



Notice of a public meeting of

Executive

To: Councillors Carr (Chair), Gillies, Lisle, Orrell, Rawlings, Reid, Runciman and Waller

Date: Wednesday 15 November 2017

Time: 5.30 pm

Venue: The George Hudson Board Room - 1st Floor West Offices (F045)

AGENDA

Notice to Members – Post Decision Calling In:

Members are reminded that, should they wish to call in any item* on this agenda, notice must be given to Democracy Support Group by **4:00 pm on Friday 17 November 2017**.

*With the exception of matters that have been the subject of a previous call in, require Full Council approval or are urgent which are not subject to the call-in provisions. Any called in items will be considered by the Customer and Corporate Services Scrutiny Management Committee.

1. Declarations of Interest

At this point, Members are asked to declare:

- any personal interests not included on the Register of Interests
- any prejudicial interests or
- any disclosable pecuniary interests

which they may have in respect of business on this agenda.

2. Exclusion of Press and Public

To consider the exclusion of the press and public from the meeting during consideration of the following:

Annex 6 to Agenda Item 11 on the grounds that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). This information is classed as exempt under paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

3. Minutes (Pages 1 - 12)

To approve and sign the minutes of the last Executive meeting held on 19 October 2017.

4. Public Participation

At this point in the meeting members of the public who have registered to speak can do so. The deadline for registering is **5.00pm** on **Tuesday 14 November 2017**. Members of the public can speak on agenda items or matters within the remit of the committee.

To register to speak please contact the Democracy Officer for the meeting, on the details at the foot of the agenda.

Filming, Recording or Webcasting Meetings

"Please note this meeting will be filmed and webcast and that includes any registered public speakers, who have given their permission. This broadcast can be viewed at <http://www.york.gov.uk/webcasts>.

Residents are welcome to photograph, film or record Councillors and Officers at all meetings open to the press and public. This includes the use of social media reporting, i.e. tweeting. Anyone wishing to film, record or take photos at any public meeting should contact the Democracy Officer (whose contact details are at the foot of this agenda) in advance of the meeting.

The Council's protocol on Webcasting, Filming & Recording of Meetings ensures that these practices are carried out in a manner both respectful to the conduct of the meeting and all those present. It can be viewed at

http://www.york.gov.uk/download/downloads/id/11406/protocol_for_webcasting_filming_and_recording_of_council_meetings_20160809.pdf

5. Forward Plan (Pages 13 - 18)

To receive details of those items that are listed on the Forward Plan for the next two Executive meetings.

6. New Council Homes – Newbury Avenue and Chaloners Road
(Pages 19 - 30)

The Assistant Director for Housing & Community Safety to present a report which provides an update on the proposal to develop new council housing for rent on two council-owned garage courts at Newbury Avenue and Chaloners Road.

7. Refresh of Housing Revenue Account Business Plan
(Pages 31 - 112)

The Assistant Director for Housing & Community Safety to present a report which provides an overview of the revised Housing Revenue Account (HRA) Business Plan for the next 30 years and provides detail of the key priorities for the next five years, including the investment fund to support the delivery of more affordable new homes.

8. Capital Programme - Monitor 2 2017/18
(Pages 113 - 128)

The Deputy Chief Executive & Director of Customer & Corporate Services to present a report which sets out the projected outturn position for 2017/18 including any under/over spends and adjustments, along with requests to re-profile budgets to/from current and future years.

**9. 2017/18 Finance and Performance Monitor
Quarter 2**
(Pages 129 - 160)

The Deputy Chief Executive & Director of Customer & Corporate Services to present a report which provides details of the overall finance and performance position for the period covering 1 July 20 to 30 September 2017, together with an overview of any emerging issues.

**10. Treasury Management Mid Year Review and Prudential
Indicators 2017/18**
(Pages 161 - 176)

The Deputy Chief Executive & Director of Customer & Corporate Services to present a report which provides a mid year update on treasury management activities.

11. York Central – Preferred Access Route and Preparation for Planning

(Pages 177 - 348)

The Assistant Director of Regeneration and Asset Management to present a report which outlines the progress to date, particularly the recent public consultation on access options. The results of the consultation exercise and an analysis of the options are set out in the report and are accompanied by York Central Partnership's recommended access option paper with a view to adopting this route and integrating this into the developing masterplan.

12. Urgent Business

Any other business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officer:

Name: Fiona Young

Contact details:

- Telephone – (01904) 551027
- E-mail – fiona.young@york.gov.uk

For more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

**Ta informacja może być dostarczona w twoim
własnym języku. (Polish)**

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ (Urdu)

 (01904) 551550

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City of York Council

Committee Minutes

| | |
|---------------|---|
| Meeting | Executive |
| Date | 19 October 2017 |
| Present | Councillors Carr (Chair), Gillies, Lisle, Orrell, Rawlings, Reid, Runciman and Waller |
| In Attendance | Councillors D'Agorne and Looker |

64. Declarations of Interest

Members were asked to declare, at this point in the meeting, any personal interests, not included on the Register of Interests, or any prejudicial or disclosable pecuniary interests they may have in respect of business on the agenda. No additional interests were declared.

65. Exclusion of Press and Public

Resolved: That the press and public be excluded from the meeting during consideration of Annex 4 to agenda item 10 on the grounds that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). This information is classed as exempt under Paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by the Local Government (Access to Information) (Variation) Order 2006).

66. Public Participation

It was reported that there had been 3 registrations to speak at the meeting under the Council's Public Participation Scheme and that 3 Members of Council had also requested to speak. The registrations were in respect of the following items:

Minerals and Waste Joint Plan

Kit Bennett stated he had previously made representations and raised concerns regarding a number of the proposed

amendments outlined within the report, namely PC 62, 63, 66, 70, 79 and 80 which he perceived had been disregarded. He stated that whilst these amendments were presented as minor changes, they would increase the vulnerability of the Local Plan to the harmful effects of unconventional hydrocarbon development, including fracking.

He asked that the amendments to PC 62, 63, 66, 70 and 80 be reversed, as the previous version was clearer and offered better protection from harmful environmental effects. This could be done without the need for further consultation as the previous version of the Plan had been consulted on. He stated that by doing this, the Council could protect our region from misleading definitions of fracking and unconventional hydrocarbons,

Mr Bennett referred to concerns as to buffer zones around homes not being large enough, the lack of buffer zones around Sites of Special Scientific Interest (SSSIs), the wording of the plan not being strong enough around hydrocarbon development, and a lack of consideration of climate change.

He perceived that none of these concerns were taken into account and the amendments made and were listed as minor changes, could make the area more vulnerable to unconventional hydrocarbon development .

Mr Bennett felt that the officer responses in Annex B of the documents on the agenda did not address the issues he raised. He stated that he was aware that this issue had been discussed at the Local Plan Working Group (LPWG) and he was glad to see the Head of Strategic Planning give some clarification regarding the Infrastructure Act definition not being adopted in this Plan. However he added that it was still vital to clarify what was meant by conventional and unconventional resources as put in PC 62, as this would leave the region very vulnerable to fracking under the guise of not fracking

Disposal of Willow House

- Councillor Craghill asked that this item be deferred for further consideration, raising concerns as to the protection of land adjacent to Walmgate Bar currently used as public open space.

Further concerns were raised over the decision making process regarding the choice of bid. Councillor Craghill questioned why it was necessary to accept the highest bid, given that from her analysis of capital sales, it appeared that the £4m target for the Older Persons' Accommodation Programme had already been exceeded.

She added that the area was saturated with student accommodation, and there was a need for further consideration to evaluate the impact on local residents and on council priorities, as it appeared that priority was being placed on the provision of student accommodation over care beds.

- Councillor Flinders referred to the lack of green spaces within the City and highlighted that many people within the Walmgate area lived in flats and terraced gardens that did not have large gardens. He added that the land adjacent to Walmgate Barr was well used by residents and referred to research on the positive impact that proximity to green space in urban areas had on mental health.

He highlighted that a recent event had been attended by ward councillors and 30 local residents who opposed the sale of the green space.

Councillor Flinders stated that whilst he recognised the need to recycle council assets and did not oppose the sale of Willow House, there had to be a balance. He concluded that the sale of this important green space would adversely affect the community and asked that the decision be deferred to evaluate alternative options.

- Councillor Pavlovic asked why the Council was not prioritising the building of social housing on this and other sites as they became available, given York's housing needs.

Councillor Pavlovic stated that if it was not possible to build social housing on the site, then the next best option would be for older persons' accommodation. He expressed surprise that only £995k in capital receipts had been accrued from the sales of other care homes, given the sale prices of £1.8 m for Oliver House and £1.6 m for Grove House. He asked for an explanation for the differences between these sums and the £995k outlined in the Capital Programme.

He referred to the recent planning application for the re-development of the Carlton Tavern and the proposal for a care home which identified a shortfall of 672 care home beds within the City by 2020. Councillor Pavlovic concluded that the Council had missed a key opportunity to deliver key objectives and provide care home bids, by rejecting a from a reputable provider that was £500k less than the recommended bid within the report.

York Central Access Road

Benjamin Hall, a resident and member of Friends of Holgate Community Garden, referred to the essential green space within a thriving community which would be devastated if the Southern option access route be forward by the York Central Partnership to the Executive for decision.

He stated that there had been overwhelming objection to this option during the consultation, further demonstrated by an online petition to save the Holgate Community Garden which had received 1,200 signatures and the recent 'Make Some Noise' event. He asked that the Council and Partnership take note of this community feeling and that the Southern option be rejected.

Mr Hall added that the second aim of the community organisation was to safeguard the garden and park for future generations. With the threat of the road removed, Holgate Community Gardens would need to be protected. This would mean removal from the Local Plan Development site and steps taken to recognise it as an asset.

Matters Within the Remit of the Committee

Louise Ennis stated that she was representing members of the public and heritage planning professionals, who wished to express concerns as to irregularities that questioned the legitimacy of the planning decision taken regarding the Carlton Tavern on 18 October 2017. These related particularly to Principles A and B of the Council's Code of Governance.

Ms Ennis stated that there had been minimal consultation prior to the decision and that key evidence had been missing and misinformation uncorrected during the meeting. She added that scrutiny should be applied to the Committee's composition and

expressed concerns as to the process which affected a finely balanced outcome. She stated that she was representing strong calls for a review and annulment of the decision pending a further vote with full membership of the committee once key evidence had been provided. She also highlighted that concerns from a number of individuals and organisations are likely to lead to a judicial review.

67. Minutes

Resolved: That the minutes of the last Executive meeting held on 28 September 2017 be approved and then signed by the Chair as a correct record.

68. Forward Plan

Members received and noted details of the items that were on the Forward Plan for the next two Executive meetings, at the time the agenda had been published.

69. Future Management of Allotments

Members considered a report which sought an Executive decision to grant a seven year lease to York Allotments Charitable Incorporated Organisation.

It was noted that the Charity could not dispose of any land either by sale or to lease to another party so if a site became non-viable, the land would remain vacant for the period of the lease. Alternatively, if issues were identified through the 18 month and 2 year performance reviews, Council officers would work with the Charity to find a solution or for the land to be given back to the Council and taken out of the lease.

Trustees would be re-elected at their first Annual General Meeting and periodically after that on a rolling programme.

Resolved: That the Executive agree Option 1- to grant a lease of the Council-owned allotment sites in York listed at paragraph 5 of this report to York Allotments Charitable Incorporated Organisation (YACIO), for a term of 7 years, at a peppercorn rent, in accordance with the terms as set out in the Council's Asset Transfer Policy.

Reason: To harness the talents and energies of the community and to allow tenants to have a direct say in the day to day management of the service.

70. Upper and Nether Poppleton Neighbourhood Plan – Referendum Result and Adoption

Members considered a report which considered the results of the Upper and Nether Poppleton Neighbourhood Plan referendum.

It was noted that there had been a good turnout at the referendum, which was supported by 91.3% of the turnout.

The significant work undertaken by the Neighbourhood Planning Group in Poppleton was acknowledged and both Members and officers placed on record their thanks to the Group.

Resolved: That the Executive:

- a. Note the results of the referendum and formally 'makes' the Upper and Nether Poppleton Neighbourhood Plan; and
- b. Approve the Decision Statement attached at Annex B to this report, to be published in accordance with Regulation 19 of the Neighbourhood Planning (General) Regulations 2012 (as amended).

Reason: To allow the Neighbourhood Plan to progress in line with neighbourhood planning legislation.

71. Minerals and Waste Joint Plan - Submission

[See also Part B Minutes]

Members considered a report which provided an update on the outcomes of the consultation on the Addendum of Proposed Changes to the Minerals and Waste Joint Plan. Members were asked to recommend that Full Council approve the Submission Draft (the Publication Draft) and the accompanying Addendum of Proposed Changes together with representations received thereon for submission for Examination.

During discussion of the item, officers were requested to provide written responses to the points raised by the speakers for consideration at the meeting of full Council on 26 October 2017.

Resolved: That the Executive note the representations received on the Addendum of Proposed Changes Minerals and Waste Joint Plan for North Yorkshire, York and the North York Moors National Park.

Reason: So that a National Planning Policy Framework compliant Joint Waste and Minerals Plan can be progressed.

Action Required

Provide written responses to the points raised by speakers for consideration at the meeting of full Council on 26 October 2017

MG

72. Community Stadium Project Report

The Deputy Chief Executive/Director of Customer and Corporate Services presented a report which was a concluding update on the progress of the Community Stadium and Leisure Facilities Project since the last Executive report in July 2017.

The report outlined significant progress since July 2017, identified a new risk highlighted at paragraph 16 of the report, and confirmed that all necessary legal agreements were expected to be entered into in the near future.

Members were reassured that any material changes would be reported back to Executive at the earliest opportunity.

Resolved: That the Executive:

- a. Notes the contents of the report and the progress made since the last report brought to Executive in July 2017; and
- b. Notes and accepts the new risk highlighted on the Commercial Development Capital Land Receipt, as per the details set out at paragraph 16 of the report.

Reason: To progress with the Project and enter into all necessary legal agreements at Financial Close to deliver the New Stadium and Leisure Centre (NSLC) and operation by Greenwich Leisure Ltd of the NSLC and the city's wider existing leisure facilities.

73. Disposal of Willow House, Walmgate, York

The Director of Economy and Place to presented a report which sought an Executive decision to dispose of the former Older Persons Home at Willow House to the highest bidder.

With regards to concerns over the loss of public green space, it was highlighted that the Executive decision taken on 29 November 2016 included this space and not called in for scrutiny. It was not a public space as defined by legislation and was required in part by the developer in respect of the proposals. With regards to public open space within the City and sustainable urban drainage, these were both matters that would be considered through the planning process should the sale go ahead.

It was noted that the Programme Director of the Older Persons' Accommodation Programme would be requested to provide Councillor Pavlovic with responses to his questions concerning funding arrangements raised earlier in the meeting.

It was noted that there was significant pressure around student accommodation within the City, which this proposal if agreed and successful through the planning process, would alleviate.

In relation to capital receipts, it was noted that a number of related schemes and funding would be considered as part of the forthcoming Capital Monitor report to Executive.

Resolved: That the Executive approves the sale of Willow House to Empiric PLC as the highest bidder for Willow House.

Reason: To achieve the best consideration for the Willow House site, and facilitate investment in the Older Persons Accommodation Programme.

Action Required

The Programme Director of the Older Persons' Accommodation Programme be requested to provide Councillor Pavlovic with responses to his questions concerning funding arrangements

NF, RW

PART B - MATTERS REFERRED TO COUNCIL

74. Minerals and Waste Joint Plan - Submission

[See also Part A minute]

Members considered a report which provided an update on the outcomes of the consultation on the Addendum of Proposed Changes to the Minerals and Waste Joint Plan. It was noted that a total of 143 specific comments from 36 respondents had been received.

If the Plan and Addendum were submitted to the Secretary of State for the purposes of examination as recommended, it was anticipated that this process would begin in early 2018.

The issues within the report had been debated at the meeting of the Local Plan Working Group (LPWG) on 12 October 2017. Responses had been given to the speakers at the meeting and the draft minutes had been circulated to the Executive for information.

Two additional recommendations were proposed to those outlined in the report, namely:-

1. That the Director of Economy and Place in consultation with the Executive Member for Transport and Planning be authorised to make non-substantive editorial changes to the Submission Draft and other supporting documents proposed to be submitted alongside the Plan; and
2. That the Director of Economy and Place in consultation with the Executive Member for Transport and Planning be authorised to agree any further or revised responses or proposed changes during the Examination period.

An amendment to include 'in consultation with the Interim Deputy Leader and Executive Member for Environment' was proposed. The additional recommendations, as amended, were agreed.

A member raised issue with the draft minutes of the LPWG referring to a minimum separation distance of 500 m being considered reasonable. The LPWG had agreed that, given government guidelines, 500 m would be accepted. This clarification was acknowledged and it was accepted that the minutes would be submitted to the next meeting of the LPWG for approval and they would have the opportunity to amend.

As to whether potential drilling could be 500 m from potential as well as existing properties, it was noted that if applications were in for that type of activity, the fact allocations existed in the Local Plan would be a material consideration in its' assessment. Whether that would overrule the proposal, would depend on what stage the Plan was at and how solid and significant those allocations were to the Plan. The construction of the Local Plan for York meant that most of the big strategic allocations would have to go ahead for the Plan to succeed, so that would be a significant material consideration.

As to whether drilling could take place within 500 m of a proposed strategic site, it was stated that the approach to the Local Plan sought to avoid over allocation in order to protect the character and setting of York. Given that the bigger allocations were all significant, this would give reason to resist applications for fracking. However, an absolute guarantee could not be given.

It was confirmed that there had been no changes to the proposals presented to the LPWG. The Plan had been through considerable stages of development and if changes were to be made, partner organisations may not agree and it was likely that further consultation would have to be undertaken, which would delay progression of the document. The other authorities involved were keen to get a framework in place at the earliest opportunity to judge any potential applications.

If central government were to change national policy and suggest a wider buffer zone at the examination stage, it would be drawn to the examiner's attention and the Council would seek to implement changes in policy. If after examination, there would be an opportunity at the review stage of the Joint Plan to incorporate any changes in national policy.

If national policy changes and the Joint Plan becomes out of line with that, then the new national policy will be a material consideration in determining applications.

With regards to radiation, it was clarified that naturally occurring radioactive materials (NORM) were present in the ground and it would be the elements that would come up with the flow back fluid that would have levels of NORM. The Environment Agency and other regulators would be party to the information from analysis of that NORM and the fluid would be subject to treatment process if the NORM was at a level that required treatment.

Officers were requested to provide a written response to the points raised by the speaker for consideration at the meeting of full Council on 26 October 2017.

Executive noted the representations received on the Addendum of Proposed Changes Minerals and Waste Joint Plan for North Yorkshire, York and the North York Moors National Park. It was:-

Recommended:

1. That Full Council approve the Submission Draft of the Minerals and Waste Joint Plan for York, North Yorkshire and North York Moors National Park (comprising the Publication draft Plan (2016) accompanied by the Addendum of Proposed Changes (2017) for submission for examination;

2. The Director of Economy and Place in consultation with the Executive Member for Transport and Planning and Interim Deputy Leader & Executive Member for Environment , be authorised to make non-substantive editorial changes to the Submission Draft and other supporting documents proposed to be submitted alongside the Plan; and
3. The Director of Economy and Place in consultation with the Executive Member for Transport and Planning and Interim Deputy Leader & Executive Member for Environment , be authorised to agree any further or revised responses or proposed changes during the Examination period.

Reason:

So that a National Planning Policy Framework compliant Joint Waste and Minerals Plan can be progressed.

Action Required

Refer to Council

CT

Cllr D Carr, Chair

[The meeting started at 5.30 pm and finished at 7.00 pm].

Forward Plan: Executive Meeting: 19 October 2017

Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 7 December 2017

| Title and Description | Author | Portfolio Holder |
|--|------------------------------|--|
| <p>Annual Discretionary Rate Relief To approve any new awards of discretionary rate relief for the period 2018-2020.</p> <p>Executive will be asked to: Consider any new applications against budget available and approve any new awards.</p> | David Walker | Executive Leader (incorporating Finance & Performance) |
| <p>Review of Fees and Charges To seek approval to increase a range of the council's fees and charges with effect from 1st January 2018.</p> <p>Executive will be asked to: Approve an option to increase the relevant fees and charges as set out in the report annexes to enable the Council to effectively manage its budget.</p> | Helen Mallam | Executive Leader (incorporating Finance & Performance) |
| <p>Lord Mayoralty Nomination 2018/19 To consider and approve the allocation of points for the nomination of the Lord Mayor for 2018/19.</p> <p>Executive will be asked to: Approve the proposed allocation of points.</p> | Dawn Steel | Executive Member for Economic Development & Community Engagement |
| <p>Future Operation of Rowntree Park Lodge and Park Purpose of report:</p> <p>To consider future uses of Rowntree Park lodge and how these uses relate to the park.</p> <p>Executive will be asked to: Consider a range of options for officers to work up into detailed proposals.</p> | Nick Collins / Dave Meigh | Executive Member for Culture, Leisure & Tourism |

Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 7 December 2017 (continued)

| Title and Description | Author | Portfolio Holder |
|--|---|---|
| <p>Procurement of ICT Managed Services - A Strategic Approach Purpose of Report: This paper will describe and seek approval for the proposed approach to procurement of the ICT managed services contract.</p> <p>The council's current contract for the managed service expires in 2018, and the new contract will look to procure services that includes but are not restricted to the design, management and support of the corporate (and some partners) voice, data and wireless estate. The scope of the current contract includes the fibre backbone connectivity within the City.</p> <p>The proposal will include Harrogate Borough Council (HBC) as joint client on the contract. This approach is to be discussed and agreed at HBC's Cabinet on October 18th 2017.</p> <p>Executive are asked to: approve the proposed approach to procurement of the ICT managed services contract.</p> | <p>Roy Grant</p> | <p>Executive Leader (incorporating Finance & Performance)</p> |
| <p>Delivering Health & Well-being Facilities for York: Sports Pitches at the Askham Estate and a Health Hub at Burnholme This report will seek consent for investment in and preparation and submission of the planning applications to deliver sports pitches and related facilities on land at the Askham Estate and seek agreement to dispose of land at Burnholme to facilitate the provision of a health hub on the site.</p> <p>Executive will be asked to: Give consent for investment in and preparation and submission of the planning applications to deliver sports pitches and related facilities on land at the Askham Estate and seek agreement to dispose of land at Burnholme to facilitate the provision of a health hub on the site.</p> | <p>Vicky Japes / Roy Wallington</p> | <p>Executive Member for Adult Social Care & Health</p> |

Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 7 December 2017 (continued)

| Title and Description | Author | Portfolio Holder |
|--|----------------|---|
| <p>A Further Phase of the Older Persons' Accommodation Programme: deciding the future of Windsor House Older Persons' Home</p> <p>To provide Members with the results of the consultation undertaken with the residents, relatives and staff of Windsor House residential care home to explore the option to close the home with current residents moving to alternative accommodation, and for Members to make a decision about whether to close Windsor House. The context for this decision is that the Older Persons Accommodation Programme aims to meet people's changing needs for accommodation with care, and in-particular the needs of those with dementia and the demographic challenges faced by the city, through delivering additional Extra Care accommodation and new, good quality, residential and nursing care accommodation.</p> <p>Executive will be asked to: Make a decision about whether to close Windsor House residential care home and, if a decision is made to close it, require that residents' moves to their new homes are carefully planned and managed in line with the Moving Homes Safely protocol. Should a decision to close be made, the report will also seek agreement for the future use of the site.</p> | Roy Wallington | Executive Member for Adult Social Care & Health |
| <p>Securing a Sustainable Future for Haxby Hall Older Person's Home</p> <p>To provide information on the consultation undertaken with care providers, residents, relatives and staff on the option to transfer Haxby Hall older persons' home into the ownership and management of a partner organisation and, following transfer, for improved accommodation to be developed on the site.</p> <p>Executive will be asked to: Decide if the Council should procure a partner to take on this opportunity.</p> | Roy Wallington | Executive Member for Adult Social Care & Health |

Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 7 December 2017 (continued)

| Title and Description | Author | Portfolio Holder |
|--|-----------------|---|
| <p>Submission of Application for 100% Business Rates Retention Pilot in 2018/19 Purpose of Report: To inform members of the decision to submit an application to DCLG for 100% Business Rates Retention Pilot in 2018/19 with the Leeds City Region Pool.</p> <p>Executive are asked to: Approve the Council's inclusion in the 100% Business Rate Retention Pilot in 2018/19, should the submission be successful.</p> | Sarah Kirby | Executive Leader (incorporating Finance & Performance) |
| <p>Veritau and Veritau North Yorkshire (VNY) Company Changes Purpose of Report: To consider the business case to convert Veritau Limited into a single trading company providing services to its six member councils.</p> <p>Executive is asked to: Consider the business case for the reorganisation and decide whether to formally agree to the proposed changes.</p> | Debbie Mitchell | Executive Leader (incorporating Finance & Performance) |
| <p>Purple Flag Purpose of Report: To ask Council officers to (i) make contact with the Business Improvement District, Make It York, and North Yorkshire Police to start exploring an application for Purple Flag status for York city centre; and (ii) report back within three months to the Executive with an analysis of the costs, risks, and benefits of an application.</p> <p>Executive will be asked to: Continue the multi-agency work aligned to addressing issues relating to safety and economic growth within the city with a view to strengthening the relationship between Make It York, York BID, Safer York Partnership and the Health & Wellbeing Board. Ensure that the principles of the Purple Flag accreditation are imbedded within relevant high level strategies including the Community Safety plan.</p> | Jane Mowat | Executive Member for Housing & Safer Neighbourhoods |

Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 7 December 2017 (continued)

| Title and Description | Author | Portfolio Holder |
|---|---------------|---|
| <p>Housing Delivery Programme Purpose of report: To update members on work undertaken in establishing a programme of direct housing delivery on council owned land assets.</p> <p>What will the report ask Members to do: This report will ask Executive to consider housing development opportunities and the appropriate method of delivery.</p> | Tracey Carter | Executive Member for Housing & Safer Neighbourhoods |

There are currently no items scheduled for the meeting of the Executive on 25 January 2018

Table 2: Items Slipped on the Forward Plan

| Title & Description | Author | Portfolio Holder | Original Date | Revised Date | Reason for Slippage |
|---|----------------|---|---------------|--------------|--|
| <p>Delivering Health & Wellbeing Facilities for York: Sports Pitches at the Askham Estate and a Health Hub at Burnholme</p> <p>For details see Table 1 above</p> | Roy Wallington | Executive Member for Adult Social Care & Health | 19/10/17 | 7/12/17 | To enable our partners to complete consultation on the health centre proposals for Burnholme and we can progress costed plans for the football pitches at Ashfield estate. |
| <p>Housing Register and Allocations</p> <p>Purpose of Report: To agree the future direction in respect of access to / allocation of social housing.</p> <p>The Executive Member will be asked to (i) Agree the direction regarding remaining with North Yorkshire Home Choice or introducing a York system; and (ii) Agree allocation policy</p> | Becky Ward | Executive Member for Housing & Safer Neighbourhoods | 7/12/17 | 15/2/18 | To allow for the statutory consultation period. |



Executive**15 November 2017**

Report of the Assistant Director of Housing and Community Safety

Portfolio of the Executive Member for Housing and Safer Neighbourhoods**New Council Homes – Newbury Avenue and Chaloners Road****Summary**

1. This report provides an update on the proposal to develop new council housing for rent on two council-owned garage courts at Newbury Avenue and Chaloners Road.
2. The report seeks the approval of the Executive for a development of bungalows at Newbury Avenue and houses at Chaloners Road that will be owned and managed through the Housing Revenue Account

Recommendations

3. Executive are asked to approve the proposal to build new bungalows at Newbury Avenue and new houses at Chaloners Road, as detailed in this report.
4. Reason: To bring forward two new developments of much needed affordable housing for rent as part of the Council's housebuilding programme

Background

5. In May 2015, the Council's Cabinet approved proposals for 9 apartments to be built on Council-owned garage court land off Newbury Avenue in York. The scheme received planning consent but, in response to local resident concerns about the height and massing of a building of nine apartments, and concerns about car parking and access to the site, the Executive requested Officers to bring forward alternative schemes.

6. Planning approval for 6 apartments and 2 houses was granted on Council-owned garage court land on Chaloners Road in August 2014, following earlier Cabinet approval to include the site in the wider new council housing build programme. However, in June 2016, the contractor appointed to deliver the scheme advised that they no longer wished to undertake the development. This was prior to work starting on site and has led to a re-appraisal of the development proposals.

Analysis

Newbury Avenue

7. Through work with the architect and then in detailed consultation with Development Management colleagues the original proposal was revised to 5 bungalows but built to larger space/ accessibility standards which, it was agreed, would be better suited to this site.
8. Discussion with housing colleagues has confirmed too that opportunities to provide bungalows in York which are built to wheelchair accessible and future adaptability standards are quite rare, and so development of 5 such bungalows in this location is very much welcomed.
9. Development of bungalows for older people fits in well with the CYC Older Persons Accommodation Programme. Discussion with CYC Housing Management concludes that bungalows are in very short supply in this area, especially to meet adaptable needs, and a new supply would be very advantageous.
10. The Housing Waiting List informs us that 70 people need a 1 bed bungalow and 19 require a 2 bed bungalow. There is an assessed need for adaptations within a bungalow for 21 people on the Housing Waiting List. 14 of those are for 1 bed, 6 for 2 beds and 1 for 3 beds. 1 beds are therefore favoured over 2 beds, and the preferred scheme at Newbury Avenue is for 5 x 1 bed bungalows, built to accessible standards.
11. Following the appointment of new framework architects in June 2017 the original proposals were amended during detailed design discussions in order to deliver 5 x 1 bedroom bungalows. These are designed to be accessible to older people and people with disabilities, and also to wheelchair accessible standards. They will also allow adaptation of the dwellings to meet the changing needs of the occupants over time.

12. The proposals have been drawn up in detail, together with a Feasibility Report and required survey findings, in order to submit to CYC for planning approval. It is proposed that the planning application for 5 bungalows will be submitted as soon as possible, but approval is sought in this report for a 'development of bungalows' in order to allow some flexibility on the final design/ numbers in the unlikely event that the proposals need further revision as they go through the planning and consultation process.

Chaloners Road

13. The building contractor appointed to deliver the previously approved scheme of 6 apartments and 2 houses withdrew from the development in June 2016 prior to any work starting on the site.
14. Since then Officers have reviewed the scheme proposals and have also been negotiating with Northern Power Grid for the relocation of an electricity sub-station on the site. This is necessary before any redevelopment can take place. A new sub-station has now been built and the de-commissioning of the original one is expected to begin in the autumn, date still to be confirmed by Northern Power Grid.
15. With the building contractor withdrawing from the project, the opportunity arose to look again at local housing priorities and the site suitability for a small development of houses. New build council housing schemes at Lindsey Avenue, Hewley Avenue and Fenwick Street have been completed and have provided much needed 1 and 2 bedroom apartment housing, but there is also a significant need for 2 bed family housing, and the Chaloners Road site lends itself well to this.
16. Using the same 2017 Framework Agreement a proposed development of 6 x 2 bed semi detached houses has been designed and, with Executive Member approval, this will be submitted as a planning application. However, in the unlikely event that the proposals need further revision, approval is sought in this report for a 'development of houses' in order to allow some flexibility in the final design should this be necessary.

Options

17. Option One – To approve the proposals in this paper for the bungalow development scheme at Newbury Avenue, and the development of houses at Chaloners Road as detailed above.
18. Option Two – To amend or reject one or both of the proposals presented in this paper for the development of new homes at Newbury Avenue and Chaloners Road.

Council Plan

19. The proposals link and support the key priorities within the Council Plan, as follows :-
 - **a prosperous city for all** - where local businesses can thrive and residents have good quality jobs, housing and opportunities
 - **a focus on frontline services** - to ensure all residents, particularly the least advantaged, can access reliable services and community facilities
 - **a council that listens to residents** - to ensure it delivers the services they want and works in partnership with local communities.

Implications

20. The implications arising from this report are as follows :-

Financial – The revised scheme costs at Chaloners Road and Newbury Avenue can be contained within the budgets agreed by Executive of £1,409k and £1,125k respectively. The schemes are funded from a combination of HRA investment reserve and eligible right to buy receipts and other housing capital receipts.

Human Resources (HR) – None

Equalities/ One Planet Council – Both development proposals embrace the One Planet principles of renewable energy and sustainable design. If approved and built they will provide much needed affordable housing for York people currently living in unsuitable accommodation. They will be available to young families (Chaloners) and older people (Newbury), and will be built with accessibility and lifetime adaptability in mind. There is easy access to local services, public transport, cycling and walking.

Legal – None

Crime and Disorder – None

Information Technology (IT) – None

Property – None

Risk Management - Both development sites have previously been granted planning permission at Planning Committee and, therefore, the principle of residential development has been accepted in principle. The risk of refusal at Planning Committee is therefore low.

Previous design and planning fees have now been superseded. It is not expected that original scheme budget costs will be exceeded.

Contact Details

Author:

Derek Gauld
Housing Development
Manager
Tel No. 01904 551470

Chief Officers Responsible for the report:

Tom Brittain, Asst Director for Housing &
Community Safety
Tel No. 01904 551262

**Report
Approved**



Date 3/11/2017

Wards Affected: Westfield, Dringhouses and
Woodthorpe

All



For further information please contact the author of the report

Annex

Annex A - One Planet York Better Decision Making Tool

Background Papers

- 25th June 2015 Executive Report – New Council Housing and approval for development at Ordnance Lane
- 29th September 2016 Executive Report – New Council Homes – Newbury Avenue

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The 'Better Decision Making' tool has been designed to help you consider the impact of your proposal on the health and wellbeing of communities, the environment, and local economy. It draws upon the priorities set out in our Council Plan and will help us to provide inclusive and discrimination-free services by considering the equalities and human rights implications of the decisions we make. The purpose of this tool is to avoid decisions being made in isolation, and to encourage evidence-based decision making that carefully balances social, economic and environmental factors, helping us to become a more responsive and resilient organisation.

The Better Decision Making tool should be used when proposing new projects, services, policies or strategies, or significant amendments to them. The tool should be completed at the earliest opportunity, ideally when you are just beginning to develop a proposal. However, it can be completed at any stage of the decision-making process. If the tool is completed just prior to the Executive, it can still help to guide future courses of action as the proposal is implemented.

The Better Decision Making tool must be attached as an annex to Executive reports. A brief summary of your findings should be reported in the One Planet Council / Equalities section of the report itself.

Guidance to help you complete the assessment can be obtained by hovering over the relevant question.

Please complete all fields. If you wish to enter multiple paragraphs in any of the boxes, hold down 'Alt' before hitting 'Enter'.

Introduction

| | |
|--|-----------------------------|
| Service submitting the proposal: | Housing Development |
| Name of person completing the assessment: | Derek Gauld |
| Job title: | Housing Development Manager |
| Directorate: | Housing And Adult Services |
| Date Completed: | 05/10/2017 |
| Date Approved (form to be checked by head of service): | |

Section 1: What is the proposal?

| | |
|-----|---|
| 1.1 | Name of the service, project, programme, policy or strategy being assessed? Proposed new Council house builds at Newbury Avenue (5 bungalows) and Chaloners Road (6 semi detached houses) |
| 1.2 | What are the main aims of the proposal? To provide new affordable homes for local people |
| 1.3 | What are the key outcomes? Provision of 11 x new affordable homes in 2018 |

Section 2: Evidence

| | |
|-----|--|
| 2.1 | What data / evidence is available to support the proposal and understand its likely impact? (e.g. hate crime figures, obesity levels, recycling statistics) Housing Needs Survey which demonstrates that there is a need for around 900 new affordable homes per annum. Council House Waiting List which reports that there are 2,000 people registered as being in need of a Council House |
| 2.2 | What public / stakeholder consultation has been undertaken and what were the findings? Newbury - Public consultation event held in 2015 on previous proposal to build 9 new apartments. Some local concern about heights of proposed building. Public consultation as part of submitted planning application, again with some local opposition to proposed height of building. Planning permission granted but, in view of some local opposition, consideration given to new scheme to build bungalows instead of apartments. Chaloners Road - public consultation 2015 through planning submission, and no objections received. Planning approval given, but opportunity taken to consider alternative build options. |
| 2.3 | Are there any other initiatives that may produce a combined impact with this proposal? (e.g. will the same individuals / communities of identity also be impacted by a different project or policy?) No |

Section 3: Impact on One Planet principles

Please summarise any potential positive and negative impacts that may arise from your proposal on residents or staff.
This section relates to the impact of your proposal on the ten One Planet principles.

For 'Impact', please select from the options in the drop-down menu.
If you wish to enter multiple paragraphs in any of the boxes, hold down 'Alt' before hitting 'Enter'.

Equity and Local Economy

| Does your proposal? | | Impact | What are the impacts and how do you know? |
|---------------------|--|----------|---|
| 3.1 | Impact positively on the business community in York? | Positive | New house building will employ local businesses/ sub contractors |
| 3.2 | Provide additional employment or training opportunities in the city? | Positive | New house building will provide employment and training opportunities for local people |
| 3.3 | Help improve the lives of individuals from disadvantaged backgrounds or underrepresented groups? | Positive | The two developments will provide much needed new affordable housing for local people. The Newbury Avenue will provide bungalow housing for older people in housing need. |

Health & Happiness

| Does your proposal? | | Impact | What are the impacts and how do you know? |
|---------------------|---|----------|---|
| 3.4 | Improve the physical health or emotional wellbeing of residents or staff? | Positive | The two development will provide new housing for residents currently living in unsuitable accommodation. |
| 3.5 | Help reduce health inequalities? | Positive | The two developments will take residents away from currently unsuitable accommodation. |
| 3.6 | Encourage residents to be more responsible for their own health? | Positive | The two developments will provide new homes for people who may be currently sharing with their families. The Newbury Avenue development will provide accessible bungalow development for older people, where there is wheelchair access and other adaptations which will lead to more independent lifestyles. |
| 3.7 | Reduce crime or fear of crime? | Positive | Planning approval will be sought for both developments which will include consultation with the Police in order to ensure that the home designs and layout are Secure by Design. |
| 3.8 | Help to give children and young people a good start in life? | Positive | The proposed new housing at Chaloners Road will be for young families. |

Culture & Community

| Does your proposal? | | Impact | What are the impacts and how do you know? |
|---------------------|--|----------|---|
| 3.90 | Help bring communities together? | Positive | Planning applications will be put together for both proposed developments, which will include consultation with local residents and Ward communities. |
| 3.10 | Improve access to services for residents, especially those most in need? | Positive | The two new developments are located in areas with very good access to services. |
| 3.11 | Improve the cultural offerings of York? | Unsure | The two new developments are located in areas where there is good access to cultural offerings in York. |
| 3.12 | Encourage residents to be more socially responsible? | Positive | The two housing developments will provide independent living for local people currently living in unsuitable accommodation. |

Zero Carbon and Sustainable Water

| Does your proposal? | | Impact | What are the impacts and how do you know? |
|---------------------|---|----------|---|
| 3.13 | Minimise the amount of energy we use and / or reduce the amount of energy we pay for? E.g. through the use of low or zero carbon sources of energy? | Positive | Building Regulations include compliance with levels of sustainability. We will endeavour to comply with and exceed these required standards. The sites are easily accessible by public transport. |

| | | | |
|------|--|---------|--|
| 3.14 | Minimise the amount of water we use and/or reduce the amount of water we pay for? | Neutral | Average domestic usage anticipated. Means to improve to be considered where practicable. |
|------|--|---------|--|

Zero Waste

| | | | |
|------|---|----------|---|
| | Does your proposal? | Impact | What are the impacts and how do you know? |
| 3.15 | Reduce waste and the amount of money we pay to dispose of waste by maximising reuse and/or recycling of materials? | Positive | Recycling already in place in area (separate 2 weekly collections). |

Sustainable Transport

| | | | |
|------|--|----------|--|
| | Does your proposal? | Impact | What are the impacts and how do you know? |
| 3.16 | Encourage the use of sustainable transport, such as walking, cycling, ultra low emission vehicles and public transport? | Positive | Cycle path on Chaloners Road which connects to wider strategic cycle network. Newbury Avenue is very walkable into town. |
| 3.17 | Help improve the quality of the air we breathe? | Positive | Hob Moor is adjacent to the Newbury Avenue proposed development. 'A' rated boilers in both developments will reduce gas emissions. |

Sustainable Materials

| | | | |
|------|--|----------|--|
| | Does your proposal? | Impact | What are the impacts and how do you know? |
| 3.18 | Minimise the environmental impact of the goods and services used? | Positive | Contractor social and environmental credentials will be questioned through contract tender |

Local and Sustainable Food

| | | | |
|------|--|---------|---|
| | Does your proposal? | Impact | What are the impacts and how do you know? |
| 3.19 | Maximise opportunities to support local and sustainable food initiatives? | Neutral | Local food suppliers within walking distance of both developments |

Land Use and Wildlife

| | | | |
|------|---|----------|---|
| | Does your proposal? | Impact | What are the impacts and how do you know? |
| 3.20 | Maximise opportunities to conserve or enhance the natural environment? | Mixed | One small tree lost on Chaloners Road development, but backed by mature trees. No trees proposed to be lost at Newbury Avenue, and design will include improved landscape and environment. |
| 3.21 | Improve the quality of the built environment? | Positive | Both developments are currently underused as Council garages and are in a fairly poor state of repair. New development on both sites will improve these barren urban areas and house design and layout will be approved in order to fit in with neighbouring homes. |
| 3.22 | Preserve the character and setting of the historic city of York? | Neutral | Neither development will impact on the historic environment of York, and heritage groups will be given the opportunity to consider and comment on the proposals. |
| 3.33 | Enable residents to enjoy public spaces? | Positive | The Chaloners Road is a very small development which continues the building frontage along Chaloners Road. The Newbury Avenue development will include an improved area for public open space for enjoyment by existing and new residents. |

| | | | |
|------|---|--|--|
| 3.40 | Additional space to comment on the impacts | | |
| | | | |



Section 4: Impact on Equalities and Human Rights

Please summarise any potential positive and negative impacts that may arise from your proposal on staff or residents. This section relates to the impact of your proposal on **advancing equalities and human rights** and should build on the impacts you identified in the previous section.

For 'Impact', please select from the options in the drop-down menu.
If you wish to enter multiple paragraphs in any of the boxes, hold down 'Alt' before hitting 'Enter'

Equalities

Will the proposal **adversely impact** upon 'communities of identity'?
Will it **help advance equality** or **foster good relations** between people in 'communities of identity'?

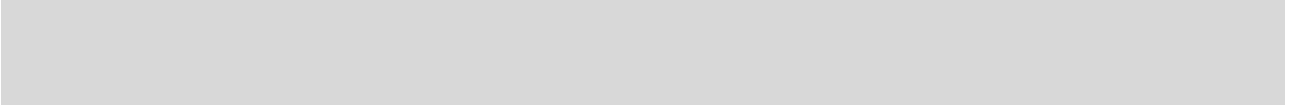
| | | Impact | What are the impacts and how do you know? |
|------|---|----------|---|
| 4.1 | Age | Positive | Both developments will be available for downsizing for older people, and the Newbury Avenue development will include wheelchair access and adaptability as the resident gets older. |
| 4.2 | Disability | Positive | As above, the new homes will be built to meet disability/ adaptability standards |
| 4.3 | Gender | Neutral | Access to both developments are gender neutral. |
| 4.4 | Gender Reassignment | Neutral | As above, access is gender neutral. |
| 4.5 | Marriage and civil partnership | Neutral | Access is not inhibited by same sex marriage. |
| 4.6 | Pregnancy and maternity | Neutral | Access is not inhibited by pregnancy. |
| 4.7 | Race | Neutral | Access is not inhibited by race. |
| 4.8 | Religion or belief | Neutral | Access is not inhibited by religion or belief. |
| 4.9 | Sexual orientation | Neutral | Access is not inhibited by sexual orientation |
| 4.10 | Carer | Neutral | Access is not closed to carers |
| 4.11 | Lowest income groups | Positive | Both proposed developments are 100% affordable (ie. substantially below market rents and prices). |
| 4.12 | Veterans, Armed forces community | Neutral | Access is not closed to members of the armed forces. |

Human Rights

Consider how a human rights approach is evident in the proposal

| | | Impact | What are the impacts and how do you know? |
|------|--|----------|---|
| 4.13 | Right to education | Neutral | no impact |
| 4.14 | Right not to be subjected to torture, degrading treatment or punishment | Neutral | no impact |
| 4.15 | Right to a fair and public hearing | Neutral | no impact |
| 4.16 | Right to respect for private and | Neutral | no impact |
| 4.17 | Freedom of expression | Neutral | no impact |
| 4.18 | Right not to be subject to | Neutral | no impact |
| 4.19 | Other Rights | Positive | Promotes the right of individuals to a decent home. |

4.20 Additional space to comment on the impacts



Section 5: Planning for Improvement

| | |
|-----|---|
| 5.1 | <p>What have you changed in order to improve the impact of the proposal on the One Planet principles? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)</p> |
| | <p>New Council house developments already consider One Planet principles in terms of sustainability and renewables.</p> |

| | |
|-----|---|
| 5.2 | <p>What have you changed in order to improve the impact of the proposal on equalities and human rights? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)</p> |
| | <p>The proposed new homes are for people identified in York as being in affordable housing need and are, therefore, addressing equality issues in access to decent housing.</p> |

| | |
|-----|---|
| 5.3 | <p>Going forward, what further evidence or consultation is needed to ensure the proposal delivers its intended benefits? e.g. consultation with specific vulnerable groups, additional data)</p> |
| | <p>The development proposals will go out for consultation with environment groups, Police, and local residents as part of the planning process.</p> |

| | |
|-----|--|
| 5.4 | <p>Please record any outstanding actions needed to maximise benefits or minimise negative impacts in relation to this proposal? (Expand / insert more rows if needed)</p> |
|-----|--|

| Action | Person(s) | Due date |
|--------|-----------|----------|
| | | |
| | | |
| | | |
| | | |
| | | |
| | | |
| | | |

In the One Planet / Equalities section of your Executive report, please briefly summarise the changes you have made (or intend to make) in order to improve the social, economic and environmental impact of your proposal.



15 November 2017

Report to the Executive

Report of the Assistant Director of Housing and Community Safety

Portfolio of the Executive Member for Housing and Safer Neighbourhoods

Updated Housing Revenue Account Business Plan 2017 to 2047

Summary

1. This report provides an overview of the revised Housing Revenue Account (HRA) Business Plan for the next 30 years and provides detail of the key priorities for the next five years, including the investment fund to support the delivery of more affordable new homes. The plan also demonstrates how the housing service is supporting wider agendas such as early intervention and prevention and the older people's accommodation programme.

Recommendations

2. Executive are asked to:
 - a) Agree Option One to adopt and recommend the HRA Business Plan as set out in Annex A.
 - b) Recommend to council the creation of a new capital budget of £20m to fund the creation of additional affordable homes over the period 2018/19 to 2022/23
 - c) Using Right to Buy receipts and the investment fund to purchase 'first refusal' former council tenancies and appropriate properties on the open market within the limits stated.
 - d) Agree that there is no longer a requirement to conduct a stock options appraisal in light of the changes that have happened since the original decision was made at executive in October 2016, and resident associations expressed desire to remain with authority.

Reason: The plan sets out the priorities for the housing revenue account for the next 5 years and gives clear messages as to the

commitment to continue to invest in the council's existing stock, local communities and build new much needed social rented housing.

Background

3. The core purpose of the HRA Business Plan is to set out the priorities for the business over the next 30 years and to demonstrate that the council can maintain its housing assets, deliver a quality customer focused service as well as improve its homes and neighbourhoods. It is first and foremost a financial document, which determines how the council will meet the needs of present and future tenants whilst ensuring the long-term viability of the stock.
4. In April 2012, the funding regime for local authority social housing changed radically. The abolition of the national (HRA) subsidy system, a national system for redistributing housing resources, was replaced with a locally managed 'self financing' system. Local authorities now retain the rental streams from their housing assets, alongside the responsibility for managing, maintaining and improving the housing stock and supporting an opening level of debt that was allocated to each authority. The level of debt allocated to York was £122m.
5. The Business Plan needs to be read in conjunction with the HRA Asset Management Strategy, which covers the 30-year period 2015/16 to 2044/45 and sets out priorities for the physical care and improvement of the housing stock and related housing assets. This Business Plan draws upon the stock condition information and data analysis used in the formulation of the Asset Management Strategy.
6. Following the general election in May 2015 there was a need to fundamentally review the plan to take account of the local impact of changes announced at a national level. These are outlined below:
 - a) The announcement in the July 2015 budget statement that social housing rents will reduce by 1% a year for the next 4 years which resulted in a reduction in income over the 4 years of £12.8m and of approximately £240m over the lifetime of the business plan.
 - b) The Housing and Planning Act which received royal ascent in May 2016 which included:
 - the extension of the right to buy to Registered Providers (Housing Associations) tenants and cross subsidised by Local Authorities selling their high value stock to compensate the RPs for the discounts. There are still a lot of unknowns associated with the high value sales and therefore what the impact of this will be in the business plan. Current estimates assess the

financial impact to be in the region of £100m on a best case scenario and £214m on a worst case scenario;

- The introduction of 'pay to stay' whereby households who are earning more than £30k will be required to pay a market rent;
- The ending of 'lifetime' secure tenancies for social tenants through the introduction of flexible tenancies.

c) The impact of further welfare reform on the income management of the HRA.

7. In the intervening period much has changed. The EU referendum and subsequent 'Brexit' negotiations have taken up much of government time and effort. There has also been a distinct change in language and emphasis as well as a change of Prime Minister and a further general election earlier this year.
8. 'Pay to Stay' has formally been dropped whilst the full implementation of the full extension of Right To Buy has not happened including the compulsory sale of higher value stock to fund this. In addition, secure tenancies in their current format are still available as the regulations around flexible tenancies have not been published as yet.
9. There has been a change in emphasis in housing policy from home ownership to an acknowledgement that more affordable rented options are also needed. The fire at Grenfell Towers has also lead to a review of regulations and fire safety in social housing with significant recommendations expected in the future.
10. There has also been increasing calls to tackle the housing crisis and this is exemplified with the passing of the Homeless Reduction Act 2017 to become effective from April 2018. This extends the duty to provide assistance to a wider range of people who are threatened with homelessness over a longer period of time before a duty to provide 'relief' through the provision of housing is required. A statutory Code of guidance is being developed.
11. The Housing White paper, 'Fixing Our Broken Housing Market' was published in February 2017. This emphasises an accelerated housing building programme and removing some of the blockages in doing this including in the areas of planning and encouragement for smaller developers.
12. A Social Housing Green paper has recently been announced promising a *'wide ranging, top-to-bottom review of the issues facing the sector'* to include the safety of social housing following the Grenfell Tower fire, the

quality of social housing, management of homes, rights of tenants and how complaints are handled.

13. At the recent Conservative Party conference a further £2 billion of funding was announced and Government has confirmed plans for a new generation of council and housing association homes. Funding for affordable homes will be increased to more than £9 billion with a focus on those areas 'where need is greatest'..
14. The Government has also recently announced that increases to social housing rents will be limited to the Consumer Price Index (CPI) plus 1% for 5 years from 2020.

Consultation

15. The development of the business plan has involved a wide range of staff from within housing services, building maintenance and corporate finance. In developing the plan we have had regard to a number national issues and local strategies that have informed the key priorities for the service
16. The revised business plan and the impact of the national changes has been discussed with the Federation of tenants and resident associations. The Federation have also expressed concerns about the pending stock options appraisal and their desire that the stock is retained by the council
17. The new building programme has been subject to extensive consultation with local residents through the planning process. Much of the capital programme also includes consultation with tenants.

Options

18. Option one – To adopt the updated plan set out at Annex A.
19. Option two – To ask officers to further revise the document.

Analysis

20. **Option one** - This Business Plan covers 7 areas where there are investment issues for the HRA. It also looks at assumptions around performance and treasury management, which have informed the plan, particularly in relation to the replenishing of the Investment Fund. The key areas are:

New build

21. York is a growing city with the number of people living here increasing from 177,100 to 208,400 between 1999 and 2017. Latest projections for population growth suggest an increase for the period 2012 – 2032 in the range 224,081 to 231,769¹. Demand for housing across all tenures is high and meeting that demand remains a challenge :

- Demand for housing, and housing costs are high for both homeownership and the private rented sector;
- Welfare reforms will exacerbate the problems of affordability within the private rented sector;
- At October 2017 there were 1,600 households registered for social housing in York;
- The latest Census results indicate that York had a population of 198,051 people in 2011. This represents an increase of 9.2% in the number of people living within the authority area since the 2001 Census. The 2016 Mid Year Population Estimate (released by ONS) estimates York's population to be 208,367, which is a 5.2.%population increase since the last Census.
- the largest growth in population is projected for people aged 60 and over; an increase of 16,500 (36%) from 2012 to 2031;
- The population aged 75 or over is projected to increase by a greater proportion than this (56%)
- The council averages 500 council lettings per annum;
- The Strategic Housing Market Assessment 2016 indicated the following need for market and affordable housing.

Table 1: Market and affordable housing need by number of bedrooms.

| | 1 bed | 2 bed | 3 bed | 4 bed |
|---------------|--------|--------|--------|--------|
| Market | 5-10% | 35-40% | 35-40% | 15-20% |
| Affordable | 35-40% | 30-35% | 20-25% | 5-10% |
| All dwellings | 15% | 35% | 35% | 15% |

Source: Strategic Housing Market Assessment (SHMA) 2016

- The council's Draft Local Plan currently proposes allocating sufficient residential housing sites to deliver a total of 867 homes each year. This must include the provision of affordable housing.

22. The existing council house building programme has allowed the council to take a leadership role within the city and support the priorities set out

¹ Report to Executive 13/7/17 – SHMA addendum update May 2017

in the Council Plan, in particular, '*A prosperous city for all – where local businesses can thrive and residents have good quality jobs, housing and opportunities*'. Research by the UK Contractors Group² identifies that every £1 spent on construction generates a total of £2.84 in extra economic activity of which a significant element is retained within the local economy. Through a programme of Housing Revenue Account investment 54 new build council houses and flats have been completed since 2015, with a further 27 due by the end of 2017. The programme continues and a number of 'pipeline' sites are currently being progressed.

23. In addition the council has secured £2.76 million in Government funding via the HCA for a new affordable housing plan to help secure 65 new affordable homes. It will see some properties bought on the open market and other new build homes available for shared ownership.
24. House prices are some of the highest in North Yorkshire - households need an income of £41,100 p.a. to purchase an 'entry level' home at the lower quartile average cost of £160,000. To rent a lower quartile property at £575 per month would need an income of between £17,250 and £27,600 depending on the affordability threshold (usually between 25% and 40%).³ The average York house price is 9.6 times greater than average earnings putting home ownership out of the reach of many .
25. Office of National Statistics data show that York has one of the most urgent affordability challenges of any local authority area in the North. York's workplace based median affordability ratio at 8.27 is 6th highest out of 72 local authorities in Northern England. Furthermore the latest Strategic Housing Market Assessment estimated 573 affordable homes are needed annually, compared to an average over past 5 years is 103 completions. As a result there are 1,125 applicants to the York waiting list in high or very high housing need. Lack of access to land is a key cause of this historic and ongoing shortfall.
26. Major improvement and regeneration projects have been undertaken:
 - The Ordnance Lane homeless hostel is not fit for purpose any longer and is being replaced (along with 3 other smaller facilities) following the purchase and refurbishment of James House, which will be a 57

² National Federation of ALMO's – Lets get building

³ Report to Executive 16 Mar 2017 - 'Strategic Partnership with the HCA for the Accelerated Delivery of Housing'

unit facility of one, two and three bed self contained units. The total cost of this is £10.5m which includes funding from the Homes and Communities Agency (HCA).

- The Groves Regeneration project has been undertaken following a successful bid for £265k from the HCA to undertake a feasibility study including design options on the 340 city centre homes. The local community have been involved in this from the start.

27. The Older Persons Accommodation Programme is delivering suitable homes for an ageing population, enabling residents to live independently longer and helping with the replacement of the city's outdated care homes.

- Glen Lodge extension and improvement to be completed November 2017 – improving **42 existing homes** and creating **27 new homes**
- Marjorie Waite Court extension currently being designed. Construction hoped to start in Q2 2018 (subject to planning etc.) to create **33 new homes**.
- Review of existing **Sheltered Housing** provision

28. It is intended to replenish the council housing investment fund to £20 million. This is made up of £10m from the working balance on the Housing Revenue Account, £5m housing capital, £4m retained Right To Buy (RTB) receipts and £1m commuted sums.

29. Up to 6.5% of the overall RTB receipts surplus can be used to 50% fund the re-purchase of properties sold under the RTB scheme on first refusal (built in to covenants and leases) prior to sale sold on the open market permission is sought to do so. Permission to use RTB receipts to purchase homes on the open market is also sought. RTB receipts must be spent within 3 years and up to 35% can be used in the purchase or development of homes. It is proposed that decisions on purchase of properties using RTB receipts be delegated to the Assistant Director of Housing and Community Safety to facilitate timely intervention in the market when needed.

30. It is also intended to continue and to accelerate the delivery of new housing pipeline schemes and to support the housing delivery company that the council intends to set up as part of it's wider move to influence the housing market in York and generate income. This is detailed in the report to executive 16th March 2017 '*Strategic Partnership with the*

Homes & Communities Agency for the Accelerated Delivery of Housing'
– Annex C. This could take the form of purchasing properties developed through this partnership by the development company.

Repairs and maintenance/stock investment

31. The Council's housing stock is well maintained. The stock has been the subject of significant investment over many years with a structured program of maintenance and improvement carried out and with a range of ongoing improvement programmes.
32. Over the next 5 years £79.9m will be spent on responsive repairs / maintenance and improvements to the housing stock.
 - Every year a number of homes fall out of decency on a rolling basis and are improved within the financial year that they become non-decent.
 - The average energy efficiency SAP rating of the housing stock was 74. This rating is in the top quartile across local authorities.
 - There are 588 non-traditional homes. These are properties whose original construction was not done in the conventional way.
 - The Business Plan sets out a capital improvement budget of £42.9m over the next five years to meet its capital maintenance and improvement programme.
 - £10.4m of the £42.9 spend on modernisation
 - £35m to be invested in responsive repairs and cyclical maintenance over the next 5 years.
33. During 2016/17 year the Housing Service has:
 - Modernised 132 homes to full decency standard (kitchen's, bathrooms, central heating);
 - Rectified 26 homes of standing water problems.
 - Replaced windows too 12 homes;
 - Renewed 44 roofs;
 - Replaced 736 doors with high security GRP doors;
 - Carried out external Painting to 1179 homes;
 - Replaced old boilers with high efficiency gas boilers to 637 homes
 - Rewires to 120 properties
 - Installed 31 air source heat pumps
 - Replaced or updated 54 door entry systems
34. The current years (2017 / 2018) programme continues to deliver improvements to the housing stock, key figures are:

- Modernise 160 home's kitchen, bathroom and electrical systems;
- Renewing roofs to 32 blocks in current programme, consisting of a total of 267 properties, of which c.98 are top floor flats/maisonettes.
- External Painting to 1131 homes;
- Replace 650 boilers and heating systems with higher efficiency systems;
- Installing 1 Air Source Heat Pumps to non-gas homes, lowering our carbon footprint (this is the only one outstanding from the programme);
- Electrical testing and upgrades to 691 homes;
- Remediation of 80 homes suffering from standing water which can cause damp issues and damage (the program will reach over 200 homes in coming years)
- Door entry system installations and upgrades to 56 entrances.

35. In addition to the above, work is ongoing to develop a plan to move Tenants from private water mains to Yorkshire Water Mains in the Tang Hall area. This will be factored into the financial element of the Business Plan as part of the capital programme development.

Housing Management including Independent Living Communities

36. The Housing Management aspect of the Housing Service deals with the pro-active management of areas where the council has housing and community involvement which make our estates vibrant places to live and work. Most former council estates are clearly mixed tenure now due to the effects of Right To Buy. In many areas 50% of the former council properties are now privately owned. Key functions within this service are:

- income management (rent collection and rent arrears)
- tenancy management (mutual exchanges, tenancy amendments etc)
- letting of properties
- Right to Buy administration and management of leasehold properties
- resident involvement
- low level tenant ASB functions for the councils housing stock
- management of Independent Living Communities (formerly sheltered schemes)
- management of the shared spaces both internal and external

37. The new Housing Management structure has been in place since 2nd November 2017 and is intended to:

- Provide more personal holistic management of tenancies, communities and their environs.
- Support the council's approach to prevention and early intervention utilising the strengths of individuals and communities
- Help individuals and communities to become and remain resilient especially where services are reducing.

This will be done through ever closer working with internal and external partners as well as communities. The good working relationships will be built on and developed, for example through Ward Team working, operating as part of the Local Area Teams and working with Local Area Co-ordinators to improve the health and wellbeing, environment and opportunities for residents

38. Over the past 3 or 4 years the housing management team has reviewed its approach to community engagement and with tenant associations, ward councillors and other stakeholders they began developing local action plans. A number of local hubs have been developed over the last year reflecting the council's ambitions to provide accessible local services. Further work is being undertaken to develop the offer that these hubs make to the community with partners and local area teams.

39. As part of ensuring that as a strategic landlord we make best use of our stock, work has been focused on tackling over crowding and under occupying. In the coming year we will review our membership of the North Yorkshire Home Choice partnership, work with colleagues across the council and with partners to ensure that our tenants cope well with the full roll out of Universal Credit and work with our Independent Living Community residents to make sure they are living as well and as independently as possible.

40. As part of the council's priority to develop community capacity the housing management services will review the Local Estate Action Plans (LEAP) and management of localities with residents, colleagues and ward teams. The purpose of these plans has been to identify those things that are important to residents and local stakeholders and put action plans in place to tackle the issues. It is acknowledged that these need to be more effective and work will be undertaken over the next 12 months to strengthen their development and embed them into the way we work with communities.

41. The new focus of the housing management service will see the housing service become a focused single point of contact for households and a service that is the conduit for addressing the full range of needs of its customers at a household and neighbourhood level. The new structure means that Housing Management Officers are working on smaller patches but with a broader responsibility than traditional housing functions.
42. Welfare reform remains a critical issue and over the service will continue to offer support and assistance to those that are affected by the reforms and those that are financially excluded. Work will continue to cope with the wider roll out of universal credit and other welfare reforms. There are many examples questioning the efficacy of the Universal Credit system and York has prepared for it's introduction here. The measures taken were outlined in the report of the Assistant Director, Customer and Corporate Services received at the Executive Member for Adult Social Care and Health on 14th September 2017 entitled '*Options for the additional provision of Advice / Support following the introduction of Universal Credit*'.

Supported housing

43. Supported housing is defined as housing which is designated for a specific group (such as older people, people with learning disabilities etc.) and in which there is some level of support provided as part of the accommodation offer, this is usually funded through a service charge to residents.
44. A supported housing strategy was approved to help address the supported housing needs of the City, and to prioritise resources appropriately.
 - The Council directly manages 9 Independent Living Communities, and a further 2 Independent Living Communities with extra care.
 - Temporary accommodation for statutory homeless households includes Ordnance Lane (currently providing 31 units of various sizes) Holgate Road and Crombie House (20 units)
 - Around 30 per cent of the total population in York is aged 55 or over, this is reflected in the profile of council tenants.
 - Independent Living Community housing makes up 13% of social housing stock in York
45. Priorities for the next twelve months are to replace existing homeless hostel provision with James House, providing a modern new facility. In partnership with Adult Services the extension to Glen Lodge sheltered

scheme providing 27 new units will come on line in November 2017 as part of the wider older person's accommodation programme. An extension of Marjorie Waite Court currently is also being designed. Construction is hoped to start in Q2 2018 (subject to planning etc.) to create 33 new homes

Adaptations

46. Local authority social housing providers are expected to meet the cost of any adaptation work required by tenants of their social housing stock. Currently approximately 450 council homes are adapted each year to meet the needs of particular households. The investment requirement ranges from the need for minor adaptations, such as grab-rails and ramps, through more major adaptations such as stair lifts, through floor lifts and assisted bathing facilities, up to the need for major structural changes.
47. Once a property has been adapted, the council's processes, via the choice based lettings system for managing our housing waiting list and allocations activity, ensures that properties with specific adaptations are prioritised for the use of those with appropriate need.

Tenant involvement

48. Tenant involvement is critical to the delivery of an effective and efficient housing service. The authority has worked with resident groups and ward teams over the previous few years in the process of reviewing the approach to customer services. Housing services are part of this transformational review.
49. Working with our customers we have developed a range of involvement activities from which customers choose how they wish to influence services from a wide range of options including:
 - York Resident Federation and 14 Resident Associations
 - Tenant Scrutiny Panel
 - Tenant Complaints panel
 - Tenant Inspectors
 - Annual Tenant and Leaseholder Forum and Open Day
 - A range of satisfaction surveys, focus groups and drop-in sessions
50. The long-standing York Residents' Federation is the umbrella group for York's Residents' Associations. With a formal structure, access to senior staff and the Executive portfolio holder as a standing member. The Federation's voice influences our policies, priorities and performance.

Information systems

51. The Housing Service and Building Services rely very heavily on a number of business critical ICT systems, with the Integrated Housing Management Information System (Northgate SX3) and Civica Servitor system being key applications. It has been identified that Housing overall use 17 ICT systems with sundry peripheral records to support these.
52. It has been agreed that a fully integrated system will be purchased that can deliver vastly improved efficiency for the business and our customers, including the ability to self serve on functions such as repair ordering on line, viewing of rent accounts or setting up direct debits. This project has a budget of £1.72 m, a project team is being put in to place and early work on scoping out the business requirements has been undertaken with a view to putting a specification out to market in March 2018.
53. The development and use of advanced ICT technology and social media will fundamentally change the way we work and improve efficiency and coincide with a council wide initiative to work smarter and become less reliant on office accommodation for its field staff. This will help us take services to customers and communities and allow them to actively participate in service delivery and development in a wide variety of convenient ways 24 hours a day wherever possible.
54. The HRA also plays an important role in the delivery of Council priorities. This has been evident through recent in work on poverty prevention, strengthening engagement and customer experience. Further work is detailed within the plan to ensure alignment with wider priorities is achieved.
55. **Option Two** – The updated plan builds on the previous business plan and replenishes the housing development fund which is a key priority for Housing Services and the Council as a whole. Any significant changes would require the forecasts to be remodelled and would delay approval.

Council Plan

56. This plan supports the Council's priorities to provide:
 - **'a prosperous city for all** – where local businesses can thrive and residents have good quality jobs, housing and opportunities'. The business plan proposes considerable investment in new and existing accommodation. This investment will be a significant boost to the local economy.

- **‘a focus on frontline services** – to ensure all residents, particularly the least advantaged, can access reliable services and community facilities’.
- **‘a council that listens to residents** – to ensure it delivers the services they want and works in partnership with local communities’

Implications

57. The implications arising from this report are:

- **Financial** – The key change within the Business Plan is that a further £10m has been identified from the HRA working balance to support the aspirations of providing a further £20m provision to support new housing schemes. This has been achieved without any significant detriment to the overall plan. The full level of debt that was taken at self financing settlement of £121.55m is assumed to be repaid by the end of the plan although the phasing has changed across some of the years to ensure the minimum balance is retained. There are a number of other assumptions included in the plan regarding rent levels, number of new properties, number and value of council house sales that we will sell through Right to Buy / High Value sales legislation all require close monitoring and will need to be regularly updated. The plan is financially robust as it can fully repay £121.55m debt whilst continuing to deliver in year surpluses (prior to debt repayment) in every year of the plan.
- **Human Resources (HR)** - None
- **Equalities** – Community Impact Assessment has been completed the details are contained in annex XX
- **Legal** - Legal advice will be sought as appropriate regarding Housing Law issues, development issues, and purchase of properties from the Housing development company and on the open market.
- **Crime and Disorder** - None
- **Information Technology (IT)** - Significant investment is in place for ICT to support the ambitions of the plan. These are built into ICT work plans and monitored by the Housing ICT Project Board.
- **Property** None

Risk Management

58. The changes on the running of the HRA nationally have allowed self financing through local housing authorities taking on the responsibilities and flexibilities that come through the removal of the subsidy system, being in charge of local rent setting, having the benefit of knowing what our income will be which creates the ability to effectively financially plan. In contrast we are still in the public sector and our financial viability is still subject to national decisions such as the decision to reduce council rents by 1% per year up to 2019 / 2020. This creates a risk that further changes could result in the business plan not being viable without significant reductions in services to our tenants. .
59. The changes contained in the Welfare Reform Act continue to pose a challenge to the authority as the reduced income to some families may result in increased levels of bad debts. The impact of spare room subsidy has been mitigated by the emphasis being placed on preventative work, such as financial inclusion, financial capacity building and measures to prevent households from falling into poverty. This work needs to continue with the pending implementation of Universal Credit.
60. Following the government changes to the Right to Buy, sales are higher than projected, reducing the overall level of rental income received. The impact of this and the not yet fully implemented national changes has been built into the plan, however unless savings are achieved we will not have a financially viable plan. Consideration also needs to be given to the potential for further national changes that may have a negative financial impact on the viability of the plan and what contingency can be put in place.

Recommendations

Contact Details

Author:

Chief Officers Responsible for the report:

Denis Southall

Head of Housing Services
HHASC
Tel No. 01904 551298

Martin Farran

Director of Health, Housing & Adult Social
Care

Ian Floyd

Director of Customer & Business Support
Services

Co-Author's
Tel No.

Tom Brittain

Assistant Director – Housing & Community
Safety

**Report
Approved**

Date 7/11/17

Specialist Implications Officer(s)

Implication Financial
Name Samantha Sidebottom
Finance Manager
Tel No. 01904 551799

All

Wards Affected: List wards or tick box to indicate all

For further information please contact the author of the report

Annexes

- Annex A – HRA Business Plan 2017 - 2047.
- Annex B – Financial Figures
- Annex C – Strategic Partnership Opportunities with the Homes & Communities Agency
- Annex D – Better Decision Making Tool



Annex A

City of York Council Housing Revenue Account 30 Year Business Plan: 2017-47

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Abbreviations

| | |
|-----|----------------------------|
| HB | Housing Benefit |
| HCA | Homes & Communities Agency |
| HMO | Housing Management Officer |
| HRA | Housing Revenue Account |
| LHA | Local Housing Allowance |
| RTB | Right to Buy |
| UC | Universal Credit |

Foreword

We are pleased to introduce the 2017 revision of our Housing Revenue Account (HRA) Business Plan for the 30 year period 2017-47, which sets out our priorities, plans and actions for council housing in our city. This Plan will continue to be reviewed regularly.

Its purpose is to demonstrate that the council can maintain its housing assets, and deliver the levels of service, home and neighbourhood improvements set out in it whilst keeping the HRA in a positive balance.

The priorities and programmes must be seen within the broader context of public sector savings that need to be made by the council. For the HRA, savings of £1.5m were identified in the original Business Plan for the four year period to 2019/20. This is currently on track with £1.065m delivered to 2017/18 and the balance of £0.435m being delivered over the next two years.

There have been fundamental policy and legislative changes in recent years that directly or indirectly affect the Plan. A key priority of this refresh is to reflect those changes and ensure that the Plan continues to support delivery of our key aims and priorities over the next five years and beyond.

It needs to be read in conjunction with the HRA Strategic Asset Plan which itself will be refreshed in the next twelve months. This sets out the priorities for the physical care and improvement of the housing stock and related housing

assets. It provides a framework within which decisions on investment or disinvestment are made. This Business Plan draws upon the stock condition information and data analysis used in the HRA Strategic Asset Plan.

A sound Business Plan has become more critical since the reform of Local Government housing finance with the introduction of the self-financing regime from April 2012. This required that local authorities take on a one-off debt, in York's case £121.5m and in return keep all its future revenue income except for a proportion of right to buy (RTB) receipts that are still pooled and returned to central government. It is therefore critical that the HRA continues to be managed on solid business principles.

The reforms opened up some exciting avenues for York and the council has used the opportunity to build much needed new council housing in recent years. It has provided flexibility to develop significant future ambitions through an accelerated housing programme in partnership with the Homes & Communities Agency (HCA) announced in early 2017 - contributing to the council's aim to create a prosperous city for all - where local businesses can thrive and residents have good quality jobs, housing and opportunities - and a council that listens to its residents.

The 30 year financial model assumes levels of investment to ensure that properties are maintained to the standards within the HRA Strategic Asset Plan.

The Business Plan summarises the national and

local strategic context and corporate priorities under which we operate. This framework has enabled us to identify our challenges and priorities specifically over the next five years as well as identifying longer terms issues and goals for the next thirty years.

Demand for social housing remains high, particularly for family homes and therefore the Plan sets out the council's aspiration to build new council housing of the types needed.

Progress in meeting the priorities of the Plan is given in the sections that follow.

Introduction

Background

This Plan covers the 30 year period 2017-47. It focuses largely on those activities relevant to the management of the council's housing related assets and the challenges facing key service delivery areas and contains an investment programme, formulated on a 5 year and a 30 year basis.

The Strategic Asset Plan is a key component of the HRA Business Plan which balances the competing investment needs in the existing housing stock, investment in new affordable housing delivery and investment in housing management services.

The council recognises that the national housing crisis has a specific and sharp local dimension which impacts negatively

on our communities and the growth potential of our economy which needs a readily available and diverse housing supply at different price.

York is an area of high property values, both to buy and rent, with intense demand for social housing. This means that the council does not have great difficulty when letting vacant property. We do still need to anticipate and, where possible, halt obsolescence in our stock and maintain housing to a standard which is attractive to potential tenants, meets the changing nature of household formation and responds to other demographic or cultural issues. With land for redevelopment at a premium, both in cost and availability, an element of re-development of existing stock is also part of the Plan.

The council put forward significant proposals in early 2017 to step up the pace of delivery of new homes through a strategic partnership with the HCA. It represents a fundamental shift in the ambition of the council to play a more active role in the delivery of wider housing solutions through the use of council owned land. It seeks to build on the partnership with the HCA to support the development of York Central and to use the HCA's Housing Infrastructure Fund to bring forward brownfield sites needing infrastructure or remediation investment.

Housing Revenue Account

From 2012 the funding model for local authority housing changed radically. The abolition of the HRA subsidy system,

a national mechanism for redistributing housing resources, was replaced with a locally managed 'self financing' system. Local authorities now retain all rental income from their housing assets, alongside the responsibility for managing, maintaining and improving the housing stock and supporting an opening level of debt that was allocated to each authority.

HRA reform placed councils in control of their housing assets and opened up a range of options for unlocking HRA investment capacity that remain consistent with the government's priority to control the national debt. The key aspects of HRA reform relevant to York were that:

- Efficient operation of the HRA would generate an investment fund for new investment.
- Under the agreed settlement in 2013 a £20m investment and regeneration fund was made available over the first years of the Business Plan to support our priorities including building new council housing.
- Housing will become a real asset capable of generating additional investment resources for new and improved social and affordable housing.
- Councils will be able to shape their "housing business" to deliver against their local service and investment priorities.

Table 1: Key Investment decisions

| |
|---|
| <ul style="list-style-type: none"> ○ £20m set aside to invest in new or improved provision from 2013 has been spent or committed against key programmes |
| <ul style="list-style-type: none"> ○ £20m will be invested in new development for the next five years to 2023, allowing up to £8.5m RTB receipts to be invested in new homes (if our full £20m was set aside for eligible expenditure) |
| <ul style="list-style-type: none"> ○ £43.2m will be invested over the next five years to maintain and improve our tenants' homes |
| <ul style="list-style-type: none"> ○ £31m will be invested in responsive repairs and cyclical maintenance over the same period. |
| <ul style="list-style-type: none"> ○ £1.77m will be invested in a new integrated IT system to radically improve service delivery |

National Policy Context

Housing Policy

The Localism Act 2011 and the Welfare Reform Act 2012 taken together have had wide ranging implications for social landlords as has further key legislation such as the 2016 Housing & Planning Act and government spending priorities and decisions.

The Localism Act included measures on how social housing is allocated, the introduction of self-financing for all local authority housing and regulatory reform for the social housing sector. Specifically this included:

- Require local authorities to produce a tenancy strategy, which will affect the allocation of social housing.
- Abolition of the HRA subsidy system and the introduction of self-financing for all local authority housing.
- Regulatory reform including the introduction of complaints and tenant panels.

The Government elected in May 2015 introduced fundamental and wide ranging changes to the funding, definition and delivery of affordable housing. Not all the changes introduced in the July 2015 Budget and the Housing and Planning Act 2016 have been implemented so there is uncertainty about whether some of the Government's proposals will take effect but the 1% rent reduction for four

years is in place.

Whilst the proposals for 'pay to stay' for higher income households have been dropped there remains uncertainty about the ending of secure 'lifetime' tenancies and the extension of RTB to housing association tenants funded by the sale of high value council housing stock. The latter proposal has been modelled as reducing the HRA by £44m over thirty years.

There has, however, also been an unmistakeable change in tone in the Government's language and priorities since mid-2016 following the EU Referendum vote, change of Prime Minister and the 2017 election. All this, coupled with increasing calls to tackle the housing crisis and the aftermath of the Grenfell Tower fire has led to potentially significant changes to the policy landscape. This includes the 2017 Homelessness Reduction Act (effective from April 2018), the February 2017 Housing White Paper, *'Fixing our broken housing market'*, which acknowledged the scale of the problems facing the housing sector and the promise, made in October 2017, of a Social Housing Green Paper said to be a *'wide ranging, top-to-bottom review of the issues facing the sector'*.

There has been a shift to accepting an increased role for the affordable and council home sector – ownership/private renting is no longer seen as the only solution. This is backed up a number of announcements made in October 2017: an additional £2bn for "affordable housing", with funding for social rented homes in areas "where need is greatest" (bringing the total to £9.1bn); a return to the rent increase

formula of CPI + 1% from 2020-25 after 4 years of annual 1% rent reductions and the decision to abandon proposals to limit the maximum amount of help paid through HB/UC to social tenants to LHA rates from 2019.

Welfare Reform

The 2012 Welfare Reform Act and subsequent announcements introduced the biggest shake up of the welfare system since its inception. A central tenet of the programme is to reduce the overall benefits bill and make work pay. The Act, along with subsequent measures, has impacted on tenants who claim benefits, their landlords, local housing markets and a range of agencies providing money and benefits advice. The key changes include:

- Creation of Universal Credit (UC) for those of working age which will replace six existing benefits, including, crucially, Housing Benefit (HB), and will put at risk our ability as a landlord to collect rents.
- Payment of the housing element of UC direct to tenants thereby ending automatic direct payment to social landlords which existed under HB.
- Capping the maximum Local Housing Allowance (LHA) payable to private sector claimants thereby exacerbating the problems of affordability within the private rented sector.
- Increases in non-dependant deductions.
- Removal of the so-called 'Spare Room Subsidy' for working age social tenants (commonly referred to as the 'bedroom tax') thereby restricting HB (and UC) so it only covers the size of property they are deemed to need.

- Calculating LHA rates (used for HB and UC claims for private tenants) using the 30th percentile of market rents rather than the 50th percentile and indexed to the Consumer Price Index from April 2013. The rates were then frozen for four years from April 2016.
- Raising the shared accommodation rate age limit from 25 years to 35 years thereby reducing the maximum amount of help available for tenants of this age group.
- Ending the automatic eligibility to claim help with housing costs under UC for 18 – 21 year olds.

A significant risk for the Plan is the collection of rental income and we predicted that rent arrears would increase because of the impact of the welfare reform changes and this has been the case with arrears for 2016/17 at 2.19% up from 1.59% in 2012/13. The previously revised bad debt provision of 1.5% is considered sufficient for the present.

The Government from May 2015 made further reductions in welfare provision as well as other reforms that impact on HRA business planning. These include:

- Lowering the benefit cap to £20k p.a. outside London from November 2016.
- Freezing working age benefits for two years from April 2016.
- Restricting EU migrants' right to social housing until they have lived in an area for four years.
- Continuing the roll out of UC.
- Continuing with the 'spare room subsidy' charge.
- Reducing working tax credits.
- Restricting child tax credits or UC being paid for more

than two children in most cases.

- Proposals to apply LHA rates to all social tenants claiming HB/UC from April 2019 (dropped in October 2017).

In addition, the national funding model for Supported Housing is currently under review and two further consultations on proposals will close in January 2018.

Although government made a commitment in July 2016 to there being no new welfare reform measures, all existing changes remain in place. The full effect of many will be felt through to 2020 placing a strain on lower income households.

Welfare reform changes will impact on the levels of rent collected by the service and also on the sustainability/turnover of tenancies. Moreover, the other government changes – and especially the rent reduction and requirement to sell high value housing stock - will potentially have a much more direct and fundamental impact on the HRA Business Plan.

The cumulative impact of all these policy changes means that income into the HRA would be significantly reduced. This is a fundamental change to the assumptions made when the Business Plan was first published in 2013 and was reflected in the February 2016 refresh.

The Right to Buy (RTB)

The 2010 – 2015 coalition government increased the maximum RTB discount that tenants can receive to £77,000 (with inflationary increases this is now £78,600). In the last

two years (2015/16 and 2016/17) 147 council homes have been sold under the right-to-buy of which 75% were houses at a total discount of £9.48m generating receipts of £11.2m.

Extending the RTB to housing association tenants under the Housing & Planning Act 2016 requires councils to sell their “high value” housing stock with the receipts being used by government to compensate housing associations for the cost of selling their homes.

The legislative details of the proposals are yet to be unveiled and the Government intends to run a twelve month regional pilot of the scheme first which is expected to start during 2017/18. However, implementation will have a very significant impact on the HRA and reduce considerably the opportunity for investment in new housing in future years.

Devolution

The government have signalled an intention to support further devolution of governance to regions. This may be a catalyst for shared services across housing providers in the region and could give social housing a greater collective voice for funding opportunities. These opportunities will be considered as and when more detail emerges.

Local Policy Context

The Business Plan is guided by the council's Corporate Plan and contributes to a number of its aims. The Business Plan must be viewed in conjunction with the HRA Strategic Asset Plan.

The HRA Business Plan in Context



The Business Plan sets out the investment required to:

- Maintain our housing stock to provide good quality

sustainable council homes to meet a range of needs for today and future generations.

- Achieve and maintain high standards of housing management and effective tenant involvement.
- Assist people in housing need to access social housing and to offer support to help vulnerable tenants to maintain their tenancy and independent living.
- Respond to and pre-empt changing demand patterns, maintaining a balanced portfolio of housing to address a wide range of needs.
- Increase the environmental sustainability of the council's housing stock.
- Deliver the investment programme in a cost effective manner in accordance with sound procurement principles.

Strategic Aims and Priorities

The HRA Business Plan supports our vision “creating homes, building communities” and aligns with the following plans and strategies:

- Council Plan 2015-19.
- York, North Yorkshire and East Riding Housing Strategy 2015-21.
- Supported Housing Strategy 2014-19.
- A City Partnership to Prevent Homelessness 2013-2018.
- Tenancy Strategy 2013-18.
- HRA Strategic Asset Plan.
- Local Area Teams delivery model.

The Business Plan will contribute to meeting the council's three wider strategic aims in the Council Plan:

- A prosperous city for all.
- A focus on frontline services.
- A council that listens to residents.

The new service delivery structure will fundamentally support the council's wider move towards breaking down departmental barriers and promote more effective and joined up delivery of services to achieve better outcome for residents. This will be evidenced in a number of ways including:

- Increasing the supply of new affordable homes and making the best use of existing homes.
- Providing facilities that support dedicated high quality care for people with specialist needs.
- Exploring opportunities to expand housing provision to the intermediate rented market.
- Ensuring that frontline services continue to prevent homelessness wherever possible and provide housing options advice to all vulnerable households.
- Developing community engagement and consultation activities so that our customers are directly involved in planning and influencing services.
- Reducing levels of financial and social exclusion by relieving the pressure on family budgets, helping disadvantaged individuals to access cost effective financial products and tools.
- Developing and supporting sustainable solutions to

improve the financial capacity and capability of individuals and communities, reduce levels of debt and raise awareness of benefit entitlement.

- Implementing a comprehensive customer profiling system, tracking specific customer needs around financial inclusion, identifying when client groups will require intervention/support and how they are likely to access it.
- Creating financial support packages which effectively help vulnerable and marginalised families, individuals and communities in settings that are comfortable and familiar to them.
- Working more closely with partners and stakeholders to tailor support to meet individual needs.

Alternative Service Delivery Models

The housing service has explored ways of improving the efficiency of its front line delivery and reducing costs. This is part of a council-wide initiative to look at other delivery models for services including outsourcing.

The Executive approved an appraisal of alternative service delivery models for housing in October 2016. With the shift in the national policy landscape signalling a broader acceptance of the need for more social housing there is no longer a requirement to conduct such an appraisal.

The council can still achieve its ambitions whilst retaining ownership of its stock and within its HRA plans without the disruption, expense and uncertainty of a stock options appraisal. Stock retention and using the HRA to buy from

the proposed property development company supports the council's strategic approach. It also recognised that there was no appetite for such an option and that overall tenant satisfaction levels with the service are high.

The service has, however, introduced, from October 2017, a new structure for the delivery of its housing management function designed to reconfigure its services to better meet customers' needs by focussing on the front line, actively promoting tenancy sustainment, help deliver wider council initiatives and approaches and meet savings targets.

Financial Summary

The introduction of self financing resulted in the council taking on £121.5m of additional debt from central government in March 2012. However, it also means the council no longer has to pay the government an annual negative subsidy payment which was in the region of £7m.

In taking on this debt the council considered all options as part of its decision making and more information is in the Treasury Management section of this Plan. Details of the current revenue / capital projections are set out in Annex A.

Given the nature of the Plan there are clear financial risks that need to be considered in making any projections. In addition, the long term impact of the policy changes mentioned earlier are not fully known and there remains a degree of uncertainty around some of the assumptions that have been made. These assumptions will continue to be monitored and refined as more details become clear to

ensure the Plan is robust and sustainable.

Table 2: Key financial assumptions underpinning the Plan

| Key Area | Assumption | Comment |
|----------------------------------|---------------------------------------|---|
| General inflation | 2.0% | |
| Rent increase inflation | -1.00% to +3.00% | Rent increases assumed in line with proposed government guidelines of CPI plus 1% |
| External borrowing interest rate | 3.25% to 3.98% | Portfolio of fixed rate maturity loans with PWLB |
| Minimum HRA balance | £15m | Recognise risk in self financing environment |
| Sales of high value stock | 40 p.a. | Based on current assumptions regarding detail of legislation and geography under which 'high value' is calculated |
| Right to buy sales | 60 p.a. reducing to 40 p.a. over time | In line with sales forecast |
| Void rate | 0.9% | In line with current position, no significant increase/decrease forecast |
| Bad debts | 1.5% | To allow for changes under welfare reform |

In order to manage the HRA with the reduced levels of income as a result of the four years of 1% rent decreases through to 2019/20 and the increased levels of sales forecast, savings of £1.5m over four years were identified and are in the process of being delivered.

Key Investment Commitments 2018 - 2023

The key financial investment points within the Business Plan are:

- £20m to spend on new homes for rent and redevelopment of existing stock between 2018-2023 (£10m is from the working balance of the HRA, £9m housing capital receipts and £1m commuted sums)
- £43.2m to be invested in existing council homes over the next five years
- £31m to be invested in responsive repairs and cyclical maintenance over the next 5 years.

Within the £43.2 million the following work programmes will be carried out:

- £10.4m to be spent on modernising 1,100 homes.
- £6.89m allocated to replace heating systems to 3,000 homes.
- £2.2m of funding to adapt properties enabling elderly and disabled tenants to remain in their homes.
- £3.1m will be spent on a programme renewing decayed water mains in our ownership, (with c 75% of this cost being funded by owner occupiers as a

condition of sale by the council).

- £1.16m has been allocated to remedy electrical faults arising from systematic testing of fixed electrical installations across the portfolio.
- £1.64m to be spent on replacing roof coverings including the removal of asbestos containing materials to soffits, fascias and rainwater goods.
- £0.36m to be spent on fire remediation works arising from Fire Risk Assessments.
- £0.39m is programmed to upgrade energy insulation to external walls.
- £4.4m will be spent on a programme of damp remediation, which will include Tenants Choice works also being carried out at the same time to the majority of properties.

Investment Challenges

Overview

When considering the delivery of the strategic aims of the Business Plan there are a number of identified key areas that require investment and where relevant key messages from the HRA Strategic Asset Plan have been included.

These key areas cover:

- New build
- Building/asset management
- Landlord services
- Supported housing & Adaptations.
- Resident and community involvement
- Investment in ICT

Further details are below along with contextual information and a summary of key messages, which identify areas for improvement and investment and the subsequent priorities to address this.

Context

York is a growing city with the number of people living here increasing from 177,100 to 208,400 between 1999 and 2017. Latest projections for population growth suggest an increase for the period 2012 – 2032 in the range 224,081 to 231,769¹. The largest growth in population is projected for

¹ Report to Executive 13/7/17 – SHMA addendum update May 2017

people aged 60 and over rising by 16,500 (36%) between 2012 and 2031 and those aged over 75 to increase by 56%. Demand for housing across all tenures is high as is the cost and meeting that demand remains a challenge.

Levels of home ownership have declined but still represent by far the largest tenure at around 65% of all households (as at 2011 Census). House prices are some of the highest in North Yorkshire - households need an income of £41,100 p.a. to purchase an 'entry level' home at the lower quartile average cost of £160,000. To rent a lower quartile property at £575 per month would need an income of between £17,250 and £27,600 depending on the affordability threshold (usually between 25% and 40%).² The average York house price is 9.6 times greater than average earnings putting home ownership out of the reach of many.

The private rented sector comprises around 20% of the housing stock. Rents are high at above both national and regional averages – in 2016/17 the average rent in York was £866 compared to £573 for the region and £852 for England³, an increase not mirrored by the rise in earnings over the same period. Access to the private rented sector by low income households is restricted by Local Housing Allowance (LHA) rates being capped at the 30th percentile of rents (meaning that less than one in three homes in this sector are affordable to those households in receipt of HB/UC) and then frozen from 2016.

² Report to Executive 16 Mar 2017 - 'Strategic Partnership with the HCA for the Accelerated Delivery of Housing'

³ Private rent statistics 2016/17 Valuation Office 26/7/17

Social housing (both council and housing association) comprises around 15% of the stock. At the end of March 2017 there were 1,597 households registered for social housing in York. From a stock of 7,694 homes the council averages around 500 lettings per year.

The council's pre-publication draft of the Local Plan, currently out for consultation, proposes that 867 additional homes, including the provision of affordable housing, are needed in York each year until 2032, in order to address the backlog of demand and newly arising need.

The existing council house building programme has allowed the council to take a leadership role within the city and support the priorities in the Council Plan. Through a programme of HRA investment 54 new build council homes have been completed since 2015, with a further 27 due by the end of 2017. The programme continues and a number of 'pipeline' sites are currently being progressed.

The strong housing market in York also presents opportunities for the council to invest in new build homes confident in the knowledge that demand for these homes will be strong across all tenures.

Building New Council Housing

In the original Business Plan a £20m fund was created from the HRA allowing a further £18m to be brought in from other funds such as Homes and Communities Agency (HCA) regeneration funds, RTB receipts, and the use of affordable housing commuted sums to allow a new build programme of

council housing to be established.

The initial focus has been on bringing forward vacant sites within the ownership of the HRA but we will also consider, subject to the business case being robust, the remodelling and in some cases demolition of existing stock to create new homes that better meet the needs of residents and optimise the use of the land in HRA ownership.

A number of sites were assessed as suitable for development with the potential to deliver up to 71 new homes. Initial achievements include the delivery of new homes at:

- Beckfield Lane (18 council homes, 9 homes for open market sale) May 2015
- Hewley Avenue (8 homes,) Jan 2016
- Fenwick Street (8 homes) Summer 2017
- Pottery Lane (6 homes) Feb 2017
- Lindsey Avenue (14 homes – off the shelf purchase from a developer) Dec 2015

Plans are advanced for new homes in:

- Newbury Avenue (5 homes)
- Chaloners Road (6 homes)

In addition we have secured £2.76 million in Government funding via the HCA for a new affordable housing plan to help secure 65 new affordable homes. It will see some properties bought on the open market and other new build homes available for shared ownership.

Table 3: details of the £20m 2013 – 2018 investment programme

| Project | Total Cost | HRA funded |
|----------------------------------|-------------------|-------------------|
| Phase 1 | | |
| Beckfield Lane | £3.59m | £1.44m |
| Hewley Avenue | £1.09m | £0.22m |
| Fenwick Street | £1.53m | £0.74m |
| Newbury Avenue | £1.13m | £0.79m |
| Chaloners Road | £1.41m | £0.99m |
| Pottery Lane | £1.10m | £0.40m |
| Pack of Cards (Lindsey Avenue) | £1.76m | £0.33m |
| Sub-total | £11.61m | £4.91m |
| | | |
| Phase 2 | | |
| Phase 2 feasibility study | £0.03m | £0.03m |
| Glen Lodge | £4.15m | £2.94m |
| James House (inc. Ordnance Lane) | £10.91m | £5.41m |
| Shared ownership | £5.52m | £2.76m |
| Marjorie Waite Court | £5.65m | £3.95m |
| Sub-total | £26.26m | £15.09m |
| | | |
| OVERALL TOTAL | £37.87m | £20.00m |

The table above details the building programme which shows that £20m HRA investment has supported a gross spend of £37.87m. The balance of funding came from HCA grant, RTB receipts, other capital receipts and commuted sums.

In July 2015 the council's Executive approved the Older Person's Accommodation Programme which is designed to respond to the projected growth in the population over 75 and the inadequate supply of suitable accommodation. It is projected to halt the shortfall by 2020 by increasing the net provision by 682 units⁴ but further work will be needed in the following decade to keep pace with the growing older persons' population. Further details of the programme are in the 'Supported Housing' section of this document.

There are now very few vacant and developable sites within the HRA with the capacity to build more than one or two homes. Small infill sites such as these do not provide the economy of scale necessary for a cost effective development programme and a more strategic approach is required. This includes option appraisals for the remodelling and demolition of existing HRA stock where this is of relatively poor quality or design, unpopular, or 'land hungry' and would thus enable a better quality, more sustainable and sometimes net increase in homes to be re-provided.

We also successfully bid for an Estate Regeneration Grant of £265k from the HCA to carry out feasibility work on improvements to The Groves area, home to 340 households.

⁴ Report to Executive 28/9/17

Our New Ambitions

The council has recognised that more needs to be done to expand the housing stock across all tenures and to accelerate the pace of housing delivery particularly by using surplus public sector land assets. We want to be able to continue with and accelerate the delivery of new housing schemes and to support the housing delivery company that the council intends to set up as part of its wider move to influence the housing market in York and generate income.

We also intend to enter into a Memorandum of Understanding with the HCA to establish a strategic partnership for housing development and investment. Five sites have already been identified for consideration under the Accelerated Construction programme. It is probable that the council will need to set up an arms length trading company in order to directly deliver housing outside the HRA or enter into a joint venture to do so. One option could be the use of HRA funds to purchase properties developed through this partnership by the development company.

Delivering our ambitious programme is dependent on the business case remaining robust and monitoring closely the future impact of the sale of 'high value' stock policy.

A strong combined HRA Strategic Asset Plan & Corporate Asset Management Plan will ensure we make the right decisions on investing in capital funding for new homes.

Any decisions regarding investment in either new build or remodelling will be reported through the Corporate Asset

Management Board to ensure opportunities for joint investment and land swaps are maximized, thereby ensuring effective corporate use of all our combined assets.

Identifying funding and ensuring value for money

The flexibilities as a result of the HRA Self Financing regime and the resulting investment/regeneration fund, alongside opportunities to borrow against future rental streams was anticipated to generate sufficient headroom for a long term investment in the acquisition or building of new homes. An initial investment programme of £20m HRA funding was agreed under the original Business Plan and with its success a further £20m is identified for the next five years.

As a Registered Provider with the HCA the council can bid for Affordable Housing Grant and this represents a helpful contribution to capital costs. For example, the Beckfield Lane housing development some £403k of HCA grant funding has been utilised. However, restrictions on the HCA grant funding mean that it cannot be used in conjunction with RTB receipts. These receipts need to be used within three years or returned to government and so will be prioritised ahead of any bids for HCA grant funding. To ensure that we maximise our opportunities it is proposed that we use right-to-buy receipts to buy back suitable former council homes that are offered for sale.

The announcement in October 2017 of an additional £2bn funding for affordable homes has the potential for a grant of

£80,000 per unit which is a potential opportunity depending on the final details yet to be published by the Government.

Consideration is also given to the different delivery mechanisms for new council housing to ensure value for money from the HRA investment fund. This is constantly kept under review and covers three core elements; the speed of delivery, the build costs and the design standards of the homes. Current considerations include:

- Building new homes with or without grant funding.
- Using affordable housing commuted sums to develop new homes.
- Options for innovative investment of HRA and/or commuted sums on land purchases to facilitate mixed tenure developments maximising affordable housing delivery and provide a return on capital investment made through equity stakes or commercial loans.
- Purchasing homes on the open market.
- Taking homes through planning gain on private developments.
- The potential for wider partnerships and delivery vehicles.
- Reviewing the environmental and space standards of new homes.
- Considering modular or 'off site' construction where this is more cost effective and/or offers faster delivery than traditional build.

Summary of Key Messages

The funding regime for social housing has changed radically and the HRA investment assumptions reflect this but a further £20m investment has been identified for the period to 2023.

The original £20m investment fund to 2018 has been invested or committed.

There is a high and enduring demand for the existing social housing stock and a need to increase provision of affordable housing

Regular reviews of procurement model for new build council housing will be undertaken.

Explore the opportunities provided by the partnership with the HCA and the proposed housing development company to provide more social housing in the city.

There is an impetus to explore and support new forms of delivery of affordable housing including outside of the HRA.

There are clear signals from the Government indicating a more positive approach to the role of social housing nationally.

Priorities

Consider options to continue with a programme for bringing forward the delivery of more affordable housing

Agree a policy on the use of affordable housing capital receipts received from RTB sales and commuted sums

Establish preferred methods for funding on a scheme by scheme basis

Continue to review available procurement options for the delivery of homes

Bring forward proposals on further council sites that necessitate wider re-modelling of stock/selective demolition etc. as part of the HRA Strategic Asset Plan.

Repairs and Maintenance / Stock Investment

Our Priorities

Each year a structured programme of maintenance and improvement is carried out following a review of investment priorities. Factors taken into account when setting investment programmes include:

- Priorities in the Strategic Asset Plan for housing
- Stock condition data – including dwellings that are at risk of failing under the decent homes standard.
- Components reaching the end or their useful life.
- Energy efficiency performance.
- Statutory requirements (e.g. asbestos, fire, electrical and gas regulations).
- Trends in reactive repairs.
- Redundant or obsolete stock.
- Improvements to dwellings and communal areas to ensure the actual properties as well as communal facilities are fit for modern day living and remain lettable.
- The requirements of an ageing population in York for adaptations to allow residents to remain in their homes.

A snapshot of the service shows that:

- In 2016/17 our work included

- carried out around 44,000 responsive repairs
- modernised 132 homes
- renewed 44 roofs
- replaced old boilers in 637 homes.
- The average unit cost of repairs to void properties is £1,900.
- At the end of March 2017, there were 347 dwellings considered as not meeting all the Decent Homes standards. Remedial work should commence on site in early 2018 and be completed by the end of 2017/18.
- The average energy SAP rating of our stock is 74.
- About 200 homes are affected by standing water in the sub-floor areas, which arises predominantly from the high water table that exists in parts of York. This is being remedied through our Standing Water project, due to be completed in March 2019.
- Over the next 5 years we plan to invest around £45m in improving our stock.

Strategic Asset Management

An asset management system (SAM) is used to hold information on the key components that make up any asset and to guide and influence future investment priorities. Assets consist of all property types and also include communal and external areas.

Stock condition surveys, and existing stock condition data, are used to establish the remaining life of key components. As works are completed, components are 're-lifed' within the

database to reflect the work.

A Strategic Asset Plan has been developed that not only considers maintenance costs, the remaining life of key components and structural issues, but will also cross reference these with the demand for particular types of homes and locations. This comprehensive asset plan will then inform investment decisions including whether regeneration of existing estates could bring forward redevelopment opportunities to create more sustainable housing.

Future Proofing Our Housing Stock

A Strategic Asset Plan is key to setting the investment priorities for the overall stock, but there are also internal modifications to existing homes that can future proof them for the changing profile of tenants and potentially also save the council money by alleviating some pressures on social care and adaptations funding.

Customer Service

The repairs service is regularly described by our customers as one of the most important services they receive from their landlord, carrying out over 44,000 individual repairs in 2016/17. This is the biggest customer contact function of the service and as such has potentially the largest impact on customer satisfaction. In 2016/17 86% of our customers were satisfied with the overall quality of repairs.

Service Restructure

By December 2017 we will complete a service restructure in Building Services, which has the following objectives:

- Move towards a more efficient, and sustainable, service delivery model that is able to compete commercially and consistently demonstrate value for money.
- Be able to trade more of our services and provide income for the council.
- Increase capacity and improve the way we manage service and support staff
- Reduce hourly rate, be more productive, and work in more joined-up way
- Improve customer experience, develop better IT and business information
- Align the department to support the Council Plan, HRA Business Plan and Asset Strategy
- Move to area working for supervisors to align with hub working
- Embed council values and behaviours – working together, to improve and make a difference

Procurement

We aim to improve our procurement skills and methodology, to enable us to consistently secure contracts that provide value for money, ease of management, quality for our customers and contribute to the council's values.

In 2017/18 we

- Procured 20 lots of minor works, reactive repairs, and specialist contracts. These contracts, with a combined value of approximately £800k are there to support our in-house repairs team during peak demand periods, or where specialist works are required. They also ensure that this work is consistently commissioned in a compliant and transparent way.
- Plan to procure services during autumn 2017 to carry out a programme of approximately 300 fire safety risks assessment reviews to ensure compliance with fire regulations and the safety of tenants and residents.
- Will also procure a comprehensive stock condition survey for our social housing stock in 2018.

In 2018/19 we will

- Re-procure our managed stores/materials supply contract. The existing £1.5m p.a. contract, which was jointly procured with the University of York, has been very successful, and will be seeking to replicate and improve on that success in the new contract, bringing in additional internal partners, including capital projects, in order to maximise the benefits across the council.
- Carry out a review of our existing Tenants' Choice and Standing Water contracts to ensure they continue to deliver value for money and quality for our customers.
- Re-procure our boiler replacement, our painting and pre-paint contract and our windows installation contracts.

Building Services will continue to work closely with our procurement colleagues to secure value for money and quality services for our customers. Whilst many of the contracts we will procure are likely to come through frameworks provided by procurement consortia, we will consistently aim to maximise the number of local contractors bidding for our work.

IT Infrastructure

In 2017 alongside colleagues in the wider housing service we started an ambitious project to replace a wide number of separate IT systems with one comprehensive Housing Management system. This project will for the first time allow full visibility of our service to all users of the system. Bringing asset and customer information together in one place will remove duplication as information will only need to be entered once into the system for all users to see it. This will in turn bring significant efficiencies for the whole service and the council combined with notable improvements for customers as they are provided with on-line access to their rent accounts, can book repairs and see when planned works are happening.

In addition we will see a move to mobile working for far more of our staff. These system changes will impact on our entire workforce, and will lead to very different ways of working, making this a critical project for the entire housing service.

Energy Efficiency

From our position as a landlord we continue to roll out a

phased program of improvements to our stock including the key area of making homes more energy efficient.

Our average Energy Efficiency Rating (SAP Rating) is 74 which is better than the social housing average of 70.5. This reflects investment in work carried out over the last 5 years which includes:

- Fitting 'A' rated condensing boilers as standard, with current programmes consisting of around 650 boiler replacements each year.
- Fitting thermostatic radiator valves and improved central heating controls.
- Installing air source heat pumps to 28 'off gas' properties in 2016/17.
- Installing insulation to over 1,650 lofts and cavity wall insulation to over 1,800 homes completed in 2014.
- A programme to replace single glazed to double glazed windows was completed in 2016.
- Installing low energy light fittings to communal entrances, staircases and external lighting in about 80 sites every year.
- Renewal of the communal heating systems at Gale Farm Court, Barstow House, The Glebe and Marjorie Waite Court sheltered sites.
- Renewal of night storage electric heating with modern electric heating at Alex Lyon House and Honeysuckle House – in both communal areas and dwellings.

Funding has been included within our 5 year investment programme for energy efficiency works. We are also working with Better Homes (York) to identify opportunities to increase

the energy efficiency of the housing stock as well as leveraging in external funding.

Future initiatives over the next 5 years include:

- Replacing electric night storage heating in c.250 dwellings.
- Upgrading insulation of up to 650 dwellings which have an uninsulated vertical hung tiling finish, mainly maisonettes.
- Install cavity wall insulation at the Navigation Road site to start in early 2018.
- Continue the boiler replacement programme using 'A'-rated boilers and fitting thermostatic radiator valves and improved system controls.
- Continue the programme to replace external softwood door replacements – around 500 per year.
- A programme to replace first generation UVPC windows dating from the early 1990's - intended to commence in Bell Farm and Chapelfields in 2018/19.

Health and Safety management – building maintenance

It is the policy of Building Services to adopt the management of health and safety as integral to the improvement of business performance and define, document and endorse its commitment to:

- Implementation of a safety management system based upon current work activities, the identification of hazards

and the assessment of associated risks.

- Provision of places of work and vehicles which are safe and without risk to the health and welfare of all its employees, independent contractors and the general public, so far as it is reasonably practicable.
- Providing appropriate information, instruction and programmed training and education.
- Consulting with employees to determine what measures should be taken to increase awareness of health and safety.
- Setting and publishing health and safety objectives
- Providing adequate and appropriate resources to implement this policy.
- Make regular reviews of this policy and institute improvements where possible.
- Introducing an integrated approach to health, safety and the environment.

In addition we will work more closely with our Health and Safety colleagues to review and ensure compliance with statutory and best practice requirements on key service areas such as;

- CDM (Construction Design Management)
- Asbestos Management
- Water Hygiene
- Fire Safety Management
- Electrical Safety
- Gas safety
- Vehicle safety

- Lone working
- Use of tools and machinery

Asbestos and Fire Management

Following the Grenfell Tower fire in June 2017 the council acted quickly to ensure residents were safe. We have no tower blocks (i.e. no buildings over 18m high) and none with the Aluminum Composite Material (ACM) cladding that was used at Grenfell Tower. Fire risk assessments were carried out on 592 premises with communal areas, with further checks on 309 communal areas in family homes and 13 in sheltered accommodation due to be checked by April 2018.

While not a regulatory requirement, periodic testing of electrical systems in dwellings is recognised as good practice by both reducing the risk to tenants of electrical shock but also the risk of fire as a result of old unsafe electrical systems, recognised as one of the major causes of fire. All voids are now being electrically tested and a programme to test occupied dwellings is being developed with the intention for in house electrical teams undertaking the work. This programme will include fitting smoke alarms where none are present. Complementary to this is that the Tenants Choice programme includes re-wiring of each property.

Fire Awareness training was carried out across both Housing and Building Services teams over 2015/16 and the four year Framework contract for Asbestos Surveys/Air Monitoring will be re-procured during 2018

Summary of Key Messages

We already have asset management data on the condition of our stock and we recognise that we now need to overlay this with data on the demand and turnover of homes, plus land holding to provide a fully comprehensive strategic asset plan and that the data needs to be reviewed.

We will continue to work with the tenants and leaseholders to determine the priorities for the service.

The introduction of mobile working has improved the efficiency of the service but further investment has been agreed to replace all systems across Housing and Building Services to enable integrated and efficient customer service

The housing stock overall is energy efficient, however properties that are difficult to treat and 'off gas' still require attention to ensure residents can afford to heat their homes and issues of damp and mould growth are avoided.

The service remains focused on legal compliance on health and safety including asbestos, fire and gas but needs to step up activity concerning the maintenance of electrical systems.

We need to look at ways of 'future-proofing' the housing stock in recognition of the changing demographic profile of our tenants and the likelihood of a continuation of a reduced housing stock due to RTB sales. Investment to improve facilities are part of the future investment programme carried out at the correct time

Priorities

Key programmes of work over the next five years include:

Complete Building Services restructure, allowing us to become more efficient, provide better services to customers, and trade externally

Completion of comprehensive stock condition surveys of all council housing stock

Introduction of new housing management IT system

Continue to deliver the Tenants' Choice programme of modernisation and improvement to the housing stock

Painting to the exterior of dwellings and communal areas in flats to be extended to an 8 year cycle on the basis that properties have historically been painted to very high standards. This will generate a revenue saving of c.£700k every 8th year to be used for other priorities.

Renewal of the water supply pipes to circa 2,000 dwellings, 1,500 of which are not council owned. This remains in the programme but is a project subject to risks

Eradication of major structural damp to several hundred properties across the city. Current programme has approx 200 properties awaiting these works ,with additional properties emerging

Continue the programme of adaptations to enable tenants to remain living in their home.

Resolving structural problems with the prefabricated bathroom 'pods' to 40 flats at Bell Farm. Prior to any work being carried out Housing Development will complete a

feasibility study

Maximising the funding and delivery opportunities presented by the partnership with Better Homes (York)

Focusing on further improving the experience of customers in respect of the maintenance of their homes. This includes ease of access to clear, understandable information and to the service they receive at their home.

Housing Management

The Housing Service is responsible for the management of our housing stock and for the community involvement which make our estates vibrant places to live and work. Key functions within this are the income and tenancy management of just under 7,700 homes, letting of properties, right-to-buy administration, services to around 520 leaseholders, resident involvement and management of low-level tenant anti-social behaviour.

The service also manages 245 tenancies on behalf of Thirteen Group Housing Association for which we received £131k in 2016/17 and £125k is expected in 2017/18. YorHome, the non-profit letting agency for private rental properties run by the council, manages around 40 private sector homes enabling us to match them to suitable tenants from our Housing Options service.

Table 4: Council owned homes

| Category | Stock numbers 1/4/17 |
|-------------------------------------|----------------------|
| Total HRA stock (units) of which: | 7,694 |
| • General Housing | 7,272 |
| • Sheltered Housing | 212 |
| • Sheltered Housing with Extra Care | 153 |
| • Temp Housing (dispersed) | 18 |
| • Temp Housing (Hostels) | 39 |

We work closely with colleagues and partners in housing

options, homelessness, Building Services, the city-wide community safety hub, housing standards/adaptations, supported housing and the Housing Development team to deliver a comprehensive, joined-up service for tenants at all stages of their tenancy.

National government initiatives and proposed policy changes present challenges and opportunities for the service. The 1% reduction in rents for the four years from April 2016 - 2020 has a significant impact on the income for the housing service although the confirmation of the return to the CPI +1% rent increase formula from 2020 restores some longer term certainty. Similarly the proposals for the sale of our high value stock could lead to the loss of hundreds of homes and rental income over time although the government has yet to firm up any implementation details. The continuation of the spare room subsidy ('bedroom tax') and the further roll out of Universal Credit to most new claimants from September 2017 will continue to place pressures on the housing management service as well as on the resources of those tenants directly affected by the measures.

The 2016 Housing and Planning Act also introduced compulsory fixed term tenancies for local authorities although the government has yet to implement this. A review of the Tenancy Agreement was completed in early 2016 and 52 week rent payments have been in place since April 2016.

These policy changes must also be placed in the wider context of demographic changes of an ageing population and also of an increasing 'residualisation' of the housing

stock whereby only those households with the greatest housing needs and who, by definition, are often those also with the highest level of support needs can be housed. Furthermore, financial pressures on support and resettlement services are leading to less assistance being available for some vulnerable tenants and a greater risk of tenancy failure requiring a different response from housing services.

Housing Management Restructure

The delivery structure of housing management activities was reviewed and new arrangements have been in place since October 2017. It is designed to reconfigure services to better meet customers' needs by focussing on the front line and actively promoting tenancy sustainment as well as meeting savings targets. It is intended to provide personal holistic management of tenancies, communities and their environs, support the council's approach to prevention and early intervention using the strengths of individuals and communities and to help them to become and remain resilient.

The most significant change is a move away from large patches (areas) each with several Estate Managers to smaller patches (with less properties to manage) with one Housing Management Officer (HMO) that provides a single point of contact for all issues for tenants in that patch.

An important aim is to enable HMOs to know their tenants better enabling them to identify issues earlier and triage them more effectively. It will also improve our ability to resolve

more issues at first point of contact. Patches now include sheltered housing schemes (which are now called 'Independent Living Communities') but will still have some dedicated staff hours on site. Patches are based around the East, West and Central areas of the city mirroring that of, and working closely in partnership with, the Local Area Coordinators.

This new approach recognises that customers of the housing service often have complex needs that are not always picked up as quickly as they could be. The emphasis will be on more contact with customers in their homes and a proactive, tailored and holistic service to them, dovetailing with and complementing council based and other services for the benefit of tenants and communities, breaking down departmental silos.

Against a backdrop of demographic and policy challenges it is critical that strong performance which minimises costs and maximises income and efficiency is maintained. A snapshot of performance data for 2016/17 includes:

- Tenancy turnover was 7.4% in 2015/16 and 5.5% in 2016/17.
- Total rent loss through voids was 0.742%.
- Rent arrears at the end of 2016/17 were £703k representing 2.19% of the rent debit. This is an increase on the 2015/16 figure of £668k (2.05%).
- Former tenant arrears for 2016/17 represented 0.88% (£283k) of the total rent debit, an improvement on the 1.04% for 2015/16.
- Some 387 council tenant households are currently

affected by the removal of the 'spare room subsidy'. This is a reduction from 523 noted in the last Business Plan and has been achieved by a combination of downsizing opportunities including funding to assist with removal and other costs, promoting mutual exchanges between tenants and introducing policies to prevent tenants being allocated or permitted to move into a home with more bedrooms than they require (unless downsizing from an even larger home). A reduction in the overall benefit caseload, that is, less people are entitled to HB, has also played a part.

- As of October 2017 30 tenants are affected by the benefits cap which shows an increase because the cap was reduced to £20,000 from November 2016.

Income Management

Consistent reduction in current tenant rent arrears over previous years has seen a reversal since 2013/14 (see Table 6), primarily the result of the cumulative impact of welfare reform.

In response to this, as well as maintaining a pro-active/early intervention approach working with key partners in housing benefit, Citizens Advice York (CAY), Foundation and York Learning, systems have also been put in place that improve the way in which rent accounts are monitored to ensure early and timely intervention if these go into arrears.

The switch to UC will present some well documented and difficult challenges for some of our residents. For example,

the need to claim on-line, the inclusion of the housing element in the single payment to the claimant, the move to a single monthly payment in arrears, a minimum six week delay in the first payment and the stricter conditionality rules will create some disruption to the ability of some tenants to manage their finances effectively. This has the potential to significantly undermine the very stable nature of the landlord income base and impact adversely on our financial stability. The experiences of other social landlords are well known.

We have procedures in place to help identify those of our tenants who are claiming UC and may require additional support to pay their rent and secure their home. The service has been closely involved in the preparations undertaken by the council and key partners to ensure that the transition to UC is as smooth as possible and that the appropriate support is available to residents. This includes close liaison with CAY and the wider advice sector, the Department for Work & Pensions (DWP), Explore Libraries and the council's benefit service.

The challenges that welfare reform bring require an increased focus on early intervention and a more holistic approach in supporting tenants with their financial management. Our staff will actively promote opportunities around digital inclusion, training and employment through advice and support in this area. They work with staff across the council and with partners to develop initiatives and raise awareness. Promoting these is an integral part of the work to enable customers to thrive and prosper in a financially challenging environment, tapping in to the considerable advantages available when accessing on line services.

To assist in making best use of stock and to help those affected by the removal of the 'spare room subsidy' the landlord service approved a downsizing incentive scheme. This includes funding to assist with removal and other costs, increased priority for tenants wishing to transfer to smaller homes, and 'swop shop' events that provide advice and assistance to tenants interested in downsizing. This can be through transfers and, increasingly through mutual exchanges.

Anti-social Behaviour

The housing management team works closely with and is supported by a specialist team of Anti-Social Behaviour Officers within the Community Safety Hub based in West Offices. They work alongside North Yorkshire Police and the Neighbourhood Enforcement Officers and a number of other partners.

There has been an increase in the complexity of cases, particularly from people suffering from mental health and dual diagnosis issues. The Community Safety Unit has a specific post that focuses on resolving these complex cases. It is also acknowledged that there is currently a shortfall in specialist and supported accommodation to meet the needs of these groups.

A review of the Hub is expected to be completed by March 2018 and a new IT system is planned to be in place later in 2018 to improve the effectiveness of the service, enhance communication within the Hub and with partners and upgrade

the case management system.

Community Development

In the last few years the housing management team has reviewed its approach to community engagement and with tenant associations, ward councillors and other stakeholders they began developing local action plans. A number of local hubs have been developed over the last year reflecting the council's ambitions to provide accessible local services. Further work is being undertaken to develop the offer that these hubs make to the community with partners and local area teams.

As part of the council's priority to develop community capacity the housing management services will review the Local Estate Action Plans (LEAP) and management of localities with residents, colleagues and ward teams. The purpose of these plans has been to identify those things that are important to residents and local stakeholders and put action plans in place to tackle the issues. It is acknowledged that these need to be more effective and work will be undertaken over the next 12 months to strengthen their development and embed them into the way we work with communities.

The Letting & Allocation of Homes

The allocation of homes is delivered via the North Yorkshire Home Choice (NYHC) sub-regional choice based lettings scheme used by York and ten other social housing providers across North Yorkshire. The system has created greater

transparency for customers but has not been successful in reducing the levels of administration.

A review of the housing registrations process was undertaken in 2015 and as a consequence we completely changed our approach to manage customer expectations more effectively. It found that only 33% of customer demand was being met. Over 30% of registered households had little or no housing need and were in (the lowest) Bronze band and only 6% of properties were let to Bronze band households each year. The system generated significant failure demand and our new way of working reflected the need for more effective management of customer demand coming into the system as well as management of that demand once within the system.

From January 2016 the Housing Registrations Team became a team of generic Advisors and all customers must now have a conversation and or an interview with an Advisor to discuss their current Housing situation and housing options available to them prior to being given access to the North Yorkshire Home Choice Register. This includes realistic information with regards to waiting times for re housing within the York. This process has seen a decrease in time it takes to process applications and a significant decrease in calls and messages requesting and update on the progress of an application giving staff time to deal efficiently and effectively with application processing. In the coming year we will review our membership of the North Yorkshire Home Choice partnership.

Customer Services

A new comprehensive training plan for 2017/18 has been created to support the new Housing Management structure that was introduced in October 2017. It reflects the new responsibilities of the more generic HMOs and a clear desire to give our people the confidence, skills and knowledge to resolve more issues at first point of contact.

We will ensure that services are delivered in the way that customers want, when they want them by ensuring that staff are supported through training, ICT support, effective management and comprehensive policies and procedures.

A thorough training needs analysis and skills audit was carried out and the plan has a clear focus on empowering our staff to make more effective decisions and improve the front line customer experience. We will give staff the tools and knowledge to carry out their roles with confidence. Our approach to customer services continues to be based on customer preference when making contact. The planned new ICT system will provide greater opportunity to enhance how we contact customers using the wide range of channels available. In the meantime we will enable and promote self-service options and communication media (for example, by early 2018 we will have our own Facebook and Twitter presence) whilst retaining and developing more traditional methods of communication for those customers who need and prefer this.

Internal procedure documentation has been overhauled to reflect the new structure and version control is now in place

to ensure consistency and reliability. More effective mobile working is supported by the provision of iPads to all HMOs and the information on our website has been reviewed and improved. We are improving how we collect and record key contact information from customers to ensure that we use it more effectively to support customers and align it with corporate systems.

We will develop a 'Customer Care' visit scheme through which all tenants will be visited by a HMO to provide better outcomes for customers and the service in terms of service provision and identifying and addressing safeguarding, support or enforcement issues by working more closely with partners such as the Local Area Teams. This will enable issues to be identified sooner and intervention support provided or signposted at an earlier opportunity.

Our training and staff development will support our ambition to make it easier for our customers and communities to do more things for themselves which is also reflected in the creation of the new position of an Active Communities Officer.

We will be bringing forward plans to utilise the apprenticeship scheme to train and retain staff and improve service delivery.

Right to Buy (RTB)

Historically RTB has been high with over 6,000 homes sold within the city since its introduction. The last three years have seen a steady increase in sales coinciding with an

increase in the maximum discount (currently £78,600) and reduced qualifying period for eligibility. In the last two years (2015/16 and 2016/17) 147 council homes (see Table 5) have been sold under the right-to-buy of which 75% were houses at a total discount of £9.48m generating receipts of £11.2m.

The Business Plan settlement model had assumed RTB sales between 20 and 28 per year but this has now been increased to 60 sales per annum reducing to 50 in the later years of the plan.

Table 5: RTB applications and sales

| Year | Applications | Sales |
|-------------------|--------------|-------|
| 2011/12 | 20 | 6 |
| 2012/13 | 88 | 23 |
| 2013/14 | 77 | 53 |
| 2014/15 | 98 | 52 |
| 2015/16 | 141 | 68 |
| 2016/17 | 123 | 79 |
| 2017/18 (to 30/9) | 67 | 29 |

Making Best Use of Our Stock

Demand for social housing in the city is high and this means most homes can be re-let easily. Nevertheless, there are properties where remodelling/demolition will improve the quality and in some cases quantity of homes.

Within the council stock there are also one-off high value

properties and a review is undertaken in line with the Asset Strategy to determine whether we retain or sell these properties using the capital to reinvest in more suitable accommodation.

Summary of Key Messages

Welfare reform changes will impact upon the council's ability to collect rental income and could lead to increased arrears

Welfare reform will add additional pressures on household incomes and living arrangements that will affect tenants' health and wellbeing

We need to explore more ways of maximising income, tackling digital exclusion and assisting customers into employment or training

The introduction of Universal Credit means that the direct link between tenants housing related benefits and the administration of these by the council will be severed.

General needs accommodation is not always the most suitable accommodation for vulnerable groups including those with complex needs

Development of localised services is key to the effective delivery of the housing management function

Addressing overcrowding and under occupation is an essential component of making the best use of the council housing stock.

Deliver a replacement ICT system that meets the needs of residents, the housing service and the council's wider

priorities.

Priorities

Over next 18 months embed and review the new housing management structure ensuring that it delivers a more holistic serviced to households.

Continue to review, particularly in the light of Universal Credit, rent arrears policies and procedures to ensure that rent is paid and households are supported to sustain their homes.

Continue to provide support to those most likely to be affected by welfare reforms to minimise negative impacts on households.

Encourage under occupiers to take advantage of downsizing incentives to help free up larger homes

Better understand the needs of our customers through detailed customer profiling to inform the development and improvement of services

Develop targeted housing advice to meet the needs of different groups, such as younger households, older households and those with specialised needs

Keep the impact of Universal Credit under regular review

Address financial exclusion by work in partnership with high street banks and credit unions to provide basic bank accounts and encourage use of direct debit payments

Continue financial management training for tenants and staff to improve household budgeting

Explore options for developing specialised accommodation for customers with mental health

Maintain and review local advice services offering a range of advice and information

Improve the delivery of services at the local level and apply common priorities for Local Estate and Wards

Remodel or redevelop obsolete or less sustainable housing stock to maximise the supply of decent affordable homes.

Review the stock of high value homes and consider options for disposal and re-investment in new housing supply

Deliver the single training plan for the whole service focussing on a programme of empowerment and coaching ensuring that it supports the new housing management structure.

Actively engage in the delivery of the Community Safety Plan 2017 – 20.

Supported Housing

Supported housing is defined as housing which is designated for a specific group (such as older people, people with learning disabilities etc.) and in which there is some level of support provided as part of the accommodation offer usually funded through a service charge to residents.

A supported housing strategy has been developed to address the supported housing needs of the City, and to prioritise resources appropriately⁵. The strategy has an overarching vision to increase and maintain independence by ensuring the right supported housing options are available at the right time and the right place for those that need them.

The needs of seven groups were examined in the strategy:

- Older people (those aged 55 and over)
- Those with mental ill-health.
- Those with learning disabilities.
- Young people,
- Ex-offenders.
- Homeless people.
- Those at risk of substance misuse (drugs and alcohol).

The key priorities and actions identified through the strategy can be found in the action plan. Housing Services play a critical role in supporting the delivery of the Supported Housing Strategy priorities. This includes:

- Directly managing 9 Independent Living Communities, and a further 2 with extra care.
- Providing temporary accommodation for statutory homeless households, this includes Ordnance Lane (currently providing 31 units of various sizes) Holgate Road and Crombie House (20 units).

Around 30% of York's population is aged 55 or over and this is reflected in the profile of council tenants. Sheltered Housing (Independent Living Community housing) makes up 13% of social housing stock in York.

Older Person's Accommodation Strategy

York's older persons' population is growing rapidly with the number of over 75s expected to increase by 50% over the next fifteen years. The supply of accommodation with care is currently inadequate and, as the population increases, the shortfall will grow if no action is taken. In July 2015 the council's Executive approved the Older Persons' Accommodation Programme which was designed to address this problem and by 2020 can halt the increasing shortfall by increasing net provision by 682 units⁶. Good progress is being made with the Programme and confidence is held in its ability to deliver the outcomes required. However, further work will be needed in the following decade to keep pace with the growing older persons' population.

The HRA has played a key part in supporting the Programme by investing in:

⁵ York Supported Housing Strategy 2014-2019

⁶ Report to Executive 28/9/17

- Providing 24/7 care at Glen Lodge and Marjorie Waite Court Extra Care schemes.
- Building a 27 home extension to the Glen Lodge Extra Care scheme.
- Delivering an additional 33 new units of Extra Care accommodation by extending Marjorie Waite Court

Mental Health

The main priority identified through Supported Housing Strategy consultation was for supported accommodation for people with mental health issues, along with complex or multiple issues who also have other support needs due to substance misuse or offending. These individuals require intensive and targeted support for the medium term (up to 5 years) that is currently unavailable. This would help prevent re-admission to hospital, and support sustainable resettlement for those who are currently struggling to manage precarious accommodation in homeless accommodation, and unable to engage fully in resettlement work due to their mental ill health.

Housing Services are working with Tees, Esk & Wear Valley, Adult Social Care and the CCG on proposals to develop a pathway of resettlement and support for people with mental ill health.

Homelessness

The Ordnance Lane homeless hostel of 32 units of

accommodation has been in need of replacement for many years. The buildings are no longer fit for purpose from both a management and maintenance perspective. In 2014 the council approved a budget to replace the current hostel with a new build development of 39 units of accommodation. Unfortunately the developer went into liquidation but an opportunity arose to purchase and convert existing office accommodation at James House, James Street that was being converted into 60 flats. This was approved in March 2017. Completion is expected in April 2018.

It will allow us to consolidate existing provision on four sites on to one site and provide a much better service to residents from that single location. Two of the existing sites, Crombie House and Howe Hill will be converted into new council housing, while premises in Holgate Road will be sold off and the money invested into James House,

More broadly, work on developing the Homeless Strategy 2018-23 has started and will be completed in 2018 and planning for the impact of the Homelessness Reduction Act 2017 from April 2018 is underway.

Summary of Key Messages

Some temporary accommodation is not fit for purpose

There remains a need for ongoing planned maintenance of current sheltered housing schemes.

The Older Person's Accommodation Programme will deliver a net increase of suitable provision of 682 units by 2020

There is a need for more supported accommodation for people with mental health problems who have complex needs.

A replacement for the Ordnance Lane homeless hostel has been identified and secured at James House.

Priorities

Ensure that James Street opens on time and on budget and that a smooth transition of residents takes place.

Ensure the supported housing strategy is used to help plan for future developments.

Pending the outcome of the Mental Health Accommodation review we can potentially bring forward proposals for the conversion of some of the councils existing general needs stock into medium term supported accommodation for people with mental health problems to address the shortfall in provision for this client group

Ensure that the Older Person's Accommodation Programme remains on track.

Deliver effectively the requirements of the Homeless Reduction Act 2017

Adaptations

Local authority social housing providers are expected to meet the cost of any adaptation work required by tenants to their housing stock. Each year about 400-450 council homes receive some form of adaptation to meet the needs of particular households. The investment requirement ranges from minor adaptations (e.g. grab-rails and ramps), more major adaptations (e.g. stair lifts, through floor lifts and assisted bathing facilities), up to making major structural changes.

If an adapted home becomes empty we aim to match, through our choice based lettings system, these properties to tenants with appropriate needs.

Although every endeavour is made to let adapted properties to tenants who need them, this is not always possible. There is an ongoing need to relocate existing adaptations, renew existing installations and to provide additional installations to meet arising need. The Housing Capital Investment Programme of £400k p.a. supports this provision.

An additional consideration is the increased revenue cost associated with servicing and maintaining specialist equipment that is installed in the housing stock, where again the budgets allocated for this purpose come under increased pressure over time as the number of adaptations increases. There is an acknowledgement that the recording of this information and the subsequent prioritisation of re-lets to households with similar needs could be improved. This will be a priority for the Strategic Asset Plan

The building of new homes to a lifetime standard – especially at Derwenthorpe - has provided new opportunities for disabled people, their carers and in particular for families with disabled children. Using adaptation funding these homes have been specially adapted to meet the needs of the individual disabled person, for example by the installation of a through floor lift in the designated space in the hallway of the lifetime home rather than being installed in a living room. However the design of a lifetime home also means that the disabled person also has the ability to access rooms which traditionally would not normally attract funding e.g. access to siblings' bedrooms and access to a kitchen. This benefits not only the disabled person but also their carers and families.

Summary of Key Messages

Lifetime home standards are enabling adaptations funding to be spent on homes that generally more fully meet the needs of customers

There is scope for making more effective and efficient use of adapted homes when these are available for re-letting

Priorities

We are introducing an ICT system which aims to provide appointments for customers and provide better real time information to ensure that adaptations are being installed efficiently .

Governance and Tenant Involvement

Decision making

City of York Council is a unitary authority delivering a wide range of statutory and non statutory services to local residents. Working from its democratic mandate, it plays a key leadership role in the life of the city and is responsible for a wide range of services including housing, planning, education, transport, highways, adult social services, children's services and public health. The council is made up of 47 elected representatives drawn from 21 ward areas.

The council has an executive structure for governance and decision- making. Housing Services is led by the Executive Member for Housing and Safer Neighbourhoods who delivers direct representation at meetings of the Executive and full council, coupled with regular meetings with the Assistant Director for Housing and Community Safety, and York Residents' Federation. Decisions can be made efficiently and based on personal understanding and direct involvement.

Housing Services is aware of the need to keep pace with the changing requirements of regulators, especially in regard to residents monitoring services. The role of tenants in co-regulation has been embraced by the council, with the introduction of the Housing Service Inspectors and the Tenant Scrutiny Panel.

The Housing Environment Improvement Programme (HEIP) replaces the long standing estate improvement funding. It has been developed through consultation with the Residents Federation, customers and Officers. This new programme, funded for £170k p.a. will deliver local priorities identified through the ward team and will be co-ordinated by the HEIP Panel made up of tenants, councillors and Officers.

Tenant Involvement

Tenant involvement is critical to the delivery of an effective and efficient housing service.

Working with our customers we have developed a range of involvement activities from which customers choose how they wish to influence services from a wide range of options including:

- York Resident Federation and (currently) 14 Resident Associations.
- Tenant Scrutiny Panel.
- Service Inspectors.
- Leaseholder Scrutiny Panel.
- Leasehold Forum.
- Equality Panel.
- A range of satisfaction surveys, focus groups and drop-in sessions.

The long-standing York Residents' Federation is the umbrella group for York's Residents' Associations. With a

formal structure, access to senior staff and the Executive portfolio holder as a standing member, the Federation's voice influences our policies, priorities and performance.

Residents' Associations provide a tight focus on communities and localities.

The Tenant Scrutiny Panel check and challenge policies and performance. They continue to monitor performance data and co-produce the Annual Tenant and Leaseholder report. Having reviewed the local service standards during 2011 and 2013 they are currently investigating the effectiveness of producing service standards to include targets. These standards will be more meaningful for tenants and through the monitoring process undertaken by the Panel will provide robust improvement data for Housing. They are committed to ensuring our resources are focused on achieving the improvements that really matter to tenants.

Our established group of Service Inspectors use a wide range of techniques to deliver their challenging, in-depth inspections. They look at the services Housing provides from the tenant's perspective to highlight changes that will make a difference. They continue to monitor the delivery of the lettable standard and regularly independently inspect properties before they are let. They are now inspecting the delivery of the Tenants Choice programme which includes holding focus group meetings for tenants who have had the programme delivered in their homes. They discuss their findings with Tolent Living (the contractor carrying out home improvements on behalf of the council) and the council's contracts manager to feedback the information collected. This

ensures that improvements can be made taking tenants' views into account

A bimonthly new Tenant Focus Group makes sure tenants' views continue to influence the voids process by contributing to the monitoring of the lettable standard to support continuous improvement.

The newly formed Leasehold Scrutiny Panel has been driven by the Leasehold Forum and is focussing its early work on the issues raised at that meeting. Formed in May 2016 they have already produced their first Leaseholder Newsletter (which they intend to produce biannually to inform Leaseholders of their work) and have begun looking into gardening charges. They continue to work on clarifying insurance cover for leaseholders and are committed to working with the council to improve services for all the council's leaseholders.

The twice yearly Leasehold Forum is a meeting to which all council leaseholders receive an invite and agenda. This forum gives leaseholders the opportunity to meet senior officers and raise issues directly with them.

The emerging Equality Panel is in its very early stages with the aim of challenging and supporting the direction on equality and diversity issues within housing services

Summary of Key Messages

Younger people continue to be under-represented in

shaping and influencing services and appear less interested in attending traditional meetings. The next year will see additional efforts to support the development of appropriate involvement methods.

We continue to seek broader representation and involvement in decision making to ensure services remain attuned to the needs of our increasingly diverse customer base. We have written an engagement strategy supported by a four year action plan which includes working towards more representative involvement

Priorities

We will continue to promote new involvement activities and make use of social media such as Twitter and Facebook to reach a greater range of tenants and particularly target those that have not traditionally been involved to ensure services remain relevant and accessible to them. We have written an engagement strategy supported by a four year action plan to support this.

Deliver the Housing Environment Improvement Programme (HEIP).

Information Systems

Current IT Infrastructure

Housing Services employ a range of systems including commercially procured systems, web based applications and ad hoc databases.

Housing specific systems include:

- Northgate SX3 Integrated Housing Management System – (also used by Revenues and Benefits with an integrated database)
- SAM – Property Database
- Servitor Housing Repairs – Works Management System
- Anite Document Management System – Housing Services
- Abris Choice Based Letting System
- Flare/APP (also used by Environmental Health and Trading Standards)

The Housing Service relies very heavily on a number of business critical ICT systems, with the Integrated Housing Management Information System (Northgate SX3) being one of the key applications. This system has been upgraded with the existing supplier but still requires extensive development.

IT infrastructure replacement project

A review of current systems was carried out during 2016 and

a budget of £1.72m has been agreed to invest in replacing those systems in a programme that will take around two years to implement. A project team is in place and the full scope of the project is being finalised.

The overriding strategic objectives are to transform service delivery and place customers at the centre of the service. It will remove barriers to service improvement that inhibit the current systems – system architecture, lack of integration, system interface issues, availability and cost of system support, failing end of life software, data quality issues, manual processes, duplication of effort and overly complex processes.

In doing so it will:

- Provide an improved customer experience through single first point of contact resolution and empower customers through 24/7 self service and by offering a range of communication channels.
- Deliver a truly integrated solution that will reduce the number of current systems, eradicate manual systems and ‘work-arounds’, remove duplication and give a single reliable and consistent view of information and data.
- Allow much improved sharing of comprehensive stock condition and management information, supporting investment decisions.
- Offer intuitive, flexible and easy to navigate systems that support ‘straight through’ processes that reduce human error.
- Make available enhanced functionality including

workflow and task management with streamlined, simplified processes and be capable of supporting mobile working solutions.

- Reduce administration costs and overheads and increase revenue.
- Deliver excellent customer service with on-line packages to deliver staff training, provide universal access to data, records, procedures and documents as well as providing management information that will allow service delivery to be monitored for quality and outcomes.
- Support housing service customers to take advantage of the council-wide 'super connected cities' programme that takes services to customers and communities and facilitates customer participation in digital service delivery and development.
- Promote the health and well being of residents, working in partnership with other agencies to provide advice, early intervention and preventative action to help support and sustain tenancies and improve quality of life.

These benefits will feed through to customers as better informed decisions are taken and staff time is freed up to deliver front line services for customers.

Summary of Key Messages

Significant investment has been agreed to replace existing systems with a fully integrated and future proof solution that

will help transform service delivery

Priorities

Ensure that the IT replacement project delivers all its strategic and operational objectives

Ensure that a value for money and 'right first time' approach is enabled in the delivery of services

Continue to utilise existing technology to make services easy to access, high quality and efficient, effectively managed and responsive to the particular needs of individuals and/or customer groups

Rent Arrears, Voids and Rent Setting

Rent Arrears and Bad Debt Provision

Rent arrears are a combination of current and former tenant debt, the latter being more difficult to pursue and recover. In recent years improved recovery and a rigorous approach has seen a significant reduction in former tenant arrears.

A pro-active approach to pursuing current tenant debt is central to keeping former tenant debt, and therefore the cost of rent written off, to a minimum.

Table 6: Rent Arrears

| Financial Year End | Current Tenants | % of Gross Debit | Former Tenants | % of Gross Debit |
|--------------------|-----------------|------------------|----------------|------------------|
| 31/3/17 | £703,457 | 2.19% | £282,982 | 0.88% |
| 31/3/16 | £668,449 | 2.05% | £338,678 | 1.04% |
| 31/3/15 | £659,270 | 2.06% | £316,587 | 0.97% |
| 31/3/14 | £546,325 | 1.74% | £351,346 | 1.12% |
| 31/3/13 | £497,323 | 1.59% | £328,060 | 1.05% |
| 31/3/12 | £497,263 | 1.68% | £401,166 | 1.36% |
| 31/3/11 | £443,808 | 1.60% | £571,214 | 2.05% |
| 31/3/10 | £501,002 | 1.82% | £887,019 | 3.33% |
| 31/3/09 | £588,865 | 2.19% | £883,750 | 3.29% |

The improved performance in rent collection seen up to 2012/13 has reversed in more recent years and this was not entirely unexpected given the depth and scope of welfare reduction policies.

It is imperative that the council takes positive action to minimise any increase in rent arrears, thus reducing the financial burden on the HRA that an increase in bad debt will create.

The HRA maintains a provision for bad debt, with the value of the provision reviewed annually, taking into consideration both the age and value of outstanding debt at the time. Our bad debt assumption remains at 1.5%.

A number of measures are in place to mitigate against increasing rent arrears. As part of the October 2017 restructure a small team of Rent Account Monitors has been established to manage rent accounts more closely and to make swift contact with tenants who miss a payment. HMOs will carry out any necessary visits. As noted earlier we have worked very closely with partners to prepare for the roll out of UC and our HMOs will be providing more holistic support to tenants in difficulty.

Void Levels

The level of void properties in the housing stock is relatively low compared with other areas in the country. The average number of properties re-let in the last three years is 704, including transfers and non secure tenancies in Ordnance Lane hostel.

The value of rent lost as a direct result of void dwellings in 2016/17 was £241K, representing a void loss of 0.729%.

The number of voids unavailable for letting at year end remains low compared with other areas of the country and an assumption of 0.9% voids is currently considered appropriate.

Rent Setting

Rent restructuring was introduced in April 2002, with the key aim of converging rents across all social housing providers, whether local authority landlord or other registered provider.

Target rents are calculated using a formula, which considers both property prices and average manual earnings, both weighted for the geographical location of the housing stock. Target rents for York were higher than the levels being charged at the outset of the regime.

New proposals on rent restructuring were issued in November 2013 which ended rent convergence in 2014/15 and thereafter proposed to change annual increases to CPI plus 1% from RPI plus 0.5%. This means the majority of rents in York are not at target rent.

However, since the 2016 Housing and Planning Act all social rents are decreasing by 1% per year through to 2019/20.

Summary of Key Messages

The level of current tenant arrears has shown an increase since 2013/14

Rents will continue to reduce by 1% annually until 2019/20

The introduction of Rent Account Monitors will manage rent arrears more effectively

Priorities

Rent arrears and the impact of welfare changes will continue to be closely monitored

Performance Monitoring

Performance Management Framework

Housing's key actions and outcomes are contained within the overarching Service Plan for Housing and Community Safety. The actions and outcomes have been aligned to show how the Housing Service contributes to the priorities set out in the Council Plan.

The actions and outcomes have been identified to address challenges the service faces from government and legislative changes, local priorities, budget and staffing considerations and to strengthen areas of weak performance. Customer expectations are an essential source in driving improvement.

Customer influence is channelled through a number of sources including the annual Tenant Satisfaction survey, service specific customer satisfaction surveys, complaints, findings from Tenant Inspector reviews and feedback from the Resident Panel, Housing Tenant Scrutiny Panel, Resident Associations, Customer Panels and Focus groups.

The Housing Service has an annual Service Plan which is regularly reviewed and links to local, departmental and council priorities.

Weekly and monthly operational reports are provided to Housing Managers to monitor performance concerning particular service areas and comprehensive performance information is available in real time via the Council's Key

Performance Indicator (KPI) system.

Performance updates are presented to the Resident Federation and the Housing Tenant Scrutiny Panel. Service Managers attend these meetings to discuss performance concerns with residents. Performance issues are also discussed by Housing Management Officers attending Resident Association Meetings on request.

Benchmarking

The Housing Service has been a member of Housemark benchmarking club since 2009. This allows robust, comparable spend data and performance analysis in relation to a range of landlord activities covering

- Overheads
- Responsive Repairs and Void works
- Major Works and Cyclical Maintenance including Gas Servicing
- Value for money
- Housing Management
- Lettings
- Rent Arrears and Collection
- Anti-social Behaviour
- Resident Involvement

Value for Money

The key findings from the analysis are plotted on the Value for Money Matrix and inform service plan priorities and Housing's Value for Money approach. A full

benchmarking report is presented to Housing Senior Management team and the Housing Tenant Scrutiny Panel also oversees benchmarking results.

Community Impact Assessments

Community Impact Assessments are carried out in respect of individual service area delivery and policy review. Self-financing is a change in a major financially driven process and therefore it is not appropriate to undertake a CIA in respect of the introduction of the Business Plan in its own right. However, CIAs will be carried out in respect of any potential changes in policy or service delivery that may result from this different financial process.

Reviewing the Business Plan

The Business Plan is a dynamic, working document. Consequently it is essential that it is reviewed and updated on an annual basis. It is monitored throughout the year by officers, Housing Management Team, the Housing Portfolio Holder and the Executive, as appropriate.

Summary of Key Messages

Performance monitoring and value for money are key considerations

We are committed to benchmarking our services to ensure we have external challenge on performance levels

We will continue to involve residents in monitoring performance and shaping services

Priorities

Developing performance tools that are meaningful and accessible to the whole workforce.

Utilising the results of benchmarking, tenant satisfaction survey and customer feedback including complaints to improve services

Working to achieve top quartile performance in all areas whilst ensuring services take account of the needs of individual customers and communities

Treasury Management

The HRA Self Financing reform detailed in the Government White Paper in November 2012 resulted in the council paying £121.55m to the Treasury. This removed the Council from the HRA subsidy system from 1 April 2012 and the payment made on 28 March 2012 was effectively the debt which relates directly to the HRA.

The self-financing valuation of the local authority's council housing stock was made by the Government using a discounted cash flow model for the authority's social housing. The model was based on assumptions made by Government about rental income and expenditure required to maintain the council's housing stock over 30 years. It determined the amount paid to the Government of £121.55m and also the upper limit on housing debt that the Council may hold under the HRA self-financing reform.

In order to finance the £121.55m, significant exploration of the funding options available to the Council were undertaken with the final decision being made by the Director of Customer Business & Support Services in accordance with the delegated powers as approved by Council in the Treasury Management Strategy dated 23 February 2012.

Loan Portfolio

The objective of creating the HRA loan portfolio was to keep interest rates to a minimum, mitigate risk as much as possible and create flexibility within the portfolio.

In considering the risks associated with the proposed borrowing strategy, a key factor was the implications of repaying the initial loans at a point earlier than their natural maturity. This may be required for treasury management purposes or to provide greater flexibility within the Business Plan for future developments.

The prudent approach to scheduling multiple loans was to ensure that the HRA Business Plan was capable of repaying debt at the point where loans were scheduled to mature and could seek opportunities to further invest in the level and quality of social housing.

Based on the Public Works Loan Board's interest rate, information at the time the loans were taken on 28 March 2012, rates did not significantly vary for maturity loans from periods of 25 years to 50 years. Given this, the portfolio of 21 maturity loans was constructed taking loans with varying amounts, at a variety of interest rates, across different maturity periods in line with the HRA Business Plan.

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HOUSING REVENUE ACCOUNT FINANCIAL PROJECTIONS

| City of York Council | HRA Business Plan 2017 - 47 | | | | | | | | | | ANNEX B (page 1 of 2) | City of York Council | HRA Business Plan 2017 - 47 | | | | | | | | | | | |
|----------------------------------|-----------------------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|-----------------------|----------------------|-----------------------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|
| Year | 2017.18 | 2018.19 | 2019.20 | 2020.21 | 2021.22 | 2022.23 | 2023.24 | 2024.25 | 2025.26 | 2026.27 | 2027.28 | 2028.29 | 2029.30 | 2030.31 | 2031.32 | 2032.33 | 2033.34 | 2034.35 | 2035.36 | 2036.37 | 2037.38 | 2038.39 | 2039.40 | 2040.41 |
| £'000 | 0 | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 | 23 |
| INCOME: | | | | | | | | | | | | | | | | | | | | | | | | |
| Rental Income | 31,923 | 31,437 | 30,821 | 31,439 | 32,044 | 32,596 | 33,149 | 33,706 | 33,939 | 34,167 | 34,516 | 34,992 | 35,473 | 35,960 | 36,453 | 36,925 | 37,373 | 37,825 | 38,281 | 38,739 | 39,202 | 39,668 | 40,137 | 40,609 |
| Void Losses | -298 | -280 | -274 | -280 | -285 | -290 | -295 | -300 | -303 | -305 | -308 | -312 | -317 | -321 | -326 | -330 | -334 | -338 | -342 | -346 | -351 | -355 | -359 | -363 |
| Service Charges | 942 | 959 | 978 | 998 | 1,018 | 1,038 | 1,059 | 1,080 | 1,102 | 1,124 | 1,146 | 1,169 | 1,192 | 1,216 | 1,241 | 1,265 | 1,291 | 1,317 | 1,343 | 1,370 | 1,397 | 1,425 | 1,454 | 1,483 |
| Non-Dwelling Income | 339 | 354 | 361 | 368 | 375 | 383 | 391 | 398 | 406 | 415 | 423 | 431 | 440 | 449 | 458 | 467 | 476 | 486 | 495 | 505 | 515 | 526 | 536 | 547 |
| Grants & Other Income | 376 | 355 | 355 | 356 | 356 | 356 | 357 | 357 | 358 | 358 | 358 | 359 | 359 | 359 | 360 | 360 | 361 | 361 | 362 | 362 | 362 | 363 | 363 | 364 |
| Total Income | 33,282 | 32,826 | 32,242 | 32,881 | 33,508 | 34,084 | 34,660 | 35,242 | 35,502 | 35,759 | 36,135 | 36,639 | 37,148 | 37,664 | 38,186 | 38,688 | 39,167 | 39,650 | 40,138 | 40,630 | 41,126 | 41,627 | 42,131 | 42,640 |
| EXPENDITURE: | | | | | | | | | | | | | | | | | | | | | | | | |
| General Management | -5,751 | -5,848 | -5,728 | -5,819 | -5,935 | -6,054 | -6,175 | -6,299 | -6,425 | -6,553 | -6,684 | -6,818 | -6,954 | -7,093 | -7,235 | -7,380 | -7,527 | -7,678 | -7,831 | -7,988 | -8,148 | -8,311 | -8,477 | -8,647 |
| Special Management | -2,201 | -2,134 | -2,176 | -2,220 | -2,264 | -2,310 | -2,356 | -2,403 | -2,451 | -2,500 | -2,550 | -2,601 | -2,653 | -2,706 | -2,760 | -2,815 | -2,872 | -2,929 | -2,988 | -3,048 | -3,108 | -3,171 | -3,234 | -3,299 |
| Other Management | -249 | -254 | -259 | -265 | -270 | -275 | -281 | -286 | -292 | -298 | -304 | -310 | -316 | -323 | -329 | -336 | -342 | -349 | -356 | -363 | -371 | -378 | -385 | -393 |
| Rent Rebates | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Bad Debt Provision | -469 | -466 | -457 | -466 | -475 | -484 | -492 | -501 | -504 | -508 | -513 | -520 | -528 | -535 | -543 | -550 | -557 | -563 | -570 | -577 | -584 | -591 | -598 | -606 |
| Responsive & Cyclical Repairs | -6,097 | -6,012 | -6,133 | -6,255 | -6,380 | -6,508 | -6,638 | -6,771 | -6,906 | -7,044 | -7,185 | -7,329 | -7,476 | -7,625 | -7,778 | -7,933 | -8,092 | -8,254 | -8,419 | -8,587 | -8,759 | -8,934 | -9,113 | -9,295 |
| Total Revenue Expenditure | -14,766 | -14,714 | -14,753 | -15,025 | -15,325 | -15,631 | -15,942 | -16,259 | -16,578 | -16,903 | -17,236 | -17,578 | -17,927 | -18,282 | -18,644 | -19,014 | -19,390 | -19,773 | -20,164 | -20,563 | -20,970 | -21,385 | -21,808 | -22,239 |
| Interest Paid & Administration | -4,625 | -4,573 | -4,574 | -4,575 | -4,576 | -4,577 | -4,547 | -4,403 | -4,143 | -3,841 | -3,471 | -2,998 | -3,129 | -2,872 | -2,670 | -2,377 | -2,040 | -1,810 | -1,700 | -1,702 | -1,703 | -1,705 | -1,707 | -1,708 |
| Interest Received | 266 | 353 | 339 | 350 | 372 | 397 | 427 | 431 | 400 | 358 | 299 | 221 | 179 | 179 | 196 | 193 | 181 | 199 | 249 | 327 | 405 | 484 | 562 | 641 |
| Depreciation | -7,847 | -8,098 | -8,182 | -8,270 | -8,353 | -8,420 | -8,485 | -8,549 | -8,613 | -8,675 | -8,768 | -8,893 | -9,019 | -9,146 | -9,276 | -9,399 | -9,517 | -9,636 | -9,756 | -9,877 | -9,999 | -10,122 | -10,245 | -10,370 |
| Net Operating Income | 6,310 | 5,793 | 5,072 | 5,361 | 5,626 | 5,853 | 6,113 | 6,461 | 6,568 | 6,698 | 6,959 | 7,391 | 7,252 | 7,542 | 7,793 | 8,091 | 8,401 | 8,630 | 8,766 | 8,815 | 8,860 | 8,899 | 8,934 | 8,963 |
| APPROPRIATIONS: | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| FRS 17 /Other HRA Reserve Adj | 0 | -10,040 | -41 | -42 | -43 | -43 | -44 | -45 | -46 | -47 | -48 | -49 | -50 | -51 | -52 | -53 | -54 | -55 | -56 | -57 | -59 | -60 | -61 | -62 |
| HRA CFR Revenue Provision | 0 | 0 | 0 | 0 | 0 | 0 | -1,900 | -8,400 | -9,500 | -10,600 | -13,500 | -14,900 | -6,600 | -6,500 | -3,750 | -11,000 | -6,000 | -5,600 | 0 | 0 | 0 | 0 | 0 | 0 |
| Revenue Contribution to Capital | -1,064 | -1,310 | -750 | -785 | -646 | -688 | -688 | -688 | -688 | -688 | -768 | -768 | -768 | -768 | -861 | -861 | -861 | -861 | -861 | -861 | -969 | -969 | -969 | -969 |
| Total Appropriations | -1,064 | -11,350 | -791 | -826 | -688 | -731 | -2,632 | -9,133 | -10,234 | -11,335 | -14,316 | -15,717 | -7,418 | -7,319 | -4,570 | -11,914 | -6,915 | -6,516 | -917 | -918 | -1,027 | -1,028 | -1,029 | -1,031 |
| ANNUAL CASHFLOW | 5,246 | -5,557 | 4,281 | 4,535 | 4,937 | 5,121 | 3,481 | -2,672 | -3,666 | -4,637 | -7,357 | -8,326 | -166 | 223 | 3,223 | -3,823 | 1,486 | 2,114 | 7,849 | 7,897 | 7,833 | 7,871 | 7,904 | 7,933 |
| Opening Balance | 22,640 | 27,886 | 22,329 | 26,610 | 31,145 | 36,082 | 41,203 | 44,684 | 42,011 | 38,345 | 33,708 | 26,351 | 18,025 | 17,859 | 18,081 | 21,304 | 17,481 | 18,967 | 21,081 | 28,930 | 36,827 | 44,659 | 52,530 | 60,434 |
| Closing Balance | 27,886 | 22,329 | 26,610 | 31,145 | 36,082 | 41,203 | 44,684 | 42,011 | 38,345 | 33,708 | 26,351 | 18,025 | 17,859 | 18,081 | 21,304 | 17,481 | 18,967 | 21,081 | 28,930 | 36,827 | 44,659 | 52,530 | 60,434 | 68,367 |

HOUSING REVENUE ACCOUNT FINANCIAL PROJECTIONS

City of York Council

ANNEX B (page 2 of 2)

| Year | 2041.42 | 2042.43 | 2043.44 | 2044.45 | 2045.46 | 2046.47 | 2047.48 |
|----------------------------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|
| £'000 | 24 | 25 | 26 | 27 | 28 | 29 | 30 |
| INCOME: | | | | | | | |
| Rental Income | 41,085 | 41,564 | 42,046 | 42,531 | 43,019 | 43,509 | 44,003 |
| Void Losses | -368 | -372 | -376 | -381 | -385 | -390 | -394 |
| Service Charges | 1,512 | 1,543 | 1,573 | 1,605 | 1,637 | 1,670 | 1,703 |
| Non-Dwelling Income | 558 | 569 | 580 | 592 | 604 | 616 | 628 |
| Grants & Other Income | 364 | 365 | 365 | 366 | 367 | 367 | 354 |
| Total Income | 43,152 | 43,668 | 44,189 | 44,713 | 45,241 | 45,773 | 46,294 |
| EXPENDITURE: | | | | | | | |
| General Management | -8,820 | -8,996 | -9,176 | -9,359 | -9,547 | -9,737 | -9,932 |
| Special Management | -3,365 | -3,432 | -3,501 | -3,571 | -3,642 | -3,715 | -3,789 |
| Other Management | -401 | -409 | -417 | -426 | -434 | -443 | -452 |
| Rent Rebates | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Bad Debt Provision | -613 | -620 | -627 | -635 | -642 | -650 | -657 |
| Responsive & Cyclical Repairs | -9,481 | -9,670 | -9,864 | -10,061 | -10,262 | -10,468 | -10,677 |
| Total Revenue Expenditure | -22,679 | -23,127 | -23,585 | -24,051 | -24,527 | -25,012 | -25,507 |
| Interest Paid & Administration | -898 | -87 | -89 | -91 | -92 | -94 | -96 |
| Interest Received | 520 | 405 | 496 | 587 | 677 | 768 | 859 |
| Depreciation | -10,495 | -10,621 | -10,748 | -10,876 | -11,005 | -11,135 | -11,265 |
| Net Operating Income | 9,600 | 10,238 | 10,263 | 10,281 | 10,294 | 10,299 | 10,285 |
| APPROPRIATIONS: | | | | | | | |
| FRS 17 /Other HRA Reserve Adj | -63 | -65 | -66 | -67 | -69 | -70 | -37 |
| HRA CFR Revenue Provision | -40,784 | 0 | 0 | 0 | 0 | 0 | 0 |
| Revenue Contribution to Capital | -969 | -987 | -1,112 | -1,112 | -1,112 | -1,112 | -1,112 |
| Total Appropriations | -41,816 | -1,052 | -1,178 | -1,179 | -1,181 | -1,182 | -1,149 |
| ANNUAL CASHFLOW | -32,216 | 9,186 | 9,085 | 9,102 | 9,113 | 9,117 | 9,136 |
| Opening Balance | 68,367 | 36,151 | 45,337 | 54,422 | 63,524 | 72,636 | 81,754 |
| Closing Balance | 36,151 | 45,337 | 54,422 | 63,524 | 72,636 | 81,754 | 90,889 |



Executive

16 March 2017

Report of the Corporate Director of Health Housing and Adult Social Care & the Corporate Director of Economy & Place (Portfolio of the Executive Member for Finance and Performance & Executive Member for Housing and Safer Neighbourhoods)

Strategic Partnership with the Homes & Communities Agency for the Accelerated Delivery of Housing

Summary

1. This report sets out the need for the council to take a strategic lead in addressing the current housing crisis which is being faced nationally and which has specific local factors which impact negatively upon our communities and the growth potential of our economy. It explains how the dynamic of high demand and low supply has inflated housing prices beyond the reach of a large proportion of York residents.
2. The Government's recent Housing White Paper establishes a clear role for local authorities to create radical, lasting reform to boost supply and affordability. The measures proposed are largely targeted at the planning system, and the rules and regulations that govern the relationship between developers and local councils however it is clear from engagement with the Homes and Communities Agency (HCA – the government's house building agency and the national agency charged with accelerating housing delivery) that council's are also being encouraged to use their powers of general competence to actively engage in the facilitation of housing delivery through the exploitation of publicly owned land to promote local solutions that work for local communities and essentially accelerate housing delivery.
3. This report explains the impacts on our city of the housing situation and how the council might act in partnership with the HCA to impact upon some of the root causes – poor housing supply and a limited tenure mix. The report also gives an overview of some of the assets under the control of the council that are immediately available for housing development and how active engagement in direct delivery of housing in partnership with the HCA could contribute to the financial targets set in the budget for the generation of long term revenue streams from the commercialisation of our estate.

Recommendations

4. Executive are recommended to
 - I. Agree to enter into a Memorandum of Understanding (MoU) to establish a strategic partnership for housing development and investment with the Homes & Communities Agency.
 - II. Agree that a detailed business case for council-led housing development, including project management, governance, funding arrangements and risk assessments be presented for Executive approval in the summer of 2017.
 - III. Agree that the council will explore partnership and funding opportunities to deliver accelerated housing on public land.
 - IV. Agree that as part of the development of business cases the council will engage with health and education partners to explore the local impacts of housing development on other strategic services.
 - V. Note that the financial plan for the council requires that an additional £1m of annual revenue is generated from Council-owned property and land by 2020 and using budgets already held for this purpose, establish a project team who will develop proposals for housing development.
 - VI. Note that work has begun to develop proposals for housing on the Burnholme and Lowfield sites [in accordance with Executive decisions of 19th May 2016 and 8th December 2016] and agree that work begins to develop the business case for the development of homes on the Askham Bar site, the former Clifton Without School site and the Manor school site.
 - VII. Note the good progress made in delivering new affordable housing via Housing Revenue Account Investment and agree that this will continue, subject to individual consent for investment in accordance with Financial Regulations.

Reason: To progress with the building of much needed new homes in York.

Background

Housing Demand

5. York needs more homes to address the shortage of supply across all tenures and to address a local housing market that is characterised by high demand and high prices. The existing market dynamic of mismatched supply and demand leads to :-
 - Difficulty in providing affordable housing for those in greatest need (high land prices)
 - An inflationary impact upon private rent levels creating an affordability gap even for those on middle incomes
 - Escalating house prices meaning that the option for home ownership is out of reach even for those on median incomes
6. This in turn impacts upon the long term health and growth potential of our economy which requires a readily available and diverse housing supply at different price points.
7. There is a strong need for affordable housing in York, both because house prices (to buy and to rent) are higher than regional averages and incomes are lower than regional averages:
 - a. A household wanting to purchase a home at the lower quartile average cost of £160,000 with a 10% deposit would need an income of £41,100pa (based on 3.5 times income multiplier).
 - b. For renting, a lower quartile rent of £575 would need an income in the range of £17,250 to £27,600 depending on the threshold for affordability used (usually between 25% and 40%).
 - c. 31% of households have incomes below £20,000 with a further third in the range of £20,000-£40,000. The overall (median) average income of all households is estimated to be £28,000 and the lower quartile earnings figure £19,000.
8. The council's Draft Local Plan currently proposes allocating sufficient residential housing sites to deliver a total of 841 homes each year for the next 15 years; This must include the provision of affordable housing. The highest needs are for two and three bedroom homes in the private market and for one and two bedroom affordable homes. Although snapshots of current housing need are important and informative, strategic housing policy must also be informed by longer term population projections including:
 - a. that the largest growth is projected for people aged 60 and over; an increase of 16,500 (36%) from 2012 to 2031;

- b. that the population aged 75 or over is projected to increase by a greater proportion than this (56%); and
 - c. that, by comparison, only a modest increase in the population aged 15-29 is forecast for the same period – just over 2,000 over the 19 years to 2031.
9. The Strategic Housing Market Assessment (SHMA) (which provides a framework for discussion on a range of policy choices relating to housing mix, type and affordability to support the development of the draft Local Plan) calculates a need for 11% of new housing to be specifically for older people with an approximate split of 50/50 affordable and market housing.
10. These are complex issues to address, but if housing remains unaffordable for the majority of working age households (be it for rent or for sale) then the city could find increasing difficulty in attracting new and retaining existing employees across a whole range of occupations especially in the service sectors on which much of the city's economy depends. There is already evidence of recruitment difficulties in health and social care; two areas that have a direct and profound impact on the well being of York citizens, including older people.

Council Assets

11. The Council has identified, in its financial plan, that an additional £1m of annual revenue should be generated from its' land and property assets. It is proposed to deliver this saving by deploying three approaches with a good balance of the risks relating to delivery of both savings and the strategic objectives of the Council.
12. The council are progressing rent reviews and reinvestment proposals in order to deliver approximately a third of this total. Good progress has been made to date against this target and, at present, achievement of this element of the savings target is classed as low risk.
13. Decisions have already been made to dispose of land and buildings with an estimated value of over £4m [Castlegate, Ashbank, Fordlands Road and Willow House] and this capital receipt can be used to repay existing debt and reduce revenue debt repayments. This will be considered as part of the overall capital financing, but in broad terms can deliver revenue savings of approx £300,000 pa. However, once sold, the land and buildings permanently move outside of the control of the council and the subsequent use of these assets cannot be guaranteed to assist with council priorities such as the provision of new homes. These receipts will potentially be subject to planning consent and therefore this approach is deemed to be of low to medium risk.

14. The Council now have a number of other surplus sites which have already been agreed for disposal or development for housing. These include the former Burnholme and Lowfield School sites. In addition the former Askham Bar Park and Ride site is ready for development for housing, the former Clifton Without and Manor school sites are becoming vacant imminently and there are a number of smaller sites which could be included for consideration to contribute to accelerated delivery of housing.

The Council's accelerated Housing Delivery Proposal

15. The housing delivery challenges are city-wide, across all tenures, and will rely largely on the private sector to deliver more homes. However, the council has an opportunity through its own land assets to deliver new homes now, directly, and thereby to accelerate that delivery. This opportunity can also assist the Council to generate revenue in order to meet its financial targets.

16. It is proposed that the Council consider delivery of new homes in two ways:

- a. By continuing and accelerating Housing Revenue Account (HRA) investment in new council housing:
 - i. 59 homes were completed in the period 2010 to 2015 at Archer Close, Hewley Avenue, Le Tour Way and Lindsey House;
 - ii. 41 are currently under construction at Fenwick Street, Glen Lodge and Pottery Lane and will be completed by 2018;
 - iii. A further 69 are in planning
 - iv. There is current and projected capital investment of £24.3m available to fund new projects including an extension to Marjorie Waite Court Extra Care scheme, the redevelopment of Crombie House and "buying" the affordable housing element of Council developments, as described below. This is possible within the current HRA regulations and the work on agreed capital schemes will continue.
- b. By using council owned General Fund land to facilitate the delivery of mixed tenure housing developments. This will make best use of Council assets, grow the stock of affordable housing, build up a private rented housing portfolio and, thereby, secure a sustainable revenue income for the Council. In order for CYC to facilitate this development it will need to consider a range of mechanisms and decide upon the most appropriate one to deliver the council's objectives taking into account both financial risks, investments and governance issues. This can include on and off balance sheet solutions. A comprehensive business case will be needed before the various alternatives can be considered. This will

include options for creating a joint venture/partnership/company structure or undertaking this work within the council.

17. The commercialisation of land assets could potentially achieve sustainable, long term revenue incomes to the General Fund. This approach would be as an alternative to selling land assets to achieve, via debt repayment, General Fund revenue savings and relying on private developers to bring forward housing and to take the development uplift.
18. Although each site and opportunity would be assessed on its individual merits, broadly it would be expected that site business cases would test the tenure mix in respect of homes for sale on the open market, homes sold at a discount from market value (shared ownership), affordable rented homes transferred/sold to the HRA as new council housing in perpetuity, and other tenure options that may be advantageous for the delivery of council priorities such as self build or private rented
19. It is important that the business case development process will consider a range of viable options for achieving the strategic and financial outcomes and that the financial risks of each options are satisfactorily explored and similarly that the full implications of different delivery mechanisms are explored and understood before bringing options back to Executive
20. The Council owns a number of good quality sites that are ready for development, subject to planning consent, including those listed in Table 1 below: These sites (with the exception of Tang Hall library and Clifton Without Primary School because of their size) are listed in the Draft Local plan as sites suitable for housing development.

Table 1 Initial General Fund sites suitable for residential development

| Site | Size in hectares | Estimated number of homes |
|--------------------------------|------------------|---------------------------|
| Askham Bar | 1.44 | 100 |
| Former Lowfield school | 5.5 | 162 |
| Former Burnholme school | 1.9 | 72 |
| Former Manor school | 5.6 | 100 |
| Clifton Without Primary School | 0.3 | 25 |
| Tang Hall Library* | 0.15 | 12 |
| Total | | 471 |

*The Tang Hall Library will relocate to the redeveloped Burnholme complex

A Partnership with the Homes & Communities Agency

21. The council is already working in partnership with the HCA to support the development of York Central. Officers have explored the development for the expansion of this successful partnership to consider broader opportunities to accelerate housing delivery by: identifying and utilising vacated government estate, using the HCAs Infrastructure funding to bring forward brownfield sites requiring significant infrastructure or remediation investment with a view to bringing development forward within the 10 year timescale of the council's Draft Local Plan.
22. It is anticipated that through a broader partnership with the HCA it could be possible to deliver over 5000 homes over the next 15 year with the potential for early delivery of over 1000 homes in the next 3 years. All of these are on brownfield sites.
23. The partnership could look to :-
 - a) Accelerate the delivery of a significant quantum of housing
 - b) Overcome remediation/infrastructure issues on stalled sites.
 - c) Deliver blended developments of; houses for sale, houses for private rent , discounted purchase schemes, social housing, self build, age related housing, affordable housing schemes for key workers etc.
 - d) Deliver a range of tenure mixes to bridge the affordability gap and to provide intermediate rent levels and promote greater confidence and stability in the renter market.
 - e) Increase the quantum of social housing delivery in a city where, due to high land prices, we struggle to achieve S106 on-site social housing provision or to achieve new off site provision at scale from commuted sums.
 - f) A strategic approach to complimentary community infrastructure
 - g) Develop a reliable construction supply chain to harness the local Small and Medium-sized Enterprise (SME) construction market and therefore increase the bandwidth in the construction industry to match delivery to ambition.
 - h) Make York's economy more sustainable by retaining graduates in the city.
 - i) Combine delivery capacity from the council and HCA – HCA could bring experience, investment and relationships. The council could bring land and capacity and strong local relationships. The partnership would bring increased confidence to both.
 - j) Explore alternative construction methods to accelerate delivery (modular build and off site construction)

- k) Explore the establishment of a Private Rented Sector (PRS) vehicle (with public sector ownership of non social housing) to operate a private rented housing portfolio to generate income stream for the public sector. This has the potential to enable the continued delivery and development of council services.
- l) Moderate the impact of inflationary house price growth by increasing capacity

24. HCA have a range of investment programmes which have traditionally been focused on specific policy initiatives. The HCA are currently considering a range of council funding bids including:- :-

- Delivery Grant - for resources to enable development of some of the proposals set out in this report (decision pending)
- Garden Villages – provision of planning support to develop the proposals for land to the west of Elvington Lane(decision pending)
- Shared Ownership - £2.4m for provision of 65 homes (funds agreed)
- DCLG Regeneration Enabling fund – bid for existing stock to consider adaptations for older people
- Accelerated Construction programme, HCA will provide a tailored package of support to ambitious local authorities who would like to develop out surplus land holdings at pace. The programme aims to deliver up to 15,000 homes nationally (housing starts) on central and local surplus public sector land in this Parliament through £1.7 billion of investment..
- The HCA are currently making strategic purchases of land on the York Central Site as part of the development to the York Central Partnership agreement
- Supported Housing Fund – likely to make a future bid for support for development of homeless provision in the city.

25. A strategic partnership would enable a more coherent approach to seeking funding across these targeted funding streams and would help to create greater synergies in the use of the funds to deliver broader housing outcomes.

26. Delivery arrangements for the partnership would need to be defined once a portfolio of projects has been agreed but this might include a formal joint venture (JV). Detailed governance arrangements would need to be developed that took account of existing arrangements for York Central. Decisions would need to be taken on a case by case basis with a streamlined governance model for the strategic partnership, providing a governance framework to agree individual business cases. The council has developed a model of governance and community engagement that can be replicated on other sites.

27. The arrangements need to allow for the possibility of engaging other public bodies or private sector land owners who may bring additional sites or the potential for inward investment. Such a partnership would also mitigate risks associated with the Council seeking to deliver homes in isolation, whilst maximising external investment.

28. A Memorandum of Understanding will be developed with the HCA.

Moving Forward

29. These proposals represent a significant shift in the ambition of the council to play an active role in the delivery of wider housing solutions through the use of council owned land and through a strong local and national partnership ethos. Each development site will require significant further evaluation work before decisions are made. Signing a Memorandum of Understanding with the HCA is a commitment to pursue a new direction of travel with pace and will enable the council to do this detailed work collaboratively with and benefit from national support and best practice guidance.

30. Executive have already agreed to “seek a developer or alternatively for the Council to undertake development for housing” at Burnholme [19th May 2016] and Lowfield [8th December 2016]. The former Manor School and the former Clifton Without school are also vacant . It is proposed that we put these sites within the proposed programme as early progress sites and proceed to:

- a. Commission design work and development appraisals for the Burnholme, Lowfield and Askham Bar, Manor and Clifton Without sites to determine home sizes and design, layouts, construction costs as well as sale and rent values.
- b. Obtain legal advice on the most appropriate mechanisms and governance arrangements for undertaking development activity and the development of a partnership with the HCA.
- c. Conduct appropriate financial review on the matter of financial modelling, holding & trading arrangements, accounting treatment and tax.
- d. Bring forward a report in the summer of 2017 with the outcomes of this work setting out proposals for approval

31. Good project management, the careful handling of risks and strong governance will be key to the successful delivery of the housing development programme. It is proposed that we adopt a similar approach and project management methodology for the housing development programme as we

have successfully deployed on other major projects, such as the Older Persons' Accommodation Programme, namely:

- a. A Business Plan based on individual site business cases with a supporting delivery programme agreed by Executive.
- b. A Programme Board
- c. The appointment of a programme manager with time dedicated to this task, supported by relevant internal and external resources.
- d. Use of the Verto project management tool to manage gateway reviews, monitor risks and to report delivery.
- e. Regular review and oversight by Executive, Audit & Governance Committee and Corporate and Scrutiny Management Policy and Scrutiny Committee.

32. An indicative timetable for this programme would be:

| What | When |
|-------------------------------------|--------------------|
| Preparation of Business Care | Q1/Q2 2017 |
| Executive approval of Business Care | Q2/3 2017 |
| Procure builders | Q3 2017 |
| Planning | Q4 2017 to Q1 2018 |
| Begin building | Q2 2018 |
| First homes complete | Q1/2 2019 |

Council Plan

33. The proposals in this report will contribute directly to the following objectives in the Council Plan 2015-19

A prosperous city for all

- Residents can access affordable homes while the greenbelt and unique character of the city is protected
- Local businesses can thrive
- Residents have the opportunity to get good quality and well paid jobs
- Environmental sustainability underpins everything we do.
- Visitors, businesses and residents are impressed with the quality of our city
- Be entrepreneurial, making the most of commercial opportunities

A focus on frontline services

- Everyone has access to opportunities regardless of their background
- All York's residents live and thrive in a city which allows them to contribute fully to their communities and neighbourhoods
- Every child has the opportunity to get the best possible start in life
- Residents are encouraged and supported to live healthily

Implications

34.

Financial -. An additional £1m of annual revenue needs to be generated from Council-owned property and land. The approach identified in this report will contribute a long term revenue stream to contribute to the achievement of this target.

The initial resources required to bring forward the business case to the Executive can be funded from existing budgets and grants (HRA Housing Development budget and the One Public Estate phase 5). Longer term investment in the Housing Delivery Programme and in other sites will be the subject to business case put before Executive later in the year. It should be noted that there is already an assumed capital receipt for Burnholme in the budget and this will need to be incorporated into the business case analysis.

Human Resources (HR) – In order to deliver the workplan set out in this report a project team will be established. Council policies will be followed for any recruitment.

Equalities - The development of a wider range of mixed tenure housing on the city will contribute to narrow the affordability gap for

Legal - Due consideration will need to be given to a range of legal matters related to this proposal including:

- i. vires issues including but not exclusively on the matter of building homes to sell and to let at market rents;
- ii. the transfer to the Housing Revenue Account of newly built homes that have used General Fund assets; and
- iii. The necessary legal and governance structures needed to operate Council led development activities.

Crime and Disorder - none

Information Technology – none

Property - The proposals in this report will lead to the development of detailed site by site business cases for the future development of surplus council assets.

Risk Management - It is recognised that there are risks associated with housing development, including land acquisition, the achievement of sales and cost/income pressures. A full risk register will be developed as part of the business case development and the early project initiation. Risks would be mitigated by undertaking this activity in partnership with the Homes & Communities Agency.

Contact Details

Author:

Tracey Carter - Assistant
Director for Regeneration &
Asset Management
Tel No. 01904 55 3419
Tom Brittain - Assistant Director
for Housing & Community
Safety
Tel 551262

Chief Officer Responsible for the report:

Martin Farran – Corporate Director of
Health Housing & Adult Social care
Neil Ferris - Director of Economy &
Place

Report Approved ✓ Date 7 March
2017

Wards Affected: All

For further information please contact the author of the report

Background Papers: none

Annexes – none

Glossary

DCLG – Department of Communities and Local Government

HCA – Homes and Communities Agency

JV – Joint Venture

PRS – Private Rented Sector

SHMA – Strategic Housing Market Assessment

SME - Small and Medium-sized Enterprise

The 'Better Decision Making' tool has been designed to help you consider the impact of your proposal on the health and wellbeing of communities, the environment, and local economy. It draws upon the priorities set out in our Council Plan and will help us to provide inclusive and discrimination-free services by considering the equalities and human rights implications of the decisions we make. The purpose of this tool is to avoid decisions being made in isolation, and to encourage evidence-based decision making that carefully balances social, economic and environmental factors, helping us to become a more responsive and resilient organisation.

The Better Decision Making tool should be used when proposing new projects, services, policies or strategies, or significant amendments to them. The tool should be completed at the earliest opportunity, ideally when you are just beginning to develop a proposal. However, it can be completed at any stage of the decision-making process. If the tool is completed just prior to the Executive, it can still help to guide future courses of action as the proposal is implemented.

The Better Decision Making tool must be attached as an annex to Executive reports. A brief summary of your findings should be reported in the One Planet Council / Equalities section of the report itself.

Guidance to help you complete the assessment can be obtained by hovering over the relevant question.

Please complete all fields. If you wish to enter multiple paragraphs in any of the boxes, hold down 'Alt' before hitting 'Enter'.

Introduction

| | |
|---|--------------------------|
| Service submitting the proposal: | Housing Services |
| Name of person completing the assessment: | Denis Southall |
| Job title: | Head of Housing Services |
| Directorate: | HHASC |
| Date Completed: | |
| Date Approved (form to be checked by head of service): | |

Section 1: What is the proposal?

| | |
|-----|--|
| 1.1 | Name of the service, project, programme, policy or strategy being assessed? Update of Housing Revenue (HRA) Account Business Plan 2017 - 2047 |
| 1.2 | What are the main aims of the proposal? Outline the financial forecast for the HRA over the next 30 years including firm investment decisions over the next 5 years and priorities for the service |
| 1.3 | What are the key outcomes? Financial prudence over the lifespan of the plan leading to solid investment in maintenance of the stock, new development of housing units and developing the service to support the wider priorities of the council and residents. |

Section 2: Evidence

| | |
|-----|--|
| 2.1 | What data / evidence is available to support the proposal and understand its likely impact? (e.g. hate crime figures, obesity levels, recycling statistics) Financial modelling and forecasting has been carried out to support the plan. |
| 2.2 | What public / stakeholder consultation has been undertaken and what were the findings? Consultation on the plan with resident forums and appropriate consultation on selected programmes within the overall plan. |
| 2.3 | Are there any other initiatives that may produce a combined impact with this proposal? (e.g. will the same individuals / communities of identity also be impacted by a different project or policy?) Strategic Partnership with the Homes & Communities Agency for the Accelerated Delivery of Housing |

Section 3: Impact on One Planet principles

Please summarise any potential positive and negative impacts that may arise from your proposal on residents or staff.
This section relates to the impact of your proposal on the ten One Planet principles.

For 'Impact', please select from the options in the drop-down menu.
If you wish to enter multiple paragraphs in any of the boxes, hold down 'Alt' before hitting 'Enter'.

Equity and Local Economy

| Does your proposal? | | Impact | What are the impacts and how do you know? |
|---------------------|--|----------|---|
| 3.1 | Impact positively on the business community in York? | Positive | Major investment of £20m development fund and £80m in repairs & maintenance over the next 5 years |
| 3.2 | Provide additional employment or training opportunities in the city? | Positive | Potential for some of above to provide employment opportunities |
| 3.3 | Help improve the lives of individuals from disadvantaged backgrounds or underrepresented groups? | Positive | More affordable housing and of a better quality in the existing stock due to the investment |

Health & Happiness

| Does your proposal? | | Impact | What are the impacts and how do you know? |
|---------------------|---|----------|--|
| 3.4 | Improve the physical health or emotional wellbeing of residents or staff? | Positive | Improved stock and availability of more affordable housing coupled with the early intervention and prevention and realising community and individuals strengths approaches will contribute to this. Continued investment in adaptations to properties where needed combined with initiative such as the Falls Reduction Service. |
| 3.5 | Help reduce health inequalities? | Positive | Better insulated, modernised homes and holistic advice and signposting by the service will help reduce inequalities |
| 3.6 | Encourage residents to be more responsible for their own health? | Positive | Advice, signposting and low level interventions coupled with being part of wide Local Area Teams will encourage residents to be more responsible for their own health and wellbeing. |
| 3.7 | Reduce crime or fear of crime? | Positive | Smaller patches for Housing Management Officers (HMO) and ongoing investment in the environment shaped by residents will be a positive influencing factor |
| 3.8 | Help to give children and young people a good start in life? | Positive | There is a range of evidence that stable, long term, affordable, decent housing has a positive impact on the life chances of young people. |

Culture & Community

| Does your proposal? | | Impact | What are the impacts and how do you know? |
|---------------------|--|----------|--|
| 3.90 | Help bring communities together? | Positive | The refreshed approach to Housing Management will tap in to and encourage community and individual strengths as part of the council's approach to community development and cohesion. Resources have been identified to work specifically on this area as part of the recent restructure |
| 3.10 | Improve access to services for residents, especially those most in need? | Positive | Smaller patches with a single Housing Management Officer working or based locally will improve the time available for the most vulnerable. Significant investment in ICT, mobile working and self service will support this approach. |
| 3.11 | Improve the cultural offerings of York? | Positive | Encouraging communities and individuals to contribute and be part of the cultural development of the city will help move things forward in this area |
| 3.12 | Encourage residents to be more socially responsible? | Positive | Housing Management Officers will promote a comprehensive range of council and partner initiatives across agendas and this will include initiatives such as recycling, health and wellbeing, fly tipping etc |

Zero Carbon and Sustainable Water

| Does your proposal? | Impact | What are the impacts and how do you know? |
|---------------------|--------|---|
|---------------------|--------|---|

| | | | |
|------|--|----------|---|
| 3.13 | Minimise the amount of energy we use and / or reduce the amount of energy we pay for? E.g. through the use of low or zero carbon sources of energy? | Positive | Officers will encourage residents to reduce fuel costs and be more energy efficient. There is also major investment in energy saving such as replacing boilers with more energy efficient ones. Installation of heat source pumps will also contribute to this. |
| 3.14 | Minimise the amount of water we use and/or reduce the amount of water we pay for? | Positive | Residents will be encouraged to use less water and adopt water meters where appropriate. |

Zero Waste

| | | | |
|------|---|--------|---|
| | Does your proposal? | Impact | What are the impacts and how do you know? |
| 3.15 | Reduce waste and the amount of money we pay to dispose of waste by maximising reuse and/or recycling of materials? | | |

Sustainable Transport

| | | | |
|------|--|----------|--|
| | Does your proposal? | Impact | What are the impacts and how do you know? |
| 3.16 | Encourage the use of sustainable transport, such as walking, cycling, ultra low emission vehicles and public transport? | Positive | HMOs will work with residents and colleagues in waste management and sustainable transport to encourage reductions in waste and pollution. |
| 3.17 | Help improve the quality of the air we breathe? | Positive | As above |

Sustainable Materials

| | | | |
|------|--|--------|---|
| | Does your proposal? | Impact | What are the impacts and how do you know? |
| 3.18 | Minimise the environmental impact of the goods and services used? | Unsure | |

Local and Sustainable Food

| | | | |
|------|--|----------|---|
| | Does your proposal? | Impact | What are the impacts and how do you know? |
| 3.19 | Maximise opportunities to support local and sustainable food initiatives? | Positive | Encouragement and support for community based initiatives in the area |

Land Use and Wildlife

| | | | |
|------|---|----------|---|
| | Does your proposal? | Impact | What are the impacts and how do you know? |
| 3.20 | Maximise opportunities to conserve or enhance the natural environment? | Positive | Housing Environmental Improvement Programme initiatives can be spent on improving and conserving housing land |
| 3.21 | Improve the quality of the built environment? | Positive | The major investment will supply more affordable homes and improve existing stock |
| 3.22 | Preserve the character and setting of the historic city of York? | Positive | Investment will be inline with local plan, conservation requirements and other legislative requirements |
| 3.23 | Enable residents to enjoy public spaces? | Positive | New developments will incorporate shared public space wherever possible |

| | | | |
|------|---|--|--|
| 3.40 | Additional space to comment on the impacts | | |
| | | | |

Section 4: Impact on Equalities and Human Rights

Please summarise any potential positive and negative impacts that may arise from your proposal on staff or residents. This section relates to the impact of your proposal on **advancing equalities and human rights** and should build on the impacts you identified in the previous section.

For 'Impact', please select from the options in the drop-down menu.
If you wish to enter multiple paragraphs in any of the boxes, hold down 'Alt' before hitting 'Enter'

Equalities

Will the proposal **adversely impact** upon 'communities of identity'?
Will it **help advance equality** or **foster good relations** between people in 'communities of identity'?

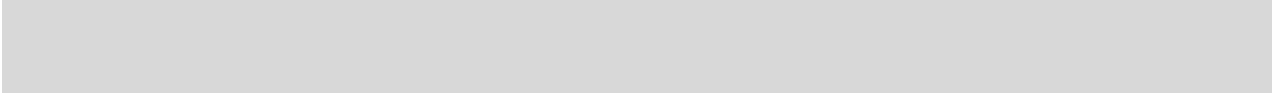
| | Impact | What are the impacts and how do you know? |
|--|----------|--|
| 4.1 Age | Positive | The investment in more affordable housing along with the review of all independent living schemes and continuation of the Older Persons Accommodation Programme will improve the accommodation available for older residents |
| 4.2 Disability | Positive | New developments will be designed and built to accessible standards and be amendable to easy adaptation where possible |
| 4.3 Gender | Neutral | |
| 4.4 Gender Reassignment | Neutral | |
| 4.5 Marriage and civil partnership | Neutral | |
| 4.6 Pregnancy and maternity | Neutral | |
| 4.7 Race | Neutral | |
| 4.8 Religion or belief | Neutral | |
| 4.9 Sexual orientation | | |
| 4.10 Carer | | |
| 4.11 Lowest income groups | Positive | More affordable housing will help those families allocated live within their means. |
| 4.12 Veterans, Armed forces community | Positive | Policies reflect the spirit of the CYC adopted Forces Covenant |

Human Rights

Consider how a human rights approach is evident in the proposal

| | Impact | What are the impacts and how do you know? |
|---|----------|---|
| 4.13 Right to education | Neutral | |
| 4.14 Right not to be subjected to torture, degrading treatment or punishment | Neutral | |
| 4.15 Right to a fair and public hearing | Positive | Policies include right to appeal, reviews and use of the complaints procedure / housing ombudsman |
| 4.16 Right to respect for private and family life, home and correspondence | Positive | The plan indicates intention to retain housing stock and provide secure tenancies where applicable. |
| 4.17 Freedom of expression | Neutral | |
| 4.18 Right not to be subject to discrimination | Neutral | |
| 4.19 Other Rights | Neutral | |

4.20 **Additional space to comment on the impacts**



Section 5: Planning for Improvement

| | |
|-----|--|
| 5.1 | What have you changed in order to improve the impact of the proposal on the One Planet principles? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable) |
| | Considerable investment in affordable homes will have a positive impact on the lives of residents in ways outlined. |

| | |
|-----|--|
| 5.2 | What have you changed in order to improve the impact of the proposal on equalities and human rights? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable) |
| | |

| | |
|-----|--|
| 5.3 | Going forward, what further evidence or consultation is needed to ensure the proposal delivers its intended benefits? e.g. consultation with specific vulnerable groups, additional data) |
| | Ongoing consultation and surveying of residents including a commitment to include hard to reach residents is part of the housing engagement strategy |

| | |
|-----|---|
| 5.4 | Please record any outstanding actions needed to maximise benefits or minimise negative impacts in relation to this proposal? (Expand / insert more rows if needed) |
|-----|---|

| Action | Person(s) | Due date |
|--------|-----------|----------|
| | | |
| | | |
| | | |
| | | |
| | | |
| | | |

In the One Planet / Equalities section of your Executive report, please briefly summarise the changes you have made (or intend to make) in order to improve the social, economic and environmental impact of your proposal.



Executive**15 November 2017**

Report of the Director of Customer and Corporate Services (Deputy Chief Executive)

Portfolio of Executive Leader (incorporating Finance & Performance)

CAPITAL PROGRAMME – MONITOR 2 2017/18**Summary**

- 1 The purpose of this report is to set out the projected outturn position for 2017/18 including any under/over spends and adjustments, along with requests to re-profile budgets to/from current and future years.
- 2 The 2017/18 capital programme approved by Council on 23 February 2017, updated for amendments reported to Executive and Council in the July Outturn Report resulted in an approved capital budget of £111.638m.

Recommendations

- 3 Executive is asked to:
 - Recommend to Full Council the adjustments resulting in a decrease in the 2017/18 budget of £3.728m as detailed in the report and contained in Annex A.
 - Recommend to Full Council to approve the amended financing of Earmarked schemes from Capital receipts as set out at paragraphs 42 – 43 below and Table 4:
 - Note the 2017/18 revised budget of £107.910m as set out in paragraph 6 and Table 1.
 - Note the restated capital programme for 2017/18 – 2021/22 as set out in paragraph 17, Table 2 and detailed in Annex A.

Reason: to enable the effective management and monitoring of the Council's capital programme.

Consultation

- 4 The capital programme was developed under the Capital Budget Process and agreed by Council on 23 February 2017. Whilst the capital programme as a whole is not consulted on, the individual scheme proposals and associated capital receipt sales do follow a consultation process with local Councillors and residents in the locality of the individual schemes.

Summary of Key Issues

- 5 A decrease of £3.728m is detailed in this monitor resulting in a revised capital programme of £107.910m. £4.106m of this decrease is due to a re-profiling of budgets to future years. There is also an increase of £378k in 2017/18, largely attributable to the first year impact of adding the Extension to Marjorie Waite Court scheme to the Capital Programme funded by the HRA as detailed in paragraph 21.
- 6 Table 1 outlines the variances reported against each portfolio area.

| Department | Current Approved Budget £m | Projected Outturn £m | Variance £m | Paragraph Ref |
|--|-------------------------------|-------------------------|----------------|---------------|
| Children, Education & Communities | 9.618 | 8.843 | (0.775) | 8-15 |
| Health, Housing & Adult Social Care – Adult Social Care | 5.922 | 5.137 | (0.789) | 16-18 |
| Health, Housing & Adult Social Care – Housing & Community Safety | 25.718 | 28.223 | 2.505 | 19 |
| Economy & Place – Transport, Highways & Environment | 20.607 | 19.977 | (0.630) | 20-26 |
| Economy & Place – Regeneration & Asset Management | 29.627 | 29.198 | (0.429) | 27-30 |
| Community Stadium | 14.241 | 14.241 | 0.000 | |
| Customer & Corporate services | 2.580 | 2.579 | (0.001) | 31 |
| IT Development Plan | 3.325 | 2.087 | (1.238) | 32-33 |
| Total | 111.638 | 107.910 | (3.728) | |

Table 1 Capital Programme Forecast Outturn 2017/18

Analysis

- 7 A summary of the key exceptions and implications on the capital programme are highlighted below.

Children, Education & Communities

- 8 A number of schemes were successfully completed over the 2017 summer holiday in schools across the city. These included major roof replacements at Carr Junior and Dringhouses Primary Schools, boiler replacements at Naburn and Ralph Butterfield Primary Schools and the installation of a new water tank at Copmanthorpe Primary. A heating system upgrade including pipe work replacement was carried out at Westfield Primary, with a number of smaller boiler upgrades also carried out at other schools.
- 9 Kitchen ventilation improvements were completed at Archbishop of York Junior, Bishopthorpe Infants, Headlands and Lakeside Primaries and St Paul's Nursery. Electrical rewiring schemes were completed at Dringhouses, Rufforth and Woodthorpe Primaries, and smaller lighting and electrical improvements were carried out at a number of other schools
- 10 There have been a number of amendments as part of this report, resulting in a net decrease to the capital programme of £750k in 2017/18. Key variances are summarised in the table below, referenced to further narrative.

| Scheme | Amendment | Amount 17/18 £m | Amount 18/19 £m | Amount 19/20- 20/21 £m | Further Details – Paragraph ref |
|--|------------------|--------------------------------|--------------------------------|---|--|
| Expansion and Improvement of Facilities for Pupils with SEND | Adjustment | - | 0.197 | 0.397 | 11-13 |
| Expansion and Improvement of Facilities for Pupils with SEND | Re-profile | (0.350) | 0.350 | - | 14 |
| Haxby Library reprovision | Re-profile | (0.500) | 0.500 | - | 15 |

- 11 The Expansion and Improvement of Facilities for pupils with SEND scheme requires a number of adjustments including a total increase of £594k to the overall budget between 2018/19 and 20/21 funded by external grant and £350k of funds from 2017/18 to be transferred into 2018/19.
- 12 In March 2017 the Department for Education allocated £215 million of special provision fund capital for the financial years 2018/19 to 20/21. This funding has been allocated to assist local authorities create additional places for pupils with special educational needs and disabilities (SEND), and to improve facilities for them in mainstream and special schools, nurseries, colleges and other education providers.
- 13 The Council have now received notification of the amount of funding allocated to York, which is £197k each year for three years 2018/19, 2019/20 and 2020/21, a total of £591k. As this funding is for the same purposes as the scheme already in the programme, it is sensible to add this into the existing scheme to create an overall budget of £1,116m for investment across the city
- 14 Work is progressing well on planning several specialist provision developments to support the learning and care arrangements for children with complex needs. These developments include a suite of capital projects both within key schools and a new build – currently in design. It is likely that all of the capital works will commence in 18/19 and in the circumstances it is requested that £450k of the budget in 2017/ is re-profiled into 2018/19, leaving £75k for any initial costs incurred.
- 15 The Haxby Library reprovision scheme requires its total budget of £500k to be transferred into 2018/19. Officers are continuing to work with the Memorial Hall trustees to support them in fund raising the capital required to meet CYC conditions before we release the £500k contribution towards the larger project to transform the hall into a new community facility, which will include library provision. The contribution is now unlikely to be released in this financial year

Adult Social Care

- 16 Two amendments have been made as part of this report resulting in a net decrease to the capital programme of £789k in 2017/18. Key variances are summarised in the table below, referenced to further narrative.

| Scheme | Amendment | Amount 17/18 £m | Amount 18/19 £m | Amount 19/20- 20/21 | Further Details – Paragraph ref |
|---------------------------------------|------------------|--------------------------------|--------------------------------|------------------------------------|--|
| Telecare Equipment | Re-profile | (0.197) | 0.197 | - | 17 |
| Older Persons Accommodation review | Re-profile | (0.592) | 0.061 | 0.531 | 18 |

- 17 The Telecare Equipment scheme required funds of £197k to be transferred into 18/19 due to an updated expected expenditure profile.
- 18 The budget for the Older Persons Accommodation review has been updated to reflect revised timings following the later start than originally expected on the Burnholme site. Work on Marjorie Waite Court and Burnholme is now expected to be completed in 2019/20 rather than 2018/19 as assumed in the original budget.

Housing & Community Safety

- 19 Two amendments have been made as part of this report resulting in a net increase to the capital programme of £2.505m in 2017/18. Key variances are summarised in the table below, referenced to further narrative..

| Scheme | Amendment | Amount 17/18 £m | Amount 18/19 £m | Amount 19/20 £m | Amount 20/21 £m | Further Details – Paragraph ref |
|---|------------------|--------------------------------|--------------------------------|--------------------------------|--------------------------------|--|
| IT Infrastructure | Adjustment | (0.250) | - | - | - | 20 |
| Extension to Marjorie Waite Court | Adjustment | 0.450 | 2.900 | 2.100 | 0.199 | 21 |

- 20 The IT Infrastructure scheme budget has been reduced by £250k in 2017/18. This is to reflect that the housing IT replacement programme is currently still at a discovery stage so current costs incurred to date are to be met from the revenue budget
- 21 Executive agreed at its meeting on 31st August 2017 (ratified at Full Council 26th October) to the development of 33 apartment and bungalow

extension at Marjorie Waite Court at a total cost of £5.649m to the HRA. This is to be funded from Right to Buy Receipts and the balance from HRA investment reserve and other capital resources. This scheme is now added into the overall capital programme with costs split across the four years from 2017/18 to reflect the expected profile of expenditure.

Transport, Highways & Environment

- 22 Progress has been made across many of the schemes in this area, including the Better Bus Fund, where the Fourth Avenue lay-bys, Clarence Street Bus Priority and Museum Street Bus Shelter schemes have been completed. Work on the Rougier Street Bus Shelter and the conversions of tour buses to electric drive is ongoing.
- 23 As part of the Local Transport Plan scheme, four of the Traffic Signals Asset Renewal (TSAR) schemes have been completed, with a further two schemes currently on site, and implementation of the remaining two schemes planned for later in 2017/18. All of the installations allow for improved, remote management of the traffic signals. Feasibility and design is ongoing for the school safety schemes, and the installation of new School Crossing Patrol equipment was completed before the start of the new school year
- 24 Progress has been made on the Harewood Whin transfer station scheme, with Yorwaste requested that shareholders provide a loan of £5,000,000 to cashflow their enhanced capital programme split as per the shareholding ratio (77%NYCC and 23% CYC). The largest investment in the York area being the construction of the new Transfer Station at Harewood Whin. The CYC loan was provided in June and the transfer station is now operational
- 25 There have been a number of amendments to this area as part of this report resulting in a net decrease to the capital programme in 17/18 of £630k. Key variances are summarised in the table below, referenced to further narrative.

| Scheme | Amendment | Amount 17/18 £m | Amount 18/19 £m | Further Details – Paragraph ref |
|----------------------------|------------------|--------------------------------|--------------------------------|--|
| Special Bridge Maintenance | Re-profile | (0.400) | 0.400 | 26 |
| WYTF – York Central Access | Re-profile | (0.270) | 0.270 | 27 |
| WYTF – Dualling Study | Adjustment | 0.100 | 0.195 | 28 |

- 26 The Special Bridge Maintenance Scheme requires funds of £400k to be transferred into 2018/19. This is to allow time to prepare contracts for the painting of both Skeldergate and Lendal Bridge.
- 27 The West Yorkshire Transport Fund (WYTF) York Central Access scheme requires funds of £270k to be transferred into 2018/19. This is to reflect the latest forecasts which are being reported to the West Yorkshire Combined Authority (WYCA). The original profiles were undertaken at an early stage and these are now being refined as the projects gather momentum.
- 28 A new scheme has been added to the Capital Programme – the WYTF Dualling Study. This scheme is fully funded by the WYTF and its purpose is to complete the required evidence base, modelling and assessment necessary to develop the strategic case for upgrading the A1237 outer ring road to dual carriageway standard.

Regeneration & Asset Management

- 29 Within Regeneration and Asset management, progress is being made across a number of schemes. The Asset Maintenance budget has been used to carry out roof repairs at Yearsly Pool, install a new boiler at the Crematorium, and carrying out improvements at the Eco Business centre.
- 30 Two amendments have been made as part of this report resulting in a net decrease to the capital programme of £429k in 2017/18. Key variances are summarised in the table below, referenced to further narrative.

| Scheme | Amendment | Amount 17/18 £m | Amount 18/19 £m | Further Details – Paragraph ref |
|----------------------------------|------------------|--------------------------------|--------------------------------|--|
| Community Asset Transfer | Re-profile | (0.155) | 0.155 | 31 |
| Critical Repairs and Contingency | Re-profile | (0.274) | 0.274 | 32 |

- 31 The Community Asset Transfer scheme requires funds of £155k to be transferred into 2018/19. This is to reflect that there are a smaller number of transfers in 2017/18 than originally anticipated.
- 32 The Critical Repairs and contingency scheme requires funds of £274k to be transferred into 2018/19. Whilst the Guildhall project itself is underway, the contingency for the Guildhall roof is unlikely to be spent until 2018/19.

Customer & Corporate Services

- 33 The West Offices Admin Accommodation scheme is due to be completed in 2017/18 with a final payment of £30k due to York LLP investors during the year. The overall scheme has now been completed within budget, therefore the surplus funds of £230k are to be retained in a Major Repairs reserve for any future significant repair work at West Offices.

IT Development Plan

- 34 The IT Development Plan scheme requires funds of £1.238m to be transferred into 2018/19. £238k of this related to the Citrix upgrade which is due to be completed in 2018/19.
- 35 During 2017/18 ICT has reshaped the department and introduced a new Programme Management role resulting in a change to the strategy and the development of programmed themes of work. Prior to Christmas, the Business Engagement Team are undertaking Business Planning Cycle work across each directorate, the results of which will inform the strategic direction of activity and in turn influence the lower level projects and systems replacements. This is being managed by the director and CMT to ensure that the proposed work plan aligns to the directorate stated intent and to the corporate ICT strategy. It has been identified that funds of £1m are now required in 2018/19 in relation to workforce mobilisation, upgrade or replacement of the EDRM, CRM development and replacement of ICT infrastructure.

Summary

36 As a result of the changes highlighted above the revised 5 year capital programme is summarised in Table 2.

| Gross Capital Programme | 2017/18 | 2018/19 | 2019/20 | 2020/21 | 2021/22 | Total |
|--|----------------|----------------|----------------|----------------|----------------|----------------|
| | £m | £m | £m | £m | £m | £m |
| Children, Education & Communities | 8.843 | 29.448 | 2.588 | 5.042 | 0 | 45.921 |
| Health, Housing & Adult Social Care – Adult Social Care | 5.137 | 4.046 | 1.107 | 0.565 | 0.565 | 11.420 |
| Health, Housing & Adult Social Care – Housing & Community Safety | 25.848 | 23.464 | 12.208 | 9.888 | 9.812 | 81.220 |
| Economy & Place – Transport, Highways & Environment | 19.977 | 32.833 | 29.614 | 22.363 | 17.015 | 121.802 |
| Economy & Place – Regeneration & Asset Management | 29.298 | 8.121 | 0.860 | 0.220 | 0.220 | 38.619 |
| Community Stadium | 14.241 | 18.266 | 3.445 | 0 | 0 | 35.952 |
| Customer & Corporate Services | 2.579 | 0.419 | 0.250 | 0.250 | 0.250 | 3.519 |
| IT Development Plan | 2.087 | 3.263 | 1.970 | 1.085 | 1.770 | 10.175 |
| Revised Programme | 107.910 | 119.860 | 52.042 | 39.413 | 29.632 | 348.857 |

Table 2 Revised 5 Year Capital Programme

Funding the 2017/18 – 2021/22 Capital Programme

37 The revised 2017/18 capital programme of £107.231 m is funded from £47.284m of external funding and £59.947m of internal funding. Table 3 shows the projected call on resources going forward.

| | 2017/18 | 2018/19 | 2019/20 | 2020/21 | 2021/22 | Total |
|--------------------------------|----------------|----------------|----------------|----------------|----------------|----------------|
| | £m | £m | £m | £m | £m | £m |
| Gross Capital Programme | 107.910 | 119.860 | 52.042 | 39.413 | 29.632 | 348.857 |
| Funded by: | | | | | | |
| External Funding | 47.284 | 75.721 | 35.741 | 31.349 | 21.223 | 211.318 |
| Council Controlled Resources | 60.626 | 44.139 | 16.301 | 8.064 | 8.409 | 137.539 |
| Total Funding | 107.910 | 119.860 | 52.042 | 39.413 | 29.632 | 348.857 |

Table 3 – 2017/18 –2021/22 Capital Programme Financing

- 38 The Council controlled figure is comprised of a number of resources that the Council has ultimate control over. These include Right to Buy receipts, revenue contributions, supported (government awarded) borrowing, prudential (Council funded) borrowing, reserves (including Venture Fund) and capital receipts
- 39 Overall it is anticipated that net general capital receipts over the next 3 years will be around £5.3m. This includes the expected sales of Ashbank, 29 Castlegate, Stonebow House, Former Manor school- road, Redeness Street and Bootham Row car park.
- 40 In addition to these general receipts, there is a need to review the earmarked capital receipts that have been assumed as part of 3 large schemes within the capital programme – Lowfields, the Older persons programme and Burnholme, and to update on the overall projected receipts position as set out below.
- 41 At the Executive meeting in December 2016 Members agreed to carry out enabling works of £1.4m at Lowfields funded by the future capital receipts from the disposal of the care home at Lowfields. This receipt is anticipated to be received in 2018/19.
- 42 In July 2015 Executive approved £4m of expenditure on the Older Persons Accommodation Programme to be funded by Capital Receipts. This is being spent on: Marjorie Waite Court community facilities (£1m), acquisition and legal costs for land adjacent to Haxby Hall (£0.6m) and project management and other associated moving costs (£2.4m). It is now expected receipts from the sale of surplus care homes will be realised during 2017/18 and 2018/19, and will exceed the £4m figure – receipts generally are now expected to be in the region of £8.020m.
- 43 During Executive meetings in May 2016 and December 2016 Members approved expenditure totalling £6.957m in relation to 3 main work schemes at Burnholme, on the basis they would be covered by the future capital receipts from the disposal of land at the site and sale of Tang Hall library. This expenditure is delivering the redevelopment of community, library and sports facilities as well as retaining playing fields. It ensures premises are reserved for use by community, enterprise and third sector organisations, along with delivering an Explore Library together with flexible spaces for training and lifestyle support that are retained freehold by the Council as well as providing fit-for-purpose accommodation for services for vulnerable adults

44 While receipts totalling £1,129m in relation to this scheme are expected in 2018/19, there is a expected to be a delay on the sale of the remaining sites assumed for the remainder of the receipts, leaving a temporary shortfall of £5.8m.

45 On that basis therefore this report seeks Members approval to temporarily allocate the expected surplus OPA receipts of £4.020m towards Burnholme to ensure that planned expenditure can be financed. Once the Burnholme receipts are received, the surplus receipts can be transferred back to the OPA programme initially, and then Council will be able to consider their future use. Members are also asked to fund the shortfall remaining after this application of £1.808m from the expected general receipts as set out in the table below.

| | Burnholme £m | Lowfields £m | OPH £m | General £m | Total £m |
|---|-------------------------|-------------------------|-------------------|-----------------------|---------------------|
| Approved expenditure | (6,957) | (1,400) | (4,000) | | (12,357) |
| Expected receipts | 1,129 | 1,400 | 8,020 | 5,364 | 15,913 |
| Expected Net receipts surplus/ (deficit) | (5,828) | - | 4,020 | 5,364 | 3,556 |
| <u>Reallocation of surplus capital receipts:</u> | | | | | |
| Temporary use of surplus OPA receipts to fund Burnholme | 4,020 | - | (4,020) | - | - |
| Use of general fund receipts to fund remaining Burnholme balance | 1,808 | | | (1,808) | - |
| Estimated future capital receipts available | - | - | - | 3,556 | 3,556 |

Table 4 – Capital Receipts summary

46 During Executive meetings in October 2016 and July 2017, Members decided to ultimately finance the purchase of property at Hospital Fields Road and Swinegate from Capital receipts. Therefore all future capital receipts are assumed to be used for this purpose in the medium term. This strategy will deliver significant revenue savings, and reduce the need for savings within the revenue budget.

Council Plan

47 The information contained in this report demonstrates progress in achieving the priorities set out in the Council Plan.

Implications

48 This report has the following implications:

- **Financial** - are contained throughout the main body of the report
- **Human Resources (HR)** – There are no HR implications as a result of this report
- **One Planet Council/ Equalities** – The capital programme seeks to address key equalities issues that affect the Council and the public. Schemes that address equalities include the Disabilities Support Grant, the Schools Access Initiative, the Community Equipment Loans Store (CELS) and the Disabilities Discrimination Act (DDA) Access Improvements. All individual schemes will be subject to Equalities Impact Assessments
- **Legal Implications** - There are no Legal implications as a result of this report.
- **Crime and Disorder** - There are no crime and disorder implications as a result of this report.
- **Information Technology** – The information technology implications are contained within the main body of the report,
- **Property** - The property implications of this paper are included in the main body of the report which covers the funding of the capital programme from capital receipts.
- **Other** – There are no other implications

Risk Management

49 There are a number of risks inherent in the delivery of a large scale capital programme. To mitigate against these risks the capital programme is regularly monitored as part of the corporate monitoring process, and the project management framework. This is supplemented by internal and external audit reviews of major projects. In addition, the Capital Asset Board meet monthly to plan, monitor and review major capital schemes to ensure that all capital risks to the Council are monitored and where possible minimised

Contact Details

| | | | |
|---|---|---|---------------------|
| Authors: | Cabinet Member & Chief Officer Responsible for the report: | | |
| Emma Audrain Technical Accountant Corporate Finance 01904 551170 emma.audrain@york.gov.uk | Ian Floyd Director of Customer & Corporate Support Services (Deputy Chief Executive) | | |
| Debbie Mitchell Corporate Finance Manager 01904 554161 | Report Approved | ✓ | Date 2/11/17 |
| | | | |
| Wards Affected: <i>All</i> | | | |
| <i>For further information please contact the author of the report</i> | | | |

| |
|--|
| <i>Specialist Implications:</i> |
| <i>Legal – Not Applicable</i> |
| <i>Property – Not Applicable</i> |
| <i>Information Technology – Not Applicable</i> |

Annexes

Annex A – Capital Programme 2017/18 to 2021/22

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| Annex A | 2017/18 Mon 2 Adj £000 | 2017/18 Mon 2 Reprofile £000 | 2017/18 Revised Mon 2 Budget £000 | 2018/19 Revised Mon 2 Budget £000 | 2019/20 Revised Mon 2 Budget £000 | 2020/21 Revised Mon 2 Budget £000 | 2021/22 Revised Mon 2 Budget £000 | Gross Capital Programme To be Funded 17/18 - 21/22 £000 |
|--|---------------------------------|---------------------------------------|---|---|---|---|---|---|
| CEC - Children, Education & Communities | | | | | | | | |
| CEC - Children & Education | | | | | | | | |
| NDS Devolved Capital | | | 355 | 284 | 228 | 195 | 0 | 1,062 |
| DfE Maintenance | | | 2,838 | 1,373 | 1,236 | 2,400 | 0 | 7,847 |
| Basic Need | 75 | | 2,000 | 26,544 | 727 | 2,250 | 0 | 31,521 |
| Huntington Secondary School - New Block | | | 0 | 0 | 0 | 0 | 0 | 0 |
| Universal Infant Free School Meals | | | 45 | 0 | 0 | 0 | 0 | 45 |
| Fulford School Expansion | | | 289 | 0 | 0 | 0 | 0 | 289 |
| Carr Junior Expansion | | | 39 | 0 | 0 | 0 | 0 | 39 |
| St Barnabas Primary Expansion | | | 0 | 0 | 0 | 0 | 0 | 0 |
| Schools Electrical Supply Upgrade | | | 20 | 0 | 0 | 0 | 0 | 20 |
| Family Drug & Alcohol Assess/Recovery Facility | | | 100 | 0 | 0 | 0 | 0 | 100 |
| Knivesmire Classroom Expansion | | | 0 | 0 | 0 | 0 | 0 | 0 |
| Expansion and Improvement of Facilities for Pupils with SEND | | -350 | 175 | 547 | 197 | 197 | 0 | 1,116 |
| Investment in Community Based Premises | | | 0 | 0 | 0 | 0 | 0 | 0 |
| Children & Young Peoples Services & building based provision review | | | 52 | 0 | 0 | 0 | 0 | 52 |
| Southbank Expansion | | | 1,248 | 0 | 0 | 0 | 0 | 1,248 |
| Capital Maintenance Works to Schools - Ventilation & Electrical | | | 554 | 0 | 0 | 0 | 0 | 554 |
| CEC - Communities | | | 0 | 0 | 0 | 0 | 0 | 0 |
| York Explore Phase 2 | | | 0 | 0 | 0 | 0 | 0 | 0 |
| York Explore - Haxby Library | | | 28 | 0 | 0 | 0 | 0 | 28 |
| Haxby Library Reprovision | | -500 | 0 | 500 | 0 | 0 | 0 | 500 |
| Castle Museum Development Project | | | 300 | 200 | 200 | 0 | 0 | 700 |
| York Museums Trust Visitor Facilities and Product Development | | | 800 | 0 | 0 | 0 | 0 | 800 |
| York Theatre Royal | | | 0 | 0 | 0 | 0 | 0 | 0 |
| TOTAL GROSS EXPENDITURE | 75 | -850 | 8,843 | 29,448 | 2,588 | 5,042 | 0 | 45,921 |
| TOTAL EXTERNAL FUNDING | 75 | 0 | 5,814 | 25,598 | 2,388 | 5,042 | 0 | 38,842 |
| TOTAL INTERNAL FUNDING | 0 | -850 | 3,029 | 3,850 | 200 | 0 | 0 | 7,079 |
| HH&ASC - Adult Social Care & Adult Services Commissioning | | | | | | | | |
| Joint Equipment Store | | | 130 | 125 | 125 | 125 | 125 | 630 |
| Disabled Support Grant | | | 196 | 200 | 210 | 210 | 210 | 1,026 |
| Telecare Equipment | | -197 | 209 | 427 | 230 | 230 | 230 | 1,326 |
| OPH Infrastructure Works | | | 9 | 0 | 0 | 0 | 0 | 9 |
| Changing Lives Grant + Autism Grants | | | 0 | 0 | 0 | 0 | 0 | 0 |
| Older Person's Accommodation Review | | -592 | 4,276 | 3,287 | 542 | 0 | 0 | 8,105 |
| Burton Stone Community Centre | | | 0 | 0 | 0 | 0 | 0 | 0 |
| 30 Clarence Street - Sycamore House | 4 | | 309 | 7 | 0 | 0 | 0 | 316 |
| PF National Specialist Family Service | | | 0 | 0 | 0 | 0 | 0 | 0 |
| Little Knivesmire Pavilion | | | 8 | 0 | 0 | 0 | 0 | 8 |
| TOTAL GROSS EXPENDITURE | 4 | -789 | 5,137 | 4,046 | 1,107 | 565 | 565 | 11,420 |
| TOTAL EXTERNAL FUNDING | 0 | 0 | 285 | 0 | 0 | 0 | 0 | 285 |
| TOTAL INTERNAL FUNDING | 4 | -789 | 4,852 | 4,046 | 1,107 | 565 | 565 | 11,135 |
| HH&ASC - Housing & Community Safety | | | | | | | | |
| Modernisation of Local Authority Homes | | | 2,078 | 2,469 | 1,116 | 1,113 | 1,355 | 8,131 |
| Assistance to Older & Disabled People | | | 400 | 412 | 424 | 437 | 450 | 2,123 |
| MRA Schemes | | | 6,669 | 6,247 | 6,379 | 6,209 | 6,223 | 31,727 |
| Local Authority Homes - Phase 1 | | | 1,728 | 1,342 | 0 | 0 | 0 | 3,070 |
| Water Mains Upgrade | | | 10 | 721 | 231 | 132 | 136 | 1,230 |
| Building Insulation Programme | | | 31 | 0 | 160 | 0 | 0 | 191 |
| Disabled Facilities Grant (Grund) | | | 1,995 | 1,478 | 1,478 | 1,478 | 1,478 | 7,907 |
| IT Infrastructure | -250 | | 523 | 650 | 150 | 150 | 0 | 1,473 |
| Empty Homes (Grund) | | | 100 | 0 | 0 | 0 | 0 | 100 |
| Housing Environmental Improvement Programme | | -70 | 100 | 240 | 170 | 170 | 170 | 850 |
| James House | | | 7,588 | 2,900 | 0 | 0 | 0 | 10,488 |
| Shared Ownership Scheme | | | 1,500 | 4,020 | 0 | 0 | 0 | 5,520 |
| Extension to Marjorie Waite Court | 450 | | 450 | 2,900 | 2,100 | 199 | 0 | 5,649 |
| Extension to Glen Lodge | | | 2,676 | 85 | 0 | 0 | 0 | 2,761 |
| TOTAL GROSS EXPENDITURE | 200 | -70 | 25,848 | 23,464 | 12,208 | 9,888 | 9,812 | 81,220 |
| TOTAL EXTERNAL FUNDING | 2,232 | 0 | 14,242 | 9,260 | 7,382 | 7,212 | 7,226 | 45,322 |
| TOTAL INTERNAL FUNDING | -2,032 | -70 | 11,606 | 14,204 | 4,826 | 2,676 | 2,586 | 35,898 |
| Economy & Place - Transport, Highways & Environment | | | | | | | | |
| Highway Resurfacing & Reconstruction (Struct Maint) * | | | 2,970 | 2,843 | 2,767 | 2,691 | 2,577 | 13,848 |
| Targeted Investment for Highways Improvement | | | 100 | 100 | 100 | 100 | 100 | 500 |
| Highway, Footway & Cycleway Improvement Acceleration | | | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 5,000 |
| Special Bridge Maintenance (Struct maint) | | -400 | 242 | 600 | 200 | 200 | 0 | 1,242 |
| Replacement of Unsound Lighting Columns | | | 578 | 578 | 578 | 578 | 578 | 2,890 |
| LED Lighting Replacement Programme | | | 228 | 0 | 0 | 0 | 0 | 228 |
| Watercourse Restoration | | | 44 | 0 | 0 | 0 | 0 | 44 |
| Highways Drainage Works | | | 270 | 200 | 200 | 200 | 200 | 1,070 |
| Drainage Investigation & Renewal | | | 200 | 200 | 200 | 0 | 0 | 600 |
| Highways, Road Adoption and Drainage Fund | | | 125 | 0 | 0 | 0 | 0 | 125 |
| Pothole Spotter Trial | | | 250 | 0 | 0 | 0 | 0 | 250 |
| Wheeled Bins in Back Lane and Terraced Areas | | | 78 | 0 | 0 | 0 | 0 | 78 |
| Built Environment Fund | | | 1,622 | 450 | 0 | 0 | 0 | 2,072 |
| Harewood Whin Transfer Station | | | 1,002 | 0 | 0 | 0 | 0 | 1,002 |
| Parks and Open Spaces Development | | | 53 | 0 | 0 | 0 | 0 | 53 |
| War Memorial | | | 51 | 0 | 0 | 0 | 0 | 51 |
| Better Play Areas | | | 292 | 0 | 0 | 0 | 0 | 292 |
| Public Convenience Facilities | | | 11 | 0 | 0 | 0 | 0 | 11 |
| River Safety | | | 9 | 0 | 0 | 0 | 0 | 9 |
| Litter Bin Replacement Programme | | | 199 | 175 | 175 | 0 | 0 | 549 |
| Knivesmire Culverts | | | 266 | 0 | 0 | 0 | 0 | 266 |
| Better Bus Area Fund | | | 1,311 | 0 | 0 | 0 | 0 | 1,311 |
| Local Transport Plan (LTP) * | -26 | | 3,854 | 2,170 | 1,570 | 1,570 | 1,570 | 10,734 |
| York City Walls - Repairs & Renewals (City Walls) | | | 393 | 90 | 90 | 90 | 90 | 753 |
| York City Walls Restoration Programme | | | 300 | 400 | 300 | 300 | 300 | 1,600 |
| Access York | 26 | | 150 | 0 | 0 | 0 | 0 | 150 |
| Flood Defences | | | 317 | 0 | 0 | 0 | 0 | 317 |
| Highways Improvements | | | 157 | 0 | 0 | 0 | 0 | 157 |
| Scarborough Bridge | | | 650 | 2,168 | 0 | 0 | 0 | 2,818 |
| Hungate and Peasholme Public Realm | | | 175 | 0 | 0 | 0 | 0 | 175 |
| WYTF - YORR | | -60 | 1,040 | 9,260 | 11,400 | 8,100 | 4,400 | 34,200 |
| WYTF - York Central Access | | -270 | 930 | 12,170 | 10,800 | 7,300 | 6,200 | 37,400 |
| WYTF - Dualling Study | 100 | | 100 | 195 | 0 | 0 | 0 | 295 |

| Annex A | 2017/18 Mon 2 Adj £000 | 2017/18 Mon 2 Reprofile £000 | 2017/18 Revised Mon 2 Budget £000 | 2018/19 Revised Mon 2 Budget £000 | 2019/20 Revised Mon 2 Budget £000 | 2020/21 Revised Mon 2 Budget £000 | 2021/22 Revised Mon 2 Budget £000 | Gross Capital Programme To be Funded 17/18 - 21/22 £000 |
|--|---------------------------------|---------------------------------------|---|---|---|---|---|---|
| National Productivity Improvement Fund | | | 626 | 0 | 0 | 0 | 0 | 626 |
| Potholes | | | 184 | 184 | 184 | 184 | 0 | 736 |
| Silver Street & Coppergate Toilets | | | 70 | 0 | 0 | 0 | 0 | 70 |
| Osbalwick Beck Maintenance | | | 60 | 0 | 0 | 0 | 0 | 60 |
| City Fibre Network | | | 70 | 50 | 50 | 50 | 0 | 220 |
| TOTAL GROSS EXPENDITURE | 100 | -730 | 19,977 | 32,833 | 29,614 | 22,363 | 17,015 | 121,802 |
| TOTAL EXTERNAL FUNDING | 100 | -330 | 9,789 | 27,517 | 25,971 | 19,095 | 13,997 | 96,369 |
| TOTAL INTERNAL FUNDING | 0 | -400 | 10,188 | 5,316 | 3,643 | 3,268 | 3,018 | 25,433 |
| Economy & Place - Regeneration & Asset Management | | | | | | | | 0 |
| LCR Revolving Investment Fund | | | 961 | 0 | 0 | 0 | 0 | 961 |
| York Central | | | 7,986 | 0 | 0 | 0 | 0 | 7,986 |
| 29 Castlegate Repairs | -33 | | 0 | 0 | 0 | 0 | 0 | 0 |
| Decent Home Standards Works | | | 9 | 0 | 0 | 0 | 0 | 9 |
| Fishergate Postern | | | 18 | 0 | 0 | 0 | 0 | 18 |
| Holgate Park Land – York Central Land and Clearance | | | 397 | 0 | 0 | 0 | 0 | 397 |
| Asset Maintenance + Critical H&S Repairs | 80 | | 484 | 220 | 220 | 220 | 220 | 1,364 |
| Community Asset Transfer | | -155 | 20 | 155 | 0 | 0 | 0 | 175 |
| River Bank repairs | | | 186 | 0 | 0 | 0 | 0 | 186 |
| Stonebow House Freehold | | | 0 | 0 | 0 | 0 | 0 | 0 |
| Small Business Workshops | -47 | | 0 | 0 | 0 | 0 | 0 | 0 |
| Picadilly Regeneration | | | 218 | 0 | 0 | 0 | 0 | 218 |
| Guildhall | | | 3,526 | 7,472 | 640 | 0 | 0 | 11,638 |
| Critical Repairs and Contingency | | -274 | 0 | 274 | 0 | 0 | 0 | 274 |
| 23 & 36 Hospital Fields Road | | | 283 | 0 | 0 | 0 | 0 | 283 |
| Commercial Property Acquisition incl Swinegate | | | 15,000 | 0 | 0 | 0 | 0 | 15,000 |
| Air Quality Monitoring (Grund) | | | 110 | 0 | 0 | 0 | 0 | 110 |
| TOTAL GROSS EXPENDITURE | 0 | -429 | 29,198 | 8,121 | 860 | 220 | 220 | 38,619 |
| TOTAL EXTERNAL FUNDING | 0 | 0 | 3,991 | 0 | 0 | 0 | 0 | 3,991 |
| TOTAL INTERNAL FUNDING | 0 | -429 | 25,207 | 8,121 | 860 | 220 | 220 | 34,628 |
| Customer & Corporate Services - Community Stadium | | | | | | | | 0 |
| Community Stadium | | | 14,241 | 18,266 | 3,445 | 0 | 0 | 35,952 |
| TOTAL GROSS EXPENDITURE | 0 | 0 | 14,241 | 18,266 | 3,445 | 0 | 0 | 35,952 |
| TOTAL EXTERNAL FUNDING | 0 | 0 | 25,839 | 13,250 | 0 | 0 | 0 | 39,089 |
| TOTAL INTERNAL FUNDING | 0 | 0 | 2,652 | 5,016 | 3,445 | 0 | 0 | 11,113 |
| Customer & Corporate Services | | | | | | | | 0 |
| Fire Safety Regulations - Adaptations | | | 102 | 0 | 0 | 0 | 0 | 102 |
| Removal of Asbestos | | | 98 | 50 | 50 | 50 | 50 | 298 |
| Hazel Court - Office of the Future Improvements | -1 | | 0 | 0 | 0 | 0 | 0 | 0 |
| Mansion House Restoration | | | 922 | 169 | 0 | 0 | 0 | 1,091 |
| Project Support Fund | | | 294 | 200 | 200 | 200 | 200 | 1,094 |
| Low Carbon and Solar Panels Investment | | | 50 | 0 | 0 | 0 | 0 | 50 |
| Photovoltaic Energy Programme | | | 346 | 0 | 0 | 0 | 0 | 346 |
| West Offices - Admin Accommod | -236 | | 31 | 0 | 0 | 0 | 0 | 31 |
| West Offices -Major repairs | 236 | | 236 | 0 | 0 | 0 | 0 | 236 |
| Capital Contingency | | | 385 | 0 | 0 | 0 | 0 | 385 |
| TOTAL GROSS EXPENDITURE | -1 | 0 | 2,579 | 419 | 250 | 250 | 250 | 3,748 |
| TOTAL EXTERNAL FUNDING | 0 | 0 | 574 | 96 | 0 | 0 | 0 | 670 |
| TOTAL INTERNAL FUNDING | -1 | 0 | 2,005 | 323 | 250 | 250 | 250 | 3,078 |
| Customer & Corporate Services - IT | | | | | | | | 0 |
| IT Development plan | | -1,238 | 1,967 | 3,263 | 1,970 | 1,085 | 1,770 | 10,055 |
| IT Superconnected Cities | | | 120 | 0 | 0 | 0 | 0 | 120 |
| TOTAL GROSS EXPENDITURE | 0 | -1,238 | 2,087 | 3,263 | 1,970 | 1,085 | 1,770 | 10,175 |
| TOTAL EXTERNAL FUNDING | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| TOTAL INTERNAL FUNDING | 0 | -1,238 | 2,087 | 3,263 | 1,970 | 1,085 | 1,770 | 10,175 |
| Gross Expenditure by Department | | | | | | | | |
| CEC - Children, Education & Communities | 75 | -850 | 8,843 | 29,448 | 2,588 | 5,042 | 0 | 45,921 |
| HH&ASC - Adult Social Care & Adult Services Commissioning | 4 | -789 | 5,137 | 4,046 | 1,107 | 565 | 565 | 11,420 |
| HH&ASC - Housing & Community Safety | 200 | -70 | 25,848 | 23,464 | 12,208 | 9,888 | 9,812 | 81,220 |
| Economy & Place - Transport, Highways & Environment | 100 | -730 | 19,977 | 32,833 | 29,614 | 22,363 | 17,015 | 121,802 |
| Economy & Place - Regeneration & Asset Management | 0 | -429 | 29,198 | 8,121 | 860 | 220 | 220 | 38,619 |
| Customer & Corporate Services - Community Stadium | 0 | 0 | 14,241 | 18,266 | 3,445 | 0 | 0 | 35,952 |
| Customer & Corporate Services | -1 | 0 | 2,579 | 419 | 250 | 250 | 250 | 3,748 |
| Customer & Corporate Services - IT | 0 | -1,238 | 2,087 | 3,263 | 1,970 | 1,085 | 1,770 | 10,175 |
| Total by Department | 378 | -4,106 | 107,910 | 119,860 | 52,042 | 39,413 | 29,632 | 348,857 |
| TOTAL GROSS EXPENDITURE | 378 | -4,106 | 107,910 | 119,860 | 52,042 | 39,413 | 29,632 | 348,857 |
| TOTAL EXTERNAL FUNDING | 2,407 | -330 | 47,284 | 75,721 | 35,741 | 31,349 | 21,223 | 211,318 |
| TOTAL INTERNAL FUNDING | -2,029 | -3,776 | 60,626 | 44,139 | 16,301 | 8,064 | 8,409 | 137,539 |



Executive**15 November 2017**

Report of the Deputy Chief Executive / Director of Customer & Business Support Services

Portfolio of Executive Leader (incorporating Finance & Performance)

2017/18 Finance and Performance Monitor 2**Purpose of the Report**

- 1 To present details of the overall finance and performance position for the period covering 1 July 2017 to 30 September 2017, together with an overview of any emerging issues. This is the second report of the financial year and assesses performance against budgets, including progress in delivering the Council's savings programme.

Summary

- 2 The financial pressures facing the council are projected at £446k. This is an improvement from the £636k reported at Monitor 1 and an improvement from previous years where the Monitor 2 forecast was £480k at this time last year, £1,250k in 2015/16 and £1,309k in 2014/15. In each of those years the Council delivered an under-spend by the year end, demonstrating a successful track record of managing expenditure within budget over a number of years.
- 3 Whilst this report highlights a number of known pressures which will need to be carefully managed, it is expected that, as a result of ongoing monitoring and identification of mitigation, overall the Council will outturn within the approved budget. There is sufficient contingency provision available to cover the projected pressures, and it is also anticipated there will be improvement in the position during the year.
- 4 York is maintaining both sound financial management, and delivering priority services to high standards, during a period of continued challenge for local government. In particular, key statutory services continue to perform well, having seen investment in recent years. Whilst there remain challenges in future years, the overall financial and performance position

is one that provides a sound platform to continue to be able to deal with the future challenges.

Recommendations

- 5 Executive is asked to note the finance and performance information.

Reason: to ensure expenditure is kept within the approved budget

Financial Analysis

- 6 The Council's net budget is £119.6m. Following on from previous years, the challenge of delivering savings continues with £6m to be achieved in order to reach a balanced budget. The latest forecasts indicate the Council is facing financial pressures of £446k and an overview of this forecast, on a directorate by directorate basis, is outlined in Table 1 below. The position will continue to be monitored carefully to ensure that overall expenditure will be contained within the approved budget. The following sections provide more details of the main variations and any mitigating actions that are proposed.

| 2016/17 outturn | | 2017/18 Forecast Variation Monitor 1 | 2017/18 Forecast Variation Monitor 2 |
|--------------------|-------------------------------------|---|---|
| £'000 | | £'000 | £'000 |
| -32 | Children, Education & Communities | +344 | +396 |
| +724 | Economy & Place | +395 | +366 |
| -259 | Customer & Corporate Services | -200 | -200 |
| +191 | Health, Housing & Adult Social Care | +447 | +234 |
| -1,166 | Central budgets | -350 | -350 |
| -542 | Total | +636 | +446 |
| -549 | Contingency | -926 | -761 |
| -1,091 | Total including contingency | -290 | -315 |

Table 1: Finance overview

Children, Education & Communities

- 7 A net overspend of £396k is forecast primarily due to children's social care, transport and potential redundancy costs.
- 8 Children's Social Care (CSC) staffing budgets are currently projecting a net overspend of £115k, mainly due to expensive agency staff being used to cover important but hard to fill social worker posts. In light of this, and as reported to Staffing & Urgency Committee in July, additional costs of £59k will be incurred this year paying 'golden hello' and 'golden handcuff' payments to new and existing staff in the referral and assessment team, along with a major social work recruitment advertising campaign estimated at £30k. This should result in a reduction in costs going forward.
- 9 Based on the current numbers of Looked After Children (LAC) being maintained throughout the rest of the year, there is a net projected overspend on placement costs of £111k, including £192k on local fostering, £161k on adoption and SGO allowances, offset by underspends of £176k on out of city placements. An overspend of £89k is forecast on Inter-Agency adoption fees as the new regional model is implemented and the level of fees we are able to retain in York reduces. There is also a net projected overspend of £93k within The Glen and disability short break budgets due mainly to delays in implementing the new model of provision for children with the most complex needs.
- 10 Within the Dedicated Schools Grant (DSG) funded Special Educational Needs budgets there is a net projected underspend of £328k. This is mainly due to savings on out of city education placements in light of the on-going efforts to support as many young people as possible in York.
- 11 Local Area Teams budgets are projecting a net £349k underspend, mainly due to the early delivery of the full £1.4m saving in advance of the final £300k budget being removed from 2018/19. There is a net projected underspend of £97k within School Improvement due to a number of staffing vacancies, particularly within the Skills Team, offset by some additional costs including for the LAC virtual school head teacher.
- 12 Home to School Transport budgets are currently projected to overspend by a net £274k. There are significant pressures within SEN taxi budgets where inflation has been higher than expected and additional costs may be being incurred as more high needs pupils return to the city as a result of the Make York Home project, resulting in not all of the savings planned for 2017/18 being delivered. This is partly offset by some small contractual savings on mainstream school bus contracts.

- 13 Following the early delivery of some budget savings, there is additional pressure on the directorate's £100k budget for early retirement and redundancy costs. Although the majority of costs will be offset by the savings achieved, a one off over spend of £150k is forecast for 2017/18. A number of other more minor variations make up the overall directorate position.

Economy & Place

- 14 A net overspend of £366k is forecast primarily due to cost pressures within waste services and shortfalls in income from planning and Automatic Number Plate Recognition (ANPR) enforcement.
- 15 Parking income as at September 2017 is 3% higher than 2016/17 and current forecasting suggests a £58k overachievement of income. This is offset by a forecast shortfall in Penalty Charge Notice (PCN) income (£64k), backdated car park electricity costs (£21k), one off costs associated with the coin upgrade (£26k) and other additional operational costs (£23k).
- 16 There is a forecast underspend across waste services of £105k. This is primarily due to savings in waste disposal from the Teckal arrangement and waste PPP costs and increased income from the recycling rebate. This is offset by additional staffing and transport costs within waste collection. Sickness levels remain high and this is resulting in additional costs of temporary staffing.
- 17 There are overspends of £266k on ANPR enforcement due to lower than anticipated net income from the scheme. The Coppergate ANPR Scheme implementation has had lower revenues than those seen previously and operational costs are not realising any economies of scale. There are also forecast overspends of £115k on CCTV as budgeted income to support the service has not yet been identified. These overspends are in part offset by mitigating savings from the West Yorkshire Transport Fund (WYTF) (£100k), additional income from Leeds City Region (£54k) and mitigating savings across road safety activities (£37k).
- 18 There is a forecast overspend on public realm operations of £182k due to various operational overspends including staffing (£24k), transport (£55k) and supplies (£52k).
- 19 A £240k shortfall in planning fee income is forecast due to a lower number of large planning fees. It is expected that as progress is made on the local plan then income from developers will increase. A number of other minor

variations, including staff vacancies (£66k) and the early achievement of future year savings (£80k) make up the directorate position.

- 20 A range of actions are being undertaken within the directorate to try to bring expenditure within the approved budget and reduce the projected overspend as far as possible by the year end. Actions being progressed or considered include:
- Review of external funding streams to seek opportunities to maximise the impact on the revenue position.
 - Reviewing working patterns and the use of agency staff.
 - Consideration of in year savings and revenue opportunities.

Customer & Corporate Services

- 21 A net underspend of £200k is forecast and this is predominately due to additional income within bereavement services of £115k and staffing vacancies across a range of services including finance and democratic services. Agreed budget savings are being delivered in line with the original plans across a number of areas, including those within customer services. A range of other minor variations make up the directorate position. Work will continue to try and identify additional savings to help the overall position.

Health, Housing & Adult Social Care

- 22 A net overspend of £234k is forecast for the directorate, mainly due to pressures within Adult Social Care.
- 23 There is a £151k overspend within the direct payment budget, due to an increase of 5 customers since June 2017. This is in line with the desired direction of the Future Focus transformation programme which is encouraging customers to self manage their care.
- 24 The Better Care Fund (BCF) for 2017/18 and 2018/19 has been agreed and submitted to NHS England. The plan is likely to be escalated as partners set the Delayed Transfers of Care metric at a realistic target rather than the lower, minimum target specified by the NHSE. Partners have, however, agreed a programme of spend which assures funding for existing agreements pending their review whilst investing in new initiatives such as social prescribing and a project to look at implementing additional day services.
- 25 The Older Persons' community support budget is forecast to underspend by £74k assuming no increase in costs over the winter.

- 26 The community support for Learning Disability (LD) customers is forecast to underspend by £320k. Continuing Health Care (CHC) income is forecast to be above expectations by £214k whilst there are fewer customers than budgeted (£106k).
- 27 There is a continuation of the 2016/17 overspend forecast for LD external residential placements of £474k as some high cost customers did not move into supported living schemes as expected.
- 28 The Older Persons' Home budget is forecast to overspend by £411k due to the reduction in customer income as the service is modernised and services reduce capacity pending the outcome of formal consultations regarding future use, but also due to staffing overspends.
- 29 The Department has identified areas to mitigate the overspend to bring it back to a balanced position. These include:
- Review the level of support in the Supported Living Schemes with a view to reduce/restructure the schemes to create a saving (£150k)
 - Use the underspend on the base Care Act budget (£454k) to offset pressures
- 30 There are pressures of £124k within Public Health. However this can be funded within the overall Public Health grant. The main variation relates to the substance misuse contract (£128k) as the provider went into administration earlier in the year.
- 31 A projected overspend of £65k across Housing and Community Safety is due to a number of small variations. A range of other minor variations make up the overall directorate position.

Housing Revenue Account

- 32 The Housing Revenue Account is budgeted to make an in year surplus of £3.1m. A review of the budgets in the area shows that, overall, a surplus of just under £3m is now forecast.
- 33 Repairs and maintenance is forecast to overspend by £300k. New processes have been implemented to ensure internal skilled workers pick up work previously allocated to subcontractors in order to reduce expenditure. It is expected that reductions will be made but it is again unlikely that the full savings will be achieved in this financial year
- 34 Fire risk assessments on all communal areas have now been completed at a cost of £20k above budget, however this is offset by an underspend

on electrical testing as it is unlikely the full programme of work will be completed due to staff resources.

- 35 A range of smaller underspends make up the overall variation.
- 36 The working balance position at 31 March 2017 was £22.64m. This is higher than forecast in the latest business plan (£20.2m) due to under spends achieved in previous years.
- 37 The projected outturn position outlined in the paragraphs above means the working balance will increase to £25.6m at 31 March 2018. This compares to the balance forecast within the latest business plan of £25.8m.
- 38 The working balance is increasing in order to start repaying the £121.5m debt that the HRA incurred as part of self financing in 2012. The current business plan assumes that reserves are set aside to enable to the debt to be repaid over the period 2023/24 to 2042/43. The update to the 30 year HRA business plan is considered elsewhere on the agenda. This has considered latest information regarding rent determination and updated assumptions re right to buy and high value sales. This shows that a further £20m investment reserve can be created to continue the council's new build aspirations, the outstanding HRA can be repaid over the period and a prudent working balance can be maintained for each year through the plan. This will consider opportunities to create a new capital investment reserve to support further council house building initiatives and the impact that has on debt repayment.
- 39 There are still a number of uncertainties around the forthcoming changes to HRA legislation particularly regarding the implementation of the sales of high value properties. This will be continued to be monitored closely and the implications as and when details emerge will be reported to Members

Corporate Budgets

- 40 These budgets include Treasury Management and other corporately held funds. It is anticipated that a £350k underspend will be achieved, predominantly as a result of reviewing some assumptions on the cash flow position following a review of the profile of planned capital expenditure which will mean less interest being paid than previously anticipated.

Contingency

- 41 As outlined in the Monitor 1 report, the contingency stood at £926k. Since that time a further allocation of £165k has been agreed at October Executive made to support the development of an asset strategy, resulting in a total balance available of £761.6k. Members are asked to note that this may be required to deal with some of pressures outlined in this report. Any decisions regarding the allocation of this sum will be brought to a future meeting.

Loans

- 42 Further to a scrutiny review, it was agreed that these quarterly monitoring reports would include a review of any outstanding loans over £100k. There are 2 loans in this category. Both loans are for £1m and made to Yorwaste, a company part owned by the Council. The first was made in June 2012 with a further loan made in June 2017 as agreed by Executive in November 2016. Interest is charged on both loans at 4% plus base rate meaning currently interest of 4.25% is being charged. All repayments are up to date.

Performance – Service Delivery

- 43 The Performance Framework surrounding the Council Plan for 2015-19 launched in July 2016 and is built around three priorities that put residents and businesses at the heart of all Council services.
- 44 The Council Management Team and Executive have agreed a core set of thirty indicators to help monitor the council priorities and these provide the structure for performance updates in the following sections. Some indicators are not measured on a quarterly basis. The DoT (Direction of Travel) is calculated on the latest three results whether they are annual, quarterly or monthly.
- 45 Of the 19 strategic indicators where new data has been provided in Q2, the following have seen improvements since the last period:
- Proportion of adults in contact with secondary mental health services living independently, with or without support (Paragraph 70)
 - % of physically active adults (Paragraph 73)
 - Average Progress 8 score from KS2 to KS4 (Paragraph 77)
 - Number of days taken to process Housing Benefit new claims and change events (Paragraph 80)
 - Overall Council Forecast Budget Outturn
- 46 Council performance is continuing in the right direction and despite increasingly complex customer needs and/or demand for services, we continue to see good progress.
- 47 The Council is currently seeking views on two major public consultations:
- The Pre-Publication draft Local Plan (2017) document enables the public and other interested parties to comment on the policies and sites in the context of a full draft Local Plan.
 - The work to plan the council's budget for 2018/19 is underway and the public have been asked for their views.
- 48 Further information on these consultations is included in paragraphs 89-91 of this report.

| Performance – Overview | | | 2015/16 | 2016/17 | 2017/18 Q1 | 2017/18 Q2 | Benchmark | DoT |
|--|--|---|--------------------------------|------------------|---------------------------------------|------------------------|-------------------------------------|--------|
| Service Delivery | A Focus on Frontline Services | Children Looked After per 10k (Snapshot) | 53 | 55 | 54 | 53 | Below National and Regional Average | ➡ |
| | | Number of Incidents of ASB within the city centre ARZ | 2,305 | 2,175 | 487 | - | NC | ↓ Good |
| | | Household waste recycled / composted - (YTD) | 42.80% | 44.00% | 49.00% | (Avail Jan 18) | Same Regionally | ➡ |
| | | Delayed transfers of care from hospital which are attributable to adult social care, per 100,000 population (YTD Average) | 6.9 | 7.49 | NC | NC | Above National and Regional Average | ➡ |
| | | % of panel confident they could find information on support available to help people live independently | NC | 65.46% | 70.51% | NC | NC | ↑ Good |
| | | Proportion of adults in contact with secondary mental health services living independently, with or without support | 28.50% | 39.21% | 62.29% | 80.64% | Above National and Regional Average | ↑ Good |
| | | % of physically active and inactive adults - active adults | 67.90% | 70.20% | NC | NC | Above National and Regional Average | ↑ Good |
| | | Average Progress 8 score from KS2 to KS4 | 0.04 | 0.11 | NC | NC | Above National Average | ↑ Good |
| | | Number of days taken to process Housing Benefit new claims and change events (DWP measure) | 5.87 | 5.58 | 4 | 3.82 | Above National Average | ↓ Good |
| | A Council That Listens to Residents | % of panel who agree that they can influence decisions in their local area | NC | 25.65% | 28.41% | NC | Above National Average | ↑ Good |
| | | % of panel satisfied with their local area as a place to live | NC | 89.84% | 91.23% | NC | Above National Average | ↑ Good |
| | | % of panel satisfied with the way the Council runs things | NC | 65.54% | 64.76% | NC | Above National Average | ➡ |
| | | Overall Customer Centre Satisfaction (%) - CYC | 91.54% | 92.48% | 93.23% | 92.51% | NC | ➡ |
| | A Prosperous City for All | %pt gap between FSM and non-FSM pupils at 15, who attain a Level 3 qualification by the age of 19 - (Snapshot) | 32.00% | (Avail Apr 2018) | (Avail Apr 2019) | (Avail Apr 2019) | Above National and Regional Average | ➡ |
| | | | (2013-14) | (2014-15) | (2015-16) | (2015-16) | | |
| | | Median earnings of residents – Gross Weekly Pay (£) | 496 | 509.6 | NC | NC | Below National Average | ↑ Good |
| | | Net Additional Homes Provided - (YTD) | 1,121 | 977 | NC | 1,036 | NC | ➡ |
| | | Business Rates - Rateable Value | NC | £247,348,791 | £255,784,571 | £253,966,276 | NC | ➡ |
| | | One Planet Council - All Resources - Total CO2 (t) | NC | NC | NC | NC | NC | ➡ |
| | % of panel who give unpaid help to any group, club or organisation | NC | 64.30% | 66.44% | NC | Above National Average | ↑ Good | |
| | Organisational Health Check | Performance | Red rated Major Projects - CYC | 0 | 1 | 1 | 1 | NC |
| Amber rated Major Projects - CYC | | | 5 | 5 | 6 | 6 | NC | ➡ |
| Overall Council Forecast Budget Outturn (£000's Overspent / -Underspent) | | | £-876 | £-542 | £636 | £446 | NC | ↓ Good |
| Employees | | PDR Completion (%) - CYC - (YTD) | 59.00% | 75.90% | 40.90% | 58.20% | NC | ➡ |
| | | Staff FTE - CYC Total (Excluding Schools) - (Snapshot) | 2,104 | 2,071.6 | 2,043.2 | 2,036.8 | NC | ➡ |
| | | Average sickness days lost per FTE - CYC (Excluding Schools) - (Rolling 12 Month) | 10.1 | 10.2 | 10.2 | 10.4 | Above National Average | ➡ |
| | | Voluntary Turnover (%) - CYC Total (Excluding Schools) - (Rolling 12 Month) | 7.00% | 7.60% | 8.30% | 7.30% | NC | ➡ |
| Customers | | % of external calls answered within 20 seconds - CYC | 88.15% | 89.01% | 87.57% | - | Above National Average | ➡ |
| | | % of complaints responded to within 5 days | NC | 75.40% | 73.20% | 60.97% | NC | ↓ Bad |
| | | FOI & EIR - % In time - (YTD) | 95.60% | 93.14% | 92.50% | 91.64% | NC | ➡ |
| | Digital Services Transactions / Channel Shift | | | | Narrative Measure - see paragraph 135 | | NC | ➡ |

NC = Not due to be collected during that period,
 Benchmarking: N - National, R - Regional

A Focus on Frontline Services

Number of Children Looked After - this measure gives an understanding of the efficiency and effectiveness of a key front-line service which has impacts on vulnerability and the life chances of children

- 49 There were 195 children and young people in care at the end of September 2017. This evidences a continued consistency of practice and need, against the national trend of increasing looked after numbers.
- 50 The stability of placements of children and young people in care has shown consistent improvement over the last three years, with the number of children experiencing three or more moves of placement falling to 4% by the end of Q2 from nearly 12% in 2014/15.
- 51 In line with national trends, York has been facing challenges with recruiting foster carers and has launched a new approach to encourage people to foster. Partnership working with 'You Can Foster' has improved enquiry rates, with 36 enquires received in Q2 2017/18 compared to 10 enquiries during the same period last year.

Number of Incidents of Anti-Social Behaviour within the city centre - this measure gives an understanding of the impacts of Anti-Social Behaviour on Leisure and Culture and therefore the "attractiveness" of the city

- 52 In York, measures to tackle alcohol related ASB have seen a 36% drop in reports of alcohol related ASB from 2013/14 to 2016/17. The council made the decision to remove designated public place orders (DPPOs) in eight areas of the city after no alcohol-related incidents were reported in these areas during a three year period. All enforcement areas in the city were re-assessed due to a change in legislation which sees DPPOs replaced by public space protection orders. The remaining enforcement orders, which include those within the city walls and the railway station, will be updated to PSPOs.
- 53 The City of York Council's Executive has approved a new community safety strategy which is a three year plan drawn up to tackle some of York's pressing issues, including alcohol-related anti-social behaviour. The purpose of the strategy is to ensure that partners from the private, public and voluntary sectors all work together to ensure the city remains a safe place.
- 54 The York BID has introduced a new anti-loitering programme which aims to serve as a deterrent to anti-social activity that occurs on businesses' private premises and doorways. Businesses who sign up to the scheme give the rangers permission to ask those who engage in such activity on their property to leave and to provide information and support where needed. Reports on all activity are maintained and work is undertaken with partner agencies to ensure that the scheme remains effective.

Household waste recycled / composted - this measure gives an understanding of a key outcome of the Council plan

- 55 The amount of landfill waste, in Q1 2017/18, has remained stable at 12,190 tonnes along with the residual waste per household at 140kg per household (141kg in 2016/17). 49% of household waste was recycled in Q1 (the same as Q1 2016/17 and an improvement on the year end figure) although rates are usually higher in the first half of the year and could fall in subsequent quarters.

Household waste recycled / composted
(Year to date)



- 56 In 2016/17, the council collected an estimated 800 tonnes of materials from around 50 recycling banks across the city. The council wants to gain residents views on how they currently use these sites and how they can be provided in the future. Residents have been asked to complete a short online survey which looks at the number of sites, where they are located, the range of materials recycled and their general appearance.

Delayed transfers of care from hospital which are attributable to adult social care - this measure gives an understanding of how well our health and social care services are integrated

- 57 A delayed transfer of care occurs when a hospital patient is deemed medically fit to be discharged, but cannot be released from hospital because they are awaiting a package of care from either the NHS and/or a local authority. The number of days that hospital patients are delayed in these circumstances are aggregated and measured to show how well NHS and local authority adult social care services are working together. Patients are recorded as having entered hospital via an “acute” (Accident and Emergency) pathway or via a “non-acute” (other method, for example by entry to a provider of mental health services) pathway.
- 58 Patient snapshot data is no longer being collected by NHS England in 2017/18. This affects the two Delayed Transfer of Care national indicators ASCOF2C1 and 2C2 which use patient counts in their calculations. Revised DToC indicators for 2017/18 are under development by the Department of Health and details will be released in due course, but they are likely to be based on the average number of beds occupied by DToC patients.
- 59 There continues to be a reduction in the number of days that patients are delayed leaving hospital that are attributable to adult social care. In 2016/17, on average, there were 11.8 beds occupied each day by York residents in hospital awaiting a package of social care; in the year to

August 2017 (the latest period for which figures are available), this average had reduced to 9 beds.

- Focusing on how patients entered hospital, the total number of beds occupied because of delays for patients in the 'acute' pathway continues to decrease over time (an average of 3.17 beds per day in the year to August 2017 compared with 3.73 in 2016/17).
- Similarly, there is a decrease for patients in the "non-acute" pathway (5.83 beds per day in the year to August 2017 compared with 8.02 beds per day in 2016-17).

- 60 The Better Care Fund (BCF) provides CYC and the Vale of York Clinical Commission Group (VoY CCG) with finances to work together on a range of measures, including delayed transfer of care, aimed at improving outcomes for NHS and adult social care users in the City of York area. The total number of days that patients have been delayed during the year to August 2017 was 9,112 which equates to, on average, 25 beds each day in York's health and social care system being occupied because of DToC, although during the most recent three-month period this figure was 17. The number of delay days attributable to adult social care during the most recent three month period to August 2017 (663) was less than in the previous three month period to May 2017 (777).
- 61 NHS England have recently set extremely challenging targets aimed at ensuring that no more than 3.5% of beds are occupied by patients subject to DToC in the Vale of York CCG area by November 2017. CYC and the VoY CCG will continue to work together to try and ensure further reductions in the amount of DToC by this time.
- 62 The health and social care system in the city of York has been selected for a review by the Care Quality Commission (CQC) to investigate how the system works for older people who require care services. The review is intended to highlight what is working well and where there are opportunities for improving how the system works.
- 63 Selection of the initial 12 local authority areas was made by CQC on the basis of a range of indicators covering hospital admissions, discharges, delayed transfers of care and reablement, using data available at the time the review was announced in summer 2017. Of the six key indicators, York has seen improved performance in four but two – emergency hospital admissions and reablement – have seen a drop in performance
- 64 The CQC are, initially, reviewing 12 local authority areas in England, including York, during the autumn of 2017 to see how good their health

and social care systems are at providing services for older people. They are expected to talk to senior managers in each system, older people, community groups serving older people and local Healthwatch executives. It is expected that once these reviews are concluded, other local authority areas will be selected for investigation.

% of residents confident they could find information on support available to help people live independently - this measure gives an understanding of residents' ability to support themselves in line with new adult social care operating model

- 65 76% of the respondents to the latest Adult Social Care survey said they found it easy or very easy to find information about services, in order to help themselves live independent lives.
- 66 Avoiding permanent placements in residential and nursing care homes is a good measure of how effective packages of care have been in ensuring that people regain control of their lives. Research suggests that, where possible, people prefer to stay in their own home rather than move into residential care.
- The rate at the end of Q2 2017-18 for younger adults (aged 18-64) requiring permanent residential and nursing care is higher than a year earlier, with 5.96 younger adults per 100,000 population being placed into these homes during the first half of the financial year compared with 3.76 per 100,000 population during the first half of 2016-17.
 - For older people the rates of those assessed as needing to go into residential care during the first half of 2017-18 was lower than the corresponding period a year earlier (301 per 100,000 population in 2017-18 compared with 373 per 100,000 population in 2016-17).
 - A Residential Care Panel sits weekly and scrutinises new requests for Residential Care. The key is to ensure that this is the most appropriate option for the individual.
- 67 Our Independent Living Communities are being extended, with provision already in place for planned overnight support. This should mean that fewer customers will have to go into residential care. We are working closely with our health colleagues in the community response team and with the Priory Medical Group of GP practices to help reduce deterioration in physical and social functioning.
- 68 Glen Lodge Independent Living Community for Older People is receiving £4 million of investment to increase and further improve care services for older people. This will comprise of 25 new flats and two new bungalows, and are being built with the aim of residents moving in later in the autumn.

Of these flats, 12 are specifically for people living with dementia based on best practice and environmental design. The care and support available includes 24 hour planned care to enable more people with higher care and support needs to live there.

- 69 We are working increasingly towards using a strength-based approach involving communities and their assets, which we hope will delay progression of a citizen's journey towards needing 24-hour care provision and maintain them in their own home within their community. This is a longer-term view but we hope this mean a reduction in admissions to residential care.

Proportion of adults in contact with secondary mental health or learning difficulties services that are living independently - this measure gives an understanding of adults' social care users perception of their ability to support themselves

- 70 Improving employment and accommodation outcomes for adults with mental health and learning difficulties are linked to reducing risk of social exclusion and discrimination. Supporting someone to become and remain employed is a key part of the recovery process, while stable and appropriate accommodation is closely linked to improving people's safety and reducing their risk of social exclusion.

- The data provided at 2017-18 Q2 shows that the percentage of those with learning disabilities in employment increased to 7.89%, compared with 7.74% at the end of 2017-18 Q1.
- The data provided also showed, at the end of 2017-18 Q2, that 81% of those with learning disabilities were living in their own home or with family and friends which is a slight decrease from the 82% reported at the end of 2017-18 Q1.

- 71 At the end of 2017-18 Q2 12.87% of all clients in contact with secondary mental health services were in employment, which represents an increase compared with that reported at the end of 2017-18 Q1 (12.71%) and represents good progress in ensuring that employment is obtained for this group (this rate has more than doubled in just over a year). There has also been considerable progress during the last 12 months in obtaining suitable accommodation for this group: the 2017-18 Q2 rate that 82% were living independently represents a substantial increase from the 2017-18 Q1 rate (61%), this is almost quadruple the rate reported at the end of 2016-17 Q1 (21%).

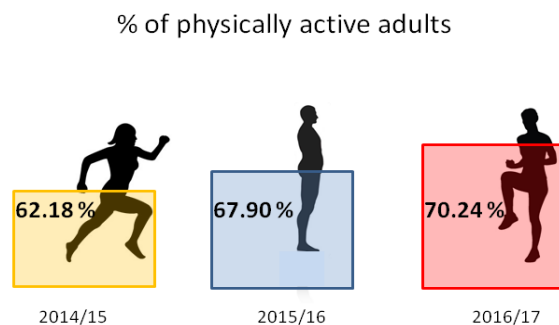
- 72 CYC is currently developing an Adult Learning Disabilities strategy and continues to engage and consult on a draft Mental Health strategy. The Transforming Care Plan will continue to review and develop services for

those with Learning Disabilities and those in contact with secondary Mental Health services.

% of Physically Active Adults (to be replaced by people engaging with Wellbeing service after launch) - this measure gives an understanding of the overall health of the cities residents

73 The latest Active Lives Survey carried out by Sport England, released in October 2017, shows that levels of physical activity and sports participation in York are high. The survey covered the period May 2016 to May 2017 and was based on a sample of 480 York residents aged over 16.

74 Based on this survey, a higher percentage of people are physically active (70.2%) compared with the national (60.6%) and regional (59.5%) averages; a lower percentage of people (18.1%) are physically inactive compared with the national (25.6%) and regional (27.5%) averages and a higher percentage of people have taken part in sport and physical activity at least twice in the last 28 days (84.8%) compared with the national (77.2%) and regional (75%) averages. People are classed as active if they do at least 150 minutes of moderate intensity physical activity per week and inactive if they do less than 30 minutes per week.



75 A total number of 462 health check events have been carried out by the YorWellbeing service since its launch in February 2017. 193 face to face health checks have been conducted and the remainder have been carried out on-line. Based on the responses to the questions on physical activity within these checks, over 80% of people report being physically active which is a higher rate than the Sport England survey found for York, although the sample of people who have put themselves forward for a health check may not yet be fully representative of the population of York.

76 The City of York Council has invited residents to take part in a 10 week men's health programme to help them become fitter and live healthier lifestyles. The programme is led by the Yorwellbeing service in partnership with York City Knights and attendees will take part in a series of physical activity sessions combined with educational workshops on modifiable lifestyle factors.

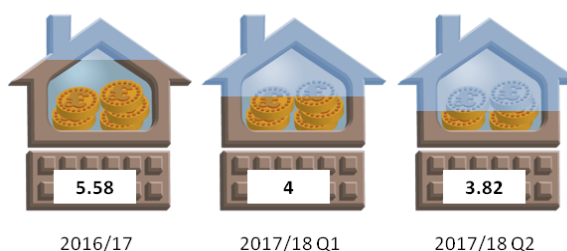
Average Progress 8 score from Key Stage 2 to Key Stage 4 - this measure gives an understanding of educational attainment levels within the city

- 77 Progress 8 is a measure of the progress made by pupils between Key Stage 2 and selected subjects at GCSE. It is calculated for every pupil and progress in English and Maths is double weighted. A positive score represents progress above the average for all pupils and a negative score progress below the average for all pupils.
- 78 In 2017, the average Progress 8 score for Year 11 pupils was slightly above the national average and an improvement on 2016. Provisional results show that York compares well with regional results.
- 79 Building on the success of our six school primary writing project, which contributed to improved Key Stage 2 outcomes in 2017, we joined Pathfinder Teaching School Alliance and Huntington Research School in a bid for funding to the DfE Strategic School Improvement Funding for a larger project starting in January 2018. The bid was successful and realised £196k to deliver a programme of intensive training and support across at least 14 schools this year. The project will expand to include a further group of schools in 2018-19.

Number of days taken to process Housing Benefit new claims and change events - this measure gives an understanding of the efficiency and effectiveness of a key front-line service

- 80 Performance in this area continues to be the best it has ever been in York with an average number of days taken to process a new Housing Benefit claim or a change in circumstance of 3.8 days at the end of Q2 2017/18, which is a reduction from 4 days at the end of Q1.

Number of days taken to process Housing Benefit new claims and change events (DWP measure)



A Council That Listens to Residents

- 81 The council carry out a number of consultation and research activities throughout the year, including: annual surveys, statutory research, one-off pieces of research and using Talkabout, our citizens' panel, which is comprised of a representative sample of around 1,000 York residents who are invited to complete a bi-annual survey to capture a variety of resident satisfaction measures across all areas of council business.
- 82 To ensure that a wide range of views and opinions are gathered, a number of different methods are used including; face to face drop in

sessions, postal and web based surveys and focus groups and workshops.

- 83 The Youth Council have drafted and agreed a new constitution which includes three distinct work groups focusing on campaigns, consultation and engagement. Elections have also taken place for the positions of Chair, Vice Chair and Treasurer. Training has been undertaken focusing on consultation with CYC and the Future Plan/Key Decisions. The consultation group will take an active role in providing an offer of consultation and the views of young people on key decisions that affect young people in York. The Youth Council will be carrying out a review of their constitution at the end of November and will make any necessary changes.
- 84 A 'Make your Mark' ballot has been completed this year and for the first time, in addition to secondary schools, colleges and targeted groups have also been consulted. 'Make your Mark' is a national ballot where young people across the country are asked which issues matter most to them, in order to determine what is debated by the UK Youth Parliament (UKYP) in the House of Commons on 11th November. These groups included Show me that I matter, the Virtual School, Danesgate, York Learning, YOT, York and Askham Bryan College, the Apprenticeship Event, 30 Clarence Street and Young Carers.
- 85 The Primary Voice event was held at City of York Council on June 26 with children from 18 primary schools present. Discussions between local councillors and the schoolchildren covered a wide variety of topics, from how the children would manage the council budget to their ideas on parks and school meals. The report has been fed back to Councillors and was well received. A Secondary Voice event has been arranged for Wednesday 15th November and will include opportunities for the Young People to again meet with Councillors from each of the three main parties as well as opportunities to consult on the York Central Project, The Healthy Child Service and this years York Youth Council campaigns..
- % of residents who agree that they can influence decisions in their local area - this measure gives an understanding of residents' recognition about how we are listening and reacting to residents views**
- 86 The York Central Partnership consulted with the public during the summer about new road access to the proposed York Central development. Several options are being considered for the site and the public were given the opportunity to feed back directly to the technical and design teams working within the partnership.
- 87 A consultation event took place in July for residents and businesses in the Acomb area of York to view and discuss plans and proposals for the former Lowfield school site. Attendees were able to discuss the plans with

officers, learn about the changes to the previous plans and submit comments and suggestions. Following this consultation, final plans will be drawn up and a planning application submitted.

- 88 The Council, in partnership with West Yorkshire Combined Authority's CityConnect programme and Network Rail, undertook a consultation in July with residents, commuters and visitors allowing people to view plans and discuss the proposal to build a new shared use bridge over the River Ouse. To help provide better accessibility, connectivity and more capacity, the new bridge could replace the current crossing adjacent to Scarborough Bridge and the new bridge would improve the connectivity of the National Cycle Network.
- 89 The current Pre-Publication draft Local Plan consultation presents the draft Local Plan for the city as well as the portfolio of site allocations to meet the city's developing needs. The consultation presents an updated evidence base to underpin the planning policies and site allocations and will run for six weeks during September and October. Hard copies of the document set have been distributed to all York libraries and consultation documents can be viewed at the customer centre. York residents will all receive a special edition of 'Our City', the council's newsletter which includes plans and proposals. All responses received will be taken into consideration when drafting the next stage of the Local Plan. The results of this consultation will be presented in the next Monitor.
- 90 The work to plan the council's budget for 2018/19 is underway. With further financial challenges and major budgetary decisions to be made, the public have been asked for their views across a wide range of issues in the city and have been asked to feed in these views by either completing an online survey or a paper version included in Our City. The consultation closes in mid December and the results of this consultation will be presented in the next Monitor.
- 91 Other current consultations include:
- My Castle Gateway, a partnership between City of York Council and My Future York, is consulting on the redevelopment of Castle Gateway.
 - City of York's Mental Health Partnership Board is developing a mental health strategy to sit alongside the Health and Wellbeing Strategy for the city. Healthwatch York is consulting with the public on the draft strategy on behalf of the board.

% of residents who have been actively involved in redesigning and delivering services - this measure gives an understanding of residents' recognition about how they are involved in service redesign

92 Community forums for a number of the major planning projects have been setup in order to discuss, listen and communicate with residents the plans and progress of these schemes.

93 During a vote in August, 91.3% of local people said that they wanted the council to use the Upper and Nether Poppleton Neighbourhood Plan to help decide planning applications. The plan was developed by a team of local volunteers with the support of the two parish councils of Nether and Upper Poppleton. Residents, businesses, landowners and developers were consulted over the last three years and statutory bodies such as Historic England, Natural England and the Environment Agency were also involved.

% of residents satisfied with their local area as a place to live - this measure gives an understanding of residents' views about the area and the quality of their ward / neighbourhood

94 The latest Talkabout survey was sent to residents on the 4th October to gain their views on a variety of resident satisfaction measures across all areas of council business. The results of this survey will be reported in the Q3 Finance and Performance Monitor. The latest national figure is 78% (Community Life Survey 2016/17) and in York, 93% of respondents to the Talkabout survey in April were satisfied with York as a place to live and 91% with their local area. In another national survey (Department for Communities and Local Government, English Housing Survey) 88% of respondents were either very or fairly satisfied with their local area.

95 90% of respondents to the April Talkabout survey agreed that it was important to feel they belong to their local area and 78% (up from 75%) agreed that they did belong. This score is favourable compared to the National benchmark scores of 62% in the Community Life Survey 2016/17 and 69% from LG Inform.

- There were 79% of respondents, a decrease from 81%, who agreed that York is a good place for children and young people to grow up.
- 75%, an increase from 70%, agreed that York is a place where people from different backgrounds get on well together.

96 According to research by MoneySupermarket.com, York has recently been named as one of the top ten places in the country to raise a family. The MoneySupermarket Better Family Living Index 2017, analysed factors including school rankings, house prices, job opportunities, and average salary.

% of residents satisfied with the way the Council runs things - this measure gives an understanding of residents' satisfaction with frontline service delivery and the Council's responsiveness to residents' views

- 97 The latest Talkabout survey was sent to residents on the 4th October to gain their views on a variety of resident satisfaction measures across all areas of council business. The results of this survey will be reported in the Q3 Finance and Performance Monitor. In the Q1 Talkabout survey, 65% of the respondents were satisfied with the way the Council runs things (66% in the same period in 2016/17) which is higher than the LG Inform benchmark figure of 50% for 2016/17, however only 49% agree that the Council provides value for money (although an increase from 45%).

% of residents who think that the Council and partners are doing well at improving the quality of streets/public spaces - this measure gives an understanding of residents' satisfaction with frontline service delivery and the Council's responsiveness to residents' views

- 98 The latest Talkabout survey was sent to residents on the 4th October to gain their views on a variety of resident satisfaction measures across all areas of council business. The results of this survey will be reported in the Q3 Finance and Performance Monitor. In the Q1 Talkabout survey, 43% of the respondents (which represents a decrease from 45% in the same period in 2016/17) thought that the Council and partners were doing well at improving the quality of streets/public spaces. More panellists were positive about how well the council was doing at improving green spaces and helping to reduce household waste.

- 99 The York BID has been working with York Civic Trust to identify and restore street signs and street furniture in the city centre. The service includes decorating areas of York with high visitor traffic, making street identification more legible and improving the overall appearance. A new scheme will also look to redesign the city's way finding and signage to implement a consistent system.

Overall Customer Centre Satisfaction (%) - CYC - (being replaced with Digital service satisfaction 2017) - this measure gives an understanding of the quality of our face to face, phone and front office customer services (and in future our digital services through the CYC website)

- 100 Customer Satisfaction remains high in Q2 with 93% of people rating the service as either good or very good.

A Prosperous City for All

%pt gap between FSM and non-FSM pupils at 15, who attain a Level 3 qualification by the age of 19 - this measure gives an understanding of the inequality gap

- 101 Attainment at age 19 remains generally positive however there have been concerns about the outcome gap between both disadvantaged young people and young people with Special Educational Needs (SEN) and their

peers. Latest figures from April 2017 show the attainment gap is closing in some areas and, to address remaining challenges, Further Education providers will be worked with and strategically supported by the council to sustain focus on these groups.

- 102 In addition, Learning and Work Advisers from the council's Local Area Teams will provide specialist information, advice and guidance to young people who are in the care of the local authority, those in alternative education provision, those in the youth justice system, and those aged 16-18 who are Not in Employment, Education or Training (NEET). Appointments and group work will be available at locations across the city based on local need and will complement the careers guidance and support provided through schools and other education providers under their statutory duties.

Median earnings of residents – Gross Weekly Pay (£) - this measure gives an understanding if wage levels have risen within the city, a key corner-stone in the cities economic strategy

- 103 The median earnings of residents in the city for 2017 will be available in November and will be reported in the Q3 Finance and Performance Monitor. In 2016 the median gross weekly earnings for residents of York were £509.60 which was an increase of 2.82% from £496.00 in 2015. The median earnings were higher than the Yorkshire & the Humber average of £498.30 but lower than the Great Britain average of £541.00. York is currently ranked 7/22 in the region (up from 8/22 in 2015) with Selby ranked the highest with the median gross weekly pay of £549.40 and Craven ranked the lowest with a gross weekly pay of £413.10.
- 104 Figures from the Office for National Statistics showed there were 410 JSA claimants in York in September 2017 which is a decrease of 95 from the previous month and a decrease of 120 from September 2016. The claimant count for York represents 0.3% of the working population, which is lower than both the regional and national figures of 1.4% and 1.1% respectively in September 2017. The recent figures also highlight a fall of 10 in the youth unemployment count since September 2016. The youth unemployment figure of 0.1% is lower than both the regional and national figures of 1.1% and 0.8% respectively.
- 105 Data released by the Department of Work and Pensions is published 6 months in arrears and the latest data relates to February 2017. The total number of claimants for either Income Support or Employment Support Allowance in York is 6350 which is a slight increase of 20 from November 2016. The claimant count represents 4.6% of the working population which is lower than both the regional and national figures of 8.3% and 7.4% respectively. Although these figures are the lowest in the region, due to the changes in the benefits system some of the data is transitional. The

introduction of Universal Credit, for example, means that some people are still in the process of transitioning over.

Net Additional Homes Provided - this measure gives an understanding of how many new homes have been built in the city

106 At the end of Q2 York's housing market is currently looking healthy with 1,036 net additional homes completed. Of these additional homes, 61.5% are a result of off campus privately managed student accommodation schemes which comprised the privately managed developments at St Josephs' Convent Lawrence Street, St Lawrence WMC and 2-14 George Hudson Street. The remaining 35.8% of net additional homes resulted from traditional housing sites of which phase II of the Hungate Development Site provided a total of 195 completions.

107 There were also 928 net housing consents granted of which 91.9% were the result of traditional housing consents which represents a return to higher level of residential approvals following a decline experienced during 2016/17. Of these consents approvals, an increase to the Hungate Development Site capacity, The Cocoa Works, Haxby Road and York Barbican, Paragon Street account for the major part of the overall approvals.

Business Rates - Rateable Value - this measure gives an understanding of how much money the Council is likely to receive to spend on public services

108 The rateable value is the legal term for the notional annual rental value of a rateable property, assessed by the valuation officers of the VOA (Valuation Office Agency). The revaluation from 1st April 2017 resulted in a 4.14% percentage change increase in the rateable value for York with Yorkshire, whilst England increased by 9.1%. Currently English authorities keep hold of 50% of locally-collected business rates with the other half going into a central government pool and redistributed back to the local authorities according to need.

109 The collection rate for Council Tax at the end of Q2 was 56.07% compared with 56.81% in the corresponding period in 2016/17. The collection rate for Business Rates at the end of Q1 was 57.90% compared with 57.98% in the corresponding period of 2016/17.

One Planet Council - All Resources - Total CO2 (t) - this measure gives an understanding of how many resources the Council is consuming, potential impact on the environment, and progress towards reducing

110 On 16 March 2017, the Executive approved the use of the One Planet Council framework, which set out the Council's ambition to put social, economic and environmental sustainability at the heart of its decision-making processes. Executive also agreed to the use of the 'Better Decision Making' tool which will embed the One Planet principles into the decision-making processes across the Council.

- 111 The Local Plan sets out the blueprint for new residential and commercial developments in York. The document has recently been revised to include strengthened requirements in relation to the use of sustainable materials and zero and low carbon energy sources. This draft Local Plan is currently subject to public consultation. Subject to its approval, these new policies will significantly help to reduce carbon emissions across the city.
- 112 The Council and First York have extended their partnership delivering York's Park & Ride service with a new seven year contract commencing in early 2018. The new agreement will see fully electric buses operating on three of the six routes.
- 113 In August, York became the first UK city outside London to trial a new fully electric double decker bus. The zero-emission and fully electric bus has the capacity to carry 99 passengers and has a range of nearly 150 miles from one overnight charge. The trial follows the announcement that improvements will be made to the park and ride scheme, with new greener buses introduced to improve fuel emissions city wide, making it one of the most sustainable and efficient in the country.
- 114 The City of York's Sightseeing Bus fleet, operated by Transdev, is currently being converted from diesel to electric operation with all six set to be converted this year.
- % of residents who give unpaid help to any group, club or organisation - this measure gives an understanding of how much volunteering is currently being undertaken within the city**
- 115 During August, a sensory garden was created by young volunteers at a York rehabilitation service for people with brain injuries. Service users and staff from the Brain Injury Rehabilitations Trust's York House worked alongside young people who have experienced homelessness to create a sensory garden which aims to engage all the senses.
- 116 Young people from Safe and Sound Homes (SASH) and volunteers from Homebase are working together in a three year project called Enable, which helps young people learn new skills in gardening and decorating from more experienced people. This project is Enable's fifteenth makeover to make a difference to the lives of vulnerable people in York.
- 117 The latest Talkabout survey was sent to residents on the 4th October to gain their views on a variety of resident satisfaction measures across all areas of council business. The results of this survey will be reported in the Q3 Finance and Performance Monitor. 66% of the respondents, who responded to the Talkabout survey in April, give unpaid help to a group, club or organisation which compares favourably with the government's

Community Life Survey 2016/17 which found that 63% of respondents reported any volunteering in the past 12 months.

Performance

Major Projects - this measure gives an understanding of the performance of the large projects the Council is currently working to deliver

- 118 There are currently 13 major projects in progress (three more than in Q1). Each project is given a status to give an overview of significant risks and provide assurance as to how individual projects are being managed. 6 are rated Amber (the same as in Q1) and there is 1 red rated project (Digital Services - CRM). This project is red as no work has been undertaken in the live environment. However, the project has continued to make progress within a development environment and are working with service areas to determine whether any minor fixes to the current systems processes can help to resolve these issues.
- 119 The three new major projects that have been added to the list are 'Adult Social Care – Future Focus', 'Provision of School Places 2017-2023' and 'Specialist Disabled Children Short Break Facility'.
- 120 The 'Adult Social Care – Future Focus' project is aiming to lead the organisation to a fundamental shift in how Adult Social Care is delivered to ensure financial sustainability and to help those with social care needs to have a better quality of life. The 'Provision of School Places' project aims to identify where and when additional places will be required, and work with central government and the schools community to provide places in good or outstanding schools. The 'Specialist Disabled Children Short Break Facility' project involves delivering a feasibility study to explore the opportunities and benefits of building such a facility in York, and is part of a wider development of services for disabled children and young people across the city.

Performance – Other

- 121 In May a peer review by the LGA of corporate procurement was commissioned by the council as an opportunity to undertake a full root and branch review and gain independent advice as to the progress of improvement made in this area.
- 122 The feedback report identified many positives for the council and identified some areas for further consideration. The report concluded that the council had a good corporate procurement function and recognition was given to the work underway to continually improve. It was noted that the procurement team show a willingness and desire to improve further and focus on high value and high risk strategic procurements. The report also stated with a high degree of confidence that the team is valued across the

council with positive relationships at all levels, adding that the team is well led with knowledgeable and competent staff with a good understanding of business needs.

Performance – Employees

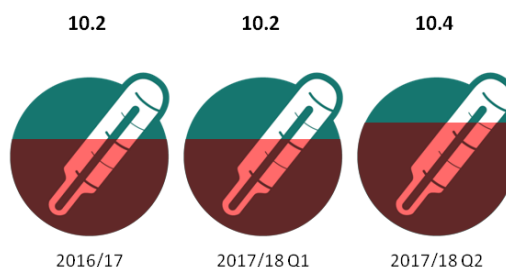
Staff Total - this measure gives an understanding of total numbers of staff, and our staffing delivery structure

123 The number of people employed by the Council (excluding schools) has decreased slightly to 2,556 (2,036 FTEs) at the end of September, from 2,558 (2,043 FTEs) at the end of June. This decrease is expected in line with the council's changing service delivery models.

Average sickness days lost per FTE (12 Month rolling) - this measure gives an understanding of the productivity of the organisations employees

124 The 12 month rolling average of sickness days per FTE (excluding schools) has increased slightly from 10.2 days at the end of June, to 10.4 days at the end of September. This also remains higher than the CIPD Public Sector average of 8.7 days. The 12 month rolling average for Stress related absence was 2.5 days per FTE at the end of Q1 but this has increased slightly in September to 2.8 days. The organisation is continuing to manage and monitor sickness absence by ensuring that the impacts and costs are understood and discussed throughout the Council's management structure.

Average sickness days per FTE – CYC
(Excluding Schools) – (Rolling 12 Month)



125 A report presented to the Customer and Corporate Services Scrutiny Management Committee in September provided information on the work being undertaken to address the management of sickness absence in the council and to brief Members on the current and planned work being undertaken with respect to attendance management and employee wellbeing.

126 Significant progress has been made against the priorities contained within the Council's People Plan in its first year, including:

- The build of an iTrent absence module
- Gathering data for the Wellbeing Charter accreditation and to inform and support the creation of a wellbeing strategy for the Council
- To complement existing services, the council has launched a Workplace Wellness scheme to replace the Employee Assistance Programme.

- A review of arrangements for the support provided to staff experiencing organisational change.

127 The priority for the second year of the plan is a focus on attendance management ensuring that the wellbeing priority is addressed.

Staffing Turnover - this measure gives an understanding of the number of staff entering and leaving the organisation

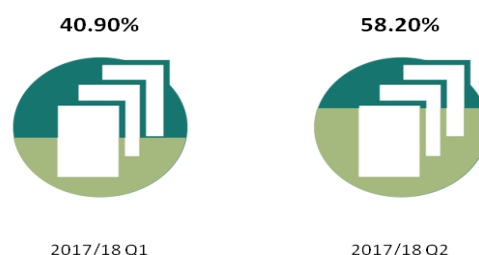
128 The percentage of employees voluntarily leaving the organisation over the past rolling 12 months has decreased from 8.3% in March to 7.3% in September. This level of staffing turnover is expected and in line with the council's changing service delivery models.

Staffing PDR Completion Rates - this measure gives an understanding of how we making sure that the organisations strategic aims, goals and values are being passed to all employees

129 City of York Council is committed to developing confident, capable people, working positively for York. As part of that commitment, all colleagues are entitled and encouraged to reflect on their performance and discuss future aspirations and work goals through regular one to ones and an annual Performance and Development Review (PDR) appraisal.

130 The completion rate so far in this year's performance review cycle is 58.2%. This is significantly higher than at the end of Q2 in previous years, and with the majority of remaining PDR's either already started or awaiting approval, final year-end levels are also on track to show positive improvements.

PDR Completion (%) – CYC - Snapshot



Staff Satisfaction - this measure gives an understanding of employee health and their satisfaction with the Council and a place to work and its leadership, management and practices

131 A staff survey will be undertaken to understand the levels of satisfaction and engagement within the Council and the validation of the People Plan implementation.

Performance – Customers

External Calls answered within 20 seconds - this measure gives an understanding of speed of reaction to customer contact

132 The council's Customer Centre is the main point of contact for residents and business visitors. During Q2 2017/18, the number of calls received reduced slightly to 58,099 from 61,163 in the previous quarter. Of these calls, 98% were answered (up from 95% in Q1), with 81% answered within 20 seconds. This is a considerable increase from 73% in Q1 and demonstrates a consistently good performance.

% of complaints responded to within 5 days

133 In Q2 2017/18 the council received 369 stage 1 complaints, which is a decrease of 98 on the number received in the previous quarter. The council responded to 60.97% within the 5 day timescale. Where timescales were not met, this was due to resource pressures in some service areas. Additional resources have been provided to deal with and monitor complaints with work ongoing to; seek to reduce the number received in first instance, ensuring complaints performance is monitored, and that there is cross council learning from complaints in a systematic manner

FOI & EIR - % In time - this measure gives an understanding of our speed of reaction to FOI's

134 In Q2 2017/18 the council received 463 FOIs, EIRs and SARs. In-time compliance of 87.54% has been achieved for FOIs (Freedom of Information requests) and 97.05% for EIRs (Environmental Information Regulations requests). There continues to be performance improvement for in-time compliance with Data Protection Act Subject Access to Records requests (SARs) with an increase this quarter to 86.67% which is an increase of 2.07% on the previous quarter.

Digital Services Transactions/Channel Shift

135 The number of residents who came to West Offices remained steady at 14,664 (14,621 in the previous quarter) with an average wait of less than 7 minutes. 79% of residents were seen within the target wait time of 10 minutes. 17,077 business visitors came to West Offices during Q2 2017/18 (17,801 in the previous quarter).

136 The reduction in demand across our face to face channel shows the changing behaviour of our residents; 3,700 payments were made using the auto payments system and 18,053 customers used the telephone auto operator.

137 Residents are now encouraged to complete certain transactions online. In Q2 2017/18, 53% (498) of all street lighting and street cleansing issues were reported by customers on-line which is an increase from 46% in Q1.

Annexes

138 All performance data (and approximately 880 further datasets) within this document is made available in machine-readable format through the Council's open data platform at www.yorkopendata.org under the "performance scorecards" section.

Consultation

139 Not applicable.

Options

140 Not applicable.

Council Plan

141 The information and issues included in this report demonstrate progress on achieving the priorities set out in the Council Plan.

Implications

142 The implications are:

- **Financial** are contained throughout the main body of the report.
- **Human Resources (HR)** There are no HR implications.
- **One Planet Council / Equalities** There are no One Planet Council or equalities implications.
- **Legal** There are no legal implications.
- **Crime and Disorder** There are no crime and disorder implications.
- **Information Technology (IT)** There are no IT implications.
- **Property** There are no property implications.
- **Other** There are no other implications.

Risk Management

143 An assessment of risks is completed as part of the annual budget setting exercise. These risks are managed effectively through regular reporting and corrective action being taken where necessary and appropriate.

Contact Details

| | | | |
|---|--|---|---------------------|
| Authors: | Chief Officer Responsible for the report: | | |
| Debbie Mitchell Corporate Finance & Commercial Procurement Manager <i>Ext 4161</i> | Ian Floyd Director of Customer & Corporate Services (Deputy Chief Executive) | | |
| Ian Cunningham Group Manager – Shared Intelligence Bureau Ext 5749 | Report Approved | ✓ | Date 2/11/17 |
| Wards Affected: All | | | ✓ |
| For further information please contact the authors of the report | | | |

Background Papers:

None

Glossary of Abbreviations used in the report:

| | | | |
|-------|--|------|--|
| ANPR | Automatic Number Plate Recognition | HRA | Housing Revenue Account |
| ARZ | Alcohol Restriction Zone | JSA | Jobseeker's Allowance |
| ASB | Anti-Social Behaviour | LAC | Looked After Children |
| ASCOF | Adult Social Care Outcomes Framework | LAT | Local Area Team |
| AWRP | Allerton Waste Recovery Park | LED | Light Emitting Diode |
| BCF | Better Care Fund | LSCB | Local Safeguarding Children Board |
| BID | Business Improvement District | NEET | Not in Employment, Education or Training |
| BMI | Body Mass Index | NHS | National Health Service |
| CCG | Clinical Commissioning Group | NHSE | NHS England |
| CCTV | Closed-circuit television | NYCC | North Yorkshire County Council |
| CHC | Continuing Health Care | NYP | North Yorkshire Police |
| CIPD | Chartered Institute of Personnel and Development | ONS | Office for National Statistics |
| CQC | Care Quality Commission | PCN | Penalty Charge Notice |
| CRM | Customer relationship management | PDR | Performance and Development Review |
| CSC | Children's Social Care | PPP | Public-Private Partnership |
| CYC | City of York Council | SASH | Safe and Sound Homes |
| DSG | Dedicated Schools Grant | SEN | Special Educational Needs |
| EAP | Employee Assistance Programme | SGO | Special Guardianship Order |
| EIR | Environmental Information Regulations | SHMA | Strategic Housing Market Assessment |
| FOI | Freedom of Information | SIA | Security Industry Authority |
| FSM | Free School Meals | VOA | Valuation Office Agency |
| FTE | Full Time Equivalent | WYTF | West Yorkshire Transport Fund |
| GCSE | General Certificate of Secondary Education | YOT | Youth Offending Team |
| HCA | Homes and Communities Agency | | |

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Executive**15 November 2017**

Report of the Deputy Chief Executive and Director of Customer & Corporate Services

Portfolio of Executive Leader (incorporating Finance & Performance)

Treasury Management Mid Year Review and Prudential Indicators 2017/18**Summary**

1. The Council is required through legislation to provide members with a mid year update on treasury management activities. This report provides an update on activity for the period 1 April 2017 to 30 September 2017.

Recommendations

2. Members are required, in accordance with the Local Government Act 2003 (revised), to:
 - Note the Treasury Management activities to date in 2017/18
 - Note the Prudential Indicators set out at Annex A and note the compliance with all indicators.

Reason: to ensure the continued performance of the Council's Treasury Management function.

Background

3. The Treasury Management function is responsible for the effective management of the Council's investments, cash flows, banking, and money market transactions. It also considers the effective control of the risks associated with those activities and ensures optimum performance within those risk parameters.

4. This mid year report has been prepared in compliance with CIPFA's Code of Practice on Treasury Management and covers the following:
 - An economic update for the first part of the 2017/18 financial year;
 - A review of the Treasury Management Strategy Statement and Annual Investment Strategy;
 - The prudential indicators;
 - A review of the Council's investment portfolio;
 - A review of the Council's borrowing strategy;
 - A review of compliance with the Treasury and Prudential Limits.

Economic Background and Analysis

5. After the UK economy surprised on the upside with strong growth in 2016, growth in 2017 has been disappointingly weak; quarter 1 came in at only +0.3% (+1.7% y/y) and quarter 2 was +0.3% (+1.5% y/y) which meant that growth in the first half of 2017 was the slowest for the first half of any year since 2012. The main reason for this has been the sharp increase in inflation, caused by the devaluation of sterling after the referendum, feeding increases in the cost of imports into the economy. This has caused, in turn, a reduction in consumer disposable income and spending power and so the services sector of the economy, accounting for around 75% of GDP, has seen weak growth as consumers cut back on their expenditure. However, more recently there have been encouraging statistics from the manufacturing sector which is seeing strong growth, particularly as a result of increased demand for exports. It has helped that growth in the EU, our main trading partner, has improved significantly over the last year. However, this sector only accounts for around 11% of GDP so expansion in this sector will have a much more muted effect on the average total GDP growth figure for the UK economy as a whole.
6. The Monetary Policy Committee (MPC) meeting of 14 September 2017 surprised markets and forecasters by suddenly switching to a much more aggressive tone in terms of its words around warning that Bank Rate will need to rise. The Bank of England Inflation Reports during 2017 have clearly flagged up that they expected CPI inflation to peak at just under 3% in 2017, before falling back to near to its target rate of 2% in two years time. Inflation actually came in at 2.9% in August, (this data was released on 12 September), and so the Bank revised its forecast for the peak to over 3% at the 14 September meeting MPC. This marginal revision can hardly justify why the MPC became so aggressive with its wording; rather, the focus was on an emerging view that with unemployment falling to only 4.3%, the lowest level since 1975, and improvements in productivity being so weak, that the amount of spare capacity in the economy was significantly diminishing towards a point at which they now needed to take action. In addition, the MPC took a more

tolerant view of low wage inflation as this now looks like a common factor in nearly all western economies as a result of increasing globalisation. This effectively means that the UK labour faces competition from overseas labour e.g. in outsourcing work to third world countries, and this therefore depresses the negotiating power of UK labour. However, the Bank was also concerned that the withdrawal of the UK from the EU would effectively lead to a decrease in such globalisation pressures in the UK, and so would be inflationary over the next few years.

7. The MPC increased Bank Rate to 0.5% in November. The big question now is whether this will be a one off increase or the start of a slow, but regular, increase in Bank Rate. As at the start of October, short sterling rates were indicating that financial markets do not expect a second increase until May 2018 with a third increase in November 2019. However, some forecasters are flagging up that they expect growth to improve significantly in 2017 and into 2018, as the fall in inflation will bring to an end the negative impact on consumer spending power while a strong export performance will compensate for weak services sector growth. If this scenario were to materialise, then the MPC would have added reason to embark on a series of slow but gradual increases in Bank Rate during 2018. While there is so much uncertainty around the Brexit negotiations, consumer confidence, and business confidence to spend on investing, it is far too early to be confident about how the next two years will pan out.

Interest Rate Forecast

8. Capita Asset Services undertook its last review of interest rate forecasts on 9 August after the quarterly Bank of England Inflation Report. There was no change in MPC policy at that meeting. However, the MPC meeting of 14 September revealed a sharp change in sentiment whereby a majority of MPC members said they would be voting for an increase in Bank Rate “over the coming months”. At the time of writing the November MPC meeting has just agreed an increase in Bank Rate to 0.5%. The question now is whether the MPC will stop at just withdrawing the emergency Bank Rate cut of 0.25% in August 2016, after the result of the EU withdrawal referendum, or whether they will embark on a series of further increases in Bank Rate during 2018.
9. Table 1 is Capita’s Asset Services Interest Rate forecast for both the bank rate and long term Public Works Loans Board borrowing rates (note all figures are percentages):

| | Dec 17 | Mar 18 | Jun 18 | Sep 18 | Dec 18 | Mar 19 | Jun 19 | Sep 19 | Dec 19 | Mar 20 |
|----------------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|
| Bank Rate | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 |
| 5 Yr PWLB rate | 1.50 | 1.60 | 1.70 | 1.70 | 1.80 | 1.80 | 1.90 | 1.90 | 2.00 | 2.00 |
| 10 Yr PWLB rate | 2.20 | 2.30 | 2.30 | 2.40 | 2.40 | 2.50 | 2.50 | 2.60 | 2.60 | 2.70 |
| 25 Yr PWLB rate | 2.90 | 2.90 | 3.00 | 3.00 | 3.10 | 3.10 | 3.20 | 3.20 | 3.30 | 3.30 |
| 50 Yr PWLB rate | 2.70 | 2.70 | 2.80 | 2.80 | 2.90 | 2.90 | 3.00 | 3.00 | 3.10 | 3.10 |

Table 1: Capita Asset Services Interest Rate Forecast (%)

Annual Investment Strategy Update

10. The Treasury Management Strategy Statement (TMSS) for 2017/18 was approved by Council on 23 February 2017. There are no policy changes to the TMSS and the details in this report do not amend the TMSS.
11. The Council's Annual Investment Strategy, which is incorporated in the Strategy, outlines the Council's investment priorities as follows:
- security of capital
 - liquidity
 - yield
12. The Council continues to aim to achieve the optimum return (yield) on investments commensurate with the proper levels of security and liquidity and the Councils risk appetite.

Investment Portfolio

13. The average level of cash balances available for investment purposes in the first 6 months of 2017/18 was £114.243m (£106.306m for the same 6 month period in 16/17). The level of cash balances available is largely dependent on the timing of the Council's cash flow as a result of precept payments, receipt of grants, receipt of developers contributions, borrowing for capital purposes, payments to its suppliers of goods and services and spend progress on the Capital Programme. These funds

are therefore only available on a temporary basis depending on cash flow movement.

14. The average level of cash balances has increased compared to a year ago due to a number of factors. These include the receipt of grant funding in advance of the associated profiled spend and delays to a number of capital schemes.
15. This allows the Council to continue to use cash balances instead of taking long term debt to finance the Councils capital programme. This strategy remains a prudent one as investment rates continue to be lower than borrowing rates when viewed on a short term projection but the potential to secure long term funding is kept under review to ensure this remains the most effective use of cash balances, given long term rates are currently at attractive levels.
16. Investment return (calculated as the amount of interest earned against the average cash balance for the period) during the first six months of 2017/18 is shown in table 2:

| | 2016/17 (full year) | 2017/18 (part year to date) |
|----------------------------|----------------------------|------------------------------------|
| Average CYC Rate of Return | 0.49 | 0.38 |
| Benchmarks | | |
| Bank of England Base Rate | 0.25 | 0.25 |
| Average 7 Day LIBID | 0.20 | 0.11 |
| Average 1 Month LIBID | 0.32 | 0.13 |

Table 2: CYCs investment rate of return performance vs. benchmarks

17. The average rate of return achieved to date in 2017/18 has fallen compared to the average seen in 2016/17. The reason for this is a combination of continuing falling interest yields across all types of investment accounts the Council makes use of on a short term basis, such as instant access Money Market Funds and notice accounts, and the maturity of several fixed term investments that the Council held which were yielding a higher than current average interest rate. Where new fixed term investments have been entered into the yield is reflective of current market rates.

18. However, as set out earlier in this report, it is a very difficult investment market in terms of earning the level of interest rates commonly seen in previous decades as rates continue to be very low. The continuing potential for a re-emergence of a Eurozone sovereign debt crisis, and its impact on banks, prompts a low risk and short term strategy. Given this risk environment and the fact that increases in Bank Rate are likely to be gradual and unlikely to return to the levels seen in previous decades, investment returns are likely to remain low.

19. Figure 1 shows the interest rates available on the market based on LIBID rates between 7 days and 1 year and also the rate of return that the Council has achieved for the first six months of 2017/18. It shows that favourable / competitive interest rates have been obtained for investments whilst ensuring the required liquidity and security of funds for the Council.

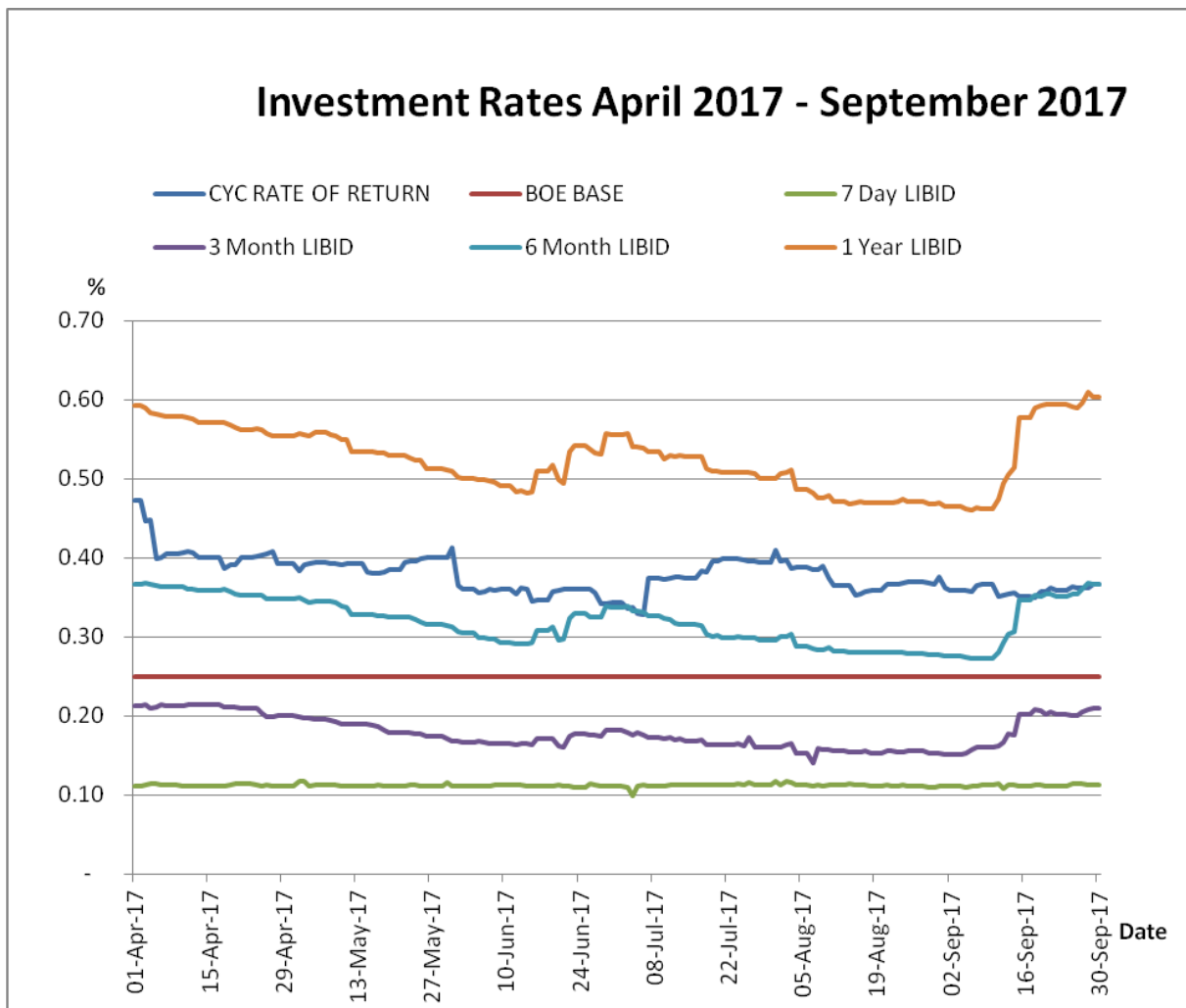


Figure 1 CYC Investments vs Money Market Rates up to 30th September 2017

20. Figure 2 shows the investments portfolio split by deposits in short term call accounts, fixed term investments and money market funds (MMFs).

21. All of the money market funds have an AAA credit rating, the notice call accounts are all AA or A+ rated and the fixed terms investments are A+ or A rated.

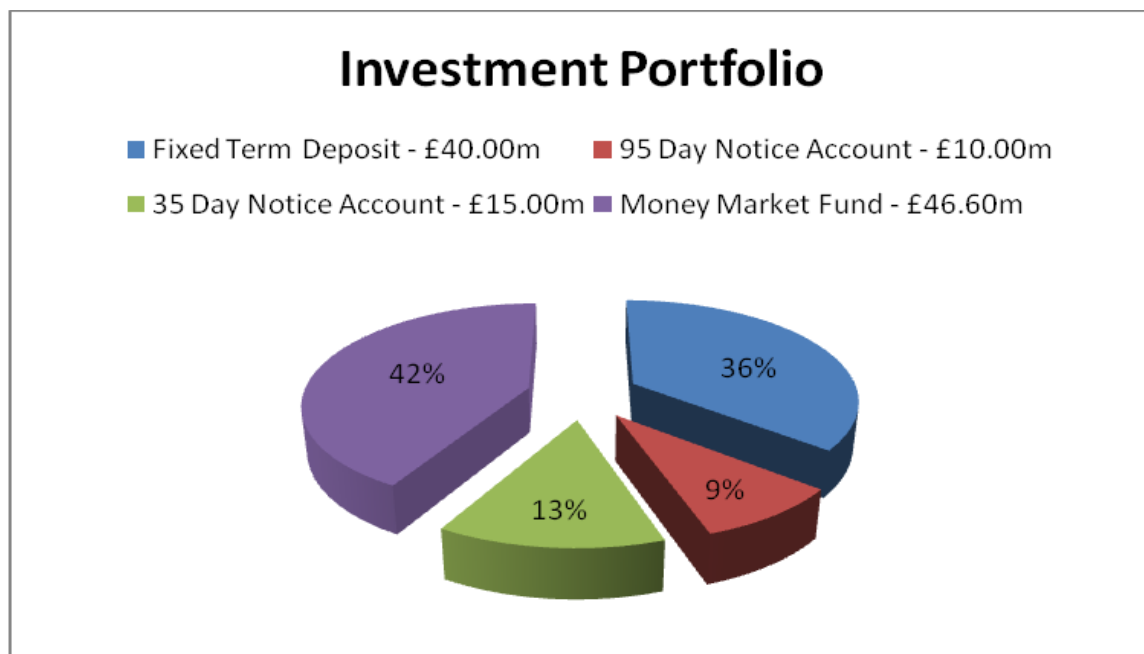


Figure 2 Investment Portfolio by type at 30th September 2017

Borrowing Portfolio

22. The Council undertakes long term borrowing in accordance with the investment requirements of the capital programme and all borrowing is therefore secured for the purpose of its asset base.
23. The level of borrowing taken by the Council is determined by the Capital Financing Requirement (the Councils underlying need to borrow for capital expenditure purposes). Borrowing needs to be affordable, sustainable and prudent.
24. Under regulation, the Council can borrow in advance of need and Markets are therefore constantly monitored and analysed to ensure that advantage is taken of favourable rates and the increased borrowing requirement is not as dependant on interest rates in any one year.
25. On the reverse side, the Council's level of borrowing can also be below the Capital Financing Requirement. This would mean that instead of increasing the Council's level of borrowing, surplus funds held for investment purposes would be utilised. In the current interest rate environment, where investment rates on holding investments are

significantly below borrowing rates, consideration is given to the value of taking borrowing or whether it is better for the council to keep investment balances lower.

26. Throughout 2017/18 the finance team continues to closely monitor the opportunities that arise and receive daily updates from Capita Asset Services in respect of borrowing timings and amounts. One new loan has been taken during 2017/18 on 1st September 2017 for £618,598.00 from West Yorkshire Combined Authority at 0% interest, repayable on the 28th February 2027. No repayments are due during the term of the loan. The purpose of the loan is to help to fund York Central infrastructure projects. Members are reminded that this is a further instalment of a total £2.55m loan agreed by Executive on the 14th July 2016.
27. The Council's long-term borrowing started the year at a level of £261.3m. On 1st September 2017 a £0.619m WYCA loan was taken taking the Council's long-term borrowing figure to £261.9m. On 10th September 2017 a £3m PWLB loan was repaid taking the Council's long-term borrowing figure to £258.9m. The Housing Revenue Account settlement debt amounts is 47% of the borrowing portfolio (£121.5m) and the General Fund debt is 53% (£137.4m). On 5th November 2017 a £2.00m PWLB loan will be repaid taking the Council's long-term borrowing figure to £256.9m.
28. Figure 3 illustrates the 2017/18 maturity profile of the Council's debt portfolio at 30th September 2017. The maturity profile shows that there is no large concentration of loan maturity in any one year, thereby spreading the interest rate risk dependency.

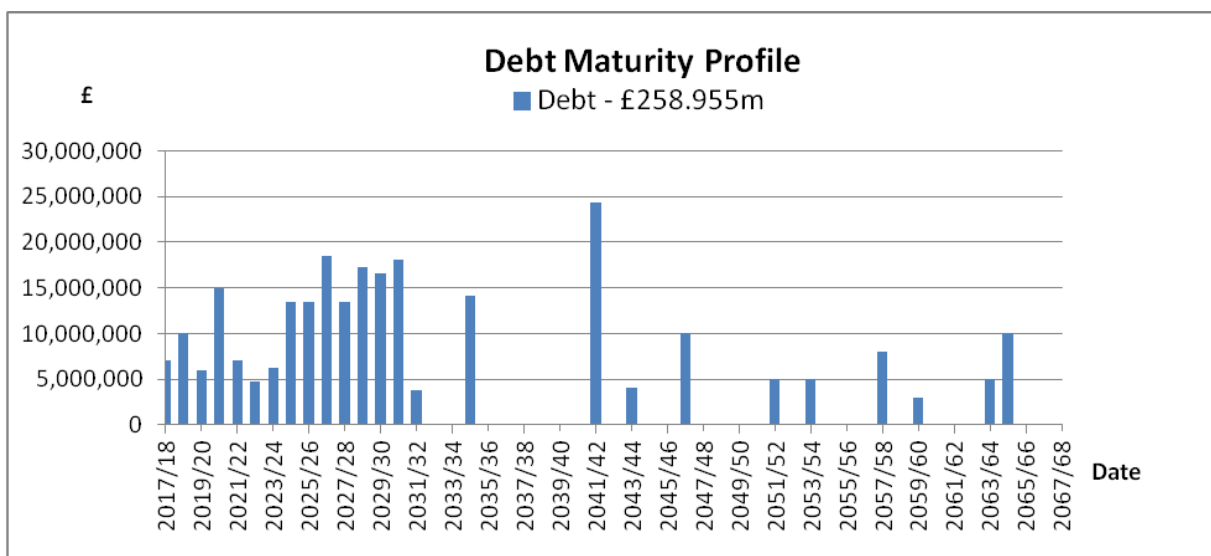


Figure 3 – Debt Maturity Profile 16/17 up to 30th September 2017

29. Table 3 shows PWLB Certainty borrowing rates available for selected loan durations. There have been fluctuations in the rates with an average trend upwards to 30th September 2017.

| | PWLB Certainty borrowing rates by duration of loan | | | | |
|----------------|---|---------------|----------------|----------------|----------------|
| | 1 Year | 5 Year | 10 Year | 25 Year | 50 Year |
| Yr High | 1.41% | 1.89% | 2.47% | 3.03% | 2.77% |
| Yr Low | 1.02% | 1.40% | 2.04 % | 2.72% | 2.45% |
| | | | | | |
| Yr Avg | 1.16% | 1.57% | 2.20% | 2.85% | 2.59% |
| Spread | 0.39% | 0.49% | 0.43% | 0.31% | 0.32% |

Table 3 – PWLB Borrowing Rates (%) – to 30th September 2017

Compliance with Prudential Indicators

30. The Prudential Indicators for 2017/18 included in the Treasury Management Strategy Statement are based on the requirements of the Council's capital programme and approved at Budget Council on 23 February 2017.
31. It is a statutory duty for the Council to determine and keep under review the "Affordable Borrowing Limits" included in the Prudential Indicators. The monitoring of the Prudential Indicators is attached at Annex A. During the financial year 2017/18 to date the Council has operated within the treasury limits and Prudential Indicators set out.

Revised CIPFA codes

32. The Chartered Institute of Public Finance and Accountancy (CIPFA) is currently conducting an exercise to consult local authorities on revising the Treasury Management Code and Cross Sectoral Guidance Notes, and the Prudential Code. CIPFA is aiming to issue the revised codes during November.
33. A particular focus of this exercise is how to deal with local authority investments which are not treasury type investments e.g. by investing in purchasing property in order to generate income for the authority at a much higher level than can be attained by treasury investments. One recommendation is that local authorities should produce a new report to members to give a high level summary of the overall capital strategy and

to enable members to see how the cash resources of the authority have been apportioned between treasury and non treasury investments. Officers are monitoring developments and will report to members when the new codes have been agreed and issued and on the likely impact on the Council.

MIFID II

34. The EU has now set a deadline of 3 January 2018 for the introduction of regulations under MIFID II. These regulations will govern the relationship that financial institutions conducting lending and borrowing transactions will have with local authorities from that date. This will have little effect on this authority apart from having to fill in forms sent by each institution dealing with this authority and for each type of investment instrument we use apart from for cash deposits with banks and building societies.

Consultation and Options

35. The report shows the six month position of the treasury management portfolio in 2017/18. The treasury management budget was set in light of the council's expenditure plans and the wider economic market conditions, based on advice from Capita Asset Services. It is a statutory requirement to provide the information detailed in the report.

Council Plan

36. The treasury management function aims to achieve the optimum return on investments commensurate with the proper levels of security, and to minimise the interest payable by the Council on its debt structure. It thereby contributes to all Council Plan priorities.

Financial implications

37. The financial implications are in the body of the report.

Legal Implications

38. Treasury Management activities have to conform to the Local Government Act 2003, the Local Authorities (Capital; Finance and Accounting) (England) Regulations 2003 (SI 2003/3146), which specifies that the Council is required to have regard to the CIPFA Prudential Code and the CIPFA Treasury Management Code of Practice and also the Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2008 (SI 2008/414), which clarifies the requirements of the Minimum Revenue Provision guidance.

Other Implications

39. There are no crime and disorder, information technology, property, equalities, human resources or other implications as a result of this report.

Risk Management

40. The Treasury Management function is a high-risk area because of the level of large money transactions that take place. As a result of this there are procedures set out for day to day treasury management operations that aim to reduce the risk associated with high volume high value transactions. These are detailed in the Treasury Management Strategy Statement at the start of each financial year.

Contact Details

| | | | |
|--|--|---|---------------------|
| Authors: | Cabinet Member & Chief Officer Responsible for the report: | | |
| Debbie Mitchell Corporate Finance Manager 01904 554161 | Ian Floyd Deputy Chief Executive & Director of Customer & Corporate Services | | |
| Sarah Kirby Principal Accountant 01904 551635 | Report Approved | ✓ | Date 1.11.17 |
| | | | |
| Wards Affected: All | | | |
| For further information please contact the author of the report | | | |

| |
|--|
| Specialist Implications: |
| Legal – Not Applicable |
| Property – Not Applicable |
| Information Technology – Not Applicable |

Annexes

Annex A – Prudential Indicators 2017/18

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Prudential Indicators 2017/18 Mid Year

| | Prudential Indicator | | 2017/18 | 2018/19 | 2019/20 | 2020/21 | 2021/22 |
|----|---|--|-------------------------------|-------------------------------|-------------------------------|-------------------------------|-------------------------------|
| 1 | Capital expenditure To allow the authority to plan for capital financing as a result of the capital programme and enable the monitoring of capital budgets. | GF HRA <u>Total</u> | £83.9m £23.3m £107.2m | £97.9m £19.1m £117.0m | £41.3m £8.6m £49.9m | £31.0m £8.2m £39.2m | £21.3m £8.3m £29.6m |
| 2 | CFR Indicates the Council's underlying need to borrow money for capital purposes. The majority of the capital programme is funded through government support, government grant or the use of capital receipts. The use of borrowing increases the CFR. | GF HRA <u>Total</u> | £218.2m £139.0m £357.2m | £234.1m £139.0m £373.1m | £235.8m £139.0m £374.8m | £232.3m £139.0m £371.3m | £229.4m £139.0m £368.4m |
| 3 | Ratio of financing costs to net revenue stream An estimate of the cost of borrowing in relation to the net cost of Council services to be met from government grant and council taxpayers. In the case of the HRA the net revenue stream is the income from rents. | GF HRA <u>Total</u> | 12.95% 13.00% 12.96% | 14.31% 13.00% 14.03% | 13.61% 13.00% 13.48% | 13.31% 13.00% 13.24% | 13.20% 13.00% 13.16% |
| 4a | Incremental impact of capital investment decisions – Council Tax Shows the actual impact of capital investment decisions on council tax. The impact on council tax is a fundamental indicator of affordability for the Council to consider when setting forward plans. The figure relates to how much of the increase in council tax is used in financing the capital programme and any related revenue implications that flow from it. | Increase in band D Council Tax per annum | £18.74 | £30.78 | £18.36 | £12.04 | £7.48 |

Annex A

| | Prudential Indicator | | 2017/18 | 2018/19 | 2019/20 | 2020/21 | 2021/22 |
|----|--|---|---|---|---|---|---|
| 4b | <p>Incremental impact of capital investment decisions – Housing Rents</p> <p>Shows the actual impact of capital investment decisions on HRA rent. For CYC, the HRA planned capital spend is based on the government's approved borrowing limit so there is no impact on HRA rents.</p> | | £0.00 | £0.00 | £0.00 | £0.00 | £0.00 |
| 5 | <p>External debt</p> <p>To ensure that borrowing levels are prudent over the medium term the Council's external borrowing, net of investments, must only be for a capital purpose and so not exceed the CFR.</p> | <p>Gross Debt</p> <p>Invest</p> <hr/> <p>Net Debt</p> | <p>£283.8m</p> <p>£33.6m</p> <hr/> <p>£250.2m</p> | <p>£291.6m</p> <p>£25.0m</p> <hr/> <p>£266.6m</p> | <p>£295.5m</p> <p>£20.0m</p> <hr/> <p>£275.5m</p> | <p>£295.3m</p> <p>£20.0m</p> <hr/> <p>£275.3m</p> | <p>£293.2m</p> <p>£20.0m</p> <hr/> <p>£273.2m</p> |
| 6a | <p>Authorised limit for external debt</p> <p>The authorised limit is a level set above the operational boundary in acceptance that the operational boundary may well be breached because of cash flows. It represents an absolute maximum level of debt that could be sustained for only a short period of time. The council sets an operational boundary for its total external debt, gross of investments, separately identifying borrowing from other long-term liabilities.</p> | Borrowing / Other long term liabilities / Total | <p>£363.5m</p> <p>£30.0m</p> <hr/> <p>£393.5m</p> | <p>£363.5m</p> <p>£30.0m</p> <hr/> <p>£393.5m</p> | <p>£363.5m</p> <p>£30.0m</p> <hr/> <p>£393.5m</p> | <p>£363.5m</p> <p>£30.0m</p> <hr/> <p>£393.5m</p> | <p>£363.5m</p> <p>£30.0m</p> <hr/> <p>£393.5m</p> |

Annex A

| | Prudential Indicator | | 2017/18 | 2018/19 | 2019/20 | 2020/21 | 2021/22 |
|----|--|---|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|
| 6b | <p>Operational boundary for external debt</p> <p>The operational boundary is a measure of the most likely, prudent, level of debt. It takes account of risk management and analysis to arrive at the maximum level of debt projected as part of this prudent assessment. It is a means by which the authority manages its external debt to ensure that it remains within the self-imposed authority limit. It is a direct link between the Council's plans for capital expenditure; our estimates of the capital financing requirement; and estimated operational cash flow for the year.</p> | Borrowing Other long term liabilities / Total | £353.5m £10.0m <u>£363.5m</u> | £353.5m £10.0m <u>£363.5m</u> | £353.5m £10.0m <u>£363.5m</u> | £353.5m £10.0m <u>£363.5m</u> | £353.5m £10.0m <u>£363.5m</u> |
| 6c | <p>HRA debt limit</p> <p>The Council is also limited to a maximum HRA CFR through the HRA self-financing regime, known as the HRA Debt Limit or debt cap.</p> | | £146.0m | £146.0m | £146.0m | £146.0m | £146.0m |
| 7a | <p>Upper limit for fixed interest rate exposure</p> <p>The Council sets limits to its exposures to the effects of changes in interest rates for 5 years. The Council should not be overly exposed to fluctuations in interest rates which can have an adverse impact on the revenue budget if it is overly exposed to variable rate investments or debts.</p> | | 114% | 110% | 107% | 107% | 107% |
| 7b | <p>Upper limit for variable rate exposure</p> <p>The Council sets limits to its exposures to the effects of changes in interest rates for 5 years. The Council should not</p> | | -14% | -10% | -7% | -7% | -7% |

Annex A

| | Prudential Indicator | | 2017/18 | 2018/19 | 2019/20 | 2020/21 | 2021/22 |
|----|---|--|--------------------------------|------------------------|------------------------|--------------------------------------|--------------------------------------|
| | be overly exposed to fluctuations in interest rates which can have an adverse impact on the revenue budget if it is overly exposed to variable rate investments or debts. | | | | | | |
| 8 | <p>Maturity structure of fixed rate borrowing</p> <p>To minimise the impact of debt maturity on the cash flow of the Council. Over exposure to debt maturity in any one year could mean that the Council has insufficient liquidity to meet its repayment liabilities, and as a result could be exposed to risk of interest rate fluctuations in the future where loans are maturing. The Council therefore sets limits whereby long-term loans mature in different periods thus spreading the risk.</p> | Maturity profile of debt against approved limits | <p>Maturity Profile</p> | <p>Debt (£)</p> | <p>Debt (%)</p> | <p>Approved Minimum Limit</p> | <p>Approved Maximum Limit</p> |
| | | | Less than 1 yr | £7.0m | 3% | 0% | 30% |
| | | | 1 to 2 yrs | £13.0m | 5% | 0% | 30% |
| | | | 2 to 5 yrs | £25.0m | 10% | 0% | 40% |
| | | | 5 to 10 yrs | £53.2m | 20% | 0% | 40% |
| | | | 10 yrs and above | £160.7m | 62% | 30% | 90% |
| | | | Total | £258.9m | 100% | - | - |
| 9 | <p>Upper limit for total principal sums invested for over 364 days</p> <p>The Council sets an upper limit for each forward financial year period for the level of investments that mature in over 364 days. These limits reduce the liquidity and interest rate risk associated with investing for more than one year. The limits are set as a percentage of the average balances of the investment portfolio.</p> | | £15.0m | £15.0m | £15.0m | £15.0m | £15.0m |
| 10 | Adoption of the CIPFA Code of Practice for Treasury Management in Public Services | | ✓ | | | | |



Executive

15th November 2017

Report of the Director of Economy and Place

**Portfolio of the Executive Member for Finance and Performance and
Executive Member for Economic Development & Community Engagement**

York Central – York Central Access Route & Planning

Summary

1. York Central is a 72 hectare (ha) area of land adjacent to the railway station and is one of the largest brownfield sites in northern England, see plan at annex 1. It provides a huge opportunity for regeneration providing new homes and Grade A commercial office space.
2. The scheme is being promoted by the York Central Partnership (YCP) which is made up of Network Rail (NR) the Homes and Communities Agency (HCA) and the National Railway Museum (NRM) and the City of York Council (CYC).
3. The YCP are developing a master plan for the regeneration of York Central. One of the key enabling elements of a future masterplan is the location of a single vehicular access route.
4. This report outlines the considerable progress to date, particularly the recent public consultation on access options. The results of this consultation exercise and an analysis of the options are set out in the report and are accompanied by YCP's recommended access option paper with a view to adopting this route and integrating this into the developing masterplan.
5. The report also sets out a programme of work to take the scheme through to the submission of planning applications and seeks a release of funding to facilitate this work. This will enable the YCP to proceed towards a masterplan, public consultation and then subsequently to the preparation and submission of planning applications. In addition Executive is asked to support the proposed enhancement of the National Railway Museum (NRM) in the development of its own masterplan and funding applications.

Recommendations

6. Executive is asked to :

- i. To agree the York Central Partnership recommendation that a Western access option be developed for inclusion in the York Central Masterplan and to undertake further design and legal work to ensure that the final alignment will seek to mitigate the effects of such a route on the Millennium Green and to control costs to ensure deliverability.
- ii. To submit a change request to WYCA to re-allocate funding to the revised access scheme
- iii. To safeguard land within YCP's control that could be used for a Southern Option in order to protect against any risk to the York Central development caused by circumstances preventing successful delivery of a Western Option.
- iv. To note the plan for the YCP to undertake public consultation on a masterplan which will lead to the submission of planning applications.
- v. To agree the allocation of £1.917m from the previously agreed £10m York Central budget to meet project costs to planning submission, and for these costs to be considered as a project cost for reimbursement from a future YCP development account.

Reason: - To ensure the delivery of York Central and to ensure that the preferred access option has taken into account a range of considerations

- vi. To support NRM in the development of the NRM masterplan and bids for funding including the Heritage Lottery Funding to support their expansion plans
- vii. To provide a £200k contribution to the NRM towards the further development of their masterplanning and fundraising bids from the £10m York Central budget

Reason: - to support the future enhancement and expansion of the NRM as an important cultural anchor to the York Central development.

Background

7. The delivery of York Central is essential to the growth of York, contributing significantly to the growth of the regional economy and to meeting housing demand in the city. Though the site has been earmarked for regeneration for many years, previous attempts to deliver the scheme have not come to fruition and we are now poised to bring together the landholdings and the investment to deliver this once in a lifetime opportunity to make this development a reality.

8. The site does, however, have significant infrastructure challenges. It is entirely circumscribed by rail lines, with the rail station at the bottom of the teardrop of land, the East Coast Main Line (ECML) forming a barrier to the north and east, and the Freight Avoiding Lines (FAL) to the south and west. Current access roads onto the site already run through minor residential streets in the Salisbury Terrace area, or under the Marble Arch Rail Bridge and have limited capacity and low bridges, limiting access for high vehicles. They are not suitable to serve a comprehensive re-development of York Central. It is therefore necessary for a new route to be constructed. Early viability studies indicate that only a single access route is affordable.
9. There have been a number of developments which have finally enabled the scheme to be brought forward :-
 - i. The establishment of the York Central Partnership bringing together all the public sector land owners
 - ii. Assembling the land for redevelopment and clearing it of operational rail use
 - iii. Establishment of Housing Zone Status which has brought investment from the Homes and Communities Agency (HCA) to support the delivery of housing on the site.
 - iv. Establishment of the Enterprise Zone which brings with it the potential to retain the additional business rates generated from the site to allow investment in delivering economic growth on the site.
 - v. Significant enabling funding from a range of government agencies including the West Yorkshire Transport Fund, York and North Yorkshire Local Economic Partnership (LEP) Leeds City Region LEP, the One Public Estate Programme, the HCA and the Department of Communities and Local Government (DCLG).
10. The YCP is developing a series of master planning and commercial principles that it is using to shape both the spatial plan for the site and the commercial arrangements for delivery. Partners share the joint objectives of delivering housing and meeting economic growth needs through the creation of a quality place.

Update on Project Progress

11. The project has developed significant momentum and gained a high profile within the region and nationally. There has also been a significant amount of work on the following work streams:

12. Land Assembly

- The Fermetol Trading estate on Leeman Rd has been purchased by the Council
- The Unipart factory site to the rear of the station has been purchased by the HCA
- HCA have purchased surplus land from NRM & NR
- Network Rail have achieved Office of the Rail Regulator (ORR) permissions to take a significant part of the site out of operational rail use
- Rail clearance has commenced
- Work has commenced to seek further permissions from the ORR
- Work has commenced to deliver vacant possession on sites for early phase development

13. Master planning

- Advisors Arup /Allies and Morrison/Gustafson Porter are developing master plan options for consultation which are currently being informed by financial and commercial inputs from KPMG/Savills and the results of the access options study set out in this report
- Access options study undertaken
- Environmental Impact Assessment scoping determined by Local Planning Authority
- District Heating Viability Study undertaken
- Commissioning of complementary plans for the future development of the station

14. Commercial Delivery Strategy

- Viability assessment work is being undertaken to inform and iterate the master plan
- External Funding (grants and loans) of c£40m has been provisionally secured from West Yorkshire Transport Fund, York and North Yorkshire Local Economic Partnership (LEP) Leeds City region LEP, the One Public Estate Programme and the HCA to support the delivery of the project.
- Appointment of communications consultants

- Early work on inward investment including the presentation of the project at MIPIM UK in London in October
- Applied for further enabling funding from both LEPS and a large application to the HCA Housing Infrastructure Fund (£57m bid to be decided spring 2018)
- HCA investment of £19m
- Network Rail investment of £4.4m
- CYC Investment of £10m

Partnership Agreement

15. The YCP is currently a non legally binding partnership of public sector bodies. All work undertaken to date has been undertaken at risk by all partners, which has been funded largely from external grants. Work is still ongoing to negotiate and finalise the formal partnership agreement but costs incurred in this early phase will be recharged to the partnership when it is formally agreed.
16. There is high level commitment in all partner organisations to bringing the York Central scheme forward. A detailed report will be brought back to the Executive in the new year to set out the financial model and seek permission to sign a formal Partnership Agreement.

Consultation

17. In 2014, a jointly funded Network Rail / CYC commission was undertaken to assess initial technical and commercial viability for the York Central development, including a draft spatial plan. In January and February 2016 partners undertook an informal consultation on the high level concepts and principles – “York Central - Seeking your Views to Guide Redevelopment”.
18. The early consultation results showed that there is clear overall support for the redevelopment, vision and objectives for York Central with 79% of respondents supporting the redevelopment of the site. Respondents noted the importance of realising the scheme quickly and targeting brownfield land for development.
19. The issue of the route of the access road was one of the major issues from the consultation and in December 2016 Executive agreed to consult on access options to enable the development of the emerging master plan.
20. As part of the planning strategy for the delivery of York Central there will be comprehensive pre-application consultation on the York Central masterplan.

The access route is so fundamental to the spatial layout of the site that this needs to be resolved before a masterplan can be produced for consultation.

21. Through the establishment of the York Central Community Forum (YCCF) the YCP have developed a forum for open engagement and debate with the intention that this group be used extensively to help shape future engagement and consultation as the scheme develops. The forum, independently chaired by the Dean of the Minster, the Very Reverend Vivienne Faull, has provided useful input into the scheme so far and this report sets out in detail the results of the consultation and how this feedback has shaped the recommendations set out in this report.
22. However there has been frustration expressed by some groups represented at the YCCF who have called for greater transparency regarding the evolution of the masterplan and the development of the evidence for the masterplan.
23. This is symptomatic of the stage the project is at, where the bigger masterplan issues that people are keen to engage with cannot be firmed up and shared until the access route is decided upon. The council is the custodian for the broader city, and as part of its strategic role as place maker may wish to consider how it can encourage the YCP to facilitate a city wide conversation and provide effective conduits for the engagement of a broad range of communities (geographic, demographic and subject related).
24. There will be times when information cannot be shared immediately, for instance when it is incomplete, and releasing it would confuse the public debate, or when it is commercially confidential. However, there is a strong call for openness in this debate, which underlines the importance of York Central to the future development of the city.

Access Options

25. All new vehicular access routes need to cross the Freight Avoiding Line (FAL) or the East Coast Main Line (ECML) and there are differing levels of engineering complexity, and therefore costs, and timings, depending on how long the bridge structures need to be, where they land and when / if the land is available. The 6 long listed access options are set out at Annex 2.
26. The YCP commissioned an access options study and non statutory consultation by ARUP to assess the following criteria :-
 - Community Impact
 - Constructability and timescale for delivery
 - Indicative cost.

- Environmental Impacts - Noise, air quality, transport, townscape, heritage, ecology, flood risk, community and place making

27. The Access Options Review (August 2017) report is attached at annex 3. This is a summary version of the full study report, and was prepared for the public consultation. The full report and supporting data are available as background documents.
28. The environmental assessments such as noise, air quality, ecology and transport impacts were all undertaken on the basis of existing data, and prevailing assumptions at the time, and represent the unmitigated projections of impact based upon the early draft masterplan. Inevitably for this stage of the scheme these represent the best information available at the time of the study to inform the selection of a preferred option, on a comparative basis. These are not intended to model the actual anticipated impacts. Further detailed modelling and comprehensive environmental and transport impact assessments will be undertaken as part of the development of the planning applications.
29. An assessment of the community impact has been undertaken through the recent public consultation and the results of this are presented as Annex 4.

Excluded options

30. In order to be considered deliverable, all options must be capable of delivery by 2021 in order to guarantee the use of West Yorkshire Transport Funding. Without this the whole scheme could not be delivered. This therefore rules out Options B, C and D which all come off Holgate Rd and use land on York Yard South. York Yard South is in existing rail use until at least 2023 and has been allocated for future Transpennine train stabling by the DfT. The long term future use of this land may not be confirmed until 2023. The excluded options are :-
31. Option B – This route would come off Poppleton Rd to the north west of Holgate Park, rising up over the open grassland and would cross the FAL landing on York Yard South at height in the middle of the site on land that is in operational rail use until at least 2023.
32. Option C – This route would come off Poppleton Rd at the existing road junction for Holgate Park where the road would then turn and climb over the FAL, landing on York Yard South at height in the middle of the site on land that is in operational rail use until at least 2023. Existing highways within Holgate Park Drive would require raising the road level and third party land would be required. An additional road junction would be required on Boroughbridge Road. In addition the route would reduce the land available for

development of new maintenance facilities on the 5 acre site which in turn will enable operational rail uses to be cleared from the York Central site.

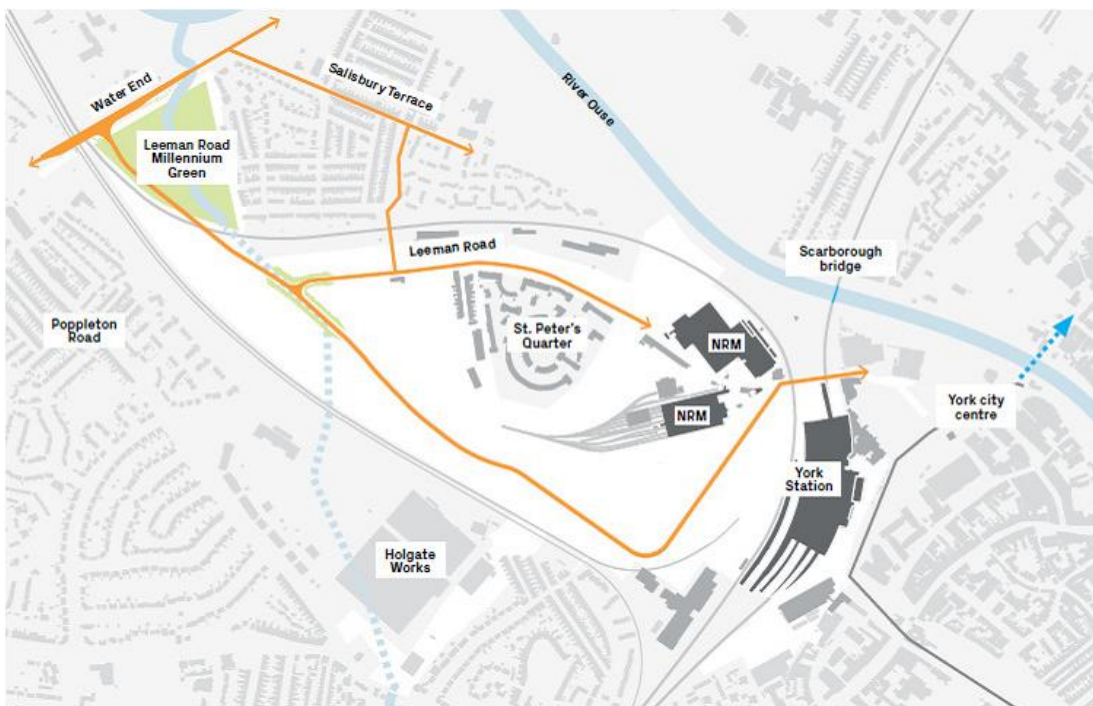
33. Option D - This route would come off Poppleton Rd at the northern end of the Holgate Engineering Works site where the road would need to cross the FAL and land on the end of York Yard South at height in the middle of the site on land that is in operational rail use until at least 2023. Existing highways within Holgate Park Drive would require raising the road level and third party land would be required. An additional road junction would be required on Boroughbridge Road. In addition the route would prevent full rail use of Holgate Engineering Works

Shortlisted Options

34. The remaining 3 Options are judged to be technically deliverable within the required timescale for the scheme :

35. **Option A1 - Western Access**

Bridge and approach roads access cost est. £58-£68m Off Water End across the edge of Millennium Green (MG)

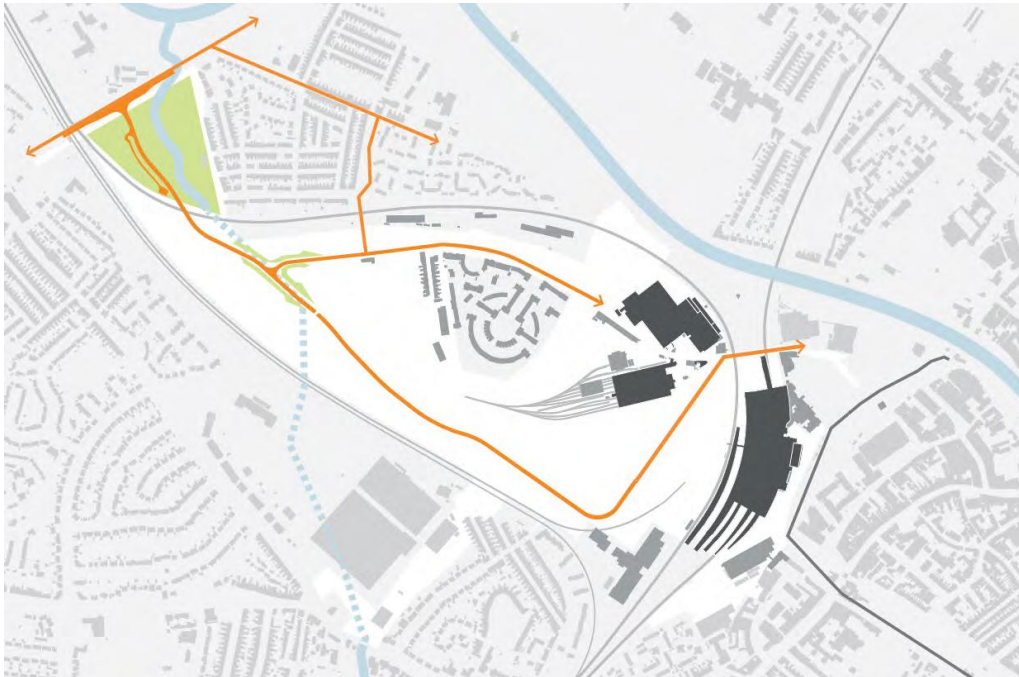


This route effectively requires 2 bridges, an additional span on the existing Water End Bridge to accommodate access lanes and a new diagonal bridge across the East Coast Mainline which will require a larger span and at a greater height. The portion of Millennium Green used by this alignment is reserved for York Central access in the original lease. This option will have significant visual impact on the remaining Millennium Green due to its height and form of construction to fit into the land available. This option has more

severe townscape and construction feasibility impacts and will take over 2 years to construct.

36. Option A2 - Western Access

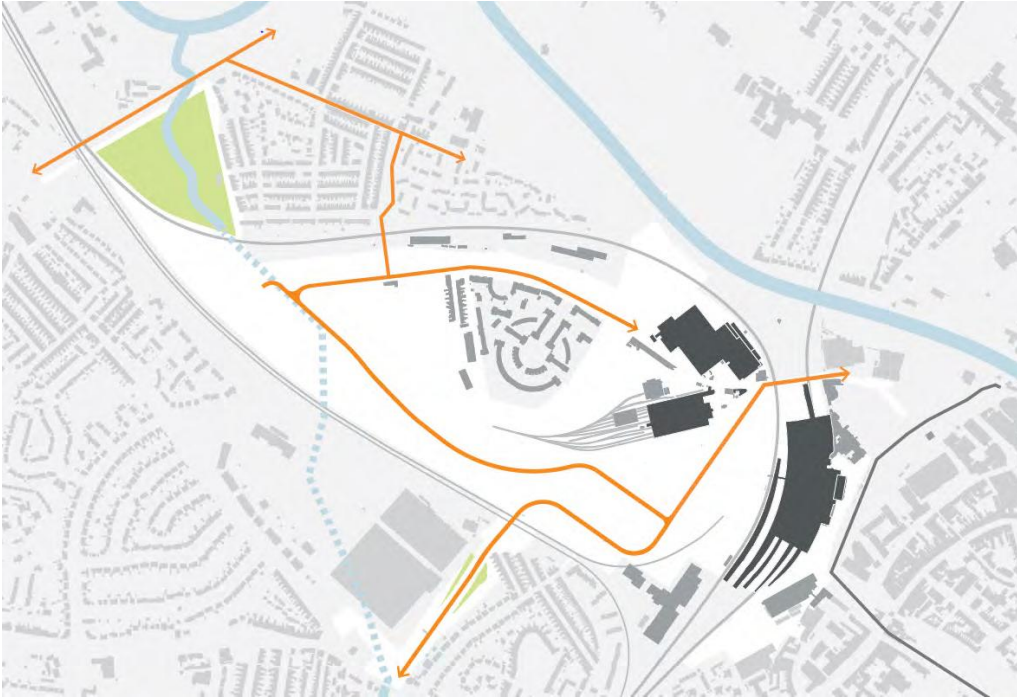
Bridge and approach roads access cost est. £15-£25m off Water End through Millennium Green



This option proposes an alternative route across Millennium Green to avoid the need for a second (Water End) bridge. It comes off Water End away from the existing road bridge and then comes across Millennium Green before bridging over the ECML. It is therefore simpler to build and lower in height but slightly closer to existing residential streets off Leeman Rd. This option does have some impact on floodzone 3 and would require compensatory provision as part of the development. It would also require the use of Millennium Green land which is not reserved in the lease. However, large portions of Millennium Green would remain intact and could be linked to the new green spaces on YC.

37. Option E - Southern Access

Bridge and approach roads access cost est. £10-£20m
Off Holgate Rd at Chancery Rise



This route climbs up from Holgate Road and goes over the Holgate Community Garden and play park and passes close to a number of residential streets and homes. It is the shortest and simplest bridge structure but it enters at height on the site and then curves round to descend from an embankment. This has a poorer impact on townscape and takes up developable land. The option also has greater air quality, noise and heritage impacts.

Consultation on the Community Impact of Access Options

38. YCP undertook a non statutory public consultation comprising drop-in sessions, publicity and provision of online and paper feedback forms in relation to the provision of a new vehicular access point into the York Central site between 23 August 2017 and 13 September 2017. In total, 644 people attended the 'drop-in' events and the consultation generated a total of 619 responses.
39. Following the consultation period, Arup prepared a consultation report (Annex 4) to provide factual analysis of the consultation responses. The analysis provides a summary of the feedback as given and has been prepared without weighting or conclusions. This Report provides Community Impact information to use as one of the considerations in making a decision on the preferred access route location.

Q1: Postcode

The responses to Q1 identified a significant proportion of attendees live in the two post codes in which the York Central site is located (292 responses from within YO24 and 118 responses from YO26).

Q2: Priority Impact Criteria

For Q2, respondents were asked to rank the impact criteria (construction, transport, townscape, heritage, air quality, noise, ecology and flood risk) as priorities on a scale of 1 to 8. The responses highlighted air quality, transport and noise as the issues of most concern (when taking the 3 highest ranked criteria into account). This demonstrates a concern that tends towards the impact of traffic – air quality and noise being issues that are directly related to traffic generation. Heritage and ecology were ‘middle-ranking’ issues which were neither identified as of highest or lowest concern. Construction, townscape and flood risk were the lowest ranked issues.

Q3: Impact on local communities

For Q3, respondents were asked to provide further commentary of how each option would specifically impact on the communities adjacent to the proposed accesses. As the responses are free form, Arup has coded and grouped the responses based on the issues raised, with respondents often raising a number of issues on a single form. For clarity, the public were not asked to specify a preference for a particular access option but, as would be expected, many respondents have stated a preference and these results, along with more issue-specific matters, are set out below.

The responses demonstrated a preference for the Western Option(s):

- Western Option 1: 196 for and 39 against;
- Western Option 2: 115 for and 66 against;
- Southern Option: 29 for and 336 against, a negative rating.

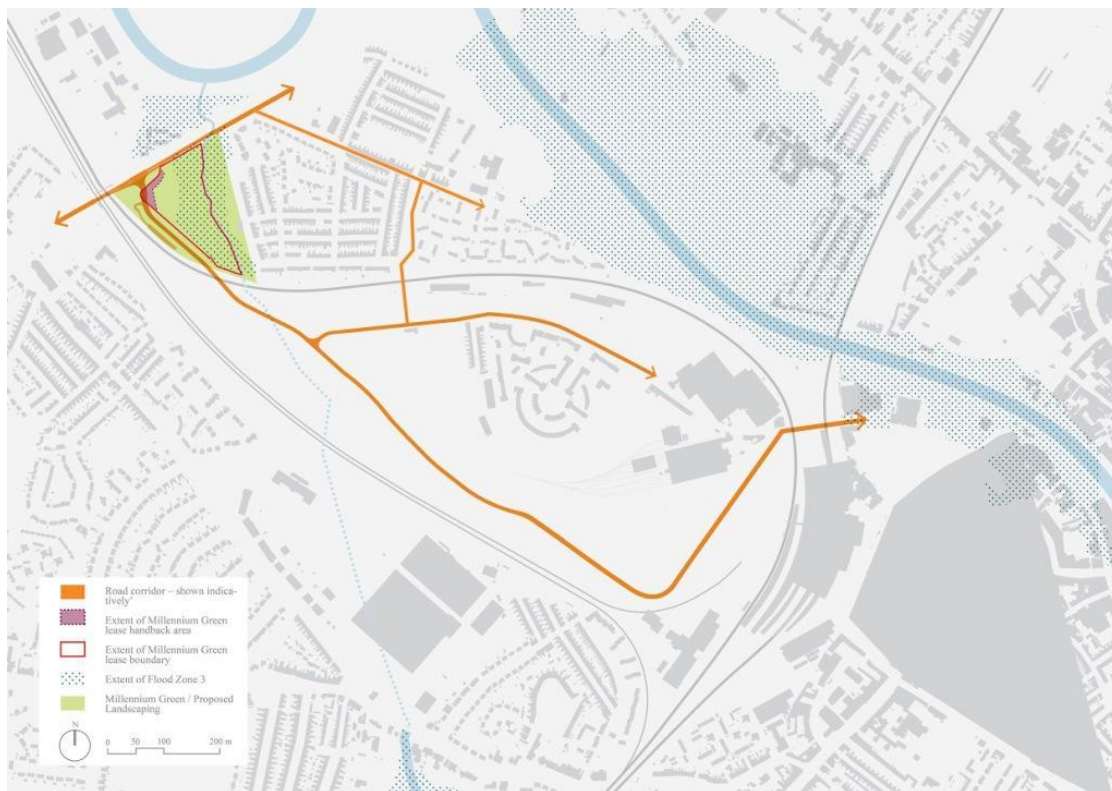
In addition, the respondents identified specific issues relating to community impact, traffic and transport, the environment and construction, alongside issues not specifically related to this consultation such as future development of the site. The particular community issues raised regarding impacts such as air quality, noise and traffic on the existing Network are considered in Section 6 of this report.

The most numerous issues raised by respondents (i.e. those raised by more than 100 respondents) were:

- The impact on the Holgate Community Garden as a result of the Southern Option (260 comments);
- Increasing congestion on Holgate Road (198 comments);
- Impact on air quality as a result of the Southern Option (197 comments);
- Existing congestion on Holgate Road (150 comments);
- Noise impact as a result of the Southern Option (116 comments); and
- The impact on Millennium Green as a result of Western Option 2 (115 comments).

Analysis of Consultation

40. The response from the consultation identified communities of interest who do not wish to lose community green space as a result of the access route. Despite being the cheapest and simplest access route to build, the Southern Access, Option E from Chancery Rise, was felt to have significant negative community impact upon the residential areas of Holgate Road and St Paul's with the loss of Holgate Community Garden and Play Park. It would also maintain traffic level on the Salisbury Terrace/Leeman Rd access point onto the site and would therefore have dis-benefits to the adjoining residential communities.
41. The two Western options from Water End do not impact on Holgate Community Gardens but would both impact to some extent upon Millennium Green with Option A1 being visually dominant but running around the edge of the green and A2 running at a lower height but taking up more of the Green. Option A2 also impacts on floodzone 3 and would require compensatory provision as part of the development. These options would, however, have the benefit of diverting through vehicular traffic from Salisbury Terrace and Leeman Rd and thus reducing the traffic impact on the Leeman Rd community.
42. Community views are a very important part of the decision making on the access option and for the whole scheme. Though it is not possible to identify an access route that is universally popular, YCP have positively considered this element of the evaluation in arriving at their recommended option.
43. Following some productive discussions during the community engagement sessions, further work has been undertaken by the YCP to try to mitigate the more intrusive impact of the A2 access option on the Millennium Green, without incurring the significant costs involved in option A1. This has shown that there is potential for refinement of a western access alignment that offers a middle way. This mitigated western option (A3) leaves Water End at the same point as A2, but bends round to reduce the impact on Millennium Green, and crosses the ECML at the same point as A1. It has significantly less impact on Millennium Green and is also less costly than A1.
44. An indicative alignment for A3 is set out below however, further detailed design work and engagement with the Millennium Green Trust is still required to progress and refine this alternative alignment.



York Central Partnership Access Options Analysis

45. At this stage, evidence to date shows no material reasons why either a Southern or Western Option should not be supported in terms of planning policy. The selected preferred access option will be taken through the statutory planning process which will determine whether or not planning permission should be granted.
46. The Western Options are more expensive and difficult to construct than a Southern Option and there are challenges regarding land availability in the Millennium Green area. However, it is considered that there are three clear qualitative benefits that should be considered in any decision making. These are:
- the benefits for scheme design including better scheme legibility, improved gateway and enhanced connectivity to existing communities;
 - the environmental benefits of being able to provide a route into the site that is away from the Holgate Road/Wilton Rise communities
 - the potential for through traffic to be diverted away from the Leeman Road and Salisbury Terrace community with corresponding environmental benefits.
47. The key challenge relating to the Millennium Green area is the potential requirement to use some of the land in the lease area. It is acknowledged that the Trust land outwith the area retained in the original lease for the bridge is difficult to release from its charitable status, even if the Trustees were

willing. Using additional land from Millennium Green would allow a more aesthetically sympathetic landscaped route to be provided which would complement the area. A western route which is constrained by the land immediately available to YCP would provide a structure adjoining the Millennium Green supported by retaining walls. This may not be as aesthetically appealing.

48. However, a variant of the design / alignment of a Western Option A1 raised during the public consultation would avoid additional Millennium Green land take but without the need for a large span bridge and with only partial widening of Water End bridge. This has been proposed to YCP by ARUP as part of ongoing feasibility and testing work on iterations of the project. This option (a mitigated western option A3) would have an estimated Bridge and approach roads access cost est. £33-43m.
49. The access options consultation highlighted that the majority of responses favoured a western access approach, although there were reservations around the potential loss of some of the green space associated with this option.
50. The key concerns for residents in relation to the access location appear to be traffic, air quality and noise. In summary, the key transport and associated environmental considerations are:
- The York Central development will generate additional traffic delay on the surrounding highway network regardless of access location. In response to this, mitigation will form part of the future Planning Application. However, it should be noted that the total delay on the network is predicted to be slightly less if the Southern Option is selected.
 - The additional traffic generated by the development will inevitably generate more noise and has the potential to affect air quality. However, modelling indicates that the overall effects would be low.
51. In comparing the access locations, the Southern Option has a slightly greater adverse impact on air quality. The Western Options will improve air quality for those in the Salisbury Terrace and Leeman Road areas and with noise impacts anticipated to be negligible.
52. The costs of the 3 access options and a mitigated western option are set out in the table below:

| | Access Bridge and approach roads | Additional Total infrastructure cost compared to cheapest Southern Option |
|-----------------------------|----------------------------------|---|
| Western Option A1 | £58m - £68m | +£48m |
| Western Option A2 | £15m - £25m | +£5m |
| Mitigated Western Option A3 | £33m – £43m | +£23m |
| Southern Option E | £10m - £20m | £0m |

York Central Partnership Recommended Option

53. The other YCP partners, Network Rail, HCA and the NRM have considered; the feedback from the public consultation, as set out in the ARUP report at annex 4; The Access Options Study (full report) and Review report (annex 3) and using the powers delegated to their respective board members, have identified a preferred access option. CYC require a formal Executive decision in order to confirm the council's preferred option to allow the YCP to proceed into the next stages of masterplanning process. Following the very productive discussions during the community engagement sessions, further work has been undertaken by YCP to try to mitigate the undesirable impact of A2 upon Millennium Green and the flood zone 3 without incurring the significant costs involved in Option A1.
54. On consideration of all the evidence, the YCP Board recommendation is to take a route into the site from the west. Further work needs to be done to finalise the exact alignment but YCP recommend an alternative to option A2 which would mitigate the impact on and minimise land take from Millennium Green, reduce the impact on the flood zone and mitigate the high capital costs of a second bridge span.
55. It is proposed that YCP will now undertake further detailed work to design up a final western route which will then be further consulted upon as part of the masterplan consultation and a detailed planning application.
56. Executive are therefore asked to consider and agree the recommendation of the YCP Project Board report set out in Annex 5.

1. To take forward a Western Option for access into the site. However, the final alignment of this should be assessed in more detail to seek to mitigate the effects of such a route on the Millennium Green.

2. To safeguard land within YCP's control that could be used for a Southern Option in order to protect against any risk to the York Central development caused by circumstances preventing successful delivery of a Western Option.

Timetable

57. If CYC agree the recommended access option the proposed timetable for masterplan consultation is set out below

| | |
|---------------------------------------|------------------|
| Access Options Consultation | August/Sept 2017 |
| Decision on preferred access option | November 2017 |
| Master plan Consultation | Jan-Feb 18 |
| Submission of Planning Application | June 2018 |
| Determination of Planning Application | Oct 2018 |

Funding the next phase of work

58. West Yorkshire Transport Fund WYTF - the council has entered into a funding agreement with the West Yorkshire Combined Authority to undertake initial development costs for the wider York Central Transport scheme. The initial approved allocation is £2.1m. The overall scheme including transport improvements at the front of the station are estimated at £37.4m. It is currently assumed that this will be fully spent. The access to the site is a key element of the WYTF scheme and it may be possible that additional costs can be supported by the fund. However if this is not provided it will be necessary to identify alternative funding arrangements.
59. York Central Project - in December 2013 Members agreed to earmark £10m towards the delivery of York Central. Currently £2,314k has been previously released to support technical work, the costs of professional advisors, land costs and site preparation works. This excludes the allocation for the purchase of the Unipart site which was purchased by HCA. There have also been other grant contributions from WYTF, HCA, One Public Estate, Leeds City Region LEP and DCLG Enterprise Zone funding. These combine to total £3,673k shown in the table below:

| | £'000 | £'000 |
|--------------------------------|--------------|--------------|
| CYC – (£10m Allocation) | | |
| Land purchase approval | 1,014 | |
| Other Approvals | <u>1,300</u> | |
| Total CYC | | 2,314 |
| WYTF Contribution | | 400 |
| OPE Grant | | 250 |
| HCA Grants | | 489 |
| LCR LEP Grant | | 200 |
| DCLG EZ | | 20 |
| Total Funding Available | | 3,673 |

Table x York Central Funding

60. Expenditure has been incurred since 2015/16 on project management, technical and financial advisors, masterplanning work and land purchases. To date £2,561k has been incurred. In order to bring the Project to planning stage (Summer 2018) it is anticipated that a further £3,229k will be incurred primarily on further masterplanning work, statutory planning fees, technical advisors and internal project costs including communications.
61. Actual expenditure to Sept 2017 and forecast expenditure to June 2018 by year is shown in the table below:

| | Expend £'000 |
|--------------------------------|-----------------|
| 2015/16 | 112 |
| 2016/17 | 1,565 |
| Actual 2017/18 (to 30/9/17) | 884 |
| Estimate 2017/18 (to 31/03/18) | 2,927 |
| Estimate 2018/19 | 302 |
| Total | 5,790 |

Table y York Central Expenditure

62. The expenditure in table y above is £2,117k greater than resources available shown in table x. The Homes and Communities Agency have agreed to allocate a further grant to the project leaving an overall funding requirement of £1,917k.
63. It is proposed that this funding gap is met by a further drawdown from the council's £10m budget. Adding the £1,917k to the previously allocated £2,314k would take the total allocation to £4,231k leaving £5,769k unallocated. Of the council's agreed budget of £10m, £1m was provided from revenue, with the balance of £9m funded from borrowing. There is a risk that should the scheme ultimately not be delivered that an element of these costs would be classed as

abortive and need to be written off back to revenue. The estimated liability (excluding land purchase) would total £2,217k.

64. If Members agree to the contribution towards the NRM master plan development this funding would also need to be funded from the CYC budget. This would result in a drawdown of £2,117k taking the total allocation from the £10m to £4,431k leaving £5,569k unallocated. The level of potential abortive costs would rise to £2,417k.

York Central Partnership spend

65. Network Rail has already spent £4.4m on land assembly and rail clearance.
66. HCA have spent £18.9m towards land assembly and have agreed to contribute a further £200k towards the planning costs of the site. Though some of this investment is backed by asset acquisitions these will not be realised unless the scheme is developed out so are “at risk” at this stage.
67. The NRM have spent c£1m on the masterplanning of their museum development scheme and continue to fundraise. As an important cultural anchor they will continue to help shape the overall scheme and integrate their plans with the development of York Central but their role differs from the major land owners NR and HCA and from the Council as the custodian for a new part of the city and an enabler of the future scheme. The NRM have disposed of their surplus land assets to the HCA in order to integrate them into the overall scheme and facilitate the early phases of their £50m investment plans.

National Railway Museum Development Plans

68. The National Railway Museum is planning a significant and exciting multi-million pound redevelopment that will transform the museum into a truly world-class museum visitor attraction. This will be the most significant change since the Museum opened in 1975 and will begin with a project to modernise and refurbish the Great Hall. They hope to complete the full transformation by 2025 to celebrate the 200th anniversary of the first passenger rail service Stockton and Darlington Railway and their 50th anniversary. The museum is the cultural heart of York Central. Their £50 million Masterplan aims to deliver 1.2 million visitors per annum and extend the dwell time visits, playing a key part in the York strategy to increase overnight stays in the city.
69. Executive are asked to agree a £200k initial contribution to the costs of developing the NRM masterplan which will play an important part in creating a cultural focus point within the overall YC masterplan. NRM is developing comprehensive funding applications, including a major bid (circa £12 - £14m) to the Heritage Lottery Fund. The £200k contribution will be spent

on developing the design and feasibility of the Great Hall and Wonderlab proposals, to ensure that the HLF bid is as robust as possible.

Council Plan

70. The project will assist in the creation of a Prosperous City for All, and be a Council that listens to residents particularly by ensuring that :
- i. Everyone who lives in the city can enjoy its unique heritage and range of activities.
 - ii. Residents can access affordable homes while the greenbelt and unique character of the city is protected.
 - iii. Visitors, businesses and residents are impressed with the quality of our city.
 - iv. Local businesses can thrive.
 - v. Efficient and affordable transport links enable residents and businesses to access key services and opportunities.
 - vi. Environmental Sustainability underpins everything we do.
 - vii. We are entrepreneurial, by making the most of commercial activities.
 - viii. Engage with our communities, listening to their views and taking them into account.

Implications

71. **Financial** - Financial implications are set out at paras 58 - 64 above

Human Resources (HR) – none

Equalities – Exploration of community impacts has been an integral part of the consultation over the summer.

Legal – Having chosen to consult on the access options the Council is obliged to take the outcome of that consultation into account when making its decision. That does not mean to say that the outcome has to be the one that is most favoured by the consultees, simply that their responses must be honestly considered as part of the decision making process.

The Council's powers under the Highways Act 1980 and Localism Act 2011 may be used to undertake the actions proposed in this report. Some options may impact on the Millennium Green lease. The lease contains provisions which would allow access to be constructed over part of it. If other land is required then that would require negotiation with the leaseholders and, if agreement could not be reached, consideration as to whether compulsory purchase powers should be used.

The grant proposed to the NRM needs to be considered for state aid implications. Most grants to cultural institutions fall outside of the state aid rules since they do not normally involve economic activities or have the potential to distort competition between EU Member states. That potential is though greater when dealing with national cultural institutions. There are though specific exemptions allowing aid to be given to museums so long as specified criteria are met. A grant to the NRM, in so far as it may be state aid, is likely to be covered by these exemptions but this is subject to detailed legal advice.

Information Technology (IT) - There are no IT implications.

Crime and Disorder - The detail design of any future scheme will require detail consideration of crime and disorder implications and there will be structured input from the Police Architectural Liaison Officer

Property – All property implications are covered in the report.

Risk Management

72. The project is complex and high risk and until the scheme receives planning consent and a partnership agreement is formalised all investment is at risk. The EZ facilitates up front borrowing which would be repaid by future retained business rates and there is an inherent risk that the income is not generated or is slower to accrue. The partnership agreement therefore needs to identify how partners share this risk and ensure that the development of the scheme continues to focus on the delivery of business space. The project has multiple partners and funders and stakeholder management is essential to continue momentum and gain commitment to the scheme.
73. The primary risk is the potential breakdown of the delivery partnership between the partners with a consequent failure to unlock the site. This has been addressed by the establishment of a working group, project board and escalation procedures thus ensuring senior level collaboration across all the public sectors partners. It is expected that these will be embedded within the terms of a proposed partnership agreement.
74. Failure to obtain the necessary regulatory approvals to dispose of land on the site for development or to clear operational railway uses from the site is another significant risk – this would prevent the development of the site in whole or part. Mitigation plans to date include the acquisition and extinguishment of long-term rail industry leases on the site by Network Rail and development of a strategy that identifies relocation sites for the rail uses. In addition, a rail land use strategy for York is being taken forward and it is believed this meets operator needs and Network Rail's planned capacity improvement schemes. This issue is being mitigated by Network Rail prior to

any infrastructure investment with a clear commitment under the proposed partnership agreement to remove rail uses from the site within a phasing plan to enable site development.

75. An obvious risk is of failure to secure planning permission – this is being mitigated by early engagement with CYC as local planning authority in the ongoing development plans and engagement of stakeholders and local communities at both concept stage and as detailed plans emerge. There is a risk that the scheme may not attract development market interest or new occupiers. This risk has been mitigated by the proposed approach to infrastructure delivery, and further evidence gathering from our appointed advisors. In addition, the development of a delivery and marketing strategy and the award of EZ status will incentivise early business occupation.
76. There is a risk that CYC may not secure equity investment towards some of the costs of the enabling infrastructure. However, this will be mitigated by the EZ status and access to borrowing this brings. It will also be mitigated by early sign off of funding from HCA and a comprehensive gateway process for release of West Yorkshire Transport Funds (WYTF).
77. An access option which requires the use of Millennium Green land represents a risk to delivery where the release of land from the very specific purposes of lease to the Trust could be very difficult to achieve.
78. If the Executive reject the recommended access option the YCP Board will need to consider the issue again and this will lead to a delay to the project and potentially to the future of the partnership.
79. A full risk register has been developed by the YCP and will be regularly reviewed by the project board as the project progresses.

Contact Details

Author:

Tracey Carter - Assistant Director for Regeneration and Asset Management. Tel No. 553419

Chief Officer Responsible for the report:

Neil Ferris – Director of Economy and Place

7/11/17



David Warburton - Commercial Project Manager - Regeneration and Asset Management. Tel No. 551312

Specialist Implications Officer(s) *List information for all*

Financial – Patrick Looker
Finance Manager
Tel No. 551633

Legal – Andy Docherty
Assistant Director Legal and Governance
Tel No. 551004

Wards Affected: Holgate, Micklegate

All

For further information please contact the author of the report

Annexes

Annex 1 – Map of site

Annex 2 – Map showing potential access options

Annex 3 – Access Options Review – August 2017 (ARUP)

Annex 4 – Access Options, Consultation Report – October 2017 (ARUP)

Annex 5 – YCP Project Board – Access Recommendation Report Oct 17

Confidential Annex 6 – breakdown of costs of taking the scheme through planning

Background Papers (available online):

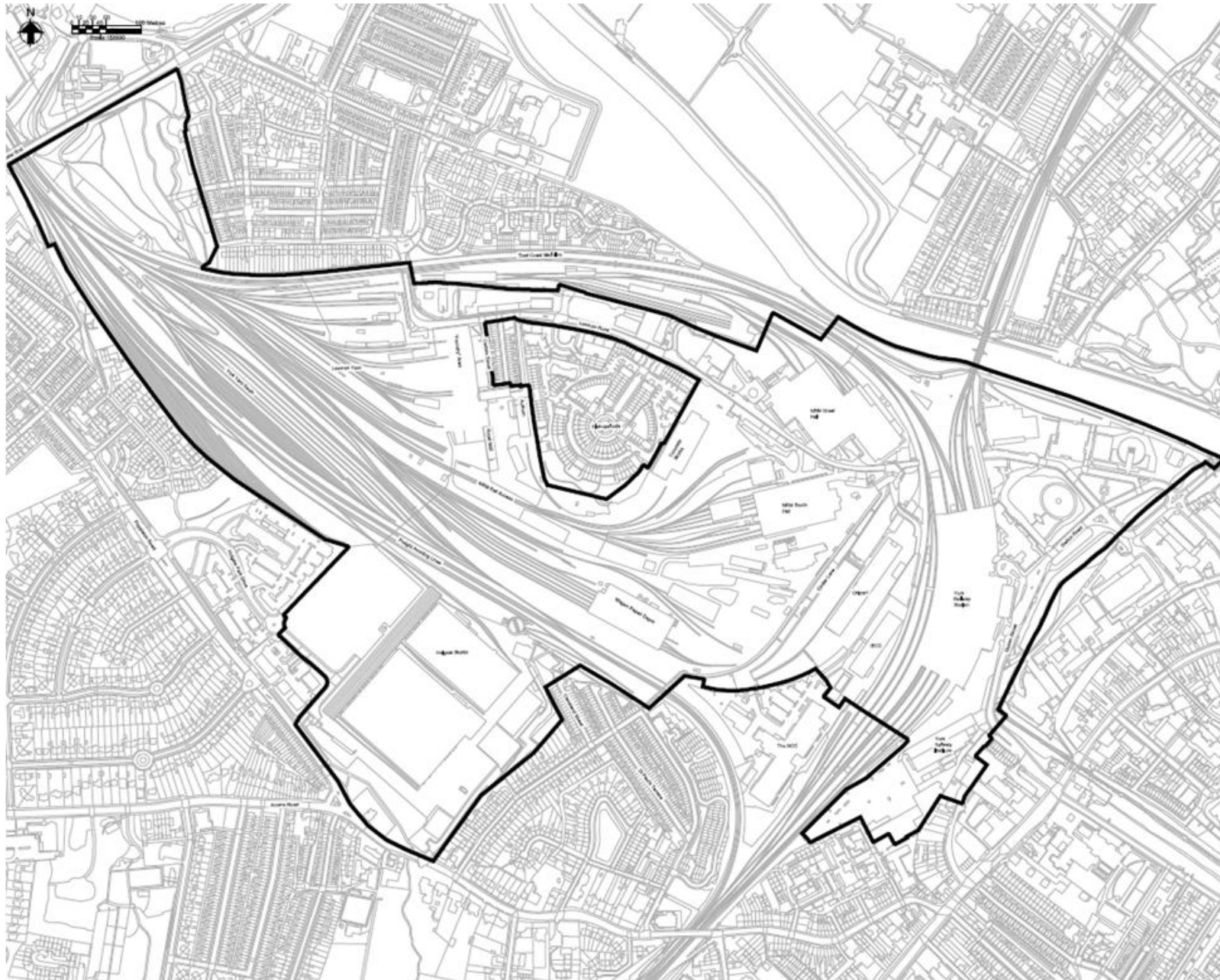
- 1- One Planet Council Better Decision Making Tool **(To Follow)**
- 2- Access Options Study, Main Report – June 2017 (ARUP)
Access Options Study, Appendices – June 2017 (ARUP)
 - Appendix A **(To Follow)**
 - Appendix B – Transport
 - Appendix C - not included as the cost details are updated in the report
 - Appendix D – Acoustics
 - Appendix E – Air Quality
- 3- Leeman Road, Transport Modelling – October 2017 (ARUP) **(To Follow)**
- 4- Access Options Consultation - Anonymised Response - to be released when personal details redactions completed **(To Follow)**

List of Abbreviations

CYC - City of York Council
DCLG – Department of Communities and Local Government
ECML - East Coast Main Line
EIA - Environmental Impact Assessment
EZ – Enterprise Zone
FAL - Freight Avoiding Lines
HCA - Homes and Communities Agency
LCR - Leeds City Region
LEP - Local Economic Partnership
MDU - Maintenance Delivery Unit
MGT - Millennium Green Trust
MIPIM UK - the UK's leading property summit
NRM - National Railway Museum
ORR - Office of the Rail Regulator
WYTF – West Yorkshire Transport Fund
YC - York Central
YCCF - York Central Community Forum
YCP - York Central Partnership

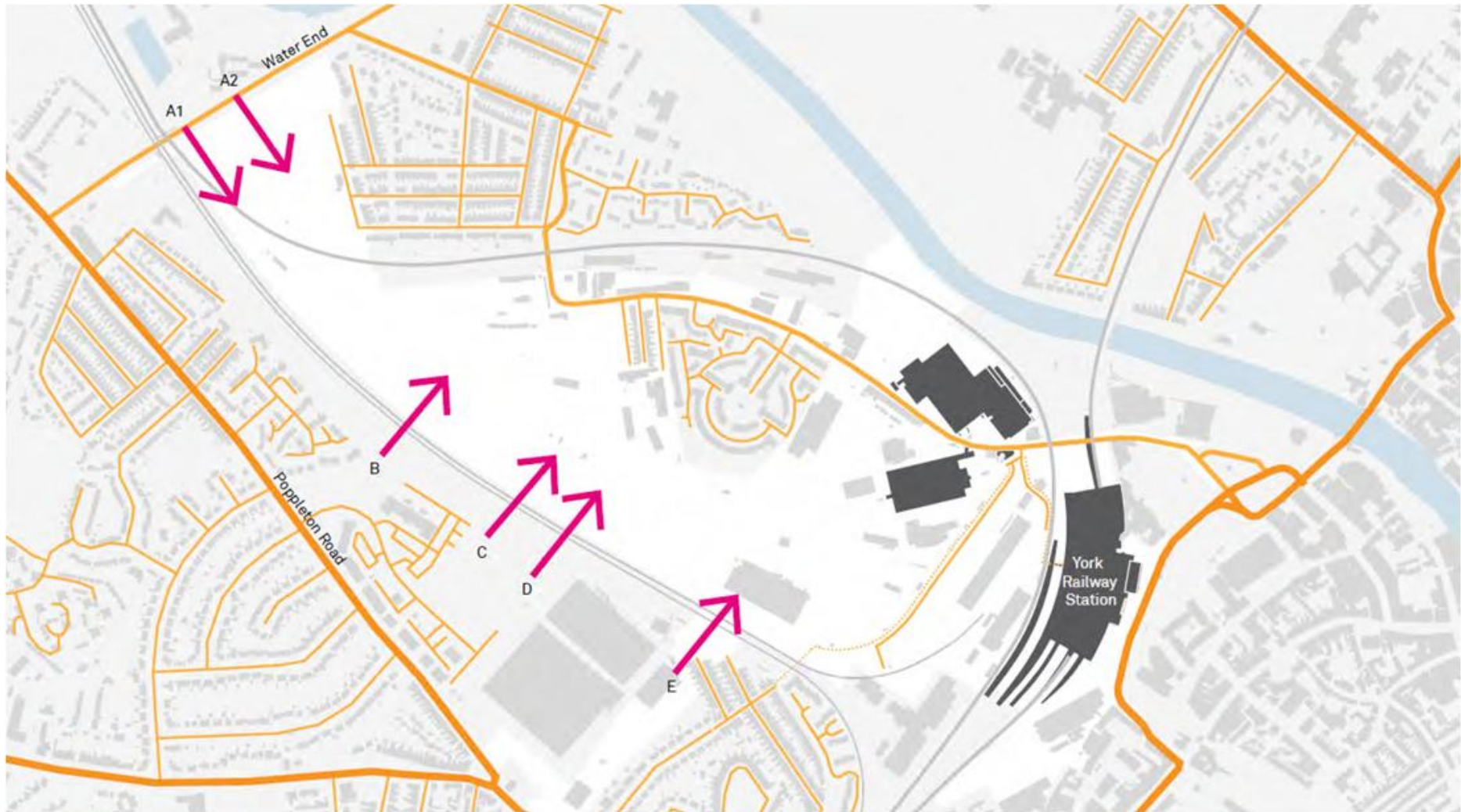
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Annex 1 – Map of site



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Annex 2 - Map showing potential access options



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York Central Partnership
York Central
Access Options Review

Issue 1 August 2017

This report takes into account the particular instructions and requirements of our client.

It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

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Appendices

Appendix A

Access Option Diagrams

1 Introduction

1.1 Overview of York Central

York Central represents a unique opportunity to create a vibrant new part of the city, with a new business district and a major housing development in the heart of York. This will enable the City of York to grow and deliver economic benefits for both the City and the wider City Region.

The York Central site encompasses all of the land to the west of York Railway Station, located between the East Coast Main Line, York Railway station and the Freight Avoiding Lines ('FAL'). Owing to the alignment of the East Coast Main Line and the FAL, the site is commonly referred to as the "Teardrop".



Figure 1: Aerial Image of the York Central Site

1.2 Context for this Report

This report has been prepared by Ove Arup and Partners ('Arup') on behalf of the York Central Partnership ('YCP'). YCP is a collaboration between Network Rail

(NR), the National Railway Museum (NRM), the Homes and Communities Agency (HCA) and City of York Council (CYC).

To develop this large site, an additional vehicular access is required into the site. This report provides information about the assessment process undertaken so far to consider alternative access options. This report provides a comparative review of the various access options.

The review has been undertaken via a two stage process:

- Consideration of five potential points of access, and a shortlisting exercise to identify those options which are deliverable; and
- An environmental overview of each of the shortlisted options.

1.3 Status of the Access Options Report

It is important to note that this report uses information available between April and June 2017. The purpose of this report is to provide a balanced view on the various access options for decision making purposes and no other inference should be drawn from this report, or information contained therein.

This report provides a comparative review of the various access options assessed in relation to the redevelopment of the York Central site. This has been based on an assumed scale of development to undertake the review. The quantum used does not represent the final scheme for York Central which is currently under development, but has been used solely for the purposes of comparing the impacts associated with the shortlisted access options.

A public consultation in August/September 2017 will inform the consideration of community impact of the shortlisted access options. Following the consultation, YCP will look at all impacts and take a considered view on the preferred access option to be taken forward. This will then be developed as part of the masterplan for the overall site. Further public consultation on the masterplan will be undertaken by YCP, later in 2017, in advance of a future planning application, anticipated in 2018.

This initial comparison of options will be used only to inform selection of a preferred access option by YCP. The information set out does not constitute a Transport Assessment or an Environmental Impact Assessment (both of which will be prepared and tested through the statutory process of the Local Planning Authority as part of considering a subsequent York Central planning application).

1.4 Options Considered

This report considers the potential vehicular access options for accessing the site, set out in Table 1 below.

Table 1: Summary of Access Options

| Access Option | Overview of Option |
|---|---|
| Option A (Western Options 01 and 02) | A new road bridge into the site from Water End crossing the Leeman Road Millennium Green. This may include alterations to the existing railway bridge at Water End to provide a new cycleway and footway. |
| Option B | A new road bridge over the Freight Avoidance Lines (FAL), from Holgate Park Drive/A59 Poppleton Road at the western end of the site. This would also include a further link to connect with the western end of Leeman Road. |
| Option C | <p>A new road bridge over the FAL, originating from the existing roundabout on Holgate Park Drive, and further links to connect to York Station and to the western end of Leeman Road.</p> <p>A new road through the York Central site to link the bridge over the FAL to the western entrance to York Station and on to Leeman Road.</p> |
| Option D | <p>A new bridge over the FAL, originating from the eastern side of Holgate Park Drive, to the west of Network Rail's Holgate Works, and further links to connect to York Station and to the western end of Leeman Road</p> <p>A new road through the York Central site to link the bridge over the FAL to the western entrance to York Station and on to Leeman Road.</p> |
| Option E (Southern Option) | <p>A new bridge over the FAL, originating from Holgate Road, running broadly parallel to the northern section of Wilton Rise, and further links to connect to York Station and to the western end of Leeman Road</p> <p>A new road through the York Central site to link the bridge over the FAL to the western entrance to York Station and on to Leeman Road.</p> |

Figure 2 identifies the broad location of each access option considered in this study.

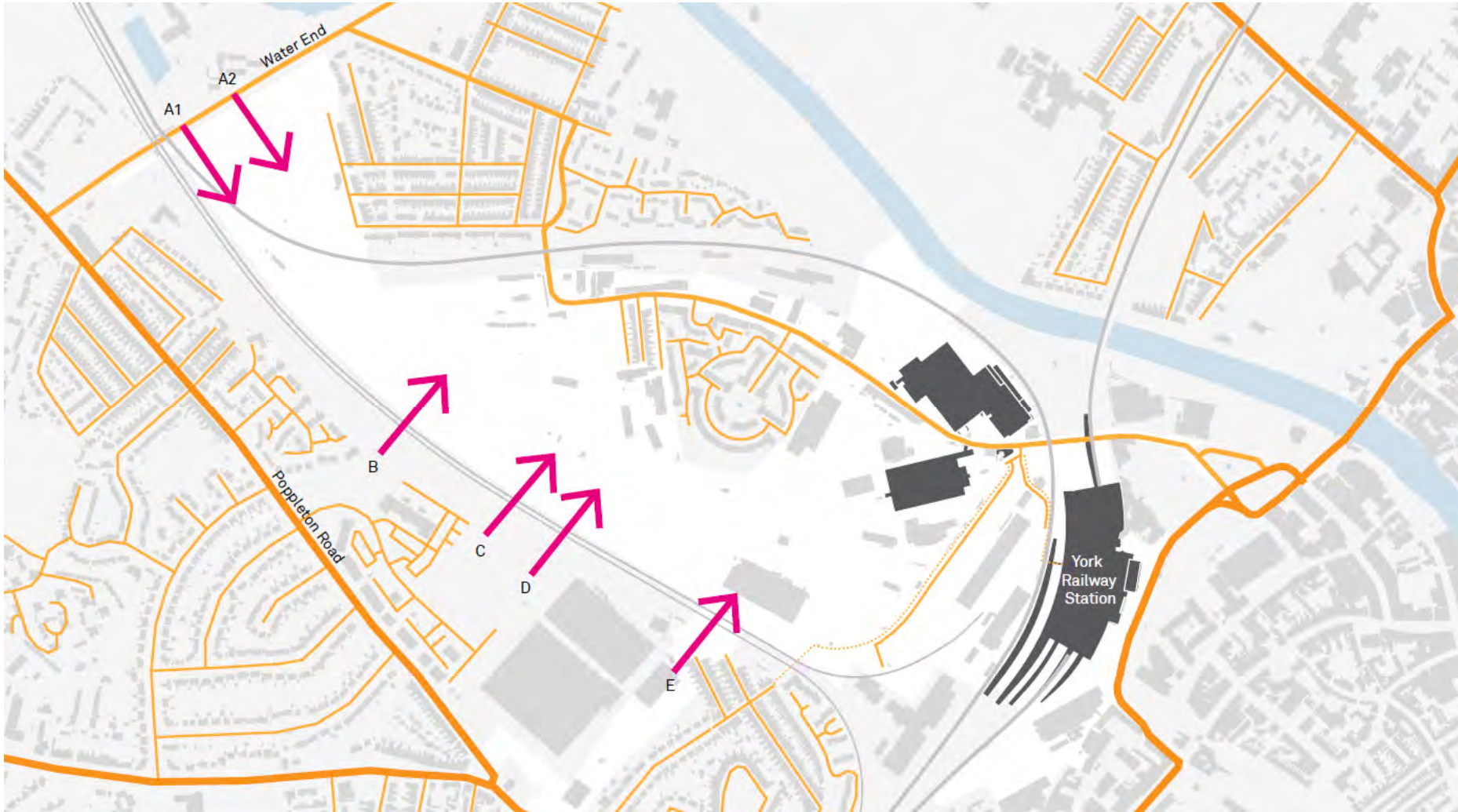


Figure 2: Broad location of access options considered

2 Description of Access Options

Option A: Water End to York Central

Option A comprises the creation of a new access from Water End to the west of the site. The access would connect to Water End, adjacent to the existing Water End road bridge over the East Coast Main Line. To the east of the access point lies open green space (part of Leeman Road Millennium Green), to the north lies an RSPCA Rescue Centre, with residential properties to the east accessed via Salisbury Road and Bismarck Street.

There are **two** alternative designs for Option A. These are shown in the diagrams below (the diagrams for all access options are included at Appendix A in large scale):

Option 1 would include alterations to the existing rail bridge on Water End and would require a tied-arch bridge (of approximately 80m span) to be constructed within the site to meet the required clearances over the rail lines and Holgate Beck.

Option 2 is sited further north within the Millennium Green, and would require a new bridge with a shorter span to maintain the required clearance over the rail lines. It would not include any alterations to the existing rail bridge on Water End.

These options are shown on the consultation boards as Western Option 01 and Western Option 02.

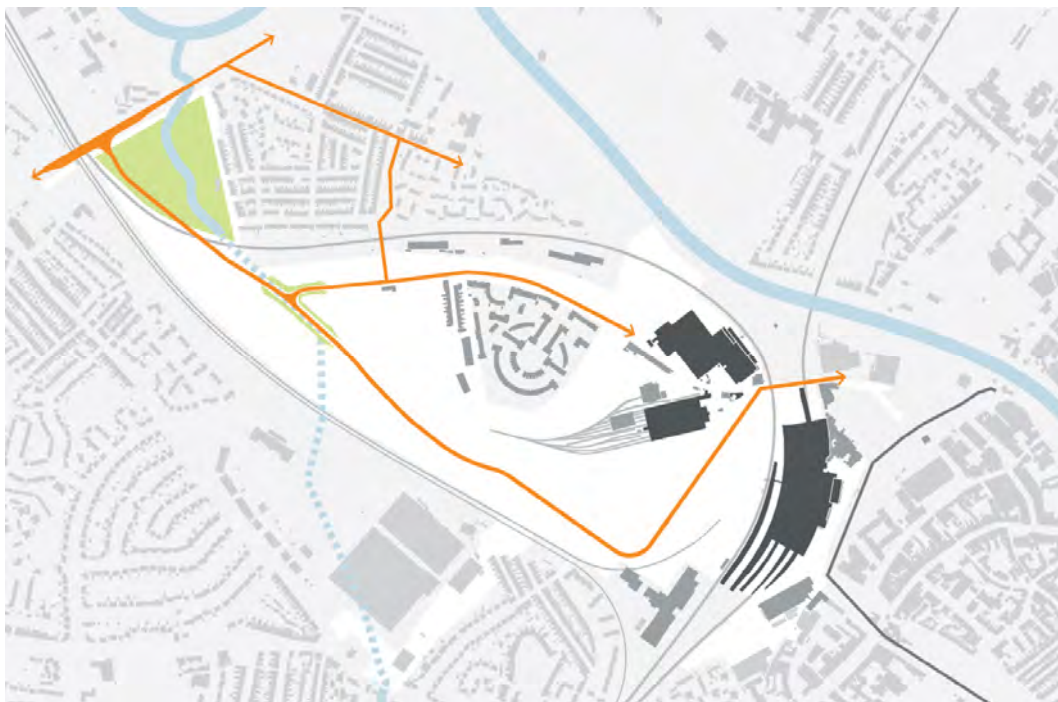


Figure 3: Access Option A1



Figure 4: Access Option A2

Option B: Poppleton Road (West) to York Central

Option B would connect into the site by passing over a large span of rail infrastructure comprising the Klondyke Sidings, FAL and York Yard South on the southern edge of the site and connecting to the A59 Poppleton Road. The connection to the A59 is via an area of open space (grassland) between residential properties on Damson Close/Hillary Garth and the existing Business Park accessed from Holgate Park Drive.

A pedestrian connection currently runs across the area of open space to the adjacent residential area. On the frontage of the open space lies a commemorative arch, which also includes a section of metal railway track under the arch. This was constructed as part of a 'Planning for Real' exercise associated with the development of the adjacent Business Park.

On the south side of the A59 lies an existing residential area, with accesses onto Grantham Drive (north-west of Option B) and Tisbury Road (directly opposite Option B).

An overview of Option B is shown below (the diagrams for all access options are included at Appendix A in large scale).

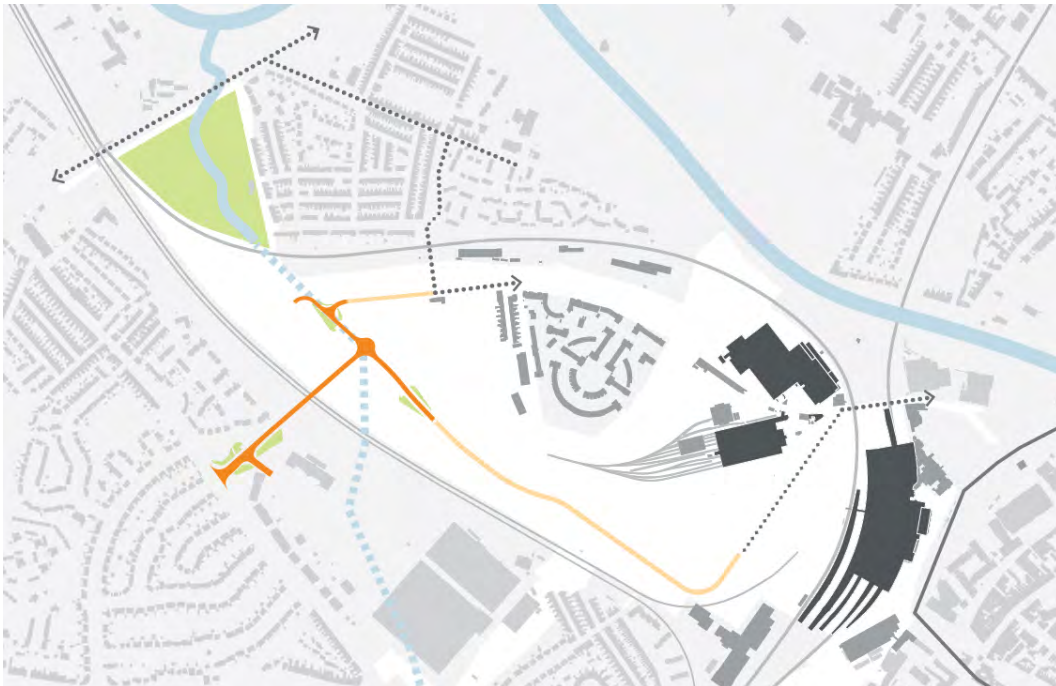


Figure 5: Access Option B

Option C: Holgate Business Park (Central) to York Central

Option C would include a new access taken directly from the existing Business Park access road at Holgate Park Drive. This option would require the creation of a new road connecting to the central roundabout on Holgate Park Drive and crossing the area to the west of Holgate Works.

The area to the west of Holgate Works is required by Network Rail to provide new railway infrastructure for access to the Holgate Works, and to house their relocated Maintenance Delivery Unit (MDU).

An overview of Option C is shown below (the diagrams for all access options are included at Appendix A in large scale).

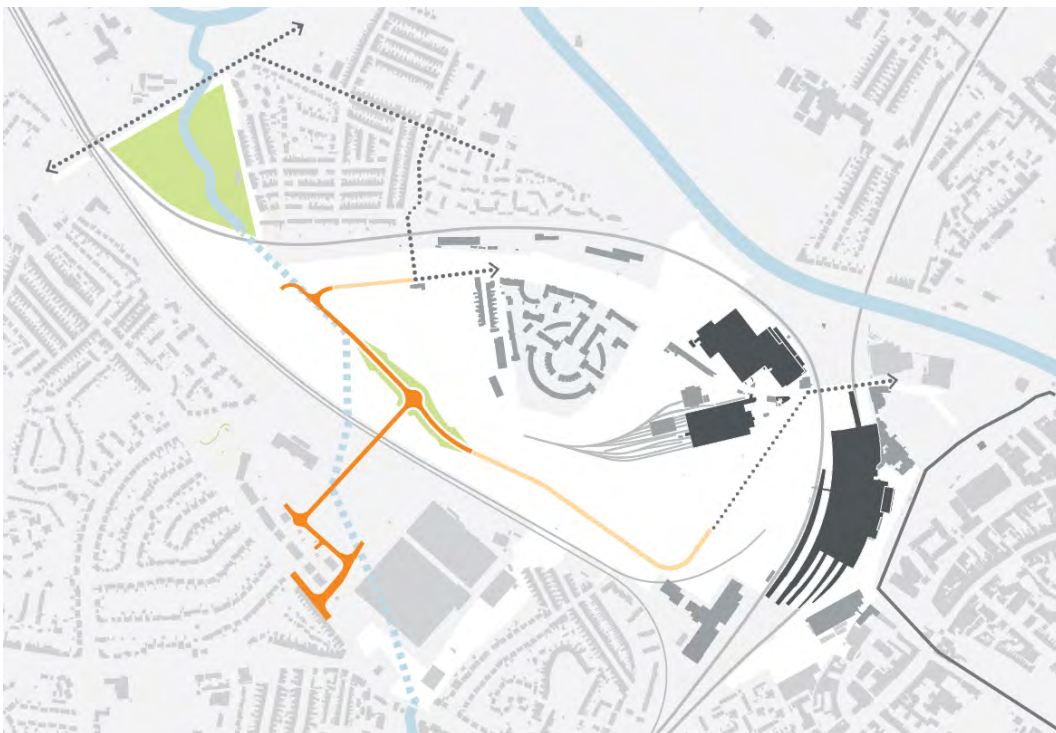


Figure 6: Access Option C

Option D: Holgate Business Park (East) to York Central

Option D would require the provision of an access on the eastern edge of Holgate Park Drive alongside the Holgate Works, and the provision of a new access (extending the existing spur at the end of Holgate Park Drive) onto the A59 Poppleton Road. This option would require a new access across the front of the existing Holgate Works.

South of the new access, and on the opposite side of the A59, lies an existing residential area.

An overview of Option D is shown below (the diagrams for all access options are included at Appendix A in large scale).

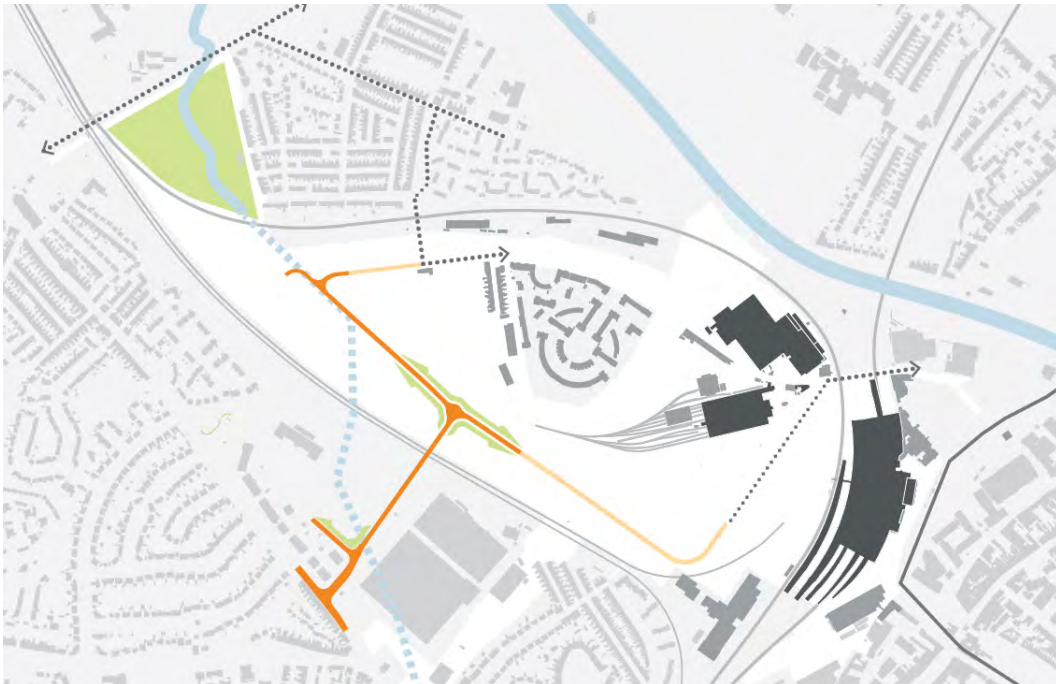


Figure 7: Access Option D

Option E: Poppleton Road (East) to York Central

Option E would create a new access from the A59 Poppleton Road, and run to the east of the Holgate Works. To the east of the new access lies an existing residential area, and a playground which would be lost in the provision of this option. York Bridge Club is located at the junction of Poppleton Road and Wilton Rise.

Residential areas exist on the southern edge of Poppleton Road, which also include the southern section off Chancery Rise where a residential care home, language school and hotel take access from the A59.

An overview of Option E is shown below (the diagrams for all access options are included at Appendix A in large scale).

This option is shown on the consultation boards as Southern Option.

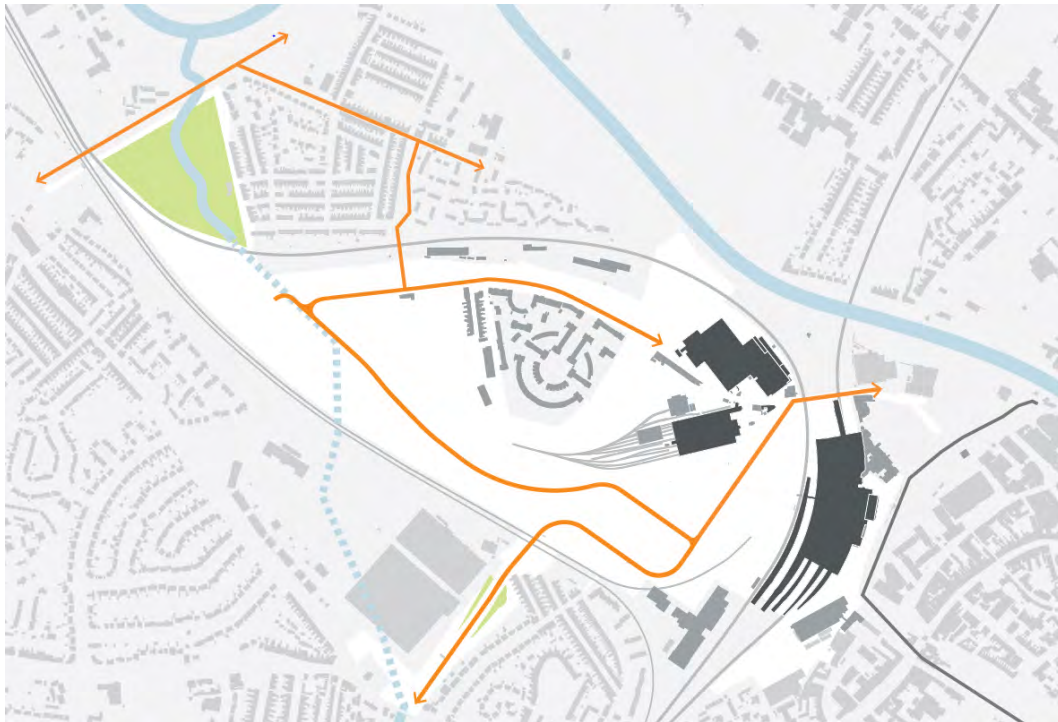


Figure 8: Access Option E

2.1 Shortlisting Process

Access into the York Central site needs to be achievable to deliver the re-development of the site. Managing this with ongoing operational rail requirements means that some of the access options are not achievable. In particular, York Yard South and the Holgate Works are key parts of the regional operational rail network. Holgate Works is to be expanded, to facilitate this new rail lines will be installed to the west of the existing building. The site will also accommodate a modern Maintenance Delivery Unit for Network Rail which will migrate from York Central. York Yard South is required for continued operational rail use until 2023 at the earliest, due to existing commitments to Rail Operating Companies.

The following access options are therefore not achievable for the following reasons:

Option B would require construction of a new bridge over York Yard South. It would result in significant complexity for construction and maintenance of the new Bridge and would constrain existing operational rail uses.

Option C entails a significant degree of complexity in relation to existing and proposed operational rail uses, and is constrained by Network Rail's proposed MDU facility.

Option D would entail the construction of a new bridge over the new rail infrastructure planned to access the Holgate Works. This would constrain the existing and planned operational rail uses and the future plans for improvements to Holgate Works.

3 Options Review

A further review has been undertaken for shortlisted options along a number of technical and environmental themes, and provides a factual account of the localised effects of the options. It is important to note that this further review is not based on the final development proposals for York Central (which are still under development).

Each shortlisted option has been considered in terms of constructability to provide the baseline information to inform the environmental review. A consistent quantum and delivery rate of development has been assumed to inform the options review. The final quantum and delivery rate will be confirmation in any future planning application.

The following section provides a **comparison** of the access options by constructability and by each environmental topic. It describes the differences between the shortlisted options in order to assist YCP in future decisions regarding the choice of access.

Due to the shortlisting process, the shortlisted options have been renamed on the consultation boards, as set out below.

- Option A1 has been named Western Option 01
- Option A2 has been named Western Option 02.
- Option E has been named Southern Option.

For the purposes of clarity in this report, subsequent chapters of this report use the same terminology as the consultation boards.

3.1 Constructability

In order to assess the constructability of each option, an initial design concept has been developed for each of the bridge options.

Option A1 (Western Option 01)

The preliminary design for Western Option 01 is described as follows:

- A new junction would be formed at Water End, at the existing Water End bridge.
- On the south western arm of the junction, to accommodate a right turn lane on the existing bridge, the cycleway and footway would need to be converted to carriageway. A new bridge over the East Coast Main Line, parallel to the existing, is therefore required to replace the cycleway and footway.
- On the north eastern arm of the junction, widening of the existing embankment adjacent to Millennium Green is proposed to accommodate a left turn lane.
- The access road would be constructed on a reinforced earth embankment to tie the road in with the Water End embankment, and to provide sufficient height to clear the East Coast Main Line tracks.
- A tied arch bridge (an example tie arch bridge is shown at figure 9 below) would be supported by a reinforced concrete abutment on the north side of the East Coast Main Line, and a reinforced concrete leaf pier on the south side. The approximate span of this bridge would be 80m, at a skew over the railway lines. The bridge deck will be approximately 8m in height.



Figure 9: Example Tied Arch Bridge

Option A2 (Western Option 02)

The preliminary design for Western Option 02 is described as follows main changes from the outline design from Western Option 01 are as follows:

- A new junction would be formed at Water End northeast away from the existing Water End Bridge and using an existing access point into Millennium Green. This is intended to avoid the need to widen the existing road bridge over the East Coast Main Line .
- A short (circa 40m) single span bridge would cross the East Coast Main Line at a reduced skew angle. This would be of composite multi-girder or ladder deck construction and could be pre-assembled and lifted in to place with a mobile crane.
- A second bridge span is assumed to be required across the culverted Holgate Beck.

Option E (Southern Option)

The preliminary design for the Southern Option is described as follows:

- A new junction would be formed at Holgate Road, adjacent to the current junction with Wilton Rise (The existing unadopted access to carriageworks facility would be stopped up).A bus priority lane would operate in an inbound direction to improve public transport access to the site and York Railway Station. This would be routed from Holgate Road past the rear of the Fox Inn, before joining the site access road.
- The southern section of the site access road (referred to here as ‘Wilton Rise’) would be constructed at grade and would be landscaped up to the land ownership boundary on either side of the road.
- Adjacent to the Holgate Works, a boundary fence or wall would be required to demarcate Network Rail’s boundary. An access junction is also proposed for occasional use by Network Rail.
- On the eastern side of the road, an earthwork embankment is proposed to increase road levels on the approach to the bridge. This continues across the end of Cleveland Street. A safety barrier would be required on this side of the road.
- Reinforced concrete bridge abutments would support a single 45m span bridge of composite multi-girder or ladder deck construction (an example single span bridge is shown in figure 10 below), complete with solid infill concrete parapets.



Figure 10: Example Single Span Bridge

3.1.1 Technical Complexity

In technical terms, Western Option 01 is the most complex of the options.

Construction access to widen the existing Water End bridge over the East Coast Main Line is constrained, both to the south alongside the existing primary school, and to install a central bridge pier between operational railway lines.

The proposed embankment is located in Flood Zone 2. The span and skew of the proposed tied arch bridge complicates both design and construction, requiring extensive temporary works within a constrained site area. Additional phases will be introduced into the construction process to allow the bridge to be slid into place from the northern embankment.

Western Option 02 is technically less complex than Western Option 01 given the reduced bridge span over the East Coast Main Line and the avoidance of works to the existing Water End bridge. The road alignment passes across Flood Zone 2 and Flood Zone 3, and mitigation measures and/or compensatory flood storage would be required to address flood risk issues.

Technically, the Southern Option is the least complex of the options to build, with a single span girder bridge envisaged that can be lifted in to place by crane. There is a reduced risk of experiencing poor ground conditions, and flood risk issues that can be readily mitigated. It will require the relocation of an electricity substation through a standard process with Northern Powergrid.

3.1.2 Impact on Operational Railways & Highway Network

Western Option 01 will require work above and adjacent to the East Coast Main Line, installation of a bridge pier between existing lines and works to re-align lines for the National Railway Museum (NRM)/.

Western Option 02 will require work above the East Coast Main Line, reconfiguration of existing sidings in York Yard South and works to re-align lines for the NRM.

The Southern Option does not require work above or in the vicinity of the East Coast Main Line or extended line possessions. Impacts on existing rail sidings, installation of piers between existing lines, and realignment of the NRM rail lines are not required to facilitate this option.

3.2 Transport and Highways Considerations

In order to assess the transport considerations arising from each of the access options, the strategic transport model developed by City of York Council has been used. To review the access impacts, an indicative quantum of development associated with the York Central development has been added to the model, and two scenarios have been modelled as follows:

- One scenario with an access from Water End, in the approximate position of Western Option 01, as this would provide sufficient information to assess both Western Option 01 and Western Option 02.
- One scenario with an access from Holgate Road, in the location of The Southern Option

In order to undertake this review, it has been assumed that there will be re-routing of a number of bus services to run through the York Central site, to provide a realistic scenario of traffic utilising the new access route to York Rail Station and the City Centre. This review has also considered what cycle and pedestrian connections could be provided as part of both accesses.

Modelling has been undertaken based on an interim development year and full build out to understand how the choice of access affects the strategic network functions when York Central is partially built (2021) and fully built out (2031).

3.2.1 Network Wide Modelling Results

The models were run utilising the indicative access points as set out above. It should be noted that the modelling did not introduce any highway mitigation (such as changes to signal timing and junction improvements) to reduce the impact of introducing new access points. Such mitigation would be introduced on an iterative basis as part of preparing a Transport Assessment to support a planning application.

The Western Option 01/02 scenario had a slightly higher impact on network wide delays in the AM and PM peak hours for both 2021 and 2031, compared to the Southern Option. Both scenarios had the same impact on total network travel distances in the AM and PM peak hours for both 2021 and 2031.

3.2.2 Pedestrian / Cycle Accessibility

The creation of a new access to the west of York Central (Western Option 01/02) will provide an additional pedestrian and cycle route adjacent to the new highway to the north west, connecting with Water End. The existing bridge over the railway at Wilton Rise will provide the only access between the York Central site and residential / commercial areas to the south of the rail lines. This existing bridge is stepped and therefore provides restricted pedestrian and cycle connectivity.

The Southern Option will provide a new route adjacent to the new highway to the south of the rail lines linking with Wilton Rise and A59 Holgate. This will provide

an improved pedestrian / cycle access from the existing stepped bridge to Wilton Rise and improve connectivity to all users. Pedestrian and cycle users travelling to the north of YC will use the existing Leeman Road underpass to Salisbury Terrace.

Overall, pedestrian and cycle connectivity will be improved irrespective of option choice.

3.3 Air Quality Considerations

3.3.1 Methodology

Based on the outcomes of the strategic transport modelling, the air quality impacts associated with the choice of access option have been modelled. This modelling has considered the main pollutants of concern from vehicle exhaust emissions, which are NO₂ (Nitrogen dioxide) and PM₁₀¹. This review was informed by the following approach:

- A review of the existing air quality conditions at, and in the vicinity of, the proposed development site; and
- An assessment of the potential changes in air quality arising from the operation of the proposed development and the different access options.

The study has looked at the difference between Western Options 01/02 and the Southern Option given the baseline transport data and predicted indicative pollutant concentrations (Access Western Option 01 was used as a representative indicator for both options A1 and Western Option 02). A number of receptors were identified at locations surrounding the site, to identify where effects of the proposed road options on air quality are potentially the greatest. The location of these receptors is shown in green on the figure below:

¹ PM10 particles are made up of a complex mixture of many different species including soot (carbon), sulphate particles, metals and inorganic salts such as sea salt. The particles vary in size and shape, up to 10 microns diameter.



Figure 11: Location of Receptors modelled for Air Quality Considerations

The air quality review has considered the impact of access options on air quality. The review is independent of the results of the wider York Central development, which would assess the impact of the whole development and any required air quality mitigation as part of the Environmental Impact Assessment which will accompany any subsequent planning application.

3.3.2 Considerations

The NO₂ indicative results show that access the Southern Option would result in higher concentrations at 35 (of 50) of the discrete receptors compared to the concentrations predicted in Option A. At 15 receptors, higher concentrations were predicted with Western Option 01/02. Therefore, the Southern Option predicts higher concentrations at a greater number of assessed receptors.

The PM₁₀ results show a similar trend to the NO₂ results, however overall a very limited impact for PM₁₀ was predicted at all receptors. Only receptors at the junction of Boroughbridge Road and Water End were predicted to have a slight adverse impact with Western Option 01/02 and only receptors at Vine Street was predicted to have a slight adverse impact with the Southern Option. All other receptors were predicted to have a negligible or slight beneficial impact for both options.

Overall, the comparative study found that Western Option 01 is considered the better option with regards to air quality impact.

3.4 Heritage Considerations

In considering the heritage aspects associated with the choice of access, there has been a focus on impacts on designated heritage assets and also the potential for buried heritage features. Many of these aspects will be influenced and considered as part of the overall planning application for the York Central site. The review has also been undertaken based on an indicative design and intended road layout, which will be subject to further design development prior to the submission of the application.

Therefore, this review purely considers the difference between the access options in terms of known heritage assets at this stage. It does not represent a full assessment of the York Central site and the meaning and significance which should be ascribed to relevant heritage features and the York Central site.

The baseline data used for this exercise has been drawn from a review of the available Historic Environment Record entries, retrieved in March 2017. This, together with the Audit of Heritage Assets² (which identifies both listed buildings, locally listed buildings and the sites of now demolished railway buildings that have been subject to excavation) and data retrieved from the National Heritage List England forms the basis for this review³.

This review considers impacts on those assets either directly in the route of the access options or in the immediate vicinity.

3.4.1 Archaeological Context

Western Option 01 and Western Option 02 run from the north-west of the site through an area associated with prehistoric activity as it lies on a causeway linking the Western Pennine foothills with the Eastern Chalk Uplands of the Yorkshire Wolds (a historic trade route). It is noted that the majority of archaeological finds come from the area on the south-west bank of the River Ouse, particularly the Holgate Beck which is a tributary that runs adjacent to Western Options 01/02. The low lying nature of this area and the presence of the Holgate Beck indicates that there is at least a moderate potential for sealed waterlogged deposits to be preserved in anoxic (oxygen free) conditions. These can preserve organic materials (such as wood and leather) and also potentially preserve deposits of peat which can be analysed to retrieve important pollen sequences which reveal climatic changes over long periods of time.

Western Option 01 and Western Option 02 run through the area where a Neolithic hoard find spot is recorded on the York City HER (MYO3890) immediately to the east of the location proposed bridge. This record relates to the discovery of an important cache of Neolithic implements known as ‘the York Hoard’. It is described in the HER thus:

“A group of Neolithic flint tools and weapons was found in York in 1868. The group was discovered during the construction of the North East

² York Central: Audit of Heritage Assets (Fawcett et al 2013)

³ <https://historicengland.org.uk/listing/the-list/>

Railway gasworks in 1868.

The assemblage consists of axes, one of which is a polished Greenstone and at least six more are polished flint. With these axes were found three arrowheads, nine ovoid spearheads, three scrapers, eleven blades and flakes and two worked points, all of flint. RCHME report that "at least forty-three implements were found in a compact group deep in the gravel terrace near the junction of Holgate Beck and the Ouse. The regular, sharp flakes and blades, and unused appearance of the finished blades suggests a merchant's hoard, whilst the inclusion of a barb and tang arrowhead could imply a late Neolithic-early Bronze Age context".⁴

Within the site, where the new bridge for the Southern Option crosses the existing rail lines, and anywhere along the line of the new roads within the site there is an unknown potential for Roman era burials to be preserved. There are three known Roman cemeteries which have been identified across the eastern side of the site. There is therefore an unknown but moderately high possibility that ground disturbing work associated with the construction of a new access road in this area could uncover Roman burials or cremations.

3.4.2 Designated and Un-designated Heritage Assets

None of the Access Options Western Options 01/02 nor the Southern Option are considered to have a large adverse impact on existing designated heritage assets in their own right, with impacts (predominantly slight adverse in nature) being capable of being satisfactorily mitigated.

It should be noted that the heritage overview of the access options has been prepared without consideration of the associated impact of the York Central development on the setting and value associated with those assets. Without the wider consideration of the full development, the mitigation which could be used to reduce any adverse impacts is difficult to quantify. Therefore the review focuses on the unmitigated impacts which could arise on designated and un-designated heritage assets.

⁴ Monograph: 1972. RCHME City of York Volume III South-west of the Ouse. Pp xxxvii-xxxix.

3.5 Townscape Considerations

In order to assess the impact of the access option on existing townscape features and views, a number of views and locations have been considered on the edge of the York Central site. At this stage, in order to assess the differences between the two access locations, this review has been undertaken independent of the wider York Central development; which would be likely to create change in terms of immediate views but also generate new views through the opening up of the York Central site. The townscape considerations have therefore included both the immediate visual appearance of the new bridge structure and also the wider townscape views surrounding the site.

3.5.1 Visual Considerations

The proposed new access bridge in Western Option 01 would result in the introduction of a large new feature that would not be uncharacteristic of the adjoining Water End road bridge. The arch of the proposed bridge would change the character of the skyline locally though it is not anticipated to be a prominent feature within the wider townscape. A large arch bridge would be required for Western Option 01 as compared to Western Option 02 (which is a single span bridge with parapets) due to the required span over the East Coast Main Line.

The access road may result in a localised impact upon levels of tranquillity due to movement of traffic along this new road, particularly at the Millennium Green. However, the Millennium Green and the surrounding area already experience existing moderate levels of disturbance due to the railway and traffic on the A59 Poppleton Road and Water End.

The Southern Option involves a new signalised junction access from the A59 Poppleton Road to the west of Wilton Rise. In addition, it is proposed that a new bus lane and an existing cycle path will be upgraded that will pass behind the Fox Inn public house. The proposed new junction will result in the loss of mature trees to the west within the open space. The proposed new access road would pass to the north of Cleveland Street and Upper St Paul's Terrace across the existing play area from east to west. There would be an earth retaining wall to the north of Cleveland Street, transitioning to an embankment through the existing play area. Due to the undulating nature of the existing play area, the height of the proposed new road fluctuates in relation to existing ground levels. The play area and community garden would be lost for the construction of the Southern Option.

3.5.2 Viewpoint Considerations

A series of viewpoints have been identified to represent views towards the proposed access routes. These views are shown in the figure below.

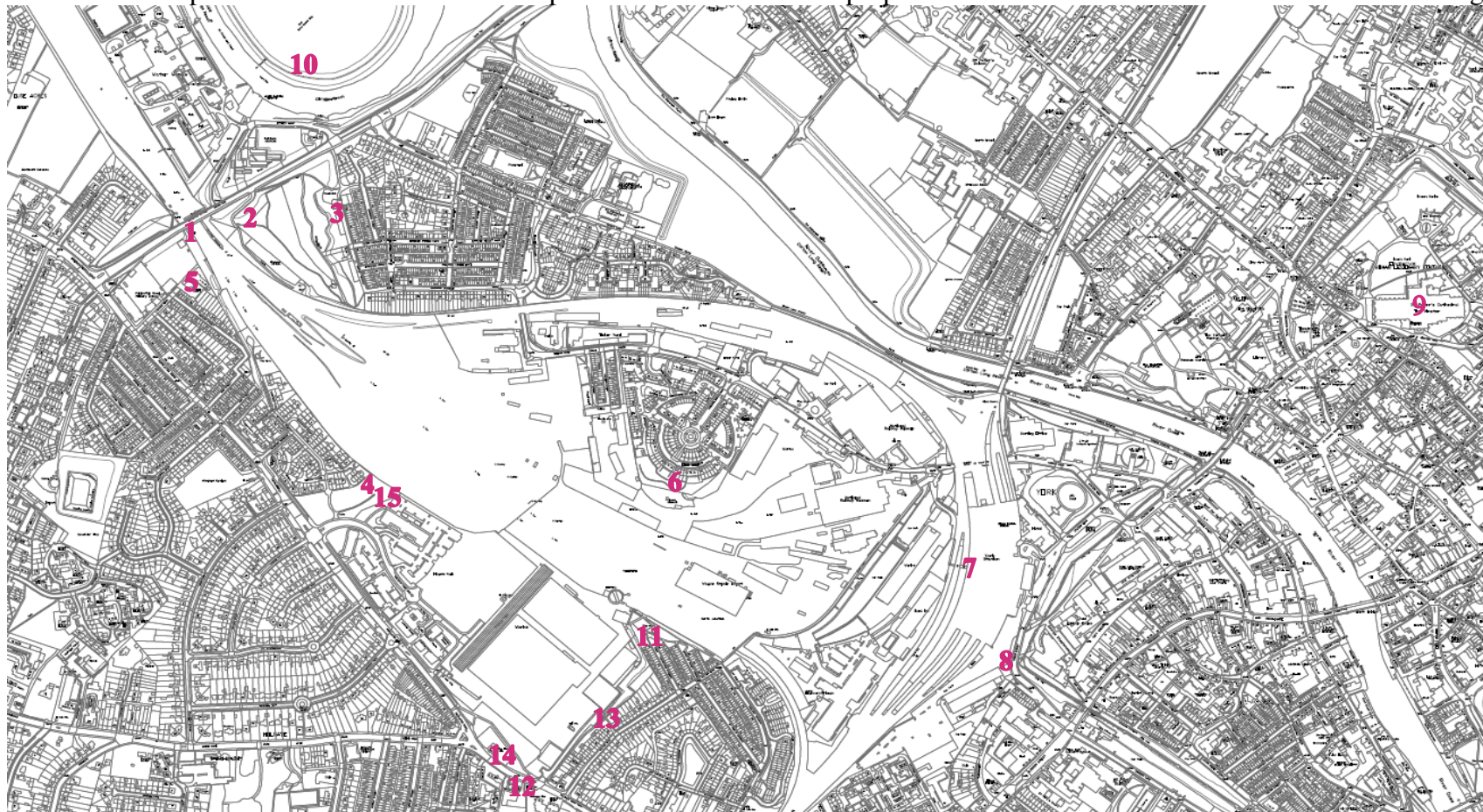


Figure 12: Viewpoint Locations

Viewpoint 1: Water End Bridge

This viewpoint has been taken to represent views from road users on Water End road. It is also representative of Key View 10 in the York Central Historic Core Conservation Area Appraisal as a key view of York Minster. The appraisal states:

*'This is an elevated panorama focused on the Minster, from a road bridge over the railway to the north west of the cathedral. A combination of the low bridge parapet and the lightweight fences either side, together with the extensive clearing and levelling the foreground for the railway, means that this is one of the most expansive panoramas of the historic core from within the city. It demonstrates the unrivalled pre-eminence of the Minster in the city centre townscape. However, the extent of railway tracks and sidings limits the quality of the foreground.'*⁵

The proposed new junction on Water End road (Western Option 01/02) would be visible in the foreground of the view, including a signalised junction and new cycle lanes. The access route would run perpendicular to Water End, comprising a viaduct that would be at grade to the road and would cross in front of Millennium Green.

The Southern Option, along with the loss of boundary trees within the play area would be visible in the background of the view. However, the change to the view would be minor in nature due to the distance and the extent of railway infrastructure that intervenes within the view. The proposed bridge would not interfere with views of the Minster from Key View 10.

⁵York Central Historic Core Conservation Area Appraisal Part One,

Viewpoint 2: Millennium Green



The Millennium Green is at a similar elevation to the railway lines that bound the western edge of the park, as such views of the railway are predominantly screened by intervening vegetation. The photograph represents a rare glimpsed view of the railway, in proximity to the Water End bridge.

It is anticipated that views of the proposed access route (Western Option 01/02) would be mostly screened from within the Millennium Green, due to large areas of trees on the western boundary of the space and those lining the Holgate Beck. The arch of the bridge would be visible from some locations through and above intervening vegetation, particularly from the elevated locations on the eastern edge of the Millennium Green.

The construction of the proposed embankments and retaining walls may require the removal of trees on the western boundary of the site, resulting in views from within the Green extending further and increasing the extent of visual change.

This viewpoint would not be affected by the Southern Option.

Viewpoint 3: Views to the west from Garnet Terrace/ Bismark Street

The viewpoint represents views from residents of Garnet Terrace. The photograph was taken in front of properties to the north of Garnet Terrace who are located at a slightly elevated location within the Leeman Road area. This viewpoint is relevant for Western Option 01 and Western Option 02.

The trees and scrub within the Millennium Green, will mostly screen views of the proposed access viaduct and bridge, though the arch of the bridge will be partially visible above the canopy line. Views from upper floor windows, particularly from the more elevated residences to the north of Garnet Terrace, will extend further and will experience a greater degree of visual change.

This viewpoint would not be affected by the Southern Option.

Viewpoint 4: Holgate Park

This viewpoint represents views of users of the Holgate Park and also of nearby residences to the north with views towards Water End road. Western Option 01 and Western Option 02 would be visible from this elevated location, from the new junction at Water End road in the background of the view to the section of the road that comes to grade with the site.

This viewpoint would not be affected by the Southern Option.

Viewpoint 5: Seldon Road/ Poplar Street

This viewpoint represents views from residences within the Seldon Road/Poplar Street residential area, located to the east of the A59 Poppleton Road and the west of the railway lines. Western Option 01 and Western Option 02 would be visible in the mid-ground of the view from the upper storey of residences; however vegetation would screen views from lower levels. Views from the school would be of a similar orientation though the proposed new access would be visible across the view to the east, due to more open views, particularly from the play area to the west of the school.

This viewpoint would not be affected by the Southern Option.

Viewpoint 6: Bishopsfield Drive

This viewpoint represents views from residences within the Bishopfields Drive housing development within the centre of the York Central site. The development is generally inward facing and residences front on to internal roads. The photograph has been taken from the Green to the south of the development, views are completely screened by boundary planting. There would be no change to this viewpoint as a result of Western Option 01, Western Option 02 or the Southern Option.

Viewpoint 7: Railway station

This viewpoint represents views experienced by people at York Railway Station. The photograph has been taken from an elevated location at the top of the stairs which provides access from the back of the station to the National Railway Museum and Leeman Road. There would be no perceptible change to this viewpoint as a result of Western Option 01 or Western Option 02.

The Southern Option would be predominantly screened by the intervening building to the back of the station. Views from the car park and from platforms to the south would be screened by intervening buildings.

Viewpoint 8: City Walls



This viewpoint represents views from people walking along the historic city walls, near York Railway Station. Western Option 01 or Western Option 02 would be barely perceptible within the background of the view, partially screened by trees. The arch of the bridge would be visible and may partially extend above the horizon of the view, but would not be incongruous within this longer distance view that is predominantly focused on the railway station within the foreground and mid-ground.

This viewpoint would not be affected by the Southern Option.

Viewpoint 9: Views to the south-west from The Minster

This viewpoint is taken from the central tower of York Minster and represents views from tourists whose attention is focussed on the landscape. Access Western Option 01 or Western Option 02 road would be barely perceptible within this long distance and elevated view. It would be mostly screened by trees within the Museum Gardens in the mid-ground and intervening buildings such as built form within the Leeman Road area. The arch of the bridge would be perceptible but would form a small feature within a wide and open panoramic view.

This viewpoint would not be affected by the Southern Option.

Viewpoint 10: Clifton Ings



This viewpoint represents views from walkers and recreational users of Clifton Ings. The photograph is taken from a footpath located on the elevated bank of the River Ouse, the trees that line the River Ouse screen the majority of views to the opposite river side, towards the city.

Western Option 01 or Western Option 02 would be predominantly screened by trees and vegetation that line the River Ouse, there may be glimpsed views of the deck and parapet and the movement of traffic through winter trees from the elevated bank of the river, though this would be viewed in combination with the frequent passing of traffic along Water End.

This viewpoint would not be affected by the Southern Option.

Viewpoint 11: Cleveland Street and Upper St Paul's Terrace

This viewpoint represent views from residents located on Cleveland Street and Upper St Pauls Terrace. The terraced streets are orientated in a north west to south east alignment, windows of properties on the streets face towards the road. As such, the views from these properties are of properties on the opposite side of the street. However oblique views from windows of properties located to the northern end of the streets will extend to the Upper St Paul Terrace play area and to the trees and boundary fencing and walls that define its boundary. The northern gable end of the buildings on these street do not have windows (aside from a small window on the end dwelling of Cleveland Street) as such there are limited direct views across the play area from these properties. There are however, views along the roads and from the parking areas at the northern end of each street.

This viewpoint would not be affected by Western Option 01 or Western Option 02.

From Cleveland Street, oblique views from windows and views north- west along the street of the existing play area will be replaced by views of the Southern Option on a reinforced retaining wall up to 3 metres in height. From Upper St Paul's Terrace, oblique views from windows and views north- west along the street of the existing play area will be replaced by a grass embankment of up to 6-8 metres in height.

Viewpoint 12: A59 Holgate Road

This viewpoint represents views from properties on the southern side of the A59 Poppleton Road/ Holgate Road within the St Paul Square/ Holgate Road Conservation Area. The properties to the south of the A59 are generally well set back from the road, with driveways and gardens facing the road.

This viewpoint would not be affected by Western Option 01 or Western Option 02.

The Southern Option relates to this viewpoint. Views of the proposed junction from the residences would be partially screened by trees within front gardens. However, it is assumed that views would extend to the proposed signalised junction, and that the demolition of the Carriage Works Mess House and the removal of trees within the open space will be noticeable.

The addition of the junction into the view would not be uncharacteristic of views of the A59, though the removal of trees and the demolition of the Mess House would result in the loss of existing features that are key characteristics within views from these properties.

Viewpoint 13: Back of Wilton Rise

This viewpoint represents views from the backs of properties on Wilton Rise. The photograph is taken from a small road that provides access to the back of approximately eight properties. The backs of these houses on Wilton Rise have views to the north east, across the route of the proposed access road. A high brick wall and wooden fencing defines the transition from the road to the Carriage Works site.

This viewpoint would not be affected by Western Option 01 or Western Option 02.

Views of the Southern Option road from ground floor windows would be screened by the wall and fencing that defines the boundary between the access road and the Carriage Works site. However, due to the slight elevation of the houses in this location, views from upper floor windows will extend to the proposed access road.

Viewpoint 14: The Fox Inn

This viewpoint represents views from the Grade II Listed Fox Inn, located on the A59 Poppleton Road/ Holgate Road. The photographs are taken from the A59 in proximity to the frontage of the Fox Inn, looking towards the proposed site of the junction and the second is taken from the open space to the east beyond the boundary of the pub.

The frontage of the pub looks out across the A59 and views from the remaining aspects tend to be predominantly screened by trees on the boundary of the pub.

Some glimpsed views of the open space and cycle lane that wrap around the back of the pub will be available within views from the beer garden and car park.

This viewpoint would not be affected by Western Option 01 or Western Option 02.

Due to these boundary trees, views of the Southern Option and junction will mostly be screened from the pub. However, the proposed bus lane and loss of mature trees within the open space would be a noticeable change to the view from the external areas of the pub.

Viewpoint 15: Holgate Park



This view represents views of users of Holgate Park and of nearby residences to the north of the park.

This viewpoint would not be affected by Western Option 01 or Western Option 02.

Views from the elevated park would extend to the Southern Option. Vegetation within the foreground of the view partially screens views, even from this moderately open and elevated location, along with the railway infrastructure that dominates the mid-ground the proposed access road and bridge would be barely perceptible.

3.6 Noise Considerations

3.6.1 Overview

The noise review undertaken has considered the potential noise impacts associated with the shortlisted access options. Road traffic noise from the access option has been predicted and existing baseline noise has been measured. The existing noise environment has been surveyed close to the Water Lane End access points (Western Option 01 and Western Option 02) and Holgate Road access (the Southern Option). The figure below identifies the location of background noise measurements to inform the review:



Figure 13: Noise survey measurement locations

The noise review has considered the impact of access options on air quality. The review is independent of the results of the wider York Central development, which would assess the impact of the whole development and any required noise mitigation as part of the Environmental Impact Assessment which will accompany any subsequent planning application.

The potential noise impacts associated with each access road option have been considered in relation to the:

- Alignment relative to surrounding noise sensitive receivers (NSRs);
- Proximity of the NSRs;
- Number of NSRs potentially affected;
- Likely existing noise levels in relation to the introduced noise (i.e. impact);
and
- Likely proportionate traffic change on existing, connecting roads.

3.6.2 Noise Considerations

The relative performance of the three options has been considered quantitatively. Both locations exhibit a similar density of housing albeit at differing distances from the proposed new access road.

In relation to Western Option 01/02 the review indicates the proposed new access option has a negligible noise impact upon existing nearby noise sensitive receivers. Option 02 would move the new access route further north and significantly closer to existing residential properties, such that acoustic treatment may be required on the northern side of the bridge. This would be confirmed through detailed modelling and mitigation design to accompany the Environmental Impact Assessment for any future scheme.

The Southern Option results in the greatest noise impact at nearby receptors because of the proximity of the access road to the residential properties and partially because of the elevation of it above ground.

3.7 Ecology

3.7.1 Methodology

A Preliminary Ecological Appraisal of the locations of the shortlisted access options has been undertaken. The review at this stage, purely considers ecological designations, habitats and species which are likely to be directly affected by the construction of the access options. It does not consider mitigation which may be required to mitigate any impacts on these ecological features, as this will form part of the Ecological Impact Appraisal in the EIA for the planning application.

3.7.2 Ecological Considerations

Designations

Western Option 01/02 is likely to have a direct effect on the non-statutory site Millennium Green Site of Interest for Nature Conservation (SINC) which lies adjacent to the proposed access route. There is also the potential that the access route will require land take within the designated site for storing construction equipment during the construction phase. Western Option 01/02 also has the potential to indirectly affect Clifton Ings and Rawcliffe Meadows Site of Special Scientific Interest and the River Ouse SINC through increased visual, noise and light disturbance during the construction phase.

It is not anticipated that the Southern Option would have any direct or indirect effects on designated sites.

Habitats

Both Western Options 01/02 and the Southern Option may affect similar habitat compositions; hardstanding, ephemeral vegetation, broadleaf woodland plus areas of semi-improved grassland within Western Option 01/02.

Invasive Plant Species & Species

Three species of invasive plant species were identified within the proximity of Western Option 01/02. One species of invasive plant species was identified within the proximity of the Southern Option.

Bats: Five buildings and one bridge were identified to have bat roost suitability within close proximity of Western Option 01/02. Seven buildings were identified to have bat roost suitability within close proximity of the Southern Option.

Badger: Western Option 01/02 runs directly adjacent to a disused mammal burrow. The nearest identified mammal burrow to the Southern Option is approximately 200m.

Water vole: Holgate Beck runs within Millennium Green which may be affected by Western Option 01/02. There are no water courses with water vole potential that will be affected by the Southern Option.

Black redstart and breeding birds: Both Western Option 01/02 and the Southern Option will require removal of suitable foraging, song post and nesting habitat for

black redstart. Additionally, suitable habitat for common nesting birds is likely to be removed.

Invertebrates: Both Western Option 01/02 and the Southern Option will require removal of suitable habitat for invertebrates.

3.8 Flood Risk Considerations

3.8.1 Methodology

In order to understand flood risk considerations associated with the shortlisted access options, the Environment Agency Flood Risk Zones have been consulted to inform the level of flood risk which applies to the access options from Water End (Western Options 01 and 02) and Holgate Road (the Southern Option). This background information has therefore been assessed in terms of how this would affect the final design of the access options.

An review of the flood risk associated with the development (including the access) and any necessary mitigation would be considered as part of the planning application for the overall development. Therefore, this access options summary, principally considers the flood risk zone in which the access options are located.

3.8.2 Flood Risk Considerations

An extract from the Environment Agency Flood Risk Map is shown below:

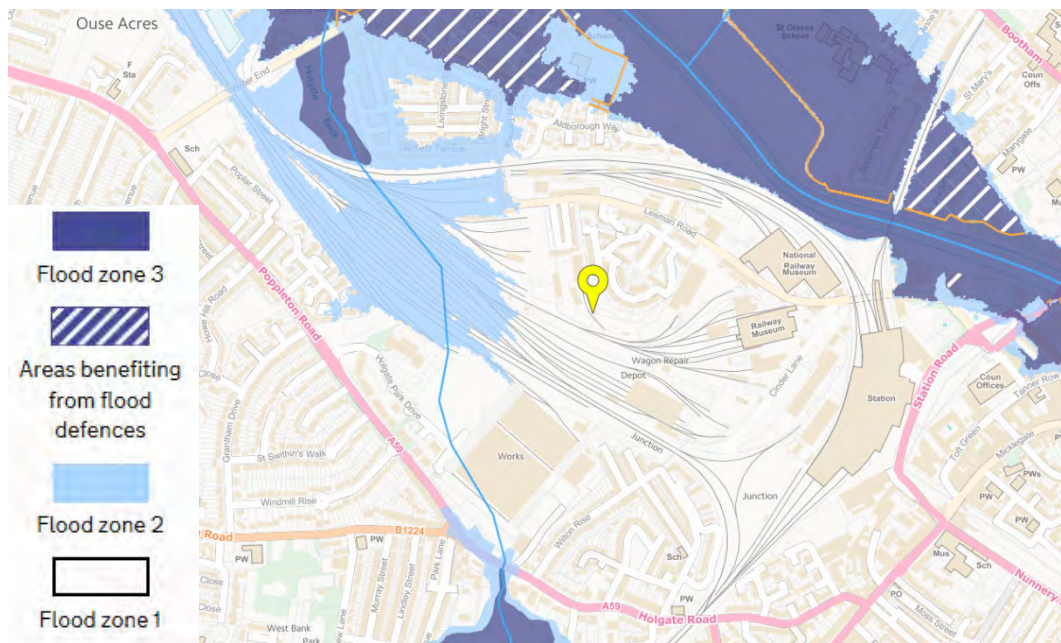


Figure 14: Extract from Environment Agency Flood Risk Map

Of the shortlisted options, the Southern Option has least impact on flood risk as it is principally located within Flood Risk Zone 1.

Proposed surface level changes resulting from the provision of a new road junction are likely to be minimal and as such have negligible impact on flood risk. The remainder of the road corridor for the Southern Option is located in Flood Zone 1.

4 Summary

4.1 Summary

This report has provided a comparative review of the various access options assessed in relation to the redevelopment of the York Central site. This has included an environmental review of the potential impacts at all of the shortlisted options. This review has only assessed the issues associated with the access options and has not identified mitigation to reduce the impacts. Once an access route is chosen, the design of the access will be developed, including any necessary mitigation. This will be reported in the Environmental Impact Assessment which will accompany a future planning application.

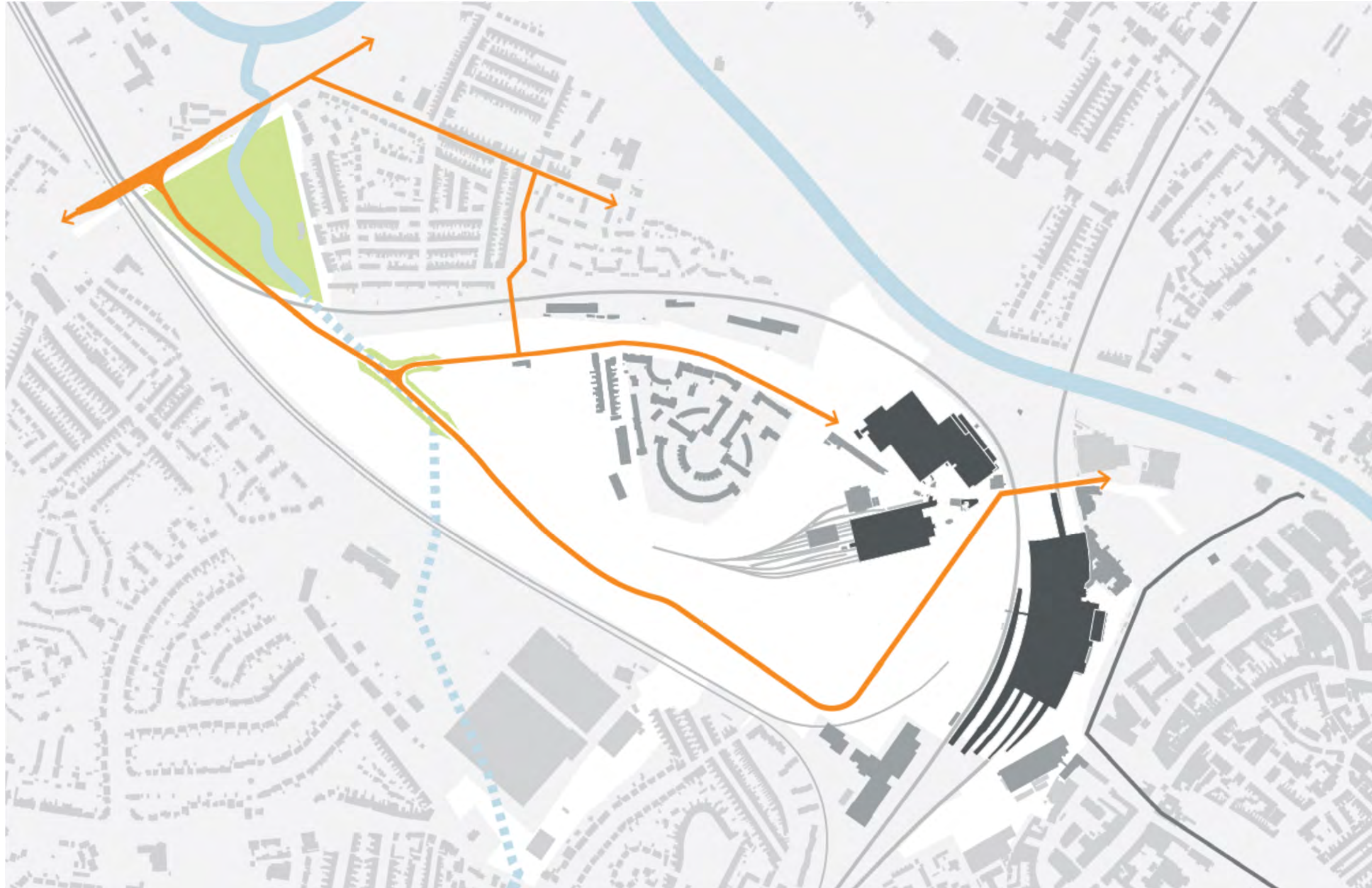
4.2 Next Steps

Public consultation on the access options will be undertaken in August/September 2017 to inform the choice of access. After the consultation, YCP will look at all impacts and make a decision on the choice of access to progress. Further consultation on the masterplan is planned to take place later in 2017. It is envisaged a planning application will then follow in Spring 2018.

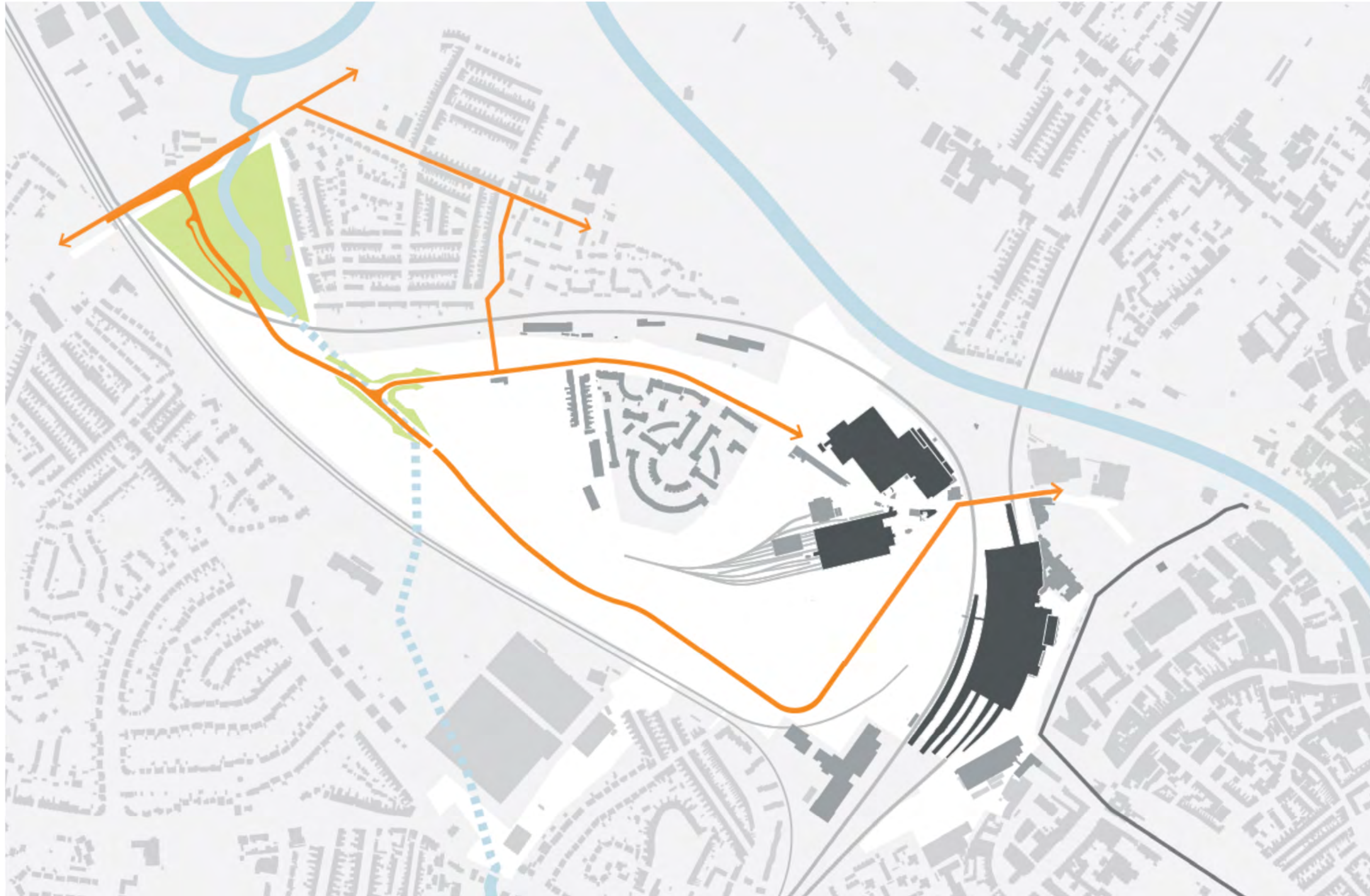
Appendix A

Access Option Diagrams

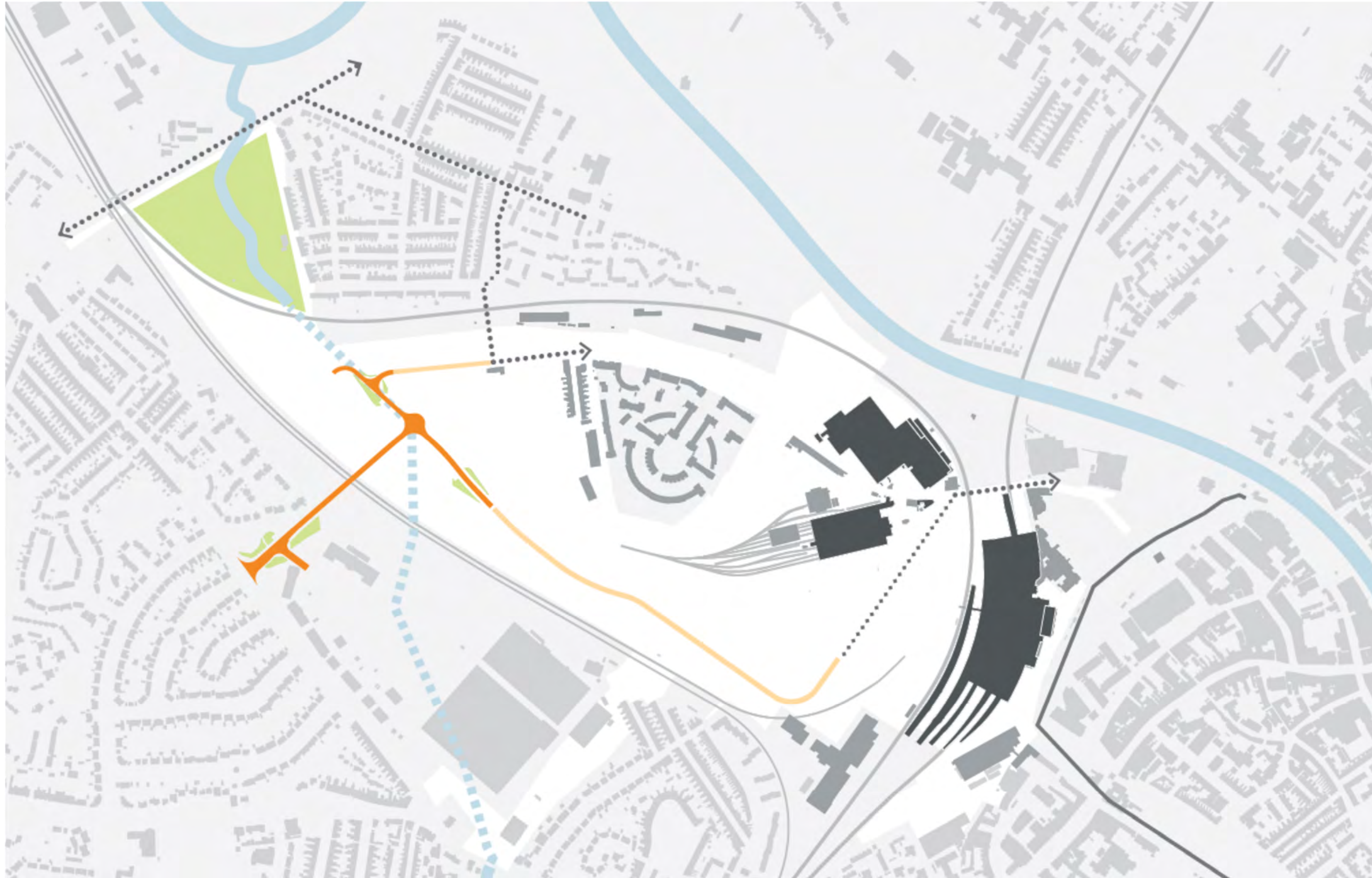
Access Option A1 (Western Option 01)



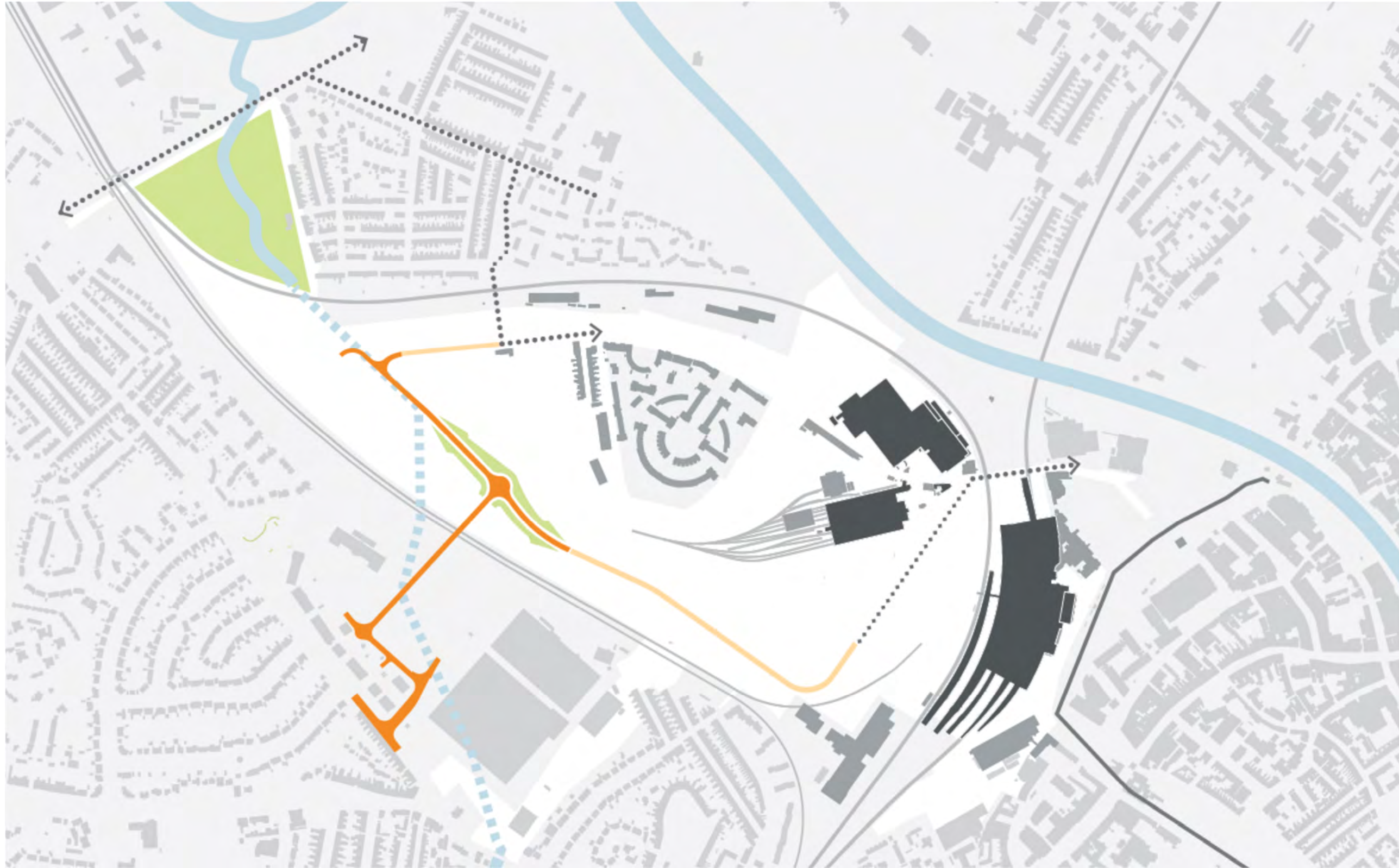
Access Option A2 (Western Option 02)



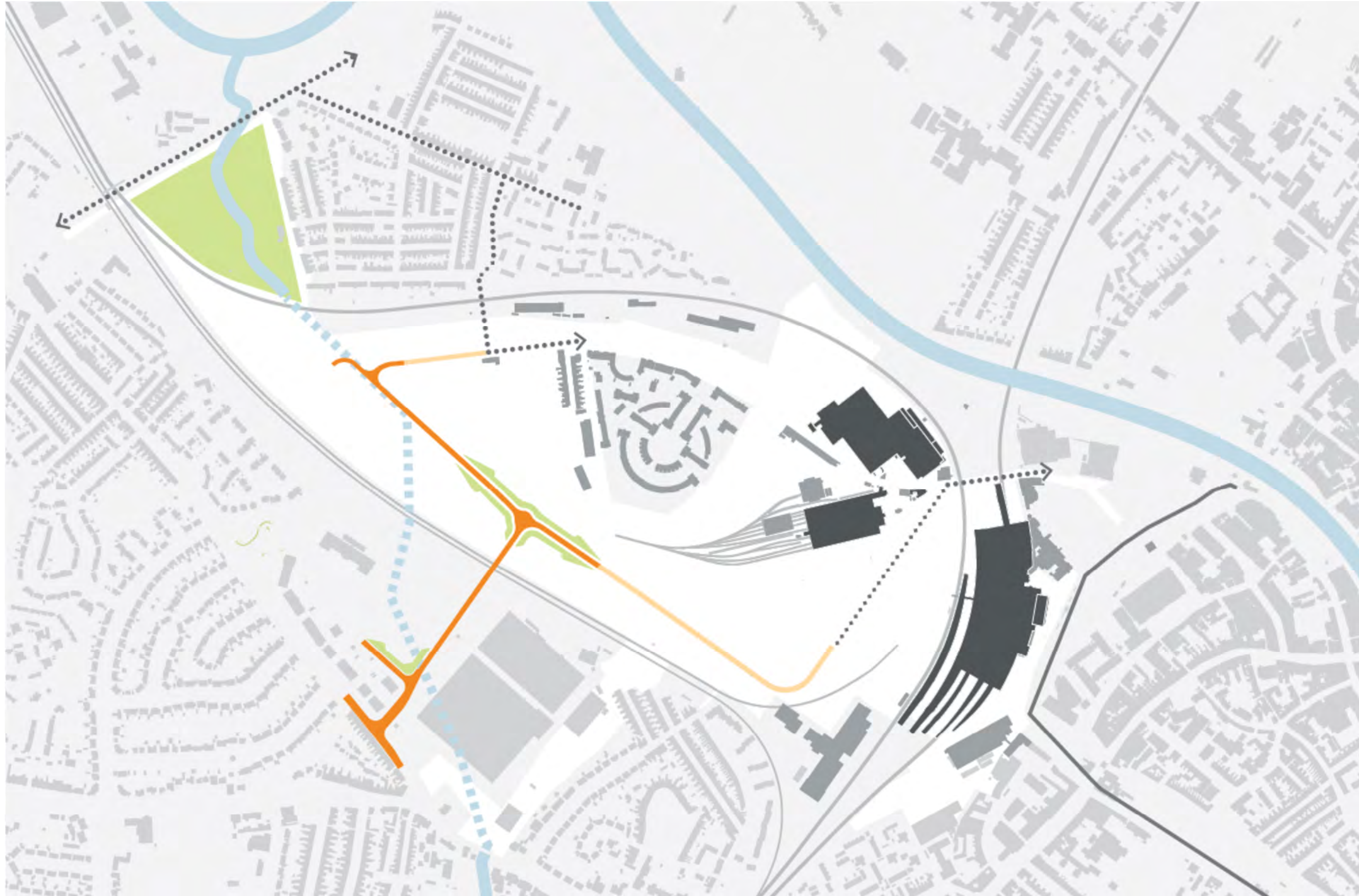
Access Option B



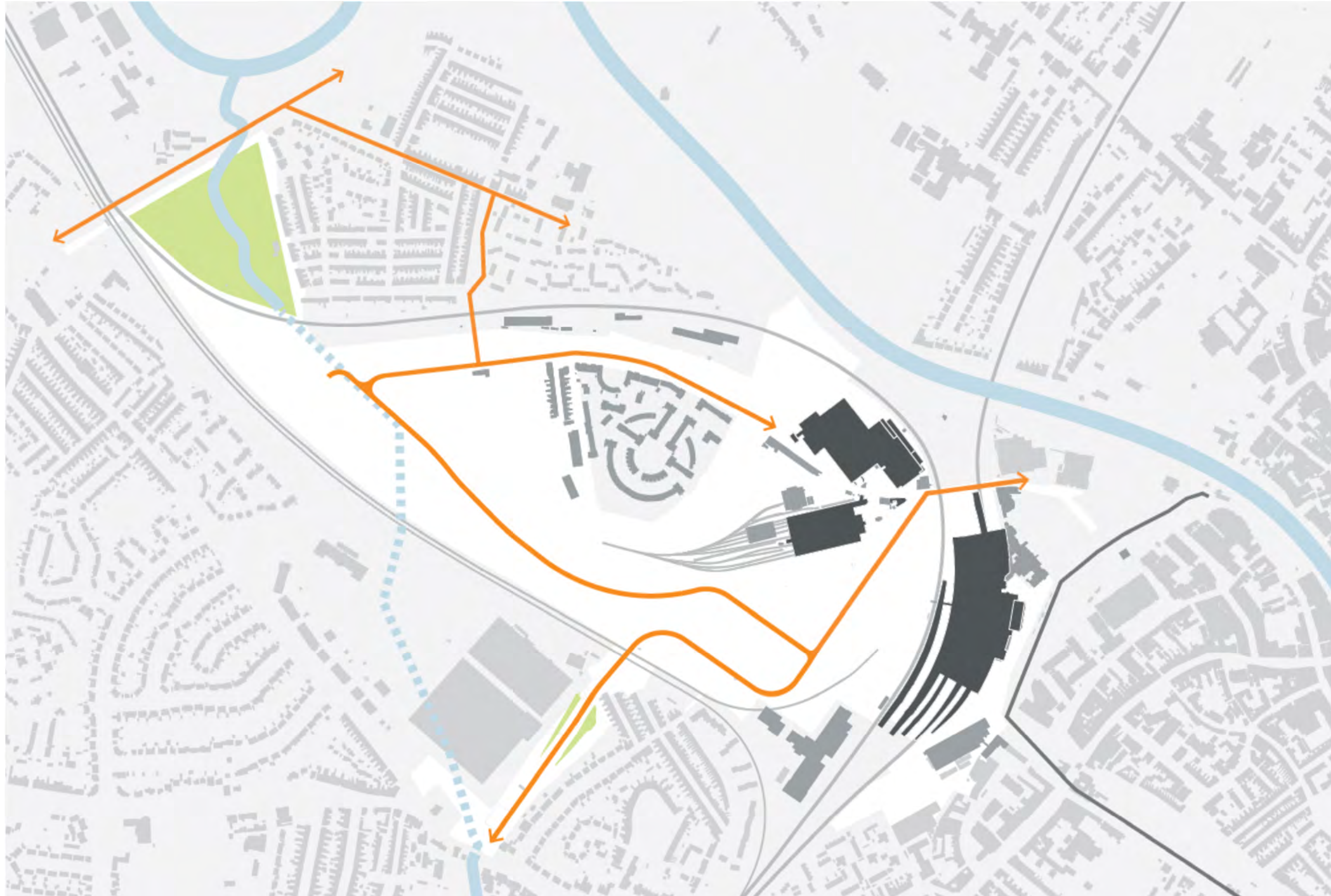
Access Option C



Access Option D



Access Option E (Southern Option)



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York Central Partnership
York Central Access Options
Consultation Report

Issue 1 October 2017

This report takes into account the particular instructions and requirements of our client.

It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

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Appendices

Appendix A

Public Consultation Publicity & Consultation Boards

Appendix B

Question 2 Priority Graphs Breakdown

Appendix C

Question 3 Coding Analysis

Appendix D

Alternative Access Design Solutions (Free-text Responses)

Appendix E

Anecdotal Comments on Use of Existing Spaces (Free-text Responses)

1 Introduction

1.1 Overview of York Central

York Central represents a unique opportunity to create a vibrant new part of the City, with a new business district and a major housing development in the heart of York. This will enable the City of York to grow and deliver economic benefits for both the City and the wider City Region.

The York Central site encompasses all of the land to the west of York Railway Station, located between the East Coast Main Line, York Railway station and the Freight Avoiding Lines ('FAL'). Owing to the alignment of the East Coast Main Line and the FAL, the site is commonly referred to as the "Teardrop".



Figure 1: Aerial Image of the York Central Site

1.2 Context for this Report

This report has been prepared by Ove Arup and Partners ('Arup') on behalf of the York Central Partnership ('YCP'). YCP is a collaboration between Network Rail (NR), the National Railway Museum (NRM), the Homes and Communities Agency (HCA) and City of York Council (CYC).

In November 2016, CYC Executive considered a report which set out proposals to fund the access route to the York Central site using the West Yorkshire Transport Fund (WYTF) and to undertake further consultation on the route of the proposed new access to the site. Members resolved to undertake further consultation on the access route for York Central as part of a future York Central planning strategy, with particular regard being given to residents most directly affected.

Between 23 August 2017 and 13 September 2017, YCP undertook public consultation in relation to the provision of a new vehicular access route into the York Central site. Further description regarding these public consultation events is set out in Section 2 of this report. In addition to the consultation events, YCP hosted information on a website (www.yorkcentral.info), including a copy of the consultation material and online questionnaire.

This report provides analysis of the consultation responses received prior to 18 September 2017 (to allow for postal responses posted prior to the 13 September 2017). Since the closure of the consultation period, three additional responses have been received. These have not been included in the analysis but have been provided to YCP separately.

The consultation sought to understand the views of the community on the impact of each access option. This report presents an analysis of the consultation responses received.

This report is one of the elements informing YCP's decision making in relation to the choice of access option to be included as part of a future planning application. The report does not recommend a choice of access option.

1.3 Description of Access Options

This report analyses consultation responses in relation to the creation of a new vehicular access to the York Central site. The consultation material set out three potential access options to the site. This section describes the access options presented at the consultation.

Western Option 01

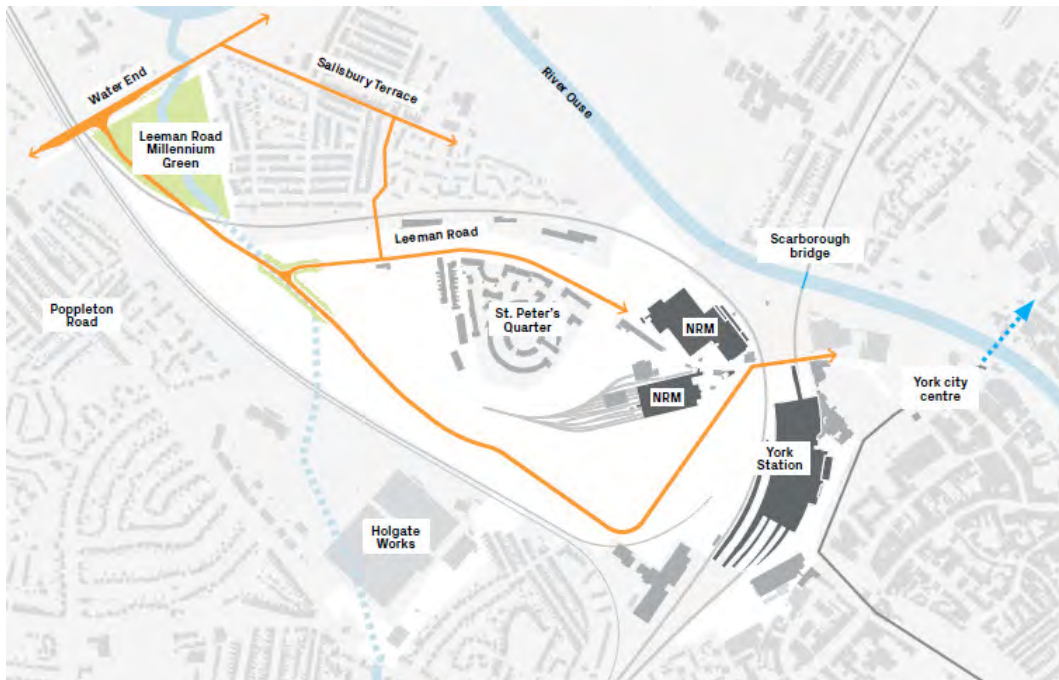


Figure 2: Western Option 01 (Source: Access Options Consultation Boards)

Western Option 01 comprises the creation of a new access from Water End to the west of the site. The access would connect to Water End, adjacent to the existing Water End road bridge over the East Coast Main Line. Western Option 01 would include alterations to the existing rail bridge on Water End and would require a tied-arch bridge (of approximately 80m span) to be constructed within the site to meet the required clearances over the rail lines and Holgate Beck.

Western Option 02

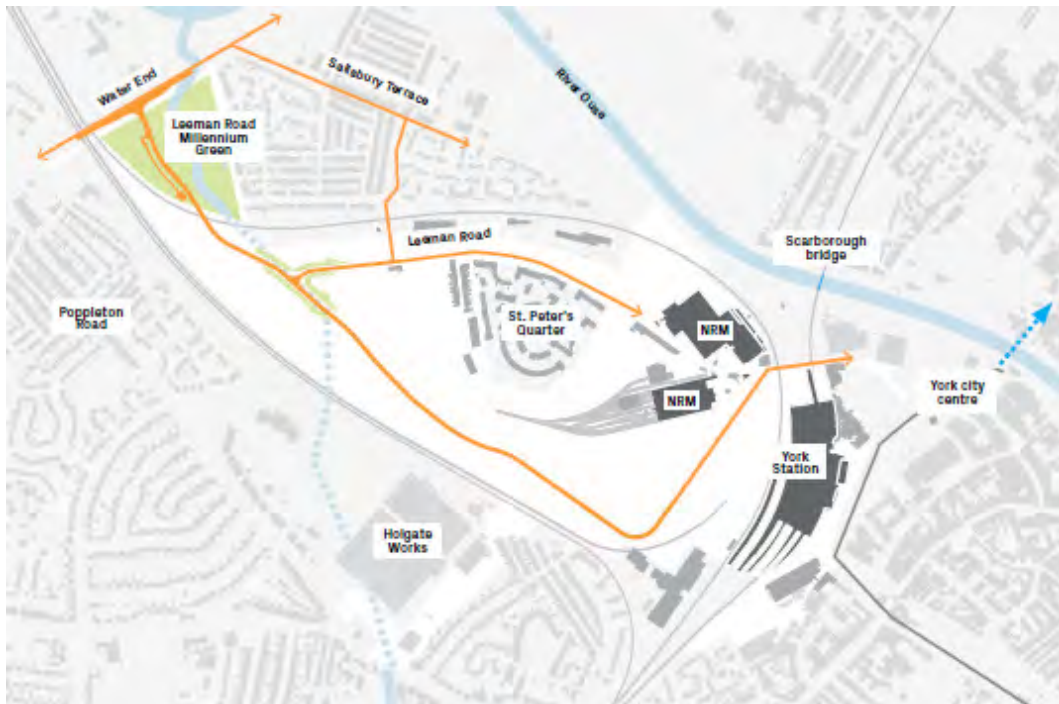


Figure 3: Western Option 02 (Source: Access Options Consultation Boards)

Western Option 02 comprises the creation of a new access from Water End to the west of the site. The access would connect to Water End, adjacent to the existing Water End road bridge over the East Coast Main Line. Western Option 02 lies further north than Western Option 01, sited further into the Millennium Green and when compared to Western Option 01 would require a new bridge with a shorter span to maintain the required clearance over the rail lines. It would not include any alterations to the existing rail bridge on Water End.

Southern Option

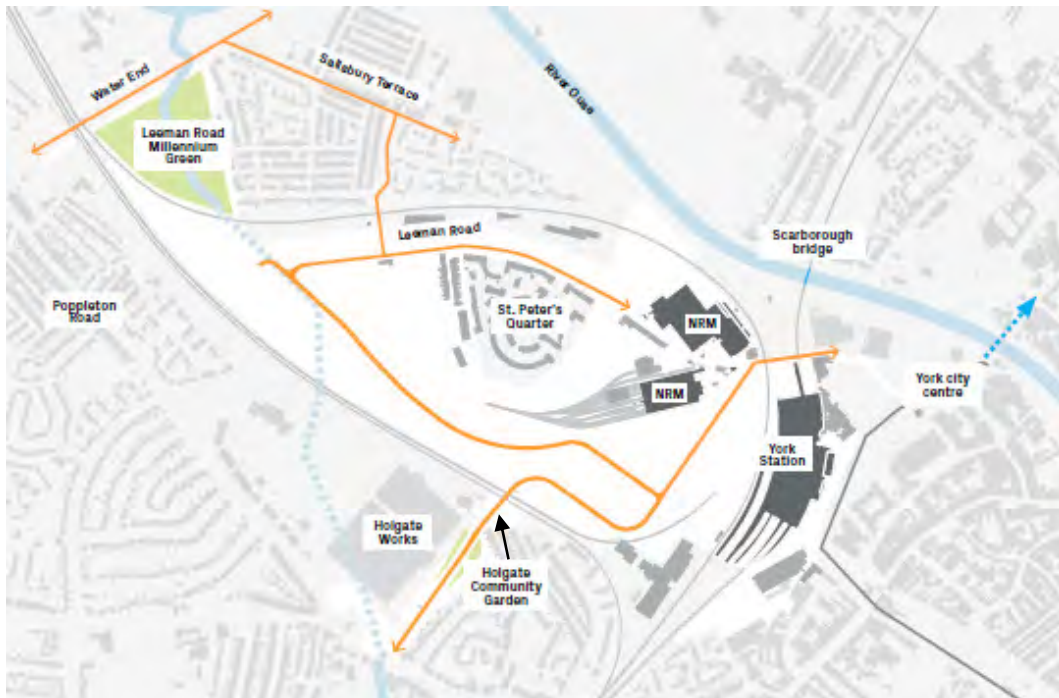


Figure 4: Southern Option (Source: Access Options Consultation Boards)

The Southern Option would create a new access from the A59 Poppleton Road, and run to the east of the Holgate Works. To the east of the new access lies an existing residential area, and a community garden/playground which would be lost in the provision of this option. York Bridge Club is located at the junction of Poppleton Road and Wilton Rise.

Residential areas exist on the southern edge of Poppleton Road, which also include the southern section off Chancery Rise where a residential care home, language school and hotel take access from the A59.

1.4 Structure of Report

This report is structured as follows:

- Section 2 provides an overview of the consultation events and information collected on attendees to the events.
- Section 3 provides analysis of the questionnaire responses.
- Section 4 concludes the report.

The report is accompanied by a technical appendix listing the issues recorded in the consultation analysis.

2 Consultation Approach

2.1 Publicity

Consultation on the York Central Access Road ran from 23rd August 2017 to 13th September 2017. Consultation was aimed at the local community to understand their views on access to the site. The consultation was publicised across a variety of mediums prior to the events, including:

- **York Central website:** This website presented information on the access options and hosted the feedback questionnaire. (www.yorkcentral.info).
- **Leaflets:** Leaflets were distributed to local residents and businesses covering local postcodes. A copy of the leaflet is included at Appendix A. The figure below identifies postcode areas which the leaflet was distributed to. Residential postcodes were selected on the basis of proximity to site and where impacts may be experienced in respect of access options. The extent of the area to be leafleted was agreed between Aberfield and YCP.

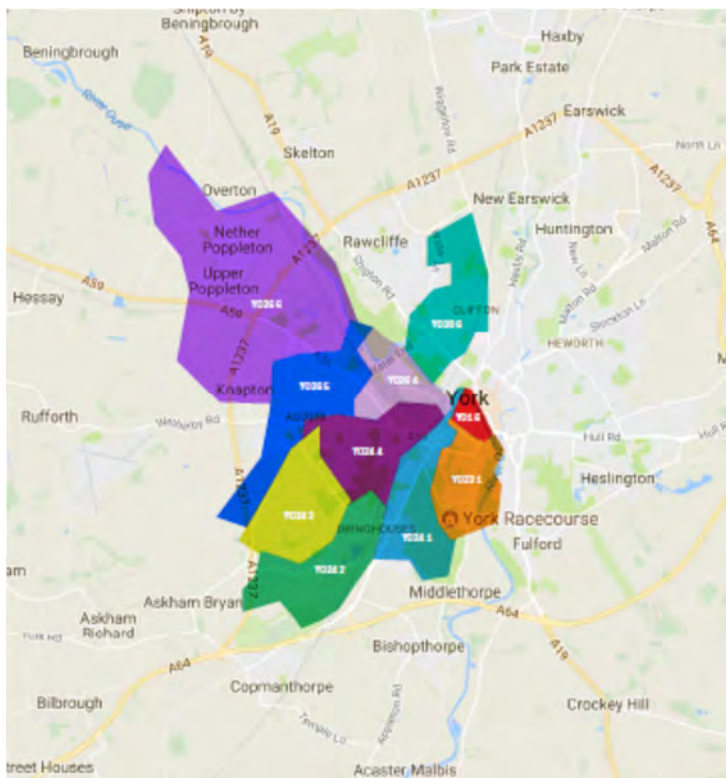


Figure 5: Extent of Leaflet Advertising (Source: Aberfield)

- **Press releases:** Press releases were issued to the local news outlets. Copies of the press releases issued are included at Appendix A.
- **Social media:** Awareness about the events and consultation was raised on Facebook via a sponsored advert (copy of the advert is at Appendix A).

In addition to this, a number of local news outlets reflected the consultation events.

- The Press, York published an article about the York Central access road consultation on 23 August 2017. (http://www.yorkpress.co.uk/news/15490818.York_Central_access_road_details_revealed_big_gulf_in_costs/).
- 104.7 Minster FM published news on the access options consultation events on 3 August 2017. (<https://www.minsterfm.com/news/local/2346527/public-events-confirmed-for-york-central-access-options/>).

Copies of the articles are included at Appendix A.

Briefing meetings: A number of meetings were held with community groups and organisations during August and September 2017. This included meetings with the following:

- York Business Improvement District.
- The Railway Institute.
- The Environment Forum/My Future York.
- Friends of Holgate Community Gardens.
- Conservation Area Advisory Panel.
- York Bridge Club.
- York Central Action.
- A presentation to the York Chamber of Commerce Property Forum on 4th September 2017.
- A presentation to the Holgate Ward Committee on 11th September 2017.

2.2 Consultation Events

Events Approach

Four consultation events and one stakeholder preview took place during the consultation including the following:

- A stakeholder preview for the York Central Community Forum was held on Tuesday 22 August 2017 at the National Railway Museum.
- St Barnabas Church, Jubilee Terrace, Leeman Road. 2:00pm - 5:00pm. Wednesday, 23 August 2017.
- St Paul's Church, Holgate Road. 4:00pm – 8:00pm. Wednesday, 30 August 2017.
- Marriot Room, Explore Library, Library Square, Museum Street. 12:00pm – 4:00pm. Saturday, 2 September 2017.
- Duchess of Hamilton Suite, National Railway Museum, Leeman Road. 12:00pm – 4:00pm. Saturday, 9 September 2017.

The events took place over a range of different day to evening timings to maximise the number of people who could attend if they wished to. A total of 644 people attended across the four events, in addition to the York Central Community Forum preview.

On arrival at the events, attendees were asked to sign in and if willing, to provide information on their age, gender, the distance that they lived from the venue and how they had been made aware of the event.

A number of exhibition boards were used to communicate material at the events, which were resourced by representatives from YCP and the technical consultants supporting YCP. Responses were requested to be submitted by 13 September 2017. Throughout the consultation period, the exhibition material was also available to view on the York Central website (www.yorkcentral.info).

Assumptions and Limitations

Each event had a counter to capture the number of attendees on entry to the event. Attendees were also requested to sign in, but a number of people declined to sign in and in some instances when a group or family were invited to sign in only one member of the group did so.

All information gathered from attendees signing in at the consultation events, including age, gender, distance from venue and publicity awareness, is based on self-reporting. All data in this section presented in figures, graphs and tables is based on this self-reporting information. The spatial distribution maps in Figure 7, Figure 9, Figure 11, Figure 13 represent a snapshot of the immediate areas to the site. Some attendees were located off the extent of the map, which has limited reporting against the distribution maps.

2.2.1 York Central Community Forum Preview

The York Central Community Forum was held on Tuesday, 22 August 2017. This Forum served as an initial preview to launch the consultation and allow the Forum to preview all consultation material. Seven consultation responses were received as samples from this event and have been included in the overall analysis in Section 3.

As this Community Forum is a closed group, age and gender distribution, number of attendees and publicity data was not captured.

2.2.2 Event 1: St Barnabas Church

- St Barnabas Church, Jubilee Terrace, Leeman Road. 2:00pm - 5:00pm.
Wednesday, 23 August 2017.

There were a total of 105 attendees that signed in at this event. Of which 50 of these attendees were male, 46 were female, three were other and six did not specify. The age distribution of attendees is shown in Figure 6 and 72% (76 attendees) of attendees were aged 46 or over.

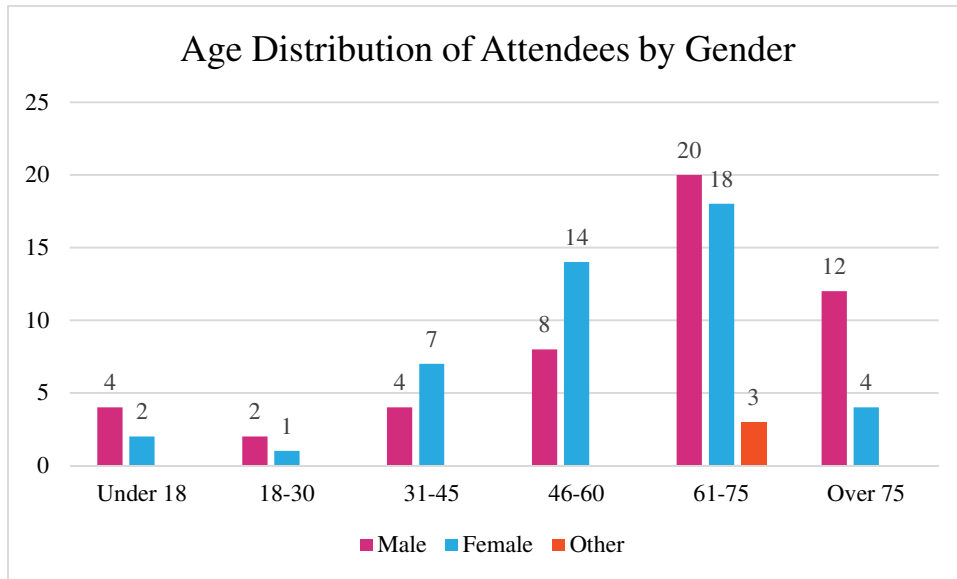


Figure 6: Age and Gender Distribution of Attendees at St Barnabas Church Event

In terms of distance from the venue, 47 people self-reported that they lived within a 10-15 minute walk; 31 people self-reported that they lived within a five minute walk; and 10 people self-reported that they lived within a car journey of the venue. Figure 7 shows the spatial distribution of attendees at this event.

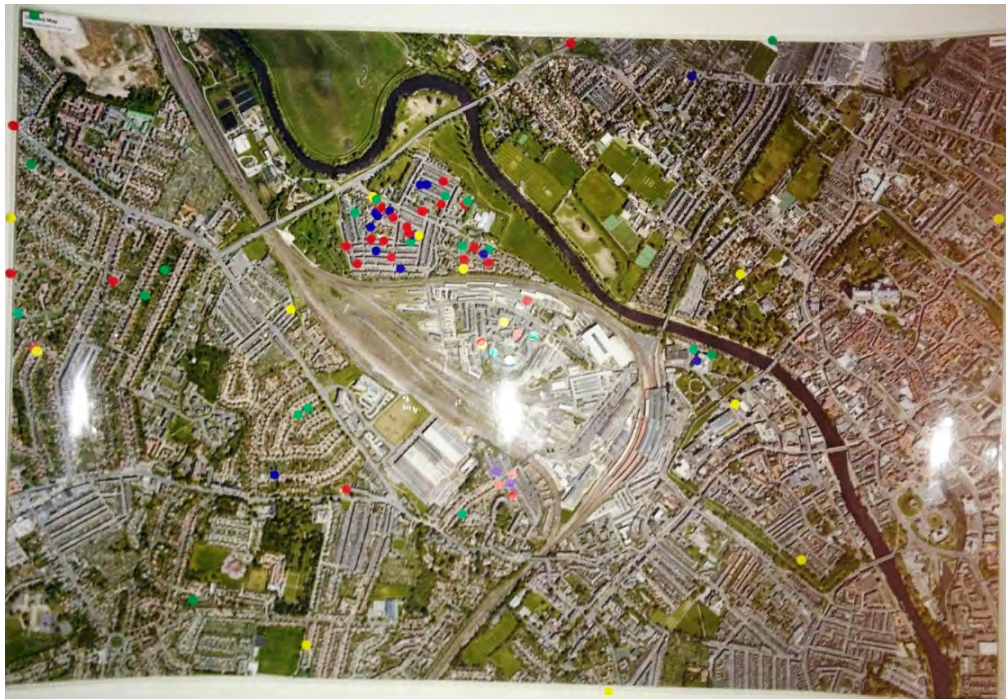


Figure 7: Spatial Distribution of Attendees at St Barnabas Church Event (Source: Aberfield)

Table 1 shows how attendees were made aware about this consultation event.

Table 1: Summary of How Attendees Were Made Aware of the St Barnabas Church Event

| Type of publicity | Number of people |
|------------------------|------------------|
| Press | 27 |
| Social media | 14 |
| Leaflet | 34 |
| Friend or acquaintance | 11 |
| Other | 22 |

2.2.3 Event 2: St Paul’s Church

- St Paul’s Church, Holgate Road. 4:00pm – 8:00pm. Wednesday, 30 August 2017.

There were a total of 252 attendees that signed in at this event of which 118 of these attendees were male, 125 were female, and nine did not specify. The age distribution of attendees is shown in Figure 8 and 80.6% (203 attendees) of attendees were aged between 31-75.

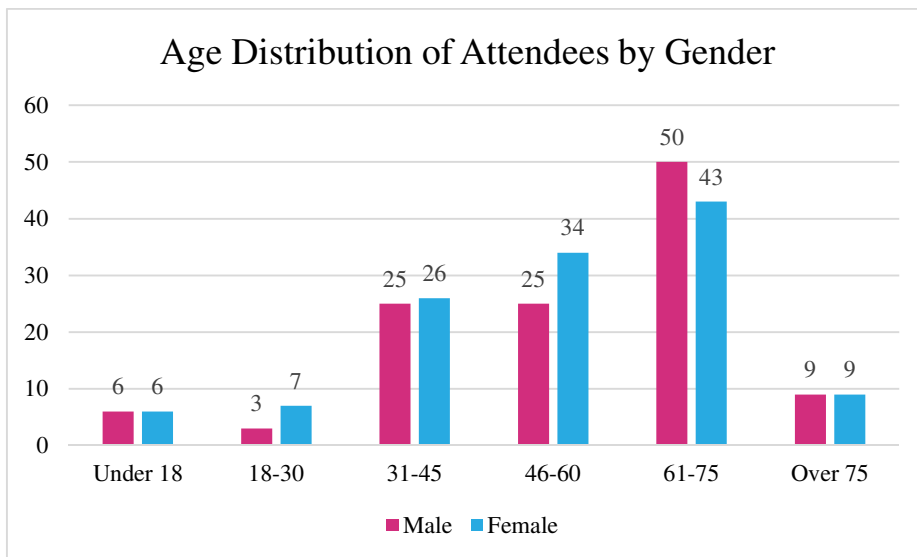


Figure 8: Age & Gender Distribution of Attendees at St Paul’s Church Event

In terms of distance from the venue, 71 people self-reported that they lived within a 10-15 minute walk; 116 people self-reported that they lived within a five minute walk; and 122 people self-reported that they lived within a car journey of the venue. Figure 9 shows the spatial distribution of attendees at this event.

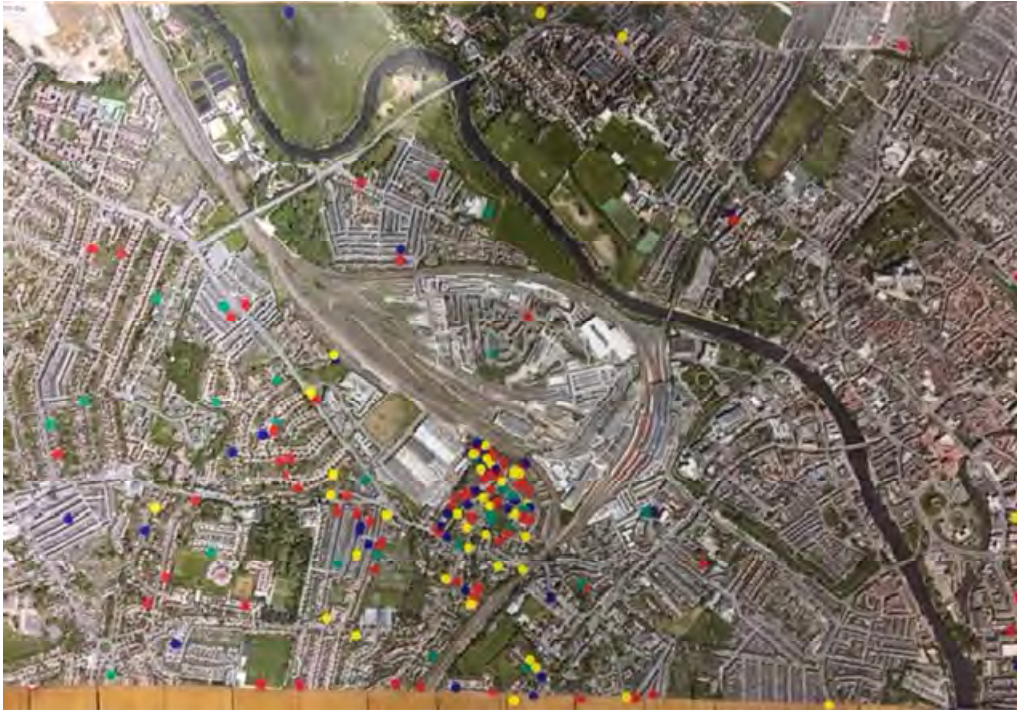


Figure 9: Spatial Distribution of Attendees at St Paul's Church Event (Source: Aberfield)

Table 2 shows how attendees were made aware about this consultation event.

Table 2: Summary of How Attendees Were Made Aware of the St Paul's Church Event

| Type of publicity | Number of people |
|------------------------|------------------|
| Press | 46 |
| Social media | 25 |
| Leaflet | 85 |
| Friend or acquaintance | 16 |
| Other | 56 |

2.2.4 Event 3: York Library

- Marriot Room, Explore Library, Library Square, Museum Street. 12:00pm – 4:00pm. Saturday, 2 September 2017.

There were a total of 138 attendees that signed in at this event of which 68 of these attendees were male, 58 were female, and 12 did not specify. The age distribution of attendees is shown in Figure 10 and 47% (65 attendees) of attendees were aged between 61-75.

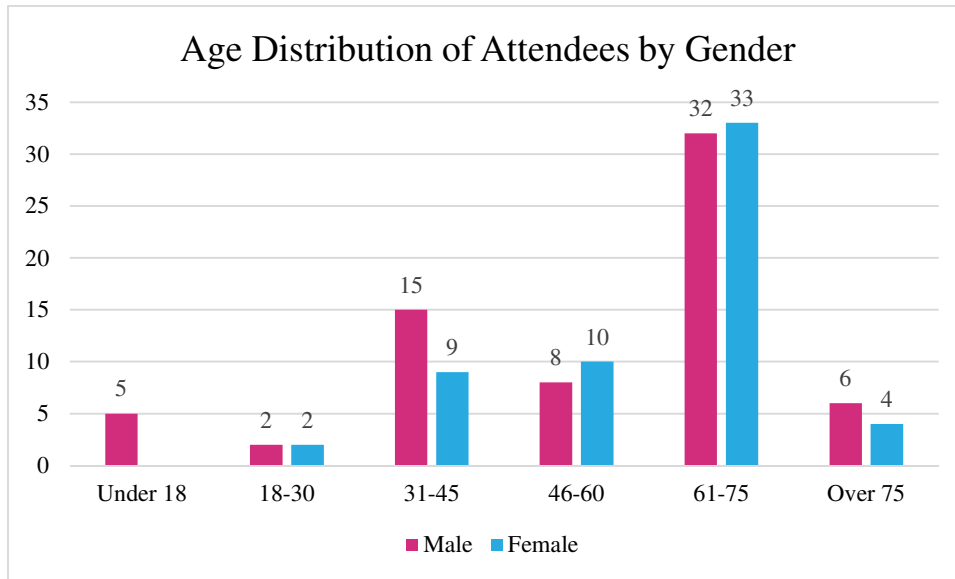


Figure 10: Age & Gender Distribution of Attendees at York Library Event

In terms of distance from the venue, 54 people self-reported that they lived within a 10-15 minute walk; 34 people self-reported that they lived within a five minute walk; and 27 people self-reported that they lived within a car journey of the venue. Figure 11 shows the spatial distribution of attendees at this event.



Figure 11: Spatial Distribution of Attendees at York Library Event (Source: Aberfield)

Table 3 shows how attendees were made aware about this consultation event.

Table 3: Summary of How Attendees Were Made Aware of the York Library Event

| Type of publicity | Number of people |
|------------------------|------------------|
| Press | 35 |
| Social media | 7 |
| Leaflet | 32 |
| Friend or acquaintance | 8 |
| Other | 34 |

2.2.5 Event 4: National Railway Museum

- Duchess of Hamilton Suite, National Railway Museum, Leeman Road.
12:00pm – 4:00pm. Saturday, 9 September 2017.

There were a total of 149 attendees that signed in at this event of which 86 of these attendees were male, 62 were female, and one was other. The age distribution of attendees is shown in Figure 12. The group with the largest number of attendees was the 61-75 group with 38%.

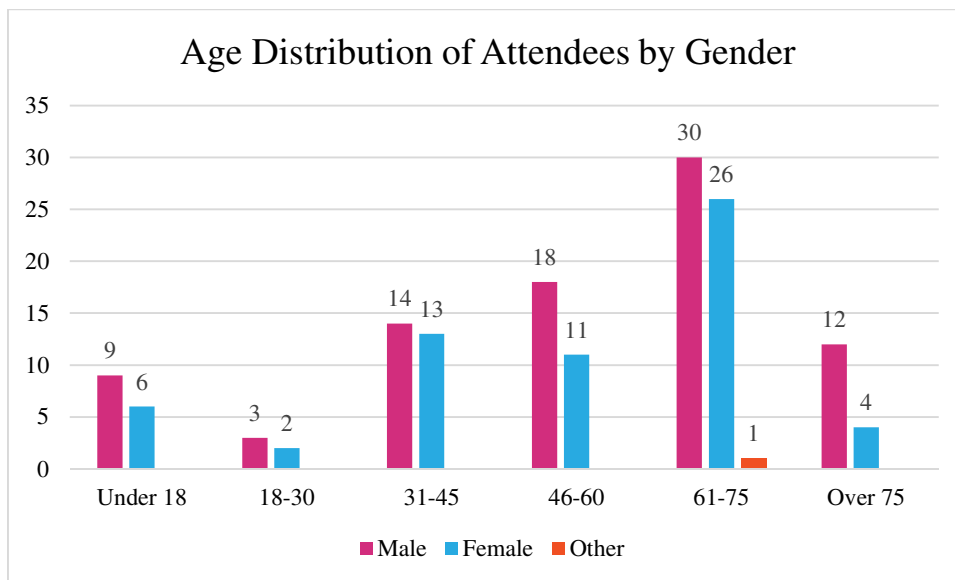


Figure 12: Age & Gender Distribution of Attendees at National Railway Museum Event

In terms of distance from the venue, 52 people self-reported that they lived within a 10-15 minute walk; 48 people self-reported that they lived within a five minute walk; and 25 people self-reported that they lived within a car journey of the venue. Figure 13 shows the spatial distribution of attendees at this event.



Figure 13: Spatial Distribution of Attendees at National Railway Museum Event (Source: Aberfield)

Table 4 shows how attendees were made aware about this consultation event.

Table 4: Summary of How Attendees Were Made Aware of the National Railway Museum Event

| Type of publicity | Number of people |
|------------------------|------------------|
| Press | 35 |
| Social media | 14 |
| Leaflet | 53 |
| Friend or acquaintance | 14 |
| Other | 24 |

2.2.6 Summary

Figure 14 highlights the age distribution of attendees across all four events. Of the 644 attendees, 617 provided data on their age. Overall, 41% (256 people) of the event attendees were between the age of 61 and 75.

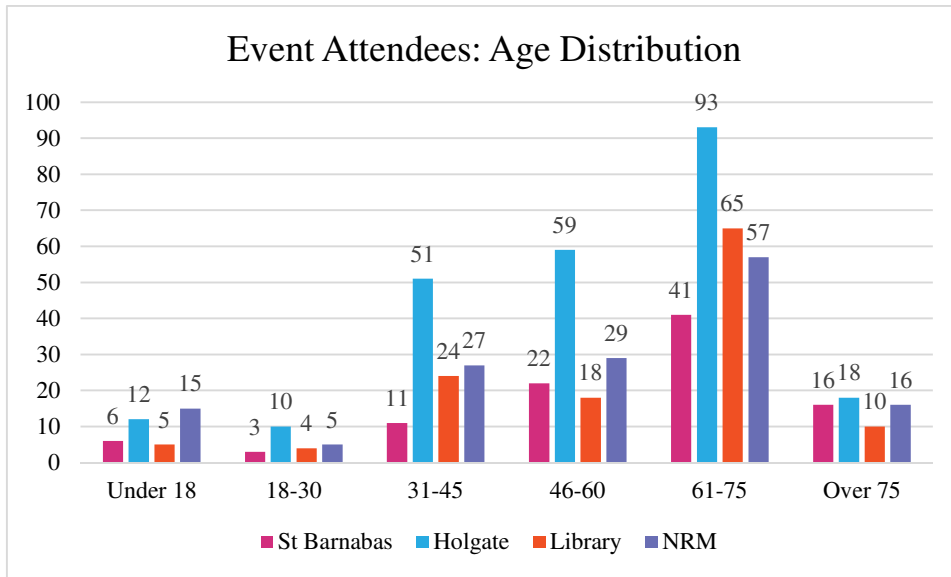


Figure 14: Age Distribution of Attendees across Public Consultation Event

Figure 15 highlights the gender distribution of attendees across all four events. Of the 644 attendees, 617 provided data on their gender. Overall, 52% (322 people) of the event attendees were male.

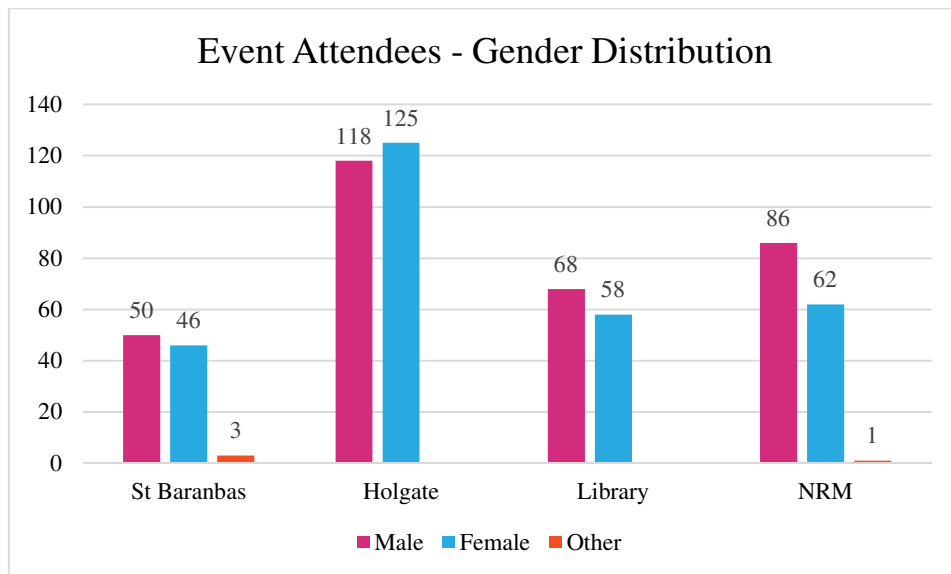


Figure 15: Gender Distribution of Attendees across Public Consultation Events

Figure 16 sets out the combined results of how attendees were made aware about the events. Of the 644 event attendees, 592 provided data on publicity awareness. The leaflet proved the most well-known communication method with 34% of people highlighting it as raising awareness about the consultation¹.

¹ It is important to note that a leaflet was also produced and distributed by Friends of Holgate Community Gardens. In reporting on this data, we are unable to differentiate between the two leaflets as this data was gathered from self-reporting.

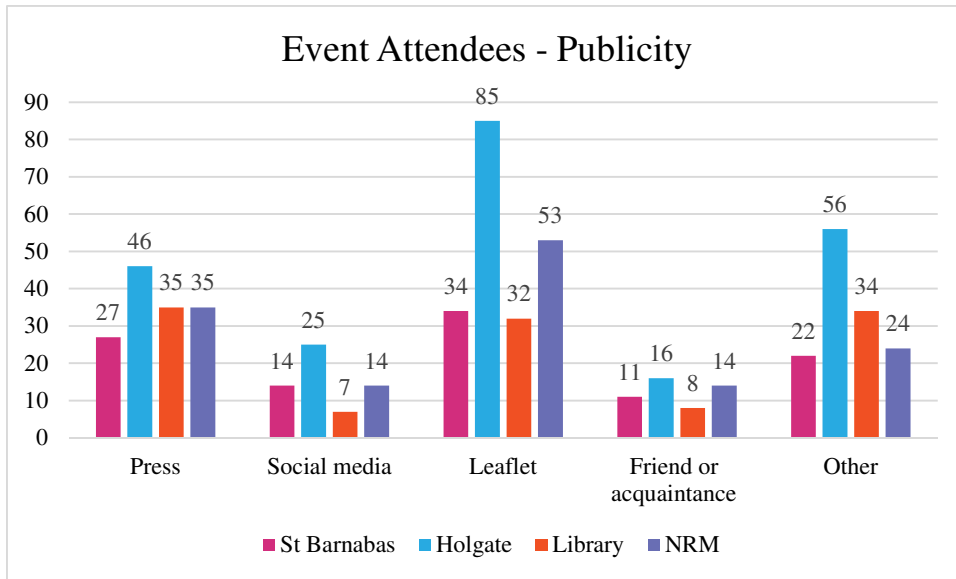


Figure 16: Summary of How Attendees Were Made Aware of the Public Consultation Events

3 Questionnaire Response Analysis

3.1 Introduction

The consultation feedback form comprised three questions:

- **Question 1:** request for the postcode of the respondent to help facilitate analysis of the consultation results.
- **Question 2:** request for the respondent to tell us what impact criteria (construction, transport, townscape, heritage, air quality, noise, ecology and flood risk) they believed should be a main priority, when planning the new access route.
- **Question 3:** a free form question asking the respondent for their views on each of the access options, particularly on how respondents felt the options may positively or negatively affect the local communities around the site.

In total, 619 feedback forms were submitted during the consultation: of which 367 were submitted via the online response form and 252 were submitted via paper copy or email.

Paper copies of the feedback forms were available at the consultation events. Respondents were also able to provide their feedback via the online response form hosted on the York Central website (www.yorkcentral.info).

Assumptions and Limitations

Question 1: Not all respondents provided a full postcode and therefore those that did not give a post code were not mapped.

Question 2: Question 2 asked people to rank the impact criteria as priorities to them on a scale of 1 -8. The majority of respondents completed the question ranking the criteria from '1' to '8'. Some respondents only ranked some of the criteria (for example '1' to '4') and these have been included in the main analysis.

53 responses did not rank the priorities on a scale of 1-8, but provided an equal ranking for some or all of the priorities (for example respondents who ranked all impact criteria as '1' highest priority for all impacts or chose to rank three criteria as '2' and one criteria as '1'). These differing response types are reported in a separate analysis below.

A number of respondents also provided comments to this question, and these are also reported below.

All questions: While the consultation window closed on 13 September 2017 all responses received by 18 September 2017 have been analysed to allow for sufficient time to receive post. It should be noted that not every respondent chose to answer every question, and thus the analysis in this report represents a proportion of views.

All handwritten forms were read and transcribed into a digital format. Some handwriting was difficult to translate, but every effort has been made to transcribe every word prior to the analysis of the responses.

Responses submitted via free-form email which did not purport to answer the questions were assumed as a response to Question 3 of the feedback form (given the free-form nature of this question) and thus have been coded, analysed and reported in Section 3.3.

Coding has been used to capture re-occurring issues raised by respondents.

3.2 Question 1: Postcode Reporting

The following maps identify the distribution of the 516 respondents, who provided postcode information at the events and online responses. This information has been reported based on the total number of respondents who provided postcode information, and therefore represents a self-reporting group based on the information provided.

This information has been reported to the district level as shown in the map below (for example Y024, Y026 level). It has been reported to this level as a number of responses provided the district information but did not provide the second section of the postcode.

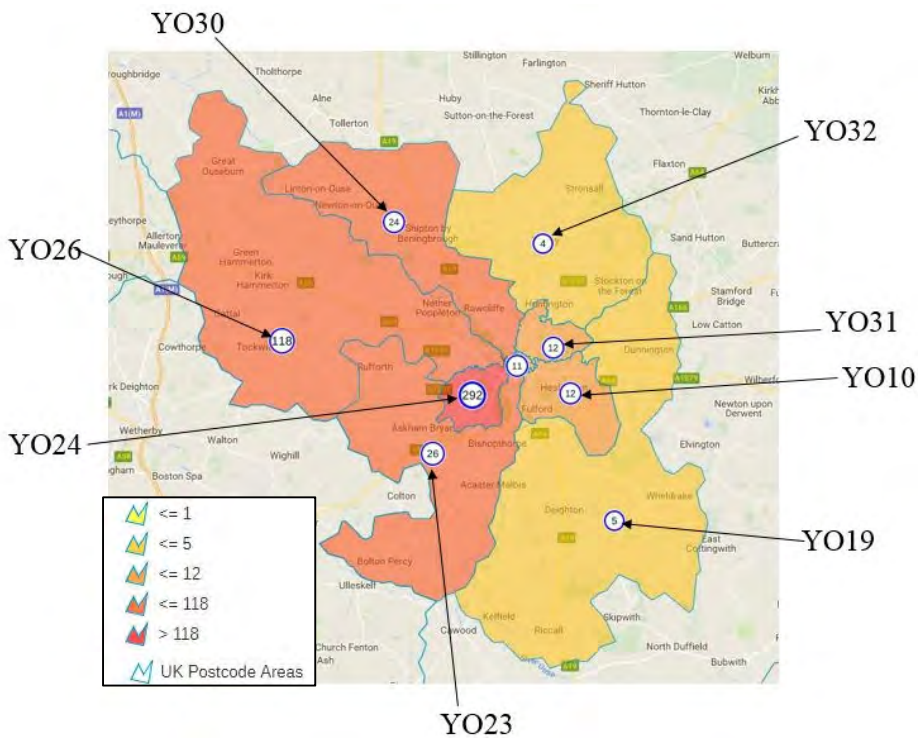


Figure 17: Respondents within North Yorkshire with UK Partial Postcode (York District)

Of the postcode information provided, the highest number of responses came from respondents with the YO24 postcode (292 responses), followed by YO26 (118 responses). This represents the two postcode districts in which the York Central development is located.

In addition to postcodes obtained from respondents located in York, a small number of postcode details were received from respondents located outside of York. These are shown on the map below.

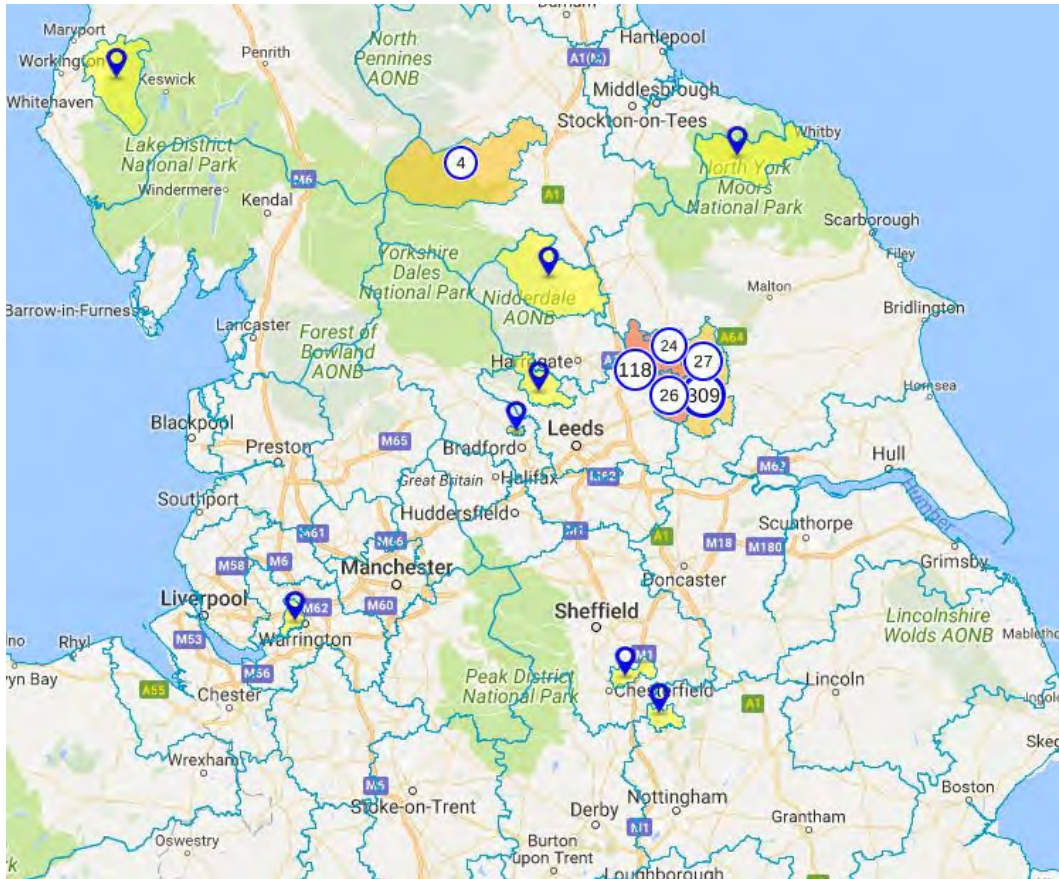


Figure 18: All Partial Postcodes within the UK (Presented in UK Postcode Districts)

3.3 Question 2: Priority Reporting

Overview

Question 2 requested that respondents consider a number of criteria to be considered in planning the new access route into the York Central site. The information provided within this question was generally expressed as a comparison between the three proposed options and/or against existing conditions in the area. The information was not ranked against planning acceptability.

Respondents were asked to rank these on a scale of 1 (highest priority) to 8 (lowest priority) based on what they believed to be the most important issues for their communities.

Respondents were asked to consider the following criteria:

- Construction – based on the complexity of design and integration with existing highway infrastructure.
- Transport – based on the predicted changes to traffic flows modelled using the city wide traffic-model.
- Townscape – based on potential impacts on the views across the site including towards the historic city core.
- Heritage – based on potential impacts on known heritage features on or adjacent to the site.
- Air quality – based on predicted changes in air quality associated with the choice of access option.
- Noise – based on the potential noise impact associated with the choice of access option.
- Ecology – based on any direct impacts on defined ecological spaces within the site.
- Flood risk – based on the proximity of the access options to low/medium/high flood risk zones from Environment Agency mapping.

Analysis

The following table presents the results from respondents' priority ranking. The first table includes respondents who ranked all or some of the priorities on a scale of 1-8.

Reading down from the 'construction' column, one can see that 17 respondents ranked it as the most important, 27 respondents chose 'construction' as second most important and so on. In reading across the second row, 'Rank 1', one can see that air quality was chosen by 178 respondents as the most important, and transport was chosen by 111 respondents as the most important. The most frequently occurring theme by rank is shown in bold in the table below.

Table 5: Responses to Q2 Priority Ranking

| | Construction | Transport | Townscape | Heritage | Air quality | Noise | Ecology | Flood risk |
|--------|--------------|-----------|-----------|-----------|-------------|------------|---------|------------|
| RANK 1 | 17 | 111 | 14 | 24 | 178 | 20 | 69 | 15 |
| RANK 2 | 27 | 75 | 17 | 38 | 100 | 118 | 46 | 21 |
| RANK 3 | 20 | 66 | 25 | 54 | 56 | 110 | 65 | 33 |
| RANK 4 | 33 | 48 | 56 | 62 | 40 | 62 | 59 | 43 |
| RANK 5 | 41 | 44 | 72 | 65 | 22 | 38 | 59 | 43 |
| RANK 6 | 57 | 36 | 58 | 56 | 15 | 32 | 54 | 58 |
| RANK 7 | 52 | 27 | 77 | 57 | 8 | 23 | 29 | 77 |
| RANK 8 | 114 | 15 | 46 | 28 | 7 | 11 | 12 | 74 |

Graphs which show the priority ranking for each theme (based on the responses in Table 5) are included at Appendix B.

In addition to the table above, Figure 19 below shows the breakdown of the ‘top three’ priorities chosen by respondents (based on the responses in table 5).

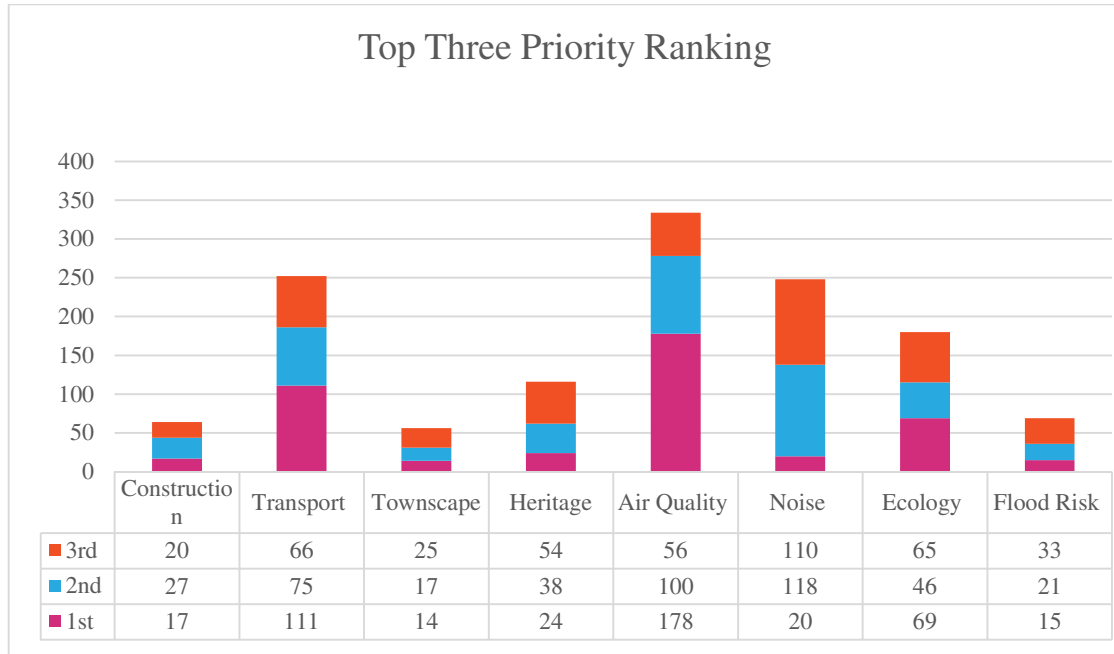


Figure 19: Cumulative Top Three Rankings per Priority

Figure 20 below shows the breakdown of ‘bottom three’ priorities chosen by respondents (based on the responses in table 5).

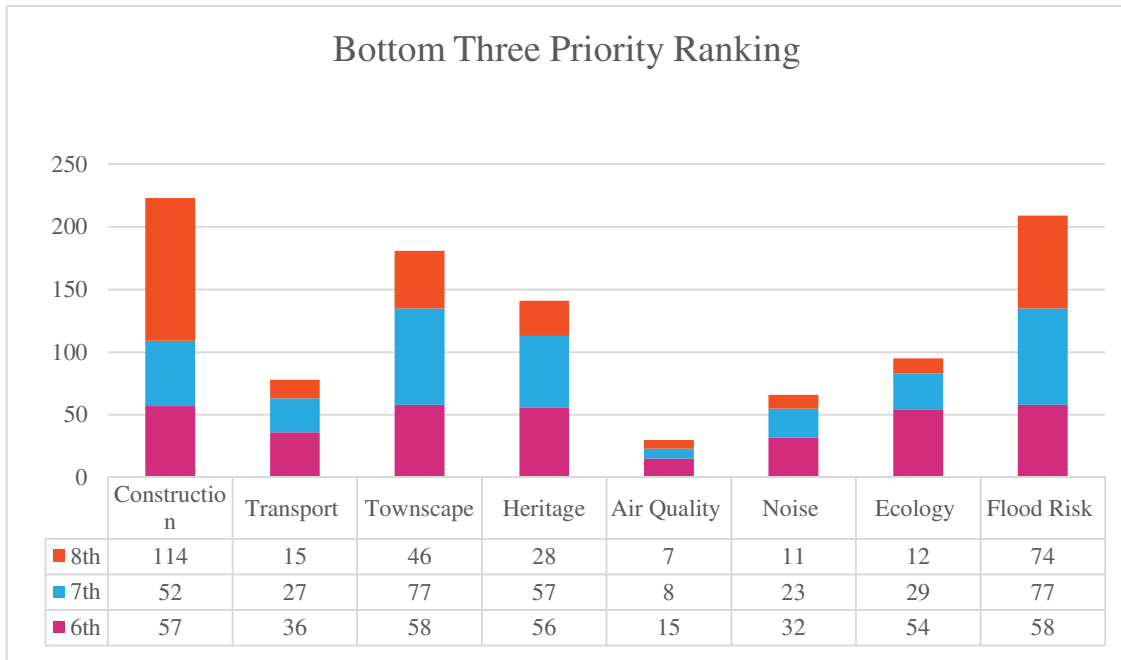


Figure 20: Cumulative Bottom Three Rankings per Priority

Unique Responses to Question 2

As noted in the ‘Assumptions and Limitations’, some respondents did not rank the priorities on a scale of 1-8, but provided an equal ranking for some or all of the priorities. These responses are shown in the table below. The most frequently occurring theme by rank is shown in bold in the table below.

Table 6: Responses to Q2 which Provided a Unique Priority Rank for Each Criteria Scored

| | Construction | Transport | Townscape | Heritage | Air quality | Noise | Ecology | Flood risk |
|---------------|--------------|-----------|-----------|-----------|-------------|-------|---------|------------|
| RANK 1 | 8 | 24 | 9 | 14 | 30 | 27 | 19 | 14 |
| RANK 2 | 5 | 10 | 5 | 11 | 5 | 10 | 8 | 8 |
| RANK 3 | 1 | 3 | 13 | 8 | 5 | 1 | 8 | 3 |
| RANK 4 | 7 | 4 | 2 | 3 | 2 | 4 | 2 | 4 |
| RANK 5 | 6 | 0 | 5 | 5 | 0 | 2 | 3 | 4 |
| RANK 6 | 3 | 0 | 2 | 0 | 1 | 1 | 2 | 4 |
| RANK 7 | 2 | 1 | 2 | 0 | 1 | 0 | 0 | 1 |
| RANK 8 | 4 | 0 | 2 | 1 | 0 | 0 | 1 | 1 |

Three respondents provided an alternative response to Question 2:

- One respondent ranked construction a ‘7’ for Western Option 1 and ranked construction a ‘4’ for Western Option 2.

- One respondent ranked flood risk a '1' for Western Option 1 and ranked construction a '1' for Western Option 2.
- One respondent ranked 'community impact' a '1' and construction a '9'.

Comments on Question 2

Ten respondents provided commentary about the table providing suggestions for ranking criteria:

- Four of these respondents suggested community as a criteria and that it should be ranked first;
- One respondent stated that the vision for the site should be ranked first;
- One respondent suggested that none of the criteria should be a priority;
- One respondent suggested that all of the criteria are equally important;
- One respondent stated that they could not fit their feedback into these criteria;
- One respondent suggested that quality of life should be ranked second; and
- One respondent stated that 'accessibility' is missing from the appraisal of criteria.

From the responses obtained to question 2 (as shown in Table 5), air quality received the highest number of responses ranking it of highest relative importance (178 responses), followed by transport (111 responses) and ecology (69 responses).

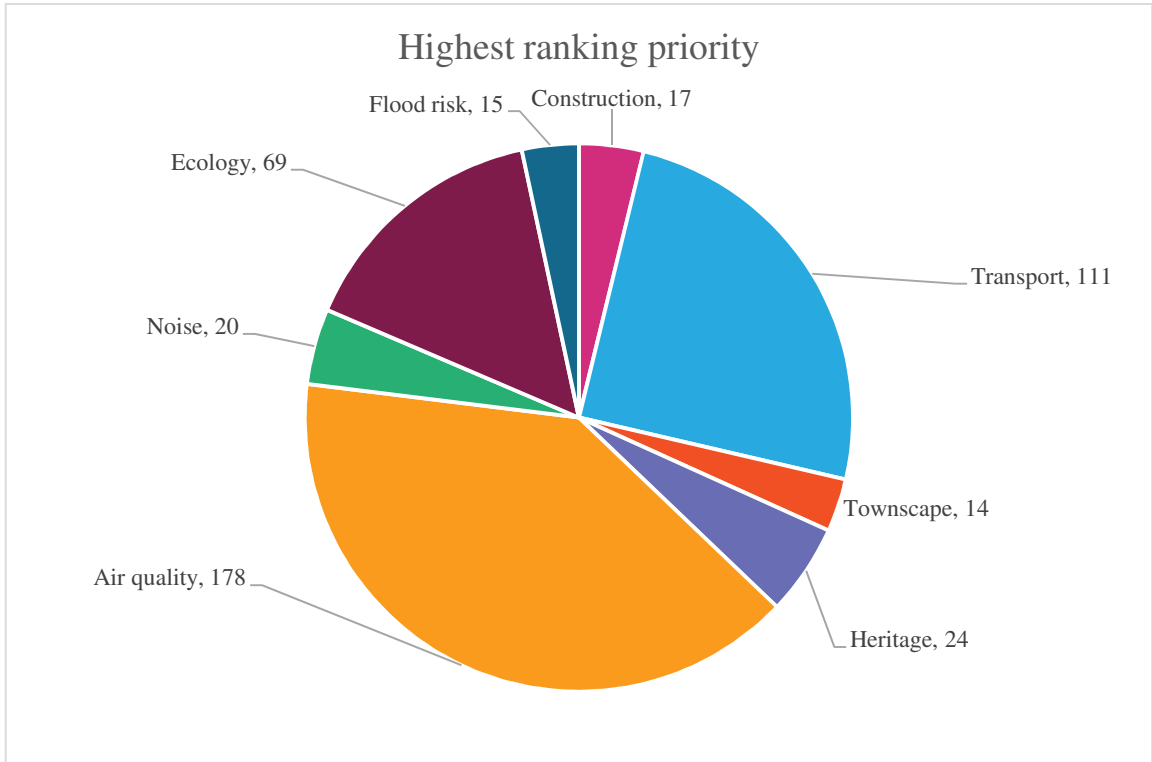


Figure 21: Responses to Rank 1 of the Priority Ranking Table

Figure 22 presents the data for how respondents ranked the lowest priority criteria in a pie chart (based on the responses in Table 5).

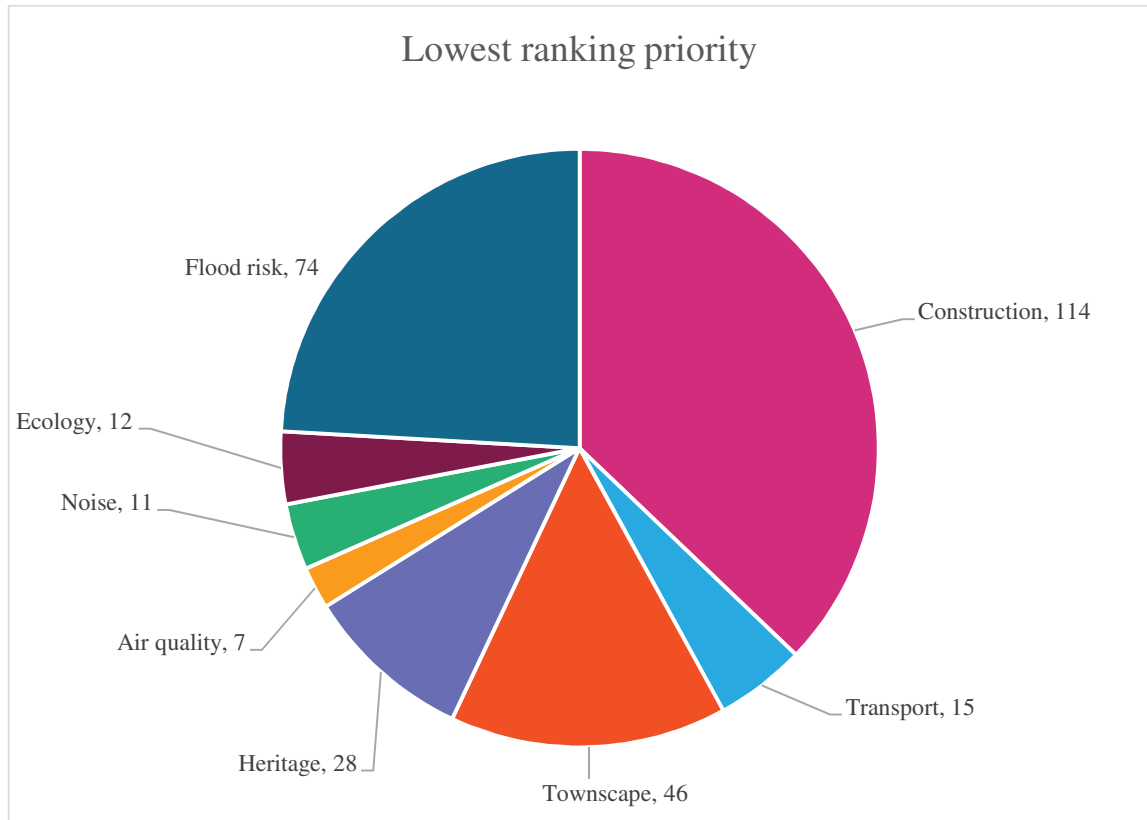


Figure 22: Response to Rank 8 of the Priority Ranking Table

Of those responses which ranked all impacts, construction was perceived by 114 respondents to be the lowest priority, followed by flood risk (74 responses) and townscape (46 responses). In addition to the total rankings as shown above, the pie charts above (Figure 21 and Figure 22 illustrate the relative community views of the various impacts based on the respondents ranking of the highest priority (rank 1) and lowest priority (rank 8).

3.4 Question 3: Free Text Comments

3.4.1 Overview

Question 3 provided a free text form for respondents to complete. The question asked respondents for their views on each of the access options, particularly on how respondents felt the options may positively or negatively affect the local communities around the site. The question was an opportunity for respondents to provide views to YCP on the community impacts associated with the access options.

As a free form question, the responses have raised a wide variety of topics and issues for analysis. These have been structured around recurring themes to assist YCP in understanding the information which has been presented by the respondents for consideration.

The analysis has been categorised into themes as listed below:

- Comments on specific access options;
- Community impact;
- Traffic and transport;
- Environment;
- Construction;
- Alternative suggestions;
- Other comments relevant to access consultation (to capture other relevant issues which cannot be grouped into a larger theme); and
- Comments related to the future masterplan development (whilst these do not provide information or views on the access options, this theme provides further information for YCP to consider in developing the York Central scheme going forward).

From a total of 619 respondents, 533 provided comments for question 3 (including the free-form email responses which did not complete the questionnaire). The responses have been coded and grouped based on the issues raised. Where respondents have raised multiple points these have been captured across a number of codes. As respondents have generally raised more than one issue, the reporting of comments exceeds 533 in total. Every new and different comment made has sought to be captured and no weight has been inferred to the frequency of a comment being made. This ensures all comments made are captured in the report for YCP to consider.

In analysing the responses, we have structured the following themes around the following approach:

- The first section sets out the main comments which are relevant to YCP in making a decision regarding which access option to select. This is presented per access option where appropriate.
- The second section highlights comments on issues which are not related to the access options. This is presented in tabular form.

The technical appendix includes all of the codes used and assigned to responses. This shows the wide range of comments made by respondents and is an important part of this reporting process.

Comments on Specific Access Options

Comments Related to Access Options

This theme focuses on what the public told us in free form text about the access options. Where an indication of preference of an access option has been given by a respondent, it has been captured within this section. Comments were only captured for ‘opposition’ or ‘preference’ if there was an explicit statement made by the respondent about an access option. There were 11 codes generated based on discussion around the access options and the number of comments against these codes are presented in Figure 23 and Figure 24. The analysis is presented in individual graphs for each access option.

The most frequent response overall in relation to the access options was opposition for the Southern Option (SouthO) receiving 336 comments. The next most common response was preference for the Western Option 1 (WO1P) with 196 comments followed by preference for Western Option 2 (WO2P) with 115 comments.

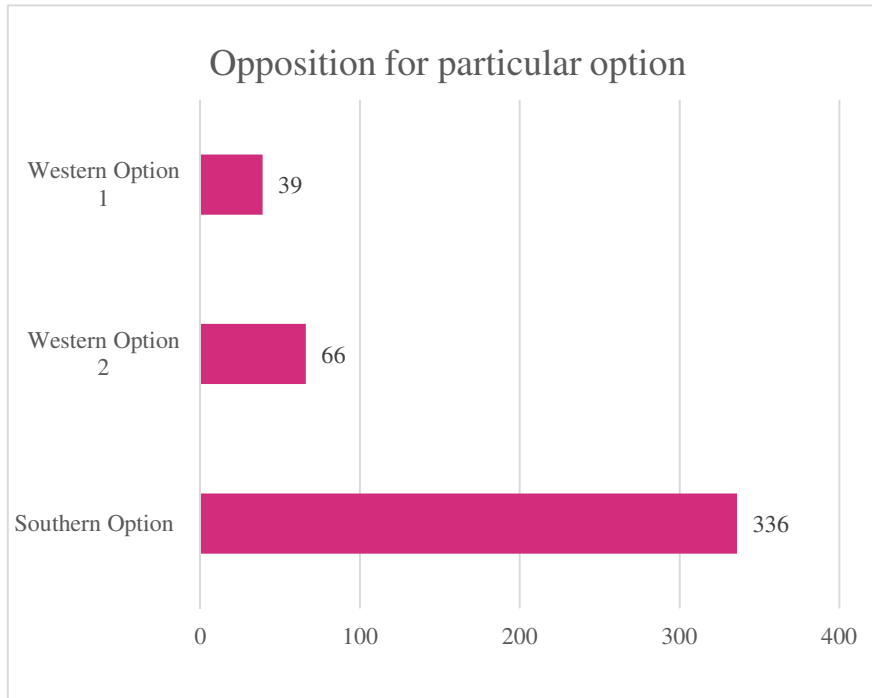


Figure 23: Opposition for particular option

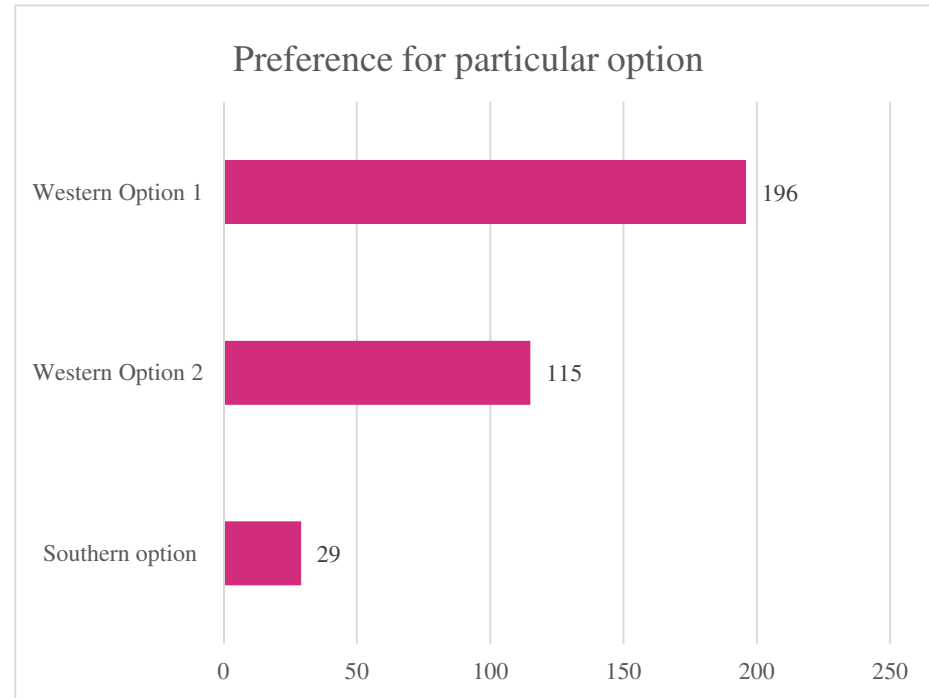


Figure 24: Preference for particular option

Community Impact

Comments Related to Access Options

The public consultation sought to obtain views from members of the public on the community impacts associated with the choice of access options. This section draws together views expressed about community impacts. There were a total of 12 codes generated to categorise comments against.

Across the comments on all of the access options, the most common response was concern about the impact the Southern Option has on the community (CI3) with 238 comments. The second most frequent comment was the concern about the impact Western Option 2 has on the community (CI2) with 61 comments. Following closely behind, the third most frequent comment was that Western Option 1 has the least impact on communities (CI8a) with 57 comments.

The following graphs outlines the number of responses in response to community impact. Figure 25 shows responses which demonstrated concern over community impacts of an access option and Figure 26 illustrates respondents which responded with least concern in relation to a particular access option.

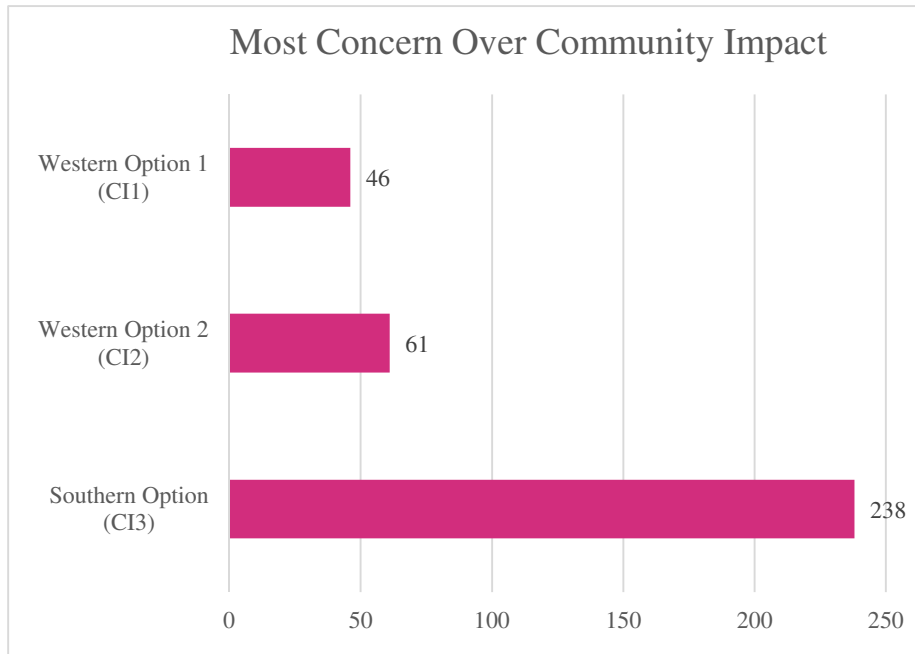


Figure 25: Most Concern over community impact

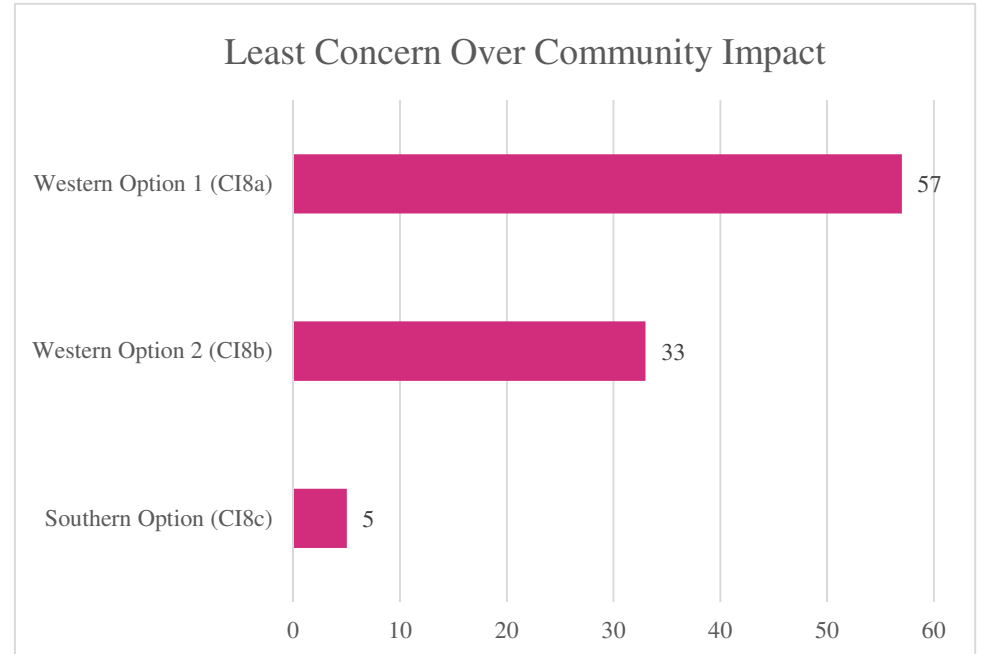


Figure 26: Least concern over community impact

Figure 27 identifies the main community impact concerns associated with the Southern Option as four codes were recorded against responses to highlight the different community impacts perceived.

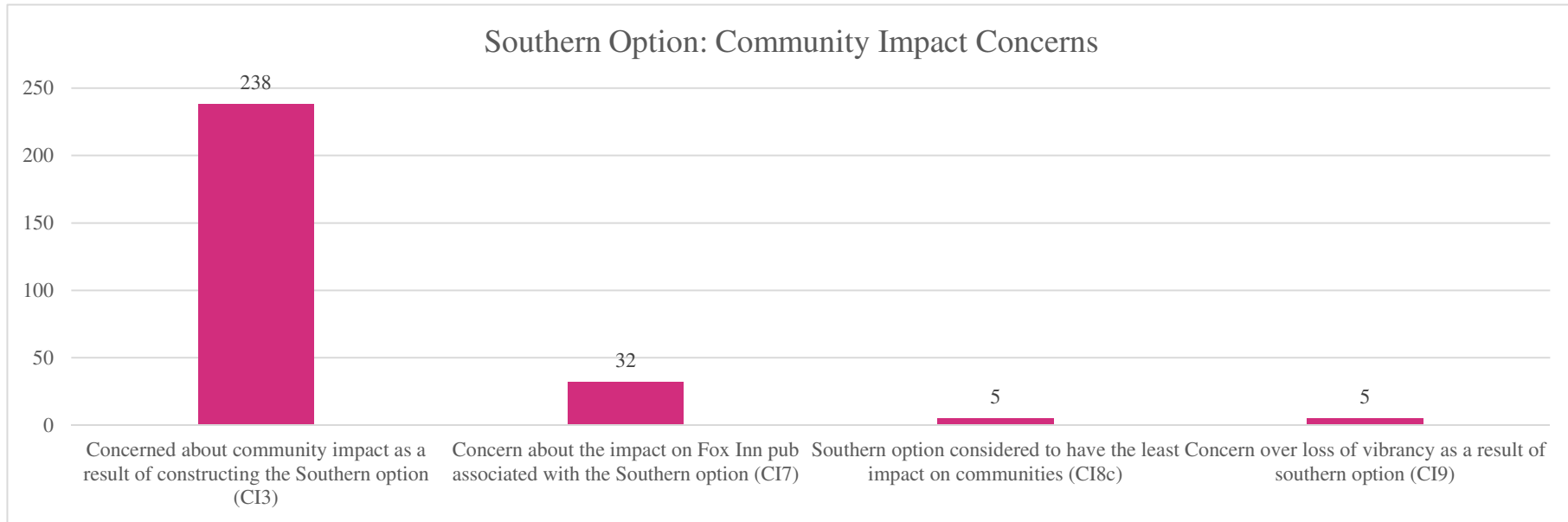


Figure 27: Community Impact Concerns Raised Specifically about the Southern Option

The following graph (Figure 28) outlines general comments on community impact relevant to the consultation but not specific to any of the access options.

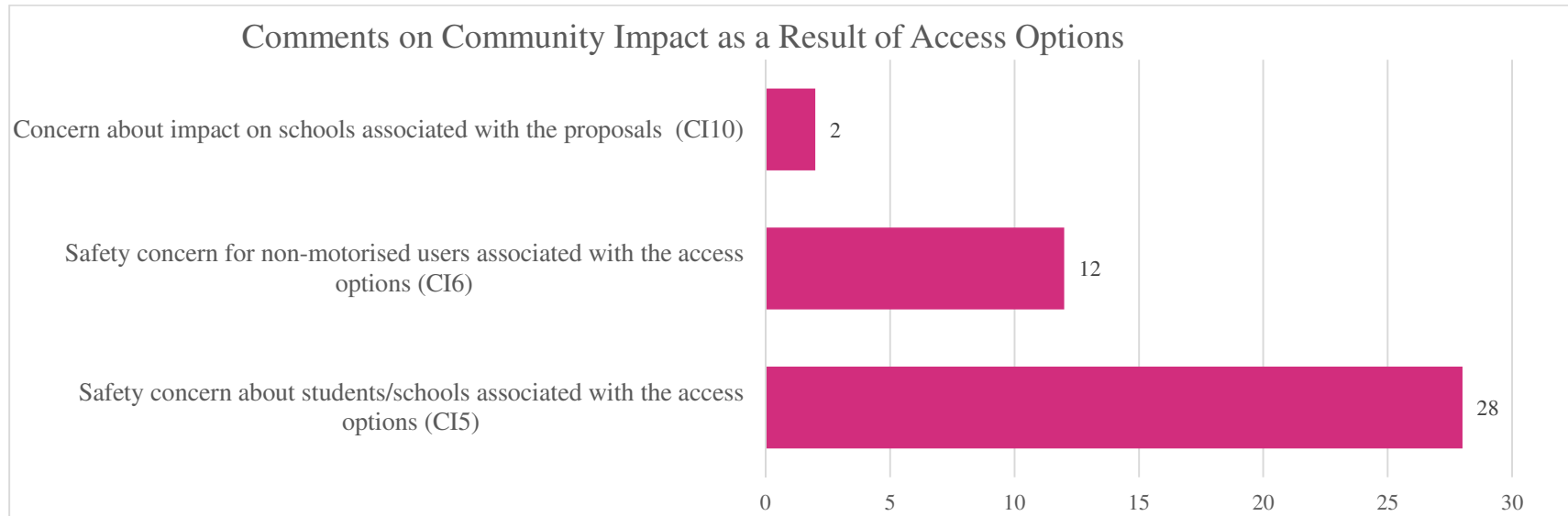


Figure 28: Community Impact Concerns Raised about all Access Options

Comments Related to wider York Central Development

36 respondents raised concern about the impact on quality of life associated with the development of York Central. The following codes were used for community impact concerns concerning all options:

- CI5: Safety concern about students/ schools associated with the access options.
- CI6: Safety concern for non-motorised users associated with the access options.
- CI10: Concern about impact on schools associated with the proposals.

Traffic and Transport

Comments Related to Access Options

This theme draws together comments and concerns expressed about the existing traffic and transport issues and impact of the proposed access options on traffic and transport. There were 43 codes created to categorise respondents' comments. Of these, 29 related directly to the access options and are presented in Figure 29 and Figure 30. The analysis presents comments regarding the individual access options first, then more general comments from the consultation responses.

In relation to comments across all the access options, the most frequent response was concern about worsening congestion due to the Southern Option (TRA8b), which had 198 comments as presented in Figure 30. This is interlinked with the 150 comments made about the existing congestion on Holgate Road (TRA3). In relation to the western options, 50 comments were made about worsening congestion due to these options (TRA8). Figure 29 presents comments made about both of the western options, as comments on traffic and transport were common to both Western Option 1 and Western Option 2.

There were only two themes which commented on the western options individually:

- Leeman Road congestion would reduce with Western Option 1 (TRA10a) receiving 8 comments; and
- Congestion around the station will worsen with Western Option 2 (TRA23) receiving 1 comment.

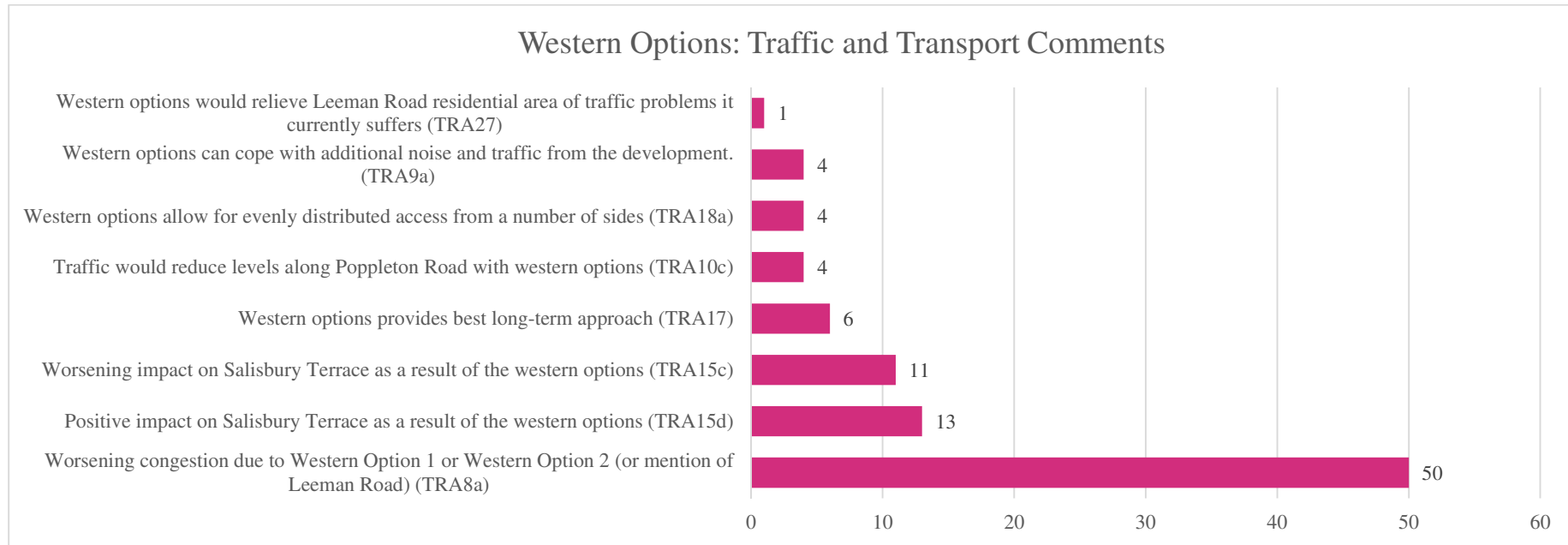


Figure 29: Traffic and Transport Concerns Raised Specifically about the Western Options

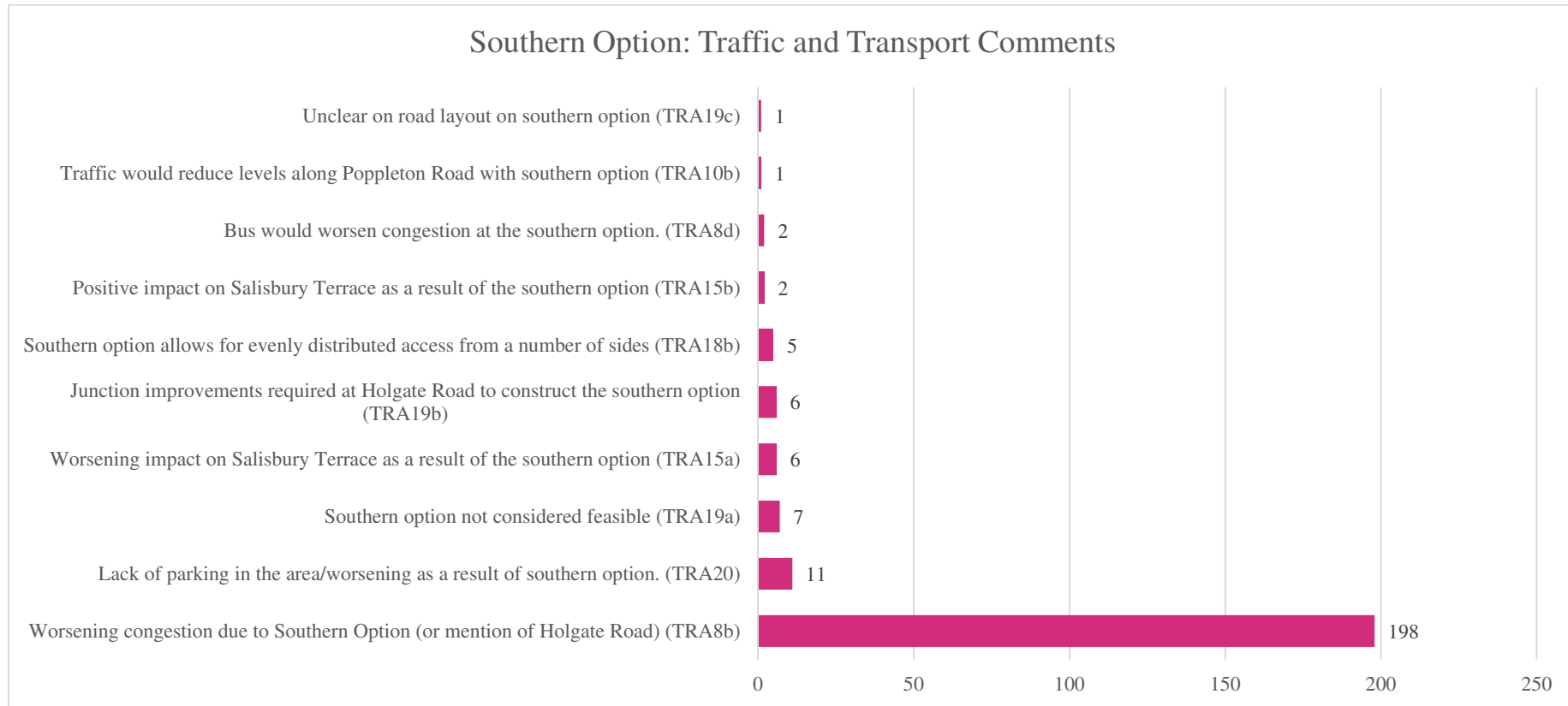


Figure 30: Traffic and Transport Concerns Raised Specifically about the Southern Option

The following graph (Figure 31) outlines general comments on traffic and transport issues relevant to the consultation but not specific to any of the access options.

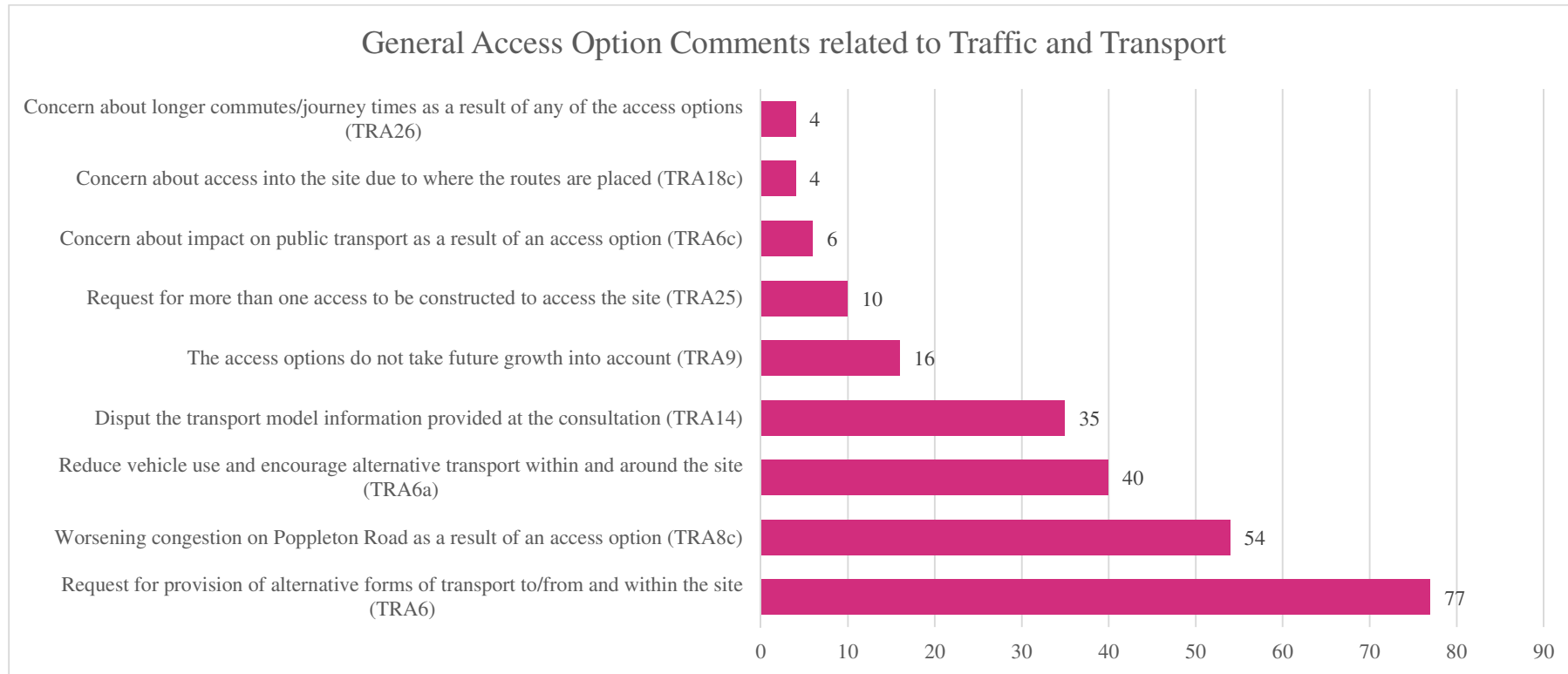


Figure 31: Traffic and Transport Concerns raised about all Access Options

Comments related to wider York Central Development

There were 14 codes that provided commentary about traffic and transport in relation to the York Central development and wider area. The coding was used to categorise re-occurring comments. The general comments are shown in the table below, including the number of occurrences (single comments were coded as ‘other’ but have been reported in the table below as individual comments). These were general

comments which were raised by respondents but were not specifically focused on the impacts attributable to the construction of any of the access options.

Table 7: General Comments about Traffic and Transport

| Code | Number of comments |
|---|--------------------|
| Existing congestion on Holgate Road (TRA3) | 150 |
| Existing congestion on Poppleton Road (TRA3a) | 46 |
| Existing congestion on Leeman Road (TRA2) | 34 |
| Concerns about the traffic impacts on the whole of York (TRA11) | 32 |
| Other existing traffic problems (TRA5) | 29 |
| Request for wider transport integration with the rest of York (TRA12) | 22 |
| Road improvements are needed (TRA16) | 15 |
| Request to keep Leeman Road open (TRA10) | 13 |
| Request to improve connectivity throughout the site (TRA7) | 13 |
| Worsening problem with rat running (TRA1a) | 8 |
| Existing problem with rat running in the area (TRA1) | 7 |
| Request for information on the marble arch closure (TRA24) | 6 |
| Concern about getting onto the road from a side road (TRA21) | 4 |
| Request for traffic calming (TRA22) | 2 |
| York does not need more road (TRA13) | 1 |
| Request to consider routing for public transport access to/from the area (TRA13) | 1 |
| The southern option requires a more circuitous access road within the site (TRA13) | 1 |
| Any opportunity to divert traffic away from existing roads should be taken (TRA13) | 1 |
| Concern about the feasibility of widening Holgate Road and Poppleton Road in the future (TRA13) | 1 |
| Whilst the transport for the Southern option is regarded as a green measure, this is only in the context of a city-wide traffic model so again any improvements are at the expense of those that live along this corridor (TRA13) | 1 |

Environment

Comments Related to Access Options

Comments within this theme relate to the existing situation and the potential impact of the different access options on the environment. There were a total of 44 codes to categorise comments against. Of these, 32 codes related directly to the choice of access options and are presented in Figure 32, Figure 33 and Figure 34. These figures identify comments provided in respect of each access option.

In relation to comments overall on the three access options, the most common response was the concern about the impact on the Holgate Community Garden (ENV7), which gathered 260 comments. 115 comments were captured in regards to the concern about the impact on Millennium Green from Western Option 2 (ENV9).

The second highest response was concern about the adverse impact on air quality as a result of the Southern Option (ENV4c), receiving 197 comments. The local community also raised concern about the worsening impact on the existing noise climate as a result of the Southern Option (ENV3A), with 116 comments made.

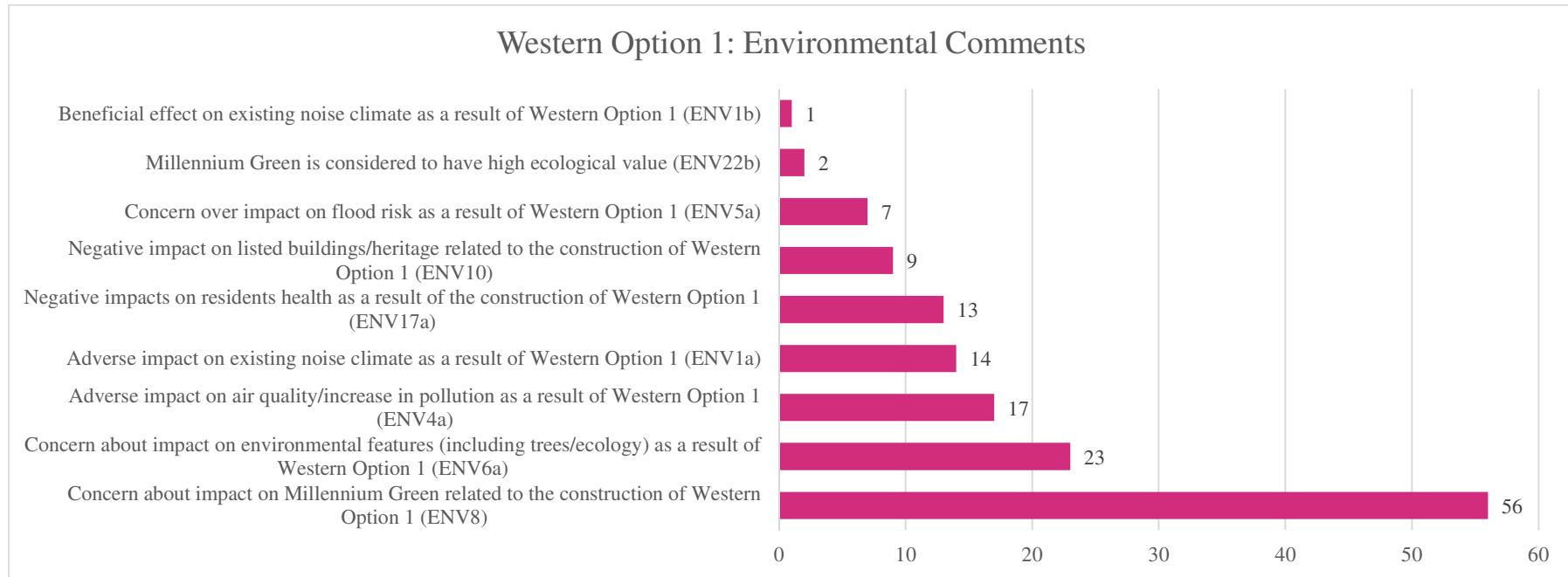


Figure 32: Environmental Concerns Raised Specifically about Western Option 1

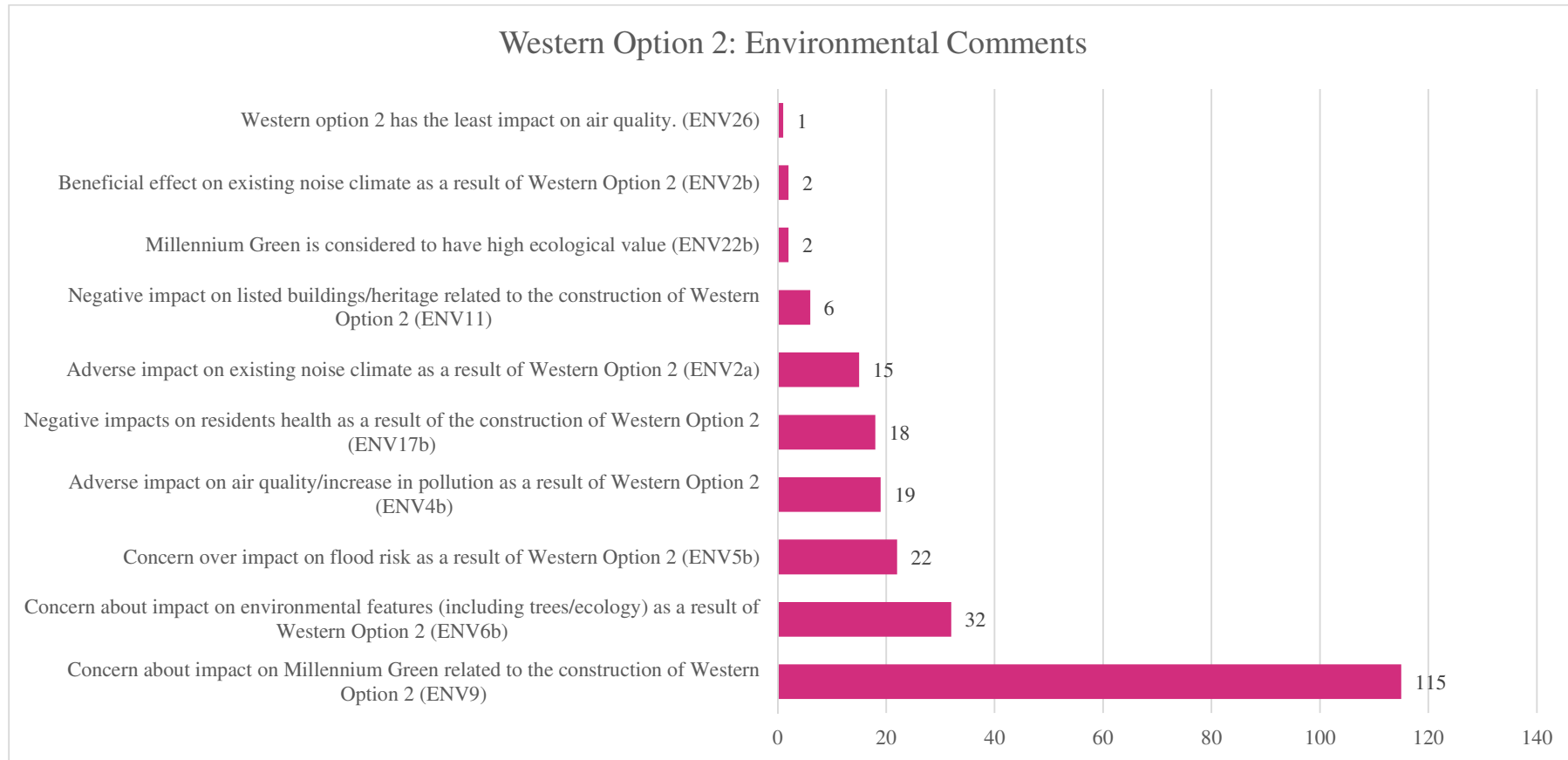


Figure 33: Environmental Concerns Raised Specifically about Western Option 2

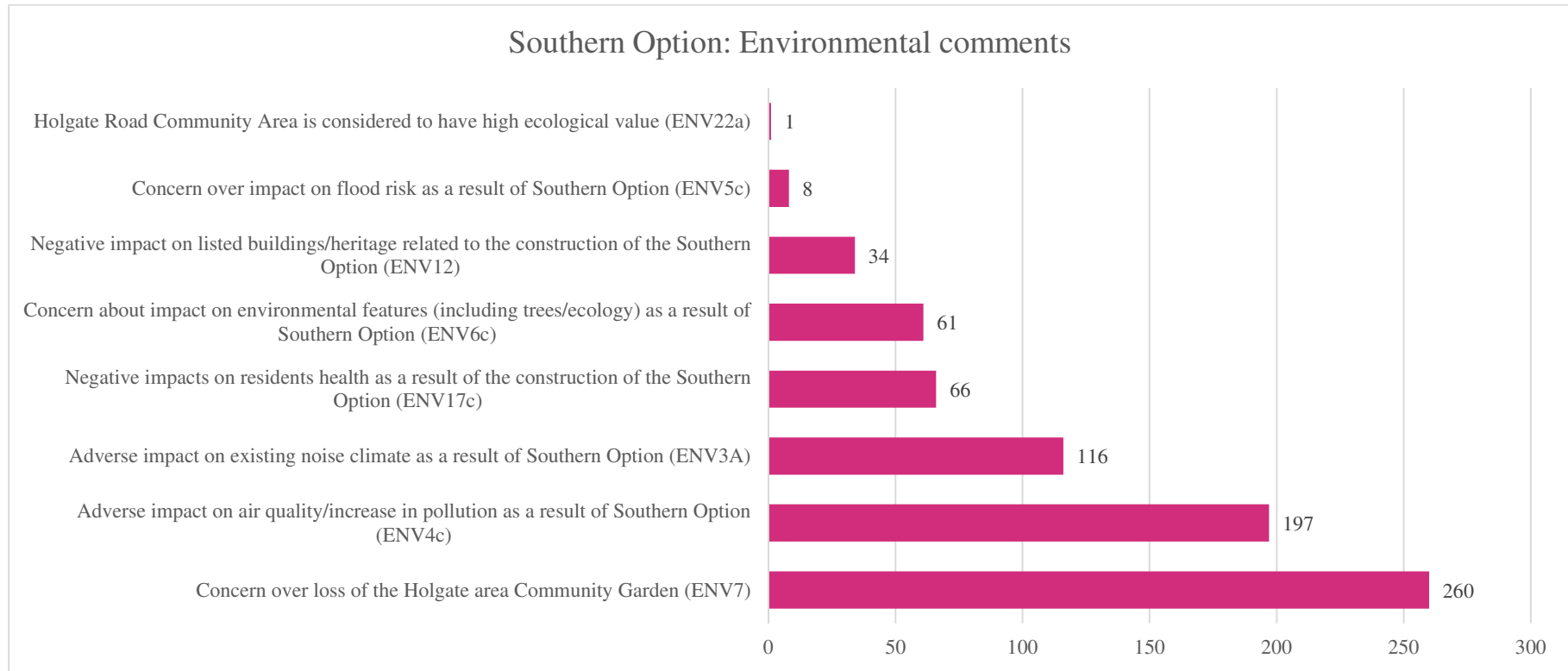


Figure 34: Environmental Concerns Raised Specifically about the Southern Option

The following graph (Figure 35) outlines general comments on environmental matters relevant to the consultation but not specific to any of the access options.

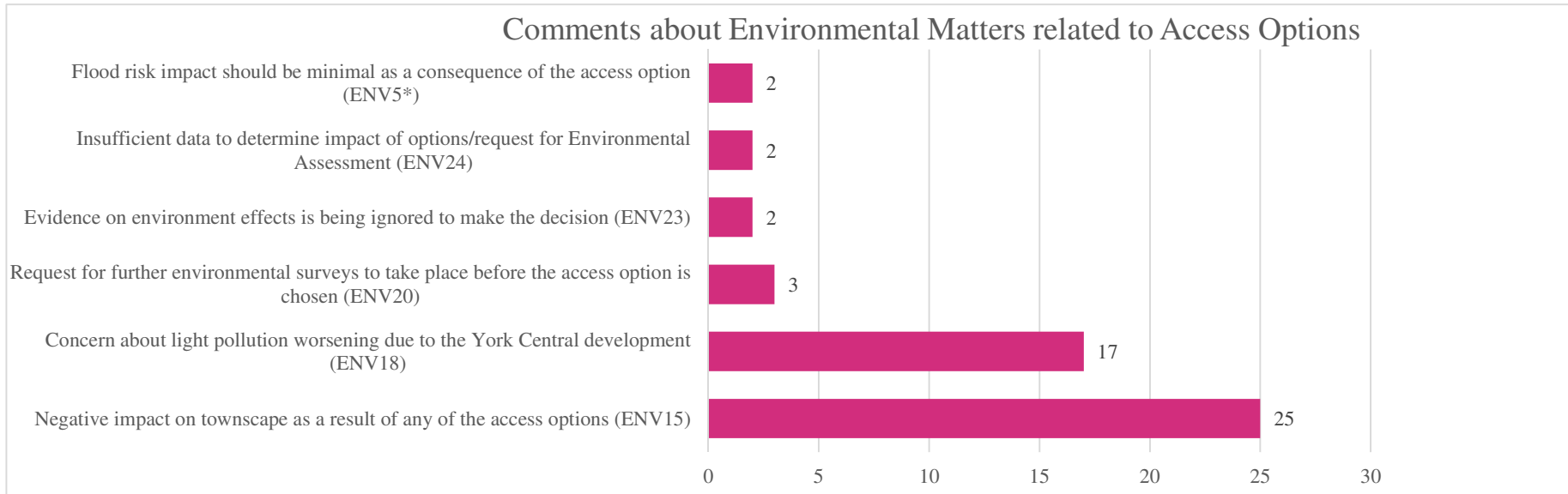


Figure 35: Environmental Concerns Raised about all Access Options

Comments related to wider York Central development

There were 12 codes that provided commentary about environmental matters in relation to the York Central development and wider area. The comments are shown in the table below, including the number of occurrences. There was also one ‘other’ comment coded which is also reported individually in the table. These are listed in Table 8.

Table 8: General Comments about Environment

| Code | Number of comments |
|---|--------------------|
| Raised comments about Air Quality Management Areas in location of site (ENV4d) | 75 |
| Concern about overall lack of existing green space without further development planned (ENV19) | 69 |
| General concern about air quality (ENV4) | 45 |
| Request for mitigation (ENV13) | 36 |
| General concern about noise (ENV) | 11 |
| General concern about flood risk (ENV5) | 8 |
| Human rights concern about not improving air quality due to York Central development. (ENV13aa) | 5 |
| Design of York Central should focus on improving air quality. (ENV13a) | 4 |
| There is enough green space existing in the Leeman Road area (ENV19a) | 3 |
| Tree Preservation Orders exist in areas which will be affected by the construction (ENV25) | 2 |
| Natural environment is considered to be valued for openness and protection from pollution (ENV21) | 1 |
| Air quality is a reducing issue for the future due to electric vehicles (ENV14) | 1 |

Construction

Comments Related to Access Options

This theme focuses on comments made about construction in relation to York Central or about the construction process for a specific access option. There were a total of 12 codes created to categorise comments against. Six of these codes related directly to the access options and have been presented in Figure 36. The responses are reported by access option. The level of responses in relation to construction comments was lower in comparison to comments on community, environmental and transport impacts.

In considering overall the number of construction comments related to the access options, the most frequently raised comment (11 comments) did not consider construction methods to be a significant issue in choosing an access option (CON4). Five comments considered Western Option 1 too complex to construct (CON4a).

There were three themes related specifically to each of the access options:

- Three respondents raised concern about construction disruption for Holgate Road residents (Southern Option) (CON7);
- One respondent stated that Western Option 2 would have the least disruption during construction (CON7b); and
- Five respondents stated that Western Option 1 was considered too complex to construct (CON4a).
- The following graph (Figure 36) outlines general comments on construction relevant to the consultation but not specific to any of the access options.

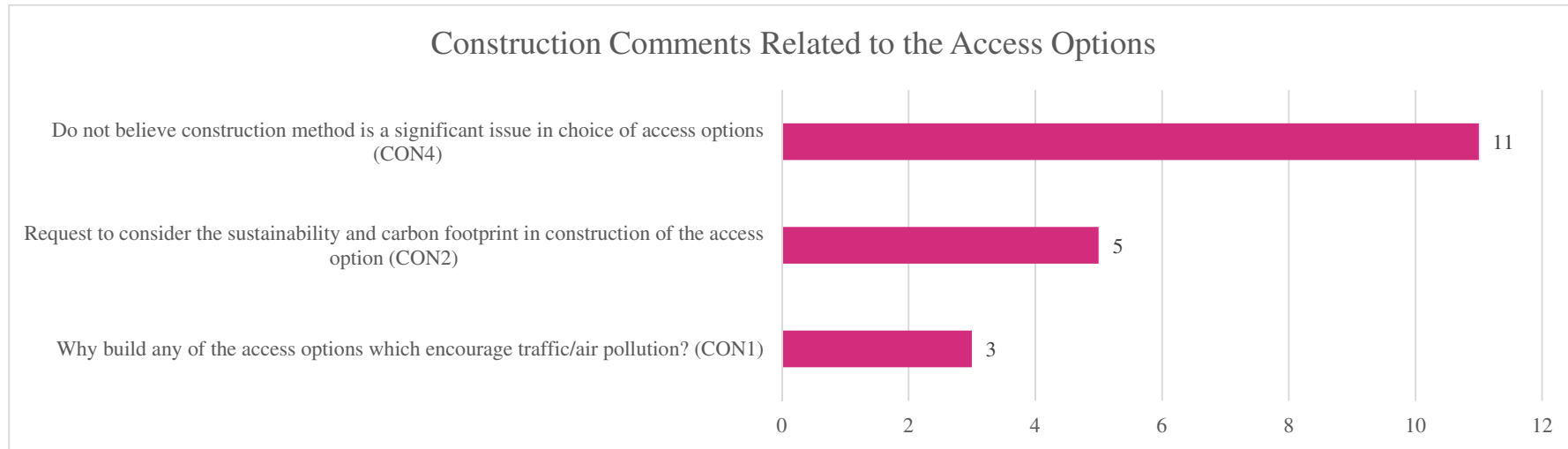


Figure 36: Construction Concerns Raised about all Access Options

Comments related to wider York Central development

There were six codes that provided commentary about construction in relation to the York Central development and wider area. The general comments are shown in the table below, including the number of occurrences (a number of single comments were coded as ‘other’ but reported in the table below as individual comments). These were general comments which were raised by respondents but were not specifically focused on the impacts attributable to the construction of any of the access options. These are listed in Table 9.

Table 9: General Comments about Construction

| Code | Number of comments |
|--|--------------------|
| Concern about dust, dirt and disruption associated with construction activities (CON8) | 9 |
| Concern about impact on listed buildings from construction (CON3) | 4 |
| Concern about lack of developers to take forward the York Central site (CON9) | 3 |
| Request for construction to be started as soon as possible (CON5) | 2 |
| Request to keep the Public Right of Way open along the river during construction (CON7a) | 1 |
| The Southern Option would provide better access for construction traffic (CON6) | 1 |
| The development could use rail infrastructure to deliver construction materials (CON6) | 1 |
| Access construction should not be as complex as Network Rail constructed a building nearby recently (CON6) | 1 |

Alternative Suggestions

Comments Related to Access Options

This theme focuses on suggestions made about the access options including suggestions for improvements, alternative access or previous access options. There were a total of 11 codes created to categorise comments against. The ten codes related directly to the access options are presented in Figure 37.

The most frequently raised response was the preference for a previous access option not included in this consultation (DES5), receiving 49 comments. Associated with this, there were 28 comments that raised concern about previous access options being excluded from this consultation (DES4). There were three themes related specifically to each of the access options:

- Six respondents provided a design suggestion for the Southern Option (DES3);
- Eight respondents provided a design suggestion for Western Option 2 (DES2); and
- 13 respondents provided a design suggestion for Western Option 1 (DES1).

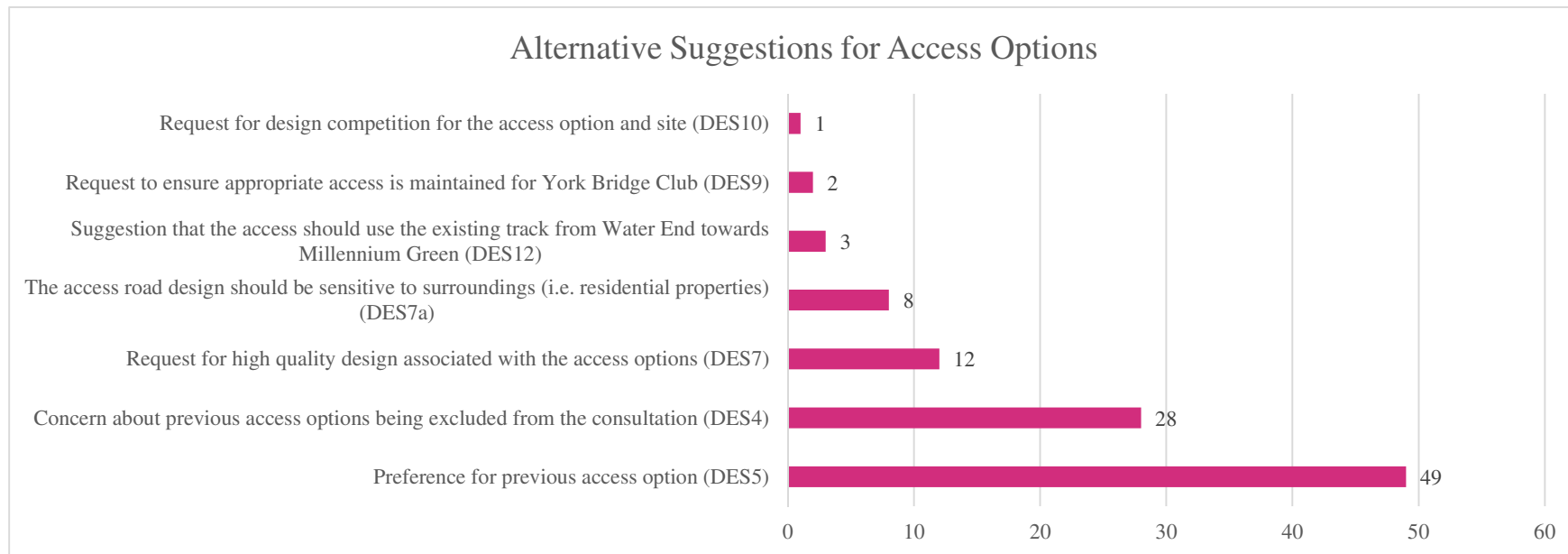


Figure 37: Alternative Suggestions for all Access Options

Design Suggestions for the Access Options

A number of responses outlined suggestions for alternative designs for the access options. These are reported at Appendix D as free text comments with no text edits from the information provided. The key points from these responses are summarised in the tables below per access option:

Table 10: Summary of Alternative Design Suggestions for Western Option 1

| Alternative Design Suggestions for Western Option 1 |
|--|
| Western option chosen should be based on which is best for traffic control – not due to cost |
| Western option should be varied to join Water End at the junction with the present service road for Network Rail vehicles to access the railway. Route should curve southwards to cut across corner of Millennium Green – means will bridge ECML at much less oblique angle than WO1 or W02. |
| Not clear why bridge from WO2 could not be used on WO1 to reduce cost. |
| WO1/WO2 need to be designed to not be a rat-run taking too much traffic off Holgate Road. Architecturally interesting bridge could add to townscape. |
| Western Option 1 seems to have the overall least impact on existing areas external to the site, and the transport options offered by the westerns options appear to improve congestion and routes for vehicles more than the Southern option. There is no indication of the current condition / remaining life of the Water End bridge - if Network Rail were considering preplacing this in the next 10-15 years this option would offer an opportunity to correct this. However if the structure is relatively new, i.e. with 80-1000 years of service left it would make more sense to look at amended western Option 2 |
| Could Landing Lane be used as a loop road to align traffic with the proposed road? This could reduce the need for modifications to the existing rail bridge. Ideally, a short tunnel to cross under Water Lane could be used or failing that a traffic light junction as already proposed |
| If WO1 is chosen I would prefer an iconic bridge in the style of Newcastle’s 'blinking eye' or Millennium Bridge |
| Has the option of using Landing Lane to bring traffic under the existing rail bridge with a new bridge to then carry traffic over the ECML been considered? Or failing that, Landing Lane to a new road junction crossing Water Lane directly onto new road and bridge. |

Table 11: Summary of Alternative Design Suggestions for Western Option 2

| Alternative Design Suggestions for Western Option 2 |
|---|
| WO1/WO2 need to be designed to not be a rat-run taking too much traffic off Holgate Road. Architecturally interesting bridge could add to townscape. |
| The downsides of Western Option 2 is that it cuts the Millennium Green area in two. There is an existing road from Water End to the South with a road alignment that is far away from Water End bridge but then carries around the outside of the green area. Consideration for a road alignment that follows the route of this existing road should be put forwards to prevent the need for a longer bridge again the road alignment should be considered to align with the rest of Option 2 to pass over the railway. |

| |
|--|
| I think the best option on all counts would be WO2 moved across as far as possible to the line of WO1 across Millennium Green |
| WO2 would like to see option for the access road which is suggested to be an embankment for option 2 to lower through the green area without completely cutting it in half such as viaduct style or large open cuts/see-through. |

Table 12: Summary of Alternative Design Suggestions for Southern Option

| |
|--|
| Alternative Design Suggestions for Southern Option |
| In addition the Southern Access route destroys the only green area between the rail and the main road (Holgate road) into the city. For all these reasons I feel strongly that the Southern access option should be discounted except as a pedestrian/cycle rote (already present) |
| Southern option - this option is only viable for pedestrians and cyclists, not cars. It would be better to wait and use the Gateway Business Park road if it was felt that there had to be a southern access to the site for cars. |

In addition to access suggestions, a number of respondents commented anecdotally on how existing spaces are used. These free text comments, with no text edits are reported in the technical appendix (Appendix E) to inform YCP as part of the masterplan development process. The key points from these responses are summarised in the table below:

Table 13: Summary of Comments made about Use of Existing Places

| |
|---|
| General Comments about How Places are Currently Used |
| This tight community centres on the community gardens (Holgate residents). Losing the Community Gardens will COMPLETELY destroy this brilliant community and Holgate will be much poorer for it. |
| Southern option has far too great an impact on communities and their right to a healthy living environment given the following: The route would have an extremely detrimental impact on three Assets of Community Value including: The Fox, Holgate Allotment and Holgate Community Garden. |
| Water Lane is spacious and not heavily residential as opposed to the A59 where the area around the Fox Pub is very green. My Biggest concern is the loss of our community garden in Holgate. |

| |
|---|
| <p>The loss of millennium green is disappointing but it is much larger than the other space and there us significant other space in the close vicinity.</p> |
| <p>It is the people, in particular the young families, that make the Holgate area such a vibrant up and coming part of the city.</p> |
| <p>The Southern option will take away valuable space that is much needed by the surrounding community. Most of the houses in the area do not have gardens so the basketball court and gardens are the only space available for our children.</p> |
| <p>Holgate Community Garden that will be lost under the southern option, is a recognised Asset of Community Value.</p> |
| <p>Every day I see the diverse footfall that the Millennium Green receives. For many of the children in this area, it is the only real green space they have.</p> |
| <p>Millennium Green is the heart and lungs of our community, in particular for the many elderly residents.</p> |
| <p>The community has invested considerable time and energy creating a community garden.</p> |
| <p>The Friends of Holgate Community Garden promote the use of the garden and play area, and champion its preservation as open space for public benefit. This was recognised by City of York Council when the park and play area was awarded Asset of Community Value status in 2016. Holgate Community Garden also features on the Local List (currently in draft form). The local community hold events within the park from basketball tournaments to picnics and scarecrow competitions. St Paul’s Primary School and local groups use the space for physical education and forest school sessions. We don’t think it can be right for the creation of a new community for York to come at the cost of a thriving, existing community.</p> |
| <p>The Millennium Green is also a valuable community asset, which not only has developed as a natural habitat, but one which is popular with the residents on the north side of Leeman Road’s community.</p> |
| <p>There is a huge opportunity to masterplan a world-leading site fit for the 21st century. There are numerous models which could be referenced but don’t appear to have been looked at: The former British Army base at Vauban outside Freiburg was developed with high levels of citizen involvement in creating the masterplan and achieved a car ownership ratio of 150 cars per 1000 people; The Bahnstadt development at Heidleberg, where all buildings are built to passivhaus standards – built on old freight yards and now housing more than 3,000 people;</p> |

Other Comments Relevant to Access Consultation

Comments Related to Access Options

This section draws together other comments which cannot be readily categorised by theme, but still raise points for YCP to consider in relation to the choice of access option. These include views expressed about the process, consultation, and funding of the access options. There were a total of 29 codes created to categorise comments against. The analysis is presented by access option to allow YCP to directly compare the number of comments per access option.

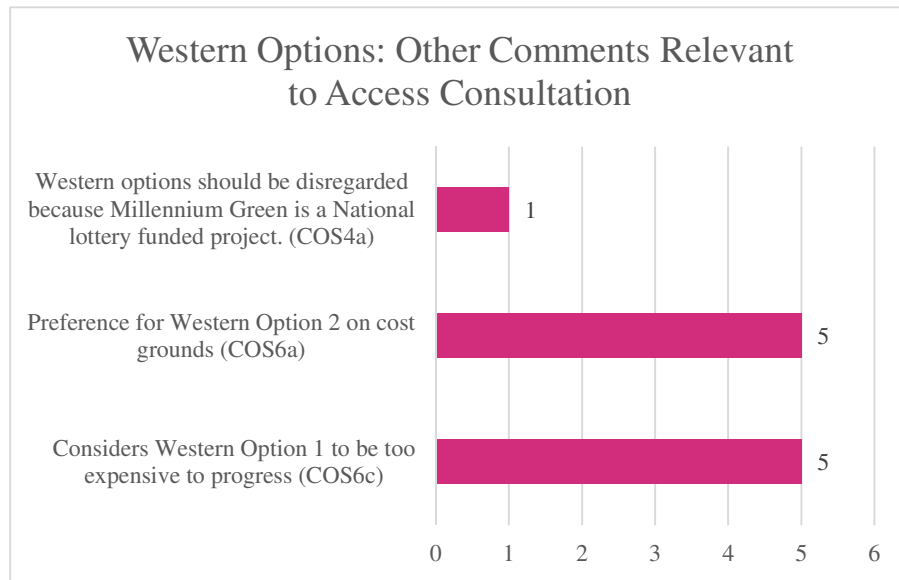


Figure 38: Other Comments Made About the Western Options

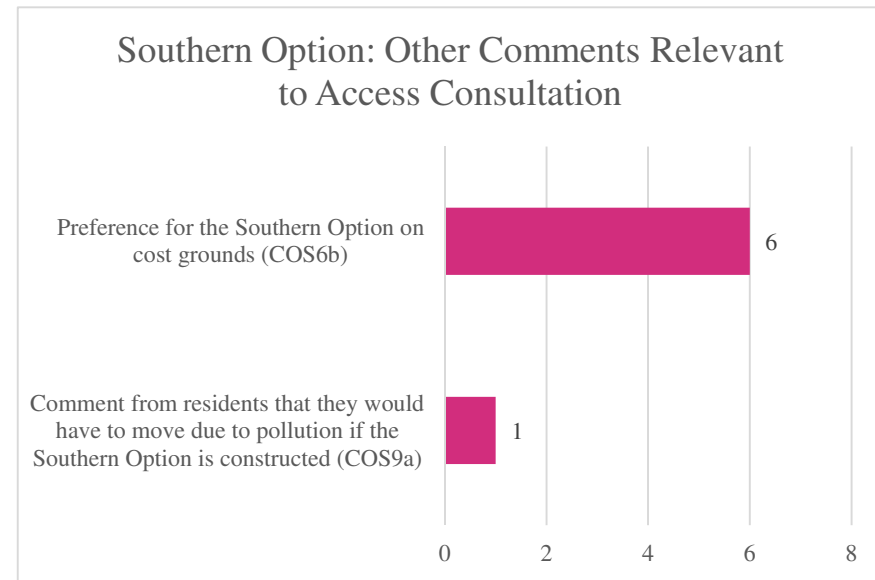


Figure 39: Other Comments Made about the Southern Option

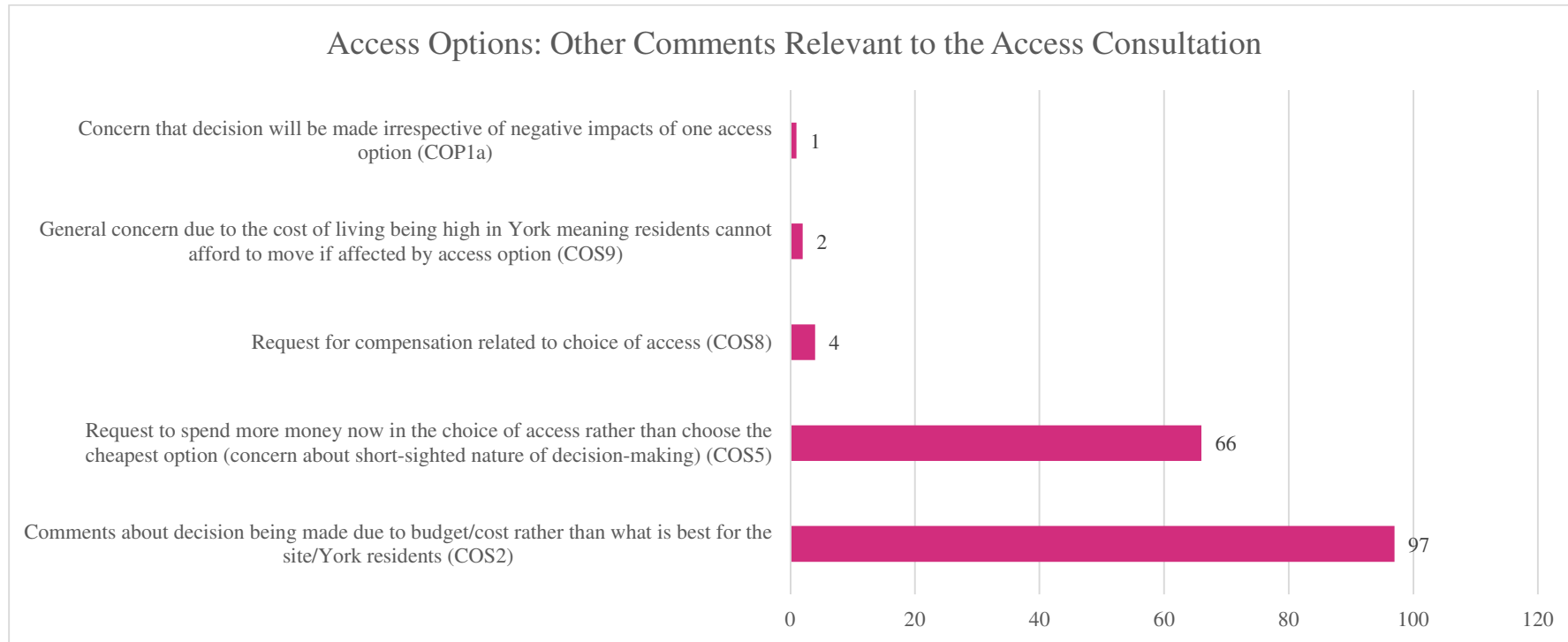


Figure 40: Other Comments Relevant to the Access Consultation

In relation to the overall access options analysis, the most frequently raised comment (97 comments) was a request for the decision for the access option to be based on what is best for the local community rather than on cost (COS2). Concern was also raised about the short-sighted nature of the decision-making process, with 66 comments requesting to spend more money now in the choice of access (COS5).

Comments Related to Wider York Central Development

In addition to specific comments relating to the access options, respondents also raised a number of general comments regarding the process of developing the York Central project. Respondents also provided comments on the community engagement process undertaken, and anecdotal information on how existing spaces and places are currently used. These comments are set out in the table below.

Table 14: General Comments Relevant to Access Consultation

| Code | Number of comments |
|--|--------------------|
| General comments about how places are currently used. (ANEC) | 91 |
| Comments about the lack of data provided for consultation (COP5) | 66 |
| General comments about consultation materials (COP4) | 52 |
| Dissatisfaction/disagreement with the Red/Amber/Green ranking conclusions within consultation materials (COP4a) | 47 |
| Concern about the consultation process being genuine (concern that people's comments will not be taken into account in refining the scheme as a result) (COP2) | 46 |
| Concern that is a political decision making process (e.g. the decision is made by politicians and not the community) (COP1) | 37 |
| Comments about the decision being made due to budget/cost rather than high quality design (COS1) | 30 |
| Disagreement with the priority ranking table within the questionnaire and boards (COP3) | 28 |
| Comments about the consultation events (COP6) | 22 |
| Concerns about funding of the development (COS4) | 21 |
| Concern about blight (reduction in houses price etc) (COS3) | 19 |
| Raised comment about the potential for a legal challenge (LEG) | 10 |
| Decision is divisive and is creating conflict between two communities (COP1b) | 3 |
| Comments about the role of the National Rail Museum in the project (COP1c) | 3 |
| Comments about the role of Network Rail in the project (COP1d) | 3 |

| | |
|---|---|
| Request for additional consultation (COP7) | 3 |
| Suggestion about Compulsory Purchasing affected properties (COS7) | 2 |
| Timeline should not be a problem for the development (TIME) | 1 |
| Cost seems to be the most significant factor in the decision making process (COS6d) | 1 |

Masterplan

Comments Related to Wider York Central Development

This theme focuses on comments made about the forthcoming masterplan including requests for specific land uses and infrastructure as part of its design. These relate to the wider development and not the choice of access, so are provided for wider context and the next stages of the York Central project. There were 14 codes generated to categorise reoccurring comments against and these are presented in Table 15, it should be noted that a number of single comments were coded as ‘other’ but reported in the table below as individual comments.

The most frequently raised comment (45 comments) was a request for a high quality masterplan (MP1). The second most frequent comment (32 comments) was that insufficient information was provided about the masterplan to be able to determine which access option is best (MP3). There were 20 comments that requested provision of community infrastructure within the site including schools, a GP practice, and additional green space (MP10).

Table 15: General Comments Made about the Masterplan

| Code | Number of comments |
|--|--------------------|
| Needs high quality vision for the development (MP1) | 45 |
| Insufficient information about the masterplan for the site to be able to determine which access option is best (MP3) | 32 |
| Request for community infrastructure (i.e. schools, GP, green space) as part of developing York Central (MP10) | 20 |
| Comments about housing types and numbers for York Central (MP2) | 19 |

| | |
|---|----|
| Request for high quality and sensitive design (MP1a) | 15 |
| Planning and foresight is needed before decision made on masterplan (MP6) | 14 |
| Raised the importance of the National Railway Museum (NRM) and its impacts on the local area (MP4) | 11 |
| Comments about office space in the development (MP7) | 9 |
| Comments about Holgate Beck as part of the new site (MP11) | 3 |
| Concern about NRM closing Leeman Road (MP5) | 3 |
| The York Central development should seek to repurpose heritage buildings for new uses (MP12) | 2 |
| Need to create community feel in new development (MP8) | 2 |
| Concern about height of buildings in the York Central proposals (MP9) | 2 |
| Questioning whether a vision exists that makes it unnecessary to own a car if living in the York Central site (MP*) | 1 |
| Request to consider the Danish/Dutch design for cycling infrastructure (MP*) | 1 |
| Questioning whether York Central is needed (MP*) | 1 |

4 Summary

4.1 Summary

This report provides an analysis of responses to the York Central Access Options consultation. The consultation asked the public to inform YCP about the community impacts arising of the three potential access options, namely:

- The Southern Option, which would take access off the A59/Poppleton Road;
- Western Option 1, which would take access from Water End; and,
- Western Option 2, which would also take access from Water End.

The consultation included four public consultation events with information on the proposed access options. This information was also available online for respondents to review and provide electronic feedback. The events were attended by 644 people and the consultation generated a total of 619 responses.

This report focuses on the analysis from Question 2 and Question 3 of the consultation feedback questionnaire. Question 2 ask respondents to prioritise a number of impacts in relation to the scheme. From the analysis of the responses, air quality, noise, transport and ecology were highlighted by the community as issues of most importance to them. Construction impacts were predominantly ranked lowest by respondents.

Question 3 sought views from respondents on how the access options would impact on local communities. This was a free-text response question which has generated a wide range of responses covering a number of themes and issues. This has been reported under a number of themes:

- Comments on specific access options;
- Community impact;
- Traffic and transport;
- Environment;
- Construction;
- Alternative suggestions, with details of the free-form suggestions included as Appendix D ;
- Other comments relevant to the access options consultation; and
- Comments relating to the future masterplan development.

A significant proportion of respondents indicated a preference for or opposition to a particular access option. This data was derived from the free text within open

ended question 3 and therefore **should not be read as a specific vote for any option**. The data is as follows;

- Preference for Western Option 1 (WO1P) - 196 comments;
- Opposition for Western Option 1 (WO1O) - 39 comments;
- Preference for Western Option 2 (WO2P) - 115 comments;
- Opposition for Western Option 2 (WO2O) - 66 comments;
- Preference for the Southern Option (SouthP) - 29 comments; and
- Opposition for the Southern Option (SouthO) - 336 comments.

4.2 Next Steps

This report has sought to provide factual analysis of the consultation responses. The analysis has not sought to infer any weight or conclusions regarding the public comments but purely to summarise the views on community impact related to the access options. `

This report has been prepared to inform YCP in relation to the community views on the different access options and the potential community impact associated these. YCP will review the outcomes of this consultation taking into account all issues raised before making an informed decision on the choice of access for the York Central development.

1. EXECUTIVE SUMMARY

The purpose of this report is to provide a recommendation to York Central Partnership Board of the preferred route for an access road into the York Central site. This paper is for YCP decision making purposes only. The selected preferred access will be taken through the statutory planning process which will determine whether or not planning permission should be granted.

The position of a suitable access route has been evolving over many years during different iterations of the York Central project. In June 2017, the York Central Partners (YCP) agreed to reduce six potential access locations to two locations following the recommendations in the Access Options Study (Arup, June 2017). A variant on the initial Western Option alignment considered in this report was developed in more detail by Arup to give three access options to take forward for consultation on community impacts – two from the west and one from the south. This approach was agreed by City of York Council Executive on 13 July 2017.

At this stage, evidence to date shows no material reasons why either a Southern or Western Option should not be supported in terms of planning policy. The Western Options are more expensive and difficult to construct than a Southern Option and there are challenges regarding land availability in the Millennium Green area. However, it is considered that there are three clear qualitative benefits that should be considered in any decision making. These are:

- the benefits for scheme design referred to in the masterplan section (Section 3) including better scheme legibility, improved gateway and enhanced connectivity to existing communities;
- the environmental benefits of being able to provide a route into the site that is away from the Holgate Road/Wilton Rise communities; and,
- the potential for through traffic to be diverted away from the Leeman Road and Salisbury Terrace community with corresponding environmental benefits.

Since the access consultation, a high level variant of the design / alignment of a Western Option 1 has been progressed in response to the public consultation. This would avoid additional Millennium Green land take but would also avoid the need for a large span bridge and would only require partial widening of Water End bridge. This mitigated western option has been proposed to YCP by ARUP as part of ongoing feasibility and testing work on iterations of the project. This has been included as part of the recommendation to YCP.

The key challenge relating to the Millennium Green area is the requirement to use some of the land in the lease area. It is acknowledged that the Trust land is difficult to release from its charitable status, even if the Trustees were willing. Using additional land from Millennium Green would allow a more aesthetically sympathetic landscaped route to be provided which would complement the area. A western route which is constrained by the land immediately available to YCP would provide a structure adjoining the Millennium Green supported by retaining walls. This may not be as aesthetically appealing.

The supporting reports included in the Appendices 1 – 3, respectively, contain technical details and comprise:

1. Access Options Study containing details on the effects of different routes on impacts such as traffic, ecology, air quality, heritage etc. (Arup, June 2017)
2. Leeman Road, Transport Modeling (Arup, October 2017)
3. Access Options Consultation Report (Arup, October 2017)

The access options consultation in August/September 2017 highlighted that the majority of responses favored a western access approach, although there were reservations around the potential loss of some of the green space associated with this option.

The consultation related to Western Option 1 which requires a substantial structure over the East Coast Mainline. Recent iteration of design and feasibility work by Arup has shown that a smaller structure may be deliverable; hence the cost estimates used in this report are based on this more recent variant for Western Option 1.

The key concerns for residents in relation to the access location appear to be traffic, air quality and noise. In summary, the key transport and associated environmental considerations are:

1. The York Central development will generate additional traffic delay on the surrounding highway network regardless of access location. In response to this, mitigation will form part of the future Planning Application. However, it should be noted that the total delay on the network is slightly less if the Southern Option is selected.
2. The additional traffic generated by the development will inevitably generate more noise and has the potential to affect air quality. However, modeling indicates that the overall effects would be low.

In comparing the two access locations, the Southern Option has a slight adverse impact on air quality. In addition, even with mitigation measures, the Southern Option will have greater noise impact. In the Wilton Rise area, this would be raised to moderate. The Western Option will improve air quality for those in the Salisbury Terrace and Leeman Road areas and noise impacts anticipated to be negligible.

Therefore, based on an assessment of the effects on each location, the aspirations for future development of the site and the recommendations from YCP consultant team, the recommendation to the YCP Board is:

- 1. To take forward a Western Option for access into the site. However, the final alignment of this should be assessed in more detail to seek to mitigate the effects of such a route on the Millennium Green.**
- 2. To safeguard land within YCP's control that could be used for a Southern Option in order to protect against any risk to the York Central development caused by circumstances preventing successful delivery of a Western Option.**

A synopsis comparing each option is shown below, additional detail on all evidence is contained in the supporting chapters and appended reports.

York Central Access Options - Consideration Summary Table

| | Western Option 1 (A1) | Western Option 2 (A2) | Mitigated Western Option (A3) | Southern Option (E) |
|---|--|---|--|---|
| Access Bridge Cost (inc primary access road) | £58m - £68m | £15m – £25m | £33m - £43m | £10m - £20m |
| Funding Availability | Additional EZ backed borrowing required WY+TF | Additional EZ backed borrowing required WY+TF | Additional EZ backed borrowing required WY+TF | WY+TF approval through Gateway 1 |
| Masterplan | Favor Western Access approach Improved placemaking | Favor Western Access approach Improved placemaking | Favor Western Access approach Improved placemaking | Complex entry sequence from Southern Access but solutions to constraints |
| Land Ownership | Not constrained by land availability | Requires part of Millennium Green | Not constrained by land availability | Not constrained by land availability |
| Community Impact | Traffic, noise and air quality issues of most concern Least impact on Millennium Green Partial loss of existing community facilities - could be mitigated through the provision of new facilities within the York Central scheme | Traffic, noise and air quality issues of most concern Would require an area of Millennium Green Partial loss of existing community facilities - could be mitigated through the provision of new facilities within the York Central scheme | Traffic, noise and air quality issues of most concern Least impact on Millennium Green Partial loss of existing community facilities - could be mitigated through the provision of new facilities within the York Central scheme | Traffic, noise and air quality issues of most concern Closest to residential areas and result in the loss of Holgate Community Garden Loss of existing community facilities - could be mitigated through the provision of new facilities within the York Central scheme |

| | | | | |
|--------------------------------------|--|---|--|--|
| Technical/ Construction | <p>Widening of Water End bridge required</p> <p>Greatest bridge span across ECML with tied arch bridge</p> <p>Longest construction period with greatest disruption to the rail network</p> <p>Reduced vehicular track access for railway maintenance</p> | <p>Does not require widening of Water End bridge</p> <p>Shorter bridge span across ECML</p> <p>Shorter construction period than Western Option 1 but still requires disruption to ECML for construction works to be completed</p> | <p>Variant to original A1 option reviewed</p> <p>Partial widening of Water End bridge required</p> <p>Conventional beam bridge with reduced span</p> <p>Shorter construction period than Western Option 1 but still requires disruption to ECML for construction works to be completed</p> <p>Reduced vehicular track access for railway maintenance</p> | <p>Relatively short bridge span</p> <p>Shortest construction period and disruption to rail network as possession of FAL rather than ECML</p> |
| Highways and Connectivity | <p>Overall increase in highway traffic</p> <p>Significant reduction in traffic through Leeman Road and Salisbury Terrace communities</p> <p>Improved pedestrian and cycle connectivity</p> | <p>Overall increase in highway traffic</p> <p>Significant reduction in traffic through Leeman Road and Salisbury Terrace communities</p> <p>Improved pedestrian and cycle connectivity</p> | <p>Overall increase in highway traffic</p> <p>Significant reduction in traffic through Leeman Road and Salisbury Terrace communities</p> <p>Improved pedestrian and cycle connectivity</p> | <p>Overall increase in highway traffic</p> <p>Through traffic would continue through Salisbury Terrace communities</p> <p>Improved pedestrian and cycle connectivity</p> |
| Air Quality | <p>Improved air quality in Leeman Road and Salisbury Terrace areas</p> | <p>Improved air quality in Leeman Road and Salisbury Terrace areas</p> | <p>Improved air quality in Leeman Road and Salisbury Terrace areas</p> | <p>Improved air quality in Leeman Road area</p> <p>Adverse impact on air quality around Cleveland Street/St Paul's area</p> |
| Townscape | <p>Localised visual impact on Millennium Green – mitigation limited due to land availability</p> | <p>Localised visual impact on Millennium Green – mitigation through landscaping possible</p> | <p>Localised visual impact on Millennium Green – mitigation through landscaping possible</p> | <p>Localised impact on Cleveland Street and Upper St Paul's Terrace due to proximity to existing residential dwellings</p> |
| Visual Impact | <p>Potential impact on key view to Minster</p> | <p>Potential impact on key view to Minster</p> | <p>Potential impact on key view to Minster</p> | <p>High impact on close range views for local residents</p> |
| Noise | <p>Negligible impact due to existing ambient noise levels and proximity of existing dwellings</p> | <p>Negligible impact due to existing ambient noise levels and proximity of existing dwellings</p> | <p>Negligible impact due to existing ambient noise levels and proximity of existing dwellings</p> | <p>If no mitigation, major impact on Cleveland Street with negligible impact on Holgate Road</p> <p>Could be reduced to moderate impact with mitigation</p> |

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|-----------------------------|---|--|---|---|
| Ecology | Impact on habitats ecological designations | Impact on habitats and ecological designations | Impact on habitats and ecological designations | Impact on habitats |
| Flood Risk and Water | Flood Zone 2 – less preferable than Southern Option but mitigation possible Sequential and exceptions testing required as part of planning process | Flood Zone 3 – least preferable sequentially but mitigation possible Sequential and exceptions testing required as part of planning process | Flood Zone 2 – less preferable than Southern Option but mitigation possible Sequential and exceptions testing required as part of planning process | Flood Zone 1 - least impact on flood risk Sequentially preferred |

2. FINANCIAL IMPACT

The following chapter sets out a summary of the financial impacts of alternative access points. This is a high level analysis at this stage and all future work will look to minimise the cost to the Partners in relation to infrastructure funding, whichever access is selected.

2.1 Infrastructure Cost

The bridge and primary access cost varies depending on engineering requirements for the route chosen. The table below sets out the financial cost of each of the three access options being considered, based on October 2017 cost estimates.

| | Access Bridge Cost (inc primary access) | Additional cost compared to Southern Option |
|--------------------------------------|---|---|
| Western Option 1 (A1) | £58m - £68m | +£48m |
| Western Option 2 (A2) | £15m - £25m | +£5m |
| Mitigated Western Option (A3) | £33m – £43m | +£23m |
| Southern Option (E) | £10m - £20m | £0m |

When it comes to purely financial considerations, there are cost reductions between Western Options and the Southern Option. However, further qualitative and quantitative impacts should be considered as part of the preferred access to be taken forward for more detailed design.

2.2 Development Capacity and Land Value

Recent evolution of the high level masterplan demonstrates a marginal difference in development capacity between a Western and Southern Access.

Advice from YCPs Commercial Advisors suggests that the net impact on land values for any changes in masterplan layout associated with alternative access points is a difficult to quantify at this point in time. For example, a southern access would be more complex in terms of the layout of some of the potential development plots towards the southern edge of the 'commercial area'. This would lead to a less flexible plot layout which may affect overall plot sizes and immediate environs and therefore impact take up and rental levels. This being the case, the net impact on land values associated with alternative access points is not regarded as a material consideration in the selection of a preferred access option.

2.3 Compensation Claims

The Valuation Office Agency has undertaken an assessment of the level of claims and associated fees that may be payable to affected residents under *Part 1 of the 1973 Land Compensation Act*. The scale of estimated claims is considered negligible in financial terms when considered relative to the estimated construction costs. In all cases, compensation is estimated to be less than 3% of construction costs.

2.4 Funding Availability

York Central is viewed as a key strategic site available to promote economic growth and delivery of housing on a city centre brownfield site with unparalleled public transport connections due to its location adjacent York station.

The funding available has been allocated on the strength of strategic business cases to National Government Departments. Terms of the funding provide clear objectives, target dates and expectations, such as:

- Increased GVA levels and sustained economic growth across the country
- Accelerated pace of delivery for housing units
- Quality placemaking to create places people wish to live and work
- Enabling brownfield land to come forward to address housing shortages

Impacts on timescale due to factors such as planning risk etc. need to be considered in making a decision on the preferred access location as this could impact on the objectives of the funding bodies.

Set against the cost assessments for each access option, a corresponding funding package is available to support scheme delivery. Current funding is comprised principally of West Yorkshire + Transport Fund (WY+TF) and potential Enterprise Zone (EZ) backed borrowing. A component of the recently submitted Housing Infrastructure Fund (HIF) is also provisionally identified to support access road delivery (though bids are yet to be determined).

The WY+TF will require an Exception Report to be taken to West Yorkshire Combined Authority if a Western Access is selected as the preferred route.

This funding package is summarised in more detail in the table below:

| Funding Source | Allocation to access and bridge | Comment/Description | Timescales |
|---------------------|---------------------------------|---|--|
| WY+TF | £24.1m | <ul style="list-style-type: none"> • Exception Report to WYCA required if western access route chosen | To be drawn down by 2021 |
| EZ backed borrowing | £tbc | <ul style="list-style-type: none"> • Potential for up to £110m received from retained business rates • Risk to YCP/CYC to be considered and inform proportion/% | EZ status finishes 2042 – delays increase risk if using this income stream |
| HIF | £23.3m | <ul style="list-style-type: none"> • c.£57m total application • EOI, full bid to be determined Spring 2018 | To be committed by 2021 |
| CYC EIF | £tbc | <ul style="list-style-type: none"> • £7.1m potentially available via CYC. • Executive agreement required for further draw down | Flexible |

2.5 Funding Summary

- Potential to fund any of the shortlisted access options
- Escalating financial risk/reliance on EZ backed borrowing as costs increase
- Increased funding requirement for access may impact the scale to which the Partners can invest in/support other aspects of the scheme e.g. quality placemaking, affordable housing levels

3. MASTERPLAN IMPACT

N.B. Western options have similar impacts on the masterplan layout and are commented on collectively. The table below summarises the narrative and comparison relating to the evolving masterplans from the YCPs consultant team.

At a high level, two forms of masterplan have been developed in recent months to understand the impact of the different access options on the overall scheme. This work was completed in October 2017 and will be used as the base masterplanning to evolve further for future public consultation.

| Masterplan Impact | Western Access Options | Southern Access Option |
|--|---|--|
| Site Entry, Experience and Legibility | <ul style="list-style-type: none"> • A clear and legible entry sequence into the site, offering views of the York Central district while entering the area, as well as views beyond to the city / Minster. • An entry experience that mirrors the historic railway movement into the site, and highlighting the railway-inspired heritage of the site. | <ul style="list-style-type: none"> • A complex entry sequence resulting from the sharply curved geometry needed to drop the entry road from +8 m (above rail) to grade via rear of building plots. |
| Connectivity | <ul style="list-style-type: none"> • A clear street network with a primary entry road from the west, offering a legible pattern of movement through the site. • Allows downgrading the vehicular site entry from the Salisbury Terrace neighbourhood reducing the traffic through the area; eliminates need for a vehicular crossing across the park area. • Potential for good ecological connection between the park and Millennium Green which can be designed in conjunction with the entry road and bridge. | <ul style="list-style-type: none"> • Reduced connectivity to western end of the site, increasing isolation. • Access to western end of the site will require traffic looping back from the south (if arriving from southern access) or looping west across the park if arriving from the north. • Traffic from N & NW could continue to move through the Salisbury Terrace neighbourhood streets potentially increasing traffic impacts. • A major vehicular road across the Green Park will be required. • Missed opportunity to integrate Millennium Green with the park area due to the continued severance by ECML. • Better connectivity with communities to the south including Holgate Road, Acomb Road and Tadcaster Rd corridor and beyond. |

| | | |
|---------------------------------|---|--|
| Public Space | <ul style="list-style-type: none"> The park can develop in a more continuous way increasing the efficiency of its use and allowing a better pedestrian connection along the green heart of the site. The most western part of the park can connect with the Millennium Green. | <ul style="list-style-type: none"> The need for a major vehicular crossing across the park bringing traffic from N & NW will divide the park in two. This could be mitigated through the use of shared surfaces and crossings that give priority to pedestrians. |
| Views and Heritage | <ul style="list-style-type: none"> A western access at the moment of entrance, offers a memorable introduction to the site, its heritage assets and views into and beyond the site. | <ul style="list-style-type: none"> A southern access is not the most suitable alignment to take advantage of expansive views of the site and its ensemble of heritage buildings. |
| Visual Impact | <ul style="list-style-type: none"> Western bridge design is dependent on the span required to cross the ECML. If a more complex structure is required, it may impact on views of the Minster from Water End. Careful design and choice of materials may be required to avoid detracting from the protected view corridor. Visual impact of access on Millennium Green would need to be addressed through appropriate and sensitive landscaping which may require additional space to be occupied in Millennium Green. | <ul style="list-style-type: none"> A southern access does not impact on protected view corridors. The area between Wilton Rise and a new access can be landscaped to minimise visual impact on existing properties along Wilton Rise. |
| Plot Pattern | <ul style="list-style-type: none"> The clear circulation pattern from a western access results in a clear and efficient plot pattern across the site. Further refinements can be made in the next phase of design development should this option be chosen as preferred. | <ul style="list-style-type: none"> Plot pattern generally similar to the one achieved with the western access option; however, there are a few areas where the impact of the southern option and consequent movement pattern has some disadvantage. Vertical geometry of access road interferes with pedestrian crossing into the site from the south (Wilton Rise). |
| Movement within the site | <ul style="list-style-type: none"> Movement through the site follows a more linear alignment and will be more legible for users. Through traffic will be directed along the length of the development. | <ul style="list-style-type: none"> Southern access concentrates movements in the southern part of Cinder Lane. As movement does not follow visual cues, more signage will be required to direct users to their destinations. Through traffic will be focussed on the eastern part of the site. The western part of |

| | | |
|--|--|---|
| | | the site will experience lower traffic volumes and feel more “private”. |
|--|--|---|

3.1 Masterplan Summary:

The recommendation from YCP’s consultant team is that an access from the west would be preferable in masterplanning terms due to:

- Better linkages for those communities towards the western end of the scheme
- Traffic will no longer use the Salisbury Terrace residential area to access the city centre, with the corresponding air quality and safety issues it brings
- Better legibility for the overall scheme
- Better entrance quality/gateway/long range views across the site and wider city
- Better response to the historic layout and alignment of previous uses on the site

4. LAND OWNERSHIP

The Southern Option is not constrained by land ownership but the Western Options are subject to the risk that Millennium Green land may not be available.

4.1 Western Access - Millennium Green Summary

The Leeman Road Millennium Green comprises 1.8ha of land at Water End designated as a Millennium Green. The land is leased from CYC for 999 years by the Millennium Green Trust. The lease area has a restrictive covenant limiting use in accordance with the Trust Deed for the benefit of the local community.

Under an existing option, a small area of the land can be taken back by the Council for an access road. Access alignments restricted to the use of this section of land are more expensive than alternative solutions and they are reliant on a heavily engineered solution for the location. Alternative solutions encroach further onto the Millennium Green but create a landscaped road more integrated into the green landscape around it and hence would be less visually intrusive and more beneficial to use and enjoyment of the land.

See Appendix 4 for the red line lease plan for Millennium Green.

4.2 Access Options Impact on Millennium Green

- Western Access 1 proposes the road using the area currently available to the Partners, passing over land in the ownership of CYC and NR and using land which can be released from the Trust lease area.
- Western Access 2 proposes an alternative alignment that uses NR and CYC land but also takes additional land from Millennium Green.

4.3 Engagement with Board of Trustees

YCP will need to engage with members of the Millennium Green Trust to see if they are willing (after consulting Natural England) to consider alternative solutions which may include release of some land in addition to that already referred to in the lease. However, even if a solution is agreed that releases land the implementation may not be something that can be achieved by private treaty arrangements due to the Trust constitution and charitable status.

4.4 Legal risk associated with acquiring additional land from Millennium Green Trust

There is a risk to delivery in proposing an access option involving additional land from the Millennium Green Trust. However, despite the challenging legal arrangements, the legal advice obtained does highlight that there is the opportunity to further explore with the Trust a mechanism to release any land.

4.5 Mitigation

Since the access consultation, a high level variant of the design / alignment of a Western Option 1 has been progressed in response to the public consultation. This would avoid additional Millennium Green land take but would also avoid the need for

a large span bridge and would only require partial widening of Water End bridge. This mitigated western option has been proposed to YCP by ARUP as part of ongoing feasibility and testing work on iterations of the project. However, it remains a complex engineering solution and further design work and landscaping proposals are required to create a solution that mitigates the impact on Millennium Green.

4.6 Southern Access – Holgate Community Garden

The land required to deliver an access from the south is in the ownership of CYC. The access point does not require acquisition of additional land but would create a road which runs very close to existing dwellings.

4.7 Asset of Community Value

Part of the land required to deliver an access from the south is registered as an Asset of Community Value (ACV). The extent of the land, registered as 'Holgate Community Garden', is shown on the plan in Appendix 5.

ACVs are buildings or land that are of value to local communities, and provision to nominate is contained in the Localism Act 2012 (community right to bid). In the event of the proposed sale of an ACV, a process will be triggered that allows a community interest group to express an interest in bidding to purchase the property. As it is anticipated that the road would be constructed by, and remain in the ownership of the Partners (in this case the Council), this is not considered to limit the deliverability of the southern access option.

5. COMMUNITY CONSULTATION AND IMPACT

5.1 Introduction

In November 2016, CYC Executive considered a report which set out proposals to fund the access route to the York Central site using the West Yorkshire Transport Fund (WYTF) and to undertake further consultation on the route of the proposed new access to the site. Members resolved to undertake further consultation on the access route for York Central as part of a future York Central planning strategy, with high level, ongoing engagement across the City in relation to the access route, with particular regard being given to residents most directly affected.

5.2 YCP Community Consultation

As a consequence, YCP undertook a non statutory public consultation comprising drop-in sessions and provision of feedback forms in relation to the provision of a new vehicular access point into the York Central site between 23 August 2017 and 13 September 2017. In total, 644 people attended the 'drop-in' events and the consultation generated a total of 619 responses.

5.3 Consultation Analysis

Following the consultation period, Arup prepared an Access Options Consultation Report (October 2017) to provide factual analysis of the consultation responses. The analysis provides a summary of the feedback as given and has been prepared without weighting or conclusions where a preference was expressed by the respondents. This Report provides Community Impact information for YCP to use as one of the considerations in making a decision on the preferred access route location.

Q1: Postcode

The responses to Q1 identified a significant proportion of attendees live in the two post codes in which the York Central site is located (292 responses from within YO24 and 118 responses from YO26).

Q2: Priority Impact Criteria

For Q2, respondents were asked to rank the impact criteria (construction, transport, townscape, heritage, air quality, noise, ecology and flood risk) as priorities on a scale of 1 to 8.

The responses highlighted air quality, transport and noise as the issues of most concern (when taking the 3 highest ranked criteria into account). This demonstrates a concern that tends towards the impact of traffic – air quality and noise being issues that are directly related to traffic generation.

Heritage and ecology were 'middle-ranking' issues which were neither identified as of highest or lowest concern.

Construction, townscape and flood risk were the lowest ranked issues.

Q3: Impact on local communities

For Q3, respondents were asked to provide further commentary of how each option would specifically impact on the communities adjacent to the proposed accesses. As the responses are free form, Arup has coded and grouped the responses based on the issues raised, with respondents often raising a number of issues on a single form. For clarity, the public were not asked to specify a preference for a particular access option but, as would be expected, many respondents have stated a preference and these results, along with more issue-specific matters, are set out below.

The responses demonstrated a preference for the Western Option(s):

- Western Option 1: 196 for and 39 against;
- Western Option 2: 115 for and 66 against;
- Southern Option: 29 for and 336 against.

In addition, the respondents identified specific issues relating to community impact, traffic and transport, the environment and construction, alongside issues not specifically related to this consultation such as future development of the site. The particular community issues raised regarding impacts such as air quality, noise and traffic on the existing Network are considered in Section 6 of this report.

The most numerous issues raised by respondents (i.e. those raised by more than 100 respondents) were:

- The impact on the Holgate Community Garden as a result of the Southern Option (260 comments);
- Increasing congestion on Holgate Road (198 comments);
- Impact on air quality as a result of the Southern Option (197 comments);
- Existing congestion on Holgate Road (150 comments);
- Noise impact as a result of the Southern Option (116 comments); and
- The impact on Millennium Green as a result of Western Option 2 (115 comments).

Appendix 3 contains the Access Options Consultation Report (Arup, October 2017).

6. TECHNICAL AND ENVIRONMENTAL IMPACTS

6.1 Full detail of the technical and environmental impacts of each access option can be found in the following Arup reports contained in Appendices 1 and 2, respectively.

- Access Options Study (June 2017)
- Leeman Road, Transport Modeling (October 2017)

The Access Options Study (June 2017) contained in Appendix 1 provided a basis for the decision to discount three alternative options, known as B, C and D due to the following reasons:

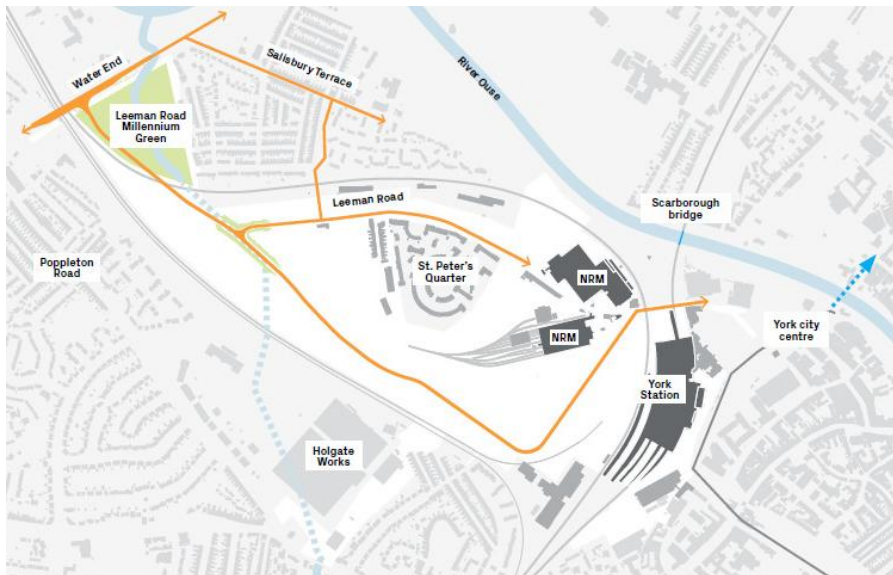
- Lack of certainty regarding future rail requirements for land and the effect on existing rail requirements;
- timing associated with funding criteria; and,
- lack of compatibility with masterplanning.

This approach was approved in the June 2017 YCP Project Board and at the subsequent City of York Council June 2017 Executive meeting.

6.2 Access Options Summary

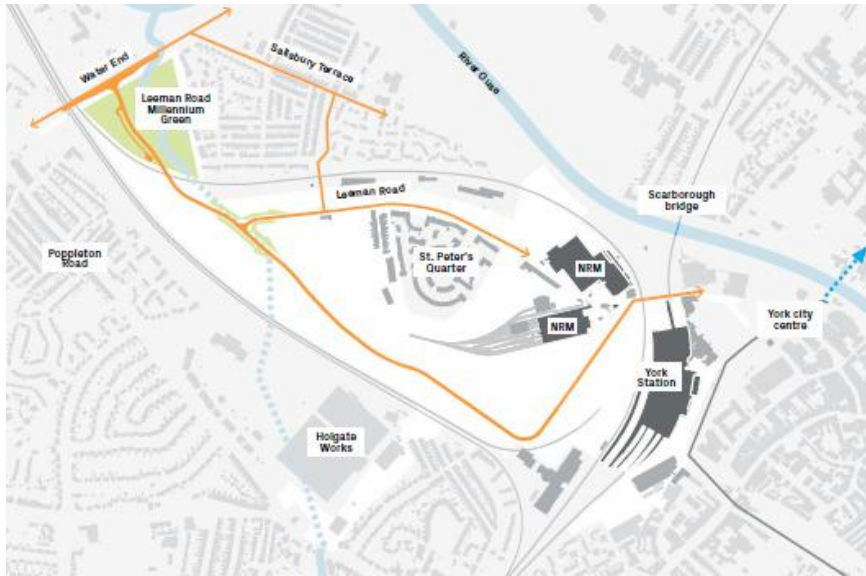
A summary of the access option alignments which formed part of the consultation are provided below.

Western Option 1:



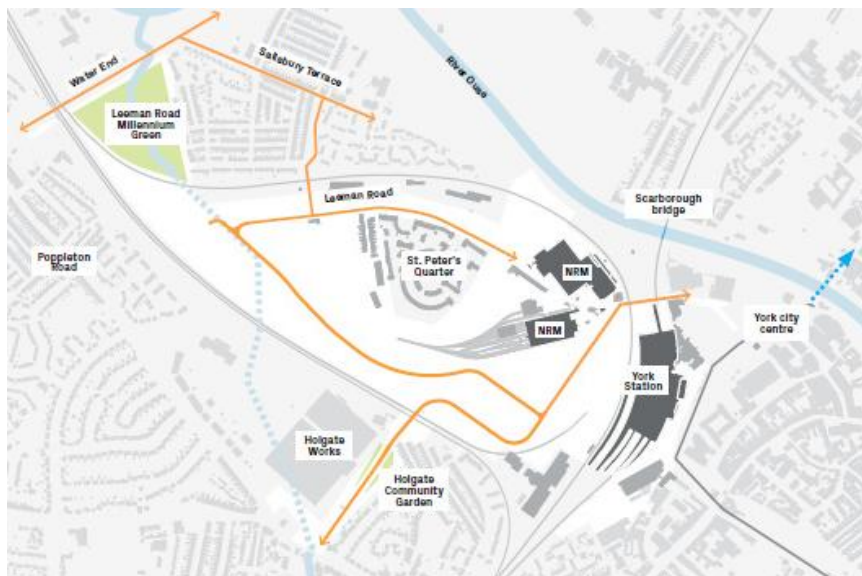
- New junction on Water End
- Junction design requires significant widening of the Water End Bridge
- Road on retaining wall alongside Millennium Green
- Relocation of siding to NRM South Yard

Western Option 2:



- New junction on Water End
- No requirement for the widening of the Water End Bridge
- Requirement for Millennium Green land outside area capable of reverting back to CYC
- Relocation of two Network sidings to location identified in Masterplan work.
- Relocation of siding to NRM South Yard

Southern Option:



- The Southern Option land requirement within control of YCP
- Asset of Community Value – Holgate Community Garden would be lost
- Substantial remodeling of existing junction on Holgate Road

6.3 Technical and Environmental Summary

A summary table of the technical and environmental impacts is provided below but full background and details are provided in the appended reports. All adverse impacts would have mitigation measures which would form part of a future Planning Application as part of the statutory planning process.

| Technical and Environmental Summary | Western Option 1 (A1) | Western Option 1 (A2) | Southern Option (E) |
|--|--|---|--|
| Technical/ Construction | <p>Widening of Water End bridge required</p> <p>Greatest bridge span across ECML with tied arch bridge</p> <p>Longest construction period with greatest disruption to the rail network</p> <p>Reduced vehicular track access for railway maintenance</p> | <p>Does not require widening of Water End bridge</p> <p>Shorter bridge span across ECML</p> <p>Shorter construction period than Western Option 1 but still requires disruption to ECML for construction works to be completed</p> | <p>Relatively short bridge span</p> <p>Shortest construction period and disruption to rail network as possession of FAL rather than ECML</p> |
| Highways and Connectivity | <p>Overall increase in highway traffic</p> <p>Significant reduction in traffic through Leeman Road and Salisbury Terrace communities</p> <p>Improved pedestrian and cycle connectivity</p> | <p>Overall increase in highway traffic</p> <p>Significant reduction in traffic through Leeman Road and Salisbury Terrace communities</p> <p>Improved pedestrian and cycle connectivity</p> | <p>Overall increase in highway traffic</p> <p>Through traffic would continue through Salisbury Terrace communities</p> <p>Improved pedestrian and cycle connectivity</p> |
| Air Quality | <p>Improved air quality in Leeman Road and Salisbury Terrace areas</p> | <p>Improved air quality in Leeman Road and Salisbury Terrace areas</p> | <p>Improved air quality in Leeman Road area</p> <p>Adverse impact on air quality around Cleveland Street/St Paul's area</p> |
| Townscape | <p>Localised visual impact on Millennium Green – mitigation limited due to land availability</p> | <p>Localised visual impact on Millennium Green – mitigation through landscaping possible</p> | <p>Localised impact on Cleveland Street and Upper St Paul's Terrace due to proximity to existing residential dwellings</p> |
| Visual Impact | <p>Potential impact on key view to Minster</p> | <p>Potential impact on key view to Minster</p> | <p>High impact on close range views for local residents</p> |
| Noise | <p>Negligible impact due to existing ambient noise levels and proximity of existing dwellings</p> | <p>Negligible impact due to existing ambient noise levels and proximity of existing dwellings</p> | <p>If no mitigation, major impact on Cleveland Street with negligible impact on Holgate Road</p> <p>Could be reduced to moderate impact with mitigation</p> |

| | | | |
|-----------------------------|---|--|---|
| Ecology | Impact on habitats ecological designations | Impact on habitats and ecological designations | Impact on habitats |
| Flood Risk and Water | Flood Zone 2 – less preferable than Southern Option but mitigation possible Sequential and exceptions testing required as part of planning process | Flood Zone 3 – least preferable sequentially but mitigation possible Sequential and exceptions testing required as part of planning process | Flood Zone 1 - least impact on flood risk Sequentially preferred |

6.4 Mitigated Western Option

Since the access consultation, a high level variant of the design / alignment of a Western Option 1 has been progressed in response to the public consultation. This would avoid additional Millennium Green land take but without the need for a large span bridge and with only partial widening of Water End bridge. This mitigated western option has been proposed to YCP by ARUP as part of ongoing feasibility and testing work on iterations of the project.

The technical and environmental impacts are anticipated to be similar to Western Option 1 and summarised below in this context. The alignment of a Mitigated Western Option is contained in Appendix

| Technical and Environmental Impact Summary | Mitigated Western Option |
|---|---|
| Technical/ Construction | Variant to original A1 option reviewed Partial widening of Water End bridge required Conventional beam bridge with reduced span Shorter construction period than Western Option 1 but still requires disruption to ECML for construction works to be completed Reduced vehicular track access for railway maintenance |
| Highways and Connectivity | Overall increase in highway traffic Significant reduction in traffic through Leeman Road and Salisbury Terrace communities Improved pedestrian and cycle connectivity |
| Air Quality | Improved air quality in Leeman Road and Salisbury Terrace areas |
| Townscape | Localised visual impact on Millennium Green – mitigation through landscaping possible |
| Visual Impact | Potential impact on key view to Minster |
| Noise | Negligible impact due to existing ambient noise levels and proximity of existing dwellings |

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|-----------------------------|---|
| Ecology | Impact on habitats and ecological designations |
| Flood Risk and Water | Flood Zone 2 – less preferable than Southern Option but mitigation possible Sequential and exceptions testing required as part of planning process |

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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