

# Public Document Pack



## Rutland County Council

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Ladies and Gentlemen,

A meeting of the **PLACES SCRUTINY PANEL** will be held in the Council Chamber, Catmose, Oakham, Rutland, LE15 6HP on **Thursday, 9th February, 2017** commencing at 7.00 pm when it is hoped you will be able to attend.

Yours faithfully

Helen Briggs  
**Chief Executive**

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### **A G E N D A**

#### **APOLOGIES**

##### **1) RECORD OF MEETING**

To confirm the record of the meeting of the Places Scrutiny Panel on 24<sup>th</sup> November 2016 (previously circulated)

##### **2) DECLARATIONS OF INTEREST**

In accordance with the Regulations, Members are invited to declare any personal or prejudicial interests they may have and the nature of those interests in respect of items on this Agenda and/or indicate if Section 106 of the Local Government Finance Act 1992 applies to them.

##### **3) PETITIONS, DEPUTATIONS AND QUESTIONS**

To receive any petitions, deputations and questions received from Members of the Public in accordance with the provisions of Procedure Rule 217.

The total time allowed for this item shall be 30 minutes. Petitions, declarations and questions shall be dealt with in the order in which they are received. Question may also be submitted at short notice by giving a written copy to the Committee Administrator 15 minutes before the start of the meeting.

The total time allowed for questions at short notice is 15 minutes out of the total time of 30 minutes. Any petitions, deputations and questions that have been submitted with prior formal notice will take precedence over questions submitted at short notice. Any questions that are not considered within the time limit shall receive a written response after the meeting and be the subject of a report to the next meeting.

**4) QUESTIONS WITH NOTICE FROM MEMBERS**

To consider any questions with notice from Members received in accordance with the provisions of Procedure Rule No. 219 and No. 219A.

**5) NOTICES OF MOTION FROM MEMBERS**

To consider any Notices of Motion from Members submitted in accordance with the provisions of Procedure Rule No. 220.

**6) CONSIDERATION OF ANY MATTER REFERRED TO THE PANEL FOR A DECISION IN RELATION TO CALL IN OF A DECISION**

To consider any matter referred to the Panel for a decision in relation to call in of a decision which relates to this Scrutiny Panel's remit and items on this Agenda.

**SCRUTINY**

Scrutiny provides the appropriate mechanism and forum for members to ask any questions which relate to this Scrutiny Panel's remit and items on this Agenda.

**7) HIGHWAY INSPECTION POLICY**

To receive Report No. 45/2017 from the Director for Places (Environment, Planning and Transport).  
(Pages 5 - 26)

**8) NEIGHBOURHOOD PLAN UPDATE**

To receive a verbal update from the Chairman of the Scrutiny Panel.

**9) POVERTY IN RUTLAND PROJECT - TRANSPORT**

To receive Report No. 43/2017 from the Director for Places (Environment, Planning and Transport).  
(Pages 27 - 34)

**10) HOUSING AND HOMELESSNESS STRATEGY 2017-2022**

To receive Report No. 40/2017 from the Director for Places (Development and Economy)  
(Pages 35 - 72)

## **PROGRAMME OF MEETINGS AND TOPICS**

### **11) SCRUTINY PROGRAMME 2016/17 & REVIEW OF FORWARD PLAN**

To consider Scrutiny issues to review.

*Copies of the Forward Plan will be available at the meeting.*

### **12) ANY OTHER URGENT BUSINESS**

To receive any other items of urgent business which have been previously notified to the person presiding.

### **13) DATE AND PREVIEW OF NEXT MEETING**

Thursday, 20 April 2017: Localism  
Integrated Transport  
Community Safety Strategy  
Local Plan Consultation  
Sustainable Growth Strategy  
Q3 Performance Report  
Q3 Financial Management Report

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## **DISTRIBUTION**

### **MEMBERS OF THE PLACES SCRUTINY PANEL:**

Mr J Lammie (Chairman)	
Mr E Baines	Mr N Begy
Mr O Bird	Mr W Cross
Mr J Dale	Mr A Mann
Mr M Oxley	Mr A Stewart
Mr K Thomas	

### **OTHER MEMBERS FOR INFORMATION**

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## SCRUTINY PANEL

9 February 2017

### HIGHWAY INSPECTION POLICY REVIEW

**Report of the Director for Places (Environment, Planning & Transport)**

Strategic Aim:	Safeguarding	
Exempt Information	No	
Cabinet Member(s) Responsible:	Mr T Mathias, Leader and Portfolio Holder for Finance and Places (Highways, Transport and Market Towns)	
Contact Officer(s):	Neil Tomlinson, Senior Highways Manager	01572 758342 ntomlinson@rutland.gov.uk
	Dave Brown, Director for Places (Environment, Planning & Transport)	01572 758461 dbrown@rutland.gov.uk
Ward Councillors	n/a	

#### DECISION RECOMMENDATIONS

That the Panel:

1. Considers the draft policy and provides feedback to the Director for Places (Environment, Planning & Transport) and the Leader and Portfolio Holder for Finance and Places (Highways, Transport and Market Towns)

#### 1 PURPOSE OF THE REPORT

- 1.1 To consider a revised Highway Inspection Policy attached as Appendix 1

#### 2 BACKGROUND AND MAIN CONSIDERATIONS

- 2.1 Under Section 41 of the Highways Act 1980 Rutland County Council has a statutory duty to maintain the public highway. The Council receives an average of 20 claims per year for damages resulting from alleged failures to maintain the highway. Under Section 58 of the 1980 Highways Act, the highway authority has a "special defence" in respect of such claims if it can demonstrate that it has a reasonable inspection regime and the defect was not present when the highway was last inspected.
- 2.2 The Council and its insurer have been very successful in defending claims over the last 5 years. However, the current highway inspection policy was approved in 2012 to bring it into line with the latest code of practice for highway maintenance (Well Maintained Highways - 2005). This document has now been superseded by Well Managed Highway Infrastructure: A Code of Practise, published in October

2016. Well-managed highway infrastructure' supersedes the previous Codes 'Well-maintained Highways', 'Well-lit Highways' and 'Management of Highway Structures'.

2.3 The Council is already working towards the recommendations in this document and the latest Highways Asset Management Plan was adopted by Cabinet on 15th Nov 2016 (report no 160/2016). The adoption of the revised Highway Inspection Policy will address the following further recommendations:

- INSPECTIONS - A risk-based inspection regime, including regular safety inspections, should be developed and implemented for all highway assets.
- MANAGEMENT SYSTEMS AND CLAIMS - Records should be kept of all activities, particularly safety and other inspections, including the time and nature of any response, and procedures established to ensure efficient management of claims whilst protecting the authority from unjustified or fraudulent claims.
- DEFECT REPAIR - A risk-based defect repair regime should be developed and implemented for all highway assets.

### **3 MAIN CHANGES**

3.1 Inspection Frequencies:

- Local access roads will be inspected every 12 months, instead of every 6 months
- Local access footways will be inspected every 12 months instead of every 6 months

3.2 Response Times:

- Category 1 response increased from 24hours to 7 days
- Category 2 defects increased from 28 days to 3 months

3.3 Intervention Levels:

- Diameter of Category 1 defect defined as 275mm
- Depth of Category 1 defect increased from 40mm to 50mm for carriageway
- Depth of Category 1 defect increased from 20mm to 30mm for footways

### **4 FINANCIAL IMPLICATIONS**

4.1 The proposed changes to the inspection policy will improve efficiency. This will

result in current standards being maintained at a lower cost or higher standards being achieved within existing budgets. Given that our roads are in relatively good condition it is expected that there will be contribution towards the savings targets in the MTFP; however budget setting is outside the scope of this report.

- 4.2 The proposed intervention levels and response times have been trialled since November 2015. During the trial, expenditure on the temporary filling of potholes has reduced by over 50%. This has seen monthly costs for temporary pothole repairs drop from an average of £12k per month in early 2015 to an average of around £5k per month in 2016/17. These reductions have allowed the budget to be spent on permanent repairs, as well as contributing towards £35k savings to 2016/17 budgets.

## **5 CONCLUSION AND SUMMARY OF REASONS FOR THE RECOMMENDATIONS**

- 5.1 That the highway inspection policy attached as Appendix 1 be recommended to Cabinet for approval
- 5.2 To deliver the Council's strategic aims to 'Safeguard the most vulnerable and support the health & well-being needs of our community', by providing a safe highway network, and to fulfil the Council's statutory duties with regard to highway maintenance and road safety.

## **6 BACKGROUND PAPERS**

- 6.1 There are no background papers

## **7 APPENDICES**

- 7.1 Appendix 1 – Highway Inspection Policy

**A Large Print or Braille Version of this Report is available upon request – Contact 01572 722577.**

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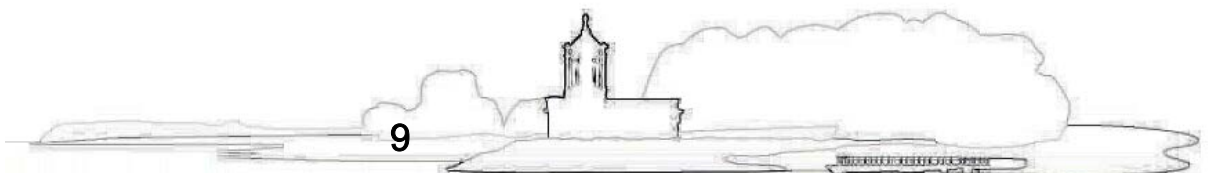


# Rutland County Council

## HIGHWAY INSPECTION POLICY

Version & Policy Number	Version 1.0 Policy COMM/1234
Guardian	Neil Tomlinson, Senior Highways Manager, 01572 758 342
Date Produced	February 2017
Next Review Date	February 2020

Approved by Scrutiny	
Approved by Cabinet	
Approved by Full Council	



## **Summary of document**

Rutland CC has a statutory duty under the Highways Act 1980 to maintain the highway network in a safe condition.

To fulfil this duty, we have developed a Highway Safety Inspection Policy based on the recommendations in the “Well Managed Highway Infrastructure: A Code of Practise” with amendments to meet the local circumstances and needs of our community.

We have adopted a risk based approach in determining the inspection regime to ensure hazards are identified, prioritized, made safe, and permanently repaired in the most cost efficient method. The paramount concern in implementing the Highway Inspection Policy is public safety and the adoption of best practice within the resources available.

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## 1.0 SAFETY INSPECTIONS

- Safety inspections are designed to identify those defects likely to create a risk to highway users;
- The inspections will cover all areas of the highway, including carriageways, footways, cycleways, verges and central reservations;
- Surveys may be driven, cycled or walked, dependent on location and accessibility of the asset;
- Defects are to be recorded on an electronic hand held device;
- Surveys will be undertaken by competent persons who have received appropriate training.

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## 2.0 SAFETY DEFECTS

The following are examples of types of defect. This list is **not** exhaustive, and the Inspector will need to his their judgement as to what is likely to be hazardous.

- Safety fences - Damage that has caused failure and/or pushed into the carriageway or footway causing an obstruction;
- Damaged Signs – Damaged or missing mandatory signs;
- Obscured Signs - Mandatory, regulatory or warning signs not easily visible;
- Damaged Lighting/Lit Signs/Bollards - Evidence of vehicle impact or vandal damage. Missing covers;
- Displaced Road Studs - Dislodged or missing road studs;
- Overriding of Verges - Overriding of verges causing rutting along the edge of the carriageway >150mm;
- Broken Ironworks - Ironwork which is broken, has sunk abruptly by >40mm or protrudes > 25mm in the carriageway or 10mm in the footway;
- Dislodged or Missing Kerbs - Any kerb which projects more than 25mm into the carriageway or footway. Any sharp edge created as the result of a missing kerb;
- Dislodged or missing Setts - Any sett which projects more than 50mm into the carriageway or footway. Any sharp edge created as the result of a missing sett;
- Trenches - A trench that has settled or raised by greater than 25mm;
- Obstructions - Any obstruction on the carriageway, footway or cycleway which is considered hazardous to vehicle drivers , pedestrians or cyclists;
- Footway Trips/Depressions - Trips and Rocking slabs > 10mm and rapid change of footway profile >25mm extending horizontally < 600mm;
- Potholes – Sharp edged depression anywhere in the carriageway, footway or cycleway where part or all of the surface layers have been removed. (see Appendix A for definitions)

### 3.0 NETWORK CLASSIFICATION

The Rutland CC network is classified based on the recommendations in the “Well Managed Highway Infrastructure: A Code of Practise” for Highway Maintenance & Management

#### 3.1 Carriageways

Cat	Hierarchy Description	RCC Local Category	Type of Road General Description	Description
1	Motorway	Not Applicable in Rutland	Limited access motorway regulations apply.	Routes for fast moving long distance traffic. Fully grade separated and restrictions on use.
2	Strategic Route		Trunk and some Principal 'A' roads between primary destinations.	Routes for fast moving long distance traffic with little frontage access or pedestrian traffic. Speed limits are usually in excess of 40 mph and there are few junctions. Pedestrian crossings are either segregated or controlled and parked vehicles are generally prohibited.
3a	Main Distributor		Major urban network and inter-primary links. Short-medium distance traffic.	Routes between Strategic Routes and linking urban centres to the strategic network with limited frontage access. In urban areas speed limits are usually 40 mph or less, parking is restricted at peak times and there are positive measures for pedestrian safety.
3b	Secondary Distributor		Classified Road (B and C class) and unclassified urban bus routes carrying local traffic with frontage access and frequent junctions.	In rural areas these roads link the larger villages and HGV generators to the Strategic and Main Distributor Network. In built up areas these roads have 30 mph speed limits and very high levels of pedestrian activity with some crossing facilities including zebra crossings. On-street parking is generally unrestricted except for safety reasons.

4a	Link Road		Roads linking between the Main and Secondary Distributor Network with frontage access and frequent junctions.	In rural areas these roads link the smaller villages to the distributor roads. They are of varying width and not always capable of carrying two way traffic. In urban areas they are residential or industrial interconnecting roads with 30 mph speed limits random pedestrian movements and uncontrolled parking.
4b	Local Access Road		Roads serving limited numbers of properties carrying only access traffic.	In rural areas these roads serve small settlements and provide access to individual properties and land. They are often only single lane width and unsuitable for HGV's. In urban areas they are often residential loop roads or cul-de-sac.

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### 3.2 Footways

Category	Category Name	RCC Local Category	Description
1(a)	Prestige Walking Zones	Not applicable in Rutland	Very busy areas of towns and cities with high public space and street scene contribution
1	Primary Walking Routes	Town Centres	Busy urban shopping and business areas and main pedestrian routes.
2	Secondary Walking Routes		Medium usage routes through local areas feeding into primary routes, local shopping centres etc.
3	Link Footways	All other footways	Linking local access footways through urban areas and busy rural footways.
4	Local Access Footways		Footways associated with low usage, short estate roads to the main routes and cul-de-sac.

In Oakham the town centre is defined as the following roads:

- a) High St
- b) Melton Rd
- c) New St
- d) Church St
- e) Gaol St
- f) Northgate
- g) Market St
- h) Market Place
- i) Mill St
- j) Burley Rd

In Uppingham the town centre is defined as the following roads:

- a) Market Place
- b) High St East
- c) High St West
- d) Orange St
- e) Queen St
- f) North St East
- g) North St West



### 3.3 Cycleways

<b>Category</b>	<b>Category Name</b>	<b>Description</b>
A	Cycle lanes.	Forming part of the carriageway, commonly 1.5m wide, adjacent to the nearside kerb.
B	Cycle track	A highway route for cyclists non-contiguous with public footway or carriageway. Shared cycle/pedestrian paths, either segregated by a white line or other physical segregation, or unsegregated
C	Cycle trails	Leisure routes through open spaces. These are not necessarily the responsibility of the highway authority but may be maintained by an authority under other powers of duty.

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## 4.0 INSPECTION FREQUENCY

We will inspect the carriageways and footways, footpaths and cycleways based on the hierarchies recommended in the Code of Practice, broadly grouped as:-

<b>Frequency</b>	<b>Carriageway Category</b>	<b>Footway and Footpath Category</b>	<b>Cycleway Category</b>
Monthly	3a – Main Distributor 3b – Secondary Distributor	1 – Primary Walking Routes	A - As per carriageway category.
3 Months	4a – Link Roads	2 – Secondary Walking Routes	A - As per carriageway category.
6 Months		3 – Link Footways	B - Cycle track
12 Months	4b – Local access Roads	4 – Local Access Footways	C - Cycle trails

- 4.1 The defined inspection frequencies should be maintained wherever possible; however some flexibility will enable the effects of weather and resource availability to be managed more effectively. 5 working days flexibility will be allowed for monthly inspections and 7 working days flexibility will be allowed for 3 and 6 monthly inspections.

## 5.0 INSPECTION METHODS

### Driven

- 5.1 Carriageway safety Inspections should always be undertaken by two people in a slowly moving (25 -30mph) vehicle where possible in both directions, one driving and the other inspecting/recording. The driver will not be expected to be actively involved in identifying and recording defects, but will concentrate on ensuring the safe passage of the vehicle. For narrow roads, typically those less than 4m total width, the driven inspection should be carried out in one direction only.
- 5.2 For driven Safety Inspections, the survey vehicle should be equipped with high intensity roof-mounted flashing beacons and high visibility reflective markings (magnetic). The inspection of any traffic sensitive lengths should be surveyed at off-peak times.
- 5.3 Rural footways and cycleways may be inspected by two people in a vehicle if the inspector observes just the nearside footway/cycleway. Isolated footways that cannot be seen from the vehicle must be walked. Isolated cycleways that cannot be seen must be walked or cycled.

### Walked

- 5.4 Footways in the urban area must be inspected on foot. If there is a footway on both sides of the road the footways are to be inspected in both directions.
- 5.5 Carriageways can be inspected by one person on foot if the person is walking on a footway and can inspect the footway and carriageway at the same time.
- 5.6 Cycleways can be walked.

### Cycled

- 5.7 The cycle network (urban and rural) can be inspected by one person on a bicycle.

## 6.0 INFORMATION TO BE RECORDED

- 6.1 Each inspection will be recorded against the relevant Unique Street Reference Number (USRN) if practical for the named street. As well as any defects found, the overall condition of the carriageway and footway must be recorded as this information will be used to identify potential preventative maintenance and renewal schemes. Weather conditions should also be recorded.
- 6.2 The inspection record will show the name of the inspector who carried out the inspection.

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## 7.0 DEFECT CATEGORISATION

### 7.1 Emergency

Defects which require urgent action because they represent an immediate hazard. Examples include:-

- Missing covers to large chambers, manholes or gully gratings
- Road collapse
- Exposed electrical wiring
- Substantial debris or obstruction of the highway, such as a fallen tree
- Any significant highway structure in imminent danger of collapse, such as retaining walls

Defects which are not the responsibility of Rutland CC, such as defects relating to statutory undertakers apparatus in the highway, will be reported to relevant undertaker. If necessary, Rutland CC will apply appropriate temporary measures to protect the public, but will in no way relieve the owners of that apparatus from their statutory duty and common law duty to maintain their apparatus.

### 7.2 Category 1

Defects which require prompt action because they represent an imminent hazard or there is a risk of further rapid deterioration.

### 7.3 Category 2

Defects which meet the investigatory level criteria, but do not present an immediate or imminent hazard.

### 7.4 Potholes

Carriageway potholes are considered to be a safety defect where it measures > 250mm in a horizontal direction and are categorised depending on the pothole dimensions, location, road hierarchy and road speed. (see Appendix A for definitions and treatment applications)

Carriageways		Road Hierarchy			
Defect Depth	Road Speed	Main Distributor	Secondary Distributor	Link Road	Local Access Road
>75mm	Any	Category 1	Category 1	Category 1	Category 1
>50mm < 75mm	>30mph	Category 1	Category 1	Category 2	Category 2
>50mm < 75mm	<30mph	Category 1	Cat 1 or 2	Category 2	Category 2
>40mm <50mm	Any	Category 2	Category 2	No Action	No Action

If a carriageway pothole is located at a controlled pedestrian crossing, or other defined crossing point (i.e. at junctions or dropped kerbs) footway standards apply.

Footway potholes are considered to be a safety defect where it measures > 75mm in a horizontal direction and are categorised depending on the pothole dimensions, location and footway hierarchy.

Footways	Footway Location	
	Town Centre	All other footways
>40mm	Category 1	Category 1
>30mm <40mm	Category 1	Cat 1 or 2
>20mm <30mm	Cat 1 or 2	Category 2
<20mm	No Action	No Action

## 8.0 RESPONSE TIMES

We will aim to repair or make safe defects within the following response times:-

Category	Carriageways	Footways
<b>Emergency</b>	Make safe within 2 hours by way of a permanent repair, temporary repair or guarding	
<b>Category 1 – Imminent Hazard</b>	Within 7 working days	Within 7 working days
<b>Category 2 – no immediate risk</b>	Within 3 months	Within 3 months

## 9.0 CLAIMS BY THIRD PARTIES

- 9.1 All claims and complaints which may result in a claim shall be reported to the insurance department within 2 working days of receipt.
- 9.2 Technical reports shall be completed by the relevant inspector within 5 working days of a request from the insurance department and sent to the Operations Manager

**A large print version of this document is available on request**



**Rutland**  
County Council

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## CATEGORISATION OF POTHOLES

### Introduction

How potholes are dealt with depends on the severity of the risk that the pothole creates. As such Rutland County Council with their Highway Service provider, Tarmac, has taken a risk based approach to repairing potholes. Potholes that fall into the criteria are called “safety defects” and have a time bound response within which the pothole needs to be repaired.

The following definitions, response times and repair techniques relates to how potholes that are considered to be a safety defect are defined and treated. The response times do not apply to potholes that fall outside the criteria and are not considered safety defects.

### Definition of a Pothole:

There is no formal definition for a pothole recognized nationally, although the recent Highway Maintenance Efficiency Programme (HMEP) Pothole Review documents suggest that a more formal definition may be jointly developed by local authorities and the Department for Transport (DfT).

Rutland County Council and Tarmac have adopted a risk based definition recognising that potholes pose different risks to users of the highway network, depending on the pothole location and network hierarchy of the asset. Subsequently we have provided a different definition of a pothole for carriageways and footways.

### CARRIAGEWAY

For a carriageway a pothole has been defined as a sharp edged depression anywhere in the carriageway where part or all of the surface layers have been removed including carriageway collapses, surrounds to ironwork and missing cat's eyes. A pothole will be identified when its maximum horizontal dimension is **greater than 250mm** and is:

- Greater than 40mm deep on main distributors and secondary distributors
- Greater than 50mm deep on local access roads and link roads.

At controlled pedestrian crossings or other defined crossing points (i.e. junctions or where dropped crossings are provided) footway standards apply.

### FOOTWAY

For a footway a pothole has been defined as a sharp edged depression anywhere on the footway where part or all of the surface layers have been removed including footway collapses and surrounds to ironworks. A pothole will be identified when it has a maximum horizontal dimension **greater than 75mm** and a depth greater than 20mm.



## Response Times:

The maximum permissible time between a pothole being identified and the defect being repaired is dependent on two key factors:

- The magnitude of the pothole
- The network hierarchy of the asset containing the pothole

Both of these factors relate to the risk the pothole creates as well as the likelihood of a danger being realised.

Currently three response times are used, from the most urgent response first, these are:

- Emergency A two hour response. Examples include a road collapse.
- Category 1 A repair is required within seven working days
- Category 2 A repair is required within three calendar months for carriageway footway potholes.

The two tables below outline how response times vary depending on the depth of the pothole and the category of road or footway that the pothole lies on. Where the defect may be either a category 1 or category 2 defect it is for the inspecting officer to use their judgment when the defect is identified.

Carriageways		Road Hierarchy			
Defect Depth	Road Speed	Main Distributor	Secondary Distributor	Link Road	Local Access Road
>75mm	Any	Category 1	Category 1	Category 1	Category 1
>50mm < 75mm	>30mph	Category 1	Category 1	Category 2	Category 2
>50mm < 75mm	<30mph	Category 1	Cat 1 or 2	Category 2	Category 2
>40mm <50mm	Any	Category 2	Category 2	No Action	No Action

Footways	Footway Location	
Defect Depth	Town Centre	All other footways
>40mm	Category 1	Category 1
>30mm <40mm	Category 1	Cat 1 or 2
>20mm <30mm	Cat 1 or 2	Category 2
<20mm	No Action	No Action

## Repair Types

Our Term Maintenance Contractor has agreed with Rutland County Council that pothole repairs will fall into the following three categories:

### Permanent

The most robust repair that includes removing debris from a pothole, saw cutting edges and overbanding using a hot applied material mechanically compacted.

### Temporary

A repair that includes removing debris from a pothole and repairing the pothole using a cold applied material mechanically compacted.

Whilst our aim is to have all repairs as permanent repairs, the additional time needed on the highway to undertake a permanent repair may result in a temporary repair being made to immediately remove the hazard the defect poses, with a permanent repair carried out in the future.

## SCRUTINY PANEL

9 February 2017

### POVERTY PROJECT - TRANSPORT

**Report of the Director for Places (Environment, Planning & Transport)**

Strategic Aim:	All	
Cabinet Member(s) Responsible:	Mr T Mathias, Leader and Portfolio Holder for Finance and Places (Highways, Transport and Market Towns)	
Contact Officer(s):	Dave Brown, Director for Places (Environment, Planning & Transport)	01572 758461 dbrown@rutland.gov.uk
	Dr Rebecca Johnson, Senior Transport Manager	01572 758229 rjohnson@rutland.gov.uk
Ward Councillors	All	

#### DECISION RECOMMENDATIONS

That the Panel:

1. considers the topics and related issues/questions covered in this report;
2. identifies any further information or work it may wish to undertake;
3. authorises the Chair to produce a written report of findings to feed back into the overall project.

#### **1 PURPOSE OF THE REPORT**

1.1 The Scrutiny Commission has agreed to undertake a review of Poverty in Rutland. The project objectives are:

- To develop an agreed definition(s) of Poverty in Rutland;
- To develop a Council policy in the form of a White Paper to be approved by Full Council that will outline for Rutland how the Council will act to positively impact on poverty within the County.

#### **2 BACKGROUND AND MAIN CONSIDERATIONS**

2.1 Further to the initial workshop attended by Members on 13 September 2016, a list of areas was highlighted for further investigation by individual Scrutiny Panels. The following areas were identified for the Places Scrutiny Panel to take forward:

- Housing / homelessness (covered at a previous meeting of the panel)

- Domestic abuse (covered at a previous meeting of the panel)
- Transport

Family breakdown was also raised, which is sometimes connected with the first two issues.

2.2 Scrutiny Commission have agreed the following timetable for this review:

Stage	Panel	Date
All member workshop		13 <sup>th</sup> September 2016
Panel work to develop Green Paper	Adults	22 <sup>nd</sup> September and 1 <sup>st</sup> December 2016
	Children's	17 <sup>th</sup> November 2016 and 23 <sup>rd</sup> February 2017
	Places	24 <sup>th</sup> November 2016 and 9 <sup>th</sup> February 2017
	Resources	10 <sup>th</sup> November 2016 and 16 <sup>th</sup> February 2017
Green paper to Cabinet	N/R	21 <sup>st</sup> March 2017
Panel work on White Paper	Adults	6 <sup>th</sup> April 2017
	Children's	4 <sup>th</sup> May 2017
	Places	20 <sup>th</sup> April 2017
	Resources	27 <sup>th</sup> April 2017
White Paper to Cabinet	N/R	16 <sup>th</sup> May 2017
White Paper to Council	N/R	June Council

2.3 Further to a meeting with the Chair of the Places Scrutiny Panel, it was agreed that this Panel would focus on transport.

2.4 A short paper has been produced which is included as Appendix 1 to this report. The paper is not exhaustive but provides information to facilitate a discussion.

2.5 Further to the outcome of this meeting the Chair of the Panel will report back to the working group to consider next steps but this will be confirmed at the meeting.

### **3 CONCLUSION AND SUMMARY OF REASONS FOR THE RECOMMENDATIONS**

3.1 This report gives further information requested by the initial Poverty project workshop.

### **4 BACKGROUND PAPERS**

4.1 There are no additional papers.

### **5 APPENDICES**

5.1 Appendix 1 – Transport

A Large Print or Braille Version of this Report is available upon request – Contact 01572 722577.

## **Appendix 1 - Transport Poverty**

### **1. Background**

Transport poverty is a difficult concept to describe and one that both policymakers and practitioners have been struggling to adequately define or measure for many years (Lucas *et al*, 2016; Sustrans, 2012). It is most frequently associated with those without access to a car, but can also include households that own a car but cannot afford to use it for some or all journeys; or to individuals in households who only have one car that is used to transport a family member to work, leaving other residents without access to private transport some of the time.

It is particularly difficult to define and measure because it is multifaceted and affects different people for different reasons. Nevertheless some groups are more likely to experience transport poverty than others for a range of reasons. They include: ethnic minorities, students, unemployed people, elderly people and women. In addition, transport poverty is more strongly associated with rural areas and deprived urban areas (Titheridge *et al*, 2014).

Alongside this, transport poverty tends to affect individuals rather than households, and can be both temporal and spatial. For example an individual may experience transport poverty because they require transport outside of the times when transport is available, or because transport simply is not available. Furthermore they may experience it because they are not aware of the available transport options, or because they have specific needs which cannot be met by the extant transport options.

Therefore whilst ensuring transport is affordable is an important factor in minimising the likelihood of transport poverty, it is also necessary (particularly in rural areas) to consider the availability of alternative transport options, awareness of alternative transport options, the physical and mental capability of the individuals most likely to experience transport poverty, and alternatives that reduce the need for transport (for example localised delivery of services) (Titheridge *et al*, 2014).

Transport poverty (howsoever caused) is likely to impact an individual's ability to access to shops, services and/or activities (including employment and education) resulting in the restriction of individual opportunity and reduced levels of health and wellbeing. As such, it is important to understand how much of the population is at risk of transport poverty, and what measures are currently in place to minimise the likelihood of it, or the impact from it.

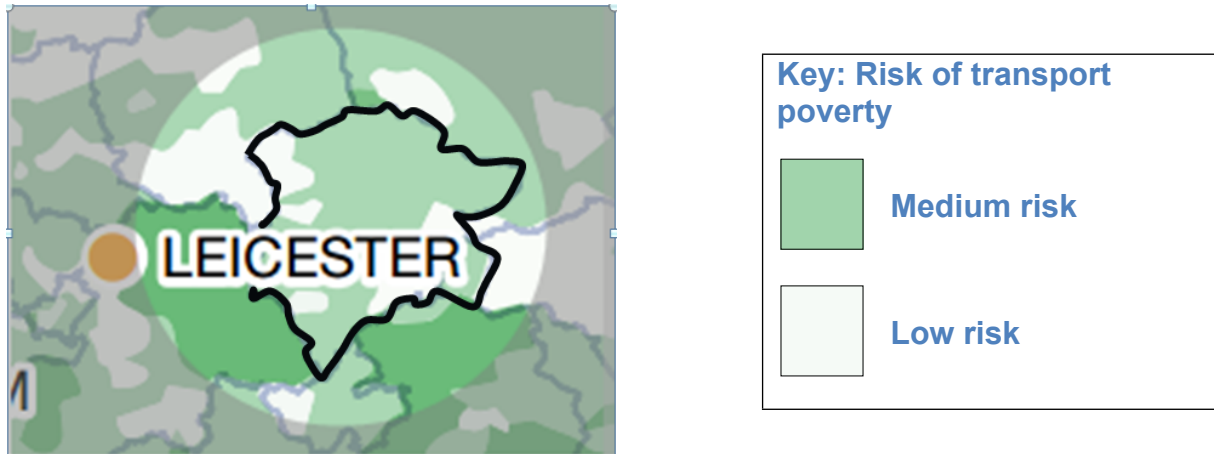
### **2. Transport poverty in Rutland**

In Rutland there are 603 cars or vans per 1000 people, and 87.6% of households have a car or van - this is relatively high compared to the UK average (RAC Foundation, 2012). Nevertheless car ownership and use tends to be higher in rural areas where services are more dispersed and longer distances must be travelled to access them. Expenditure on transport costs also place more of a burden on rural households who

spend 12.5% of household income on transport compared to 10.8% in urban areas (gov.uk, 2015).

According to Sustrans, individuals in Rutland are classified as being at medium or low risk of experiencing transport poverty based on access to services, availability of bus and rail services and income. This is likely to be in part as a result of the predominantly rural nature of the county.

**Figure 1: Risk of an individual experiencing transport poverty**



Source: Adapted from Sustrans, 2012

### 3. What support is available

Compared to many other rural local authorities Rutland has thus far retained a relatively extensive rural public transport network that connects many of the smaller settlements to market towns such as Oakham, Uppingham, Stamford or Melton Mowbray, and from there to larger towns and cities such as Corby, Leicester, Peterborough and Nottingham. This is complemented by community transport services, specialist transport services for individuals with certain needs and an extensive network of footpath and cycleways. As appropriate these are widely publicised via the council website, and in other locations such as the library and bus station. Alongside this a range of specific schemes exist at the national and local levels (summarised below) that help to reduce the likelihood of an individual experiencing transport poverty. These are predominantly related to affordability, but some also consider availability.

#### ***Nationally***

- English National Concessionary Travel Scheme (ENCTS): This scheme entitles individuals of state pension age, or individuals with certain disabilities that affect their mobility, to free travel on local bus services within and outside of Rutland between 09:30 and 23:00 Monday to Friday and all day on Saturday, Sunday and bank holidays. In Rutland this is known as the “Access Travel scheme”.
- Home to school transport: Pupils attending their nearest suitable school are entitled to free home to school transport: up to the age of 8 if they live two miles or more

from school; over the age of 8 if they live three miles or more from school; and of any age if they do not have a safe walking route to school. Pupils from low income households are additionally entitled to free home to school transport: if they are aged 8 to 11 and the school is at least 2 miles away; or if they are aged 11 to 16 and the school is 2 to 6 miles away - as long as there aren't 3 or more suitable schools nearer to home.

- Railcards: Individuals aged 60 or over, under 26 and those with a disability are eligible to purchase a railcard that entitles them to a discount of up to 30% on rail travel.
- Non-emergency patient transport: Individuals with a medical need for support with transport to enable them to access hospital are eligible for free door to door non-emergency patient transport.
- Healthcare Travel Costs scheme: Individuals in receipt of certain benefits are entitled to have the cost of transport to hospital reimbursed. The cheapest suitable mode of transport for the circumstances must be used.

### **Locally**

- Access Travel scheme: RCC also allows ENCTS passes to be used to claim a 50% discount on socially necessary trips made using the Voluntary Action Rutland car scheme. In addition, an individual who is eligible for an ENCTS pass can instead choose to receive £44 of travel tokens per year. These can be used to pay for travel on buses, trains and taxi services with participating operators.
- Post-16 college transport: The post-16 transport policy entitles students 16-18 years old attending their nearest suitable college course to support with transport arrangements and transport cost. Students from low income households receive this support free of charge, all other students are required to make an annual contribution (£339 during 2016/17 but subject to consultation on an increase to £500 per year at the time of writing).
- Travel Aid: Rutland residents who are unemployed can apply for the travel aid scheme which entitles them to travel for half fare on local bus journeys beginning in Rutland for four weeks. The pass can be renewed every four weeks while the applicant is still seeking work.
- Wheels to work: W2W is a scooter and cycle hire scheme designed to help students and young adults who are struggling to access employment or education due to transport barriers. Applicants must be over 2 miles from their education, training, apprenticeship or employment, and not have a direct public transport link to their destination at a suitable time. Various hire prices apply depending on the vehicle, and students receive a £10 discount on the monthly price.

## **4. Possible questions**

- How at risk are Rutland residents of experiencing transport poverty?
- What are the main causes of transport poverty in Rutland likely to be?
- Do the measures in places meet the needs of Rutland residents likely to be experiencing transport poverty?



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Sustrans (2012) *Locked out: transport poverty in England*, available from <http://www.sustrans.org.uk/lockedout> (accessed 24th January 2017).

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## PLACES SCRUTINY PANEL

9 February 2017

### HOUSING AND HOMELESSNESS STRATEGY 2017-22

Report of the Director for Places (Development and Economy)

Strategic Aim:	<ul style="list-style-type: none"> <li>• <i>Sustainable Growth</i></li> <li>• <i>Safeguarding</i></li> <li>• <i>Reaching our Full Potential</i></li> </ul>		
Exempt Information	No.		
Cabinet Member(s) Responsible:	Mr O Hemsley, Deputy Leader and Portfolio Holder for Growth, Trading Services and Resources (except Finance)		
Contact Officer(s):	Paul Phillipson, Director for Places (Development and Economy)	Tel: 01572 722577 pphillipson@rutland.gov.uk	
	James Faircliffe, Housing Strategy & Enabling Officer	Tel: 01572 758238 jfaircliffe@rutland.gov.uk	
Ward Councillors	N/A		

#### DECISION RECOMMENDATIONS

That the Panel considers the draft Housing and Homelessness Strategy 2017-22 at Appendix A and that any comments be reported to Cabinet as appropriate.

#### 1. PURPOSE OF THE REPORT

1.1 To consider the draft Housing & Homelessness Strategy 2017-22 as part of the consultation process.

#### 2. BACKGROUND AND MAIN CONSIDERATIONS

2.1 The Homelessness Act 2002 requires the Council to produce a homelessness strategy at least every five years, showing how the Council addresses and prevents homelessness. The Housing and Homelessness Strategy 2017-22 will replace the separate Housing Strategy 2012-17 and Homelessness Strategy 2012-17. As required by law, the strategy is informed by a Homelessness Review of the resources, diverse needs, trends and partnerships in Rutland regarding homelessness.

2.2 The Council's homelessness duties – and many of its procedures - are set out in the Housing Act 1996 (as amended) and the Homelessness Act 2002. The Council has had regard to the statutory guidance which aids its interpretation. The overall affordable housing target has already been set through the Corporate Plan 2016-20.

The Council's planning policies set out mechanisms for affordable housing delivery through the planning system.

- 2.3 The draft strategy is attached. Its vision is, "fair access to suitable and sustainable housing for everyone in Rutland, particularly those whose needs are not readily met through the open market." It supports the Council's Corporate Plan, the Adult Social Care Strategy and the current and emerging Local Plan. It includes local connection criteria for the Council's self-build and custom housing register.
- 2.4 The draft strategy has four Aims, which lead to the specific Objectives and Targets in the Action Plan (Appendix 1 of the draft strategy). These Aims are listed in the order they appear and not necessarily in their order of importance.
- **Aim 1 – Preventing homelessness and promoting housing options**
    - *Effective housing advice and assistance.*
  - **Aim 2 – Provide targeted support for vulnerable households**
    - *Working with partner organisations to see that people get the help or advice they need to remain safe and independent.*
  - **Aim 3 – Sustainable Growth**
    - *Delivering the housing growth needed in all sectors under the Local Plan, including at least 40 affordable homes per year.*
  - **Aim 4 – Ensure existing homes are fit-for-purpose**
    - *Safe, warm, occupied homes with the adaptations people need.*
- 2.5 The Government announced on 24 October 2016 that it would support the Private Members' Homelessness Reduction Bill which was published on 21 October and passed Second Reading in the House of Commons on 28 October. This will impose additional duties on councils to seek to prevent homelessness, although much of this is similar to the Council's current preventative practices.
- 2.6 Under the Bill, local authorities would be required to help all eligible people – whether they are single or a family - for 56 days before they are threatened with homelessness. Those who are already homeless will get support for a further 56 days to help them secure accommodation.

### **3. SELF-BUILD AND CUSTOM HOUSEBUILDING REGISTER**

- 3.1 Under the Self-build and Custom Housebuilding Act 2015, the Council is required to keep a register of people who would like plots on which to build or commission their own homes. At 15 November 2016, there were 20 people on this register, of whom six lived in Rutland.
- 3.2 Under the Self-build and Custom Housebuilding Regulations 2016, the Council may divide the register into two parts, where Part 1 is for people with a local connection (with an exemption covering Armed Forces personnel) and Part 2 which covers other people. The Council must ensure that there is a sufficient supply of plots for the people on the register, but this duty only applies to those on Part 1 of the register if local connection criteria have been applied.

- 3.3 The Council is required by the Self-build and Custom Housebuilding Act 2015 to have regard to the register when carrying out its housing functions. The criteria for the register, whilst relevant to planning, are not planning policy as such. Therefore local connection criteria are incorporated within Appendix 2 of the draft Housing and Homelessness Strategy and are part of the public consultation.

#### **4. CONSULTATION**

- 4.1 The Places Scrutiny Panel considered the delivery of the Council's homelessness services on 24 November 2016. This report seeks the views of Panel Members on the document which was approved by Cabinet on 20 December 2017 for consultation. The consultation period ends on 22 February. Following consultation, responses will be assessed. A report will be taken back to Cabinet on 21 March, including a final draft of the Housing and Homelessness Strategy for adoption.

#### **5. FINANCIAL IMPLICATIONS**

- 5.1 The cost of the consultation exercise itself is minimal and can be contained within existing budgets. The Housing and Homelessness Strategy does not commit the Council to any expenditure outside of existing budgets. There is the potential for pressure on temporary accommodation budgets should homelessness increase, but this would not be a consequence of the strategy which seeks to minimise this risk.
- 5.2 The Council is able to charge for the assessment and review of applications to the Self-build and Custom Housebuilding Regulations. This was included as part of the annual fees and charges report (no. 23/2017) on 17 January, with Cabinet recommending to Council a fee of £75 for new entries to the register. The local connection criteria may also reduce the possibility of the Council having to become more directly involved in the provision of self-build plots.

#### **6. LEGAL AND GOVERNANCE CONSIDERATIONS**

- 6.1 The Council is required by the Homelessness Act 2002 to produce a Homelessness Strategy at least every 5 years, which is informed by a Homelessness Review. This can be included as part of a larger document, such as the proposed Housing and Homelessness Strategy, but the Council must adopt a new homelessness strategy by 11 June 2017. The Council has had regard to a wide range of documents including the Homelessness Code of Guidance, the Housing Allocation Policy, the Tenancy Strategy, the need to promote starter homes, its self-build and custom housing register and the periodic assessment of housing need required by the Housing Act 1985 (as amended).

#### **7. EQUALITY IMPACT ASSESSMENT**

- 7.1 An Equality Impact Assessment (EqIA) screening template has been completed. The nature of the Housing and Homelessness Strategy is to prioritise investment fairly. The public sector equality duty in section 149 of the Equality Act 2010 is engaged, because the draft Housing and Homelessness Strategy addresses the needs of members of a range of groups with protected characteristics, including for instance older people and people with disabilities. No adverse or other unjustified differential

impact was found. A copy of the EqlA can be obtained from the Housing Strategy and Enabling Officer ([jfaircliffe@rutland.gov.uk](mailto:jfaircliffe@rutland.gov.uk) or 01572 758238).

## **8. COMMUNITY SAFETY IMPLICATIONS**

- 8.1 The Housing and Homelessness Strategy aims to promote sustainable communities and to prevent and address homelessness. It encourages regeneration where appropriate and the bringing of empty homes back into use. This is likely to help to promote community safety.

## **9. HEALTH AND WELLBEING IMPLICATIONS**

- 9.1 Housing is one of the 'Wider Determinants of Health' and is an integral part of the Council's social care assessment and support planning responsibilities under the Care Act 2014. Homelessness can have significant health implications. This can be exacerbated if the loss of accommodation was particularly traumatic (such as fleeing violence) or if the household has someone who has vulnerabilities. This Housing and Homelessness Strategy aims to address these issues through partnership working where possible.
- 9.2 People with chronic long term conditions may have physical needs which require major adaptation of existing properties, extra care or other housing with support, or in some cases residential care. Further information on housing, health and wellbeing is under 'Aim 4 – Ensure existing homes are fit-for-purpose'.

## **10. ORGANISATIONAL IMPLICATIONS**

### **Environmental implications**

- 10.1 The environmental implications of development will principally be considered through the planning process. Some specific impacts are listed below.
- 10.2 The use of local connection criteria for the self-build and custom housebuilding register will help to reduce the extent of the Council's duty to ensure a supply of these plots, which tend to be larger than average and disproportionately in rural areas. This does not reduce the overall housing requirement, which is calculated in a different way.
- 10.3 The Housing and Homelessness Strategy seeks to promote good property condition.

### **Procurement Implications**

- 10.4 There are no direct procurement implications from the Housing and Homelessness Strategy, which does not commit the Council to any expenditure outside of existing budgets.

## **11. CONCLUSION**

- 11.1 The production of a Homelessness Strategy is a statutory requirement and it is appropriate to produce a combined Housing and Homelessness Strategy to avoid duplication and to enable a cross-cutting strategic approach. It will assist in meeting the challenges of homelessness prevention, service provision and temporary

accommodation and the provision of new affordable housing at a difficult time. It sets out a strategic framework which will continue to promote the delivery of these objectives over the medium and long term.

## **12. BACKGROUND PAPERS**

- 12.1 Homelessness Review 2016
- 12.2 Rutland Housing Conference slides 30 Nov 2015
- 12.3 Rutland Housing Conference – 30 November 2015 – Event notes
- 12.4 What Rutland County Council is doing following Rutland Housing Conference on 30 November
- 12.5 Starter homes calculation 2/2/16

## **13. APPENDICES**

- 13.1 Appendix A – Draft Housing and Homelessness Strategy 2017-22

**A Large Print or Braille Version of this Report is available upon request – Contact 01572 722577.**

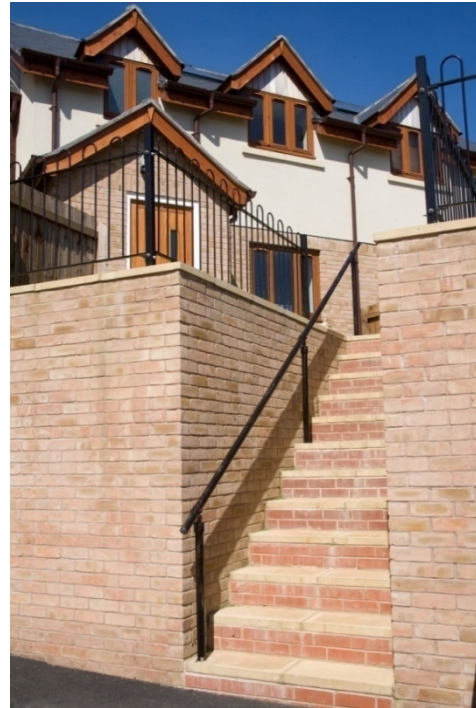


Appendix A.



# DRAFT HOUSING AND HOMELESSNESS STRATEGY

2017- 2022 0.47



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# 1. RUTLAND'S HOUSING MARKET AND ECONOMY

## The purpose of the Housing and Homelessness Strategy

The Housing and Homelessness Strategy fulfils the Council's legal duty to produce a strategy showing how we prevent and address homelessness. It provides an evidence base to support funding bids and investment in Rutland's sustainable growth. It shows how we support vulnerable people and how we help to make the best use of existing housing. It is linked to the Statutory Development Plan and the Strategic Housing Market Assessment (SHMA), which examine the need for additional housing and employment.

## Rutland and the people who live here

Rutland is the most rural unitary authority in England and the most beautiful. Its area is approximately 390 km<sup>2</sup>. Rutland's population was 38,000 in 2016, which is projected to rise to 40,900 by 2036. Over the same period, the number of over-75s will increase from 4,200 to 7,800 (source: ONS 2014-based population projections). Our two towns of Oakham and Uppingham have a population of 11,295 and 4,693 respectively (ONS Mid 2013 estimate). Rutland has 52 villages of varying sizes and facilities.

There are currently 16,846 dwellings in Rutland (source: Housing Flows Reconciliation Return 2016). Rutland is part of a Housing Market Area (HMA) which also consists of South Holland, South Kesteven and Peterborough councils' areas. A new SHMA was carried out in 2014, with the overall figures for market and affordable housing updated in 2015. The SHMA 2014 (Figure 5, from Census 2011) found that 70% of properties were owner-occupied, 11% were social rented and 16% private rented. We will ensure the SHMA takes account of the population and household projections published in 2016.

	Number of properties with 1 bedroom	Number of properties with 2 bedrooms	Number of properties with 3 bedrooms	Number of properties with 4 or more bedrooms
East Midlands	8%	27%	45%	19%
Housing Market Area	8%	25%	44%	23%
Rutland 1/8/12	5.6%	20.3%	46.4%	27.7%
Rutland 31/3/15	5.7%	20.4%	46.0%	27.9%
<i>Rutland change in units 1/8/12 to 31/3/15</i>	40	70	90	130
Rutland: presumed new build 1/8/12 to 31/3/15	12.1%	21.2%	27.3%	39.4%

Source: Rutland - calculated from VOA data from HI4EM; East Midlands & HMA data from Table 6 SHMA 2014 from Census 2011

The Government's new rules on right to buy have not yet had a significant impact on social housing properties in Rutland, but this is monitored closely.

## Affording somewhere to live here

The average house price in Rutland was £228,858 at November 2015,

compared with £136,893 in the East Midlands and £186,325 in England & Wales (source: 'Land Registry – House Price Index Report' in Rutland Key Statistical Data February 2016). However, a quarter of households in Rutland have an income of £24,727 or less which means that housing options can be limited once someone loses their accommodation. (Source for income data: Experian Ltd, Household Income Model, 2015, from HI4EM.)

The table below, from the SHMA Update 2015, shows private rental levels in Rutland. There were insufficient 'room only' and 'studio' accommodation to provide a sample. This contributes to many young people leaving the area because they cannot afford accommodation locally.

**Table 30: Lower Quartile Private Rents by Size (Year to March 2015) – Per Month**

	Room only	Studio	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms	All dwellings
Peterborough	£299	£350	£410	£515	£575	£725	£490
Rutland	-	-	£415	£525	£595	£883	£550
South Holland	£303	£275	£375	£495	£550	£675	£477
South Kesteven	£303	£303	£335	£465	£550	£750	£475

Source: Valuation Office Agency

Under national rules, maximum rent levels for Housing Benefit / Universal Credit were set in line with the lowest 30% of private sector rents and then increased below the rate of inflation. Single people under 35 who are entitled to benefits cannot normally receive more than £256 per month for housing; this is also being phased in for housing association tenancies, which is making it very hard for single people under 35 to access social housing even if they have high needs. The 'bedroom tax' reduces benefit payments for social housing for working age people where their number of bedrooms is more than is required by a very strict interpretation of need.

Universal Credit is being phased in to replace Housing Benefit and a number other benefits for people of working age. Rent payments will be made direct to the tenant unless there are exceptional circumstances. It has become increasingly common for housing associations to ask new tenants to provide rent in advance.

### Working here

An estimated 2.8% of people in Rutland are unemployed, compared with an average of 4.4% for our Greater Peterborough Greater Cambridgeshire Local Enterprise Partnership area and 5% for the East Midlands (source: ONS – Employment and Unemployment published January 2016). Key sectors in terms of work based employment are education, manufacturing, accommodation and food services, minerals, wholesale and retail and public administration. The Council supports economic growth through owning the large, innovative Oakham Enterprise Park. There are also large private schools at Oakham and Uppingham and a prison at Stocken. The two Ministry of Defence (MoD) bases (Kendrew Barracks in Cottesmore and St George's Barracks in North Luffenham) are also significant local employers. The latter base is expected to close towards the end of the strategy period and future options for the site will need to be considered.

## 2. THE HOUSING AND HOMELESSNESS STRATEGY AND OTHER STRATEGIC POLICIES

### Developing the Housing and Homelessness Strategy

The Homelessness Act 2002 requires the Council to produce a Homelessness Strategy at least every five years. This must include prevention initiatives and measures to address homelessness where it cannot be prevented. The Housing and Homelessness Strategy 2017-22 replaces the separate Housing Strategy 2012-17 and Homelessness Strategy 2012-17.

As required by law, the Strategy is informed by a Homelessness Review of the resources, diverse needs, trends and partnerships in Rutland regarding homelessness. It is also informed by the Rutland Housing Conference held in late 2015. We have followed the legal requirements regarding homelessness duties, including having regard to the statutory Homelessness Code of Guidance.

The vision of the Housing and Homelessness Strategy 2017-22:

- **fair access to suitable and sustainable housing for everyone in Rutland, particularly those whose needs are not readily met through the open market.**

The Strategy has four Aims, which lead to the specific Objectives and Targets in the Action Plan. These Aims are listed in the order they appear in the Strategy and not necessarily in their order of importance.

- **Aim 1 – Preventing homelessness and promoting housing options**
  - *Effective housing advice and assistance.*
- **Aim 2 – Provide targeted support for vulnerable households**
  - *Working with partner organisations to see that people get the help or advice they need to remain safe and independent.*
- **Aim 3 – Sustainable Growth**
  - *Delivering the housing growth needed in all sectors under the Local Plan, including at least 40 affordable homes per year.*
- **Aim 4 – Ensure existing homes are fit-for-purpose**
  - *Safe, warm, occupied homes with the adaptations people need.*

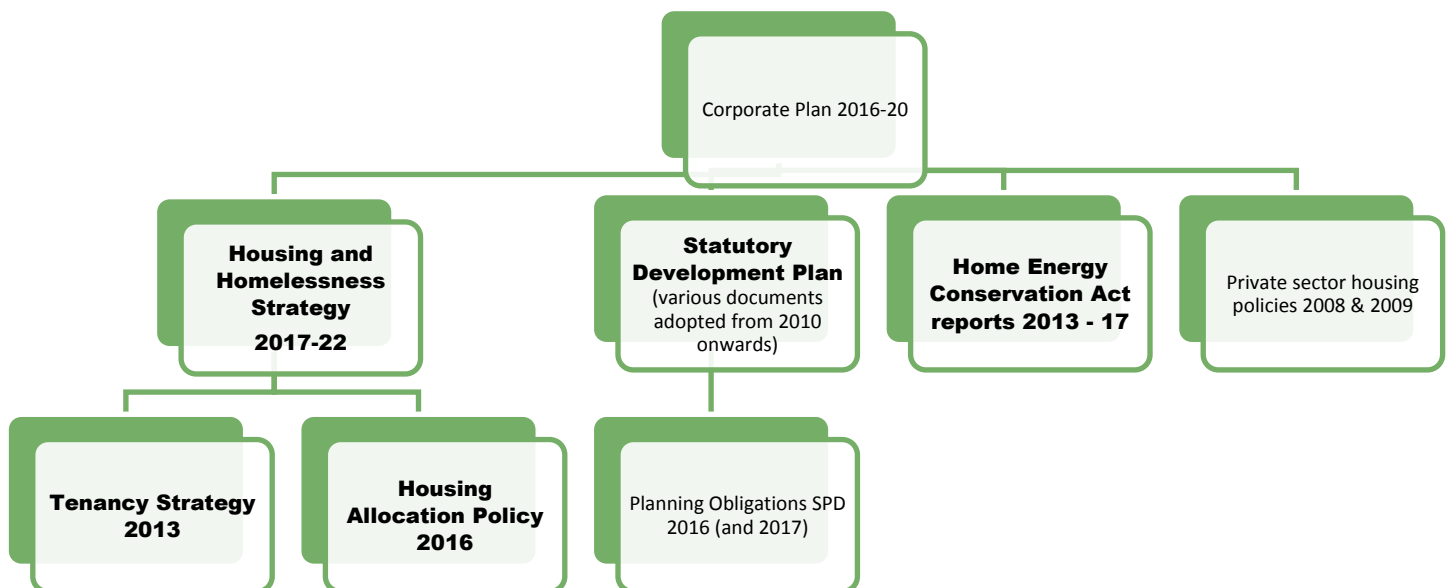
In the Strategy below, we outline in turn how each Aim is addressed. An Action Plan is included in Appendix 1.

There are four cross-cutting themes that underpin how the Strategy's Aims are delivered:

- a good quality service which is within available resources
- promoting independence, through where possible, prevention and early intervention
- safeguarding adults at risk, children and young people in line with Council policy
- partnership working.

### Other policies relevant to housing

There are a number of other strategic Council documents which particularly complement the Housing and Homelessness Strategy. These are shown in the diagram below.



*(Bold documents are statutory requirements)*

Where a policy is focused on a particular part of the Housing and Homelessness Strategy, it is referred to in more detail under the relevant Aim. Other policies which are more cross-cutting are outlined below.

### Corporate Plan 2016-2020

This covers the four year period of 1 April 2016 to 31 March 2020. The Strategic Aims, Objectives and Targets most relevant to the Housing and Homelessness Strategy are:

- **Sustainable Growth** - Delivering sustainable growth in our County supported by appropriate – housing, employment, learning opportunities & supporting infrastructure (including other Public Services):
  - Sustainable growth of a population increase of 1,680 & 2,160 by 2020
    - 700 – 900 new homes
    - 160 Affordable homes
    - 200 jobs created per annum
  - Explore the right strategic partnerships to increase the sustainability of the Council
  - Complete the improvement of broadband, developing and implementing a strategy for 2020 connectivity for the County.
- **Safeguarding** - Safeguard vulnerable adults, children and young people and support the health & well-being needs of our community. (In relation to housing, this includes being alert to neglect due to living conditions and the potential for material abuse if property is misused or misappropriated.)

### **Adult Social Care Strategy – the Future of Adult Social Care in Rutland**

This covers 2016-20 and sits alongside other complementary strategies, notably the Better Care Together programme and Rutland’s Better Care Fund plan. These programmes are integrating social care with health services, to extend the range and reach of provision in the community. This helps to keep people well, so they can maintain full lives in their own homes for as long as possible. Disabled Facilities Grants fund home adaptations where these help people with disabilities to remain at home. Reablement also helps people to adapt to their home environment as their abilities change.

### **Housing Allocation Policy (adopted 2016)**

Our Housing Allocation Policy (HAP) sets out how the Council’s Housing Options team prioritises and nominates applicants from the housing register to housing associations and other providers of affordable housing. A points based system is used and is reviewed regularly to ensure that it remains responsive to the need of the local community and promotes fairness. When preparing the HAP, we had regard to the Council’s Homelessness Strategy and Tenancy Strategy. We have ensured that these strategies and the HAP complement each other and will work well together. This is also the case for the Housing and Homelessness Strategy 2017-22.

### 3. AIM 1 - PREVENTING HOMELESSNESS AND PROMOTING HOUSING OPTIONS

The Council places a heavy emphasis on the prevention of homelessness. However, it is useful first to set out the Council's formal assessment duties – and the number of people accessing these. This shows the reasons and trends behind homelessness, which then leads into how the various types of homelessness can be addressed, through prevention where possible.

#### Statutory homelessness assessments and the duty to accommodate

The Housing Act 1996 Part 7 (as amended by subsequent legislation) sets out the duties of local authorities towards people who are homeless, or about to be made homeless. If someone is homeless or threatened with homelessness, the Council encourages them to seek advice and assistance as soon as possible to seek to prevent homelessness. Where necessary, the Council will carry out a homelessness investigation to see whether the Council has a duty to secure accommodation. The stages are set out in law and the Council also has regard to the Government's statutory Code of Guidance on Homelessness.

A Housing Options Officer will be assigned to the investigation and will be the point of contact. In brief, the Council has a duty to accommodate the household temporarily during the investigation if they have nowhere to live and Council believes they are likely to be in priority need. The statutory stages to the investigation are outlined below:

- whether the applicant is eligible for assistance – this is not the case if the applicant is from abroad & subject to immigration control, or is from abroad & not habitually resident in the UK, or is a British Citizen and not habitually resident in the UK
- whether the applicant's household is homeless, or threatened with homelessness in the next 28 days
- whether a member of the household is in a statutory priority need group (in brief, the main categories are pregnant women and families with children, 16/17 year olds and care leavers, people vulnerable for health reasons and people fleeing violence)
- whether the applicant became homeless intentionally (for instance, through giving up accommodation when they did not have to or through not paying their rent when they could afford to do so)
- whether the applicant has a local connection with Rutland (or there are special circumstances, such as being a member of the Armed Services, not having a local connection anywhere, or fleeing violence).

Once the investigation is complete, a senior Officer will make a decision on the application. Where a household is in priority need, is unintentionally homeless and has a local connection, the 'full' homelessness duty applies. This requires the Council to arrange to accommodate the household in the medium term. This may involve the use of temporary accommodation until



the household may be rehoused through the housing register. The housing register gives a high priority to many homeless households. Alternatively, the household may be made an offer of suitable 'qualifying' private rented accommodation which they would be required to accept. Further information on temporary accommodation is provided under Aim 2 (section 4) below.

### Information and advice

The Council has a legal duty to ensure that there is a free advice and information service about homelessness and the prevention of homelessness in the County. The first step is to consider whether they can work with the household to resolve whatever the issue may be and try and help them stay in their current home. This could be by:

- negotiating with family and friends, including use of mediation
- negotiating with private landlords and agents
- negotiating with mortgage lenders
- assisting with maximising their income, for example help with applying for benefits.

The Council's Housing Options team currently provides the following homelessness prevention measures:

- Rent Deposit Scheme
- Homelessness Prevention fund
- access to mediation services
- home visits where necessary, by the Council or its advice and support partners
- Pre-Eviction Protocol with housing associations
- Housing Allocation Policy.

In October 2016, the Government announced it would support the Homelessness Reduction Bill. If passed, this would consolidate the Council's success at preventing homelessness. We would be expected to agree a plan with many individual households threatened with homelessness, or who are homeless, to seek to retain or obtain accommodation. This will increase our duties to some households, but we may have a reduced duty to some other households if they do not co-operate after receiving a warning notice.

With rent levels particularly high in Rutland, landlords are concerned about future cuts and the impact on potential tenants that may be on benefits.<sup>1</sup>

Citizens Advice Rutland recorded 1,866 housing enquiries in January to September 2016. Timely advice and advocacy plays a major role in homelessness prevention.

The statistics below relate to people contacting the Council.

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<sup>1</sup> This is evidenced by the SHMA 2014 (Chapter 7 and Appendices) and research into local rental markets by Ecorys, 2011 (Table 3.8).

## Rutland County Council Housing Options Delivery Data

### Housing Options Service Overview 2015/16

Data Period	Homelessness Preventions			Homelessness Acceptances			Temporary Accommodation			Housing Register		
	14/15	15/16	Trend	14/15	15/16	Trend	14/15	15/16	Trend	14/15	15/16	Trend
Quarter 1	10	10		3	8		6	6		226	280	
Quarter 2	17	19		2	6		5	5		246	304	
Quarter 3	9	13		11	9		5	8		246	326	
Quarter 4	22	19		7	11		3	5		270	334	
YTD Total	58	67		22	34							

**Coding:**  
**Red: Decrease**  
**Green: Increase**  
**No Change: Purple**

### Homelessness Activity

Data Period	Enquiries Pending			Preventions			Not Prevented			Enquiry Outcome 15/16			
	14/15	15/16	Trend	14/15	15/16	Trend	14/15	15/16	Trend	Private Sector	Social Landlord	Mediation	Housing Benefit
Quarter 1	3	3		10	10		1	2		1	7	0	0
Quarter 2	7	7		17	19		4	1		0	16	0	0
Quarter 3	3	10		9	13		4	1		2	0	0	1
Quarter 4	6	4		22	19		6	2		1	14	0	0
YTD Total	19	24		58	67		15	6		4	37	0	1

### Homelessness Decisions

Quarter	Unintentionally homeless & In Priority Need			Intentionally homeless & In Priority Need			Households inc Children		Eligible not priority			Eligible not homeless			Ineligible (on statutory immigration grounds)		
	14/15	15/16	Trend	14/15	15/16	Trend	14/15	15/16	13/14	15/16	Trend	14/15	15/16	Trend	14/15	15/16	Trend
Quarter 1	3	8		1	0		6	5	0	0		1	6		0	0	
Quarter 2	2	6		3	0		6	6	1	1		6	4		0	0	
Quarter 3	11	9		3	0		9	8	1	4		3	5		0	0	
Quarter 4	7	11		1	1		5	7	1	3		1	4		0	0	
YTD Total	23	34		8	1		26	26	3	8		11	19		0	0	

### Reasons for Presenting Homeless (Main Reasons)

Quarter	Domestic Abuse			Ministry of Defence (e.g. Kendrew or St George's Barracks)			Section 21 (termination of assured shorthold tenancy at the end of its fixed term)			16-17 Year Olds			Parents Not Willing to Accommodate		
	14/15	15/16	Trend	14/15	15/16	DOT	14/15	15/16	DOT	14/15	15/16	DOT	14/15	15/16	DOT
Quarter 1	2	1	Red	1	2	Green	1	1	Purple	0	0	Purple	1	0	Green
Quarter 2	0	5	Green	1	0	Red	1	0	Red	0	0	Purple	1	1	Purple
Quarter 3	1	2	Green	1	1	Purple	4	2	Green	0	0	Purple	3	1	Red
Quarter 4	2	2	Purple	0	1	Green	1	0	Red	0	0	Purple	1	1	Purple
YTD Total	5	10	Green	3	4	Green	7	3	Red	0	0	Purple	6	3	Red

**Coding:**  
**Red: Decrease**  
**Green: Increase**  
**No Change: Purple**

### Housing Register

Quarter	Applications			Nominations			Live Applications		
	14/15	15/16	DOT	14/15	15/16	DOT	14/15	15/16	DOT
Quarter 1	103	116	Green	62	66	Green	70	101	Green
Quarter 2	75	99	Green	67	56	Red	69	85	Green
Quarter 3	65	75	Red	77	43	Red	55	60	Green
Quarter 4	102	86	Red	114	40	Red	95	80	Red
YTD Total	345	376	Green	320	205	Red	289	326	Green

The Council and its partners make strenuous efforts to prevent homelessness, but unfortunately the rate of households owed the main homelessness duty is increasing, from 23 in 2014/15 to 34 in 2015/16. Homelessness-related domestic abuse has also increased since the last Homelessness Strategy.

The impact of welfare reform and the launch of Kendrew Barracks has not had as great an impact on housing need as some had predicted. However, these aspects, coupled with the shortage of housing at reasonable prices locally (particularly for single people), are helping to contribute towards a steady rise in homelessness which is expected to continue for some time.

## **4. AIM 2 – PROVIDE TARGETED SUPPORT FOR VULNERABLE HOUSEHOLDS**

### **Temporary accommodation**

The Council has a duty to provide certain homeless households with temporary housing, whilst it attempts to help them to resolve their housing problems. With relatively low numbers needing accommodation, the amount of temporary accommodation available is also small. The stock of properties is managed by Spire Homes and is changed according to operational needs.

There is no accommodation for single non-priority homeless households within Rutland with people having to go to Peterborough, Leicester or Grantham to find places in direct-access hostel accommodation. It is sometimes necessary to use bed and breakfast accommodation. Unfortunately, we can usually only obtain this in Leicester or Peterborough, which can cause many practical problems for homeless households. The use of this accommodation has increased since 2015 and this needs to be carefully monitored over coming months.

Even with the small numbers involved, there is still concern for those households waiting in temporary accommodation of various types for long periods until a long term home becomes available.

A number of households have issues such as former tenant arrears with a housing association, or a support issue where a support package needs to be put in place for them to live independently. Households in these circumstances are worked with to make sure that their needs are met, in order that social landlords are willing to consider them for an offer of permanent housing.

### **Housing, health and wellbeing**

Housing is one of the 'Wider Determinants of Health' and is an integral part of the Council's social care assessment and support planning responsibilities under the Care Act 2014. The Council has responsibility for public health, which is administered through the Rutland Health and Wellbeing Board.

Homelessness can have significant health implications. This is not just the risk of rooflessness (which is most likely to affect single people), but also through the potential stress and upheaval of losing a home, living in temporary accommodation and accessing services such as schools from a different address. This can be exacerbated if the loss of accommodation was particularly traumatic (such as fleeing violence) or if the household has someone who has vulnerabilities. This Housing and Homelessness Strategy aims to address these issues through partnership working where possible.

People with chronic long term conditions may have physical needs which require major adaptation of existing properties, extra care or other housing with support, or in some cases residential care. Further information on housing, health and wellbeing is under 'Aim 4 – Ensure existing homes are fit-for-purpose'.

There were 600 claimants of Employment & Support Allowance through the whole of Rutland at February 2016, which was the main 'sickness' benefit for people of working age (source: DWP via HI4EM).

### Community Safety

There are a number of professional groups promoting community safety in Rutland which are particularly relevant to the Housing and Homelessness Strategy. They work to prevent crime, harm and anti-social behaviour and to prevent reoffending:

- the Joint Action Group - this is a multi-agency approach to addressing crime and disorder;
- the Domestic Abuse Group works with United Against Violence and Abuse (JAVA) to provide advice and resettlement / safety support to both male and female survivors; this also includes where appropriate access to women's refuges in nearby areas;
- the Multi Agency Risk Assessment Conference (MARAC), which meets in Rutland and assesses high risk domestic abuse cases;
- the Multi Agency Public Protection Panel (MAPPA);
- the Hoarding Group addressing the challenging issue of hoarding possessions.

Although Stocken Prison is within Rutland, prisoners released from there do not generally seek to access housing services in Rutland. Most return to their home areas in other parts of the country. In any case, time spent in prison does not count towards a local connection. When prisoners do seek assistance in Rutland, they have generally been detained at prisons in other areas such as Leicester or Peterborough. If prisoners are released on 'licence' they will be eligible for support from the National Offender Management Service who will advise on options available.

### Rutland Foodbank

One of the major changes in the local partnership arrangements since the adoption of the previous Homelessness Strategy in 2012 is the establishment of the Rutland Foodbank. This is run by local volunteers under the auspices of the Trussell Trust, the largest provider of food banks in the UK. In 2015/16, the Rutland Food Bank fed an average of 51 people a month, generally for short periods. Around 5 tonnes of food were distributed. Clients are referred to the Foodbank through a voucher scheme by a wide range of referral agencies.

### Prevention and support

The Council has commissioned a new range of Community Prevention and Wellness Services. This includes housing support which is provided to those people at risk of homelessness and other vulnerable households. These may include people with learning disabilities or mental health problems, or other people in need of short term advice or support. These services are designed to support those with housing related issues. This ensures they have the

information, advice, guidance, and where required the appropriate support, to prevent or reduce the risk of issues arising. This increases the individual's independence through living in their own home sustainably and safely. The redesigned services commence from 1 April 2017.

The long term future of realistic levels of funding Housing Benefit funding for supported housing is also uncertain. This will be protected from the Local Housing Allowance cap until 2019/20 and will be exempted from the shared accommodation rate for under 35s. From 2019/20 a new funding model will protect supported housing from the cap through a ring-fenced top-up fund. This cash limited fund will be administered by councils, who will be expected to work to commissioning objectives in partnership with other agencies.

The Council also operates a crisis fund for households with urgent and severe material needs. This dealt with 205 applications and reviews in 2015/16, of which 142 were awarded. The total value of awards was £12,400, with an average value of £87.32. The awards are often in the form of vouchers or essential goods rather than cash. The Council leads a multi-agency Welfare Reform Working Group to address these issues. The Council contributes towards the cost of the Melton Furniture Project.

### **Households including children, young people or expectant mothers**

The Housing Options team work closely with children's social care to support families in crisis and to help safeguard children where necessary. This includes supporting the Council's Changing Lives programme for families with complex needs, working to resolve housing issues affecting children with additional needs and participating in multi-agency professionals meetings. The Council is committed to tackling Child Sexual Exploitation and all staff have undergone training regarding this.

Families with children & expectant mothers are priority need groups under the homelessness legislation. The numbers of families with dependent children who are classed as intentionally homeless is fortunately low. Where this does occur, partnership working can usually identify a constructive solution.

The Council's Housing Options service and housing associations work closely to support the Leaving Care team and other services for families and young people, to enable positive outcomes through early intervention. This includes a Joint Protocol for working with 16 and 17 year olds, with joint interviews including Housing Options staff and children's social care.

The Council is working with partners in Leicestershire to welcome 12 Syrian refugees (envisaged to be three households) to Rutland over the next 4 years. This is facilitated by Home Office funding and a Syrian Vulnerable Persons Re-settlement Co-ordinator employed by Charnwood Borough Council, who covers Rutland and participating councils in Leicestershire. A support agency has been commissioned to provide intensive support whilst the families integrate, supported by the multi-agency partnership.

## **Military of Defence personnel, civilian base workers and their families**

There are nearly 1,500 serving Army personnel in Rutland, as well as 1,000 other family members. There are also many families with an RAF background due to the former air bases at Cottesmore and North Luffenham. We will continue to work closely with the MoD to ensure that rotations of personnel in and out of bases in Rutland run smoothly.

The Council, in line with legislation and our Armed Forces Community Covenant, does not require Armed Forces personnel to have a local connection to fully access homelessness and housing allocation services. Further details are in the Council's Housing Allocation Policy. In some cases, their other family members may wish to settle in Rutland on their own. Where the family member does not have a local connection, the Council will have regard to the Armed Forces Community Covenant which highlights the respect, support and fair treatment deserved by their families.

The Council works closely with MoD families in housing need who may require support from the Council, as well as with the MoD itself. Civilian base workers can also have housing needs, although in many cases they will already have a local connection.

## **Single homeless people**

It is unusual for people to sleep rough in Rutland, but it is not unknown. The Council used to have access to Framework's outreach service for rough sleepers as part of a shared arrangement with Lincolnshire councils which was useful, but unfortunately this has not been the case since 30 June 2015 as the contract was relet on a Lincolnshire-only basis. The Action Plan acknowledges the need to review services for rough sleepers.

There are other people who have nowhere settled to live. Options include sharing with friends, trying to access the private sector through the rent deposit scheme or trying to access one of the few one-bedroomed rented affordable flats. We have prioritised this need. Since 2014, 14 new one-bedroomed general needs properties have been built by housing associations in Rutland. This may become more difficult in the future due to the impact of welfare reform on Housing Benefit, such as the forthcoming restriction on under-35s being restricted to the equivalent of a single room rent.

## **People with learning disabilities or mental health needs**

The Council promotes independent living for people with learning disabilities or who have experienced mental ill health. The Council works with partners to promote independent living for people with learning disabilities (including autism and Asperger's Syndrome) in a range of settings, including self-contained accommodation wherever possible.

## The housing needs of older people

We will develop a Market Position Statement for Older People's Accommodation. This will support our Adult Social Care Strategy in helping to address the needs of an ageing population. This will seek to ensure that people can get the right level and type of accommodation support, at the right time. This should enable more people to live safely and independently in their home of choice, with an improved quality of life in their later years. The Council can assist older people with home adaptations (see 'Aim 4 – Ensure existing homes are fit-for-purpose' for more details).

The number of older people becoming homeless is very low as applicants can generally be rehoused through the housing register beforehand.



## 5. AIM 3 – SUSTAINABLE GROWTH

The Council's Statutory Development Plan sets out our approach to sustainable growth in general, including all types of housing. In brief, the adopted Local Plan requires an average of 150 dwellings per year over the period 2006-2026. We are reviewing the Local Plan, which we envisage will be adopted following an Examination in Public with an independent Inspector in 2018. We proposed in our Issues and Options consultation that an average of 173 dwellings per year be completed between 2015 and 2036, in line with the SHMA Update 2015.

We will consider the types of market housing needed in Rutland as part of the review, including the need for a small amount of one bedroomed accommodation particularly suitable for rental to people of working age. We will also have regard to the need for serviced plots for custom-build housing, in accordance with legislation. The Council requires a local connection for applicants to join Part 1 of the register (for whom the Council will ensure a supply of plots), which is detailed at Appendix 2. At 15/11/16, there were 20 people on the Council's custom build register, of which six lived in Rutland. There is no demand for houseboats in Rutland given the absence of any existing market locally, nor any suitable locations. The need for caravan accommodation is being considered through the Local Plan Review.

### The need for affordable housing

The section above on 'Rutland's Economy and Housing Market' shows the high cost of housing in Rutland compared with incomes.

Homelessness - and the allocation of housing to households in need - is directly affected by the number of new affordable homes being developed within the Rutland area. These help both to prevent homelessness and to provide opportunities for people to be rehoused.

Rutland is in a Housing Market Area which also consists of South Kesteven, Peterborough and South Holland (in southern Lincolnshire). The SHMA Update 2015 found a need for 35 additional new affordable homes per year in Rutland for the period 2014-36, on top of new affordable housing that was already in the short-term pipeline. The SHMA calculations did not include the need for Starter Homes. The Council's affordable housing target is for 40 additional affordable homes per year of all types. At least 20 of these should be rented affordable homes (including 'rent to buy').

The table below shows our housing register (waiting list) at 1 April 2016:

	Number of households
Households requiring 1 bedroom	160
Households requiring 2 bedrooms	114
Households requiring 3 bedrooms	40
Households requiring 4 or more bedrooms	20
<b>Total households on register</b>	<b>334</b>

The Government has phased out the provision of new 'social rented' homes (set according to an historic rent formula) to concentrate any remaining

general needs provision on ‘affordable rented’ properties at 80% of market rents. The latter generally have a fixed term of five years before the tenancy is reviewed to see if it is still needed to address the household’s needs. The introduction of fixed term rented affordable tenancies was too recent for their expiry to be a reason for homelessness by the time the Housing and Homelessness Strategy was being developed. The Council’s statutory Tenancy Strategy 2013 makes clear that housing associations are expected to work very closely with tenants to address any issues that may arise constructively and in good time.

The SHMA 2014 provided information on affordable housing mix, both through the numerical table below and by highlighting that these decisions need to be taken in a broader socio-economic context.

**Table 64: Guidance on Affordable Housing Mix**

<b>AFFORDABLE</b>	<b>1-bed</b>	<b>2-bed</b>	<b>3-bed</b>	<b>4+ bed</b>
Peterborough	35-40%	25-30%	25-30%	5-10%
Rutland	40-45%	30-35%	15-20%	5-10%
South Holland	20-25%	35-40%	30-35%	5-10%
South Kesteven	20-25%	40-45%	25-30%	5-10%
HMA	30-35%	30-35%	25-30%	5-10%

### Providing affordable housing

The Council’s planning policies require 30% affordable housing to be provided on sites of 11 or more homes (6 or more in villages), subject to viability. As an exception, small sites entirely or predominantly consisting of affordable housing may also be permitted within or adjoining villages (as opposed to being within the Planned Limits of Development). Where a developer or a housing association is required to provide affordable housing through the planning system, this is generally required through a section 106 agreement.

The Council’s planning policies aim for 80% of affordable housing to be rented in line with the SHMA, but this is subject to viability and the national economic situation. The Council will update its Planning Obligations Supplementary Planning Document in 2017 to take account of Starter Homes and other changes regarding the provision of affordable housing. This will also be taken into account in the Local Plan Review and the Council’s work with communities developing Neighbourhood Plans, which are part of the Statutory Development Plan. We will continue to liaise with Neighbourhood Plan groups regarding the type of housing needed locally, including the specific types of affordable housing needed.

The Government’s Homes and Communities Agency (HCA) has historically provided funding to assist registered providers (in Rutland, essentially housing associations) to provide affordable housing, provided that the association’s bid was successful and the development was beyond what had to be provided as a minimum through the planning system. However, the Government’s programme is now focused sharply on shared ownership housing and Starter Homes, although some further funding for rented housing was announced in the 2016 Autumn Statement. In addition, a small amount of general needs rented housing is being funded through the HCA’s previous programme (for 2015-18), such as (subject to planning) the rented housing on the two

Council-owned garage site at Beech Road and Westfield Avenue, Oakham.

In recent years, we have worked successfully with Accent (formerly Accent Nene), Cross Keys Homes, NCHA, Spire Homes (Longhurst Group) and Waterloo (De Montfort Housing Society) to deliver new affordable homes.

Since 2014 fourteen new one-bedroomed general needs properties have been built by housing associations in Rutland. The development of 7 further such properties is in the pipeline.

The table below shows affordable housing delivery in the period covered by the previous Housing Strategy (2012-17) and this Housing and Homelessness Strategy for 2017-22.

	Rented	Affordable purchase (Government definition at the time)	Total (target 40)
2012/13	14	12	<b>26</b>
2013/14	12	6	<b>18</b>
2014/15	47	15	<b>62</b>
2015/16	28	22	<b>50</b>
2016/17 (forecast)	9	1	<b>10</b>
<b>Average for 2012-17 Housing Strategy period</b>	<b>22</b>	<b>11</b>	<b>33</b>
2017/18 (target)	20*	20	<b>40</b>
2018/19 (target)	20*	20	<b>40</b>
2019/20 (target)	20*	20	<b>40</b>
2020/21 (target)	20*	20	<b>40</b>
2021/22 (target)	20*	20	<b>40</b>

\* Includes Rent to Buy.

### Making the best use of assets held by the Council

The Council makes proactive use of its assets to enable development, as well as other funding opportunities in Rutland.

In Oakham, in the Catmose Campus project, the opportunity was taken to replace the outdated school buildings and to build a new school on a different part of the site. This has also enabled the development of 125 homes, including 25 affordable homes.

The Council sold the former Parks School site in Oakham, which is surplus following the relocation of the school to another part of Oakham. The Council undertook a bidding process, which disposed of the site for potential residential use. This led to the development of 61 homes, including 21 affordable homes.

The Council also owns a former Highways depot at Ashwell, near Oakham. It has been working with partners to seek to develop housing on the site, including a substantial proportion of affordable housing. This is subject to planning and the resolution of certain technical issues regarding the site.

The Council prefers affordable housing to be developed on site to facilitate the development of affordable housing, but there are exceptional circumstances (particularly where the overall development is of five homes or less) where the payment of a financial contribution to enable off-site provision may be acceptable under planning policy. At 30 September 2016, the Council held £272,155 in commuted sums for the development of affordable housing. We expect to hold £1 million in the near future, including other agreements which are currently signed or pending. This includes £601,000 which we have successfully negotiated from the McCarthy and Stone older person's housing development on the former Lonsdale House site in Oakham. We will shortly develop a prioritised programme for spending of commuted sums for affordable housing. We will have a key role in enabling its delivery.

Decisions regarding affordable housing expenditure need to be made which provide good value for money, are appropriate for the local community and which are sufficiently timely to take advantage of opportunities.

The Council charges Community Infrastructure Levy (CIL) on most new planning permissions that are not affordable housing, starter homes, sheltered housing, self-build, nor conversions with no additional floorspace. This is used to support new infrastructure, which must be included in the Council's "section 123" list, which incorporates items for education, health, social care, economic development and a range of other local services to support growth.<sup>2</sup>

### **Making home purchase more accessible**

The Council encourages the development of a wide range of housing types, including smaller market homes, housing for older people and affordable housing (including shared ownership housing). Government initiatives such as Help to Buy and Starter Homes will also make an important contribution to the supply of low cost home ownership and homes for first time buyers.

In the three year period April 2013 to March 2016, 140 Help to Buy Equity Loans were made in Rutland (source: CLG official statistics). These were not classed as affordable housing but assisted with access to the market. They are funded by the Government and developers.

Starter Homes were not traditionally an affordable housing product but, according to the Government's definition:

- are sold at 80% of the cost of the same home on the open market; and
- do not have a sale price of more than £250,000; and
- are sold to first time buyers, where at least one of the purchasers is under 40; and
- cannot be sold without the discount – nor rented out – within the first 5 to 8 years from the initial purchase.

The Council's own estimate is that around 10% of new permissions in Rutland should be starter homes, but a Government consultation paper envisages a minimum national target of 20% which would, under the Housing and Planning Act 2016, take priority before the provision of traditional affordable housing.

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<sup>2</sup> Further information is on the Community Infrastructure Levy section of [www.rutland.gov.uk](http://www.rutland.gov.uk)

## **6. AIM 4 – ENSURE EXISTING HOMES ARE FIT-FOR-PURPOSE**

### **Housing condition: affordable homes**

The Council transferred its housing stock of 1,242 dwellings to Spire Homes on 9 November 2009, following an evaluation of options for bringing the dwellings up to the Decent Homes Standard. The sale price Spire had to pay for the homes took into account the future income from their continued use as social rented housing and the amount of work which needed to be carried out to the properties. By 2015, Spire had:

- spent £21 million on improvements
- replaced 956 kitchens & 920 bathrooms
- upgraded 745 heating systems
- replaced 176 roofs
- carried out environmental improvements
- regenerated two run-down garage sites and a low demand sheltered housing scheme at Branston Road, Uppingham and replaced them with 38 homes (36 of which were affordable)
- had plans well advanced to regenerate a low demand sheltered housing scheme at Beckworth Court, Empingham and refurbish or replace outdated concrete housing at a range of locations.

The vast majority of the other housing association properties in Rutland are new builds constructed from 1980 onwards and are generally in good condition.

### **Housing condition: private sector housing**

The Council's Private Sector Housing Renewal Policy 2009 provides more details on the Council's private sector housing policy for existing development. The Council's private sector housing service is delivered in partnership with Peterborough City Council. The Council responds to complaints about poor quality housing and works with landlords to improve conditions in line with the Enforcement Concordat. Enforcement Action is taken when necessary.

The Empty Homes Officer, employed by Peterborough City Council in a shared service arrangement, works actively with owners and partners to bring empty properties back into use.

### **Accessible and safe housing for vulnerable people**

NHS England and the Government will allocate the Better Care Fund to local areas based on a framework agreed with Ministers. This is a locally-held budget to improve the ways health services and social care services work together, starting with services for older people and people with long term

conditions. Disabled Facilities Grants are now a component within the Better Care Fund, with a budget of £195,000 in 2016/17.

Spire Homes Care provides a range of aids and adaptations to repair, improve and adapt service users' homes including the provision of Assistive Technology which has the potential to reduce injuries caused by falls. Their service users can be owner-occupiers or tenants of any landlord. Projects are also supporting falls prevention through awareness-raising about hazards and accessible design in the home, which may in turn influence people's own housing choices.

Rutland County Council continues to seek to implement innovative ways of supporting people to remain independent for as long as possible and to reduce the risk of non-elective admissions to acute settings. As a result we have embedded a fully integrated and multi-disciplinary hospital and reablement team to support the hospital discharge process. The team works closely with health partners both in our local health area and across borders. Its assessments and the delivery of care are therapy led which seeks to improve wellbeing and maximise independence and continues to support people in the community after discharge for a maximum of six weeks.

We are also looking at flexibilities within the Better Care Fund to see if Disabled Facilities Grant funding can be used in a more flexible way, to maximise the benefits for service users.

### Fuel poverty

The Council recognises the threat cold or damp homes can pose to vulnerable people, through depression, stroke, heart disease and pneumonia. These can contribute to excess winter deaths. Fuel poverty can also affect the health and educational attainment of children. The Council promotes the reduction of energy consumption, to help residents save money and reduce carbon emissions. It is also a priority for the Council's Child Poverty Strategy, Housing Strategy and Private Sector Housing Renewal Policy.

Through the Energy Act 2013, the Government changed the definition of fuel poverty in England to the Low Income High Costs Indicator (LIHC). Using LIHC, a household is considered to be fuel poor if:

- they have required fuel costs that are above average (the national median level)
- were they to spend that amount, they would be left with a residual income below the official poverty line.

The table immediately below shows the proportion of fuel poor households in Rutland against the LIHC target.

	2011	2012	2013	2014
Rutland	13.6%	11.9%	9.3%	10.6%
East Midlands	13.3%	13.2%	10.4%	10.1%

England	11.1%	10.8%	10.4%	10.6%
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There was a slight increase in fuel poverty according to the Government's model between 2013 and 2014, which was also the case with the Council's four rural neighbouring councils which have broadly similar housing stocks.

When a property is sold or rented, it has to have an Energy Performance Certificate (EPC) which is recorded ('lodged') on a national database. These are placed into bands, with 'A' having the best performance and 'G' the poorest. The table below shows a significant improvement in domestic property ratings in Rutland lodged since 2010.

Assessments during	A	B	C	A to C	D	A to D	E	F	G
2010	0%	6%	24%	30%	36%	66%	21%	10%	3%
2012	0%	12%	24%	36%	38%	74%	18%	6%	1%
1/7/13 to 30/6/14	0%	14%	21%	35%	42%	77%	17%	5%	1%
1/7/15 to 30/6/16	0%	22%	20%	42%	32%	74%	18%	6%	3%

*Calculated from Government Live Table D1*

Figures provided by Spire Homes show that 92% of EPCs completed since 2012 were in Band D or above.

The Council works with a range of partners to promote awareness and action on fuel poverty and energy efficiency issues. Around 450 home energy audits were carried out between September 2012 and June 2015, to facilitate energy saving practices and measures and to encourage switching fuel suppliers to save money.

There were 149 ECO (Energy Company Obligation) measures installed in Rutland homes in 2015. The Council will submit its second progress report under the Home Energy Conservation Act in March 2017, setting out the measures we intended to take in future years. This includes how we intend to progress the national target of ensuring that as many fuel poor homes as reasonably practicable achieve a minimum energy efficiency rating of Band E by 2020, Band D by 2025 and Band C by 2030. It also includes the Council's initiatives to encourage people to change suppliers.

## APPENDIX 1

### Action Plan 2017-22

<b>Aim 1 – Preventing homelessness and promoting housing options</b>						
<b>Action</b>	<b>Action Owner</b>	<b>Action Start Date/ Milestone</b>	<b>Action End Date</b>	<b>Progress</b>	<b>Initiative Status &amp; resources</b>	<b>Further Actions needed?</b>
<b>Access to Information and Advice</b>						
Review public information (leaflets, website, etc.) and update and disseminate in community and with agencies as appropriate.	RCC	Jan 2017	Summer 2017	Information updated during lifetime of 2012-17 Homelessness Strategy but on-going work required.	Within existing resources, or covered by the development of the new Council website.	Information will be kept under review. Information will be made available to the Accessible Information Standard where appropriate.
Continue to work with schools to hold sessions to help prevent homelessness (e.g. theatre workshop).	RCC	Feb 2017	Feb 2017	Successful sessions (e.g. Zest Theatre Workshop) held during 2012-17 Strategy Period.	Within existing resources (booked and paid for).	To continue work.



## Aim 1 – Preventing homelessness and promoting housing options

<b>Action</b>	<b>Action Owner</b>	<b>Action Start Date/ Milestone</b>	<b>Action End Date</b>	<b>Progress</b>	<b>Initiative Status &amp; resources</b>	<b>Further Actions needed?</b>
<b><i>To provide robust customer services and ensure the service meets need</i></b>						
Develop and carry out customer feedback surveys of applicants for housing and homelessness services. Include Housing Options information in the Customer Services Team (CST) 'How have we done?' feedback system.	RCC	April 2016	April 2017	Existing operational experience will help to inform the review.	Within existing resources.	This will depend on the outcome of the review.
Deliver training within the CST to enable them to deliver more front line housing support.	RCC	July 2016	Summer 2017	Some work complete. Review of training needs on-going.	Within existing resources. Envisage CST access to housing system.	Service Level Agreement adopted July 2017. Includes training and quarterly meetings with manager.
Examine the scope and scale of the rent deposit scheme.	RCC	June 2017	Summer 2018	N/A.	To be scoped.	This will depend on the outcome of the review.
Continue to work closely with housing associations regarding tenancy access and sustainment for those with limited financial resources.	RCC / associations	On-going.	On-going	Through Homelessness Forum.	On-going.	These will depend on the issues identified and future changes to resources and benefits.

### Aim 1 – Preventing homelessness and promoting housing options

<i>Action</i>	<i>Action Owner</i>	<i>Action Start Date/ Milestone</i>	<i>Action End Date</i>	<i>Progress</i>	<i>Initiative Status &amp; resources</i>	<i>Further Actions needed?</i>
<b><i>To provide robust customer services and ensure the service meets need</i></b>						
Examine whether other measures are needed to support homeowners in difficulty.	RCC	June 2017	Spring 2019	N/A.	To be scoped.	This will depend on the outcome of the review.
If the Homelessness Reduction Bill is passed, put measures in place to implement it having regard to any relevant statutory guidance.	RCC	TBC	TBC	Dependent upon passage of Bill and its implementation date.	To be scoped.	This will depend upon any final legislation and guidance.



### Aim 2 – Provide targeted support for vulnerable households.

<i>Action</i>	<i>Action Owner</i>	<i>Action Start Date/ Milestone</i>	<i>Action End Date</i>	<i>Progress</i>	<i>Initiative Status &amp; resources</i>	<i>Further Actions needed?</i>
Work with partners to welcome 12 Syrian refugees to Rutland over the next 4 years.	RCC	April 2016	March 2021	SLA drafted Summer 2016. First arrivals November 2016.	Govt. grant available.	Operational action plan in place.
Review services for rough sleepers.	RCC	June 2017	Summer 2018	N/A.	To be scoped.	This will depend on the outcome of the review.


**Aim 2 – Provide targeted support for vulnerable households.**

<b>Action</b>	<b>Action Owner</b>	<b>Action Start Date/ Milestone</b>	<b>Action End Date</b>	<b>Progress</b>	<b>Initiative Status &amp; resources</b>	<b>Further Actions needed?</b>
Review information sharing protocols with statutory agencies to ensure the needs of vulnerable clients are met (for instance, regarding young people, safeguarding, anti-social behaviour and prevention of evictions/homelessness).	RCC	April 2017	September 2019	The Joint Protocol for Homeless 16 and 17 year olds, the Joint Action Group and the Homelessness Forum will help to provide the framework for the review.	Within existing resources.	The detail regarding the number and scope of protocols required will be determined.
Launch a new range of Preventative and Community Support Services, including housing floating support, through a co-design process.	Head of Commissioning	Spring 2016 (tendering)	On-going	Tendering process underway in 2016/17.	New service to commence from 1 April 2017.	Not yet known.
Consider support and options for older people to move to smaller and more sustainable accommodation.	Deputy Director for People	Summer 2015	March 2018	Market Position Statement for Older People's Accommodation appended to the Housing and Homelessness Strategy.	Planning Policy team to consider implications in Local Plan Review.	These will be determined in the light of the Market Position Statement, emerging needs and good practice, taking account of available resources.

### Aim 3 – Sustainable Growth

<b>Action</b>	<b>Action Owner</b>	<b>Action Start Date/ Milestone</b>	<b>Action End Date</b>	<b>Progress</b>	<b>Initiative Status &amp; resources</b>	<b>Further Actions needed?</b>
Adopt a revised Local Plan to help meet a wide range of local housing needs and to promote economic growth.	Planning Policy Manager	Summer 2015	Late 2018.	Issues & Options consultation completed.	Preparing for Preferred Options consultation in mid 2017.	Local Development Scheme (timetable) being revised and budget requirements under consideration.
Continue to provide advice to Neighbourhood Plan groups for the need of different types of housing, including affordable housing.	Planning Policy Manager	On-going	On-going	Advice on affordable housing needs provided to a number of groups.	Housing Strategy team provides advice to NP groups.	Ensure this approach is embedded.
To consider our approach to custom build housing.	Planning Policy Manager	October 2016	Late 2018	Register in place.	New regulations from 31/10/16.	Approach for bringing serviced plots forward & whether a local connection is required.
To update the evidence base regarding viability, dwelling mix and accessibility standards.	Planning Policy Manager	Summer 2015	31/12/17	Whole Plan Viability Study.	Resources available to produce evidence.	Include older people's housing & 1 bed homes for people of working age. Test market deliverability through Whole Plan Viability Study.

### Aim 3 – Sustainable Growth

<b>Action</b>	<b>Action Owner</b>	<b>Action Start Date/ Milestone</b>	<b>Action End Date</b>	<b>Progress</b>	<b>Initiative Status &amp; resources</b>	<b>Further Actions needed?</b>
Create at least 40 more affordable homes per annum, to include all forms of affordable housing. At least 20 of these should be rented affordable homes (including 'rent to buy').	Director of Places (D&E)	On-going	On-going	Average of 33 affordable homes per year 2012-17, of which two-thirds rented.	Developer contributions & HCA funding. Reduced resources for rented going forward.	Whole Plan Viability Study commissioned. Local Plan Review due to be adopted in 2018.
 develop priorities and a programme for the spending of commuted sums for affordable housing.	Director of Places (D&E)	Spring 2016	Autumn 2017	Planning Obligations SPD 2012 sets out broad criteria.	Commuted sums through section 106 agreements.	Consideration of detailed priorities and the Council's role in enabling its delivery.

#### Aim 4 – Ensure existing homes are fit-for-purpose

<b>Action</b>	<b>Action Owner</b>	<b>Action Start Date/ Milestone</b>	<b>Action End Date</b>	<b>Progress</b>	<b>Initiative Status &amp; resources</b>	<b>Further Actions needed?</b>
Completion of the targeted investment programme in concrete dwellings following the housing stock transfer in 2009.	Spire Homes	2009 (stock transfer)	31/3/18	A number of sites have been refurbished.	Spire Homes is putting funding in place.	Some refurbishment work is linked to planning applications for adjacent areas.
Update the Council's private sector housing policies.	Director of Places (P&T)	31/3/19	31/12/19	To be scoped.	To be scoped.	To be scoped.
Reduce the number of properties vacant in Rutland for more than 6 months by 15% (from a 31 March 2016 baseline).	Director of Places (P&T)	31/3/16	31/3/19	A year by year comparison will be available after 31 March 2017.	Support is provided by a specialist Empty Homes Officer through a shared service.	To be determined.
Produce and submit the Council's second Home Energy Conservation Act Progress Report on 31/3/17, 31/3/19 and 31/3/21, including targets to combat fuel poverty.	Director of Places (D&E)	1/8/16	31/3/19	First Progress Report has been submitted. Second Progress Report under preparation.	Resources in place to produce document and deliver Council's actions.	Finalisation of second Progress Report.  Submission of Progress Reports by the target dates.

## APPENDIX 2

### Criteria for the self-build and custom housebuilding register

The Council has a register for people who are seeking to buy a serviced plot of land for custom or self-build housing in Rutland (“the custom build register”), as required by the Self-build and Custom Housebuilding Act 2015.

A person or association is eligible for entry under Government regulations if the person / association’s membership:

- is aged 18 or over AND
- is (or consists of people who are) a British citizen, a national of an EEA State, or a national of Switzerland AND
- pays any fee required to join and remain on the custom build register AND
- passes any relevant test of financial resources which the Council may have imposed AND
- is seeking (either alone or with others) to acquire a serviced plot of land in Rutland to build a house to occupy as that individual’s sole or main residence.

### Additional local connection criteria, which have to be met for applicants to be placed on Part 1 of the custom build register

New regulations in October 2016 permitted a local connection criterion for the custom build register, which the Council is introducing through its Housing and Homelessness Strategy 2017-22. Applicants who meet the criteria in the bullet points above are eligible for Part 2 of the custom build register. Those who also meet the local connection criteria below are eligible instead for Part 1;

- They have lived and/or to have been in paid employment in Rutland for the preceding year, or for a total of three years out of the preceding five years OR
- They have an immediate family member who has lived in Rutland for the past three years. (Immediate family means a parent, child or sibling. Step and half relatives count as full relatives.) OR
- They (or another household member, to include cases of bereavement but not lodgers) are in the service of the regular or reserve armed forces of the Crown or where their application was made within five years of discharge.

These criteria are a simplified version of those used for entry to the Council’s housing register for affordable housing. ‘Paid employment’ is defined as having been in paid employment (not necessarily permanent) in Rutland for the relevant period, for at least 16 hours per week on average, with a common sense approach taken regarding brief periods of unemployment. For avoidance of doubt, in the unlikely event that the Housing & Homelessness Strategy 2017-22 is not replaced in a timely way, these criteria will remain in force unless specifically revoked or amended.

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