities and other vulnerabilities. This draft strategy contains a range of ideas and initiatives designed to help us address these priorities. However, we are seeking your help, your view and your ideas on alternative and/or additional ways on to address these issues for inclusion in the final document.

Details of how you can submit your comments are shown over the page. We really do value your input on this important document and look forward to receiving some great ideas. With your help we can help to shape Peterborough' housing agenda over the next four years.

We look forward to hearing your views.



Cllr Marco Cereste
Lead of the Council and Cabinet Member for Growth,
Strategic Planning, Economic Development and Business
Engagement



Cllr Peter Hiller
Cabinet Member for Housing, Neighbourhoods
and Planning

Consultation Preface

The Peterborough Housing Strategy is a Major Policy item for the Council. As a statutory document, it sets out the Council's policies, commitments and programme for the period 2011-2015 for a wide range of Housing matters, including:

- How we will assist those in housing need, such as the homeless and those living in fuel poverty
- Our priorities for delivering new homes, including prestige and affordable homes
- How we will regenerate and improve existing housing stock
- How the housing agenda in Peterborough will contribute towards our key strategic aims as a Local Authority over the next four years

This consultation period provides an opportunity for you to provide us with your views on the draft document.

Consultation history

The draft Housing Strategy has been prepared in consultation with a wide range of partner agencies. The objectives of the Draft Housing Strategy were drawn up in consultation with a steering group of key stakeholders, including representatives of housing-related council departments, local housing associations, private developers, NHS Peterborough and the private rented sector. This steering group was formed following the completion of a 'stakeholder identification' exercise designed to identify the key partners that would hold an interest in formulating the Strategy.

How to respond

We welcome your comments at this important stage. Any comments will help inform the final selection process.

- **Consultation Portal Web Link**

http://www.peterborough.gov.uk/housing/housing_strategy_team.aspx

- **Making comments**

Whilst we prefer it if you submit comments on-line (see above) the email address for comments is: housing.strategy@peterborough.gov.uk

The postal address for comments is:

Housing Strategy Team
Peterborough City Council
Stuart House East Wing
St John's Street
Peterborough
PE1 5DD

- **How to make your comments effective**

If you require further clarification on any points raised in the draft Housing Strategy, then please do not hesitate to contact the team via the contact details above, or via phone on 01733 864055. For links to a range of organisations that may be able to assist you in preparing comments on the Draft Strategy, visit <http://www.cih.org/links/index.html>

Draft Peterborough Housing Strategy 2011-15: Contents

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Draft Peterborough Housing Strategy 2011-15: Executive Summary

Peterborough is a city with huge ambitions. Peterborough City Council's vision is simple; for a bigger and better Peterborough, where sustainable growth brings with it opportunities that will improve the quality of life of its residents, helps to preserve the environment, and helps to create vibrant and cohesive communities. Good quality housing is fundamental to this vision; the standard of our accommodation is pivotal to the health, wealth, aspirations and life chances of Peterborough's residents.

• Why does Peterborough need a Housing Strategy?

The Peterborough Housing Strategy is a Major Policy item for the Council. Under the Local Government Act 2003 the Council is required to produce a strategy that sets out the council's policies, commitments and programme for a wide range of housing matters, including:

- How it will assist those in housing need, such as the homeless and those living in fuel poverty
- Its priorities are for delivering new homes, including prestige and affordable homes
- How it will regenerate and improve existing housing stock
- How the housing agenda in Peterborough over the next four years will contribute towards the key strategic aims of the Local Authority

The Housing Strategy is intended to benefit everyone who lives in Peterborough. It does not only focus upon addressing housing need, but it also focuses upon the role that housing will play in meeting the economic, social and environmental aspirations of the city. This Strategy is directly relevant to the future of housing in Peterborough, which affects all of its residents.

This Strategy will cover the four-year period from 2011 to 2015. The policies emerging from the Strategy will be monitored and reviewed annually with our partners to ensure that they remain relevant to the housing agenda in Peterborough. This process will lead to the production of an annual report that will set out progress made against each policy objective.

Housing policy in context

• National Policy overview

There are several key reoccurring themes that run through national housing policy in the UK. One of the most dominant themes is that of 'sustainability'. Planning Policy Statement One (PPS1) sets out the Government's policy objectives for ensuring wider sustainable development and growth, and states that all types of development, including housing should ensure social progress, effective protection of the environment, prudent use of natural resources, and maintain high levels of economic growth and employment.

Other key themes of national housing policy include:

- Aiming to improve housing affordability by increasing supply
- Ensuring a wide choice of homes to meet a range of needs including opportunities for home ownership
- Ensuring the creation of mixed and sustainable communities

These themes are predominantly set out in Planning Policy Statement Three (PPS3); a major policy document that sets out how the Government will implement its strategic housing objectives through the planning system.

In addition to these overarching policy objectives, successive governments have also legislated for a range of specific measures designed to address particular national housing issues. The Homelessness Act 2002 introduced a requirement for all Local Authorities to adopt a strategic approach towards the prevention and alleviation of homelessness. This focus upon addressing homelessness has been bolstered by the introduction of the government's target to eliminate entrenched rough sleeping in England by 2012. Recent Government policy has also focused upon ways to address the housing challenges posed by an ageing population; the Government Strategy for an ageing population, entitled 'Lifetime Homes, Lifetime Neighbourhoods', proposes amongst other measures that all new homes will be built to a nationally recognised standard for accessibility and adaptability by 2013 (known as the 'Lifetime Homes Standard').

Continuing on the theme of sustainability that is set out in PPS1, the Energy Act proposes to introduce a scheme known as the 'Green Deal'. This government-backed but privately funded scheme will potentially allow households to carry out energy efficiency improvements to their home at no upfront cost, helping to address Government priorities such as alleviating 'fuel poverty' and reducing domestic carbon emissions.

Finally, arguably the most significant recent changes to housing policy are presently passing through parliament as part of the Localism Bill. The Bill proposes a range of reforms based around a range of key themes, including;

- Meeting future housing needs within the context of wider spending cuts
- Enabling decisions around housing and planning to be made at a local level
- Incentivising housing growth

Amongst other initiatives, the Localism Bill introduces a new housing tenure called 'affordable rent' that will help Housing Associations increase the level of revenue available to fund new development, abolishes the requirement for new tenants living in social housing to be given a tenancy for life, introduces new 'Community Right to Build' powers, and introduces the right for communities to draw up 'neighbourhood plans' that will shape the future of where they live, including the nature of future housing provision. This Housing Strategy sets out how Peterborough City Council will help to deliver these national policy objectives within the context of our own local priorities.

• **Local Policy overview**

In terms of local priorities, the overarching strategic objectives for Peterborough City Council and its partners is set out in the Peterborough Sustainable Community Strategy (SCS) 2008-21. The four priorities of the SCS are as follows;

- Creating opportunities – tackling inequalities
- Creating strong and supportive communities
- Creating the UK's 'Environment Capital'
- Delivering substantial and truly sustainable growth

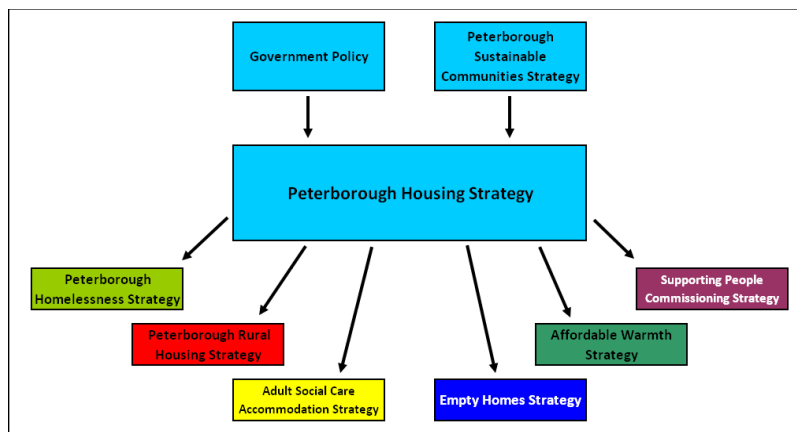
These four priorities underpin every strategic document and policy produced by the Council, including the Housing Strategy.

One such strategic document is the Peterborough Core Strategy, which sets out the principles by which the city will grow over the long term. The Core Strategy sets out plans to deliver 1,420 new homes per annum in Peterborough until 2026, with a focus upon ensuring an appropriate balance and mix of housing that meets the needs and aspirations of the city's residents. The Core Strategy also sets out objectives to improve the quality and longevity of Peterborough's housing stock, and to ensure that the housing growth agenda supports our Environment Capital aspirations. Another key strategic document that will play an important role in shaping housing growth across the authority area is the Peterborough Local Investment Plan (LIP). Developed in conjunction with the Homes and Communities Agency (HCA), the LIP sets out the investment that is required in order to encourage housing-led regeneration and to meet future and existing and future housing needs.

In addition to our plans for growth, the Council has adopted a range of strategic documents and policies that set out the approach to addressing a wide range of housing priorities for Peterborough. The Peterborough Homelessness Strategy 2008-11 sets out how the Council and its partners will work prevent and alleviate homelessness across the Authority, whilst the Peterborough Affordable Warmth Strategy sets out the measures that the Council will take to reduce 'fuel poverty' and improve the level of thermal comfort experienced by vulnerable households. The Peterborough Rural Housing Strategy 2010-13 also highlights the need to address fuel poverty and domestic energy efficiency amongst vulnerable rural households, along with a need to improve the supply of affordable housing set aside to meet the needs of rural communities.

The Peterborough Older Persons Accommodation Strategy 2007 sets out a target to develop an additional 500 units of 'Extra Care' accommodation by 2016 in order to meet the needs of an ageing population, along with reaffirming the strategic aim to enable and support older persons to remain in their own home. This Strategy is soon to be superseded by a new Health and Social Care Accommodation Strategy that will set out how NHS Peterborough and the Council will seek to address the housing needs of vulnerable persons, including the elderly, those with mental health issues, and those with learning disabilities.

The Peterborough Housing Strategy is the Council's overarching strategic housing document. It sets the key objectives that will shape the housing agenda in Peterborough over a five year period. This relationship is depicted in the diagram below:



Housing in Peterborough

- **Demographic overview**

According to the most recent projections the current population of Peterborough is estimated to stand at around 173,100 (ONS, 2010), with this figure anticipated to increase to 199,800 by 2026. The profile of the population in Peterborough is also projected to change over the next 15 years, with a significant increase in the percentage of local people aged 75 years or over. In addition to these population changes, the average household size in Peterborough is also expected to decrease for 2.31 to 2.20 persons by 2026. All of these changes have the potential to hold significant implications for the future of housing in Peterborough.

- **Housing Stock**

As with most British cities, owner-occupation by way of a mortgage is the most common tenure in Peterborough, accounting for 41% of all households. Peterborough is also categorised by a relatively low proportion of households who own without a mortgage (25%) and a higher proportion who rent in the social sector (20%) when compared with the sub-region. The private rented sector, which accounts for 12% of all tenures in Peterborough, is the second largest in the sub-region after Rutland.

Fig. 3 Estimated Tenure Split

Tenure	2007		2010	
	Households	% of households	Households	% of households
Owner-occupied (no mortgage)	17,194	25.1%	19,393	25.9%
Owner-occupied (mortgage)	30,825	43.1%	30,372	40.6%
Social Rented	14,055	19.7%	14,846	19.8%
Private Rented	8,686	12.2%	10,288	13.7%
Total	71,480	100.0%	74,900	100.0%

Source: Peterborough Strategic Housing Market Assessment Update 2010

Peterborough's housing stock is weighted towards smaller unit sizes when compared with the sub-region. The most common housing type across the Authority is the terraced house (27%), closely followed by the semi-detached house at 26%. The Authority has a relatively small proportion of detached housing (21%) when compared with neighbouring authorities in the sub-region (28%). In terms of the age, the housing stock in Peterborough is relatively young. Around 60% of Peterborough's existing housing stock has been developed since 1965, compared with 39% across the rest of England. The city also has a relatively small proportion of properties that were built in the period before 1919 (14% compared with 25% nationally).

- **Housing need and affordability**

Housing affordability is a key issue within the Peterborough housing market. In 2010 the Council and its partner neighbouring Local Authorities commissioned a study into local levels of housing need. This study identified the following;

- 27% of households in Peterborough cannot afford to rent or buy market housing without some form of subsidy. This is compared with 22.6% of households across the sub-region
- 81% of lone parents in Peterborough are unable to afford market prices or rents without subsidy. The same applies to 38% of single persons and 37% of single pensioners.

- At the current rate of household formation and housing supply, an average of 1,008 households will fall into housing need in Peterborough on an ongoing annual basis.
- In rural areas, housing need as a proportion of supply is ten times higher than it is in the urban area of the city.

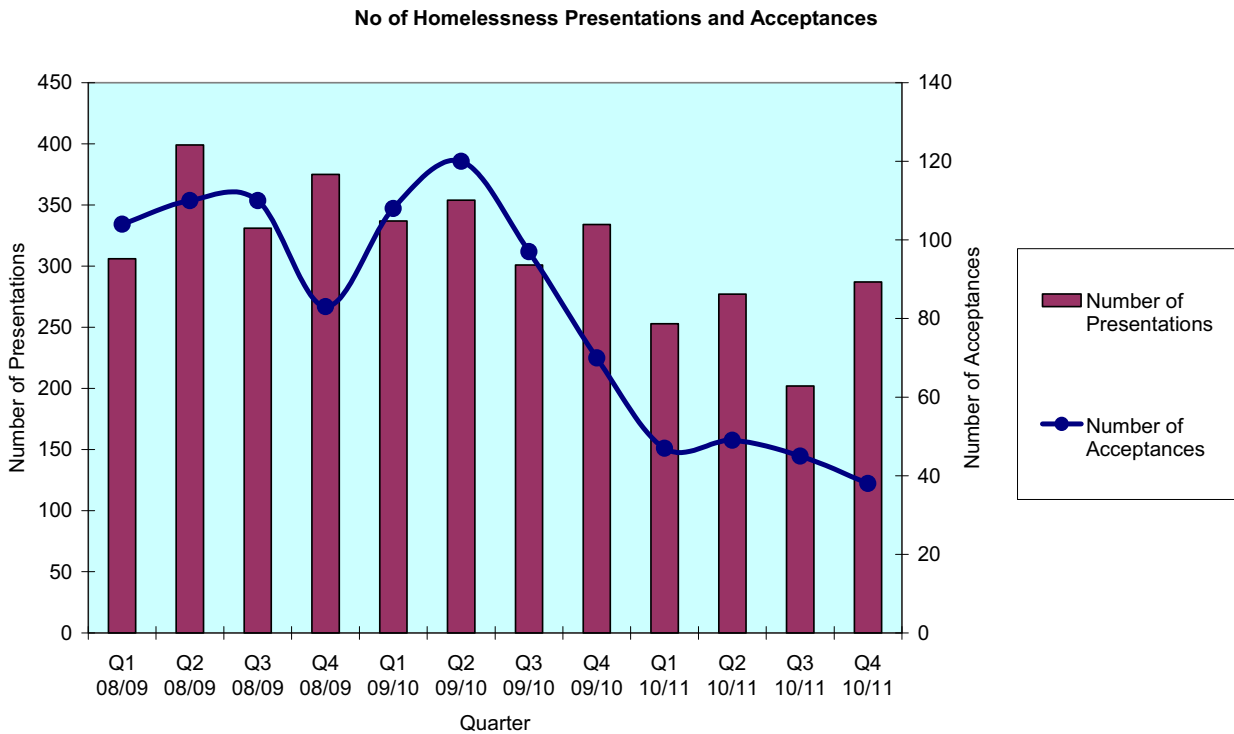
● **Housing Conditions**

In 2009 the Council commissioned a study into the condition of the private sector housing stock across the Authority. The key findings of the study were as follows;

- 23% of the private sector dwellings in Peterborough have a 'category one' hazard as defined under the Housing Health and Safety Rating System. A category one hazard is defined as a hazard that may cause death or serious injury.
- 39% of private sector homes fail to meet the Decent Homes Standard
- The most common disrepair issues across the private sector housing stock in Peterborough relate to doors, windows and heating systems
- Around 15,000 private homes in Peterborough require improvements to their heating systems
- 7,749 Peterborough households are in 'fuel poverty', including 23% of all vulnerable households.

● **Homelessness and rough sleeping**

Historically, homelessness and rough sleeping have been significant issues in Peterborough. The last recession brought with it an increase in the number of households applying to the Council as homeless, along with an increase in the recorded instances of rough sleeping. However, recent efforts by the Council and its partners have led to a reduction in these numbers. The graph below shows the number of homelessness applications (known as 'presentations') received by Peterborough City Council over the past two years, compared with the number of homelessness applicants to whom the council owed a duty to secure accommodation (known as 'acceptances').



Peterborough City Council, 2011

The Objectives

Objective One: To support the delivery of substantial yet truly sustainable growth

The first objective of the Housing Strategy relates to the scale and nature of housing growth that is required to meet the needs of the existing and future population, as well as supporting Peterborough's economic performance and employment growth. In order to support this objective, the Housing Strategy sets out proposals to;

- Retain the Council's housing growth target of 1,420 homes per annum until 2026
- Prepare and publish a Community Infrastructure Levy charging schedule by the end of 2012/13
- Encourage the development of, and protection against the loss of, prestige homes
- Encourage and support housing development proposals that make a clear contribution towards Peterborough's Environment Capital aspirations.
- Encourage and enable the growth of student accommodation that can support the growth of higher education facilities in Peterborough, including a commitment to undertake a mapping exercise of all existing student accommodation provision across the authority
- Utilise council land to support growth
- Introduce a Local Authority Mortgage Scheme to assist first-time buyers
- Enable the provision of accommodation that will support the growth of the Peterborough City Hospital
- Support self-build accommodation

Objective Two: To secure the regeneration of and improvements to Peterborough's housing stock

The second objective of the Housing Strategy relates to the role that housing regeneration and improvements can play in wider neighbourhood renewal, meeting our Environment Capital ambitions, and improving the health of the local population. In order to meet these objectives, the Housing Strategy proposes to;

- Bring 80 long term empty properties back into use on an annual basis, and review the level of resources required to increase this target
- Remove all 'category one hazards' from 350 private sector households on an annual basis until 2014/15
- Improve the thermal efficiency of 100 private sector dwellings per year
- Produce a 'Green Deal' Implementation Strategy that will set out how the Council will support the implementation of the Government's flagship residential energy efficiency improvement scheme.
- Explore the feasibility of introducing mechanisms to encourage home owners to undertake consequential energy efficiency improvements
- Implement schemes that improve awareness of the benefits of domestic energy efficiency

Objective Three: To meet existing and future housing needs

Objective three relates to how the Council and its partners will work to meet the growing needs of the residents of Peterborough, including disabled households, those unable to afford market housing, and those threatened with or experiencing homelessness. In order to support this agenda, the Housing Strategy includes plans to;

- Actively support the HCA's new 'affordable rent' delivery model as a means of increasing the supply of new affordable housing in Peterborough
- Adopt and publish a Strategic Tenancy Policy that will set out to ensure that the affordable rent tenure contributes towards meeting local needs and priorities
- Utilise Council land to support the provision of affordable housing
- Publish a new Homelessness Strategy by the end of 2011/12
- Continue to offer specialist advice and assistance to those experiencing mortgage difficulties, in anticipation of inevitable future increases in interest rates
- Develop services aimed at addressing homelessness amongst single person households
- Maintain funding for housing-related support services over the lifespan of the Strategy, and to produce a Supporting People Commissioning Strategy that will inform future service commissioning.
- Provide Disability Grant Funding assistance to at least 255 disabled and/or vulnerable households on an annual basis
- Support the delivery of homes built to the Lifetime Homes Standard

Objective Four: To create mixed and sustainable communities

The final objective set out in the Strategy relates to how the Council will seek to utilise its housing agenda to ensure that future neighbourhoods created and the communities that live within them are mixed, thriving and sustainable. In order to meet this objective, the Strategy proposes to;

- Explore the feasibility of introducing a mechanism through the planning system that would help to manage the number of new Houses in Multiple Occupation (HMOs) in particular neighbourhoods.
- Continue to explore opportunities to increase the levels of affordable housing in rural areas that are available to meet the needs of local people.
- Encourage and support the establishment and growth of Community Land Trusts
- Ensure that community sustainability is a key consideration at the master planning stage of new neighbourhoods
- Conduct a refresh of the existing Peterborough Homes Allocations Policy, in order to ensure that the refreshed policy supports the aim of creating mixed and sustainable communities.

Draft Peterborough Housing Strategy 2011-15

Introduction

Peterborough is a city with huge ambitions. Peterborough City Council's vision is simple; for a bigger and better Peterborough, where sustainable growth brings with it opportunities that will improve the quality of life of its residents, helps to preserve the environment, and helps to create vibrant and cohesive communities. Good quality housing is fundamental to this vision; the standard of our accommodation is pivotal to health, wealth, aspirations and life chances.

Why does Peterborough need a Housing Strategy?

Under the Local Government Act 2003 the Council is required to produce a Strategy that sets out its vision for housing across the Authority. This Housing Strategy for 2011-15 sets out how the Council and its partners will address the housing challenges that Peterborough faces, and explains how the housing agenda will contribute towards the key aims of the city.

Who is the Peterborough Housing Strategy for?

The Housing Strategy is for everyone who lives in Peterborough. It does not only focus on addressing housing need, it also focuses upon the role that housing will play in meeting the economic, social and environmental aspirations of the city. This Strategy is relevant to the future of housing in Peterborough for all its residents.

What period of time does the Housing Strategy cover, and when will it be reviewed?

This Strategy will cover the four year period from 2011 until 2015. The policies emerging from the Strategy will be monitored and reviewed annually with our partners to ensure that they remain relevant to the housing agenda in Peterborough. This process will lead to the production of an annual report that will set out progress made against each policy.

Structure of the Housing Strategy

The Peterborough Housing Strategy consists of four sections. It is structured along the following lines;

Section One provides an analysis of the national and local policy context relating to housing

Section Two provides a snapshot of the housing market in Peterborough, along with information regarding housing needs and specific housing issues.

Section Three. This section is broken down into four sub-sections. Each sub-section covers one of the four overarching objectives of this Housing Strategy. Under each of these four objectives we provide details of the key priorities that the Council will focus upon over the next four years in order to work towards achieving these objectives.

Section Four contains an action plan setting out the each of the 39 policies within the Housing Strategy. It includes details of the lead agency(s) responsible for delivery against each priority.

Key achievements from the Peterborough Housing Strategy 2008-11

The key achievements of the Peterborough Housing Strategy 2008-11 are listed below.

Providing for the future

- During the lifespan of the last Housing Strategy, over 3,172 new homes were developed across Peterborough. Of these homes, over 1,300 of these new homes (41%) were classed as affordable
- Over the last three years, a total of 143 Extra Care Scheme places designed to meet the needs of vulnerable elderly households were delivered across Peterborough.
- The Peterborough Foyer, which provides supported accommodation to young people in employment, training or education, was remodelled to offer a wider range of support packages and lodging types, including move-on accommodation that helps to encourage the transition from dependence to independence.

Improving housing standards

- In 2008 an additional licensing scheme for Houses in Multiple Occupation (HMO) located in the Central Ward of Peterborough was introduced. This scheme places a requirement for HMO landlords to register their property with the council and meet certain criteria in terms of property standards, helping to improve overall standards in the sector.

Regeneration and renewal of existing housing

- Over the lifespan of the last Housing Strategy, nearly 200 previously empty homes have been bought back into use, with many of these properties let to homeless households who were previously awaiting for accommodation through the Housing Register
- Over 2,650 Private Sector Renewal Grants have been awarded by the Strategic Housing Services team; this equates to over £5 million investment to help improve the homes of vulnerable people living in Peterborough

Reducing homelessness

- Due to an increased focus on homelessness prevention, there has been a year on year decrease in the number of homelessness 'acceptances' from 413 in 2008/9 to 179 in 2010/11. The number of homelessness presentations has fallen by 27% over the same period.
- Thanks to a strong partnership working approach between the Council, the UK Border Agency, the voluntary sector and faith groups, the levels of rough sleeping in Peterborough had reduced significantly by the end of 2010/11.

Delivering excellent housing advice and support services

- Between 2008 and 2011 the Housing Needs team prevented the homelessness of 32 households through the Government's Mortgage Rescue Scheme
- Over 3,800 affordable homes have been allocated to households on the housing register by our Choice Based Lettings Scheme
- Over the last three years, the Council commissioned and funded over £14m worth of housing-related support services under the Government's Supporting People Programme.

A full breakdown of the progress made against the action plan for the previous Housing Strategy, covering the period from 2008 to 2011, can be found in Appendix 3 of this document.

Section One - Local and National Policy Context

There are many strategies and plans that contribute and feed into different aspects of the housing agenda in Peterborough. This section highlights some key national and local housing-related priorities, and explains how these priorities relate to those of the Peterborough Housing Strategy 2011-15.

The National Policy Context

Local housing priorities are heavily influenced by a series of strategies and plans introduced by the Government. The key national housing-related drivers of policy are explored below. It is worth noting that many of the national policies and plans set out in this section were introduced by the previous government. Details of the Coalition Government's housing agenda are yet to fully emerge. This section may be revised accordingly in the final version of this Strategy if further details are published.

'Local Decisions - A Fair Future for Social Housing' and the Localism Bill

In December 2010, the Government unveiled a wide range of social housing reforms in a consultation paper named 'Local Decisions - A Fair Future for Social Housing'. Government has proposed the following reforms;

- The introduction of a new affordable housing tenure, entitled the 'affordable rent'. Rents for the new tenure will be set at 80% of local market rents.
- The introduction of new flexibilities that allow landlords to offer fixed-term tenancies to tenants in the affordable sector, and make it easier to transfer tenants between properties.
- A new duty for Local Authorities to produce a 'Strategic Tenure Policy', which sets out the principles by which landlords should apply their new flexibilities.
- Amendments to legislation that relate to homelessness and housing allocation. Under the proposals, Local Authorities will be granted more flexibility in how they discharge their homelessness duties, and will no longer be required to hold 'open' waiting lists and instead will be able to prevent certain groups from applying for housing (such as those with no local connection to the area).
- Plans to financially incentivise Local Authorities to bring long term empty homes back into use.

If adopted by Parliament, these reforms will be brought into statute by the Localism and Decentralisation Act, which is presently passing through Parliament as a 'bill'. Other measures being introduced with housing-related implications include;

- The introduction of the 'New Homes Bonus'. The bonus, which is designed to act as a financial incentive for communities and Local Authorities to encourage housing growth and bring empty homes back into use, will be the equivalent of six years council tax per new dwelling.
- New 'community right to build' powers which will give local people the opportunity to come together and devise plans to develop housing, shops, businesses or facilities, and then obtain outline planning consent where the rest of the community is largely in support of the proposals.
- New 'community to bid' powers, which will grant communities the chance to draw up a register of local assets which are of importance to local people (a register that local authorities will be required to maintain by law). When listed assets come up for sale, community groups will have the opportunity to formulate a bid to take ownership.
- The introduction of new rights for communities who wish to draw up 'Neighbourhood Development Plans' that will shape the future of where they live.

Detail regarding these reforms is still emerging, principally through the evolution of the Localism and Decentralisation Bill.

Energy efficiency, fuel poverty and the 'Green Deal'

The 'Green Deal' is the Government's leading approach to addressing the issues of energy inefficiencies within the country's housing stock. Introduced through the Energy Bill in December 2010, the 'Green Deal' is designed to allow households to carry out energy efficiency improvements to their homes with no upfront cost.

Under the 'deal', energy consumers will pay back the cost of the improvements through a charge on their utility bill. However, the charge on the bill should be no more than the actual savings gained from having the improvements. Details of how the Council is preparing for this initiative are outlined in Objective 2 of Section 3 of this Strategy.

'Lifetime Homes, Lifetime Neighbourhoods'

'Lifetime Homes Lifetime Neighbourhoods' was introduced by the previous government in 2008 as part of its Strategy for housing an ageing population. The document sets out policy objectives to:

- Build all new homes to Lifetime Homes Standard by 2013. This is a set of design principles for new build accommodation that make it easier for the occupant to remain in the property if their mobility decreases. The incumbent government has not expressed plans to abolish this target, but has confirmed that it is under review.
- To increase funding for the Disabled Facilities Grant, that funds the adaptations that are necessary to enable vulnerable and disabled people to remain in their own home. This increase in funding was supported by the recent Comprehensive Spending Review 2010.

As we will explain in the next section of this Strategy, Peterborough's elderly population is projected to rapidly increase over the next 15 years, with a 90 percent increase in the population of those over 85 years of age. The number of individuals suffering from dementia is also set to increase nationally, with a 38 percent increase over the next 15 years and an increase of 154 percent beyond 2050 (The Alzheimer's Society, 2007).

The combination of an ageing population, coupled with a likely increase in the need for care provision, reaffirms the necessity to ensure that our housing stock is ready for this demographic change. The Housing Strategy will set out some key overarching principles that will underpin the emerging Health and Social Care Accommodation Strategy that is being produced by NHS Peterborough. This document, which is anticipated to be published mid-2011, will include specific details of our strategic approach towards addressing the housing needs of an aging population.

Planning Policy Statement 3 (PPS3) - Housing

Planning Policy Statement 3 (PPS3) is a major policy document that sets out how the Government will implement its strategic housing objectives nationally through the planning system. The statement sets out the Government's four key policy aims for housing:

- To achieve a wide choice of high quality homes, both affordable and market housing, to address the requirements of the community
- To widen opportunities for home ownership and ensure high quality housing for those who cannot afford market housing, in particular those who are vulnerable or in need
- To improve affordability across the housing market, including by increasing the supply of housing
- To create sustainable, inclusive, mixed communities in all areas, both urban and rural

In June 2011 as part of the social housing reforms process, the Government revised the existing definition of affordable housing as set out in PPS3 to include the new affordable rent tenure: 'Affordable housing includes social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market.'

The criterion for affordable housing remains unchanged. PPS3 still states that affordable housing should:

- Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices
- Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.

Planning Policy Statement 1 (PPS1) – Sustainable Development

Although not solely focused upon housing, Planning Policy Statement 1 sets out the Government's policy objectives for ensuring wider sustainable development and growth. The policy objectives set out in PPS1 are:

- To ensure social progress which recognises the needs of everyone
- To ensure effective protection of the environment
- To ensure prudent use of natural resources
- To maintain high and sustainable levels of economic growth and employment

These principles will underpin Peterborough City Council's approach to housing and growth, and will be incorporated into the approach taken by this Strategy.

Please note that the government is legislating to introduce a new single national planning policy document that will replace the existing Planning Policy Statement (PPS) documents, including PPS1 and PPS3.

Homelessness Act 2002 and the 2012 Rough Sleeper Target

The Homelessness Act 2002 introduced a duty for Local Authorities to adopt a strategic approach to tackling homelessness, including the requirement to produce a Strategy that sets out how it will seek to prevent

homelessness. Details of our ongoing work to prevent and reduce homelessness, including our plans to publish a refreshed Homelessness Strategy, are included within Section 3 of this Strategy.

The focus on the prevention of homelessness has also been bolstered by the Government's target to eliminate rough sleeping in England by 2012.

Summary of key national policies, priorities and plans

As with the local strategies and plans, analysis of the key national policy objectives set down by the Government identifies several key themes. These include the objectives to:

- Ensure sustainability of development
- Address climate change through the way we build and heat our homes
- Create mixed and balanced communities
- Ensure a broad housing offer that supports economic growth
- Prepare for the housing challenges that an ageing population will bring
- Support those who are vulnerable and in the highest housing need.

The Local Policy Context

Peterborough Sustainable Communities Strategy 2008-21

The Peterborough Sustainable Community Strategy (SCS) 2008-21 is an overarching Strategy that guides the work of Peterborough City Council and its partners. It underpins every strategic document produced by the Council, from the Core Strategy through to the Local Transport Plan. The four key priorities of this Strategy are as follows;

- Creating opportunities – tackling inequalities
- Creating strong and supportive communities
- Creating the UK's 'Environment Capital'
- Delivering substantial and truly sustainable growth

A key role of the Peterborough Housing Strategy is to set out how the housing agenda in Peterborough will help to deliver the SCS. The work of Peterborough City Council is also guided by the Sustainable Community Strategy vision statement, which is;

A bigger and better Peterborough that grows the right way, and through truly sustainable development and growth:

- *Improves the quality of life of all its people and communities and ensures that all communities benefit from growth and the opportunities that it brings*
- *Creates a truly sustainable Peterborough, the urban centre of a thriving sub-regional community of villages and market towns. A healthy, safe and exciting place to live, work and visit, famous as the Environment Capital of the UK*

Safe, warm and good quality housing that meets the needs of a range of individuals and households will play a fundamental role in achieving this vision.

The Peterborough Core Strategy

The Peterborough Core Strategy, which sets out the principles by which the city will grow over the long term, has a similar vision for the future of housing across Peterborough. The Core Strategy (Paragraph 3.0.6) sets out the following vision for housing in Peterborough;

Peterborough will be an area renowned for its quality and choice of housing, where marketability, progress, and social integration are promoted through the provision of a broad range of housing types in both rural and urban areas that match the needs and aspirations of existing and future residents in terms of affordability, sustainability, size, type and location, whilst also meeting the highest standards of design quality and environmental sustainability.

The Core Strategy sets out various objectives that are designed to help achieve this vision. Five of these objectives are particularly relevant to this Housing Strategy, namely:

Objective 1: Delivery – To ensure the delivery of growth in Peterborough

Objective 2: Environment Capital – To develop a distinctive identity as the UK's Environmental Capital

Objective 7: Balanced and Mixed Housing – To meet the needs 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 to the area

Objective 8: Affordable Housing – To ensure that there is sufficient affordable housing to meet local needs and encourage social integration through the rural and urban area

Objective 9: Housing quality and density – To improve the overall quality and longevity of Peterborough’s housing stock by ensuring that all new and regenerated housing meets high environmental, sustainability and design standards

Peterborough Local Investment Plan 2011

Peterborough’s Local Investment Plan (LIP) has been developed in partnership with the Homes and Communities Agency (HCA) and was adopted by the Council in February 2011. The document sets out the investment required for Peterborough to inform funding discussions with the HCA. The investments set out in the plan are those required to deliver the agreed economic, housing and environmental ambitions of Peterborough. The plan identifies a series of key themes for investment (such as rural housing) and prioritises the key interventions and projects that the Authority believes will help to encourage housing-led regeneration. The plan also sets out the necessary infrastructure required to support these projects. This document will form part of the portfolio of housing-related strategic documents that sit behind the Housing Strategy.

Peterborough Homelessness Strategy 2008-11

The Council is required by law to produce a Strategy that sets out how it will seek to prevent and reduce homelessness. The Peterborough Homelessness Strategy sets out various key areas for action, including:

- To ensure the availability of appropriate accommodation in line with current and future levels of demand
- To develop and review support and advice services
- To offer a range of housing options and advice for people seeking accommodation in the Peterborough area

Objective three of section three of the Housing Strategy sets out some key strategic principles that will underpin the approach towards tackling homelessness over the next four years. These principles will underpin the next Homelessness Strategy, which is due to be published and adopted by January 2012.

Peterborough Older Persons Accommodation Strategy 2007

Produced jointly by Peterborough City Council and NHS Peterborough, the Older Persons Accommodation Strategy (OPAS) has played a key role in the provision of housing for an aging population over the past few years. The priorities of the Strategy include;

- To support older people to remain in their own home with the provision of aids and adaptations
- To promote development of accommodation to the Lifetime Homes Standard
- To promote the provision ‘Extra Care’ accommodation, including a target to provide an additional 500 units of extra care accommodation in Peterborough by 2016
- Ensuring the availability of high quality information and advice on housing and care options

NHS Peterborough is presently working on a comprehensive accommodation Strategy that will cover the approach towards addressing the housing needs of a range of vulnerable groups, including older persons. This new Health and Social Care Accommodation Strategy will supersede OPAS, and form part of the portfolio of housing-related strategic documents that sit behind the Housing Strategy.

Peterborough Affordable Warmth Strategy

The Peterborough Affordable Warmth Strategy sets out the commitment to address the issue of fuel poverty in Peterborough. Fuel poverty occurs when households are unable to afford sufficient energy for health and comfort, due to the combination of low income, inadequate heating systems and a lack of insulation. The Strategy sets out several key priorities that will help to address fuel poverty, including;

- Improve the energy efficiency of all homes in Peterborough
- Promote and maximise the take up of benefits and grants to enable vulnerable households to maximise income
- Raise awareness of affordable warmth amongst the public and key agencies

Details of the Council's approach towards addressing fuel poverty are set out in Objective 2 of Section 3 of this Strategy.

Rural Housing Strategy 2010-13

The Peterborough Rural Housing Strategy seeks to address some of the needs that rural areas face in terms of accommodation and housing. Produced in conjunction with rural communities, the Strategy sets out three priorities for action;

- Increasing the supply of affordable housing for those already living in rural communities
- Addressing fuel poverty and energy inefficiency
- Ensuring the in-keeping design of future development

The Peterborough Housing Strategy will further strengthen the Council's commitment to addressing these priorities by exploring the opportunities created by the Localism and Decentralisation Bill to tackle rural housing issues. Further details of the approach towards addressing rural housing issues is set out in Objective 4 of Section 3 of this Strategy.

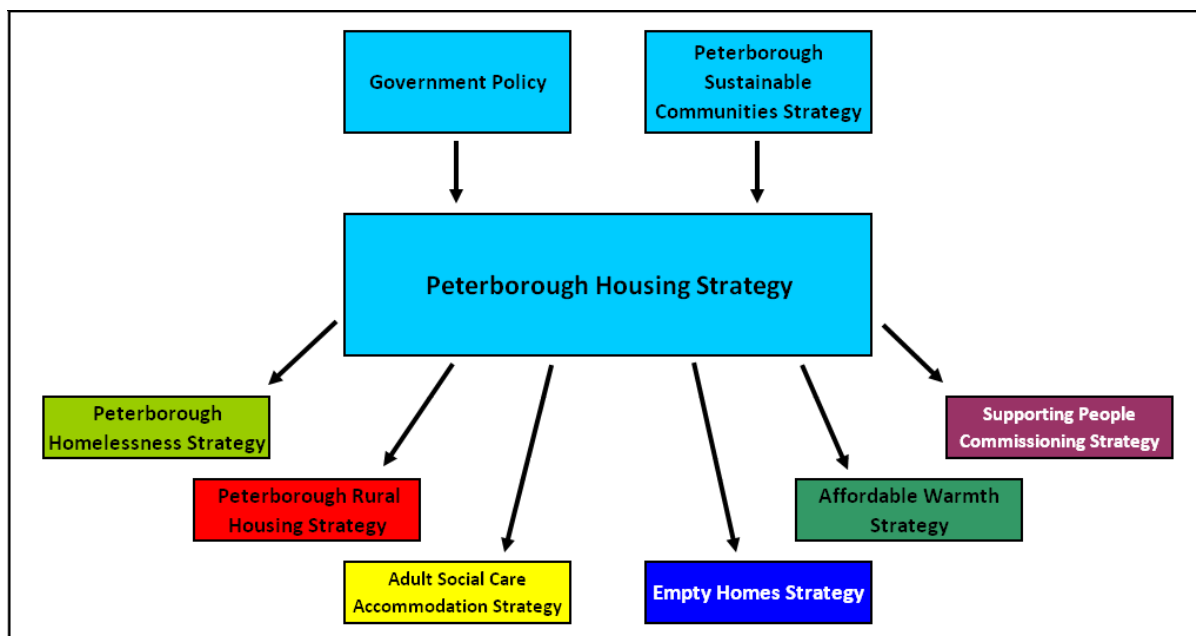
Summary of key local policies, priorities and plans

There are several key themes that continue to re-emerge from the local strategies and plans explored here. These themes include the drive towards housing growth, the need to increase the supply of affordable housing, the need to improve the quality of existing and future housing stock (including improvements to energy efficiency), the need to create mixed communities, and the need to ensure the provision of high quality advice and support services.

How it all fits together

The Housing Strategy forms a central part of a strategic framework in Peterborough. It forms the link between Government policy on housing and the local strategic approach towards addressing a range of housing-related issues. The Housing Strategy is the overarching housing-related strategic document for Peterborough. The relationship between the Housing Strategy and these local and national components are set out in the diagram below.

Fig 1. How it all fits together.



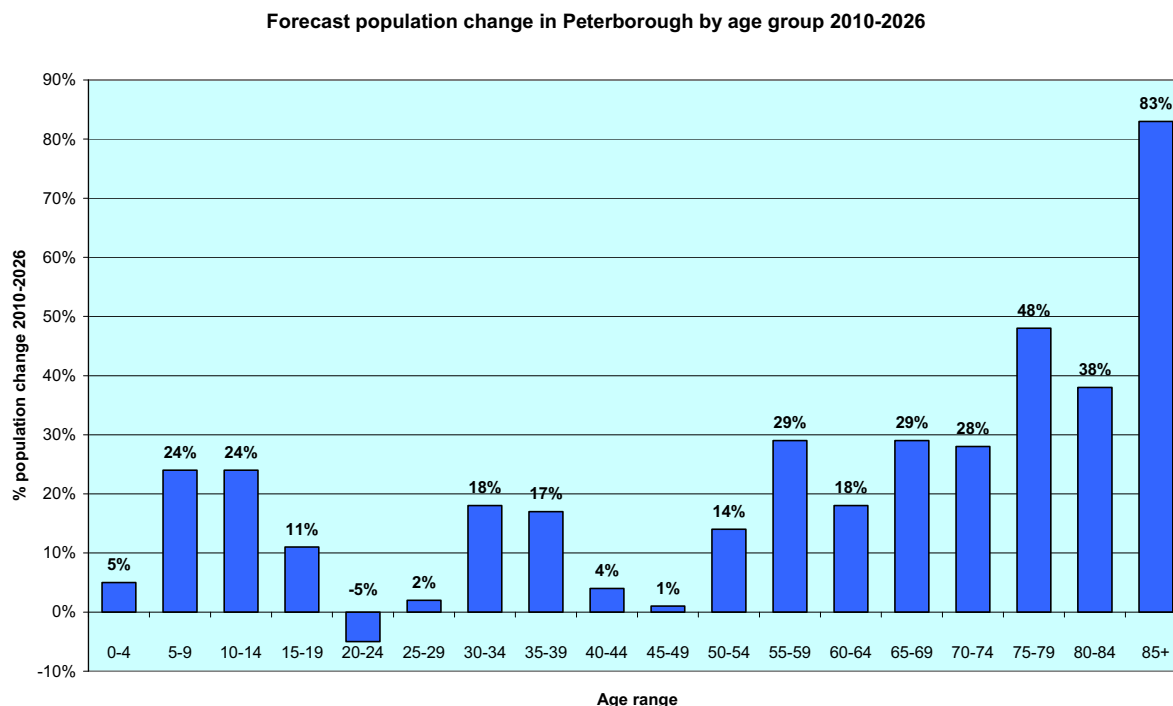
Section Two - Housing in Peterborough

This Section explores some statistics behind the key housing issues in Peterborough. It highlights key trends relating to the housing market, housing need, housing conditions and homelessness. The Section also highlights some key statistics regarding the housing needs of vulnerable groups, including those with disabilities and older persons.

Demographic Analysis

According to the most recent projections the current population of Peterborough is estimated at around 173,100 (ONS, 2010), with this figure is due to increase to 199,800 by 2026. In addition to a general increase in the overall population, a series of significant changes in the population profile of Peterborough are also projected, with a significant increase in the percentage of local people aged 75 or over. The graph below shows in greater detail the projected changes to the population profile of Peterborough over the next 15 years.

Fig.2



Source: Peterborough Strategic Housing Market Assessment Update 2010

In addition to changes to the age and size of the local population, the average household size in Peterborough is expected to decrease from 2.31 to 2.20 persons over the same period. The combination of a growing and ageing population, coupled with falling household sizes, will bring a series of significant challenges for future housing provision in Peterborough.

Housing Tenure

Fig. 3 below shows the estimated current levels of tenure in Peterborough, with comparable data regarding the tenure levels when the last Housing Strategy was produced in 2007. As is the trend nationally, the most common tenure in Peterborough is owner occupation with mortgage, which makes up around 40.6% of all households. It is, however, the only tenure that has reduced in size in Peterborough since 2007, with an increase in the number of social and private renters, and owners without a mortgage.

Fig. 3 Estimated Tenure Split

Tenure	2007		2010	
	Households	% of households	Households	% of h/holds
Owner-occupied (no mortgage)	17,194	25.1%	19,393	25.9%
Owner-occupied (mortgage)	30,825	43.1%	30,372	40.6%
Social Rented	14,055	19.7%	14,846	19.8%
Private Rented	8,686	12.2%	10,288	13.7%
Total	71,480	100.0%	74,900	100.0%

Source: Peterborough Strategic Housing Market Assessment Update 2010

Stock Profile

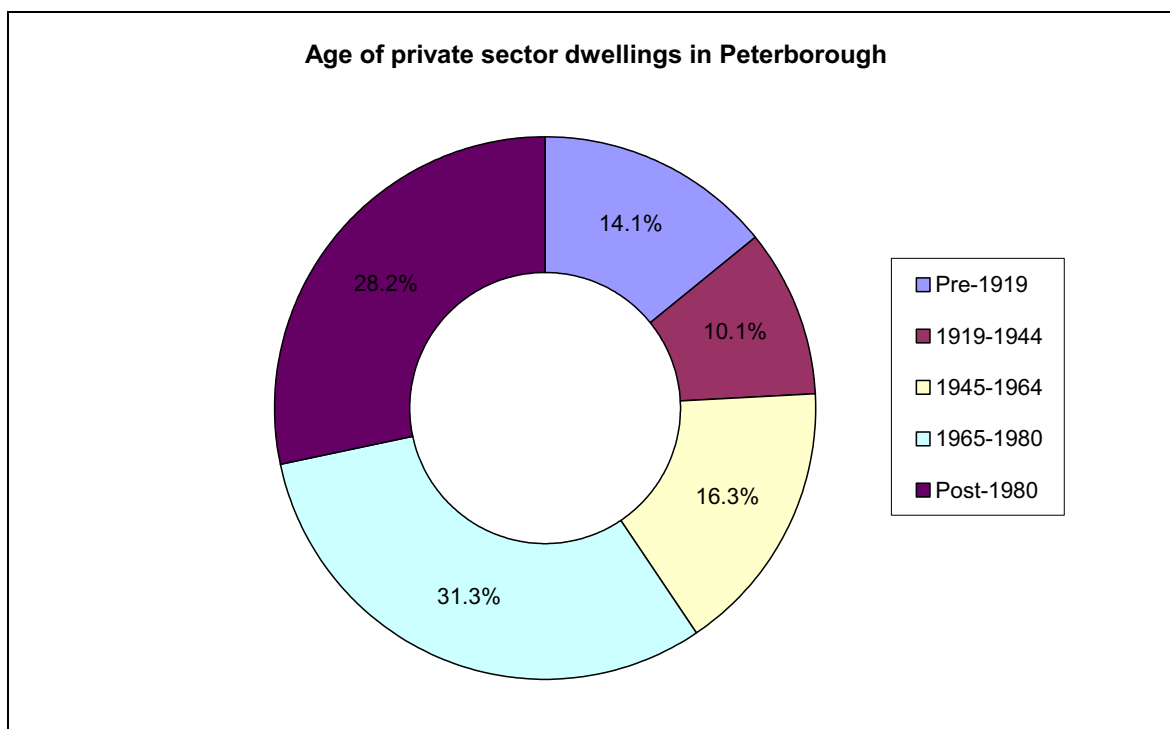
The most common housing type in Peterborough is the terraced house (27.2%), closely followed by the semi-detached house at 25.8%. As an Authority, Peterborough has comparably fewer detached houses than neighbouring authorities, with this dwelling type accounting for 20.6% of stock compared with 28.2% across the sub-region. The implications of this upon Peterborough's growth ambitions will be discussed later in this Strategy. A full overview of the stock type in Peterborough is displayed below.

Fig. 4 Stock Profile				
Dwelling Type	Peterborough		Sub-Region	
	Households	% of households	Households	% of households
Detached House	15,429	20.6%	52,139	28.2%
Semi-detached House	19,300	25.8%	46,946	25.4%
Terraced House	20,400	27.2%	35,200	19.0%
Bungalow	8,804	11.8%	32,055	17.3%
Flat/Maisonette	10,967	14.6%	18,760	10.1%
Total	74,900	100.0%	185,100	100.0%

Source: Peterborough Strategic Housing Market Assessment Update 2010

In terms of the age, Peterborough has a relatively new housing stock when compared with the rest of England and the region as a whole. Around 60% of the private stock across the authority has been developed since 1965, compared with an English average of 39%. Consequently, Peterborough has a relatively smaller percentage of properties that were built pre-1919 (14.1% compared with 24.9% nationally). The full age profile of the private sector housing stock is set out in fig.5 below;

Fig.5

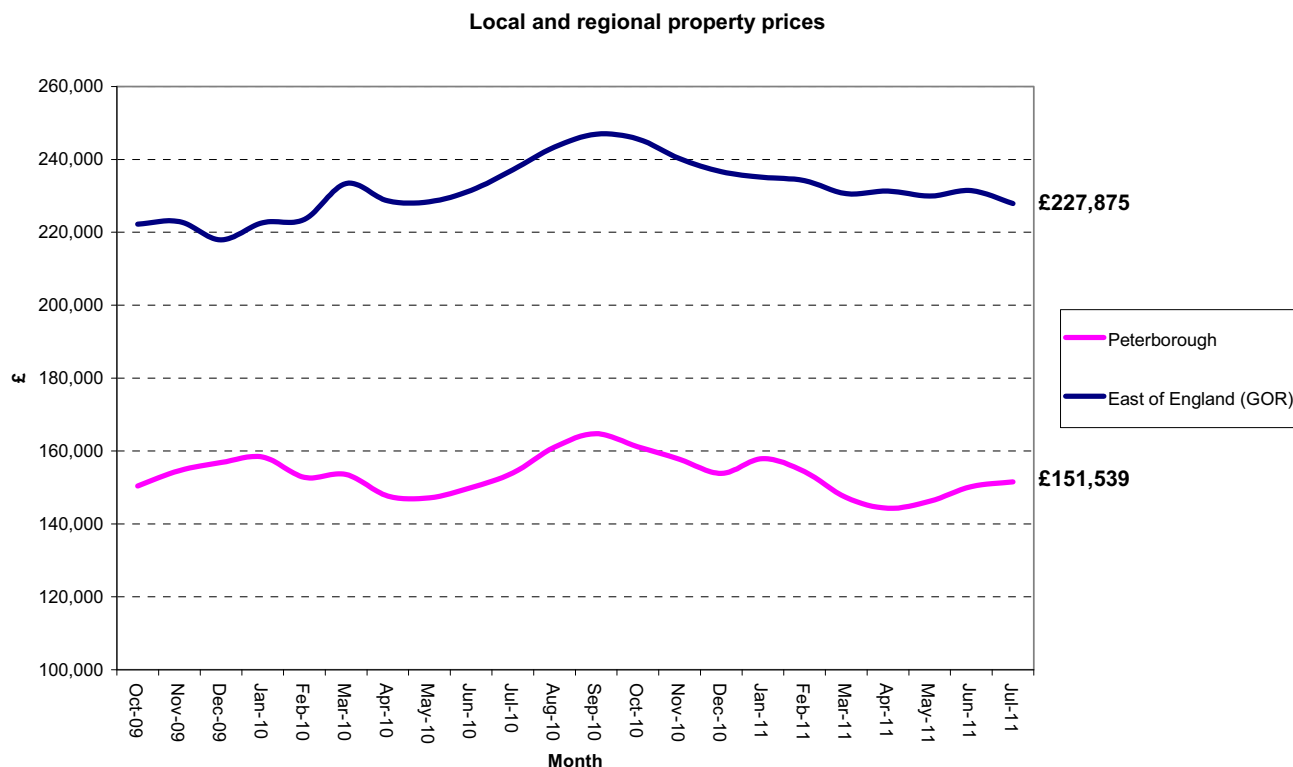


Peterborough Private Sector Stock Condition Survey, 2009

House Prices

House prices in Peterborough tend to be below national and regional averages. In July 2011, the average house price in Peterborough was £151,539; some £76,336 below the national average. It is also apparent, through further analysis of house price trends over the past two years, that fluctuations in property values in Peterborough strongly mirror changes in prices on a national level. A chart displaying local and regional housing prices is set out on the next page.

Fig.6



Hometrack, 2011

Housing Need and Affordability

In 2010, Peterborough City Council and three neighbouring Local Authorities commissioned an update to the 2007 Sub-regional Strategic Housing Market Assessment (SHMA). One of the core outputs of this study is an analysis of the level of housing need in Peterborough, based on issues such as affordability and specialist housing requirements. The key affordability and housing need findings and recommendations of this Study were as follows:

- 27.4% of households in Peterborough cannot afford to rent or buy market housing without subsidy, compared with 22.6% of households across the sub-region
- 81.2% of lone parents in Peterborough are unable to afford market prices or rents without subsidy. 37.5% of single persons and 37% of single pensioners are unable to afford market prices and rents without some sort of financial intervention
- At the current rate of household formation and housing supply, an average of 1,008 households will fall into housing need each year in Peterborough
- If we were to solely address the highest levels of housing need, 38% of all new housing built in Peterborough would need to be affordable
- There is evidence to suggest that intermediate tenure products, such as shared ownership and intermediate rent, has a role in meeting some of the identified housing need in Peterborough
- Limited access to capital amongst households in Peterborough (due to a combination of low equity levels and high loan to value rates) suggests that intermediate rent would be the best suited intermediate tenure for Peterborough
- Across the sub-region, the main reason for unsuitable housing is health and/or mobility issues due to property conditions, followed by overcrowding and affordability
- Based on present housing needs, around two thirds of future new build affordable housing would need to be smaller units, including one and two beds.
- However, based on future demographic trends, long-term housing need is expected to shift towards a requirement for two and three bed properties
- In terms of rural housing demand, the percentage of households in need is lower than in urban Peterborough (1.06% compared with 1.35%). However, housing need as a proportion of supply in rural Peterborough is around ten times higher than it is in the urban area.

Data taken from the Peterborough Homes Housing Register echoes the findings of the SHMA Update. In May 2011 there were 7,575 applicants on the housing register, 82% of which required a one or two bed property and 11.3% of which were in need of a three bed property.

Housing Demand

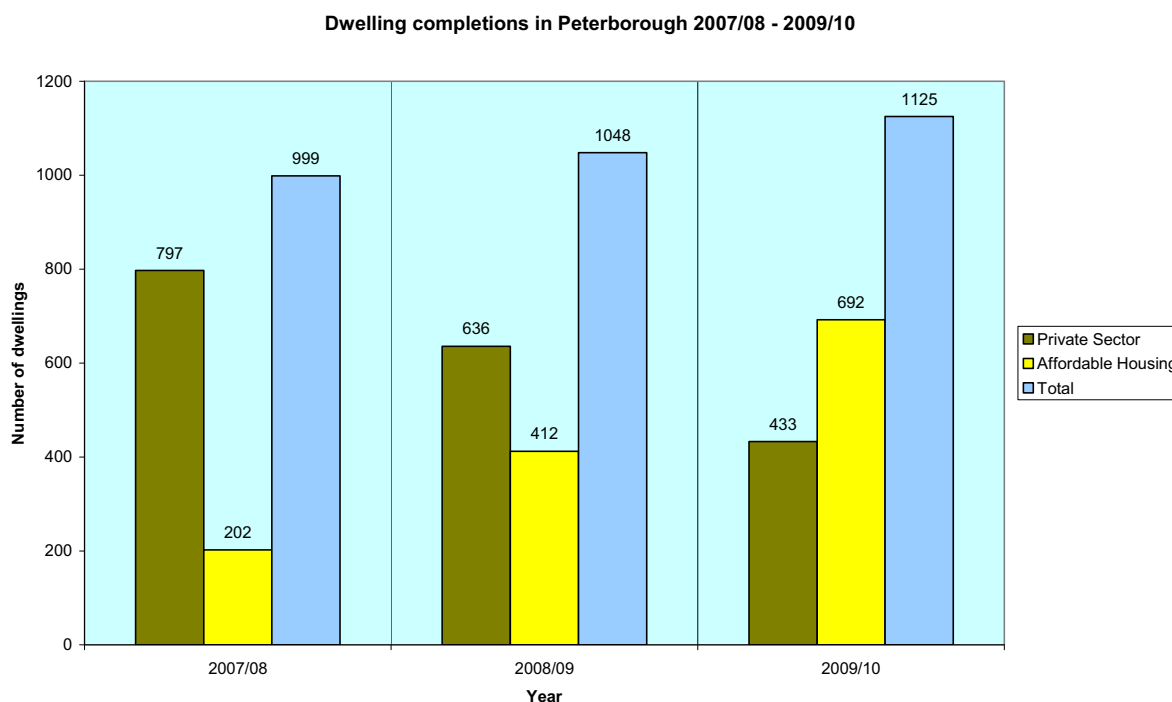
The SHMA update also featured an analysis of current and future demand for market housing, the key findings and recommendations are as follows:

- Around 44% of demand for market housing across the Peterborough sub-region will come from childless couples and multi-adult households, with 28% coming from single persons and a further 28% from households with children.
- In the long term, the majority of market demand will be for larger units, particularly three bed houses. Demand for flats and maisonettes will account for less than 5%
- Demand for properties of four bedrooms and larger will account for 22.4% of open market demand, whereas one bed accommodation will account for just 3.4% of future demand

Housing Supply

In terms of the supply of new housing, the number of market homes being built in Peterborough has continued to fall since the housing market peaked in 2007. Despite this trend, the overall number of homes built across the Authority has continued to rise, mainly due to an increase in the number of affordable homes being built. These trends are shown in Fig.7 below.

Fig.7



Peterborough City Council Annual Monitoring Report 2009/10

Full housing completion figures for 2010/11 were not available at the time of writing. However, the Council can confirm that 331 affordable homes were developed during this period, representing a reduction in development levels experienced in previous years.

In terms of future housing growth, the Council's five year land supply projection prepared in March 2010 indicates that Peterborough has an available land supply to support the provision of 7454 new dwellings during the five year period from 2012 -2016. This capacity for growth is identified through availability of committed sites with planning status and sites detailed in emerging documents such as the Site Allocations Development Plan Document (DPD). However the current economic climate and its impact upon the housing market mean that the delivery of new homes in Peterborough is unlikely to reach these capacity levels in the short term.

Empty Homes

Despite housing shortages across Peterborough, a certain proportion of the housing stock has been vacant for periods longer than six months, often for reasons that include repossession, legal disputes over ownership and inheritance, and a lack of funding for repairs. Peterborough City Council has legal powers to bring empty homes back into use, which under the current scheme are then let to applicants on the Peterborough Homes Housing Register. Over the past three years, Peterborough City Council and its partners have brought 198 long-term empty homes back into use.

Further details of our Empty Homes Agenda over the next four years are set out in Objective 2 of Section 3 of this Strategy.

Housing Stock Conditions

In 2009 Peterborough City Council commissioned a study into the condition of the private sector housing stock across the Authority. The key findings of this study were as follows:

- 22.7% of private sector dwellings in Peterborough have a category one hazard as defined under the Housing Health and Safety Rating System. A category one hazard is such that it may cause death or serious injury
- The most common hazards amongst the private housing stock in Peterborough are excess cold and risk of falling on stairs, with single pensioners and lone parents most likely to live in hazardous homes
- The main disrepair issues across the private sector housing stock relate to doors, windows and heating systems
- 39% of private sector homes fail to meet the Decent Homes Standard. 59% of these failures are due to category one hazards, and 49% fail due to issues of thermal comfort
- 15,000 homes in Peterborough require improvements to heating systems
- 7,749 households are in ‘fuel poverty’ across Peterborough, including 22.6% of all vulnerable households.
- Households in the private rented sector are most likely to be in fuel poverty.

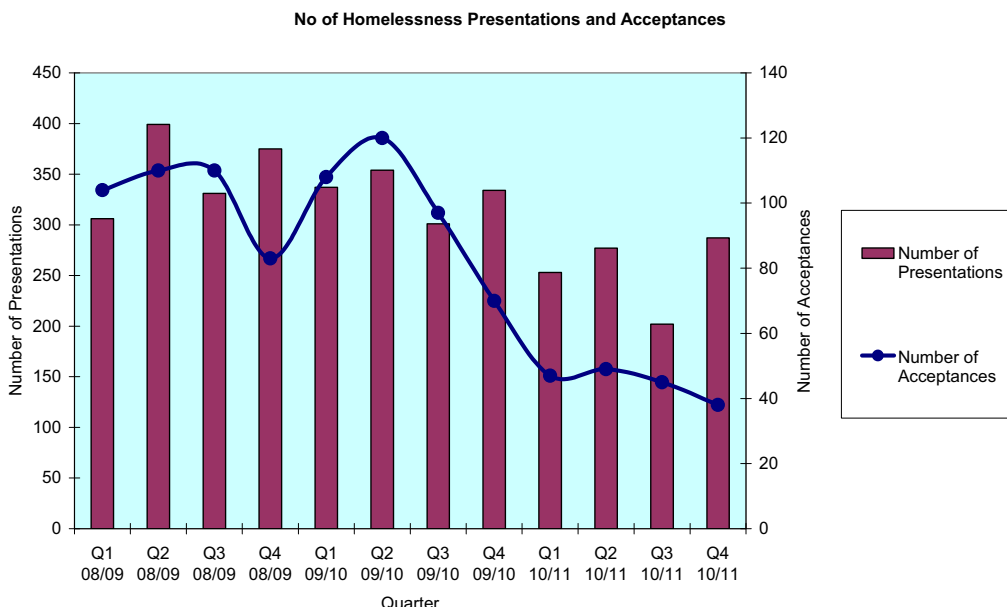
Furthermore, the 2009 Peterborough Energy Study estimates that around 21,721 of dwellings in Peterborough have less than 100mm of loft insulation, with around 3,754 of these dwellings having no loft insulation whatsoever. Only 5% of dwellings across the Authority have between 250-300mm of loft insulation, which is the minimum level recommended by the Energy Saving Trust.

Section 3 of the Housing Strategy sets out details of the Council’s approach towards addressing issues of disrepair and energy inefficiency across Peterborough’s housing stock, especially in accommodation for vulnerable households.

Homelessness and rough sleeping

Homelessness and rough sleeping is a significant issue in Peterborough. The causes of homelessness are hugely varied; leaving the armed forces, fleeing domestic violence, being evicted or repossessed (many times through no fault of their own), and family and relationship breakdown. All of these situations can lead to people suddenly finding themselves in need of housing advice and assistance. The Council has a legal duty to secure accommodation for some individuals who find themselves in this situation and meet certain criteria. Fig.8 below shows the number of homelessness presentations received by Peterborough City Council over the past two years, compared with the number of homelessness applicants to whom the council owed a duty to secure accommodation (known as ‘acceptances’).

Fig.8



Peterborough City Council, 2011

There has been a recent downward trend in the number of households presenting as homeless to Peterborough City Council, along with a subsequent decrease in the number of homelessness 'acceptances'. This is partly the result of a concerted effort by the Council and its partners to focus upon the prevention of homelessness. Details of this effort, along with our strategic approach to prevent homelessness over the next three years, are included in Objective 3 of Section 3 of this Strategy.

Deprivation

Some areas in Peterborough experience significant levels of deprivation. The Authority area covers several 'Lower Super Output Areas' (LSOAs) that fall within the 10% most deprived in England, including one area which falls within the 5% most deprived across the country. There are also areas of the city that experience contrasting levels of deprivation, despite being nearby geographically nearby. This is especially the case in Orton, where the least deprived LSOA in Peterborough falls within one mile of the second most deprived LSOA. Addressing this type of inequality is one of the four priorities of the Peterborough Sustainable Community Strategy, and a key concern for the Peterborough Housing Strategy in regards to ongoing work related to fuel poverty, housing conditions and housing affordability.

Specialist Housing Needs

The accommodation needs of all people who come into contact with the health and social care services provided by NHS Peterborough will be evidenced in the emerging Health and Social Care Accommodation Strategy. This Strategy will incorporate a number of existing strategies such as the Older People's Accommodation Strategy and NHS Peterborough's Extra Care Housing Strategy and will provide a holistic approach to meeting the needs of a wide range of people who are elderly, physically and sensorily impaired, have learning disabilities or mental health needs.

The Draft Vulnerable People's Accommodation Strategy produced by NHS Peterborough (to be replaced with the emerging Health and Social Care Accommodation Strategy) identifies the housing issues facing people with a learning disability and/or mental health issues in Peterborough.

Current housing provision in Peterborough for people with learning disabilities and/or mental health issues falls into four categories:

- Residential Care Homes
- Independent Living (in the community equated to a tenancy in self contained accommodation where the person lives alone or with an on-site care provider)
- Group Homes (renting a room in a shared house with others and receiving support, either floating or on site)
- Supported Housing (accommodation within a complex with support staff either on site 24/7 or during the day)

Under provision of supported and independent living options for these needs groups within Peterborough has resulted in a significant number of adults and also young people being accommodated outside of the area. This is not only an unsatisfactory arrangement for those people forced to live outside the area but is also a costly solution to individual housing needs. As part of its 2010 'Turnaround Plan', NHS Peterborough made it a priority to make provision for people with learning difficulties to be supported locally. Gap analysis has identified a need for more provision of all categories types of housing required for people with a learning disability and/or mental health issues.

A review of applicants on the Housing Register who have been identified as having a medical priority that affects their housing needs is currently underway. To date the review has confirmed that 31 households with a member who is a full time wheelchair user and 43 households with a member who is a part time wheelchair user have been identified as needing suitably adapted and accessible accommodation. Depending on individual circumstances accommodation needs range from houses with downstairs bedroom and bathroom facilities to ground floor flats and wheelchair adapted bungalows.

Section Three – The Objectives

Objective One: To Support the delivery of substantial yet truly sustainable Growth

'Achieving substantial yet truly sustainable growth' is one of the four priorities of Peterborough's Sustainable Community Strategy (SCS) and is reflected in the Greater Peterborough Partnership's Single Delivery Plan (SDP) which identifies twenty eight key projects to deliver the Council's and its partners' long term agenda. Three of these projects contribute to achieving sustainable growth;

- Delivery of key infrastructure projects,
- Creating homes for a growing population and
- Encouraging the use of renewable energy.

These documents are underpinned by the Peterborough Core Strategy, which sets out a range of planning objectives and policies that will enable the Council to achieve its growth priorities including an increase of at least 25,500 additional dwellings between April 2009 and March 2026. This substantial housing growth target is fundamental to meeting the housing needs of the existing and future population, as well as supporting Peterborough's economic performance and employment growth. The SCS and the Core Strategy also make a commitment that this growth should be delivered in an environmentally conscious and sustainable manner, in accordance with the aspiration to establish Peterborough as the Home of Environment Capital.

The identification of sites to deliver this level of housing growth will take place through the preparation of the Peterborough Site Allocations Development Plan Document (DPD) and the Council is committed to progressing this to adoption as quickly as possible. In the city centre, sites will be identified through a separate City Centre Area Action Plan (CCAAP).

Policy HS1

The Council is committed to its housing growth target of 25,500 additional dwellings for the period 2009 - 2026 in accordance with the Peterborough Core Strategy and the SCS priority to secure 'substantial yet truly sustainable growth'. The Council does not intend to review these housing growth targets over the lifespan of the Peterborough Housing Strategy.

Delivering the infrastructure to support growth

The Community Infrastructure Levy (CIL) is a new levy that local authorities can choose to charge on new developments in their area. The money can be used to fund infrastructure that is required to support the new development that the Council, local community and neighbourhoods want. It should not be used to address pre-existing shortfalls in infrastructure provision unless the new development makes the deficiency more severe. The Council plans to introduce CIL in Peterborough. It will prepare a Community Infrastructure Levy (CIL) Charging Schedule, which will set out the level of the charge (expressed as a sum of money square metre of new development) that will potentially apply to different types and/or locations of development. Funds raised from new developments in this way can be pooled in order to pay for strategic infrastructure to meet the needs of Peterborough as a whole but also local infrastructure to meet the more immediate requirements arising from the development (for example, play spaces, community halls or local transport improvements).

Large-scale developments may well be required to provide land for new community facilities, or the facilities themselves, within their development site. In those circumstances, it would be inappropriate for the Council to require payment of the full CIL charge as well. Therefore, the Council intends to accompany the preparation of the CIL Charging Schedule with some form of Community Infrastructure Supplementary Planning Document, to explain how the CIL and planning obligations under S106 will operate in these circumstances.

Policy HS2

The Council will prepare a Community Infrastructure Levy Charging Schedule and Developer Contributions Supplementary Planning Document setting out the relationship between the two, with a view to having both adopted during the 2012/13 financial year.

Increasing the supply of prestige homes

Housing growth is an important part of Peterborough's strategy for long term economic growth and regeneration. A core element of Peterborough's economic development strategy includes restructuring its economy to encourage higher value employment opportunities and businesses in the city and in particular attracting new and expanding companies in the environmental and knowledge-based sectors to the area. If this is to succeed, Peterborough will need to offer a diversity of housing and a mix of tenure to meet the needs and aspirations of all its residents including large, top-of-the-range dwellings that will enable business leaders to live locally.

In March 2009 the Council produced a report that set out the case for the need to develop Prestige Homes in Peterborough. It highlighted that the average dwelling size in Peterborough is generally smaller than elsewhere in the local housing market area and that the income of employees working in Peterborough is significantly higher than the income of employees resident in Peterborough. This indicates that those in higher income employment tend to commute into the Authority Area as opposed to living within it. Therefore, the report identified that increasing the supply of Prestige Homes would not only contribute towards the economic growth of Peterborough, and contribute to more sustainable patterns of development but would also reduce commuting and support our Home of Environment Capital ambitions.

The supply of Prestige Homes is driven by market forces. However, in order to influence supply, Peterborough City Council has already taken steps to encourage Prestige Home development through the planning process and has been consulting on other potential measures. The Peterborough Core Strategy Policy CS8 advocates the provision of a wide range of properties that will support our economic development strategy and enable employees to live locally, in accordance with the requirements of national planning policy for housing. The emerging Peterborough Site Allocations DPD document submitted to the Secretary of State in May 2011 also identifies sites where future development of a proportion of prestige homes is both encouraged and expected, including within the Urban Extensions at Great Haddon and Norwood. The emerging Planning Policies DPD which went out for consultation in February includes a policy that seeks to protect against loss through demolition, conversion, redevelopment or change of use of existing Prestige Homes.

Policy HS3

The Council will seek to encourage the market provision of new prestige homes on specific sites through the emerging Site Allocations DPD document, to ensure the provision of a wide range of housing across the local authority area. The Council will also seek to protect against the loss of prestige homes through demolition, redevelopment, conversion or change of use through the introduction of a Planning Policy DPD that limits the loss of such dwellings. The Council will seek to achieve adoption of the Peterborough Site Allocations DPD by February 2012. The Council will seek to achieve adoption of the Peterborough Planning Policies DPD by December 2012

Implementing high environmental standards for new housing

The Sustainable Community Strategy's (SCS) growth agenda prioritises not only truly substantial growth, but also sustainable growth that is aligned with our aspirations to establish Peterborough as the Home of Environment Capital. The Peterborough Core Strategy sets out a range of policy measures that are designed to support the environmental sustainability of new housing development delivered through the planning system.

Core Strategy Policy CS10 states that Peterborough City Council will only support residential development proposals where they make a clear contribution to the aspiration of the Peterborough SCS for Peterborough to establish itself as the Home of Environment Capital. Specifically, all residential development proposals should explicitly demonstrate what contribution the development will make to the Environment Capital agenda over and above that which would be required by the building regulations in force at the time of the application. The Core Strategy sets out a series of valid contributions that development proposals can make to the Home of Environment Capital agenda, including achieving a greater reduction in CO² emissions than required by building regulations.

Affordable housing that is funded by the HCA is required to meet the standards set by the Housing Quality Indicator System. These quality indicators measure a range of standards including the Code for Sustainable Homes and Lifetime Homes Standards and consequently in many cases affordable housing schemes will exceed national standards. The Council works proactively with developers and Housing Associations to maximise opportunities to deliver affordable housing units that meet or exceed the relevant level in the Code for Sustainable Homes.

The Council's Affordable Housing Capital Funding Policy (2011) includes measures to encourage development that meets or exceeds national environmental standards through a weighting process applied when assessing applications for funding. In accordance with a flexible approach to enabling housing delivery, the policy does not set a minimum requirement for environmental measures when assessing schemes for funding (other than what is required through national Building Regulations). However, the policy clearly states that an important consideration will be to what degree the scheme achieves or exceeds different environmental standards, including the standards required by the HCA for schemes funded under the National Affordable Housing Programme. Given the inevitable competition for the finite amount of capital funding available, this mechanism aims to encourage housing associations to put forward schemes that exhibit high environmental standards.

Policy HS4

Peterborough City Council will only support residential development proposals where they make a clear contribution to the aspiration of the Sustainable Community Strategy for Peterborough to establish itself as the Home of Environment Capital, in accordance with Core Strategy Policy CS10. Additionally, in its role as housing 'enabler', Peterborough City Council will continue to work with its affordable housing delivery partners to ensure that opportunities to develop homes of a high environmental standard are maximised.

Supporting the growth of Peterborough's higher education offer

Peterborough's strategy for economic growth and regeneration aims to achieve a significant expansion in further and higher education provision in Peterborough over coming years with a particular emphasis on supporting the development of the existing environmental, engineering and health sectors in the city. Rather than relying on a single university to achieve this goal, a 'multiversity' partner strategy has been adopted. Initially six universities have agreed to work in collaboration to deliver the Higher Education (HE) provision required under the umbrella name of 'Universities@Peterborough'.

'Universities@Peterborough' will build upon the considerable progress to date in developing HE in Peterborough:

- In October 2009 the University Centre Peterborough (UCP) opened. This joint venture between Anglia Ruskin University and Peterborough Regional College offers a range of full and part-time HE degree programmes and from September 2010 has provided places for a total of 615 students.
- In March 2011 Cranfield University announced plans to develop a renewable energy and bio-fuels research centre in the city.
- From March 2011 Anglia Ruskin University has delivered a range of health-related professional tuition courses that were previously provided at Peterborough District Hospital at an alternative facility in Peterborough. These programmes include midwifery, radiography, physiotherapy and veterinary science with plans for further courses to be provided from this site in future.

Peterborough's vision is to establish and develop HE provision that encompasses teaching, research and business support activities across a broad range of academic disciplines that fully meet the needs of both its residents and businesses, both within the city but also, over time, within the wider region, nationally and internationally.

This approach towards HE provision aims to increase the number of students living and studying in Peterborough by up to 4,000 students by 2015/16. The supply of good quality and affordable student accommodation will be a key factor to ensuring the successful foundation of HE facilities in Peterborough.

As with Prestige Homes, the provision of student accommodation is primarily driven by market forces and private sector investment. To secure the necessary investment from the private sector to deliver student accommodation, the Council and its HE provider partners will need to assess the scale of future growth in student numbers and also ensure that plans for growth in the city will enable the development of purpose built student accommodation in sustainable locations. Therefore, with a view to supporting inward private investment, the Council will undertake an assessment of existing student accommodation provision in Peterborough and through this mapping process, establish whether there is a need for a more detailed study into current and projected need for student accommodation in the city. The outcomes of research undertaken will support the development of related policy and planning where appropriate, as well as provide an evidence base for business plans for private investment in student accommodation provision in Peterborough.

Policy HS5

The Council will adopt a proactive approach towards enabling the delivery of student accommodation in the city. Wherever possible, the Growth and Regeneration Team will lend assistance to developers and Higher Education providers who are seeking to deliver student accommodation in the city. The Council will also consider the positive use of its own landholdings to encourage the delivery of student accommodation across Peterborough.

The Council will undertake a mapping process of existing student accommodation in Peterborough, to be completed by end of March 2012. If this assessment identifies a need for additional student accommodation then further research into the current and projected need for student accommodation in Peterborough will be undertaken along with an analysis of the likely impact of an increased student population upon the private sector housing market in the city. The findings of the study will support policy development, as well as providing an evidence base for business plans for private investment into student accommodation provision across Peterborough. If this additional more detailed research is required it will be completed by August 2012.

Use of Council land to deliver housing growth

Peterborough City Council's Asset Management Plan (AMP) sets out how the Council intends to manage its portfolio of property and land to ensure that it can be used to support Peterborough's growth agenda within the context of delivering £50m capital receipts to support the Council's Capital Programme over the next five years. The current economic climate continues to have a significant impact on the level of capital receipts achieved by the Council from asset disposals to fund its Capital Programme. Fall in value of both land and property and a reduction in demand for larger sites means that maximising capital receipts from asset disposals is a priority for the Council, unless accepting a price at less than best consideration is supported by a robust business case.

The Council recognises the contribution our property assets can make to the growth of Peterborough. A number of sites have been identified for disposal within the Medium Term Financial Plan that has the potential to deliver growth including housing growth in Peterborough. While the market will influence the use of these sites, the Council's Neighbourhood Investment approach aims to ensure that the benefits of growth are shared across the city and respond to the needs of communities.

The Council's current initiative to formalise working partnerships with Housing Associations through entering into a collaboration agreement to bring forward sites for residential development will ensure that Council land will also contribute to the delivery of affordable housing provision in Peterborough. Whilst not legally binding, this collaboration agreement will establish a process by which the Council and Housing Associations can bring forward sites that will mutually benefit both parties.

Policy HS6

The Council will make land assets available for development within a robust financial context to support growth in Peterborough. The Council will also support the delivery of affordable housing in Peterborough through entering into a collaboration agreement with Housing Associations to bring forward sites that will mutually benefit both parties.

Stimulating the local housing market

The type and quantity of available mortgages, both in number and of the right type, is restricting the capacity of many households to become homeowners and impacting on the Peterborough housing market. Current constraints are a particular problem for first-time buyers, especially those unable to provide a substantial deposit. Many banks and building societies do not lend to buyers without a deposit of 20-25% of the property value. With other costs on top of this, including stamp duty and legal fees, this is effectively preventing many first time buyers from entering the property market.

In July 2011 the Council committed to participating in a national scheme that has been devised in response to the problems faced by those attempting to enter the home ownership market, to allow Councils to provide support for first-time buyers. This Local Authority Mortgage Scheme (LAMS) enables Councils to 'top up' the deposits of first-time buyers who can afford mortgage payments but do not have the required level of deposit to get on to the property ladder. Under the scheme the Council can provide a cash backed indemnity of up to 20% of the property value as additional security. Homebuyers participating in the scheme will be able to provide a smaller deposit to get a mortgage and enjoy the benefits associated with taking out a 75% mortgage with only 5% deposit. The scheme is currently being launched through Lloyds Banking Group, however it is anticipated that more mortgage lenders will join the partnership as it progresses.

The Council has agreed to set aside £1 million to support the scheme initially with the ability to increase that involvement by up to £10 million. The Council has developed a local policy for scheme eligibility which forms Appendix 4 to this Strategy. The scheme will become available to Peterborough's residents in November 2011.

Policy HS7

The Council will provide assistance to qualifying first-time buyer households through the Peterborough LAMS to enable eligible households to access homeownership. £1 million will initially be set aside to fund the scheme with the capacity to increase this fund by up to £10 million upon review.

In addition to this scheme the Council is also exploring other initiatives that could help to stimulate the local home ownership market. Alternatives to 'traditional' high-street products exist in the form of shared equity mortgages that can be funded differently, directly from capital markets. The Council is exploring the development of commercial shared equity products with suitable providers that could be offered to existing and potential residents of Peterborough, and would be available on both new build and existing stock. These commercial shared equity mortgages can offer an alternative to the Government funded equity loan and shared ownership schemes which include income threshold criteria and are limited to certain new build housing schemes. The Council is also exploring how suitable insurance for people taking out such mortgages could be included so that mortgage payments are protected in the event of financial difficulty, insurance that as a standalone product is often prohibitively expensive currently. It is hoped that work to determine the feasibility of

these products will be completed within the next six months, and careful consideration is being given to the potential social benefit that might be offered by them.

Policy HS8

The Council will determine the feasibility of working with commercial partners to develop a scheme that will provide financial products such as insurance policies and mortgages for existing and potential residents of Peterborough who are experiencing difficulty accessing the housing market.

Supporting the accommodation requirements of the Peterborough City Hospital

The Council is currently working with the Peterborough NHS Trust to facilitate an increase in provision of staff hospital accommodation in Peterborough. In November 2010 Peterborough's new 611 bed City Hospital was opened and became fully operational. This hospital was built to replace Peterborough's District and Edith Cavell hospitals. The staff accommodation associated with the former hospitals continues to be occupied by hospital staff, but is insufficient to meet the level of demand and the standards required to accommodate the increased staffing levels. The NHS Trust has calculated that approximately 250 new units of residential accommodation are required to meet its staffing needs. Most of the new provision requirement is for single person units with a need for approximately 25 units of 2 and 3 bedroom family accommodation although this number could be subject to change as the requirement is clarified. The Council is in discussions with the hospital regarding potential Local Authority land options that would enable the development of staff accommodation that would comply with the British Medical Association's criteria that staff accommodation should be a maximum of 3 miles away from place of work.

The Council will also seek to facilitate the provision of other forms of key worker housing, including temporary key worker housing for people relocating to Peterborough, where an identified need is evidenced.

Policy HS9

The Council will provide support to the NHS Trust to enable the provision of up to 250 units of new hospital staff accommodation in Peterborough by April 2013 and where appropriate make Council land available within a robust financial context to support this initiative.

Supporting Self-build

A recent statement by the Government has set out the intention to introduce measures that will encourage more individual and community self build schemes. This will include encouraging private investors to bring forward plots for development but also for Local Authorities and housing associations to help to facilitate self build schemes. The Government has announced plans to make available publicly-owned sites to house builders that will include plots exclusively for self-builders. The Government has set up a working group, led by the National Self-Build Association, to advise on what action is needed to reduce barriers, including the burden of regulation and the lack of access to land and development finance. The Council recognises the important role that self build can make to growth and regeneration in Peterborough. It compliments the Government's Community Right to Build measures that enable communities, particularly in rural areas, to build the homes that their area needs. Encouraging self build can also contribute to the development of more Prestige Homes in the city. The Council will seek to promote self build in Peterborough and act upon Government initiatives to enable self build as new measures are introduced.

Policy HS10

The Council will seek to promote self build in Peterborough and act upon Government initiatives to enable self build as new measures are introduced.

Objective Two: To secure the Regeneration and Improvements to Peterborough's Housing Stock

Peterborough has ambitious plans for new housing growth, but also acknowledges the important contribution that the regeneration of our existing housing stock makes to meeting many of the Council's overarching strategic priorities. Peterborough City Council already has a range of statutory duties which enable enforcement action to be taken against owners and landlords requiring them to carry out improvements to their accommodation if assessed to be unsafe or in a particularly poor state of disrepair. However, in order to improve the quality of accommodation across Peterborough, a range of preventative and proactive measures are required. This section sets out how the Council will seek to improve living conditions across Peterborough's housing stock.

Bringing empty homes back into use

Empty homes are often magnets for anti-social behaviour that can blight neighbourhoods. They can be a visual reminder of the need for social, economic and environmental regeneration within an area. Tackling empty homes contributes to addressing the priorities of the Peterborough Sustainable Community Strategy and can provide a number of benefits including: improving the energy efficiency of stock, meeting housing needs, increasing investment in Peterborough and regenerating areas.

Bringing empty homes back into use has the potential to make a significant contribution towards the Council's Home of Environment Capital ambitions; recent studies have found that the restoration of an empty home can result in a saving of 35 tonnes of embodied CO² compared with the construction of a new-build property.

Empty homes are also a waste of precious housing stock. At the beginning of 2011/12 there were nearly 800 properties in Peterborough that have been vacant for longer than six months, around a quarter of which have been empty for in excess of two years. The Strategic Housing Market Assessment update 2010 identified that an average 1008 households will fall into housing need each year in Peterborough and the utilisation of empty homes could go some way towards meeting need by creating new homes without the necessity to build additional homes.

Bringing empty homes back into use can also create a considerable financial advantage to Peterborough City Council and the communities that it serves. The Government's New Homes Bonus scheme which is primarily designed to financially incentivise new housing development, also provides Local Authorities with the equivalent of six years of Council Tax for every long-term empty property bought back into use within their areas. Each empty home brought back into use could generate approximately £6,000 extra Government funding to the Council over 6 years. In addition to the New Homes Bonus, the Homes and Communities Agency (HCA) is also making £100m capital funding available to bring empty properties back into use as affordable housing.

The renovation of empty homes also has a significant role to play in the regeneration of neighbourhoods across the city. Reducing the number of vacant properties can improve matters relating to disrepair, community safety and environmental health. Peterborough City Council is working with the HCA and partner Housing Associations to formulate a co-ordinated approach to bringing empty homes back into use to capitalise on the financial incentives available from HCA and from the New Homes Bonus. A partnership arrangement with a Housing Association is currently being explored to offer the owners of empty properties the option to either sell or long term lease their property to a housing association to enable properties to be brought back into use as affordable homes.

A partnership arrangement with a Housing Association will complement the Council's existing pro-active approach to tackling empty homes which includes measures to encourage owners to bring empty properties back into use. The Council has established a partnership arrangement with a private sector letting agent which facilitates shorter term leasing arrangements of empty homes (between 3-5 years) for rent in the private sector.

The council also utilises its powers under Empty Dwelling Management Orders (EDMO). This enforcement power enables Local Authorities to take management control of a property for up to 7 years, carry out any necessary repairs and arrange for the property to be rented out during this period. The owner retains the right to sell the property and receives any surplus income made during this time. The Council has successfully utilised its EDMO powers to tackle empty homes thus creating additional private rented accommodation with management of the properties being discharged to a private sector agent. The Government has recently changed the criteria for deploying EDMO. The minimum threshold for obtaining an order is now 2 years whereas previously an order could be sought on properties vacant for more than 6 months. This power is also now only applicable for properties attracting anti-social behaviour meaning that enforcement measures are restricted to tackling a smaller number of empty homes in limited circumstances.

Policy HS11

Peterborough City Council will aim to bring 80 empty homes back into use on an annual basis over the lifetime of this Housing Strategy and will aim to reduce the number of empty homes within Peterborough to below 500 dwellings at any one time. This will be achieved by working closely with the owners of vacant dwellings to address the obstacles preventing the reuse of the property and by working with our Housing Association partners and the HCA to secure the necessary investment to bring a proportion of these dwellings back into use as affordable housing.

Policy HS12

Peterborough City Council will continue to dedicate resources to dealing with empty homes. The council will explore whether the income generated from the conversion of empty homes in to use through the New Homes Bonus scheme will enable additional resources to be dedicated to dealing with empty homes.

Addressing hazardous levels of disrepair

Local Authorities have a range of Statutory Powers that relate to addressing poor housing conditions and substantial disrepair within residential accommodation. The Housing Act 2004 introduced the Housing Health and Safety Rating System (HHSRS), which is a risk assessment tool used to assess potential risks to health and safety of occupants in dwellings in England and Wales. The Act also introduced a duty for Local Authorities to deal with the most serious category of hazard, known as category one hazards, which are those that pose a significant risk to the health and safety of occupants. The most prevalent category one hazards found are excess cold, fixtures that pose a risk of and trip hazards and entry by intruders.

A large part of the Council's work around the HHSRS focuses upon issuing legally-binding improvement notices to property owners and landlords as a means to ensuring that identified hazards are either removed or reduced to an acceptable level from the housing stock. However, in many circumstances, those living in hazardous accommodation are doing so as a consequence of hardship or vulnerability.

The Council has a Repairs Assistance Fund which provides grants to low income households to cover the cost of urgent improvements that address these dangerous hazards. The Council's Medium Term Financial Plan 2011-16 has provided funding of just over £1m per year for the Repairs Assistance Fund for the next five years. This reflects a 40% reduction in funding from previous years and therefore it is vital that the Council ensures best use of these funds to prioritise assistance to households in the greatest need. In order to respond to this challenge, the Council has published a revised 'Housing Renewal Policy' that sets out the new eligibility criteria for the Repairs Assistance Grant. The revised policy, which came into effect in April 2011 forms part of the portfolio of housing related strategic documents that sits behind this Strategy.

Policy HS13

The Council will aim to remove category one hazards from at least 350 private sector housing households per year until the end of 2014/15 by continuing to provide financial assistance through the Repairs Assistance Fund and through enforcement action.

Maximising the energy efficiency of existing housing

Improving the energy efficiency of existing housing stock is at the centre of local, national and international strategic agendas. The 26 million homes in the UK are responsible for 14% of the country's overall greenhouse gas emissions, whilst five million British households are living in 'fuel poverty'. Peterborough's ambitions set out in the SCS to improve the health of residents and establish itself as the Home of Environment Capital are both linked to the ability of residents to adequately and efficiently heat and power their homes in an affordable and sustainable way.

The link between fuel poverty and a wide range of other types of deprivation, such as child poverty and physical and mental health is well recognized. The direct link between our housing, our health and our wellbeing is most clearly demonstrated through work on fuel poverty. Therefore in order to address these broader issues, the Council needs a range of tools and mechanisms that will reduce our domestic energy use and improve the thermal comfort of our homes as two-thirds of the UK's present housing stock will still be in use in 2050.

The Repairs Assistance Fund plays a vital role in funding renovations that address excess cold which is one of the most common and serious hazards in the private housing stock across Peterborough. The Housing Renewals Policy allows the use of the Fund for the purposes of replacing heating systems and/or to improve levels of insulation. The Fund is also used to 'top-up' the financial assistance provided to vulnerable households from the Government's Warm Front Scheme which specifically provides funding for loft and cavity wall insulation, central heating and boilers. The Council provides additional financial assistance to Warm Front applicants where the grant provided does not cover the full cost of the works. Warm Front funding has been reduced by 68% from April 2011. This will significantly increase the pressure on Repairs Assistance Fund to address the issue of excess cold.

The Council's commitment to protecting the Repairs Assistance fund for the next five year period is evidence of its ongoing commitment to assist those threatened with fuel poverty. In addition to a commitment to removing category one hazards from 350 private sector homes each year the Council will also use the Repairs Assistance Fund to address fuel poverty.

Fuel Poverty can be defined as a household which needs to spend more than 10% of its income on fuel in order to heat the home to an adequate standard of warmth. This is generally defined as 21^oC in the living room and 18^oC in other occupied rooms as recommended by the World Health Organisation (WHO, 1987). The national Standard Assessment Procedure (SAP) is used to rate the energy performance of a dwelling. SAP ratings calculates the annual energy costs for space and water heating in a dwelling and the annual CO₂ emissions associated with heating the dwelling. A household living in a dwelling with SAP rating of 35 or lower is likely to be in fuel poverty. The Council has a target to improve the SAP ratings of dwellings in Peterborough to 65 or higher. This level of thermal efficiency dramatically reduces the risk of an occupying household experiencing fuel poverty.

Policy HS14

The Council aims to improve the thermal efficiency in at least 100 Peterborough private sector dwellings each year to a target SAP rating level of 65, therefore minimising the risk of fuel poverty for the occupants

Supporting the 'Green Deal' and the 'Retrofit' agenda

The Repairs Assistance Fund assists the most vulnerable households in greatest need of repairs to their accommodation and forms a vital part of a holistic approach towards regenerating Peterborough's housing stock. However to facilitate large-scale improvements to the housing stock, a range of other initiatives are required.

The Government has recently announced its 'Green Deal' initiative, which enables households to fund the cost of energy efficiency improvements to their home through the savings they will accumulate on their future energy bills as a consequence of undertaking the work. The upfront cost of the energy efficiency improvements are borne by the utility company and their investment partners, who then recuperate the cost from the household in instalments. However, a key criterion for the scheme is that the cost of repayments on the loan should not exceed the saving generated as a result of conducting the improvements in the first place. This enables households to improve the energy efficiency of their accommodation for a similar or lower cost than if they had not carried out the improvements.

The Green Deal Scheme features within the Energy Act, with an expectation for the first 'green deals' to appear in autumn 2012. The Government has already signalled a clear intention for Local Authorities to have a role in the delivery of the scheme. Suggested roles for local authorities include working with energy companies to identify those in greatest need of energy efficiency improvements and working with partners and communities to identify ways to implement the Scheme with maximised economies of scale.

By 2015, it is anticipated that Local Authorities will also be able to use the Green Deal as a tool to enforce improvements to the least energy efficient private-rented accommodation. Full details of the Green Deal are not yet available, however, it is apparent that it will form an important component of future policies relating to carbon reduction and housing regeneration.

The Government has also unveiled plans on how the Green Deal can assist affordable housing providers to improve the energy efficiency of their housing stock. Peterborough City Council will work with its Housing Association partners to develop ways of utilising the Green Deal as a means of funding improvements to existing stock.

Policy HS15

Peterborough City Council will produce a Green Deal Implementation Strategy that sets out how it will work with partners to support the operation of the Scheme. This document will be published within the lifespan of the Housing Strategy.

Policy HS16

Peterborough City Council will implement the Green Deal scheme as a means of improving the energy efficiency of the housing stock by working closely with relevant partners. The Council's Strategic Housing Services will be delivered in anticipation of the Green Deal Scheme being operational towards the end of the lifespan of the Housing Strategy.

Encouraging consequential energy efficiency improvements

Peterborough City Council has seen a significant reduction in the financial resources available to directly fund improvements to the energy efficiency of the city's housing stock. Nationally, the funding for the Government's Warm Front Scheme has been reduced by 68%. In addition to the 40% reduction in the Council's Repairs Assistance Fund, funding for the Peterborough Home Insulation Scheme, from the East of England Development Agency has been withdrawn. In light of these reductions, Peterborough City Council will consider a range of innovative solutions to enable delivery of this agenda over the next four years.

There are examples in the UK of Local Authorities and their partners encouraging the increased energy efficiency of their existing housing stock. One approach is to encourage home owners to carry out simple and cost effective energy efficiency improvements to their existing property at the same time as building, for example, an extension to their home. These consequential energy efficiency improvements help to mitigate the additional energy requirements that result from the property being extended and lead to a potential net reduction in energy consumption and improved levels of thermal comfort for the homeowner.

The Government has set out an intention to incorporate consequential energy efficiency improvements into Building Regulations by 2013. However, should this not come to fruition, the Council will explore other ways to achieve improvements through its existing statutory powers. The Council's Climate Change Team will play a vital role in encouraging increased energy efficiency through the provision of advice and assistance to households. The team will also provide signposting and advice to other initiatives supported by this Strategy, including the Green Deal.

Policy HS17

Peterborough City Council will explore the feasibility of introducing a range of mechanisms to encourage consequential energy efficiency improvements to extended dwellings as a means of improving the energy efficiency of our housing stock.

Improving awareness of domestic energy efficiency

Peterborough City Council also acknowledges the role that a light-touch educational approach can play in reducing domestic energy use. The Council's Climate Change Team presently operates a 'Community Energy Challenge' in which residents compete to see who can make the biggest reduction in their energy usage. The scheme utilises up to 60 energy meters provided by the Council to households giving them the opportunity to track their energy usage over one week of normal household activity and a two week 'challenge period' to reduce energy usage. Energy meters are also available in all Peterborough libraries for residents to borrow enabling them to identify reductions in their energy usage without the need to take part in the challenge.

To date, the scheme has been very successful, with four challenges completed between March 2010 and April 2011 and over 150 participants taking part in the scheme. Peterborough City Council will continue to support the Community Energy Challenge over the lifespan of the Housing Strategy and will complete a minimum of three 'challenges' per annum until 2013 to continue this programme of improving awareness of the benefits of an energy efficient lifestyle.

Policy HS18

Peterborough City Council will conduct a minimum of three 'Community Energy Challenges' per year across the lifespan of this Housing Strategy. This includes one challenge per year in rural areas in accordance with the objectives of the Peterborough Rural Housing Strategy 2010-13.

Peterborough City Council will also seek to utilise its Choice Based Lettings (CBL) Scheme in order to raise awareness of the importance of domestic energy efficiency. CBL is the scheme through which vacant affordable housing is advertised and let to applicants on the Peterborough Homes Housing Register. As part of a holistic approach towards raising the awareness of the importance of domestic energy efficiency, the Housing Needs Team will work with partner Housing Associations to ensure CBL adverts for accommodation include a copy of the Energy Performance Certificate that sets out the energy efficiency of the dwelling. This will enable the 7000 households currently registered for affordable housing to make informed choices regarding the accommodation that they apply for using the Scheme. As part of this approach, the team will signpost service users to information and assistance on how to reduce energy use, improve thermal warmth and save money on energy bills.

Policy HS19

Peterborough City Council in partnership with partner Housing Associations will provide Energy Performance Certificates as part of property advertisements through Choice Based Lettings. The Council will also introduce a range of signposting measures to increase awareness of the importance and benefits of domestic energy efficiency, and assist clients to make informed decisions regarding their choice of accommodation.

Ensuring Effective Housing Enforcement

Housing enforcement has an important role to play in the raft of measures at the Council's disposal to improve accommodation standards in Peterborough. Housing enforcement enables the Council to exercise legal powers to take action in default when other measures to tackle poor housing conditions have failed by investigating housing condition complaints relating to the condition, occupancy and use of private sector rented properties including Houses in Multiple Occupation (HMO). The Council undertakes risk assessments of properties in line with the Housing Health and Safety Rating System and conducts surveys to establish the energy efficiency rating of private sector rented dwellings. It then recommends, or if necessary, takes appropriate enforcement action, to either remove or reduce the risk of harm to the occupants. A 'triage' approach to dealing with enquiries and complaints has recently been introduced to ensure that priority is given to targeting the most serious cases identified, given the limited resources available to deliver this high demand service.

Objective Three: To meet existing and future housing needs

Meeting the housing needs of the residents of Peterborough presents a growing challenge for the Council and its partners. Reductions in Government investment for affordable housing is likely to impact upon levels of new supply, and extensive welfare and housing benefit reforms are likely to add to the pressures on low income and benefit dependent households when attempting to secure good quality accommodation in the private rented sector. It is anticipated that these challenges, along with wider economic factors, will increase the threat of homelessness in Peterborough over the next four years. To add to the challenge, Peterborough City Council and its partners will need to address these issues despite reductions in the resources available to them, especially in terms of capital funding available to meet the housing requirements of vulnerable and disabled households.

Maximising the supply of affordable housing

Housing affordability is a key issue in Peterborough. The 2010 Strategic Housing Market Assessment update (SHMA) identified that 27% of households in Peterborough are unable to afford market housing, either to rent or to buy, without some form of financial subsidy. The SHMA also identified that on average, around 1,008 households fall into housing need in Peterborough on an annual basis. For these reasons, maximising the supply of good quality affordable housing is a key strategic priority for Peterborough City Council.

Peterborough City Council's policies for meeting housing needs and ensuring the provision of affordable housing on new developments are set out in the Core Strategy which seeks to achieve 30% affordable dwellings on housing sites delivering 15 or more units. The tenure split for affordable housing provision recommended by the Core Strategy is 70% social rented and 30% intermediate housing. The evidence to support and justify our affordable housing target and tenure split, originates from the SHMA completed in March 2008. This tenure split was reaffirmed as appropriate by the Affordable Housing Viability Assessment 2009 and more recently by the SHMA update report completed in July 2010.

Over the three year life span of the last Housing Strategy (2008-11) the Council worked extensively with partner Housing Associations and the Government's housing investment agency, the Homes and Communities Agency (HCA), to deliver 1,485 affordable homes to rent or to buy across Peterborough. This record level of development was primarily driven by high levels of public sector capital investment in affordable housing delivery under the HCA's £8bn National Affordable Housing Programme 2008-11, and the Council's proactive enabling work with its partner housing providers. This growth was achieved despite the slump in broader house-building activity during the recent recession.

The Government has developed a new delivery model for affordable housing which includes a new funding regime that the Council and its partners will need to engage with to maximise the level of affordable housing development across Peterborough. The funding available for the new funding regime between April 2011-15 is £4.2bn. Approximately £2.2bn of this funding is currently available to deliver the Government's target to provide 150,000 new affordable homes through the HCA's Affordable Homes Programme Framework 2011-15. The new delivery model will provide housing associations with approximately 60% less public subsidy per unit of housing than the previous three year investment programme. In order to address this funding shortfall, the HCA expects housing associations to provide a greater proportion of finance for new housing themselves by borrowing higher levels of private finance against their assets and through increasing revenue by charging higher rents on a proportion of their stock.

To enable Housing Associations to increase the revenue available to fund new development, the Government has introduced a new housing tenure named 'affordable rent'. Under the tenure, new tenants will be charged up to 80% of the rental cost of a similar property in the private sector, representing an average increase in the current rent levels in the social rented sector. To complement the introduction of 'affordable rent', the Government has revised national planning guidance so that the new tenure is included within the Planning Policy Statement 3 (PPS3) definition of affordable housing. As with social rented accommodation, affordable rent tenants will be able to claim housing benefit to assist with rental costs.

Supporting the affordable housing delivery model

The introduction of the affordable rent tenure has a range of significant implications for future and existing housing provision in Peterborough. Firstly, the HCA has set out an intention that the affordable rent tenure will 'form the principal element of the new [housing] supply offer', and that 'social rented housing will only be supported in limited circumstances'. This means that the supply of new HCA-funded social rented accommodation is likely to all but cease as the affordable rent tenure establishes itself as a funding priority.

Secondly, in order to maximise revenue and decrease reliance upon public subsidy, the HCA is encouraging its housing association delivery partners to convert a proportion of their existing social rented housing stock to the

new 'affordable rent' tenure as units become vacant for re-let to new tenants. This change will result in a reduction in the level of social rented housing stock available in Peterborough.

To ensure that growth in Peterborough continues to focus on creating mixed and sustainable communities, affordable housing needs to maintain a strong role in the future housing market and securing funding for new schemes will be fundamental to this objective. Peterborough City Council acknowledges that failure to embrace the 'affordable rent' tenure and the new delivery model will expose Peterborough to the prospect that very little affordable housing will be developed during the four year lifespan of the Housing Strategy. Furthermore, a decision to reject the delivery of affordable rent tenure homes in Peterborough would not prevent existing housing stock from being converted to the affordable rent tenure. Housing Associations have the option to implement the new tenure in locations where they have no plans to develop as long as they have a development programme within the region or general economic area. Therefore, in accordance with our overarching strategic priority to achieve growth and in order to meet the identified need for additional affordable housing provision across Peterborough, the Council will actively support the HCA's new 'affordable rent' delivery model.

Policy HS20

The Council will actively support the HCA's new 'affordable rent' delivery model in order to meet the overarching strategic priority to achieve housing growth and ensure the continued supply of new affordable housing to meet demonstrated need.

Enabling the delivery of affordable rented tenure in Peterborough

The Government has clearly stated its intention that the affordable rent tenure will play a major role in the delivery of future HCA funded affordable housing provision, therefore the Council needs to modify its approach to achieving the targets of its affordable housing policy set out in the Core Strategy.

The Council remains committed to achieving its overall affordable housing policy of 30% affordable homes on sites delivering 15 or more dwellings. However in light of the Government's social housing reforms and the wider definition of affordable housing set out in the revised PPS3, the Council will take a more flexible approach by negotiating an affordable tenure mix on a site by site basis rather than maintaining the split recommended by the existing policy in the Core Strategy.

Future affordable housing provision will still address need but the affordable tenure split will be determined by assessing scheme viability using the HCA's Development Appraisal Tool. Furthermore, consideration will be given to the mix of affordable housing provision proposed on other planned schemes as well as taking into account the characteristics of existing affordable housing stock in the same locality, to ensure that developments contribute to improving the range of affordable housing provision in Peterborough. The Council will use the latest Strategic Housing Market Assessment (SHMA) evidence and other Council policy (such as planning policy and housing policy) to assist with this assessment.

The Council will also re-visit existing S106 agreements to ensure that the requirements set out relating to the tenure of affordable housing provision does not prevent the development of the affordable rent tenure as part of the delivery of the planning requirements. The Council will require that the tenancy terms and rent setting parameters of affordable rent dwellings provided as a result of agreed S106 variations are in accordance with the recommendations set out in Peterborough's Strategic Tenancy Policy. This condition will also apply to affordable rent tenure dwellings provided as a result of variations to the terms of Peterborough City Council capital funding agreements for the provision of affordable homes.

Policy HS21

The Council will seek to achieve 30% affordable housing on sites delivering 15 or more dwellings. However in light of the Governments social housing reforms, the Council will take a more flexible approach to negotiating the tenure split on each site rather than maintaining the split recommended by the Core Strategy on all sites.

Peterborough City Council will explore the potential to provide the affordable rent tenure on sites which have an existing planning consent by reviewing the terms of existing S106 agreements in order to facilitate the ongoing delivery of new affordable homes.

Developing a Strategic Tenancy Policy

Under the new funding regime, Housing Associations were required to set out their proposals for a four year delivery programme to the HCA setting out how they will manage their existing assets in order to maximise revenue and generate new supply, including the proportion of existing stock that they intend to convert to the affordable rent tenure. Government has already set out its expectation that, in order to allow social landlords to effectively manage assets and maximise revenue, they will enjoy substantial freedoms on the types of tenancy that they provide and offer tenants. Housing Associations will be expected to produce their own policies on the grant and reissue of tenancies, including the type and length of tenancy that they will offer different households

in differing circumstances. The introduction of these new flexibilities has the potential to impact upon the existing relationship between Housing Associations and Local Authorities, with decisions regarding the conversion of stock in an area being taken in accordance with Housing Association development programmes, as opposed to being taken strictly in accordance with local housing needs and circumstances.

However, the Government has made it clear that it intends that Local Authorities retain a degree of strategic influence over the future of the affordable housing stock in their area. Legislation to be enacted through the Localism Bill will create a duty on Local Authorities to publish a Strategic Tenancy Policy. This document will set out the broad objectives that should be taken into consideration by social landlords when formulating their own policies on the grant and reissue of tenancies. Local authorities will be required to draw up their Strategic Tenancy Policy in consultation with social landlords and other key stakeholders in order to ensure that these policies strike a balance between meeting housing needs whilst ensuring future supply. The Government has made clear an expectation that social landlords give 'due regard' to the various strategic tenancy policies that cover their area of operation.

Following the enactment of the Localism and Decentralisation Bill the Council will seek to adopt its Strategic Tenancy Policy in order to provide guidance that will inform the policies of individual social landlords with housing stock in Peterborough. The Peterborough Strategic Tenure Policy will set out how the Council will seek to influence the implementation of the housing reforms to ensure they are applied in a consistent manner and continue to meet local housing need.

The Housing Strategy sets out the Council's intention to support the Government's affordable rent regime as a means of delivering both housing growth and as a means of meeting Peterborough's growing requirement for additional affordable housing. However, the Council is keen to ensure that future growth of the affordable rent tenure actively supports its strategic objectives to create mixed and sustainable communities, whilst also minimising homelessness and ensuring ongoing affordability. The Strategic Tenancy Policy will be formulated so that it takes into account the impact of increased rental costs and the issues associated with this, along with the reduction in the levels of Peterborough's social rented stock as it is converted to the new tenure.

One of the more significant outputs from the new affordable rent regime is the method through which affordable rent prices will be calculated. Under the current rent setting system for social rented housing, rents are set so that they are broadly consistent over a wide housing market area. However, under the new model the rent for an affordable rented home is calculated as a percentage of the rent for a similar property in the same locality in the private sector. Peterborough is an area where rental prices vary significantly between different areas and the new affordable rent regime will enable differences in the rents charged on affordable rent properties between areas. In order to mitigate this and ensure mixed and sustainable communities, the Peterborough Strategic Tenancy Policy will set out the preferred approach that the Council would like to see its housing association partners apply in order to ensure that rent levels remain affordable and broadly consistent across localities. The draft policy forms Appendix 5 to this Housing Strategy.

It is worth noting that the ability of our partner Housing Associations to build 'affordable rent' housing and convert their stock to the new tenure is dependent upon the success of their individual applications for funding through the Homes and Communities Agency's Affordable Homes Programme 2011-15. We will know the full outcome of this process, and the subsequent impact upon Peterborough's housing stock, in due course.

In addition to the introduction of the new tenure, the Government's housing reforms also include the introduction of new flexibilities that will allow Housing Associations to offer fixed term tenancies for both affordable rent and social rent tenants, or continue to offer traditional lifetime tenancies. Under the Government's plans, Housing Associations will be encouraged to draw up policies that set out the circumstances under which a fixed term or lifetime tenancy will be offered, and the criteria that will be taken into consideration when deciding whether to renew a tenancy at the end of a fixed term.

The Council welcomes the introduction of fixed term tenancies, as they will enable it to work with its partners to address issues such as under-occupation and low stock turnover. However, the Council also recognises that there are a number of potential outputs from this reform that will require careful management in order to ensure that commitments relating to mixed and sustainable communities are met. In order to mitigate these outputs, the Council will produce a Strategic Tenure Policy that will advocate the adoption of a range of measures designed to:

- Encourage tenants to invest in their homes and communities
- Prevent disruption to households with school-aged children
- Provide additional security of tenure to households with specific support needs
- Promote appropriate move-on at the end of a fixed term
- Prevent an increase in homelessness
- Encourage consistency of approach from our delivery partners about how the new flexibilities are applied

- Encourages the most effective use of Peterborough's housing stock

In Peterborough, strong partnership working between the Council and its Housing Association partners has ensured that a dialogue is already underway to achieve a shared approach to addressing the balance between preparing financially viable plans for future housing development, whilst addressing housing need and meeting the Council's wider strategic objectives and obligations. A first draft of Peterborough's proposed Strategic Tenancy Policy forms Appendix 5 of this Strategy. It is currently awaiting approval to commence a formal 4 week public consultation period before a final draft of the policy will be prepared for adoption by the Council.

Policy HS22

The Council will adopt a Strategic Tenancy Policy to inform and influence individual Housing Association policies on the allocation and renewal of tenancies to ensure the supply of affordable rent tenancies contributes to meeting local housing needs and priorities. The Strategic Tenancy Policy will be finalised and adopted following enactment of the Localism and Decentralisation Bill (due end of 2011/12).

Utilising public land as a catalyst for affordable housing delivery

The Government has also identified a clear role for Local Authorities in the ongoing delivery of affordable housing. The HCA affordable housing framework encourages Local Authorities to consider the contribution that they can make towards bringing forward housing supply through the use of their own land holdings, as well as through negotiations on S106 agreements to deliver affordable housing.

In response to this, Peterborough City Council is actively exploring with its Housing Association partners the potential for using publicly owned land as a catalyst for the delivery of new homes, within a robust financial context. A dialogue has already been initiated by the Council to set up a collaboration agreement with interested Housing Association partners with the aim of bringing forward new housing projects in the city that would provide a range of property types and tenures, including affordable homes.

Policy HS23

The Council will actively explore with its Housing Association partners the potential for using publicly owned land as a catalyst for the delivery of new homes within a robust financial context.

Preventing and alleviating homelessness

Peterborough City Council has worked hard to improve its response to the issue of homelessness. Significant inroads have been made to addressing the city's rough sleeper levels which until recently were the highest outside of central London. Efforts have also focussed on preventing homelessness to assist families before they reach crisis point. This change in focus has reduced the number of homeless households that the Council has had a duty to assist with finding accommodation, which until recently had recorded as above the national average.

The Council's concerted effort to addressing homelessness in Peterborough reflects the wider costs that it poses to both individuals and the community. Homelessness can arise as a result of a broad range of root causes including the sudden loss of employment, family or relationship breakdown, domestic violence or ill health. There is also a direct cost to the Council in terms of resources because Local Authorities have a legal duty under Part VII of the Housing Act 1996 to provide assistance and, in some circumstances, find temporary and permanent accommodation for homeless individuals and households. The complexity of the issues surrounding homelessness means that any efforts to prevent homelessness cannot simply focus upon the provision of housing. Instead, it is an issue that requires a holistic and multi-agency approach in order to be addressed successfully.

The Peterborough Homelessness Strategy 2008-11 sets out the Council's approach towards addressing homelessness. However, the next four years are likely to present Peterborough City Council and its partners with some fresh challenges with regards to homelessness. Cuts to public spending, the likelihood of a rise in interest rates from their present historic low, and extensive reforms to welfare and housing benefit all have the potential to impact upon the levels of homelessness in Peterborough. In preparation for these challenges, the Council will have a new comprehensive Homelessness Strategy adopted and published by January 2012. The Strategy will be developed in collaboration with a wide range of partners including Housing Associations, voluntary groups and key housing-support related services. It will further strengthen Peterborough City Council's preventative approach to dealing with homelessness, and reaffirm the role that homelessness prevention plays in achieving our overarching priority of establishing 'strong and supportive communities'.

Policy HS24

Peterborough City Council will work with its partners to publish a new comprehensive Homelessness Strategy for the city by the end of the 2011/12 financial year. This document will form part of the portfolio of housing-related strategic documents that sit behind the Housing Strategy.

Homelessness prevention through housing advice

Good quality housing advice is a vital component of any holistic approach aimed at preventing and alleviating homelessness. Local Authorities already have a legal duty to ensure the provision of housing advice to those who are at risk of losing their homes. In Peterborough this advice is provided by the Council's Housing Needs Team. The team provides specialist housing advice to households who are threatened with homelessness or experiencing any other type of accommodation-related issues. They also manage the Peterborough Homes Housing Register and control the allocation of social housing in Peterborough through the Choice Based Lettings Scheme. This role is key to the authority's ability to discharge its statutory duty to homeless households.

In April 2011 the Council's Housing Needs Team was remodelled to strengthen its focus on homelessness prevention. The remit of the new service is to work with clients to help them tackle their housing related issues and reduce the potential for the threat of homelessness. Within the team there are specialist officers to focus on three key areas:

- Assisting households with mortgage difficulties
- Assisting households that face significant issues with private landlords
- Assisting rough sleepers

With more officer time dedicated towards intensive casework with clients in the most urgent need, the Council will seek to strengthen the range of self-help tools available to users of the Housing Needs Service. This new approach will include the introduction of a telephone-based triage service for low priority and general housing advice, supported by a refreshed website that will host housing advice and information. Improvements to the online 'bidding' system for Choice Based Lettings which applicants on the housing register use to access more information about their priority for housing are also being introduced to reduce low-level enquiries to officers and to manage applicant's expectations.

Ensuring a wide range of mechanisms to prevent homelessness

A central building block to a robust homelessness prevention agenda is the provision of a broad range of prevention mechanisms and tools. The Council presently receives funding from the DCLG that assists with financing homelessness prevention mechanisms. These include a deposit loan scheme for households threatened with homelessness, debt advice for those experiencing mortgage difficulties, and a 'sanctuary scheme' that provides home security upgrades for victims of harassment and domestic violence.

Over the next four years the funding available to the Council to fund these mechanisms will remain broadly comparable with the funding received in previous years. However, given the presence of an economic climate that threatens to increase levels of homelessness, it will become a priority of the Council to ensure that this funding is utilised in the most effective way.

Assisting households with Mortgage Difficulties

The Council's work to provide dedicated assistance to households with mortgage difficulties is likely to play an increasingly important role in the homelessness prevention agenda over the next four years. With interest rates expected to rise from their present record low and the continued stagnation of the national housing market, it is vital that the Council continues to offer support and advice to those facing mortgage difficulties in order to prevent households from losing their accommodation.

To add to this challenge, the funding for the Government's Mortgage Rescue Scheme (a key homelessness prevention tool for those facing repossession) has been significantly reduced. Under the first phase of the scheme, the Mortgage Rescue funding prevented the homelessness of 32 households in Peterborough by providing funding to Housing Associations to enable the purchase of the home from the household and providing that household with a tenancy to allow them to continue to occupy the property. However, under the scaled-back second phase of the scheme, the Council will not be in a position to promote this as a prevention option.

The Council's own interventions to assist those who fall into mortgage difficulties will play a critical role in compensating for the significant reductions in this resource. The Housing Needs team provides an advocacy service for those who require assistance in negotiating with their mortgage provider to obtain better terms on their loan. The team also refers struggling homeowners to receive debt advice; a service that is presently funded through the homelessness prevention funding that the Council receives from the DCLG. Ensuring the continuation of these services, including the debt advice for those facing repossession, will be of vital importance to the homelessness prevention agenda over the next four years.

Policy HS25

Peterborough City Council will continue to offer dedicated and tailored support to those experiencing mortgage difficulties throughout the lifespan of the Housing Strategy. This will include ensuring the provision of debt advice.

Preventing and alleviating Rough Sleeping

Over the past three years tackling rough sleeping has been a key area of focus for Peterborough City Council. Many of those sleeping rough in the city have been Eastern Europeans, attracted to Peterborough because of the city's proximity to agricultural employment opportunities in surrounding areas. The recession in 2008 had a significant impact upon the economic prospects of this group, leading to many low skilled migrant workers losing their income, their accommodation and their entitlement to state assistance. In addition to rough sleepers from migrant communities, Peterborough also recorded significant levels of rough sleeping amongst the indigenous population.

In response to these challenges, the Council's rough sleeper outreach service has worked to develop strong relationships with a range of partners, including the voluntary sector, faith groups, the UK Border Agency and the DCLG to develop a reconnections service. During 2010 our work with these partners through the reconnections service led to 89 rough sleepers who are European Economic Area nationals being reconnected with their country of origin and a further 19 rough sleepers being administratively removed from the UK. The rough sleeper outreach service has also successfully assisted a number of rough sleepers in securing accommodation through helping them to find employment or obtain financial assistance from the state.

To continue reducing the level of rough sleeping in Peterborough over the next four years the Council needs to be mindful of a number of challenges faced by those groups who are likely to experience street homelessness, particularly single person households who are often not considered as a priority for assistance under homelessness legislation. In addition to wider economic pressures, changes to the Housing Benefit System are likely to add to the challenges for those with low incomes or in receipt of benefits when accessing private rented accommodation. A Housing Benefit reform which came into effect from April 2011 is the increase in amount of non-dependent deductions. All households in receipt of housing benefit receive a reduction in their entitlement if they have a non-dependent person living with them. The reformed regulation increases the amount of these deductions, increasing the potential for financial strain upon households who have non-dependent family members residing with them.

A significant impact of the reforms from April 2012 for single person households will be an increase to the age threshold from 25 years to 35 years for a restricted rate of housing allowance that is the equivalent to the cost of renting a room in a shared house. It is anticipated that this reform will result in a reduction in the demand for self-contained accommodation from certain groups affected by this change with a shift towards the market for shared accommodation. This is a type of accommodation which is already oversubscribed in Peterborough and will be subject to further demand as a university is established in the city.

To prepare for these future challenges, the Council will seek to develop services that are focused upon assisting single 'non-priority' homeless persons. The Housing Needs Team is soon to complete a 'move-on plans protocol' (MOPP) assessment. This assessment acts as an audit of the services available for single homeless households across a locality, helping to identify local factors that are preventing homeless individuals from moving on and securing accommodation. In addition to providing an evidence base for priorities and policies within the Homelessness Strategy, the findings of the MOPP will support a DCLG funded project to address single persons' homelessness in Peterborough. The Council will use the £40,000 funding allocated to employ a part-time officer to work with landlords to secure accommodation for single person homeless households, and also to work with landlords to address issues with tenants that emerge as a consequence of the reforms to the housing benefit system. Detailed information about the future use of this resource will feature in the refreshed Peterborough Homelessness Strategy.

Policy HS26

The Council will develop services that are focused upon assisting single 'non-priority' homeless persons. The prevention and alleviation of rough sleeping and street homelessness will remain as a key priority for Peterborough City Council over the lifespan of the Housing Strategy. The Council will continue to provide services to alleviate rough sleeping including the Reconnections Service, where funding allows.

Ensuring the continued provision of targeted housing-related support services

The provision of high quality housing-related support services are a vital component of any holistic homelessness prevention agenda. In Peterborough the majority of these services are funded by the Government's Supporting People Programme, which is managed locally by the Council's Housing Programmes Team.

The Supporting People programme funds the commissioning of housing support services for a wide range of client groups across Peterborough aimed at helping people to live independently. These support services form a key tool in preventing and alleviating homelessness, especially amongst client groups who are likely to struggle to retain their accommodation as a consequence of complex vulnerabilities, such as care leavers and those with mental health issues. The programme also funds a range of services that enable vulnerable households to live independently in their own homes, including the costs towards providing 37 wardens across 45 Peterborough-based sheltered housing schemes. Through preventing homelessness and enabling people to continue residing in their own accommodation, the support services provided under the Supporting People Programme can make a significant contribution towards the wider strategic objectives of the Council and its partners, such as reducing the reliance upon residential care and reducing street homelessness.

As a result of financial constraints, the Council's Medium Term Financial Plan has reduced the annual budget to fund Peterborough's Supporting People Programme over the next five years. To minimise the impact of the reduction the Council has worked with service providers to ensure that savings are absorbed through efficiency savings as opposed to reductions in front-line service provision where possible.

In order to plan for future service provision and ensure that funding is directed to where it is needed most, the Council will work with its partners to complete a review of all Supporting People contracts by June 2011. This process will allow the Council to identify gaps in current service provision and enable partners to identify further efficiencies and new ways of delivering support services under the programme. The review of existing contracts will underpin the production of a new Supporting People Commissioning Strategy, which will set out the priorities for housing support-related service provision over the three year period from 2011-14. Furthermore, this new Strategy will set out the Council's intention to ensure that all future service provided by the Supporting People Programme retain a clear focus upon homelessness prevention. The completed document will form part of the portfolio of housing related strategic documents that sit behind this Housing Strategy.

Policy HS27

Peterborough City Council will provide funding for the Supporting People Programme over the next three years in accordance with the Medium Term Financial Plan. The Council will conduct a review of all existing service contracts by June 2011. This will lead to the adoption and publication of a Supporting People Commissioning Strategy by the end of March 2012. This Strategy will seek to ensure that all services provided under the Supporting People Programme over the period 2011-15 retain the strongest possible focus upon homelessness prevention.

Ensuring the suitability of accommodation for households with specific housing needs

A key element of meeting Peterborough's housing needs is to ensure the suitability of accommodation for those households with specific needs. Through ensuring that households with specific needs are residing in safe and suitably adapted accommodation, the Council can help to address wider strategic issues, including reducing hospital admissions, reducing the need for expensive residential care, and preventing homelessness.

Protecting Disabled Facilities Grant funding

Local authorities have a legal duty to assist disabled households who qualify for assistance to adapt their homes. One of the main ways that we meet this legal duty is through the provision of Disabled Facilities Grants (DFGs). These grants, which can be up to a maximum of £30,000, help to provide financial assistance to those who are in need of major adaptations that will allow them to better access their accommodation. DFGs cover the costs associated with various types of adaptations, including level access showers, stair lifts and through floor lifts, changes to room layouts, extensions to properties and the widening of doors and entrances.

The Council's Medium Term Financial Plan has retained the £1.4m budget level for DFGs for 2011/12 and 2012/13 with a proposed reduction of 25% for the following three years. To ensure the best use of valuable funds, the Council will work with its partners to strengthen its strategic approach to meeting the needs of vulnerable and disabled households. This approach will focus upon ensuring value for money when assisting those in existing stock, and also through ensuring that future specialist housing provision is designed in a way that meets the needs of vulnerable households.

The Council has taken some initial steps to ensure our funding for DFGs achieves value for money. A revised Housing Renewal Policy was published in April 2011 that included amendments aimed at ensuring maximum effectiveness from DFG funding. This includes provisions to encourage households that have received assistance to continue occupying their accommodation for a longer period of time if it remains suitable, helping to prevent the need to carry out successive adaptations for the same household across different properties. The revised Housing Renewal Policy forms part of the portfolio of housing related strategic documents that sit behind this Housing Strategy.

Policy HS28

The council aims to provide assistance to at least 255 disabled and/or vulnerable households per year through the allocation of DFGs until the end of 2014/15.

The revised Housing Renewal Policy also sets out criteria for the Disabled Persons Relocation Grant. This discretionary grant covers the costs associated with moving a disabled person and their household to more suitable accommodation, such as removal costs and legal fees. This grant may be awarded when the Council have been advised by Adult Social Care or Children's Services that a person has a need that makes him or her eligible for a disabled facility grant but where, in the Council's opinion, the disabled person's existing accommodation is not suitable to be adapted and the disabled person and their family is willing to move. In order to be eligible for the grant, the total cost to the Council (including relocation and any internal adaptation at the new property) must not exceed the cost of adapting the disabled persons existing accommodation. Therefore, as an alternative to carrying out extensive and costly adaptations to properties with a poor layout, the Council will strongly encourage relocation as a means of addressing the needs of a disabled person and their household where it is deemed appropriate.

Policy HS29

As an alternative to carrying out extensive and costly adaptations to properties with a poor layout, the Council will strongly encourage relocation as a means of addressing the needs of a disabled person and their household where it is deemed appropriate and will provide Disabled Persons Relocation Grant in appropriate cases.

Securing the continuation of the Aids and adaptations service

In addition to the wholesale interventions provided by DFGs and the relocation grant funding, Peterborough City Council also offers a minor Aids and Adaptations Service. This service is funded the Capital Programme that Peterborough City Council provides to Adult Social Care. Co-ordinated by the Care and Repair Home Improvement Agency, the scheme provides minor aids and adaptations such as wheelchair ramps and grab-rails that assist with enabling residents to remain in their home, earlier hospital discharges and the receipt of care from home, all of which provide the council and NHS Peterborough with significant financial savings.

Policy HS30

The Council's Capital Programme provided to NHS Peterborough will continue to fund and provide the Aids and Adaptations Service throughout the lifespan of the Peterborough Housing Strategy: We will aim to assist at least 1000 households with minor aids and adaptations on an annual basis until 2013/14.

Securing the continuation of the Handy Persons Scheme

The Peterborough Handy Persons scheme, which receives £100,000 funding from the Supporting People (SP) Programme, provides vulnerable households with assistance with minor repairs and improvements to their accommodation. The type of work covered under the scheme includes the removal of trip and fire hazards, and small electrical and plumbing jobs. Although the scheme only covers minor work, it is an important tool in the Council's approach towards enabling vulnerable households to maintain their independence, remain in their own homes and also in preventing accidents and falls.

Future housing provision that caters for households with specific housing needs

This Strategy has set out a series of reactive measures that will enable us to meet the accommodation needs of vulnerable and disabled households that reside within the existing housing stock across Peterborough. However, in order to prepare for the future housing challenges posed by an aging population, the Council also needs a strategic approach towards the standard of accommodation that is provided through new housing development in Peterborough.

The Council's policy for meeting specialist housing needs is set out in the Core Strategy which includes a policy requiring 20% of all dwellings to be built to Lifetime Homes Standard on development sites of 15 or more dwellings (an increase on the 10% sought under the previous Local Plan), and for 2% of dwellings to be built as wheelchair homes on development sites of 50 dwellings or more. The Lifetime Homes Standard is a set of sixteen design criteria that provide a model for building accessible and adaptable homes. Housing built to the standard is designed in a way that makes it easier for households to cope with a range of eventualities, from raising small children through to dealing with reduced mobility in later life. Crucially, homes built to the Lifetime Homes Standard are also simpler and less expensive to adapt, providing the Council with a long-term financial saving on the cost of DFGs and other reactive measures to adapt the accommodation of vulnerable households. For these reasons, encouraging the development of Lifetime Homes will remain a key strategic priority for Peterborough City Council and strong partnership working with our Housing Association partners resulted in 107 units (of the total 331 affordable homes built) in 2010/11 being built to Lifetime Homes standards, equating to almost 33% of new affordable homes. The scope for achieving large numbers of wheelchair adapted homes is considerably more limited due to the additional costs associated with this type of housing provision. However,

2010/11 saw the provision of 12 new affordable homes built to accommodate the needs of wheelchair users, almost 4% of new affordable homes provision in Peterborough. Despite the financial pressures facing future affordable housing development, Peterborough City Council will work with its Housing Association partners to continue to achieve high levels of new affordable housing that is designed to cater for households with specific needs.

Policy HS31

Through its enabling role, Peterborough City Council will continue to support the delivery of units built to Lifetime Homes Standard, and where appropriate we will work positively with developers and housing providers to encourage levels of provision of both Lifetime Homes Standard and Wheelchair adapted homes that aim to exceed the existing policy requirements, taking into account viability constraints. To help achieve Policy HS9, the Council will work to strengthen its approach towards the implementation of planning policy that relates to Lifetime Homes. The Council will seek to introduce mechanisms that allow us to monitor annual levels of delivery of homes built to the Standard, and we will also seek to encourage and educate the building industry about the value of the Standard through the publication of a developer's guide to Lifetime Housing. The Council will also lobby parliament to make Lifetime Homes a compulsory requirement in the Building Regulations, with the aim of it being compulsory from 2013.

The accommodation needs of all people who come into contact with the health and social care services provided by NHS Peterborough will be evidenced in the emerging Health and Social Care Accommodation Strategy. A draft version of this Strategy is due to be available for consultation from the end of July 2011.

This Strategy will incorporate a number of existing strategies such as the Older People's Accommodation Strategy and NHS Peterborough's Extra Care Housing Strategy and will provide a holistic approach to meeting the needs of a wide range of people who need support including people who are elderly, physically and sensorily impaired have learning disabilities or have mental health needs. This Strategy will, once adopted, form part of the portfolio of housing related strategic documents that sit behind the Housing Strategy.

Currently in Peterborough there is a shortage of housing for people who need support. Historically investment in housing and support for people with more complex needs has been outside the City. Changing professional and clinical practice means that more people with significant support needs are now able to be supported in their own homes with comprehensive support packages. Demographic change also means a rising demand for housing with lower levels of support. As a result there is a need for an increased number of homes with support. This demand is likely to be met by a combination of a relatively small number of bespoke housing units being built for particular client groups and a larger number of normal houses and flats being available for sale or rent in a variety of locations across the City. Initial forecasts indicate that approximately 10 specialist units and 30 normal homes will be needed each year. More details will be in the forthcoming Health and Social Care Accommodation Strategy.

The existing Peterborough Older Persons Accommodation Strategy (OPAS) 2007 sets out a requirement to build 500 units of extra care' accommodation in Peterborough by 2016 in order to meet the needs of an ageing population and the projected growth in dementia. There are currently 231 units of extra care housing provision in Peterborough. The target for Extra Care provision set out in the OPAS is very challenging but remains a priority for Peterborough City Council and its partners. The target of 500 units was informed by Joint Strategic Needs Assessment carried out in 2007.

Policy HS32

NHS Peterborough will work with its partners to produce a draft Health and Social Care Accommodation Strategy for consultation. The final adopted document will form part of the portfolio of housing-related strategic documents that sit behind the Housing Strategy.

Meeting Gypsy and Traveller Housing Needs

The Council's Core Strategy Gypsy and Traveller policy CS9 states that new permanent pitches can be achieved through the normal process of the submission and the granting of planning permission. The policy also states that, if necessary, the Council will allocate new permanent sites through the Site Allocations Document, though the Council currently sees no need to take up this option and is not in the process of allocating new permanent sites.

The Core Strategy Policy does, however, state the need to identify within the Site Allocations Document a transit site in Peterborough (i.e. a site which is used for a temporary period by a family travelling through or visiting Peterborough for a short period).

The need for a transit site was recognised because there was clear evidence of high levels of unauthorised encampments in Peterborough, yet at the same time there was no recognised location for Gypsy and Traveller families to stop for a short period.

Unauthorised encampments continue to arise on a regular basis in Peterborough. Therefore, the council and the Police have decided to take proactive action to address this issue. This proactive work started with the council safeguarding a piece of land off Norwood Lane for the provision of around 10 transit pitches. It safeguarded this land in the Site Allocations Document that was submitted in May 2011 to the Secretary of State for final examination and agreement by an Inspector.

The Council continues to monitor the situation, including learning from transit site provision best practice elsewhere in the country.

To assist in enabling best practice to be delivered in Peterborough, in October 2011 the Council asked the Inspector examining the Site Allocations Document to make a minor adjustment to the Document. These changes, if agreed by the Inspector, will add flexibility to the Document but will not remove the primary intention of safeguarding and delivering a site off Norwood Lane. If an alternative better solution to the safeguarded transit site at Norwood Lane is found, then this would be implemented rather than the safeguarded site.

On wider matters, the Council has committed to regularly maintaining a local assessment of Gypsy and Traveller pitch need (permanent and transit) and Travelling Show People plots, and is currently undertaking such an assessment with partner Cambridgeshire authorities the result of which should start to emerge around October 2011.

Policy HS33

(A) Temporary or transit sites: During the course of this Housing Strategy period (2011-2015), the Council is minded to deliver a transit site off Norwood Lane, on safeguarded land identified in the Site Allocations Document. However, if early in the Housing Strategy period an alternative provision can be identified and delivered elsewhere in the district, this would negate the need for the safeguarded site to be delivered.

(B) Permanent sites: The Council does not intend to allocate sites for permanent Gypsy and Traveller pitches through its plan making process. However, it will support the provision of new pitches if the proposed development meets the criteria as set out in Policy CS9 of the Core Strategy.

(C) Maintaining an up-to-date evidence base: The Cambridgeshire Sub Region Travellers Need Assessment will be completed by around the end of 2011, which will assist in determining the need for new pitches and determining applicable planning applications.

Objective Four: To create mixed and sustainable communities

Housing plays a vital role in ensuring that the neighbourhoods we create and the communities that live within them are mixed, thriving and sustainable. Developments that offer a range of housing tenures - owner occupied, private, intermediate and social rent - are essential to creating mixed and balanced communities. Large mono-tenure social housing estates have historically contributed to creating pockets of deprivation and poverty. Government policies relating to housing, planning and neighbourhood renewal have sought to create mixed, sustainable communities which promote a social and income mix and provide access to a range of services and amenities.

Planning Policy Statement 1 (PPS1) states that Local Authorities should seek to promote 'development that creates socially inclusive communities' through their local development plans. The document further states that to achieve this, Local Authorities should plan for policies 'that seek to reduce social inequalities' including access to good quality housing. This is reflected in the Peterborough Core Strategy, which sets out a vision for Peterborough to become an area 'renowned for its quality and choice of housing, where... social integration is promoted through the provision of a broad range of housing types... that match the needs and aspirations of future residents in terms of affordability, sustainability, size, type and location'. This stance is also reflected in the priorities of the Sustainable Community Strategy which includes 'creating strong and supportive communities' and 'creating opportunities, tackling inequalities'.

Ensuring a varied housing offer that supports mixed communities

The Housing Strategy includes a range of measures aimed at ensuring new developments include a wide choice of well designed new homes to meet the needs and aspirations of all existing and future residents in Peterborough. These measures, many of which are embedded into local planning policy, will help to ensure that new neighbourhoods such as Great Haddon contain a range of housing types that contribute towards the creation of mixed communities. In considering the mix of new homes in new development the council will also take into account the characteristics of the existing housing stock in the area to ensure a wider neighbourhood balance.

Furthermore, to promote social integration the Council encourages a 'pepper potting' approach to affordable housing provision on new developments. This involves the Council working with developers and Housing Association partners to create a mix of affordable housing dwellings and private dwellings throughout the development in an attempt to minimise social exclusion and encourage mixed communities.

Policy HS34

In its role as housing enabler, the Council will work with developers and Housing Associations to ensure affordable housing provision is effectively integrated into new development through a 'pepper potting approach'.

Managing the growth of the Housing in Multiple Occupation (HMO) sector

As set out under objective one of section three, it is anticipated that the city will experience an increase in demand for accommodation from single person households over the next four years. Peterborough's plans to develop its Higher Education (HE) offer will lead to an increase in demand for single person accommodation from the incoming student population. Furthermore, planned Housing Benefit reforms are likely to price many single person households out of self-contained accommodation and into shared accommodation, such as lodgings and Houses in Multiple Occupation (HMOs). These combined factors have the potential to significantly increase the demand for HMO accommodation in Peterborough which could impact upon the sustainability and cohesion of communities.

Peterborough already has a large HMO market which is partly driven by demand from the new migrant communities that have settled in the city since the accession of Eastern European countries into the EU in 2004, and also by a local population that is younger than the national average. This high level of HMO accommodation is widely acknowledged by the Council and its partners to have been a contributory factor to an increase in problems in particular neighbourhoods such as community cohesion issues, anti-social behaviour, environmental crimes such as fly-tipping, littering and graffiti, along with public health issues. The notable growth of HMO accommodation in Millfield and New England in particular has also reduced the number of large units of family accommodation, leading to some significant changes in the demographic and housing profiles of these wards.

The Council and its partners are committed to ensuring the sustainability of communities in Peterborough as they respond to meeting a range of housing needs that includes student accommodation and HMOs over the next four years. The Council will explore the potential benefits of introducing a Direction under Article 4 (1) of the Town and Country Planning (General Permitted Development) Order 1995 (as amended) to manage the number of new HMOs in particular neighbourhoods. Currently, the conversion of a dwelling house to a HMO

benefits from 'permitted development rights', which means that no planning consent is required from the Council (though other permission, such as Building Regulation approval may still be required). A number of authorities have used this power to remove permitted development rights for this type of development where the rapid growth and high concentration of HMOs has caused problems, meaning that new HMOs must be considered through the planning application process.

Policy HS35

The Council will explore the benefits of a Direction under Article 4 (1) of the Town and Country Planning (General Permitted Development) Order 1995 (as amended) to manage the number of new HMOs in particular neighbourhoods. If this approach to managing HMO growth is adopted, the Council will also produce a Supplementary Planning Document (SPD) that sets out our requirements for HMO development in planning terms.

Ensuring the sustainability of rural communities

The provision of affordable rural housing has a key role to play in ensuring the future sustainability of rural areas. In a 2008 review of the rural economy and affordable housing, Matthew Taylor MP argued that villages run the risk of becoming 'gated communities of wealthy commuters unless affordable housing can be secured and retained within rural communities'. His report, along with a range of other studies produced by groups such as the Campaign for Rural England, also highlight the role that affordable housing can play in sustaining village facilities such as schools, post offices and public houses. As one of the recommendations of his report, Taylor encourages the creation of initiatives that allow rural communities to develop affordable housing for local people.

In 2010 the Council produced and adopted its first Strategy dedicated to addressing the housing priorities of those living in rural Peterborough. The Rural Housing Strategy 2010-13 was developed in conjunction with representatives of rural Parish Councils, and identified a range of key housing and development priorities for action. Addressing a lack of affordable housing specifically built and designed to meet the needs of local households (especially the needs of young families), was identified as a key priority of the Strategy.

In order to meet this priority of the Rural Housing Strategy and work towards securing the future sustainability of village communities in Peterborough, the Council has established a Rural Housing Delivery Partnership. The partnership consists of Cambridgeshire ACRE - an enabling organisation that works with rural communities to help address local issues, two Housing Associations and the Council itself. The partnership has two main objectives: to work with willing parish councils to identify the level and type of housing need, and to identify opportunities to develop affordable rural housing on 'exception sites'.

An 'exception site' is a site that is located adjacent to a village boundary where development would usually be prohibited. However, where there is evidence of unmet housing need, development of solely affordable housing may be granted on such a site. Any housing development permitted must be for the benefit of households local to the development, and must also remain as affordable housing to meet local need in perpetuity. The Council's Planning Policy on exception sites is set out in policy CS8 of the Core Strategy. Further details of the Council's plans for rural affordable housing can be found in the Rural Housing Strategy 2010-13, which forms part of the portfolio of housing-related strategic documents that sit behind the Housing Strategy.

Policy HS36

The Council will maintain membership of the Rural Housing Delivery Partnership until 2013 when a review will be conducted of the Peterborough Rural Housing Strategy. The Rural Housing Delivery Partnership will aim to visit every parish council across Peterborough by the end of 2011/12.

Supporting Community-led Housing Solutions

The Rural Housing Strategy highlighted the role that community-led housing solutions could play in increasing the supply of affordable rural housing for local people and ensuring the sustainability of our rural areas. Community Land Trusts (CLTs) are an example of a community-led housing solution. They are established by local people for the purposes of securing land or assets, such as housing, for the benefit of the wider community. In many instances nationally, CLTs have formed for the purposes of developing affordable rural housing to meet the needs of local people. The Peterborough Rural Housing Strategy identified a need for the Council and community groups to develop links with organisations that can offer expertise and assistance in this field. Consequently the Council has established connections with the organisation Foundation East, who provide advice and start-up capital to community groups that wish to develop community facilities such as housing.

Community-led housing solutions have recently been given a heightened profile within the new Government's housing agenda. The Localism Bill includes details of a range of mechanisms designed to support the development of community-led housing solutions. These emerging mechanisms include the community 'Right to Build', which will enable organisations such as CLTs to develop local facilities such as housing without the need for outline planning consent, providing there is substantial local support in favour of the development. Over the

next four years the Council will explore ways of supporting the development of community-led housing solutions in accordance with the Government's wider housing agenda, in both rural and urban areas.

Ultimately, this type of housing development needs to be led by local people. However, the Council will assist and enable communities that would like to form an organisation such as a CLT or development trust. During 2011/12 the Council will be embarking upon the process of working with local communities to develop 'Community Action Plans' for each of the seven neighbourhood areas. These plans will identify the aspirations and priorities of each neighbourhood, including particular issues that the community would like to see addressed. These community plans will also allow local people to identify key assets of community value that they consider to be of importance or that they would like to see better utilised. This links into the new duties and community powers that the Government is seeking to introduce through the Localism Bill, including the new requirement for Local Authorities to hold a register of assets of value to the community.

The Council aims to produce its Community Action Plans by April 2012. This process will be used to identify potential community development opportunities, including those that relate to the provision of community-led housing solutions. If suitable CLT opportunities are identified, the Council will assist the relevant communities in developing links with organisations such as Foundation East.

Policy HS37

The Council will encourage and support the establishment and growth of community-led housing solutions in rural and urban areas. The Council will prepare and then utilise Community Action Plans as a catalyst for a range of community-led housing initiatives, such as Community Land Trusts. The Council will have a Community Action Plan in place for each of the seven neighbourhood areas of Peterborough by April 2012.

Planning, community infrastructure and neighbourhood management

Creating successful and sustainable communities requires careful planning. Peterborough has embarked upon a considerable growth agenda that will continue until at least 2026. The Peterborough Core Strategy sets out plans for a series of urban extensions at Great Haddon, Norwood and Paston Reserve. These extensions will create new communities and provide around 8,000 new homes. Community sustainability is a key consideration in the Master Planning process for an urban extension. For example, the Council's Planning and Neighbourhoods teams are currently exploring initiatives to incorporate community sustainability in the Master Plan for Great Haddon. These include plans to utilise the first dwelling on Great Haddon as a temporary community centre that will provide a base from which a community development officer will work with the incoming community to address early issues. It is envisaged that this officer will work with the incoming residents to encourage them to take a role in planning the community open space within the development.

Through working to ensure a close relationship, especially at Master Planning stage, the Council will seek to ensure that community sustainability is a central consideration of future development proposals and will ensure joint working between the planning and neighbourhoods teams. The Council's planning policies through its Planning Obligations Implementation Scheme, future Community Infrastructure Levy (CIL) charging schedule, and negotiation on individual planning applications, will ensure that community facilities are provided and funded as an integral part of new development.

Policy HS38

The Council will work with developers to explore and implement measures which aim to ensure that community sustainability is a key consideration in both the Master Planning of urban extensions and the subsequent building of new communities.

Affordable housing allocations policies that support mixed and sustainable communities

The impact of the Government's housing reforms mean that the Council and its partners will be required to review the policy that underpins the process of allocating affordable housing in Peterborough. Several reforms, including the introduction of the affordable rent tenure and new restrictions to Housing Benefit, will have a significant impact on existing practices relating to the allocation of housing. Planned reforms to the Housing Benefit system from April 2013 will change the property size eligibility criteria for social tenants so that some households, for example, who are currently eligible for a three bed property under the Peterborough Housing Allocations policy, may only be entitled to the housing benefit to cover the rent on a two bed property, depending on the age and the gender of their children. As a consequence, the Council and its partners will seek to conduct a review of the Peterborough Homes housing allocations policy to ensure that it still contributes towards our key strategic objective to encourage mixed and sustainable communities, as well as reducing and preventing homelessness and meeting housing needs.

The Council will work with its partners to ensure that the revised policy meets a number of key aims. These include ensuring that housing is allocated in a manner that maximises choice for applicants, making effective use of the housing stock by ensuring appropriate allocation, and assisting the Council in meeting its statutory

duties in housing homeless persons. The Council will also work with partners to ensure that the policy includes a series of mechanisms that will support the creation of mixed and sustainable communities, such as measures designed to discourage anti-social behaviour and mechanisms to ensure that housing is allocated to a wide range of household types in order to ensure community mix. The review of the allocations policy also presents an opportunity to set into place mechanisms that address a range of other issues, such as under-occupation within the affordable housing stock. The Council will seek to ensure that the revised housing allocations policy reflects the broad objectives and strategic aims of the forthcoming Strategic Tenancy Policy, along with the aims of the Housing Strategy.

Policy HS39

In response to the recently announced housing and welfare reforms, the Council will work with its partners to conduct a review of the Peterborough Homes housing allocations policy by April 2012. The Council will ensure that the refreshed policy will reflect the broad objectives of the forthcoming Strategic Tenancy Policy, along with the strategic aims of this Housing Strategy. Once adopted, the refreshed policy will form an annex to the Housing Strategy.

Appendix 1: Action Plan

Policy number and theme	Policy Wording	Lead post holder(s) responsible for implementation	Other key non-LA partners	Target milestone (if applicable)
Policy HS1 – Supporting Growth	<i>The Council is committed to its housing growth target of 25,500 additional dwellings for the period 2009 - 2026 in accordance with the Peterborough Core Strategy and the SCS priority to secure 'substantial yet truly sustainable growth'. The Council does not intend to review these housing growth targets over the lifespan of the Peterborough Housing Strategy.</i>	-	-	-
Policy HS2 – Delivering the Infrastructure to support growth	<i>The Council will prepare a Community Infrastructure Levy Charging Schedule and Developer Contributions Supplementary Planning Document setting out the relationship between the two, with a view to having both adopted during the 2012/13 financial year.</i>	Group Manager - Strategic Planning and Enabling	-	CIL Charging Schedule and Community Infrastructure Supplementary SPD adopted by the end of 2012/13
Policy HS3 – Increasing the supply of prestige homes	<i>The Council will seek to encourage the market provision of new Prestige Homes on specific sites through the emerging Site Allocations DPD document, to ensure the provision of a wide range of housing across the local authority area. The Council will also seek to protect against the loss of Prestige Homes through demolition, redevelopment, conversion or change of use through the introduction of a policy in the Planning Policies DPD that limits the loss of such dwellings. The Council will seek to achieve adoption of the Peterborough Site Allocations DPD by January 2012. The Council will seek to achieve adoption of the Peterborough Planning Policies DPD by December 2012</i>	Group Manager - Strategic Planning and Enabling		Peterborough Site Allocations DPD adopted by January 2012 Peterborough Planning Policies DPD adopted by December 2012
Policy HS4 - Implementing high environmental standards for new housing	<i>Peterborough City Council will only support residential development proposals where they make a clear contribution to the aspiration of the Sustainable Community Strategy for Peterborough to establish itself as the Home of Environment Capital, in accordance with Core Strategy Policy CS10. Additionally, in its role as housing 'enabler', Peterborough City Council will continue to work with its affordable housing delivery partners to ensure that opportunities to develop homes of a high environmental standard are maximised.</i>	Group Manager - Development Management Housing Strategy Manager	Partner Housing Associations	-

Policy number and theme	Policy Wording	Lead post holder(s) responsible for implementation	Other key non-LA partners	Target milestone (if applicable)
Policy HS5 - Supporting the growth of Peterborough's higher education offer	<p><i>The Council will adopt a proactive approach towards enabling the delivery of student accommodation in the city. Wherever possible, the Growth and Regeneration Team will lend assistance to developers and Higher Education providers who are seeking to deliver student accommodation in the city. The Council will also consider the positive use of its own landholdings to encourage the delivery of student accommodation across Peterborough.</i></p> <p><i>The Council will undertake a mapping process of existing student accommodation in Peterborough, to be completed by end of March 2012. If this assessment identifies a need for additional student accommodation then further research into the current and projected need for student accommodation in Peterborough will be undertaken along with an analysis of the likely impact of an increased student population upon the private sector housing market in the city. The findings of the study will support policy development, as well as providing an evidence base for business plans for private investment into student accommodation provision across Peterborough. If this additional more detailed research is required it will be completed by August 2012.</i></p>	<p>Head of Growth & Regeneration</p> <p>Housing Strategy Manager</p>	Anglia Ruskin University/University Centre Peterborough	Student accommodation mapping process completed by August 2012
Policy HS6 - Use of Council land to deliver housing growth	<i>The Council will make land assets available for development within a robust financial context to support growth in Peterborough. The Council will also support the delivery of affordable housing in Peterborough through entering into a collaboration agreement with Housing Associations to bring forward sites that will mutually benefit both parties.</i>	Head of Growth & Regeneration	Partner Housing Associations	-
Policy HS7 – Stimulating the local housing market	<i>The Council will provide assistance to qualifying first-time buyer households through the Peterborough LAMS to enable eligible households to access homeownership. £1 million will initially be set aside to fund the scheme with the capacity to increase this fund by up to £10 million upon review.</i>	Head of Strategic Finance		-
Policy HS8 - Stimulating the local housing market	<i>The Council will determine the feasibility of working with commercial partners to develop a scheme that will provide financial products such as insurance policies and mortgages for existing and potential residents of Peterborough who are experiencing difficulty accessing the housing market.</i>	Head of Growth Delivery		

Policy number and theme	Policy Wording	Lead post holder(s) responsible for implementation	Other key non-LA partners	Target milestone (if applicable)
Policy HS9 - Supporting the accommodation requirements of the Peterborough City Hospital	<i>The Council will provide support to the NHS Trust to enable the provision of up to 250 units of new hospital staff accommodation in Peterborough by April 2013 and where appropriate make Council land available within a robust financial context to support this initiative.</i>	Head of Growth & Regeneration	Peterborough NHS Trust	250 units of hospital staff accommodation provided by April 2013
Policy HS10 – Supporting Self Build	<i>The Council will seek to promote self build in Peterborough and act upon government initiatives to enable self build as new measures are introduced.</i>	Group Manager – Strategic Planning and Enabling	-	-
Policy HS11 – Bringing empty homes back into use	<i>Peterborough City Council will aim to bring 80 empty homes back into use on an annual basis over the lifetime of this Housing Strategy and will aim to reduce the number of empty homes within Peterborough to below 500 dwellings at any one time. This will be achieved by working closely with the owners of vacant dwellings to address the obstacles preventing the reuse of the property and by working with our Housing Association partners and the HCA to secure the necessary investment to bring a proportion of these dwellings back into use as affordable housing.</i>	Strategic Housing Manager Empty Homes Officer	Homes and Communities Agency (HCA) Partner Housing Associations	40 empty homes bought back into use on an annual basis.
Policy HS12 - Bringing empty homes back into use	<i>Peterborough City Council will continue to dedicate resources to dealing with empty homes. The council will explore whether the income generated from the conversion of empty homes in to use through the New Homes Bonus scheme will enable additional resources to be dedicated to dealing with empty homes.</i>	Strategic Housing Manager Director of Operations	-	-

Policy number and theme	Policy Wording	Lead post holder(s) responsible for implementation	Other key non-LA partners	Target milestone (if applicable)
Policy HS13 - Addressing hazardous levels of disrepair	<i>The Council will aim to remove category one hazards from at least 350 private sector housing households per year until the end of 20114/15 by continuing to provide financial assistance through the Repairs Assistance Fund and through enforcement action.</i>	Strategic Housing Manager	-	350 category one hazards removed from private sector households on an annual basis
Policy HS14 - Maximising the energy efficiency of existing housing	<i>The Council aims to improve the thermal efficiency in at least 100 Peterborough private sector dwellings each year to a target SAP rating level of 65, therefore minimising the risk of fuel poverty for the occupants</i>	Strategic Housing Manager	-	The thermal efficiency of 100 private sector dwellings improved on an annual basis
Policy HS15 – Supporting the ‘Green Deal’ and the ‘retrofit’ agenda	<i>Peterborough City Council will produce a Green Deal Implementation Strategy that sets out how it will work with partners to support the operation of the Scheme. This document will be published within the lifespan of the Housing Strategy.</i>	Strategic Housing Manager	Partner Housing Associations	Green Deal Implementation Strategy completed and adopted
Policy HS16 - Supporting the ‘Green Deal’ and the ‘retrofit’ agenda	<i>Peterborough City Council will implement the Green Deal scheme as a means of improving the energy efficiency of the housing stock by working closely with relevant partners. The Council’s strategic housing services will be delivered in anticipation of the Green Deal Scheme being operational towards the end of the lifespan of the Housing Strategy.</i>	Strategic Housing Manager	-	-

Policy number and theme	Policy Wording	Lead post holder(s) responsible for implementation	Other key non-LA partners	Target milestone (if applicable)
Policy HS17 - Encouraging consequential energy efficiency improvements	<i>Peterborough City Council will explore the feasibility of introducing a range of mechanisms designed to encourage consequential energy efficiency improvements to extended dwellings as a means of improving the energy efficiency of our housing stock.</i>	Group Manager - Strategic Planning and Enabling Group Manager Construction & Compliance Group Manager - Development Management Climate Change Team Manager	-	-
Policy HS18 - Improving awareness of domestic energy efficiency	<i>Peterborough City Council will conduct a minimum of three 'Community Energy Challenges' per year across the lifespan of this Housing Strategy. This includes one challenge per year in rural areas in accordance with the objectives of the Peterborough Rural Housing Strategy 2010-13.</i>	Climate Change Team Manager	-	Three energy challenges on an annual basis over the lifespan of the Housing Strategy.
Policy HS19 - Improving awareness of domestic energy efficiency	<i>Peterborough City Council in partnership with partner Housing Associations will provide Energy Performance Certificates as part of property advertisements through Choice Based Lettings. The Council will also introduce a range of signposting measures to increase awareness of the importance and benefits of domestic energy efficiency, and assist clients to make informed decisions regarding their choice of accommodation.</i>	Housing Needs Manager Strategic Housing Services Manager	Partner Housing Associations Choice Based Lettings Board	-
Policy HS20 - Supporting the affordable housing delivery model	<i>The Council will actively support the HCA's new 'affordable rent' delivery model in order to meet the overarching strategic priority to achieve housing growth and ensure the continued supply of new affordable housing to meet demonstrated need.</i>	Housing Strategy Manager	-	-

Policy number and theme	Policy Wording	Lead post holder(s) responsible for implementation	Other key non-LA partners	Target milestone (if applicable)
Policy HS21 - Enabling the delivery of affordable rented tenure in Peterborough	<p><i>The Council will seek to achieve 30% affordable housing on sites delivering 15 or more dwellings. However in light of the Governments social housing reforms, the Council will take a more flexible approach to negotiating the tenure split on each site rather than maintaining the split recommended by the Core Strategy on all sites.</i></p> <p><i>Peterborough City Council will explore the potential to provide the affordable rent tenure on sites which have an existing planning consent by reviewing the terms of existing S106 agreements in order to facilitate the ongoing delivery of new affordable homes.</i></p>	Housing Strategy Manager	-	-
Policy HS22 - Developing a Strategic Tenancy Policy	<i>The Council will adopt a Strategic Tenancy Policy to inform and influence individual housing association policies on the allocation and renewal of tenancies to ensure the supply of affordable rent tenancies contributes to meeting local housing needs and priorities. The Strategic Tenancy Policy will be finalised and adopted following enactment of the Localism and Decentralisation Bill (due end of 2011/12).</i>	Housing Strategy Manager	Partner Housing Associations	Strategic Tenure Strategy published upon enactment of the Localism and Decentralisation Bill
Policy HS23 - Utilising public land as a catalyst for affordable housing delivery	<i>The Council will actively explore with its Housing Association partners the potential for using publicly owned land as a catalyst for the delivery of new homes within a robust financial context.</i>	Head of Growth & Regeneration Housing Strategy Manager	Partner Housing Associations	-
Policy HS24 - Preventing and alleviating homelessness	<i>Peterborough City Council will work with its partners to publish a new comprehensive Homelessness Strategy for the city by the end of 2011/12. This document will form part of the portfolio of housing-related strategic documents that sit behind the Housing Strategy.</i>	Housing Needs Manager Strategic Housing Services Manager	-	Homelessness Strategy published and adopted by January 1 st 2012

Policy number and theme	Policy Wording	Lead post holder(s) responsible for implementation	Other key non-LA partners	Target milestone (if applicable)
Policy HS25 – Assisting households with mortgage difficulties	<i>Peterborough City Council will continue to offer dedicated and tailored support to those experiencing mortgage difficulties throughout the lifespan of the Housing Strategy. This will include ensuring the provision of debt advice.</i>	Housing Needs Manager Strategic Housing Services Manager	-	-
Policy HS26 - Preventing and alleviating Rough Sleeping	<i>The Council will develop services that are focused upon assisting single 'non-priority' homeless persons. The prevention and alleviation of rough sleeping and street homelessness will remain as a key priority for Peterborough City Council over the lifespan of the Housing Strategy The Council will continue to provide services to alleviate rough sleeping including the Reconnections Service, where funding allows.</i>	Housing Needs Manager	United Kingdom Border Agency (UKBA)	-
Policy HS27 - Ensuring the continued provision of targeted housing-related support services	<i>Peterborough City Council will provide funding for the Supporting People Programme over the next four years in accordance with the Medium Term Financial Plan. The Council will conduct a review of all existing service contracts by June 2011. This will lead to the adoption and publication of a Supporting People Commissioning Strategy by the end of March 2012. This Strategy will seek to ensure that all services provided under the Supporting People Programme over the three years 2011-15 retain the strongest possible focus upon homelessness prevention.</i>	Strategic Housing Services Manager Housing Programmes Manager	NHS Peterborough Partner Housing Associations	Supporting People Commissioning Strategy adopted by March 2012
Policy HS28 - Protecting Disabled Facilities Grant funding	<i>The council aims to provide assistance to at least 255 disabled and/or vulnerable households per year through the allocation of DFGs until the end of 2014/15.</i>	Strategic Housing Services Manager Housing Programmes Manager	NHS Peterborough Care and Repair Home Improvement Agency	255 disabled and/or vulnerable households assisted on an annual basis

Policy number and theme	Policy Wording	Lead post holder(s) responsible for implementation	Other key non-LA partners	Target milestone (if applicable)
Policy HS29 - Protecting Disabled Facilities Grant funding	<i>As an alternative to carrying out extensive and costly adaptations to properties with a poor layout, the Council will strongly encourage relocation as a means of addressing the needs of a disabled person and their household where it is deemed appropriate and will provide Disabled Persons Relocation Grant in appropriate cases.</i>	Strategic Housing Services Manager Housing Programmes Manager	NHS Peterborough Care and Repair Home Improvement Agency	-
Policy HS30 - Securing the continuation of the Aids and adaptations service	<i>The Council's Capital Programme provided to NHS Peterborough will continue to fund and provide the Aids and Adaptations Service throughout the lifespan of the Peterborough Housing Strategy. We will aim to assist at least 1000 households with minor aids and adaptations on an annual basis until 2014/15.</i>	Strategic Housing Services Manager Housing Programmes Manager	NHS Peterborough Care and Repair Home Improvement Agency	1000 households assisted on an annual basis over the lifespan of the Housing Strategy.
Policy HS31 - Future housing provision that caters for households with specific housing needs	<i>Through its enabling role, Peterborough City Council will continue to support the delivery of units built to Lifetime Homes Standard, and where appropriate we will work positively with developers and housing providers to encourage levels of provision of both Lifetime Homes Standard and Wheelchair adapted homes that aim to exceed the existing policy requirements, taking into account viability constraints.</i> <i>The Council will work to strengthen its approach towards the implementation of planning policy that relates to Lifetime Homes. The Council will seek to introduce mechanisms that allow us to monitor annual levels of delivery of homes built to the Standard, and we will also seek to encourage and educate the building industry about the value of the Standard through the publication of a developer's guide to Lifetime Housing. The Council will also lobby Parliament to make Lifetime Homes a compulsory requirement in the Building Regulations, with the aim of it being compulsory from 2013.</i>	Housing Strategy Manager Group Manager Construction & Compliance	Partner Housing Associations	New 'Lifetime Homes' monitoring mechanism established. Developers guide to Lifetime Homes published

Policy number and theme	Policy Wording	Lead post holder(s) responsible for implementation	Other key non-LA partners	Target milestone (if applicable)
Policy HS32 - Future housing provision that caters for households with specific housing needs	<i>NHS Peterborough will work with its partners to produce and publish a comprehensive Health and Social Care Accommodation Strategy for the city. The completed document will form part of the portfolio of housing-related strategic documents that sit behind the Housing Strategy.</i>	Assistant Director Commissioning - Adult Social Care	NHS Peterborough	Health and Social Care Accommodation Strategy published by ____
Policy HS33 - Meeting Gypsy and Traveller Housing Needs	<p><i>(A) Temporary or transit sites: During the course of this Housing Strategy period (2011-2015), the Council is minded to deliver a transit site off Norwood Land, on safeguarded land identified in the Site Allocations Document. However, if early in the Housing Strategy period an alternative provision can be identified and delivered elsewhere in the district, this would negate the need for the safeguarded site to be delivered.</i></p> <p><i>(B) Permanent sites: The Council does not intend to allocate sites for permanent Gypsy and Traveller pitches through its plan making process. However, it will support the provision of new pitches if the proposed development meets the criteria as set out in Policy CS9 of the Core Strategy.</i></p> <p><i>(C) Maintaining an up-to-date evidence base: The Cambridgeshire Sub Region Travellers Need Assessment will be completed by around the end of 2011, which will assist in determining the need for new pitches and determining applicable planning applications.</i></p>	Group Manager - Strategic Planning and Enabling	-	Study completed by March 2012
Policy HS34 - Ensuring a varied housing offer that supports mixed communities	<i>In its role as housing enabler, the Council will work with developers and Housing Associations to ensure that not only is affordable housing provided but is also effectively integrated into new development through a 'pepper potting approach'.</i>	Housing Strategy Manager Group Manager - Development Management	Partner Housing Associations	-
Policy HS35 - Managing the growth of the Housing in Multiple Occupation (HMO) sector	<i>The Council will explore the benefits of a Direction under Article 4 (1) of the Town and Country Planning (General Permitted Development) Order 1995 (as amended) to manage the number of new HMOs in particular neighbourhoods. If this approach to managing HMO growth is adopted, the Council will also produce a Supplementary Planning Document (SPD) that sets out our requirements for HMO development in planning terms.</i>	Group Manager - Strategic Planning and Enabling Group Manager - Development Management Strategic Housing Services Manager Strategic Regulatory Services Manager	Anglia Ruskin University/University Centre Peterborough	-

Policy number and theme	Policy Wording	Lead post holder(s) responsible for implementation	Other key non-LA partners	Target milestone (if applicable)
Policy HS36 - Ensuring the sustainability of rural communities	<i>The Council will maintain membership of the Rural Housing Delivery Partnership until 2013 when a review will be conducted of the Peterborough Rural Housing Strategy. The Rural Housing Delivery Partnership will aim to visit every parish council across Peterborough by the end of 2011/12.</i>	Housing Strategy Manager	Cambridgeshire ACRE Partner Housing Associations	For every parish council to have been visited by the Rural Housing Delivery Partnership by April 2012.
Policy HS37 - Supporting Community-led Housing Solutions	<i>The Council will encourage and support the establishment and growth of community-led housing solutions in rural and urban areas. The Council will prepare and then utilise Community Action Plans as a catalyst for a range of community-led housing initiatives, such as Community Land Trusts. The Council will have a Community Action Plan in place for each of the seven neighbourhood areas of Peterborough by April 2012.</i>	Head of Neighbourhoods Neighbourhood Managers x3	-	Community Action Plans adopted for each of the seven neighbourhood areas by April 2012
Policy HS38 - Planning, community infrastructure and neighbourhood management	<i>The Council will work with developers to explore and implement measures which aim to ensure that community sustainability is a key consideration in both the master-planning of urban extensions and the subsequent building of new communities.</i>	Group Manager - Development Management Head of Neighbourhoods Neighbourhood Managers x3	-	-
Policy HS39 - Affordable housing allocations policies that support mixed and sustainable communities	<i>In response to the recently announced housing and welfare reforms, the Council will work with its partners to conduct a review of the Peterborough Homes Housing Allocations policy by April 2012. The Council will ensure that the refreshed policy will reflect the broad objectives of the forthcoming Strategic Tenancy Policy, along with the strategic aims of this Housing Strategy. Once adopted, the refreshed policy will form an annex to the Housing Strategy.</i>	Housing Needs Manager	Partner Housing Associations Choice Based Lettings Board	Revised allocations policy published by April 2012

Appendix 2: Glossary of terms

Affordable Housing

Planning Policy Statement Three (PPS3) defines affordable housing as follows - 'Affordable housing includes social rented, *affordable rented* and intermediate housing, provided to eligible households whose needs are not met by the market.' PPS3 still states that affordable housing should meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices. It should also include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision. It is this definition of affordable housing that the Council works towards in its role of housing enabler.

Affordable Housing Programme

The Affordable Housing Programme 2011-15 is the major public funding source for affordable housing in the UK. Registered providers can apply to the scheme for funding to support housing developments that meet certain central government criteria, and the strategic aims of local government. The programme is administered by the Homes and Communities Agency. For further information, see <http://www.homesandcommunities.co.uk/affordable-homes>

Affordable Rent Tenure

The Affordable Rent Tenure is a new tenure that has been introduced by government to support the new affordable housing delivery model utilised by the HCA. Under the Affordable Rent tenure, tenants will be charged up to 80% of the rental cost of a similar property in the private sector, representing an average increase in the current rent levels in the social rented sector. To complement the introduction of the 'affordable rent', the Government has taken steps to revise national planning guidance so that the new tenure is included within the Planning Policy Statement 3 (PPS3) definition of affordable housing. As with social rented accommodation, affordable rent tenants will be able to claim housing benefit to assist with rental costs. For further details on the Affordable Rent Tenure, visit <http://www.homesandcommunities.co.uk/ourwork/affordable-rent>

Cambridgeshire ACRE

Cambridgeshire ACRE is an organisation which engages with the rural communities of Cambridgeshire and Peterborough by supporting community participation, providing funding advice, facilitating community-led planning and setting up new projects. They also run a specialist service that assists rural communities to develop affordable housing. For further information, see <http://www.cambsacre.org.uk/>

Code for Sustainable Homes

The Code for Sustainable Homes (the Code) is the national standard for the sustainable design and construction of new homes. The Code aims to reduce our carbon emissions and create homes that are more sustainable. It applies in England, Wales and Northern Ireland. For further details visit <http://www.communities.gov.uk/planningandbuilding/sustainability/codesustainablehomes/>

Community Infrastructure Levy

The Community Infrastructure Levy (CIL) is a new levy that local authorities can choose to charge on new developments in their area. The money can be used to support development by funding infrastructure that the council, local community and neighbourhoods want. It is the intention of the Government that CIL will replace s.106 agreements as a means of generating funds in order to provide infrastructure. For further information visit <http://www.pas.gov.uk/pas/core/page.do?pagelid=122677>

Community Land Trust (CLT)

A Community Land Trust is a body set up by members of a community for the purposes of procuring and developing land for the benefit of that community, such as the provision of affordable housing. For further information, see <http://www.communitylandtrust.org.uk/>

Core Strategy

A Development Plan Document (DPD) which contains the spatial vision, main objectives and policies for managing the future development of the area. For details on the Peterborough Core Strategy, visit

http://www.peterborough.gov.uk/planning_and_building/planning_policy/adopted_development_plan/core_strategy.asp
[x](#)

Decent Homes Standard

By 2010, central government is aiming for all social rented housing stock up to 'decent homes' standard. The criteria for the standard is quite detailed, but defined in simplest terms a 'decent home' is one which is 'warm, weatherproof and have reasonably modern facilities'. In addition to the social sector, the government has charged local authorities with the task of ensuring that 70 percent of all vulnerable households are living in homes that meet the standard by 2010. For further information, see <http://www.communities.gov.uk/publications/housing/decenthome>

Department for Communities and Local Government (DCLG)

Amongst other issues, the Department for Communities and Local Government sets policy on local government, housing, urban regeneration and planning. For further information, see <http://www.communities.gov.uk/corporate/>

Development Planning Document

This is a type of Local Development Document (LDD). They set out the spatial planning strategy, policies and/or allocations of land for types of development across the whole or specific parts of a local authority area.

Disabled Facilities Grant

Disabled Facilities Grants (DFGs) are a grant towards the cost of providing adaptations and facilities to enable disabled persons to continue residing in their home. For further details visit <http://www.communities.gov.uk/documents/housing/pdf/138592.pdf>

Empty Dwelling Management Order

An Empty Dwelling Management Order (EDMO) is a legal device that allows local authorities to bring unoccupied property back into use as housing. Properties must be vacant for a period of two years before local authorities can obtain an EDMO. For further details visit <http://www.communities.gov.uk/publications/housing/emptydwellingmanagement>

Exception Site

An 'exception site' is one which is not allocated by the local planning authority as a potential site for development, and may have certain features that ordinarily would reduce its chances of being developed i.e. 'green field' sites. However, it is possible for planning consent to be awarded to develop affordable housing upon an 'exception site' if a local need for this type of accommodation has been identified. Policy CS8 of the Peterborough Core Strategy permits exception site development where a need is identified and all other planning considerations are met. For further information, see <http://www.ruralhousing.org.uk/PDFs/Fact%20Sheets/What%20is%20an%20Exception%20Site%20July%202008.pdf>

Fuel Poverty

A household is defined as being in 'fuel poverty' when it is required to spend ten percent of total income in order to maintain a satisfactory heating regime.

Greater Peterborough Partnership

The Greater Peterborough Partnership (GPP) is Peterborough's Local Strategic Partnership, the body that unites representatives from the public, private, faith, community and voluntary sector together to work collectively together towards the vision and priorities of the Sustainable Community Strategy. For further information, see <http://www.gpp-peterborough.org.uk/>

Green Deal

The Green Deal is a government-backed initiative designed to allow households to carry out improvements to their property with no upfront cost. Under the Green Deal, the government is seeking to enable private firms to offer consumers energy efficiency improvements to their homes at no upfront cost, and then allow householders to pay for the works through the savings made on their energy bill as a consequence of carrying out the work. The government envisages local authorities having a role in supporting the implementation of the Green Deal. For further information on the government's plans, visit <http://www.decc.gov.uk/assets/decc/legislation/energybill/1010-green-deal-summary-proposals.pdf>

Homes and Communities Agency (HCA)

The Homes and Communities Agency, or HCA as it is more commonly known, is the government's investment agency for housing. The HCA oversees the government's capital funding regime for new affordable housing, alongside a range of investment programmes focused upon existing housing stock, including empty and non-decent homes.

House in Multiple Occupation (HMO)

In its simplest form, a property is an HMO if it is let as a main or only home to at least three tenants, who form more than one household and who share a kitchen, bathroom or toilet. For a full definition of a HMO, visit http://www.direct.gov.uk/en/HomeAndCommunity/PrivateRenting/Repairsandstandards/DG_189200

Housing Health and Safety Rating System (HHSRS)

The Housing Health and Safety Rating System is the risk assessment procedure for residential properties. Under the system, a category one hazard is defined as one which carries serious risk of injury or death. For further information, see <http://www.communities.gov.uk/housing/rentingandletting/housinghealth/>

Infrastructure

A collective term which relates to all forms of essential services like electricity, water, and road and rail provision.

Intermediate Tenure

Intermediate affordable housing is housing at prices and rents above those of social rent but below market price or rents, and which meet the criteria set out above. These can include shared equity (eg *HomeBuy*) and other low cost homes for sales, and intermediate rent.

Lifetime Homes

The Lifetime Homes Standard is a set of sixteen design criteria that provide a model for building accessible and adaptable homes. Housing built to the standard is designed in a way that makes it easier for households to cope with a range of eventualities, from raising small children through to dealing with reduced mobility in later life. For further details visit <http://www.lifetimehomes.org.uk/>

Local Development Document (LDD)

A Local Development Document is any document, prepared in accordance with the statutory requirements, which sets out a local authority's policies, including supplementary policies and guidance, relating to the development and use of land in their area. All LDDs are part of the Local Development Framework (LDF). There are different types of LDD.

Local Development Framework (LDF)

The collective term for the whole package of planning documents which are produced by a local planning authority to provide the planning framework for its area.

Local Housing Allowance (LHA)

Local Housing Allowance is a form of housing benefit that is paid to tenants who are renting in the private sector. The rate of LHA paid to claimants is based on the 30th percentile of all rental prices within the area where their property is located.

Local Investment Plan

Produced in conjunction with the HCA, the Peterborough Local Investment Plan (LIP) identifies the main themes and prioritises the key interventions and projects directly related to housing led regeneration. The document sets out the investment required for Peterborough to inform funding discussions with the HCA. The investments set out in the plan are those required to deliver the agreed economic, housing and environmental ambitions of Peterborough. The plan identifies a series of key themes for investment (such as rural housing) and prioritises the key interventions and projects that the authority believes will help to encourage housing-led regeneration. The plan also sets out the necessary infrastructure required to support these projects.

Localism and Decentralisation Bill

The Localism and Decentralisation Bill was introduced by government in December 2010. The Bill includes plans to introduce new freedoms and flexibilities for local government, new rights and powers for communities and individuals, reforms to the planning system with a view to make it 'more democratic and more effective', and reforms to 'ensure that decisions about housing are taken locally'. The bill also sets out a range of housing related reforms that local authorities and their RP providers will need to prepare for and adapt to. For further details on the bill, which is anticipated to be ratified in December 2011, visit

<http://www.communities.gov.uk/publications/localgovernment/localismplainenglishguide>

Medium Term Financial Plan

The Medium Term Financial Plan sets out the council's budgets for the five year period between 2011/12 and 2015/16. The document can be found at

<http://www.peterborough.gov.uk/pdf/Councilanddemocracy-ourfinances-statementofaccounts-mediumtermfinancialplan2010-2011-2014-2015.pdf>

New Homes Bonus

The New Homes Bonus is a financial incentive scheme designed to incentivise communities and local authorities to encourage housing growth and bring empty homes back into use. For homes built in the first two years of the scheme the bonus will be the equivalent of six years of council tax per dwelling. Additional bonus is paid for every unit of affordable housing built under the scheme. For further details visit

<http://www.parliament.uk/briefingpapers/commons/lib/research/briefings/snsp-05724.pdf>

Peterborough Site Allocations DPD

The Peterborough Site Allocations Development Plan Document identifies land for different types of development to deliver the planned growth of Peterborough, including the areas of the authority designated for significant housing growth over the 15 years leading up to 2026. The document also sets out a number of policies that relate to safeguarding areas. At the time of writing, the Site Allocations Document was yet to be adopted by Council. For further details visit

http://www.peterborough.gov.uk/planning_and_building/planning_policy/draft_development_plans/local_development_framework/site_allocations_dpd.aspx

Peterborough Sustainable Community Strategy

The Sustainable Community Strategy is the principle overarching strategic document for Peterborough. The Strategy sets out four key priorities that are designed to guide the work of all public, private voluntary and community partners in Peterborough. It is a statutory requirement for each local authority area to produce and adopt a Sustainable Community Strategy. For further details on the Peterborough Sustainable Community Strategy visit <http://www.gpp-peterborough.org.uk/>

Planning Policy Statement

One of a series of statements issued by the government to set out national policies for different aspects of planning. Each statement (detailing particular aspects of planning) has its own PPS number. The most important PPS documents that relate to housing are PPS1 (Sustainability) and PPS3 (Housing).

Regional Spatial Strategy (RSS)

A Document published by the Secretary of State for Communities and Local Government, providing statutory planning policies for a region. In the East of England region the RSS is known as the East of England Plan.

S.106 Agreement

S.106 agreements are those struck between developers and the local authority in order to support planning applications. The agreements included in a s.106 agreement can be broad, but they are usually utilised to ensure that a local community affected by development actually benefits from it. This is usually through the provision of affordable housing on the development where the s.106 agreement is in place, or as a financial contribution from a developer towards schools and other local services.

Social Rent Tenure

The DCLG defines social rented housing are rented housing owned and managed by local authorities and registered providers, for which 'guideline target rents are determined through the national rent regime'. This means that the rents charged to tenants in socially rented housing is heavily regulated to ensure that it remains at a level deemed to be affordable. They are set at certain levels over a wide geographic area, which helps to ensure that the cost of social rented accommodation does not fluctuate greatly between areas. In Peterborough, average social rents are roughly 60% of the average rent on a comparable property in the private sector.

Strategic Housing Market Assessment

Strategic Housing Market Assessments (SHMAs) are cross-boundary studies of the operation of Housing Market Areas. Planning Policy Statement 3 requires local authorities to undertake Strategic Housing Market Assessments as part of the evidence base required to inform Local Development Framework Core Strategies and the development of planning and housing policy. A Strategic Housing Market Assessment is not policy itself and is not intended to give definitive estimates of housing need and demand. Peterborough completed an update of its SHMA in August 2010. The study was completed in conjunction with South Kesteven District Council, South Holland District Council and Rutland County Council. To view the document visit [http://www.peterborough.gov.uk/pdf/PSRSHMAud%20-%20Final%20Report%20\(2\).pdf](http://www.peterborough.gov.uk/pdf/PSRSHMAud%20-%20Final%20Report%20(2).pdf)

Strategic Tenancy Strategy

As part of its affordable housing reforms, government is presently legislating through the Localism Bill to introduce a new statutory requirement for local authorities to produce a Strategic Tenancy Policy. This document will set out the broad objectives that should be taken into consideration by social landlords when formulating their own policies on the grant and reissue of tenancies. Local authorities will be required to draw up their Strategic Tenure Policy in consultation with social landlords and other key stakeholders in order to ensure that these policies strike a balance between meeting housing needs whilst ensuring future supply.

Supplementary Planning Document

One of the types of LDD; they expand upon policies or provide further detail to policies contained within a DPD.

Supporting People Programme

Supporting People provides housing related support to help vulnerable people to live as independently as possible in the community. This could be in their own homes or in hostels, sheltered housing or other specialised supported housing. The Council receives Supporting People funding from government. The Council then works with its partners to commission services that meet local needs in terms of housing support. Further details of the Supporting People scheme can be found at http://www.direct.gov.uk/en/DisabledPeople/HomeAndHousingOptions/SupportedHousingSchemes/DG_4000297

Appendix 3: Housing Strategy 2008-11 Implementation Report

Ref #	Action	Original Target	Outcome
AP1	Increase the % of new homes built to Lifetime Homes Standards	20% in 2010/11	2010/11 - 32.3% of affordable homes built to LTH standard. 15.6% of all dwellings built to LTH standard in 2009/10.
AP2	Develop a Fuel Poverty Strategy	Complete Strategy in 2008/09 and implement	
AP3	Increase the number of new homes built	1400 new homes per year by 2010	999 in 2007/08, 1048 in 2008/09, 1125 in 2009/10
AP4	Implement the Empty Homes Strategy		
AP5	Meet the Decent Homes standard for private sector housing	70% of private sector homes to meet the standard by 2010	Private Sector Stock Condition Survey 2009 highlighted the proportion of household living in decent homes was 61% - so 2010 target has not been met
AP6	Monitor the number of documents adopted as part of the Local Development Framework	Six document to be incorporated by 2010	Four documents completed as of 2011.
AP7	Affordable Homes Built	200 per year by 2010	446 in 2008/9, 708 in 2009/10, 331 in 2010/11
AP8	Reduce the number of homeless households in temporary accommodation	57 by March 2010	There were 61 households accommodated in emergency accommodation at the end of March 2010. This number was achieved by negotiation with our temporary accommodation provider and reducing the number of units. A remodelling of the service has meant that Housing Options Officers now have more time at their desks to investigate applications resulting in quicker decisions and shorter stays in temporary accommodation
AP9	Implement a digital television service for Choice Based Lettings	Implement system by 2011	No longer a priority
AP10	Implement an automated telephone bidding system for Choice Based Lettings.	Implement system by 2009	Not implemented. As part of the Choice Based Lettings review concerns were raised around automated phone lines for applicants with disabilities
AP11	Promote the Healthy Homes Advisor Scheme	Implement across city by March 2010	Supporting People funding for this post was withdrawn in March 2009
AP12	Gain a quality mark for housing advice	-	Not pursued
AP13	Provide floating support for young people in independent accommodation	-	There was a submission for funding for the post. This was not awarded. This is currently under review following the recent Southwark judgement and the responsibility of children's services around 16/17 year olds
AP14	Implement the Homelessness Strategy	Implement by end of 2008. Continue to review and develop.	Peterborough Homelessness Strategy was adopted in July 2008
AP15	Develop and deliver the Homelessness Prevention Education Programme	-	Since November, 2007 the Project has been running workshops for young people in secondary schools, colleges and youth groups in the City. To date 1705 pupils have taken part. We have excellent links with Prince's Trust and young people who are not in mainstream school and we continue to try and gain access to all of the City's secondary schools.
AP16	Develop and implement a selective licensing scheme for HMOs	-	Established in 2008. The present selective licensing scheme covers the Millfield and New England areas of central Peterborough.
AP17	Provide a Tenancy Relations Service	-	Tenancy relations service established in September 2008. This service has since been remodelled and incorporated into the Housing Needs team, with one generic officer post with a

			specialism in landlord/tenant disputes.
AP18	Carry out a House Condition Survey	-	Completed in 2009. Study findings have been used to inform further work relating to fuel poverty and property conditions.
AP19	Reduce Carbon Emissions	-	The authority has not been required to report on HECA performance from 2008/2009 onwards. The Peterborough Home Insulation Scheme project measures carbon emission savings as a result of grant funded interventions.
AP20	Ensure that data on housing development is included in the Neighbourhood Investment approach	-	Not achieved. Forthcoming Community Area Action Plans will allow communities to identify a range of local priorities, including those related to housing
AP21	The provision of 35% affordable homes on all s.106 sites of 15 or more units	-	Affordable housing target has been revised from 35% to 30% based on the of a 2009 viability assessment. In 2008/09 affordable housing development accounted for 39.3% of all housing development. In 2009/10 it accounted for 61.5% of all development.
AP22	Carry out a survey into the needs of migrant households	Complete study in 2008/09	Migrant Workers Study completed in June 2009.
AP23	Undertake consultation and engagement with Gypsies and Travellers, including housing needs	Completed by July 2008	Needs assessment not pursued at that time on the basis that the Cambridge Sub-Regional Traveller Need Assessment completed in 2006 was considered to still be a valid source of robust data on gypsy and traveller housing needs in Peterborough.
AP24	Develop housing related support services to meet the RSS growth targets for Gypsy and Traveller accommodation	Completed by December 2011	Gypsy and Traveller floating support service now in place. Funded through Children's Services and Supporting People. Service is provided through the Ormiston Trust. To be reviewed in 2013.
AP25	Completion of a Rural Housing Strategy	Complete Strategy in 2008/09	Strategy adopted in June 2010
AP26	Measure the % of people who feel they influence decisions in their locality	50% by 2011	Recorded at 34.9% in the 2009 Peterborough Place Survey. The government abolished Place Surveys in August 2010.
AP27	Tackling fuel poverty – people receiving income based benefits living in homes with a low energy efficiency rating	Decrease by 7% of baseline by 2011	Indicator gives a snapshot position year on year rather than a baseline. Information on each year to be added.

Appendix 4: Local eligibility policy for the Local Authority Mortgage Scheme

LOCAL ELIGIBILITY POLICY FOR THE LOCAL AUTHORITY MORTGAGE SCHEME

Cabinet at its meeting of 13th June 2011 considered how the Council can support first time buyers and the local housing market, to help deliver the Council's priority of delivering substantial and truly sustainable growth.

Cabinet approved the plans as follows:

1. participation in the Local Authority Mortgage Scheme (LAMS), initially in partnership with the Lloyds Banking Group, for £1m;
2. Plans to extend the scheme across other lenders as they enter the scheme, or with Lloyds, up to a total value of £10m;

In order to participate in the scheme on this basis, the Council has to adopt a local policy for scheme eligibility.

The policy is outlined below:

- The scheme will be available for purchase of properties in all locations within the local authority boundary
- There will be a ceiling on the value of properties that the scheme will support. This will initially be £130,000 (based on the £117,000 entry level price for a 3 bedroom house identified in the Strategic Housing Market Assessment update in August 2010, plus some headroom to allow for local variation). With a loan value of 95%, this would mean a maximum loan amount of £123,500
- The property should be occupied by the mortgage applicant as their main home. The Scheme will not support buy to let arrangements
- The scheme will support all property types, including new builds, where the lenders policy enables this
- The Council will receive monthly monitoring reports, and will keep the scheme under review, including incorporating any updates following updates to the Housing Strategy
- Applicants will liaise directly with the lenders on all matters relating to the mortgage application, and subsequent mortgage issues
- The Council will not levy additional fees on applicants
- Applicants will need to seek independent financial advice to assess whether the scheme is suitable, and meets their financial needs
- All aspects of the policy will be kept under review

This policy was approved by Full Council at its meeting of 12th October 2011.

Appendix Five: Draft Peterborough Strategic Tenancy Policy

Section One: Introduction

Legislation to be enacted through the Localism and Decentralisation Bill will place a duty on all local authorities to produce a Strategic Tenancy Policy. The purpose of this policy is to set out the broad objectives to be taken into consideration by affordable housing providers when formulating the policies that will govern how they will implement a range of new flexibilities that the government has granted to them through a series of reforms to social housing policy and legislation.

Government housing reforms have given affordable housing providers greater freedoms that will allow them to;

- Provide new tenants with a fixed-term tenancy if it is felt to be more appropriate than the offer of a lifetime tenancy. The minimum length of fixed term tenancy that affordable housing providers will be able to offer to new tenants is two years. Providers will still have the option to grant lifetime tenancies.
- Determine the length of the fixed term offered to each tenant on an individual basis
- Develop their own policy setting out the criteria to be used to determine whether or not to reissue a new tenancy at the end of a fixed term
- Build new homes and re-let existing homes under the new 'affordable rent' tenure, which enables housing providers to charge higher rent levels for accommodation than is presently charged for social rented accommodation

The Government has made it clear that it wants local authorities to have a degree of strategic influence over how affordable housing providers implement these reforms. Housing providers will be expected to give 'due regard' to the objectives and principles set out in local authority Strategic Tenancy Policies when formulating the policies that will govern how they will implement and utilise these new flexibilities.

The Peterborough Strategic Tenancy Policy has been developed within the context of the Council's overarching strategic objectives for housing, as set out in the Peterborough Housing Strategy 2011-15. The overarching objectives with specific relevance to the Strategic Tenancy Policy are;

- Objective One: Supporting the delivery of substantial yet sustainable growth
- Objective Three: Meeting existing and future housing needs
- Objective Four: Creating mixed and sustainable communities

Section Two: Local Context

This section explores some statistics behind the key housing issues in Peterborough. It highlights key trends relating to the housing market, housing need, housing conditions and homelessness. The section also highlights some key statistics regarding the housing needs of vulnerable groups, including those with disabilities and older persons.

Rental Prices

The table below sets out the average Peterborough rental prices for a range of property sizes, compared with figures for the region and England as a whole.

	One Bed			Two Bed			Three Bed		
	P'boro'	EofE	England	P'boro'	EofE	England	P'boro'	EofE	England
Housing Association	£69.30	£71.90	£69	£83.70	£82.90	£76.10	£85.30	£94.90	£86.50
Private (30th percentile)	£91	£109	£115	£114	£137	£132	£132	£155	£148
Private 80% Median	£78	£100	£120	£97	£120	£129	£110	£142	£146
Private Median	£98	£125	£150	£121	£150	£161	£137	£178	£183
Private – Upper Quartile	£108	£144	£225	£132	£183	£253	£150	£219	£279

Source: Hometrack, August 2011

Data from Hometrack indicates that median rental prices in Peterborough are lower than those in the wider region and the country as a whole. This data also suggests that the average housing association rent presently equates to around **67.3%** of the median private sector market rent (Hometrack, July 2011).

The private sector 80% median rents displayed in the above table provide an indication of the likely average rents that will be charged under the new affordable rent regime. These figures suggest that the introduction of the new affordable rent regime will lead to an average increase in rental prices of **£15.40 p/w**, with an average increase of **£24.70** on the cost of renting a three bed house through a social landlord.

Property Prices

As with rental prices, property prices in Peterborough are notably lower than in the rest of the region and England as a whole. Information from Hometrack suggests that the average house price in Peterborough is **£151,539**, compared with a regional average of **£227,875**. Hometrack data also suggests that average lower quartile house price is **£102,000** compared with a regional average of **£140,000**. The average prices by property size and type, compared with regional and national averages, are set out in the table below;

	England	East of England	Peterborough
One Bed Flat	£165,283	£112,206	£73,988
Two Bed Flat	£216,724	£153,492	£96,000
Two Bed House	£152,903	£173,201	£112,208
Three Bed House	£199,375	£218,676	£136,452
Four Bed House	£340,439	£350,757	£214,818

Source: Hometrack, August 2011

Housing Affordability

Despite lower house prices and rental costs, the 2010 Peterborough Sub-Regional Strategic Housing Market Assessment found that **27.4%** of households in Peterborough cannot afford to rent or buy market housing without subsidy, compared with **22.6%** of households across the sub-region. In particular, the following groups face significant issues relating to housing market affordability;

- **81.2%** of lone parents
- **37.5%** of single persons
- **37%** of single pensioners

In particular, the SHMA attributed these affordability issues to lower average levels of savings and equity amongst Peterborough households. This is despite Peterborough's more favourable house price to income ratio of **5:1**, compared with a regional ratio of **6.2:1**. This difference in affordability ratio between Peterborough and the region is likely to be the consequence of the significantly higher regional house prices that are set out earlier in this section.

Housing Need and Demand

The 2010 Peterborough Sub-Regional Strategic Housing Market Assessment (SHMA) identified that, at the current rate of household formation and housing supply, an average of 1,008 households will fall into housing need each year in Peterborough. Data from the Peterborough Homes Housing Register echoes the findings of the Strategic Housing Market Assessment update. In May 2011 there were **7,775** applicants on the housing register. Of these applicants;

- **4,558 (58.6%)** require a one bed property
- **1,806 (23.2%)** require a two bed property
- **902 (11.6%)** require a three bed property
- **325 (4.1%)** require a four bed property
- **134 (1.7%)** require a five bed property

The SHMA also identified that, within the context of the planned rate of housing growth set out in the Peterborough Core Strategy (1,420 homes per annum until 2026), around **38%** of all properties built would need to be affordable homes in order to meet growing levels of housing need.

Housing Tenure

The table overleaf shows the estimated current levels of tenure in Peterborough, with comparable data regarding the tenure levels when the last SHMA was completed in 2007. As is the trend nationally, the most common tenure in Peterborough is owner occupation with mortgage, which makes up around **40.6%** of all households. It is, however, the only tenure that has reduced in size in Peterborough since 2007, with an increase in the number of social and private renters, and owners without a mortgage.

Tenure	2007		2010	
	Households	% of households	Households	% of h/holds
Owner-occupied (no mortgage)	17,194	25.1%	19,393	25.9%
Owner-occupied (mortgage)	30,825	43.1%	30,372	40.6%
Social Rented	14,055	19.7%	14,846	19.8%
Private Rented	8,686	12.2%	10,288	13.7%
Total	71,480	100.0%	74,900	100.0%

Source: Peterborough Strategic Housing Market Assessment Update 2010

Economic Data/Income and household earnings

Data from NOMIS (formally known as the National Online Manpower Information System) highlights a number of notable trends that relate to the economy of Peterborough.

In terms of employment, a slightly higher percentage of Peterborough's working age population are economically active (**76.3%**) compared with Great Britain as a whole (**76.2%**). However, Peterborough also has a considerably higher proportion of its working age population in receipt of Job Seekers Allowance (**4.7%**) compared with the East of England (**2.9%**) and Great Britain as a whole (**3.7%**).

This trend is mirrored in other DWP statistics that relate to other welfare benefits; a higher percentage of working age people in Peterborough claim incapacity benefit, carers allowance, disability and lone parent-related welfare benefit compared with the rest of the region and Great Britain.

For those in employment, the average gross weekly pay for individuals that reside in Peterborough (**£434.80 p/w**) is significantly lower than the regional (**£523.30 p/w**) and national averages (**£501.80 p/w**).

Managers, senior officials, professional occupations and associate technical positions account for around **36%** of all paid positions in Peterborough, making this occupation sector the largest in Peterborough. However, this percentage is significantly lower than the rest of the Eastern region, where **45.7%** of all paid posts fall into these categories.

The occupational sector that includes process plant, machinery operatives and elementary occupations is considerably larger in Peterborough (**26.7%** of all paid posts) than in the rest of the region (**16.7%**) and Great Britain (**17.8%**).

As of April 2011 there were a total of **15,420** housing benefit claimants residing in Peterborough, **5,100 (33.1%)** of which were private sector tenants (DWP, 2011). This is a slightly higher percentage than the East of England total, where **32.2%** of claimants are renting in the private sector and in Great Britain as a whole where **31.7%** of claimants rent privately. Conversely the percentage of total housing benefit claimants renting in the social sector is lower in Peterborough compared to the region and the country as a whole.

This economic data suggests that, despite Peterborough's employment base being marginally weighted towards higher-end occupations, there is still a large element of the local economy that is grounded in low paid and unskilled employment. There is also considerable evidence to suggest a higher level of dependency upon welfare benefits in Peterborough than in the wider region and the country as a whole.

The data relating to earnings and dependency upon housing benefit amongst private sector tenants also supports the findings of the SHMA Update that identified a particular issue with affordability within the Peterborough housing market.

Section Three: The Policy

Ensuring affordability

The Council wants to ensure that affordable rents levels in Peterborough remain affordable.

The affordable rent model will enable affordable housing providers to set affordable rents at up to a maximum of 80% of the market rent for a comparable property within the same locality. Peterborough's market rent levels vary between localities. These variations will be reflected in the affordable rents calculated for each locality.

The Council aims to prevent excessive disparities between different localities in terms of affordable rent prices to ensure affordability for both low income working households, and also for households that are dependant on welfare benefits. For this reason, the Council would like affordable housing providers to ensure that **rents charged for affordable rented properties do not exceed the relevant Local Housing Allowance (LHA) rate** that is applicable

for that property size at the time of rent setting. This is in order to avoid excessively high affordable rents in high value areas.

The Government plans to introduce a universal credit system and benefit cap in April 2013 will limit the amount of benefit available to families to £500 per week. When setting rents, affordable housing providers should also be mindful of the potential impact of the proposed benefit cap.

Research by the Council suggests that the introduction of the cap will create affordability issues for large families living in larger affordable rent homes. This research also suggests that the issue of affordability for those subject to the £500 p/w benefit cap is exacerbated in higher value areas, such as Hampton. Therefore, in order to ensure mixed and sustainable communities and preserve affordability, **the Council expects affordable housing providers to avoid setting rent levels that risk households being unable to afford their rent.**

Applying tenancy flexibilities

Under the government's housing reforms, housing providers will have the flexibility to determine the length of tenancy that they offer to new tenants.

The Council welcomes the introduction of these flexibilities as they provide an opportunity to address issues such as under-occupation, improve stock turnover, and encourage the best use of Peterborough's limited affordable housing stock. However the Council is also keen to ensure that these **flexibilities are applied in a manner that does not undermine social investment into communities**, and ensures that **the most vulnerable tenants are provided with the level of stability that they require.**

In order to achieve these outcomes, the Council advocates that;

- **Fixed term tenancies should normally be offered for a minimum period of five years**, including any probationary period. The Council is of the opinion that the minimum fixed term of two years should only be used in exceptional circumstances, as this is unlikely to encourage a household to invest in their home and community. Two year tenancies should only be issued where there is a short term risk that the tenant may no longer require the property within a relatively short time frame of commencing occupancy.
- **In certain circumstances the grant of a tenancy that exceeds a five year period may be appropriate for some tenants in order to provide an additional degree of stability and security.** The circumstances of households who have dependent school-aged children attending a local school, those living in adapted properties, and those with a support need that is long-term but not necessarily lifelong should be considered when deciding on the length of the fixed term offered by an affordable housing provider.
- **Tenants with a lifelong need for support that would disadvantage them in securing alternative accommodation should be offered lifetime tenancies.** This applies to tenants in both general purpose accommodation and those in specialist and/or supported accommodation. The Council is also of the view that those residing in older persons accommodation, such as sheltered or 'extra care' housing should continue to be granted lifetime tenancies.

Government reforms require affordable housing providers to formulate policies that will govern the process under which tenancies will either be renewed or terminated at the end of a fixed term. The Council is of the view that, in the majority of circumstances, **housing providers should seek to renew a tenancy at the end of a fixed term.**

However, the Council welcomes the introduction of fixed-term tenancies as they provide the Council and its partners with an opportunity to maximise the best use of the housing stock. **Affordable housing providers should consider the following factors** when formulating the policies that will govern the review of tenancies at the end of a fixed term;

- **The current circumstances of the household and the need for a property of the type and size that they presently occupy.** The Council is keen to see that housing providers utilise the new flexibilities to address issues such as under-occupation, and to make better use of adapted accommodation which is no longer required by a household and for which there is a local need. This decision should be taken in the context of the local housing need for and supply of the property type in question. Furthermore, those whose tenancies are not renewed on this basis should be offered an alternative property suited to their needs, unless there are other qualifying factors to be taken into consideration (such as those set out in the following two bullet points).
- **The financial capacity of the tenant to secure alternative market accommodation or affordable tenures, both in terms of earned income and entitlement to benefits.** However, the Council is keen to ensure that any assessment of financial capacity is managed in a manner that ensures that it does not act as a disincentive to work.
- **The conduct of the tenant throughout the fixed term.** This includes any anti-social behaviour issues, rent arrears or property management issues

Where the housing provider intends not to renew a tenancy at the end of a fixed term, **affordable housing provider's policies should set out how the tenant can register a complaint or appeal against tenancy decisions**. This may be facilitated through existing complaints procedures. Tenants should also be informed of the necessary review procedures for appeals.

Facilitating appropriate move-on

The Council is committed to ensuring that the decision to terminate a fixed term tenancy does not lead to increases in levels of homelessness in Peterborough.

Therefore, in situations where a decision has been taken by a housing provider not to renew a tenancy at the end of a fixed term, the provider should seek to **engage with the tenant at the earliest possible convenience to make them aware of the provider's intentions**.

Housing providers should **provide households affected by the termination of a tenancy with any relevant advice and assistance** that will assist them in successfully relocating to alternative accommodation. This advice and assistance could include;

- Advice on **low-cost home ownership options** and other alternative affordable housing tenures
- **specialist housing and or welfare-related advice and/or signposting to appropriate advice services**
- Advice on **renting in the private rented sector** and assistance in indentifying and securing a suitable property (this may involve assistance with a deposit where necessary)

Protecting tenant mobility

The Council wants to ensure that the introduction of the new housing reforms does not restrict the mobility of existing tenants living in the social rented sector, particularly where an existing household is presently under or over-occupying their property.

In order to enable mobility and encourage stock turnover, **the Council expects that social rented tenants should be allowed to retain their existing security of tenure** if they choose to transfer to an alternative property.

In order to facilitate this, affordable housing providers should **take a responsible view when determining the size, type and location of their stock that they plan to convert to the affordable rent tenure**. This approach should also be applied when planning the conversion of both existing stock and the retrospective conversion of schemes funded under the National Affordable Housing Programme 2008-11 to be converted from social rent to affordable rent on completion.

The Council also wants to avoid scenarios where particular localities experience a disproportionately high level of conversions, thus limiting the opportunities available for existing social rented tenants to transfer to areas of their choice without losing the option of transferring to an alternative social rent tenancy with a traditional rent level (target rent). **Housing providers should also be mindful of the impact of conversions upon the tenure profile and overall sustainability of the communities within which they operate**.

CABINET	AGENDA ITEM No. 6
7 November 2011	PUBLIC REPORT

Cabinet Member(s) responsible:	Councillor Peter Hiller - Cabinet Member for Housing, Neighbourhoods and Planning	
Contact Officer(s):	Simon Machen - Head of Planning, Transport and Engineering Services Harj Kumar – Senior Strategic Planner	Tel. 453475 Tel. 863852

PETERBOROUGH LOCAL DEVELOPMENT FRAMEWORK: PETERBOROUGH PLANNING POLICIES DEVELOPMENT PLAN DOCUMENT (PROPOSED SUBMISSION VERSION)

R E C O M M E N D A T I O N S	
FROM : Executive Director Operations	Deadline date : Full Council on 7 December 2011
That Cabinet recommends the Peterborough Planning Policies DPD (Proposed Submission Version) to Council for approval for the purposes of public consultation and submission to the Secretary of State.	

1. ORIGIN OF REPORT

1.1 This report is submitted to Cabinet following approval of the Consultation Draft version of the Peterborough Planning Policies DPD for the purposes of public participation at the meeting of Cabinet on 13 December 2010, and following the ensuing public participation and further evidence gathering since that date.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to enable Cabinet to consider and recommend to Council a document which forms part of the major policy framework – namely the Peterborough Planning Policies DPD (Proposed Submission version). If it is approved by Council, it will be published for public consultation and then submitted to the Secretary of State.
- 2.2 The recommended Planning Policies DPD is attached at Appendix A.
- 2.3 A brief summary of comments received during the Consultation Draft consultation in February 2011 and officers’ response to these comments is attached at Appendix B.
- 2.4 This report is for Cabinet to consider under its Terms of Reference No. 3.2.1: To take collective responsibility for the delivery of all strategic Executive functions within the Council’s Major Policy Framework and Budget Framework and lead the Council’s overall improvement programmes to deliver excellent services.

3. TIMESCALE

Is this a Major Policy Item/Statutory Plan?	YES	If Yes, date for relevant Cabinet Meeting	7 November 2011
Date for relevant Council meeting	7 December 2011	Date for submission to Government Dept <i>(please specify which Government Dept)</i>	CLG – April 2012 (approx)

- 3.1 The table below shows the dates and events that have taken place so far in the preparation of this DPD, and those likely in the future.

MAIN STAGES			DATE
	Evidence gathering	Meetings, workshops with internal and external stakeholders to identify main issues	July 2007 - Oct 2008
	Issues and Options	Public consultation on Issues and Options	Oct 2008 - Nov 2008
	Consultation Draft	Public consultation on the Council's draft policies	Feb 2011 - March 2011
Current Stage→	Proposed Submission	Final opportunity for formal representations on the proposed planning policies	Jan 2012- Feb 2012
	Submission and Examination	Planning Policies Document submitted to government along with all public comments received during the proposed submission consultation period	April 2012
		Independent Examination by a Planning Inspector	July 2012
	Adoption	Council adopts Final Plan	Dec 2012
	Monitoring and Review	Each year, identified targets are monitored	

4. PETERBOROUGH LOCAL DEVELOPMENT FRAMEWORK: PETERBOROUGH PLANNING POLICIES DPD (PROPOSED SUBMISSION VERSION)

- 4.1 The Planning and Compulsory Purchase Act 2004 introduced a system of plan-making, which is known as the Local Development Framework (LDF). One of the documents that the Council must produce as part of the LDF is the Planning Policies Development Plan Document (DPD), which itself sits beneath (and takes its lead from) the 'Peterborough Core Strategy'.
- 4.2 The Core Strategy, which Members will recall was adopted in February 2011, sets out the vision, objectives and overall strategy for the development of Peterborough up to 2026, together with a limited number of policies that are core to achieving or delivering that strategy. The Core Strategy is accompanied by a 'key diagram' which shows pictorially some of the key elements of Peterborough's development strategy, but it does not have a 'proposals map' drawn on an Ordnance Survey base.
- 4.3 The Planning Policies DPD is intended to provide detailed policy statements to help in determining planning applications. The policies in the Planning Policies DPD will help in delivering the overarching principles established in the Peterborough Core Strategy. At the end of each policy we have referred to the appropriate Core Strategy policy (or policies) and objectives which it supports.
- 4.4 Recognising the important role of the City Centre, a document that focuses specifically on this area is being prepared, known as the Peterborough City Centre DPD. Although policies in the Planning Policies DPD will apply throughout Peterborough (unless clearly stated otherwise in the policy), there will be additional specific policies for the city centre in the City Centre DPD.

Consultation Draft

- 4.5 The Consultation version of the Planning Policies DPD was approved by Cabinet in December 2010. It included full draft wording for each proposed policy. The six-week consultation of this version of the document took place in February/March 2011.

Summary of the Proposed Submission Version

- 4.6 All the comments made at the Consultation Draft stage have been analysed and taken into consideration in formulating policies in this Proposed Submission version of the document. It is a statutory requirement that policies must be subject to formal sustainability appraisal (incorporating strategic environmental assessment) and if necessary, Habitats Regulations Assessment. This is a continuing, iterative process that also contributes to decisions on the final version. In summary, the outcome of all of this work is a Planning Policies DPD which stems from the Core Strategy agreed by Council.
- 4.7 All of the policies in the Planning Policies DPD are summarised in a table below. This table provides a flavour of each policy and Members can then investigate any policy in detail in the document (the recommended Planning Policies DPD is attached at Appendix A):

Draft Policy	Policy information
PP1 – Design Quality	This is a generic policy covering all types of new development. The objectives of the policy are to improve design standards and the sustainability of new development.
PP2 – Impacts of New Development	This policy aims to ensure that all development takes into consideration the impact that it will have on the occupiers and/or users of properties nearby
PP3– Amenity Provision in New Residential Development	The aim of this policy is to ensure adequate amenity provision is provided for future residents in all new development.
PP4 – Prestigious Homes	The policy seeks to prevent the loss of top-of-the market housing in order to enable business leaders to live locally.
PP5 – Conversion and Replacement Dwellings in the Countryside	This policy recognises the potential for conversion of redundant rural buildings to dwellings and sometimes the need to replace existing dwellings in the countryside. The policy specifies criteria that have to be met before planning permission can be granted.
PP6 – The Rural Economy	This policy sets out criteria that have to be met for tourism, leisure, cultural and employment development in villages and the countryside.
PP7 – Development for Retail and Leisure Uses	This policy outlines what would be permitted in the Primary Shopping Areas and within the boundary of the District and Local Centres. It also defines the edges of the Primary Shopping Areas and District Centre boundaries.
PP8 – Primary retail frontages in District Centres	The policy allows for the provision of non-A1 uses within primary frontages providing these do not adversely affect the vitality and viability of the

	District Centres.
PP9 – Shop frontages, security shutters and canopies	This is a generic policy to improve the appearance of all shops.
PP10 – The Transport Implications of Development	This policy addresses all transport issues such as the effect of development on road safety, traffic congestion, access and circulation, parking, and the design of new infrastructure. These are all material considerations in determining a planning application.
PP11 – Parking Standards	Maximum car/van parking standards (except for C3 - dwelling houses and C4 – houses in multiple occupation where minimum parking standards apply) have been devised to reflect the approach to local parking standards in Planning Policy Statement (PPS) 4. Minimum parking provision for cycle, powered two wheelers and spaces for disabled users are included in the parking standards. We have also included a need to provide a charging point for an electric vehicle where appropriate.
PP12 – Open Space standards	The primary purpose of the open space standards is to secure adequate provision of open space for all new residential development. The standards set out a hierarchy of open space which builds up to a total requirement of open space per 1,000 population and which will be applied to all relevant development proposals.
PP13 – Nene Valley	The Nene Valley is viewed as an important asset for Peterborough; its use should be encouraged in some locations near the city centre but protected in more rural locations.
PP14 – The Landscaping and Biodiversity implications of Development	The policy deals with provision for landscaping and biodiversity in connection with new development and elements and provision to include when submitting a scheme.
PP15 – Heritage Assets	A generic policy designed to protect any heritage assets including their settings.
PP16 – Buildings of Local Importance	This policy is included to protect a number of buildings of 'local importance', which are considered to make a positive contribution to the character of the area in which they are situated or have local significance.
PP17 – Ancient, Semi-Natural Woodland and Ancient and Veteran Trees	The policy protects these areas from development that would adversely harm these areas.
PP18 – Habitats and Species of Principal Importance	We are required by law to protect Habitats and Species of Principal Importance in Peterborough. Any development proposal that would cause demonstrable harm to a legally protected species or habitat will be refused permission.

- 4.8 The Planning Policies DPD is less sensitive than other statutory planning documents for Peterborough, such as the Core Strategy and Site Allocations DPD, for the simple reason that it does not include new land allocations for development. Rather, it is something which, in general terms, is usually of greater interest and scrutiny by the 'professional' industry of planners, architects and developers.
- 4.9 Despite this likely low profile whilst in preparation, the policies themselves, once adopted, become extremely important when determining planning applications. They give the Council the powers and justification to either refuse or grant planning applications, especially on detailed design matters (which can be very sensitive in local communities). It is important that the Council gets these policies right otherwise it could be storing up problems for the future, making life very difficult when determining planning applications.
- 4.10 In 2008, as part of the preparation for the Planning Policies DPD, we provided residents, landowners, developers, agents and parish councils with an opportunity to suggest changes to any village envelope. A number of changes were put forward for consideration. These were considered and the criteria along with the result of the assessments are included in the 'Village Envelopes in Peterborough - A Report into Suggested Changes' document. This is a background document that has been used in preparing the Planning Policies DPD and will be made available for inspection on Peterborough City Council's website.

5. CONSULTATION

- 5.1 In preparing this Proposed Submission Planning Policies DPD, we consulted on the Consultation Draft document (February-March 2011). All the comments made at this stage have been analysed and taken into consideration in formulating policies in this Proposed Submission document. A summary of the comments made and our response to these is attached at Appendix B.
- 5.2 The Proposed Submission version of the document was considered by the Planning and Environmental Protection Committee on 11 October and the Sustainable Growth Scrutiny Committee on 13 October 2011. At the Planning and Environmental Protection Committee officers answered questions raised by members at the meeting and the Committee recommended the document to the full Council without any changes.
- 5.3 The draft minutes of the Sustainable Growth Scrutiny Committee are attached at Appendix C.
- 5.4 When approved by Cabinet and Full Council, the document will be published for a 6 week public consultation period, starting in January or February 2012.

6. ANTICIPATED OUTCOMES

- 6.1 It is anticipated that Cabinet will recommend the Planning Policies DPD (Proposed Submission version) for approval by Council.

7. REASONS FOR RECOMMENDATIONS

- 7.1 Cabinet is recommended to approve the Planning Policies DPD (Proposed Submission version) because it will help to progress the Sustainable Community Strategy vision for a bigger and better Peterborough that grows the right way; and because production of the Planning Policies DPD is a statutory requirement.

8. ALTERNATIVE OPTIONS CONSIDERED

- 8.1 The alternative options of not producing a Planning Policies DPD or not taking into account comments made at the Preferred Options stage were rejected, as the Council would not be fulfilling its statutory requirement.

9. IMPLICATIONS

9.1 The Planning Policies DPD will have implications for all sectors of the community throughout the Local Authority area.

9.2 **Legal Implications** - The Council must follow due Regulations in preparing the Planning Policies DPD. Eventually, once the final document is adopted in 2012, the Council has a legal duty to determine planning applications in accordance with those policies.

9.3 **Financial Implications** - There are some immediate direct financial implications flowing from the approval of the Planning Policies DPD (Proposed Submission), and these relate to consultation costs and, in due course, paying the Planning Inspectorate for their services in examining the submitted document. However, these are items that have been anticipated and planned for, and budgets are set aside for this purpose.

9.4 **Environmental Implications** – All of the policies in the DPD are drafted to protect the environment from harmful development. Policies will deliver sustainable growth in line with the Sustainable Community Strategy. They have all been subject to sustainability appraisal.

10. BACKGROUND DOCUMENTS

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

- Peterborough Planning Policies DPD - Issues and Options (Oct/ Nov 2008);
- Peterborough Planning Policies DPD – Consultation Draft (Feb/ Mar 2011);
- Reports on Comments Received and responses to the Key Issues (April 2010);
- Village Envelopes in Peterborough - A Report into Suggested Changes (November 2010); and
- Peterborough Open Space Study Update (September 2011).

SUMMARY OF MAIN ISSUES RAISED IN COMMENTS ON THE PLANNING POLICIES DPD (CONSULTATION DRAFT) AND MAIN CHANGES MADE FOR THE SUBMISSION VERSION

- 1.1 The Planning Policies DPD (Consultation Draft) version was published for public consultation over a 6 week period in February and March 2011. There were 79 comments from 39 different consultees. The Council was required by Regulation 25 (5) of the 2008 Regulations and by its own SCI, to take these into account in preparing the version of the Planning Policies DPD to be submitted to the Secretary of State. This report presents – on a chapter-by-chapter and policy by policy basis - a summary of the main issues raised in comments and a summary of the main changes that were made to the Planning Policies DPD in order to make it appropriate for submission.
- 1.2 (References to policy and paragraph numbers are to those in the Planning Policies DPD (Consultation Draft) version; many of the policies and policy numbers have changed in the Submission version.)

Comments on the Planning Policies DPD (Consultation Draft) Version

Chapter 1 – Introduction and Background

There was only one representation to this section.

Main Issues Raised

- The policies are generally well laid out, clear to follow, and they take a logical approach.
- One of our significant areas of concern regarding the Planning Policies DPD is its need for policy guidance on water standards

Main Changes to the Planning Policies DPD

- We have made changes to policies PP13 and PP14 to include protection and where possible improvement to water to help enhance landscape and habitat.

Chapter 2 – Context

There was only one representation to this section.

Main Issues Raised

- We have no comments to make other than those made elsewhere in relation to specific policies.

Main Changes to the Planning Policies DPD

- No change proposed

Chapter 3 – Planning Policies

Most of the comments received were for this section. Comments relating to a specific policy are discussed under that policy.

Policy PP1 – Design Quality

There were three comments made on this policy.

Main Issues Raised

- Policy PP1 should be flexible to the needs of business when setting design criteria for industrial buildings.
- The detailed policies on the natural environment needs to be mentioned here so it is clear an application cannot go forward without considering the natural environment along with the built environment.
- We object to this policy as it is very vague in its terminology, particularly points (c) and (d) regarding sustainable construction principles.

Main Changes to the Planning Policies DPD

- We have included flexibility for industrial buildings and included consideration of natural environment in the policy. We have clarified our terminology in the supporting text and there is no need to change policy wording.

Policy PP2 – Impacts of New Development

There was only one comment made on this policy.

Main Issues Raised

- Policy PP2 needs to define unacceptable impact and include impact on green spaces and biodiversity.

Main Changes to the Planning Policies DPD

- We have amended the policy to include “loss of public open spaces” in the policy. Impact of development on biodiversity is included in policy PP13 (The Landscaping and Biodiversity Implications of Development) and so there is no need to repeat this in policy PP2.

Policy PP3 – Amenity Provision in New Development

There was only one comment made on this policy.

Main Issues Raised

- PP3 should include other amenities such as play areas for toddlers, bus stops, facilities for cyclists.

Main Changes to the Planning Policies DPD

- We have included “Residential” in the policy title to read “Amenity Provision in New Residential Development” for clarity. No changes made to policy as a result of this representation as play areas are included in the open space standards (PP11) and facilities for cyclist are included in the parking standards (PP12). Provisions of bus stops are beyond the scope of planning. However, significant changes have been made to this policy to take account of recent issues including internal floorspace and comments made by other officers. It is most likely that we will produce Supplementary Planning Document (SPD) that will outline the level of amenity provision that will be expected in new residential development. Internal and external areas will be discussed and the level provision provided may include minimum room sizes, circulation space, future adaptation and garden space.

Policy PP4 – Prestigious Homes

There were two comments made on this policy.

Main Issues Raised

- There may be a shortage of executive housing but so is there of affordable housing. For people in the villages it can be difficult to find accommodation nearby because of the small size of the villages.
- We broadly support the aim to prevent the loss of historic buildings or their conversion into alternative uses that are not sympathetic to their character and appearance

Main Changes to the Planning Policies DPD

- No change - this policy aims to prevent the loss of existing prestige homes. The Core Strategy policy CS8 (Meeting Housing Needs) provides guidance on affordable housing in all areas of Peterborough, including villages.

Policy PP5 – Conversion and Replacement Dwellings in the Countryside

There were two comments made on this policy.

Main Issues Raised

- There may be a shortage of executive housing but so is there of affordable housing. For people in the villages it can be difficult to find accommodation nearby because of the small size of the villages.
- We welcome the caveats to the historic environment within the policy, specifically points (d) and (g), which should be consistent with the relevant sections of PPS4 and PPS5.

Main Changes to the Planning Policies DPD

- No change, Policy is consistent with PPS4 and PPS5. Issue of affordable housing in the villages is discussed above in our response to policy PP4.

Policy PP6 – The Rural Economy

There was only one comment made on this policy.

Main Issues Raised

- Planning for development should take into consideration:- The rural economy - Benefits for village residents - Enjoyment of the Countryside for the wider community.

Main Changes to the Planning Policies DPD

- No change made to this policy. The policy provides positive incentive to the rural economy.

Policy PP7 – Primary Retail Frontages in District Centres

There were two comments made on this policy.

Main Issues Raised

- We do not object to the objective or wording of policy PP7. However, it appears from paragraph 3.7.1 and the maps in Appendix F that, in addition to the Primary Shop Frontages, it is under this policy and supporting text that the District Centre boundaries and the Primary Shopping Areas are also defined. We object to this approach, particularly as there is no reference in the policy or supporting text to the rationale or purpose of these other boundaries. We suggest a new policy should be inserted in the Planning Policies DPD which defines district centre boundaries and Primary Shopping Areas.
- The cycle parking standards, at Appendix A, in relation to Class A2 uses are considerably more exacting than those for Class A1 activities (whereas car parking standards are the same). We query why this should be and what evidence base was prepared to justify the higher requirement in relation to its type of use. We object to Policy PP7 as the Council has provided no evidence to justify its continued restriction of financial service retailers such as banks in primary frontages and has not given consideration to reasonable alternative strategies.

Main Changes to the Planning Policies DPD

- We have included a new policy (Development for Retail and Leisure Uses) in the Submission draft version (policy PP7, and the current policy PP7 becomes policy PP8 in the submission version and subsequent policies increase their number by one). This policy defines District and Local Centre boundaries and Primary Shopping Areas and their purpose in locating retail and other centre uses.
- The cycle parking standards, at Appendix A, in relation to Class A2 (Financial and Professional Services) uses has been amended so that they are in line with A1 uses (general shops excluding food stores). The new policy PP8 (Primary retail frontages in District Centres) in the Submission version allows for the provision of non-A1 uses within primary

frontages providing these do not affect the vitality and viability of the District Centres

Policy PP8 – Shop Frontages, Security Shutters and Canopies

There was only one comment made on this policy.

Main Issues Raised

- We welcome the effort to safeguard buildings and townscapes from inappropriate shop fronts, security shutters and canopies. We understand that a supplementary planning document is being produced on shop front design, and we hope that this can be linked to this policy and provide detailed guidance on appropriate designs.

Main Changes to the Planning Policies DPD

- No change made to this policy. This is now policy PP9 in the Proposed Submission version.

Policy PP9 – The Transport Implications of Development

There was only one comment made on this policy.

Main Issues Raised

- Unacceptable impact needs to be defined in PP9 or without objective criteria it will be difficult to assess applications that fail to meet the standard. The developer will be expected to take measures to deal with the situation created not to alter the development so that the issues do not arise.

Main Changes to the Planning Policies DPD

- It is up to the decision-making body to determine unacceptable impact because it depends on so many different factors such as proposed use, location, links to highway network etc. Where possible these issues can be resolved through negotiation. Planning applications would only be refused if unacceptable impact cannot be resolved through negotiation. No change made to this policy. This is now policy PP10 in the Proposed Submission version

Policy PP10 – Parking Standards

There were three comments made on this policy.

Main Issues Raised

- We are objecting to Policy PP10 - Parking Standards as it is considered highly ambitious, and contradictory in its requirements. We feel Appendix A stating the Residential Parking Standards exceed the necessary requirements, and have not been sufficiently based on the needs of the

local community. The policy is also inconsistent with PPG 13 that states the need to promote more sustainable modes of transport.

- Given the low ownership levels of electric vehicles, this level of investment (at least one parking space per dwelling should have easy access to a charging point for an electric vehicle) in infrastructure is not considered to be necessary.
- We object to the policy on two grounds: the parking space requirements for larger residential dwellings are too onerous as a minimum; we do not support the inclusion of a requirement for charging points for electric vehicles as part of this policy.

Main Changes to the Planning Policies DPD

- We have amended residential Parking Standards in line with the suggestion put forward by the objector. As for charging points in all residential development, we have left this in but have made it less onerous. The draft National Planning Policy Framework requires local authorities to support reduction in greenhouse emissions including incorporating facilities for changing plug-in and other ultra-low emission vehicles. This is now policy PP11 in the Proposed Submission version.

Policy PP11 – Open Space Standards

There were three comments made on this policy.

Main Issues Raised

- Sport England now supports this policy, as the standards of provision on which the policy is based were contained within the Playing Pitch and Outdoor Sports Study carried out on behalf of Peterborough City Council.
- We object to the policy on the following grounds; we object to the inclusion of Neighbourhood Parks; we suggest “Natural and Semi Natural Greenspace” is renamed Informal Parkland and Natural and Semi Natural Greenspace. We seek clarification that the requirement for synthetic pitch provision is included within and not in addition to the overall provision of 1.0ha/1000 population. We suggest the wording “amenity greenspace” should be amended to clarify what is meant by this term (eg. “amenity and incidental greenspace within development areas”). We consider further information should be included to demonstrate how the local authority intends to determine the amount of amenity green space required. We support the deletion of “country parks” as previously proposed (within PP35 - Open Space Standards: Option 85 (Issues and Options 2008).
- The policy needs to be amended to properly reflect the recommendations of the Atkins study and the approach to developer contributions as set out in Table 12.2 of the report.

Main Changes to the Planning Policies DPD

- We have updated the Open Space Standards based on the recent study carried out by Atkins. This study updates the 2006 work and takes into account any relevant studies carried out since and latest government guidance. New Open Space Standards are based on up-to-date information and with robust evidence.

- We have clarified the requirement for synthetic pitch provision and “amenity greenspace” in the standards. Some minor improvements to the wording of policy PP11 have been made and Appendix B revised to include up-to-date standards. This is now policy PP12 in the Proposed Submission version.

Policy PP12 – Nene Valley

There were two comments made on this policy.

Main Issues Raised

- We welcome this policy, but would like the word “heritage” inserted into the list of values contained in point (b), particularly as Paragraph 3.12.1 states that the Nene Valley is an area of heritage value. This would ensure consistency between the policy and supporting text.
- We also recommend that the policy is strengthened and given a positive slant to recognise, protect and enhance strategic wildlife corridors along the Nene and its tributaries. We therefore recommend amendments to improve this policy

Main Changes to the Planning Policies DPD

- We have restructured the policy and revised the wording taking account of the comments made above and for clarity. This is now policy PP13 in the Proposed Submission version.

Policy PP13 – The Landscaping and Biodiversity Implications of Development

There were two comments made on this policy.

Main Issues Raised

- We suggest an amendment to the current wording of part a) of the Policy to read: (a) “ the retention and protection of trees and other natural features which are of major importance to the quality of the local environment provided this does not unduly compromise design quality
- The policy can further be strengthened by including something on investigation and appropriate protection of the aquatic environment and Water Framework Directive.

Main Changes to the Planning Policies DPD

- We have amended the policy to take account of the above representations. Trees are protected on the site when possible unless these unduly compromise the achievement of good design solution for the site. We have also included protection and where possible enhancement of water quality and habitat of any aquatic environment in or adjoining the site. This is now policy PP14 in the Proposed Submission version.

Policy PP14 – Heritage Assets

There were five comments made on this policy.

Main Issues Raised

- I support the inclusion of the property in the 'List of Buildings of Local Importance' Peterborough Policies Development Plan Document (Policy PP14). The policy can further be strengthened by including something on investigation and appropriate protection of the aquatic environment and Water Framework Directive.
- Proposed Policy does not conform to Central Government Planning Policy Guidance, in particular PPS5 as all proposed developments which may potentially impact on Heritage Assets must as a minimum demonstrate that they enhance or improve the setting of the Heritage Asset.
- Suggested word changes to ensure Policy PP14 is made sound in accordance with Government guidance
- We welcome the aim to provide a policy that supports the Core Strategy historic environment policy (CS17). However, we have some concerns that Policy PP14 largely repeats the Core Strategy and PPS5 and does not tackle specific development management issues affecting the historic environment in Peterborough.
- Queensgate Limited Partnership has significant concerns, with draft Planning Policies DPD Policies PP14 and PP15, which relate to Heritage Assets and Buildings of Local Importance. PP14 could conflict with the Core Strategy and potentially constraining the ability for future development proposals in Peterborough City Centre to come forward.

Main Changes to the Planning Policies DPD

- We have completely revised this policy in collaboration with English Heritage, taking account of the comments made and in light of most recent Government guidance. This is now policy PP15 in the Proposed Submission version.

Policy PP15 – Buildings of Local Importance

There were four comments made on this policy.

Main Issues Raised

- Policy wording unclear as to its scope
- We strongly dispute that the British Sugar Offices, 269 -277 Oundle Road, is of “significant interest to the area” and that it is of “distinctive design and appearance” in any interpretation relevant to local listing.
- We strongly welcome the drafting of this policy and the city council’s efforts to identify and update its list of buildings of local importance (as shown in Appendix C). The test outlined in the policy needs to be consistent with PPS5.
- We note that the current drafting of Policy PP15 provides for some flexibility with the inclusion of point (c), which provides that development that affects locally listed buildings will be granted where “the benefits of the redevelopment scheme outweigh the retention of the building”. In view of the strategic matters at stake in the City Centre and on North Westgate, our view is that this does not go far enough to ensure that the deliverability of the Core Strategy Policy CS4 is not undermined.

Main Changes to the Planning Policies DPD

- The policy wording has been changed to refer to 'public benefits' rather than just 'benefits' and to delete reference to unclear types of consent. We have removed the British Sugar Offices from the Building of Local Importance list in response to the above comments. We feel the policy now allows sufficient flexibility to allow proposals where the public benefits of the scheme outweigh the harm to the local importance of the building. This is now policy PP16 in the Proposed Submission version.

Policy PP16 – Ancient, Semi-Natural Woodland and Veteran Trees

There were no representations made on this policy but we have amended it in the light of officers' comments. This is now policy PP17 in the Proposed Submission version.

Policy PP17 – Habitats and Species of Principal Importance

There were four comments made on this policy.

Main Issues Raised

- There is a need for changed wording to clarify the habitats and species being referred to and to avoid overlap with Core Strategy Policy CS21 and National Guidance.
- The draft policy is not considered to be in accordance with National planning policy guidance
- This policy is unclear and we suggest major re-wording is required to clarify the difference between statutorily protected species and S41 NERC Act Habitats and Species.
- We are very happy with the proposed wording of this policy

Main Changes to the Planning Policies DPD

- We have completely revised the wording of this policy, taking account of the comments made above and for clarity. This is now policy PP18 in the Proposed Submission version.

Policy PP18 – Drainage and Flood Risk Management

There were two comments made on this policy.

Main Issues Raised

- We consider the use of the term "suitable provision" to be too ambiguous and it should be set out more clearly within the policy or supporting text what constitutes "suitable provision". The timescale for the production of the Flood Risk Management DPD (including the consultation programme) should be identified. Decisions regarding the implementation of this policy are to be made using this guidance and this should be clarified
- The draft policy should include the requirement for Brownfield sites to seek to separate surface water from combined sewers

Main Changes to the Planning Policies DPD

- We have deleted this policy as we felt this was no longer necessary, following adoption of the Core Strategy, with its floodrisk policy CS22. Instead, a new Supplementary Planning Document on Flood and Water Management will be prepared to supplement policy CS22. This will provide detailed information on assessing planning applications where flooding and water management is likely to be an issue. Therefore, the policy in the Planning Policies DPD is not required.

Chapter 4 – Potential Changes to Village Envelopes

- 4.1 The Consultation Draft DPD sought views on proposed minor changes to Maxey and Wothorpe village envelopes and we received no objections to these changes. Therefore, they are included in the Proposed Submission version.
- 4.2 Some respondents did not agree with our decision to not include their sites in the village envelope in the Consultation document, and further changes to other village envelopes were suggested by local residents during the consultation period. In each of these cases officers have sought the views of the relevant Parish Council before making a recommendation. The changes sought, the Parish Council response and officers' recommendations are discussed below.
- 4.3 In Helpston, there was a request to include 5 and 7 Heath Road and their garden area within the village envelope. The owner of the site did not agree with our decision for not including their site within the village envelope. We consulted the Helpston Parish Council and included with the letter the representation submitted by the owners. The Parish Council objected to the two suggestions put forward. Officers agree with the Parish Council reasoning and no change will be made to include 5 and 7 Heath Road within the village envelope.
- 4.4 A new suggestion was put forward to include land rear of 12, 14, and 18 Nene Way within the village Sutton village envelope. Sutton Parish Council objected to this proposal and officers agree with their view.
- 4.5 A new suggestion was put forward to include some land next to the Stables in the Wothorpe village boundary. The Parish Council did not comment on the proposal. Officers cannot see any compelling planning reasons to change the Wothorpe Village envelope here.
- 4.6 The change suggested for Newborough was to include rear of 70 to 90 Guntons Road and their garden areas in the village envelope. We consulted the Newborough Parish Council who then held a public meeting at which it was reported 34 residents attended. They opposed the proposal to change the village envelope.
- 4.7 After carefully examining the representations made by the residents in support of this boundary change, officers consider that a change in this location can be justified for the following reasons:
- The suggested change runs along a well defined boundary (Mossops Drain) which meets the criteria for the definition of village envelope boundaries.

- The existing alignment has no logical features on the ground and cannot be defended
- Although the boundary change has the potential to create an area for development, this will be severely restricted due to risk of flooding in the area and multiple owners.
- Newborough is a Limited Growth Village, and even if the additional land was developed for housing, the number of dwellings delivered would not be contrary to the settlement hierarchy in the Core Strategy.
- The boundary change will allow all residents in the area to use their garden to the full potential rather than be restricted by the village envelope.

4.8 A minor change to Thorney village envelope was suggested. A small piece of land to the rear of 39-41 Station Road to be included which is currently outside the village envelope. Officers consulted Thorney Parish Council who raised no objection to the proposal. There are no valid planning reasons why it cannot be included and so we recommend the amendment.

Chapter 5 – Implementation and Monitoring

5.1 We have revised this section taking into account the comments made and in view of the recent draft National Planning Policies Framework.

Appendices

These are linked to the policies in section 3 such as Parking Standards (Appendix A (policy PP10)), Open Space Standards (Appendix B (policy PP11)). Any revisions to an appendix are discussed in the section dealing with the policy.

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Sustainable Growth Scrutiny Committee – 18 October 2011

PETERBOROUGH LOCAL DEVELOPMENT FRAMEWORK: PETERBOROUGH PLANNING POLICIES DEVELOPMENT PLAN DOCUMENT (PROPOSED SUBMISSION VERSION)

The report presented the proposed submission version of the Planning Policies Development Plan Document (DPD).

The Planning Policies DPD sets out the detailed development control planning policies which would be used day-to-day by planning officers and the Planning and Environmental Protection Committee when considering the detailed aspects of planning applications. The Planning Policies DPD sat beneath the Peterborough Core Strategy which had been adopted in February 2011.

The Consultation Draft document had been consulted on during February and March 2011 and all the comments made at that stage had been analysed and taken into consideration when formulating the policies in the Proposed Submissions document.

The document would be considered by Cabinet on 7 November 2011 and Council on 7 December 2011. Following consultation it would undergo independent examination by a Planning Inspector and Council should adopt the final plan in December 2012.

Comments and observations were made around the following areas:

- Policy PP11 - Parking Standards. When the Peterborough Regional College was looking to expand they had great difficulty in getting more car parking at the College so a lot of cars were blocking surrounding residential roads and causing problems for local residents. *The standards in relation to residential developments were the minimum that would be expected. The current government was more relaxed on parking standards and the Council had looked to increase the standards. With Houses in Multiple Occupation (HMO) the standard had increased to one parking space for each bedroom. There were design implications around parking and officers would negotiate if it was known problems would be created. The standards for educational establishments were the maximum standards however if a clear case could be put forward then allowing more than the maximum could be considered.*
- If the Council would consider allowing more than the maximum in some cases then that needed to be made clear within the document, however would it happen in reality? *The wording of the policy at paragraph 2.11.5 did say that it could be occasionally justified when all alternatives had been explored.*
- The previous government had stated the maximum levels of parking and this was now being addressed by the current government so that residential areas had minimum requirements. This requirement did not apply to commercial or educational areas so there was a need to encourage the use of alternative modes of travel particularly in the City Centre.
- Some commercial areas of the city such as Orton Southgate did not have sufficient parking for their employees, should there be some sites where the standard was one parking space per employee? *The Council had an aspiration to be the Home of Environment Capital. There needed to be sustainable solutions in place and a pragmatic approach using a variety of tools including travel plans. Some sites would need to be looked at individually for their parking requirements.*
- What was the reasoning behind one parking space for each bedroom in HMOs as many of the residents would be students or young people who might not be able to afford a car? *The proposed standards had come following advice from transport colleagues. HMOs caused a lot of problems in some areas and the number one problem was parking and the proposed standard was looking to redress the balance. It was about looking to ensure that problems were not*

created in the future. Also, some forms of development did not require planning permission and this policy would only take effect when planning permission was required.

- With regard to open space, why had Atkins undertaken the study into open space when Opportunity Peterborough had undertaken some work? *Officers were not aware of the work undertaken by Opportunity Peterborough. The open space standards had been set in line with government guidance.*
- The policy on prestigious homes (PP4) makes reference to top-of-the-range homes enabling business leaders to live locally, however it was not just business leaders who wanted prestigious homes. Also it was not clear what section (b) of the policy meant, what was reasonable? *The wording of the policy was to give some discretion but there would be guidance on what we would expect people to have done before losing a prestigious dwelling.*
- Planning Policy 4 – Prestigious Homes was there to promote the supply of prestigious homes and the Committee supported the need for more homes, however the policy appeared to be against that. *There was a mistake in the summary of comments and changes document and it should read that the policy protected existing top-of-the-range prestigious homes. Prestigious homes were important and featured in the Core Strategy. The Site Allocations document identified land which had been allocated to prestigious homes and the planning policy protected existing prestigious homes.*
- How did the planning policies fit in with the Neighbourhood agenda? Councillor Murphy declared a personal interest as he was involved in Neighbourhoods as part of his work.
- Would the planning policies be implemented retrospectively? *The policies would not be implemented retrospectively and would be effective only when applying for planning permission. Enforcement action would be taken if necessary.*
- The government was currently consulting on a National Planning Policy Framework. If our Plan was not adopted by December 2012 would our Core Strategy give us enough policy without having to rely on the National Planning Policy Framework? *Officers could not give a guarantee however we were well placed in Peterborough as we had an up to date Core Strategy in place which had a number of safeguards in it.*
- Planning Policy 10 – Transport Implications of Development - makes reference to consideration of the Transport User Hierarchy, however more emphatic wording was needed as there was a need for clear policies around areas such as transport. *When considering planning applications a number of factors would be taken into account including the Core Strategy and transport. Including the Transport User Hierarchy in the policy brought it to the attention of planners.*
- Planning Policy 12 – Open Space Standards – makes reference to the Woodland Access Standard but it does not appear in the appendix, why? *The open space standards do not consider woodland as guidance was already available in Planning Policy Guidance 17.*
- Planning Policy 17 – Ancient, Semi-natural woodland and Ancient and Veteran Trees – stated that planning permission would not be granted for developments which would adversely affect an area of ancient, semi-natural woodland or an ancient or veteran tree. It had been a strong policy but now had had a clarification added that where there was a need or public benefit for the development in that location that would outweigh the loss of the woodland or tree. All developers would argue that that there was an economic benefit for the loss of woodland, however the consultation comments showed that no comments were received so why had the policy wording been changed? *The change had been proposed by the Head of Service as he felt that there needed to be some explanation of the circumstances when it may be of benefit. Developers would have to clearly demonstrate the need and public benefit of the loss and it would be a balancing act. The new wording recognised that there may be some circumstances where there was benefit in the loss of a tree. Changes to proposed policies came from a number of different sources, for example something may have been missed when pulling the policy together, case*

law or changes in legislation. The document would be published again for consultation and would still be open for challenge.

- Ancient woodland was over 400 years old and could not be removed and replaced. The proposed wording is from the National Planning Policy Framework which would impose minimum standards and was not yet government planning policy.
- Members of the Committee supported the view that it was strange that even though there had been no comments on a policy it was still changed. This meant that the change could not be open to consultation.
- Planning Policy 13 – Nene Valley – was there a map showing the Nene Valley and the areas which would be promoted for development? *It was included on the Proposals Map, copies of which had been placed the Group Rooms. The policy was looking to treat the Nene Valley in a holistic way and to protect its character. It would encourage development and ensure quality development.*
- How had the list of buildings of local importance been put together as there were some noticeable omissions in some wards? *Criteria had been developed along with the Parish Councils and Peterborough Civic Society. The list did not include Grade I or II listed buildings as they were already on a national list. If members had anymore buildings they would like to be considered, please let the Principal Built Environment Officer know and he would look at them against the criteria.*
- Would the area which had been allocated as the City Centre be able to be reviewed as due to the way the various Local Development Framework documents had been put together meant that members had not been able to take a holistic view as they had all been considered individually? There were a number of anomalies in the City Centre, for example Railworld. *The City Centre boundary had already been decided however it had not been decided what to do in that area.*

RECOMMENDATION

That the Cabinet be recommended that:

- (i) Appendix B – Open Spaces Standards, be amended to include reference to the Woodland Access Standard.
- (ii) The original wording of PP17 – Ancient, Semi-Natural Woodland and Ancient and Veteran Trees, be reinstated as no comments have been received from members of the public during the public consultation and the proposed change made by the Head of Service has not been open to public consultation.

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