

Report of the Corporate Director of Health, Housing and Adult Social Care from the portfolio of the Executive Member for Adult Social Care and Health

Lowfield Green development: Moving forward to deliver a care home, health facility and housing

This report provides Members with feedback on the public engagement relating to the proposals for the former Lowfield School site (the **Site**), gives details of the case for the development and seeks agreement to the spatial plan, investment in enabling works and to move forward with the delivery of a care home, health facilities and housing on this site as part of the Older Persons' Accommodation Programme (the **Programme**).

Recommendations

1. Members will be asked to:
 - a. Note the feedback from public engagement regarding plans for the redevelopment of the Lowfield site in Acomb following agreement by Executive in July 2016 to move forward with the development of the Lowfield School Site.
 - b. Agree the spatial plan prepared for the Site as described in the report in order to deliver approximately 162 new homes, a care home, newly built accommodation for health & other public services as well as public open space and an estimated capital receipt of £4.5m, with appropriate adjustments made to the arrangement of homes to the north west boundary of the Site in order to facilitate integration and to the traffic flows through the site to prevent a through-traffic route being opened up between Tudor Road and Dijon Avenue.
 - c. Agree that the Older Persons' Accommodation Programme includes the procurement of a new residential care facility on the Site as part of the wider Lowfield Green development.

- d. Agree to:
- i. procure a developer/operator to construct and operate a Care Home containing approximately 70 beds on approximately 1.4 acres of the Site;
 - ii. the developer/operator to be chosen through a competitive process which complies with both the EU Public Contract Regulations and our own Contract Procedure Rules;
 - iii. dispose of approximately 1.4 acres of the Site to the developer of the Care Home by way of a long lease in return for payment of a premium/capital sum;
 - iv. impose a condition within the lease that the site of the Care Home can only be used as a Care Home for a specified period;
 - v. procure a contract under which the Council would seek to purchase access to a specified number of beds in the Care Home at a specified rate for a specified number of years;
 - vi. the undertaking by the Council of road construction and other enabling works estimated to cost approximately £993,000 in order to facilitate construction of the Care Home and development of adjoining land for housing; and
 - vii. the cost of this procurement and the necessary enabling works initially being paid out of the Older Persons' Accommodation Programme budget and later by receipts from the disposal of land on the Site.
- e. Agree to receive the recommendation to dispose of land for the Care Home to the preferred bidder by way of long lease in accordance with the Council's Financial and Contract Procedure Rules.
- f. Agree to the preparation and submission of a planning application (relating to new access routes to the site and other necessary elements of the plan) in order to facilitate the development of the Care Home with the cost of preparing the planning application to be initially funded from the Older Persons' Accommodation Programme and subsequently from future receipts from the disposal of land on the Site.
- g. Agree to seek a developer/s or alternatively for the Council to undertake development for housing of approximately 8 acres on the Site.

- h. Agree to receive the recommendation, where relevant, to sell approximately 8 acres of the Site for housing development to the preferred developer/s in accordance with the Council's Financial and Contract Procedure Rules.
- i. Agree to sell plots of land for use by self-builders and community housing to provide homes on approximately 1 acre of the Site in accordance with the Council's Financial and Contract Procedure Rules.
- j. Agree to work in partnership with a health care/service partner and North Yorkshire Police to develop a health and public service facility on approximately 1 acre of the Site.
- k. Agree to receive the recommendation, where relevant, to sell or lease land for health and other public service users in accordance with the Council's Financial and Contract Procedure Rules.
- l. Recommend to Council that the estimated £993,000 of costs for the enabling works and the access road needed to facilitate the development are added to the Capital Programme with costs initially being funded from capital held for the use of the Older Persons' Accommodation Programme and subsequently being paid back from the capital receipt received from the disposal of development land on the Site.

Reason: To progress with the Lowfield Green development and deliver additional care, health and housing facilities for the residents of York.

- m. Request that reports are brought to Executive in 2017 to:
 - i. Provide details of the health facilities that can be provided on the Site and the structure of the partnership which will deliver them.
 - ii. Provide details of the police facilities that can be provided on the Site and the structure of the partnership which will deliver them.
 - iii. Provide details of the football facilities that can be created on land off Tadcaster Road.

Reason: So that the elements of the Lowfield Green development can progress.

Summary

2. Executive on 14th July 2016 agreed to move forward with the development of the Lowfield School site in order to deliver:
 - a. Approximately 3 acres for the potential development of health and wellbeing facilities, including a care home;
 - b. Approximately 9 acres for housing, including “starter homes” and homes for the over 60s;
 - c. Approximately 1 acre as play and open space; and
 - d. A capital receipt of at least £3.8m from sale of land on the site.
3. Following that approval, a spatial plan for the Lowfield Green development was drawn up (see **Annex 1**) and has been the subject of public engagement during October 2016. A good cross-section of interested parties were engaged including
 - a. 85 local residents who attended one of two drop-in sessions held locally, 15 of whom left written comments at the display of the proposals in Acomb Explore Library,
 - b. over 300 who “engaged” on line and via social media including 25 who provided written comments.
 - c. The proposals have also been presented to and discussed with the Programme stakeholders and with Yorspace self-builders.
4. The proposed spatial plan has been supported by the majority of the 428 residents who have engaged although there has been strong opposition to the development from a minority who are immediate neighbours to the north and south west of the site. The proposal is also supported by key stakeholders including the York Older Persons’ Assembly. A full report on the results of the public engagement is included in **Annex 2**.
5. Spatial planners have devised a scheme that makes efficient use of the site to deliver:
 - a. a care home, health and police facility;
 - b. approximately 162 homes including approximately 25 bungalows, approximately 27 apartments for the over 55s, approximately 93 family homes and approximately 17 self build & community build plots;
 - c. approximately 2 acres of public open space including allotments; and
 - d. an estimated capital receipt of £4.5m.

6. The spatial plan delivers the requirements agreed by Executive in July, with two exceptions:
 - a. approximately 2 acres of public open space, including play space, is proposed, rather than 1 acre; and
 - b. a net capital receipt of approximately £4.5m can be achieved, rather than £3.8m.
7. Executive are asked to agree the spatial plan, with some amendment, the necessary procurement activity and enabling investment which will allow it to be delivered.
8. The “working vision” for the Lowfield site is to provide a vibrant community that promotes health and community values in line with One Planet York principles and to give life to the Council’s Public Health ambitions. The integration of care services, police service and community users into the same space will make efficient use of space available and is in line with the principles of the One Public Estate programme which the Council has been a member of for some time and for which some funding has been applied for to assist with the delivery plan for this project.
9. The delivery of an integrated site that promotes health and wellbeing at the Lowfield site can result in the realisation of a number of benefits:

Benefit	Leading to...	Outcome
Improved environment and facilities for older people in residential care.	<p>Reduced incident rate of trips, falls etc.</p> <p>Users live in a safe, well maintained environment.</p>	<p>Improved quality of life.</p> <p>Decrease in hospital admissions.</p>
Older people with complex requirements and/or dementia are cared for in purposely designed facilities.	<p>Engaged and fulfilled lives for older persons with dementia.</p> <p>Users have access to specialised equipment to maximise independence.</p>	<p>Improved quality of life.</p> <p>Reduction in use and cost of peripatetic occupational therapy services.</p>

Benefit	Leading to...	Outcome
Improved local access to health and social support	Easier to remain independent in own homes Improved security and perception of security	Improved quality of life Reduced/later admission to residential care
Increased choice in housing on offer.	Older people “down-sizing” and releasing larger housing for young families. Work on self-build plots to smaller local contractors.	Improved perception of security/safety and social cohesion. Reduction in worklessness.
Improved access to GP services and associated primary and community based health provision.	Earlier diagnosis, particularly in traditionally “hard to reach” groups.	Reduction in limiting long term conditions and emergency admissions. Reduction in use of A&E services.
Integration of public services into same space.	Co-locate and share resources. Complement each other on complex issues. Close collaboration to ensure focus on particular problems.	Efficiency savings. Improve public service outcomes.
Access to open space and allotments.	Play and other healthy lifestyles. Promote community values.	Improved quality of life. Reduced social exclusion. Locally produced food.

10. External traffic consultants have advised that the local roads surrounding the Lowfield site can cope with the impact of the redevelopment and the existing network can withstand any additional traffic generated.
11. Part of the Lowfield site is used by Woodthorpe Wanderers U16s Football Club. The football club has been consulted and are willing to relocate to a suitable alternative site. Options for a football pitch at Tadcaster Road in partnership with Bishopthorpe White Rose FC are being explored, supported by the Yorwellbeing Service.
12. It is envisaged that the development can progress along the following timetable:

Timeframe	Event/Action
Q1 & Q2 2017	Procure partners for redevelopment
Q3 2017	Executive approval
Q4 2017 & Q1 2016	Planning application
Q2/Q3 2018	Construction begins

Background

13. In September 2007 Lowfield School merged with Oakland School to form York High School. A third of the school buildings were damaged by a fire on 3rd October 2008. The former Lowfield School site at Dijon Avenue has been vacant since December 2008 and school buildings were demolished in 2010.
14. The total area of the Lowfield site is 13.7 acres.
15. The Council was previously engaged in a project for a Care Village on the site, which was abandoned in 2015 as the plan at that time proved not to be financially viable.
16. The Executive on 14th July 2016 agreed to move forward with the redevelopment of the Lowfield site, as part of the Older Persons' Accommodation Programme, to deliver:
 - a. approximately 3 acres for the potential development of health and wellbeing facilities, including a care home;
 - b. approximately 9 acres for housing, including "starter homes" and homes for the over 60s;

- c. approximately 1 acre as play and open space; and
 - d. a capital receipt of at least £3.8 million from sale of land on the site.
17. BDP spatial planners have been engaged to draft proposals for the redevelopment of Lowfield. The finalised draft of their plan formed the basis of the public engagement events during autumn 2016.
 18. The public engagement events informed the local community and other interested parties of the plans for Lowfield Green development.
 19. The current spatial plan provides more play and open space and is expected to deliver a higher capital receipt than originally anticipated.

The Case For The Development

Criteria and Specification

20. The Lowfield Green development is recommended to progress because it meets certain key criteria as highlighted below:
 - a. It delivers value for money.
 - b. It delivers outcomes that meet the aspirations of the Council and its partners.
 - c. It is deliverable and avoids conflict of design/construction delivery.
 - d. It gives life to the principles of the One Public Estate programme, One Planet York and our Public Health ambitions.
 - e. The proposed approach facilitates early delivery while ensuring good governance.
 - f. It ensures that the Council's core requirements are met through a robust and complete procurement process.

The Proposal

21. The vision for the redevelopment of the Site now includes a wide range of integrated public, private, community and voluntary activities and services, all of which support each other and contribute to improved health and holistic wellbeing for the local community.
22. The Site offers a significant opportunity to demonstrate that the Council can deliver the infrastructure required to facilitate integration between services and be a catalyst for change.
23. The realistic and deliverable vision for this site includes:

- a. Residential and nursing care for older people with complex care needs, including dementia.
 - b. A suite of residential options including bungalows and apartments for older adults who want to “downsize” and take advantage of co-located services.
 - c. 2/3 bedroom family houses to rent and to buy.
 - d. General practitioner (GP) services.
 - e. Community-based health services.
 - f. Integrated health and public services potentially including accommodation for the police service.
24. The proposals for the Site have been the subject of extensive discussions with partner organisations and the local community. Previous public consultation in the Westfield area had identified the desire for a care home at the Site. In the neighbouring Acomb ward improving health and wellbeing and increasing community involvement are stated priorities.
25. Public engagement based on the preferred plans for the Site highlighted:
- a. the desire for a care home to be provided on the Site;
 - b. a strong demand for bungalows;
 - c. a preference to see the types of houses integrated together;
 - d. concerns regarding traffic generation and, in particular, the potential that a new through route may be opened up between Tudor Road and Dijon Avenue, encouraging “rat runs”;
 - e. concerns relating to the arrangement of houses on the north west edge of the Site, with a preference to see new homes built slightly further away from existing homes in order to aid integration; and
 - f. the potential negative impact on wildlife.
26. The positive support for the Lowfield Green proposal is welcomed and reflects a general feeling that we should “get on with it”. However, it is appropriate that we listen carefully to concerns and, as we move forward, it is proposed that:
- a. in consultation with the Council’s Highways Engineers we ensure that traffic cannot ‘cut through’ the site from Tudor Road to Dijon Avenue;

- b. we review the layout of houses and other uses on the north western boundary of the site; and
 - c. we confirm that the retention of significant trees, the design and type of public open space, the arrangement of gardens and boundary treatments all help to support and nurture wildlife on the site and contribute to the local green corridor which is intended to act as a stepping stone for biodiversity.
27. The development of the Lowfield site into a health and community campus is similar to the initiative at Burnholme in the east of the city. As a result the experiences and lessons learned in the redevelopment of Burnholme will be implemented to deliver the provisions at Lowfield.

Value for Money

28. There is no scope for refurbishment or re-use of the former Lowfield School as it was demolished in 2010 to slab level following an extensive fire which destroyed the majority of the buildings.
29. The option to develop only the eastern portion of the Site as a Lowfield Care Village that included a care home alongside sheltered accommodation and extra care units was initially pursued. This option, following competitive procurement, proved not to be financially viable. Low property prices in this area combined with a high infrastructure to value ratio meant that this approach was not deliverable. The conclusion reached was that the whole of the Site would need to be developed in order to appropriately match value with cost.
30. The potential for developing the Site for one use and by one partner was considered. However, this approach would limit the range of services that could be easily achieved on site and was therefore rejected in favour of a mixed delivery option.
31. An option to develop the Site as a Health and Community Campus, replicating certain aspects of the development of Burnholme in the east of the city, is therefore the preferred option. It is anticipated that this option would provide a capital receipt to the Council of approximately £4.5 million.
32. Design options were considered for the spatial plan for the Lowfield site redevelopment with varying numbers of housing unit and different levels of public open space as shown in the below table:

	No. of homes	Approx. open space (acres)	Expected capital receipt	Enabling and infrastructure costs as a % of land value
Preferred spatial plan	162	2	£4.5m	24%
Public open space at planning policy levels	177	1.2	£4.9m	22%
50% more public space	146	3	£4m	26%
100% more public space	129	4	£3.57m	30%
Limit number of homes to 137	137	3.5	£3.8m	28%
Only build on school building footprint	95	6	£2.57m	35%

33. The preferred option is recommended because it delivers the best combination of housing units, public open space and capital receipt. It is also efficient in terms of infrastructure costs as a proportion of land value.

Delivery of Council and partner priorities

34. The future vision for the Site is entirely congruent with the Council Plan key priorities of:
- **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

35. Furthermore the provisions which the redevelopment of the Site aim to align well with a number of local Ward's key priorities.
36. Additionally, it supports the current Health & Wellbeing Strategy 2013-16 which seeks to:
 - a. Make York a great place for older people to live.
 - b. Reduce health inequalities.
 - c. Improve mental health and intervene early.
 - d. Enable all children and young people to have the best start in life.
 - e. Create a financially sustainable local health and wellbeing system.
37. The Lowfield redevelopment is also congruent with the proposed Health and Wellbeing Strategy 2017-21 which takes a "life course approach" with the following themes:
 - a. Starting and growing up well.
 - b. Living and working well.
 - c. Ageing well.
 - d. Dying well.
38. In making York a great place for older people to live and in particular the themes of ageing and dying well, the contribution of the voluntary sector, older people and carers should be recognised, especially in:
 - a. Supporting people with long term conditions to live independently.
 - b. Preventing admissions to hospital.
 - c. Encouraging physical activity.
 - d. Addressing loneliness and social isolation.
 - e. Preparing for an increase in dementia.
39. Additionally, the Lowfield Green development will be able to make a significant contribution to the ambitions of the Vale of York Clinical Commissioning Group in relation to the Five Year Integrated Operational Plan 2014-2019. In particular the vision for the Site will aid initiatives aimed at prevention, self care and wellbeing as well as facilitating the integration of services.

40. The vision for Lowfield is aligned with the aims of the Council in relation to delivery of public health interventions and with the NHS England Five Year Forward View. It will help move away from a 'factory' model of care and repair by acting to prevent and by allowing opportunities for early intervention. This will reduce the levels of detrimental "downstream" effects on health thus decreasing the burden on hospital admissions.
41. The redevelopment of Lowfield is also aligned with the One Public Estate programme which the Council is supporting. The co-location, within fit for purpose environments, of health and social care providers, alongside other public services such as the police, has the potential to demonstrate services efficiencies and drive towards more focused and coordinated delivery of services as well as delivering part of the site for housing development which is another of the One Public Estate programmes key outputs.
42. We have used as a guide to the development the One Planet York principles and seek to give life to these principles in several respects, namely health and happiness, equity and local economy, nurture and enhance wildlife, sustainable water, local and sustainable food and sustainable transport:
 - a. Promotion of health and happiness by providing open spaces to walk in, play areas and allotments. Lowfield Green will also host a care home and a health centre.
 - b. Affordable homes to rent and buy will promote equity; jobs in care will boost the local economy.
 - c. The creation of a village green alongside the preservation of good quality trees and hedgerows will provide a mature landscape which will nurture and enhance wildlife.
 - d. Gardens and allotments which can be part privately rented and part utilised by other organisations to promote local and sustainable food as well as providing an opportunity for intergenerational cooperation.
 - e. The Lowfield Green development is situated within 5 minutes walking distance to local shops, library and schools. Lowfield Green will promote sustainable transport.

Opportunity Cost

43. The proposed development has also been the subject of an opportunity cost analysis, as follows:

Issue	Benefit	Capital deficit
GP and health/public services on site	<p>Purpose build health centre capable of providing a wider and more complete range of services.</p> <p>Integration of services allowing efficient operation and the opportunity to “join up” services.</p> <p>A capital receipt.</p>	Loss of value in land receipt compared with land sold for residential housing.
Up to a 70 bed care home	<p>A proportion of care beds purchased at our “actual cost of care” target price for a period of years.</p> <p>Capital receipt.</p>	Loss of land receipt compared with land sold for housing (offset by revenue benefit)
Public open space, allotments and play park	<p>Increased opportunities for intergenerational activities particularly gardening.</p> <p>Pro-actively managed public open space in the form of a “village green”.</p> <p>Play area for children provides a safe environment preventing children playing on streets.</p>	<p>Reducing public open space to planning policy levels for residential housing would generate an additional capital receipt of approximately £400,000.</p> <p>Doubling the area of public open space would result in a loss of receipt of approximately £1m.</p>

Development Strategy

44. The development strategy for the efficient delivery and management of the regenerated Lowfield site in order to achieve best value while retaining control of build standards, is as follows:
 - a. development of different parts of the Site by different organisations and at different times, while guided by the spatial plan;
 - b. provision of a “stand alone” site for the Care Home in order to allow this to be developed in a timely manner;
 - c. early investment in road access to facilitate the care home, bungalows and self-build construction and investment in the new Tudor Road access point;
 - d. disposal of part of the Site for the proposed housing development including some bungalows and family housing;
 - e. public open space including allotments retained to promote community involvement, with consideration given to community land trusts or other forms of collective ownership/management; and
 - f. an appropriate and accommodating venue is sought for the relocation of Woodthorpe Wanderers Junior FC who have been engaged and are open to moving, working in partnership with Bishopthorpe White Rose FC.
45. In the spatial plan we have mirrored approaches taken by private sector builders, ensuring that space is used efficiently while delivering usable and defensible open space. In addition, the development of football pitches on other land away from the Site frees up land for other uses. This means that approximately 162 homes can be achieved, compared to the less ambitious Local Plan target of 137. In this way, slightly more homes are achieved, realising a potential additional £800,000 in land value which will allow the Council to invest in infrastructure, thereby facilitating the care home, bungalow and self-build elements of the development.
46. In order to generate capital receipts which will enable the redevelopment of the Site to be completed without additional Council funding, the following aspects of the site will be offered for freehold sale or long term lease:
 - a. approximately 1.4 acres to be disposed of by way of long lease for development and operation of a residential and nursing care home for older people with the obligation that the Council can purchase a

percentage of beds at an agreed price and for an agreed number of years. The care home will be capable of caring for those with high needs, such as people with dementia ;

- b. approximately 0.8 acres of land will sold or leased to facilitate development of an integrated public services hub to include a GP surgery/primary health care and other public services. This could facilitate the move of North Yorkshire Police services based at Oakhaven to “join up” public services; and
- c. the remaining available land of approximately 9 acres is to be allocated to housing development. The current spatial plan estimates that approximately 162 houses can be accommodated.

Care Home

47. It is proposed that up to a 70 bed care home could be developed on the Lowfield site. There is significant scope for a new care home to replace outdated and inadequate stock in York as well as preparing for the expected increases in the ageing population.

Housing provision

48. The draft spatial plan for the redevelopment of the Site includes a range of housing provision. Having sought the advice of land use experts, a mixed residential development precluding large (4 bedrooms or more) high value property is preferred. The spatial plan for the site achieves this by offering:
 - approximately 25 bungalows;
 - approximately 27 over 55s apartments;
 - approximately 93 2/3 bedroom houses to rent and buy; and
 - approximately 17 self-build or community housing plots.
49. Any housing developed on site, either for sale or for rent will need to be well designed and incorporate a suitable mix to cater for the range of housing requirements in the market.
50. There is strong demand for 2 and 3 bedroom houses.
51. Discussions with a number of estate agents in the Acomb area indicated a very good level of demand for bungalows despite bungalows often commanding a premium price. It is also noted that floor space doesn't need to be large to attract buyers.

52. Bungalows also provide an number of advantages over traditional two storey houses including:

- Accessibility for those with reduced mobility
- Versatility in using land area
- Attractiveness to neighbouring housing due to unobtrusive design.

Self-build and community build opportunities

53. The site also gives us the opportunity to give life to the Council's and central government commitment to support and encourage self-build housing. York maintains a register which includes 26 people interested in self build plots. During public engagement on plans for Lowfield Green strong interest was show by potential self-builders and by the YorSpace co-construction group.

54. Drawing upon national advice and good practice, we know that plots should be laid out for maximum efficiency but also to fit the needs of the self-builders. Feedback from consultation and those signed up to the self-build register will be used to inform layout to provide the best fit possible.

55. Plots will be serviced up to the boundary edge with road, sewage, electricity, water, gas and communications. By servicing all the plots together money can be saved on contracts. These costs can then be added back onto the land price, passing on savings and reducing the number of contractors on site.

56. The Council can ensure that plots are only sold to genuine self-builders as they are in council ownership. The following draft regulations will control access and activity on site:

- a. Each customer can only buy a single plot, thereby reducing the risk of a developer buying up multiple plots for development. If a group self-build wishes to purchase land then they must provide evidence of how this will work and that each member will be using it as a primary residence.
- b. A stipulation that any buyer must use the home as a primary residence for 2 or more years after construction.
- c. A stipulation that construction must start within an allotted time, normally within two years of purchase.

57. The Council may also wish to consider a design code for the plots. This is an agreement which would set out the plot size, how many storeys a

structure built there can be, size of structures and other details. This feature gives the council some level of building control but also gives the self-builder confidence and security in what they can do with the land.

58. We will further examine these options.
59. Collective construction (also called community housing) groups who are interested in working on Lowfield Green are likely to have different needs in terms of plot sizes and layouts. They will be consulted to see if it is possible provide the appropriate plots and services. Collective construction is likely to reduce up front site servicing costs.

GP surgery/public service centre

60. The GP surgery/public service hub could be expected to generate a capital receipt. Although it has been highlighted that an existing GP surgery/medical centre is located nearby on Cornlands Road, a purpose built facility would represent an improvement in provision within the area, giving life to the Clinical Commissioning Group's ambitions for improved community based health provision and urgent care centres.

Other potential uses

61. North Yorkshire Police currently operate a staff welfare and briefing station on Acomb Road. It is their intention to relocate from this venue in order to join up with other public services. The health/public services centre provides an excellent opportunity for this.

Traffic and Transport

62. The site has good vehicle access from the north through Dijon Avenue and good pedestrian access from the south.
63. An additional access route could be generated at the south of the Lowfield site on Tudor Road. This would relieve pressure on the Dijon Avenue access point. Residents/owners at the relevant addresses have been engaged individually regarding this possibility and are supportive.

Programme Management

64. The Lowfield Green development will form part of the Older Persons' Accommodation Programme and will therefore be governed by the Programme Board and led by the Programme Director. Housing Development colleagues, Public Health, Adult Social Care commissioning and Property, Legal, Financial and Procurement colleagues will be actively involved in making the development a reality.

Procurement Strategy

65. The Lowfield Green development encompasses a number of intended uses which may result in potential phasing issues. To address the complexity of the Site a number of commercial options have been considered.

a) A single developer of Lowfield Green

A single developer would be appointed to develop and manage the Lowfield site. The intention would be for the Council to specify its requirements but otherwise commercial freedom to be handed to the developer.

b) Breaking up of site into separate developments

The Council would procure a partner to develop and operate an older persons' care home on site. The developer would raise the initial capital funding and the Council would look to block contract a percentage of the beds at the actual cost of care.

The sale or leasing of land to a GP health partner to develop the purpose built health and public services centre.

The remaining land would be sold for residential housing development and/or developed by the Council.

Self-build housing plots would be sold off individually, most likely by public auction.

c) Age related housing and care home is developed by a single developer

The Council would seek a partner to develop and operate an older persons' care home and the age-related housing proposed for the site i.e. the over 55s apartments and over 60s bungalows.

The Council would sell any and all surplus land for residential development.

It should be noted that during the consultation period a number of residents expressed their desire for a single developer for the Lowfield site.

Risk transfer through procurement

66. It is considered that the range of different uses and different partners on site prevent the effective procurement of a single delivery partner. The procurement would be complex and the risk transfer difficult.
67. It is therefore proposed that individual elements of the development are procured separately. This allows the procurement method to best suit the intended outcome and allows us to replicate procurement work already undertaken at Burnholme. It also allows for separate areas of the Site to be developed at different times.
68. This approach minimises procurement and delivery risk and allows for more risks to be transferred to each specialist delivery partner.

Communications and Engagement

69. The Lowfield Green development forms part of the Older Persons' Accommodation Programme and is thus covered by the Communication Strategy for that programme of work.
70. The proposed spatial plans were consulted upon with residents alongside extensive conversations with other potential stakeholders including North Yorkshire Police, health partners, the York Older Persons' Assembly and others.
71. As the Project progresses, it will be imperative to secure the continued engagement of stakeholders, neighbours and new partners, as well as current and potential future users of the site, as the proposals and plans for Lowfield Green are developed.

Timescales for delivery

72. The project plan for the delivery of the Lowfield Green development is summarised below. A detailed delivery plan will be developed.

Timeframe	Event/Action
Q1 & Q2 2017	Procure partners for redevelopment
Q3 2017	Executive approval
Q4 2017 & Q1 2016	Planning application
Q2/Q3 2018	Construction begins

73. Implications

Financial

74. The financial plan for the Lowfield Green development has been developed, drawing upon land sale valuations provided by external advisers and cost assumptions based upon recent experience.

75. The development is expected to deliver a positive capital receipt, as follows:

	Estimated Receipts & Costs £,000
Total Receipts	£5,806
Costs	
Design & procurement	£168
Enabling Works	£1,125
Total Costs	£1,293
Expected net capital receipt	£4,513

76. Up front capital investment will be covered by funds held by the Older Persons' Accommodation Programme (agreed by Executive in July 2015).

Equalities

77. In considering this matter the Council must have regard to the public sector equality duty. In summary, those subject to the equality duty must, in the exercise of their functions, have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equalities Act 2010.
- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic and those who do not.

78. The Equalities Act 2010 explains that having due regard for advancing equality involves:

- Removing or minimising disadvantages suffered by people due to their protected characteristics.
- Taking steps to meet the needs of people from protected groups where these are different from the needs of other people.
- Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low

79. An Equality Impact Assessment for the Programme was produced for the 15 May 2012 Executive Report and has been reviewed and updated on several occasions. It particularly highlighted the potential implications of the programme for the health, security and wellbeing of frail residents and also female members of staff at council-run care homes who are older and also carers themselves.

80. An Equality Impact Assessment has been prepared for the Lowfield Green proposals and is attached at **Annex 3**. The proposed developed for Lowfield would positively impact a number of community identities. People of all ages will be able to access GP and healthcare facilities, and public open space. A play area provides a much need area for children to play while allotments and a village green can be utilised by those of all ages. Housing for all ages is proposed for the site from starter family housing to over 60s bungalows. We will also ensure that any new facilities meet the needs of people with disabilities or impairments exceeding statutory expectations.

81. It is also proposed that the Woodthorpe Wanderers Junior football club would move from the Lowfield site. The Council is involved in locating an alternative site for their requirements. Overall, travel to play distances for children using the new facility will not be significantly different from that which applies now.

82. A Programme Reference Group has been established to act as a sounding board for the development of plans as the implementation of the Programme progresses. The project team also continues to use established channels to communicate with, and gather the views of, Programme managers and staff, care management staff and Health colleagues.

Property Implications

83. The Lowfield site is 13.7 acres and was originally a secondary school. The school closed in 2008 and following an extensive fire all buildings on the site were demolished in 2010. The site is locked off from public use but is used for football by Woodthorpe Wanders on agreed days of the week.

84. The uses and values of the site have been fully examined over the years and the proposed Lowfield Green development makes good use of the land and generates a health capital receipt.
85. The site is listed in the Draft Local Plan for mixed uses including housing. The Plan report states that “3.64ha [8.9 acres] are allocated for housing use giving a revised estimated yield of 137 dwellings... with 1.21ha [3 acres] indicated for health and well-being including a care home and 0.56ha [1.4 acres] for public open space”. The proposed spatial plan allocates more land to public open space and less to the health and well-being functions and through efficient design achieves a slightly higher density of housing while keeping to a design with a suburban ‘look and feel’.
86. The proposed spatial plan for the site also addresses other points raised in the Draft Local Plan, namely:
 - a. additional public open space which is integrated and can be used by local residents;
 - b. protection of significant trees on site and, via green open space, trees gardens and allotments, the continuation of the “local green corridor” to act as a stepping stone for biodiversity;
 - c. improved vehicular access to the site via a new route from the south; and
 - d. provision of new sports pitches off-site.
87. The re-provision of accommodation for the North Yorkshire Police will enable land adjacent to planned Oakhaven Extra Care development to be freed up, potentially allowing additional accommodation at that site for over 55s.
88. Land off Tadcaster Road which is currently being examined as suitable for community football use. Planning and other considerations will be examined before a further recommendation is made as to change of use. Land for community football use would be let on a long lease of at least 25 years.
89. **Legal Implications**
90. Legal services have been involved in the development of these proposals and their comments have been incorporated within this report. Further examination of the legal implications of the various property and procurement elements of this development will be undertaken as proposals are developed further and brought forward for due

consideration, as we progress with the various elements of the development.

91. Any proposed restrictions/conditions for development and occupation of the self-build plots may not be acceptable to buyers, and in particular their mortgagees/lenders
92. Because Lowfield School closed in 2007, the Council does not need Schedule 1 to the Academies Act 2010 consent for the re-use of the school building site as that only applies to disposals or change in use of land which has been used as school buildings within the preceding 8 years. The Council already has Department for Education (DfE) consent for disposal of a 1.42 acre strip of the land that runs through the centre of the site. In total, this ensures that 6.9 acres of the site can be developed immediately and without the requirement for formal DfE consent.
93. As the rest of the site is likely to be developed incrementally over the next few years, the Council is unlikely to need DfE consent under Section 77 of the School Standards and Framework Act 1998 (SSFA 1998) to change the use of the rest of this site as that only applies to disposals or change in use of land which has been used as school playing fields within the preceding 10 years. Should the development timetable for this area be accelerated then the relevant consent will be sought.
94. In order to avoid State Aid challenges being raised and to ensure compliance with competition rules, proper procurement processes will be undertaken as there may be Council contributions in terms of funding or land provision in order to facilitate the projects. Such processes will ensure transparency and fair treatment

Human Resources

95. None.

Other Implications

96. There are no specific Crime and Disorder, Information Technology or other implications arising from this report.

Risk Management

97. The Programme holds many risks, as would be expected with change of this complexity. These have been identified and will be kept under review and will be carefully managed. Key risks include:

98.

ref	Risk	Mitigating Action
a)	Options for accommodation for older people do not match the expectations and aspirations of current residents.	A wide range of options are made available and current residents are supported to assess these against their needs and wishes.
b)	The Lowfield site does not realise the anticipated level of capital receipt included in the financial model.	Work closely with partners and the Council property team to maximise the capital receipt including open marketing and a competitive bidding process.
c)	The Health or other public sector uses of land at Lowfield does not happen.	The land allocated for these uses will instead be used for residential housing with the approach to development being flexible in order to facilitate this.
d)	Insufficient funding to deliver all elements of the project.	The early receipt of capital from the sale of other assets has placed us in a strong position to secure the receipts needed.
e)	Capital funding for health input at Lowfield will be decided nationally and not locally and may not be granted.	Strong joint working between health and social care services and active involvement in the Government sponsored One Public Estate initiative will strengthen any case for health investment at Lowfield. In addition, an incremental re-development means that certain elements can progress and not be dependant upon others; for example, the care home can progress independently of the

ref	Risk	Mitigating Action
		health hub.
f)	Title / related property issues, incorrect procurement of capital works and/or development.	Applying due diligence to ensure Council's normal approach to land disposal, procurement of capital works and/or a development partner is applied.
g)	Increase in interest rates would impact negatively on borrowing.	An interest rate sensitivity test has been run against the proposed Programme and it remains affordable.
h)	Risk of the new developments/deals driving up the price the Council pays to external residential care providers	Undertaking negotiations with Independent providers. Do not "flood" the market with purchase requirements but instead take a slow and considered approach to purchase of care bed places.

Contact Details

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		Report Approved	<input checked="" type="checkbox"/>	Date 27 th Nov 2016
Specialist Implications Officer(s) Legal – Walter Burns (Ext 4402); Gerard Allen (Ext 2004) Finance – Debbie Mitchell (Ext 4161) and Steve Tait (Ext 4065) Property – Tracey Carter (Ext 3419) and Philip Callow (Ext 3360) Housing Development – Paul Landais-Stamp (Ext 4098)				
Wards Affected: <i>List wards or tick box to indicate all</i>				All <input checked="" type="checkbox"/>
For further information please contact the author of the report				

Annexes:

Annex 1 - Spatial Plan for Lowfield Green

Annex 2 - Lowfield Green Development – report on public consultation, information and engagement

Annex 3 - Equality Impact Assessment

Abbreviations:

DfE – Department for Education

OPH – Older Persons' Home, previously referred to as – Elderly Persons' Homes

GP - General Practitioner (family doctor)

Background Papers:

19 July 2011	Report to Executive giving formal approval for the commencement of the Programme.
1 Nov 2011	Report to Executive giving the results of consultation and proposed a programme of closures, supported by a further consultation period on proposed closures of Oliver House and Fordlands.
10 Jan 2012	Report to Executive authorising consultation with staff, residents and their families and carers on proposal to close Fordlands and Oliver House, including changes to day care services as a result. Recommendation to close Fordlands and Oliver House.
15 May 2012	Report to Executive noting the successful homes closure and transition for residents
4 June 2013	Report to Executive seeking agreement on modernisation programme. The Council to fund the building of the two new care homes and so retain ultimate ownership of the buildings and the land with care homes designed, built, operated and maintained by an external provider.
3 Mar 2015	Report to Executive seeking approval of revised proposals based on creating new Extra Care Housing and reforming the Council's existing ECH stock; building a new care home on the Burnholme site as part of wider health and community facilities; and working more closely with current care providers to deliver more specialist dementia accommodation across the city.
30 July 2015	Report to Executive seeking approval of the Business Case for the Older Persons' Accommodation Programme and agreement to proceed.
29 Oct 2015	Report to Executive providing the results of the consultation undertaken with the residents, relatives and staff of Grove House

	and Oakhaven residential care homes to explore the option to close each home with current residents moving to alternative accommodation. Executive agreed to close Grove House and Oakhaven.
29 Oct 2015	Report to Executive regarding securing a viable future for the Burnholme school site in Heworth ward. Following extensive public consultation Members agreed to sanction further work to identify partners to progress the continued community and sports use of the site, complemented with wider health and enterprise services, the building and operation of a residential care home for older people and the provision of housing.
19 May 2016	Report to Executive that obtained consent to begin to deliver the Burnholme Health & Wellbeing Campus and secure a viable future for the former Burnholme Community College site (the Site) in Heworth ward.
14 July 2016	Report to Executive by the Director of Adult Social Care. Agreement to move forward with examination of the development potential for Lowfield, alternatives to closure of Haxby Hall and sanction to consult on the closure of a further two older persons' homes.
28 th Sept 2016	Report to the Audit & Governance Committee by the Programme Director, Older Persons' Accommodation, providing an update on progress of the Programme and actions taken to address External Audit recommendations.
24 th Nov 2016	Report to Executive by the Corporate Director of Health, Housing and Adult Social Care. Receipt of the results of the consultation undertaken with the residents, relatives and staff of Willow House residential care homes to explore the option to close the home with current residents moving to alternative accommodation, and agreement to close Willow House and sell the site.