

York: a city making history

Local Investment Plan (Incorporating Evidence Base) 2010

Contents

Page

Foreword	3
Section 1- Introduction	4
Section 2: A Profile of York	9
Section 3: The Policy Context Influencing York	18
Section 4: Vision, Strengths, Challenges and Ambitions	23
<ul style="list-style-type: none"> • Economy • Education and Learning • Housing • York's Infrastructure • York's Quality of Place 	24 29 32 44 47
Section 5: Geographic and Thematic Priorities for Investment 2011-2015	49
Geographic Priorities <ul style="list-style-type: none"> • Support economic growth and infrastructure development 	50
Thematic Priorities <ul style="list-style-type: none"> • Deliver new housing including maximising affordable homes • Making best use of existing stock - developing initiatives to tackle under <i>occupation, decency and energy efficiency in the private sector.</i> • <i>Supporting independent living and access to advice and services- developing initiatives to support independent living for vulnerable groups including older people and people with learning disabilities</i> • <i>Preventing young people's homelessness</i> 	57 59 61 64
Section 6 Resourcing Plan	66
Section 7: Governance and Monitoring	68
Section 8: Risk	70
Annex 1 Evidence Based Statistical Information	

Foreword



As Leader for City of York Council and Executive Member with portfolio responsibility for Economic Development, Community Safety, Strategic Housing and Regional Matters I am delighted to endorse York's Local Investment Plan (LIP).

The LIP commentary tells City of York's story of place and sets out the longer-term high-level ambitions for York over a 15-year period (the remaining life of the Sustainable Community Strategy) and supports the city wide collective ambitions to make York

A Sustainable City
A Thriving City
A Learning City
A City of Culture
A Safer City
A Healthy City
An Inclusive City

It builds the business case for future investment to deliver against geographic and thematic regeneration and housing investment priorities covering a four-year period (2011-2015), to ensure the city remains economically vibrant, offering a high quality of life to its residents whilst addressing issues of economic growth, housing affordability and access, together with the outputs and outcomes that will be delivered.

This LIP provides a robust foundation for our continuing discussions with the HCA as we move on to discuss and agree the Local Investment Agreement (LIA). We will do this in light of the publication of the Comprehensive Spending Review (CSR) and confirmation of the nature of future HCA funding streams and the funds allocated to York.

Insert Councillor Waller's signature

Section 1: Introduction

Structure of Document

The Local Investment Planning process is ongoing engagement between City of York Council, the Home and Communities Agency (HCA) and other stakeholders. Drawing on the evidence base, the council's key ambitions are quantified in the Local Investment Plan (LIP) and consequential investment priorities and outputs are then carried through to the Local Investment Agreement (LIA) for the years 2011– 2015.

Evidence Base and Local Investment Plan

To achieve a sophisticated and interactive qualitative process that defines geographical and thematic priorities, the evidence base identifying York's many strengths and challenges is integrated within this document. Statistical information supporting the investment priorities (Evidence Base Statistical Information - EBSI) is attached at Annex 1.

The LIP priorities have also been informed by other strategies including York's Sustainable Community Strategy 2008-2025 and the emerging Core Strategy (part of the Local Development Framework). These documents have been developed following extensive consultation with partners, stakeholders and the local community. This consultation and the consultation undertaken to inform other strategies in relation to housing, the economy, education and transport have also been drawn upon to inform the geographical and thematic priorities set out in this document.

An established sub-regional policy framework also underpins the LIP including the Leeds City Region Housing and Regeneration Strategy and Investment framework, with one of its five themes covering accelerating strategic growth.

The LIP has also taken account of the York Economic Vision which identifies key priorities including maximising York's Universities and the city's science and technology assets, enhancing the quality of the city centre, bringing forward key development sites and associated infrastructure, fostering cultural and image enhancement, increasing innovation, enterprise and supporting growth. The LIP also takes into consideration the city's Retail Study to strengthen York's role as a sub-regional shopping centre. York's Local Transport Plan 2 and the emerging Local Transport Plan 3 are also considered to show how transport can contribute to delivering the economic, social and environmental aspirations of the city.

The LIP commentary tells City of York's story of place and sets out the longer-term high-level ambitions for York over a fifteen year period (the remaining life of the Sustainable Community Strategy). It builds the business case for future investment to deliver against geographic and thematic regeneration and housing investment priorities, covering a four year period (2011-2015), to ensure the city remains economically vibrant, offering a high quality of life to its residents whilst addressing issues of economic growth, housing affordability and access, together with the outputs and outcomes that will be delivered.

The LIP's Strategic Objectives

Drawing on the evidence base, the LIP has the following strategic objectives which underpin the Geographic and Thematic priorities identified:

- 1 Support economic growth and infrastructure development.
- 2 Deliver new housing, including maximising affordable homes.
- 3 Make best use of existing stock.
- 4 Support independent living and access to advice and services.
- 5 Tackle and prevent homelessness, particularly young persons' homelessness.

Geographic Priorities

1. Support economic growth and infrastructure development

York has a strong economy, however there is higher reliance on public sector employment and the need to increase private sector growth, particularly in the knowledge-led economy, financial, professional and tourism service areas, to rebalance the economy in response to the contracting public sector. Over the four year period 2011- 2015, the LIP's geographical priorities concentrate on York's main urban area (**see key diagram Figure 1**) which has a number of key commercial and housing development opportunities including the following five sites:

York Central; British Sugar ; Derwenthorpe; Terrys and Nestle South.

These developments will help mitigate the challenges York faces with population growth and assist in supporting York's competitive strengths to ensure continued economic success. These developments also support the continued success of higher education in the city, changes to the workforce to improve the skills to work in a diverse and modern economy, an increase in the provision of housing (especially affordable housing) and improvements to the quality of the city's transport infrastructure to improve connectivity and tackle congestion within the city.

Thematic Priorities

The LIP's thematic priorities over the four year period focus on socio-economic issues such as affordable housing and meeting the needs of vulnerable groups. The thematic priorities support the LIP's strategic objectives and reflect the priorities arising from York's refreshed Housing Strategy, which support key themes contained within the North Yorkshire and York Sub-Regional Housing Strategy.

2. Deliver new housing, including maximising affordable homes

York has a significant need for more housing. Challenges include

- The need for affordable homes.
- Providing a variety of household sizes, particularly for families and the elderly.
- The demand for additional pitches to meet the needs of the Gypsy and Traveller community.

Housing need and housing affordability in York are real issues. As previously identified in our geographic priorities, a number of strategic economic sites incorporating housing growth have been identified. Whilst this will go some way to meet the shortfall the city faces, more needs to be done. Therefore, working with our partners we will pursue a number of smaller

development sites focusing on increasing the provision of affordable family homes . In addition the 2007 Sub-Regional Gypsy and Traveller Needs Assessment identified York as being an area of undersupply with a need for an additional 19 pitches by 2015. The council will explore options for addressing this need within the emerging Local Development Framework and with our North Yorkshire partners. The recently agreed Gypsy and Traveller Action Plan outlines how we will work with our partners over the next few years to continually improve sites and the health and well-being of Gypsy and Traveller households.

We are also looking to develop a number of smaller council-owned sites over the next four years and believe the best opportunity of funding for these is through a shared 'pot' of SHG that can be used either for 'additionality' on S106 schemes or in bringing certainty of funding to enable council-owned sites to move forward. In both cases the funding would be subject to the same scrutiny from the HCA as now regarding value for money, strategic fit etc but, in an uncertain and challenging housing market, flexibility of funding and the ability to respond quickly and with certainty to opportunities that arise is essential.

3. Make best use of existing stock

Given the constraints we face, focusing solely on building new homes is not the answer. We need to ensure that existing homes are used to best effect and tackle under-occupation which is a significant issue in York. We are keen to pursue downsizing initiatives, building on our successful Tangle Trees Court downsizing scheme implemented in 2009. We also need to support owner-occupiers and landlords to tackle non-decency in the private sector.

Whilst stock condition in the private sector is relatively good, almost 20% of private sector stock does not meet the decent home standard. To encourage homeowners to address decency and maintain their homes and encourage landlords to invest in their properties, the council, together with partners, has embarked on a number of initiatives including introducing the Area Based Home Insulation Scheme, Hotspots and Home Appreciation Loans (HALS). In addition York offers, both to home owners and landlords, the Home Safety Loan and Decent Homes Loan. York is therefore pursuing funding avenues to ensure sufficient resources are secured to continue with these programmes.

The Government has signalled its commitment to review the Housing Revenue Account subsidy system. Following the outcomes of this review, it is the council's intention to undertake a full stock options appraisal of its existing housing stock and develop an Asset Management Strategy to ensure best use is made of its housing stock and HRA land.

4. Support independent living and access to advice and services

One of the highest levels of household growth is amongst older households. York's Older Persons' Housing Needs Assessment 2009 revealed the majority of older people wish to remain in their own home. However, most of the existing stock does not meet the needs of older people, with much of it requiring some form of adaptation to ensure the occupier can remain safe and independent, signalling a need for more stay-at-home services. A key priority is to enable people to repair and adapt their homes and the provision of low-level intervention to support continued independence. We are also keen to support families with disabled children to ensure their accommodation meets their needs and to develop housing options to meet the accommodation needs of people with learning disabilities through initiatives such as HOLD and supported living schemes. This group of vulnerable people are under-represented in tenures such as private renting and home ownership.

We want to strengthen access to advice and services. Historically housing advice and information services have been used mainly by those facing a housing crisis. Often there are underlying issues that are at the root of a person's housing needs, be it worklessness, money or health problems. Recently the council's housing advice and information service has transformed into a Housing Options service. This service seeks to broaden the range of people seeking housing advice but also to assess wider needs and help make the links with other agencies to offer related advice and support. A key priority in terms of improving access to advice and services is to further develop our housing options service so that it appeals to a wider range of customers and acts as an effective gateway into a wider range of advice and information. York also suffers from pockets of deprivation. In order to tackle worklessness and/or financial exclusion, a priority is to develop a comprehensive financial inclusion action plan showing priority areas and intended actions.

5. Tackle and prevent homelessness, particularly young persons' homelessness

Although the council has been very successful in reducing the number of households in temporary accommodation, there remains a need for specific temporary housing linked to support services for young people. Working with Yorkshire Housing Association, the council is keen to develop a young persons' foyer project. Whilst our application for HCA funding has been unsuccessful, this remains a key priority.

Outputs and Outcomes

Both the geographic and thematic LIP priorities outline the outputs and outcomes expected in their delivery as well as quantifying the committed and uncommitted public and private investment.

Local Investment Agreement

In considering this document, the HCA will agree the Local Investment Agreement which will set out the funding and resources that the HCA will invest in York over time, in particular over the period 2011-2015, and agree with York the outputs and outcomes expected.

Figure 1: Key Diagram – Core Strategy Preferred Options (Summer 2009)



- York - Sub-Regional City (main urban area)
Defined by RSS and relates to the main urban area of York as the focus of employment, housing, shopping, health, leisure, business and public service
- Local Service Centres
The most sustainable settlements after York itself, ensuring good access to services, employment and public transport
- Villages
- Small Villages
- General extent of the proposed Green Belt

- 1 **York Northwest**
- 2 **Castle Piccadilly (pp)***
- 3 **Heslington East (pp)**
- 4 **Hungate (phase 1 pp)**
- 5 **Nestle South**
- 6 **Germany Beck (pp)**
- 7 **Derwenthorpe (pp)**
- 8 **Terry's**
- 9 **Layerthorpe area**

*pp: planning permission granted

- Existing local plan allocation at Northminster Business Park
- York North West Area Action Plan
- City Centre Area Action Plan

- Existing/proposed new or relocated Park and Ride site*
*exact locations to be determined
- Tram-train
- Main rail network
- Main road network

Section 2: A Profile of York

The City of York is a vibrant, cosmopolitan city with an international brand and reputation. It has been the centre of government, religion, education, commerce, entertainment and transport for 2000 years. The city offers a superb quality of life to residents, welcomes over seven million visitors a year and has a thriving economy.

York's City Centre

York's city centre is instantly and internationally recognisable. As well as being the historical and cultural hub, it is the economic and social heart of York, fundamental to the success of the city. As the focus for retail, leisure, offices, culture and tourism activity, the city centre is key to achieving a strengthened role for York as a sub-regional city.

York city centre is an attractive and vibrant retail destination with a good range of major mainstream multiple retailers, as well as numerous special-interest, independent local shops that contribute greatly to the distinctive character of the area. York also has a number of out-of-centre retail destinations which perform a sub-regional role. York provides a wide variety of leisure facilities throughout the city including theatres, museums, music venues and cinemas.

York's Historical Heritage

The city also has an outstanding historical heritage containing masterpieces of human creative genius including York Minister. Its historical distinctiveness is recognised by the city's status as one of only five historical centres in England designated as an Area of Archaeological Importance. York is proud of its National Railway Museum which is the busiest national museum outside London.

Greenbelt and Brown field sites

York has a unique green infrastructure. This includes the green wedges that extend from the open countryside into the heart of the main urban area. These wedges comprise the historic 'strays' and surrounding land and the Ouse 'Ings'. York's green infrastructure also includes eight Sites of Special Scientific Interest (SSSI), two of which (Strensall Common and Derwent Ings) are of international importance, along with locally important sites for nature conservation and recreational open space.

Within the city there are a range of significant brownfield development sites made possible by the shrinkage in traditional industries such as the railway carriage works. Many of these sites have been identified for strategic growth, York Central, Terry's and Nestle South. The 'York Central' site alone is equivalent in size to two-thirds of the walled city centre, making it the largest and most significant development opportunity there is likely to be in York in the foreseeable future.

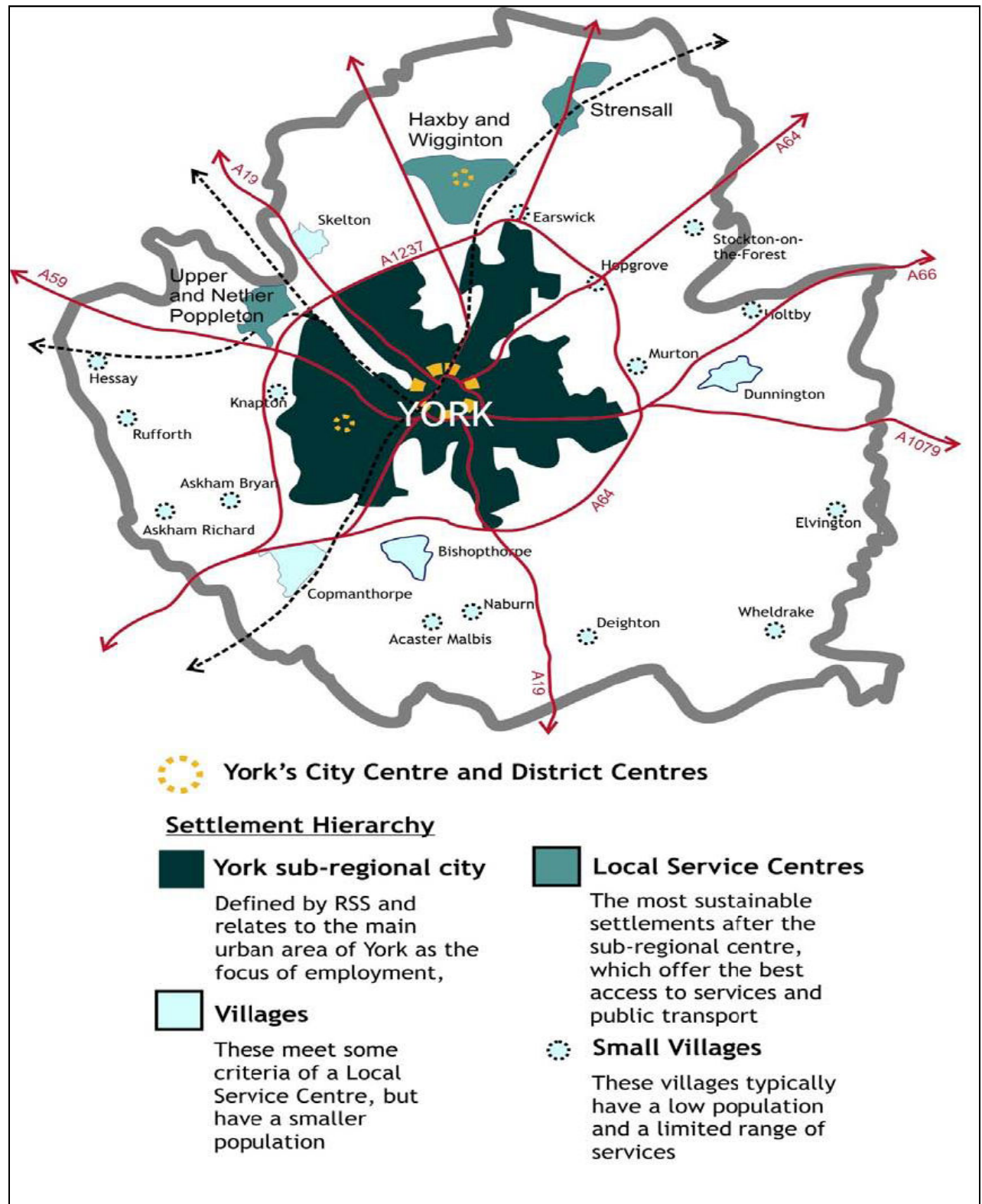
A University City

York has two successful universities, St John's University and the University of York, which is in the world's top 100. Both universities are significant contributors to York's local economy.

Location

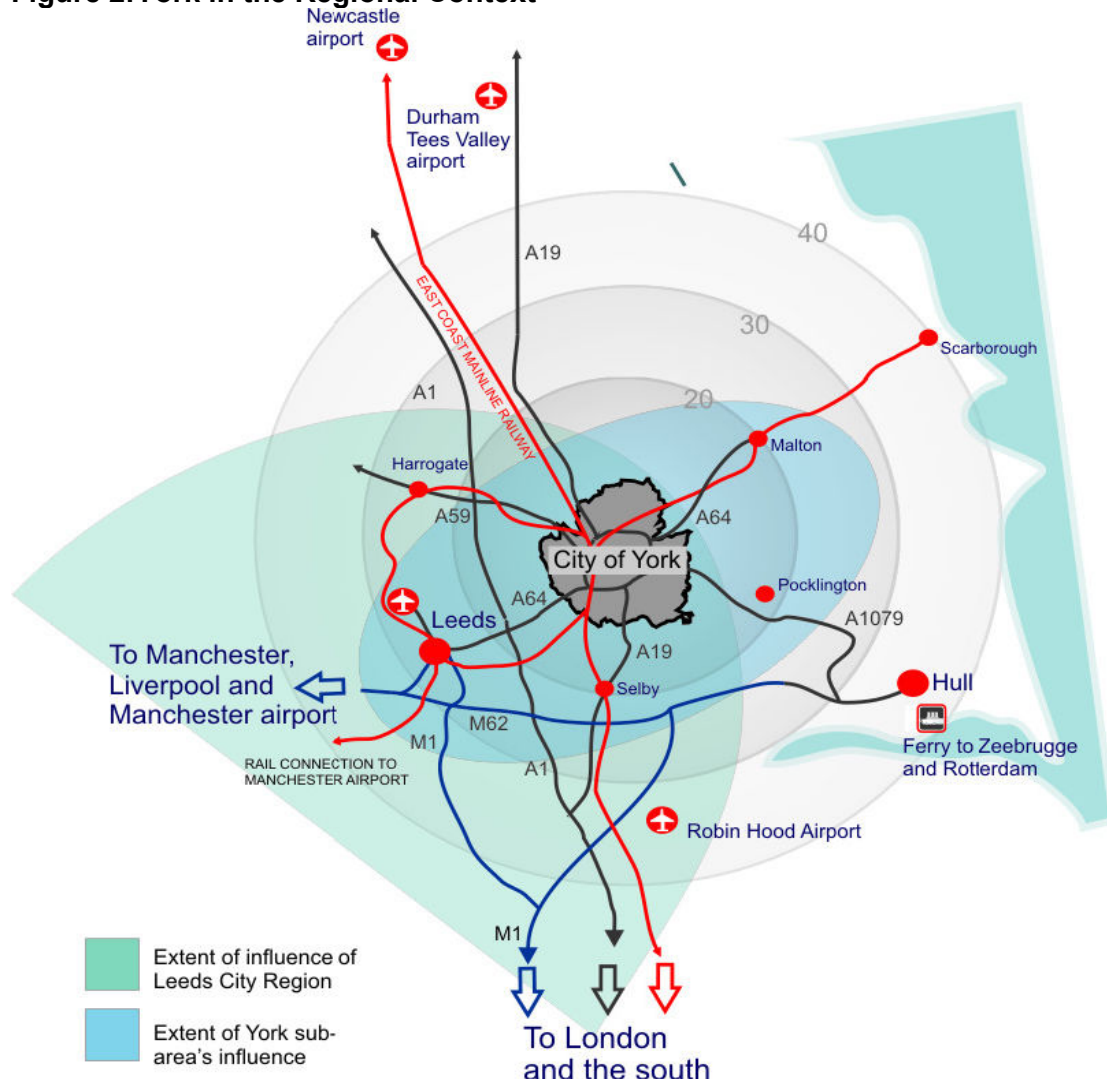
York is made up of the urban centre, surrounded by a number of outlying rural villages, each of which differs in terms of its size and role in relation to York. The River Ouse has been a prominent feature of York throughout its history.

Figure 1: Settlement Hierarchy



The local authority area covers approximately 105 square miles (272 square kilometers). York is well connected. Its proximity to other towns and cities in the region along with its transport links to the region and the wider UK makes it one of the best connected cities nationally. York's connectivity is highlighted in Figure 2.

Figure 2: York in the Regional Context



Context within the sub-region

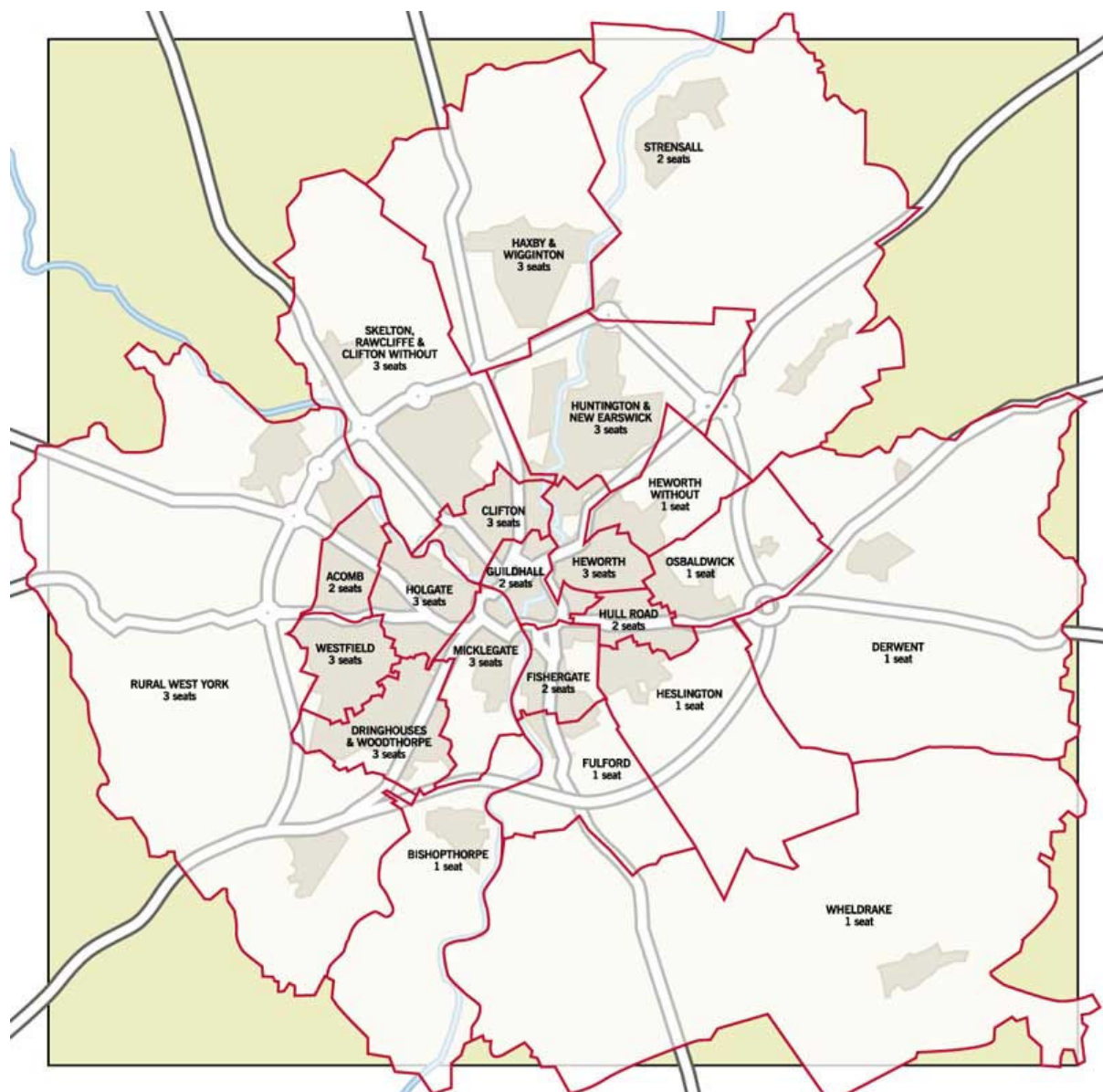
York is at the centre of a wider 'York sub area' of which its urban area forms the main retail, employment and cultural centre. York is identified as an important part of the Leeds City Region in which it is one of eleven partner authorities.

Democracy and Structure of the Council

York has 22 wards (see Figure 3). There are 47 councillors, the majority of whom are Liberal Democrats, however no overall party has control. The council has a Leader and Executive model of governance reinforced by a scrutiny function. The Executive Leader holds the housing brief for strategic housing and the Member for Communities and Neighbourhood Services holds the brief for housing operations. Five directorates deliver council services:

- Chief Executive
- Communities and Neighbourhoods (including housing)
- City Strategy
- Customer and Business Support
- Adults, Children and Education

Figure 3: Ward Boundaries



A Sense of Place

The One Place report in 2009 reported that York is a safe place to live.

- Overall levels of crime have fallen consistently in recent years and are below regional and national averages. In York, 79.4% of residents who responded to the survey agreed that their local area is a place where people from different backgrounds get on well together (NI1). This is higher than the English average of 77.18%. Agreement was strong amongst older respondents.
- When asked whether they felt they belonged to their immediate neighbourhood (NI2) 55.1% of respondents agreed, although only 21% of BME residents felt they belonged to their immediate neighbourhood. City of York Council commissioned research to find out why there was a lower level of satisfaction amongst BME residents. The research revealed that there were a number of factors that seemed to influence the sense of belonging more than others e.g. length of residence, and religious belief.

To understand better the housing needs of York's BME communities, a Black and Minority Ethnic and Migrant Worker Housing Needs Assessment 2009 was commissioned. The study found there were no additional housing needs over and above the population as a whole. However, there was a need to improve access to advice, information and support about services in general, including housing services. A key action in York's Housing Strategy 2011-2015 is to improve access to housing and housing services, including appropriate information, advice and support.

Population Profile and Projections

York's population is experiencing substantial growth. The latest population projections predict that York will grow by 30% (54,000) from 194,900¹ to 249,500 by 2031.² However, this is likely to be tempered by lower economic growth due to the recession and will also depend on the number of new homes that the city provides. A housing target of 850 new homes per year was set by the Regional Spatial Strategy, which has now been abolished. This figure represented a policy of relative restraint compared to household projections of over 1200 new households per year. A recent report by Arup to support the LDF Core Strategy concluded that the 2006 household projections were based on trends associated with boom conditions and they may overstate requirements. They concluded that the 2003 household projections were more representative of an economic cycle and are therefore likely to be more soundly based (780 - 800 a year). Clearly, if our new house building is below the latest household projections, this will temper the levels of population growth predicted.

Population data shows that the highest represented age cohort is for 20-24 year olds (10.2%), followed by 25-29 year olds (8%) which may be explained through the presence of two universities and other higher education establishments³.

By 2031 the number of persons aged 60 years old will have increased by 40.2%.⁴ Whilst the significant increase in persons over 60 in York is not as high as in neighbouring authorities, it will still pose a significant challenge in meeting the housing needs and provision of services of this client group. In terms of the over 80s, this group is expected to rise by 78% from 9,900 to 17,700. This is higher than the projected over 80 age group for Yorkshire and

¹ EBSI: Table 1 ONS mid-term population estimates 2009

² EBSI: Table 3 2006 Sub-National Population Projections in Age Groups (in thousands)

³ EBSI: Table 2 ONS May 2010 mid-term population estimates

⁴ EBSI: Figure 1 Projected growth in persons over 60

Humber at 73% but lower than the expected increase in this age group for England which is predicted to grow by 86%⁵.

In York the rate of natural change has been around 400 people per annum. This rate is set to increase in the future as deaths are predicted to remain fairly constant whilst it is anticipated that the number of births will increase.

York also has a high percentage of students, estimated to be in the region of 30,000, and this number is expected to increase by over 5,000 by 2015 following plans to expand the University of York. The expansion of the university is expected to increase the 15 to 29 age group. The working age population (15-69) is expected to rise by 20% (29,000) from 147,000(2009) to 176,100 (2031).⁶

The projected population and ageing population will have a significant impact on planning future housing provision and services.

Black and Minority Ethnic Population

York is an increasingly diverse city.

- The BME community comprises 9.12% of the population, having nearly doubled since 2001.⁷ The largest minority populations have changed from Asian to Eastern European populations.⁸ This is explained by the accession of Eastern European states into Europe, allowing free movement across borders as well as the expansion of the universities and increasing student numbers.
- Migration has become an increasingly important component of demographic change over the last decade.⁹ However, as the years continue it is expected that the migration figure will decline.
- It is estimated that there are approximately 1,154 Gypsy and Travellers living in York comprising 364 households.¹⁰

Deprivation

Overall, York's level of deprivation is decreasing. The index of multiple deprivation 2004 ranked York at 219 out of 352 authorities. This ranking has improved to 242 in 2007. York has 18 super output areas (SOAs) that fall within the best 10% nationally.¹¹ The index of multiple deprivation combines a number of indicators across seven domains (covering income, employment, health deprivation and disability, education, skills and training, crime, living environment and barriers to housing and services) to assess different social, economic and housing issues into a single score to be able to compare levels of deprivation across different authorities. Rank 1 represents the most deprived. The deprivation scores show that improvements have been made to all categories except the barriers to the housing domain when comparing 2004 to 2007 data. This may be explained by the widening gap between wages and house prices within York,¹² although some aspects of people being able to access services, GPs and post offices had declined.

⁵ EBSI: Table 3 2006 Sub-National Population Projections in Age Groups (in thousands)

⁶ EBSI: Table 4 2006 Sub-National Population Projections in Age Groups (in thousands)

⁷ EBSI: Figures 2 and 3 2001 Census, 2006 ONS experimental statistics and CYC Equalities Team

⁸ EBSI: Table 5 Ethnicity in York ONS mid-year experimental statistics)

⁹ EBSI : Table 3 Summary of Population Projections ONS 2009

¹⁰ EBSI: Table 6: Gypsy and Traveller Population Source Gypsy and Traveller accommodation needs assessment 2007/8 based on CLG data 2007

¹¹ EBSI: Table 8: Index of Multiple Deprivation 2007 York's least deprived areas

¹² EBSI: Table 9:Categories of deprivation: Index of Multiple Deprivation 2007

However, York still has 8 SOAs that fall within the most deprived 20% of SOAs in England. These are found in 5 wards: Westfield (3), Clifton (2), Hull Road (1), Guildhall (1) and Heworth (1). One SOA remains particularly disadvantaged with Kingsway West (Westfield) falling within the 10% most deprived areas in England.¹³ General characteristics of these SOAs include:

- Low levels of skills and qualifications
- High levels of worklessness – almost half (48.6%) of total claimant benefits live in these areas
- One third of people are income-deprived
- 1 in 5 women aged 18-59 and men aged 18-64 are employment deprived
- Under half of the children in SOAs live in families that are income-deprived

These figures reveal one of the major challenges facing City of York Council. Not only does the city need to address challenges that seek to improve the prospects of those living in deprived neighbourhoods, but the relative prosperity of the rest of the city has manifested itself in high house prices, giving rise to a need for more affordable housing in order to provide mobility to those on modest or even middle incomes.

Concentrated work has taken place in Kingsway West which is an area falling within the 10% most deprived wards (Westfield) in England to try and improve the level of deprivation experienced by people living in this area.

Kingsway West (Westfield Ward) Case study

The Kingsway Project was a small multi-agency action learning project aimed at improving the Index of Multiple Deprivation score in Kingsway West, a small area of York in the Westfield Ward within the worst 10% of deprived areas nationally. The council established a working group including local residents to develop and oversee actions in the area. A number of key actions targeted at increasing income and employment opportunities were implemented. The project has already achieved some good outcomes in terms of initiatives started, numbers into training, numbers into work, amount of increased benefit take up etc.

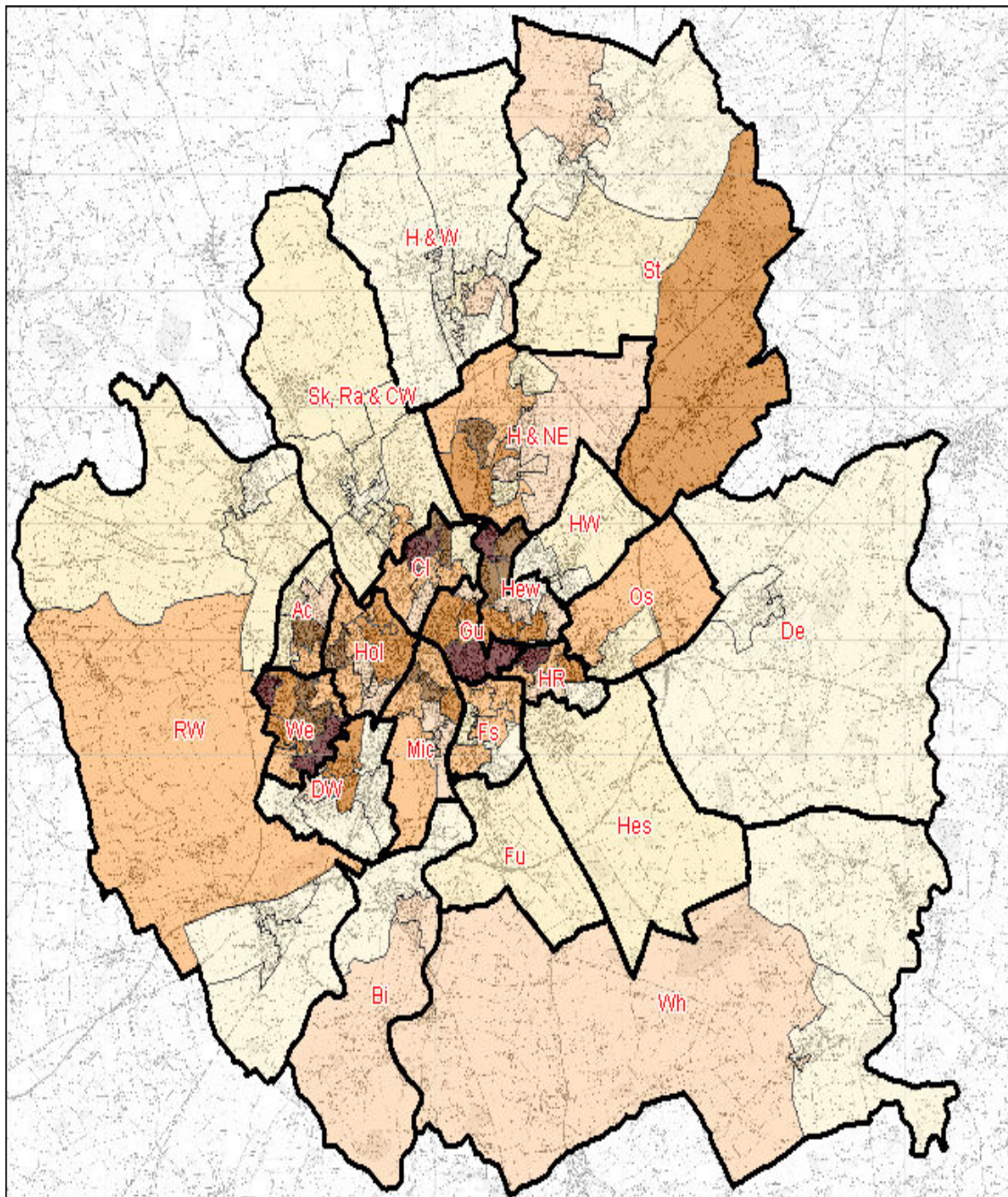
- 204 individuals have contacted Future Prospects
- 700 households in the area were offered learning and work advice (and signposting to other agencies where appropriate).
- 43 people have enrolled on courses; 1 has gone to do voluntary work and 12 found employment
- Up until March 2010, over £57,000 in additional annual benefits has been realised for residents.
- A new service started, in partnership with the Cornlands Road Medical Practice, the Foxwood Residents' Association and Railway Housing Association to fund a benefits advice worker for 1 day per week in the medical practice.
- In addition the Citizens Advice Bureau saw a total of 371 clients from the Westfield area between April 2008 and April 2009

However, with the high numbers of older people on Incapacity Benefit and Severe Disablement Allowance and the weighting put on employment in terms of the Index of Multiple Deprivation, it is probable that the area will not move out of the 10% worst in England in the short term.

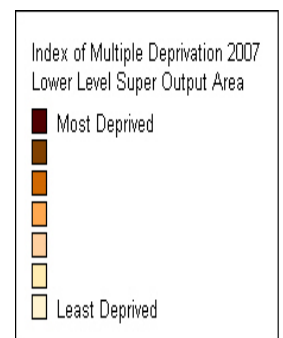
Figure 4, overleaf identified York's most and least deprived wards

¹³ EBSI: Table 10: York's most deprived super output areas: Index of Multiple Deprivation 2007

Figure 4: City of York's Index of Multiple Deprivation 2007



Key to Ward
Acomb (AC)
Bishopthorpe (BI)
Clifton (CL)
Derwent (DE)
Dringhouses & Woodthorpe (DW)
Fishergate ((FS)
Fulford (FU)
Guildhall (GU)
Haxby & Wigginton (H&W)
Heslington (HES)
Heworth (HEW)
Heworth Without (HW)
Holgate(HOL)
Hull Road (HR)
Huntington & New Earswick(H&NE)
Micklegate (MIC)
Osbaldwick (OS)
Rural West (RW)
Skelton, Rawcliffe and Clifton Without (SK,RA &CW)
Strensall (ST)
Westfield (WE)
Wheldrake (WH)
York's most deprived super output area are in the following ward
Clifton (worst 20%)
Guildhall worst 20%)
Hull Road worst 20%)
Heworth worst 20%)
Westfields worst 10%)



Health

York is a healthy city. In the 2008 Place Survey, 78.7% of respondents said that their health was good or very good (NI119) which puts York in the best third quartile nationally.¹⁴ The Department of Health produced a snap shot of the Health Profile for York 2010 highlighting that the health of people in York is generally better than the English average. Life expectancy, deaths from smoking, early deaths from heart disease, stroke and cancer are all better than the England averages. Headline messages from the Joint Strategic Needs Assessment (JSNA) reveal:

- The life expectancy for York men at 79.4 years is higher than the Yorkshire and Humber average at 77.12 and slightly higher than the England figure at 77.9.
- For females, the average life expectancy in York is 83.2 years. This is higher than the Yorkshire & Humber average at 81.29 and the England figure of 82 years of age.¹⁵
- There is a disparity in health outcomes between the more affluent and more deprived areas, with life expectancy for men living in the most deprived areas being 9.1 years lower than for men living in the least deprived areas and for females 4.5 years.¹⁶
- Currently around 7% of people over the age of 65 in York have dementia (some 2,400 people). This is set to rise to 10.34% over the next 15 years, signalling a substantial need for additional specialist dementia care.¹⁷
- There are between 3280 and 4,100 people with a learning disability within the city, of which 507 are known to social services.¹⁸ There is a higher percentage of people with profound and multiple disability than in other comparable area. This is attributable to a previous long-stay hospital in the area being closed and people choosing to stay in the York area.

¹⁴ EBSI: Table 11 Health and Wellbeing Audit Commission One Place

¹⁵ EBSI: Table 12: Life expectancy for males and females ONS 2009

¹⁶ EBSI: Figure 4 and 5 Life Expectancy in York ONS 2009 and Life expectancy by deprivation quintile NHS Health Profile 2009

¹⁷ EBSI: Table 13 Older People currently/predicted to suffer from dementia, PCT's in England Mental Health Observatory 2008

¹⁸ EBSI Table 14: Tenure of People with Learning Disabilities Source: A Housing Plan for Adults with Learning Disabilities 2010 - 2017

Section 3: The Policy Context Influencing York

The following are key strategies for the city of York, which influence York's ambitions and priorities and provide the setting for the Local Investment Plan.

Sustainable Community Strategy 'Without Walls' 2008-2025

The long-term vision for the City of York is set out in the Sustainable Community Strategy 2008-2025. The city-wide collective ambitions for the next 20 years support the following themed headings.

- The Sustainable City
- The Thriving City
- The Learning City
- The City of Culture
- The Safer City
- The Healthy City
- The Inclusive City

The Local Development Framework- Core Strategy and Spatial Strategy

The Local Development Framework (LDF) is the plan for the future development of York. The LDF is currently being developed and has recently undergone extensive consultation. It will be a blueprint for the economic, social and environmental future of York, which will provide the framework for implementing the council's aims and objectives that affect the use of land and buildings. The LDF Vision for York:

' York aspires to be: a city of confident, creative and inclusive communities; economically prosperous at the forefront of innovation and change; and a world class centre for education, whilst preserving and enhancing its unique historic character and setting and fulfilling its roles as a leading environmentally friendly city. This will be achieved in a way that ensures that York fulfils its role at the centre of the York Sub Area and as part of the Leeds City Region. The LDF will take this agenda forward providing a planning framework to 2030 and beyond for the city's sustainable development'

The LDF has seven strategic ambitions, which support the ambitions of the Sustainable Community Strategy

- 1 Use York's distinctiveness as a way to improve the city further.
- 2 Keep the economy strong and competitive and employment levels high.
- 3 Develop strong, supportive and durable communities.
- 4 Strike a healthy balance between physical growth and environmental sustainability.
- 5 Recognise and encourage York's global brand and position.
- 6 Work in partnership for the benefit of everyone.
- 7 Assert the city's role as an important regional centre.

The Core Strategy lies at the heart of the LDF and provides the spatial or planning expression of York's Sustainable Community Strategy and will set the overall direction for the plan by driving forward the spatial planning framework for the city. The purpose of the Core Strategy is to set out a vision, strategic objectives, targets and policies that will ensure the protection and enhancement of the city's historical and green assets whilst ensuring that

carefully designed new developments are brought forward to meet local need in line with national and regional policy requirements.

The Spatial Strategy sets out the general spatial principles that will underpin the distribution of future development in York. It identifies a settlement hierarchy where each level has a different role in meeting future development needs and considers a range of issues which will influence the Spatial Strategy. The role of the Green Belt, the City Centre Area Action Plan and the York Central and British Sugar strategic sites are addressed in this section.

The Local Transport Plan 2

The Local Transport Plan 2 (LTP2) 2006-2011 sets out York's vision and priorities to tackle congestion, improve accessibility for all, safety, air quality, the quality of life for residents; support the local economy and the development of a Tram-Train initiative.

Leeds City Region Housing and Regeneration Strategy and Investment Framework 2009

The Leeds City Region Housing & Regeneration Strategy and Investment Framework looks ahead for the next 10 to 15 years and sets out a long-term approach to housing and regeneration that will promote a high quality and balanced housing offer to support city region economic growth and address the current and emerging challenges and opportunities. The strategy is based on a clear economic rationale informed by the LCR Forerunner and City Region Development Plan, ensuring that housing supply and the residential offer will support the economic growth and low carbon agendas by providing the type of housing and sustainable communities that are needed. The strategy provides a clear framework for local authorities and their partners to secure investment that will help to create mutually reinforcing economy and housing markets across the City Region.

The strategy is structured around five themes covering:

- Accelerating Strategic Growth
- Promoting Eco-Living
- Delivering Strategic Urban Renewal
- Supplying Rural Economic Renaissance
- Facilitating Shared Resourcing and Research

York Economic Vision

The council have just received an independent report -The York Economic Vision - which makes recommendations on the economic direction of the city. It identifies interventions that are required to address the key economic challenges facing the city and to realise opportunities. It has a strong emphasis on improving quality of place in order to raise economic competitiveness. Key priorities include:

- Maximising York's Universities and the city's science and technology assets.
- Enhancing the quality of the city centre, including key streets and public spaces.
- Bringing forward key development sites and associated infrastructure.
- Fostering cultural and image enhancement.
- Increasing innovation, enterprise and supporting growth.
- Addressing access and movement issues in the city.

This report will now be considered by the council's Executive and LDF Working Group before being subject to wider consultation in the city. It will be used to inform key future city strategies.

City of York's Retail Study

Strengthening York's role as a sub-regional shopping centre is a key part of the LDF. York's retail study undertaken by GVA Grimley LLP 2008 recommended the following in terms of retail growth:

- Halt the declining market share of the city centre and claw back comparison goods trade travelling to competing shopping destinations. On the basis that York is able to increase its current market share to 34%, the study estimates capacity for additional 35,127sqm net of comparison floor space by 2017 and, by 2029, 106,927 sqm net of comparison floor space.
- Increase the supply of modern retail units and enhance department store representation in the city centre, as well as retaining the independent retail sector.
- Meet the need for additional convenience retail space.
- That the primary focus for retail growth for new comparison retail should be the central shopping area of the city centre, followed by extensions to the shopping area.

Given the level of retail growth proposed, the study recognises the need to identify development opportunities in addition to those outlined. The compact nature of the city centre and the constraints of the historic environment means that there are limited opportunities for new retail development within the central shopping areas or within the city as a whole. As a result it is necessary to consider edge-of-centre or out-of-centre locations to accommodate the unmet retail capacity.

North Yorkshire and York Sub Regional Housing Strategy 2010-2015

North Yorkshire and York is one of four sub-regions within the Yorkshire and Humber Region. It comprises seven Borough/District housing authorities of North Yorkshire and City of York Council. The North Yorkshire and York's Sub-Regional Housing Strategy sets out its strategic priorities to deliver good quality housing that respects and enhances the highly valued and diverse living environment covering Craven, Hambleton, Harrogate, Richmondshire, Rydale, Scarborough, Selby and York, whilst supporting its economic growth. The strategy's key aims are:

- Enabling the provision of more affordable homes.
- Maintaining and improving the existing stock.
- Delivering community renaissance.
- Improving access to housing services.
- Reducing homelessness.

York Housing Strategy 2011-2015

The York Housing Strategy was refreshed in September 2010. As an overarching document, it summarises the key challenges faced by the city in relation to housing and housing-related needs. Research underpinning the document shows York has one of the highest levels of housing need in the North of England. Smaller household size, in-migration and other demographic factors mean the number of households in York will increase significantly over the next 20 years. Housing supply has not kept pace with demand, resulting in high house prices well beyond the means of those on average earnings. Providing more affordable and decent homes is a central priority for the city, not only to

underpin improvements in health and well-being but also to support York's economic ambitions.

Building new homes cannot be the sole answer. The city must make better use of the existing housing stock, a significant proportion of which is under-occupied, and ensure existing dwellings are maintained and improved and suitable for the needs of those growing older. The city must ensure people are helped to remain in their homes, particularly as the cuts in public spending begin to take hold, through appropriate and timely advice and support.

York Housing Strategy priorities are to:

- Improve access to housing and housing services, including appropriate information, advice and support.
- Make best use of the existing housing stock.
- Maximise the supply of decent, environmentally-sustainable homes that people can afford.
- Improve the condition, energy efficiency and suitability of existing homes and create attractive, sustainable neighbourhoods.
- Reduce homelessness and tackle the causes of homelessness.
- Develop effective partnership working.

Private Sector Housing Strategy 2008-2013

This strategy seeks to improve the condition and management of private housing in York, including owner-occupied and private rented dwellings. The private sector represents by far the largest proportion of homes in the city. Most would agree that the primary responsibility for repairing and maintaining homes must rest with the property owner. Over recent years, owners have invested significant resources into the private sector stock, helping raise standards across the board. Overall, the condition of the private sector stock is good, with high levels of thermal efficiency. The council and its partners have worked closely together to help encourage and support this investment. However, pockets of poor condition can still be found, especially in the private rented sector and in older properties. The strategy seeks to address this imbalance in outcomes between different tenures and property types. The multi-agency group behind this strategy identified the following priorities:

- To encourage and support owner-occupiers to maintain and repair their homes and introduce energy efficiency measures.
- To encourage them to provide good quality and well-managed properties.
- To help people whose independence may be at risk remain in or return to their homes.
- To maximise use of the existing housing stock.
- To strengthen and develop partnership working to support the private housing sector.

Homelessness Strategy 2008-2013 (incorporating the Youth Homelessness Action Plan and the Rough Sleepers' Action Plan)

Homelessness is the most extreme form of housing need. It can affect anyone including families, childless couples and single people. Whilst York is a relatively prosperous city, pockets of deprivation do exist. Over recent years, homelessness services in York have been focused on preventing people becoming homeless in the first place. Significant gains have been made with dramatic reductions in the number of homeless acceptances and use of temporary accommodation. Updated housing advice and information services play a big part in this, as do a range of early intervention tools focussed on the main causes of

homelessness, such as families no longer willing to house, loss of tenancy and relationship breakdown. A particular challenge is to continue to reduce the number of young people coming through the homeless route, and provide specialist help and support in purpose-built accommodation for those that need it. The partnership board that agreed the strategy identified the following strategic aims:

- Ensure people who are at risk of homelessness are aware of, and have access to, the services they need to help prevent it.
- Ensure the provision of, and fair access to, accommodation sufficient to meet identified housing needs.
- Ensure people with housing-related support needs have these needs fully assessed and have access to the support services required to sustain independent living and prevent homelessness.
- Ensure the effective co-ordination of all service providers, across all sectors, whose activities contribute to preventing homelessness or meeting the accommodation and support needs of people who are homeless or at risk of homelessness.

York's Older People's Housing Strategy 2011-2015

The Older People's Housing Strategy is based on pioneering research into older people's housing and support needs undertaken by City of York Council. The ageing population is one of the most significant challenges facing the city. Older people increasingly want to remain independent in their own homes and have more choice in where and how they live. Access to a wider range of housing advice and information is required to help people remain in their own homes for as long as they want and ensure new homes are built to lifetime homes standards in safe, well-connected neighbourhoods. The strategic aims of York's Older People's Housing Strategy are to :

- Ensure much more accessible, clear and trusted information is available to older people regarding their housing options, so they can make informed choices and plan ahead for older age.
- Ensure older people households are able to live in their own homes for longer, rather than have to move to specialist accommodation to maintain their independence and well-being.
- Where households prefer to access specialist housing for higher-level support needs, ensure it is of the right type (minimum 2 bedrooms, self-contained) and location and offers choice to meet the varied needs and aspirations of older people.

Section 4: York’s Vision, Strengths, Challenges and Ambitions

The Vision for York ‘ A city making history’

The York LIP will form part of the delivery mechanism for York’s Sustainable Community Strategy Vision: ‘ A City Making History’. The vision is supported by the following themes:

The Sustainable City	Reduce the impact on the environment while maintaining York’s special qualities and enabling the city and its communities to grow and thrive.
The Thriving City	To continue to support York’s successful economy to make sure employment rates remain high and that local people benefit from job opportunities.
The Learning City	To make sure that local people have access to world-class education and training facilities and provision. This will help them to develop the skills and aspirations they need to play an active part in society and contribute to the life of the city.
The City of Culture	To inspire residents and visitors to free their creative talents and make York the most active city in the country. We will achieve this by providing high quality cultural and sporting activities for all.
The Safer City	York to be a safer city, with low crime rates and high opinions of the city’s safety record.
The Healthy City	To be a city where residents enjoy long, healthy and independent lives. For this to happen we will make sure that people are supported to make healthy lifestyle choices and that health and social care services are quick to respond for those that need them.
The Inclusive City	To do our best to make sure that all citizens feel included in the life of York. We will help improve prospects for all, tackle poverty and exclusion and make services and facilities easy to access.

The Sustainable Community Strategy gives a strong emphasis to addressing housing needs in the city and creating sustainable communities.

‘We want all of our neighbourhoods and communities to be sustainable. This means having a thriving mix of uses and being well-connected by providing ease of movement between key destinations, adjacent areas and to the rest of the city. A sustainable neighbourhood means a balanced one, with a well-integrated mix of decent homes of different types and tenures to support a range of household sizes, ages and incomes. We need to determine appropriate levels of housing, especially low cost / affordable and family housing, that are required within the city and beyond to meet expected economic and population growth.’

Strengths, Challenges and Ambitions

Economy

York's economy has seen significant structural change with the decline of its traditional industrial base through the late 1980s and early 1990s. Today, York is a modern, economically prosperous city having economic strengths in the science, technology, creative industries and professional and financial services and a thriving tourism industry with over seven million tourists visiting the city each year.

The city centre is an attractive and vibrant retail destination with a good range of major mainstream multiple retailers, as well as numerous special-interest, independent, local shops that contribute greatly to the distinct character of the area. The city centre is important not only to the city but also to the North Yorkshire sub-region and the Leeds City region.

York is also one of five local authorities in the Yorkshire and Humber region that experiences a net inward flow of trips to work (26,300 commute trips in, 13,700 commute trips out). This reflects York's role as a major economic centre within the region.¹⁹

York is a designated Science City with national recognition and growing expertise in bioscience and creative and digital sectors. This Science City initiative has been a key part of York's continued economic success. Science City York was established in 1998 and is a partnership between City of York Council and the University of York. The University Science Park is home to a range of knowledge-based enterprises with direct links to the University. It is a successful business and skills development initiative, driving the creation and growth of business and employment opportunities across York and North Yorkshire within three fast-growing technology sectors - bioscience, creative industries, and IT and Digital.

Early indications following the Comprehensive Spending Review indicate that York's Science City opportunities are enhanced by the provision of £200m per annum to support manufacturing and business development, with a focus on supporting potential growth companies and the commercialisation of technologies and innovation centres.²⁰

Science City York is successfully driving the creation and growth of business and employment opportunities across York and North Yorkshire within three fast-growing technology sectors; bioscience, the creative industries and IT& digital. It is building a prosperous future for York and North Yorkshire as an internationally recognised centre of excellence for research, innovation and enterprise.

Science City York was launched in 1998 as part of York's bid to reposition York and North Yorkshire as a hub for research and development and enterprise in new technologies. The initiative is led by the University of York and City of York Council, with support and involvement of key private sector representatives and subsequent funding from Yorkshire Forward. In 2008, Science City York became a company limited by guarantee with the University of York and City of York Council remaining actively involved as a major stakeholder.

Science City York was initially focused on driving forward York's economy creating new jobs, attracting new inward investors to the city and assisting in the creation of 25 technology-based business. Recent figures reported that 99 new technology-based businesses and

¹⁹ EBSI Figure 6 :Inward and outward commuters Annual Population Survey 2008

²⁰ City of York Policy Briefing: Comprehensive Spending Review 20th October 2010

2,800 jobs have been created. Science City York's remit has been extended to promote business and employment opportunities spanning key technology services across North Yorkshire, offering fully funded business support to technology ventures; sector specific networks and specialist skills initiatives alongside the wider promotion of science and technology across communities.

York has a reputation for investment and innovation and spends three times as much on research and development activity per head than the regional average. As a designated Science City it has a growing science and technology base, bringing the need for new skills and learning opportunities. Employment is in the three fast-growing science clusters (Bioscience & Healthcare, E-Science - IT & Digital, Creative including Heritage & Arts Technology).

Set within the UK context, York performs relatively well in terms of a number of competitive indicators. For example, according to Huggins Competitiveness Index (2010), York is ranked in the top 38% of local authority areas for overall competitiveness and has a highly skilled workforce with approximately 35% educated to NVQ4+ which is above the regional average.²¹

York also performs well in relation to its ranking in terms of GVA per head (30%) and proportion of knowledge-based businesses (41%).²² However, in terms of enterprise and innovation business births per 1000 population, York business density at 44.5 is lower than the national (57.2) and regional averages (48.4).²³

Employment

Employment in York is high at 79.1% compared to Yorkshire and Humber at 71.2%.²⁴ York is one of a few authorities within the UK that has a high percentage of residents who are of working age. The working age population (15-69) is expected to rise by 20% from 147,000 to 176,100 by 2031.²⁵

Job density in York has always remained high, depicting a good ratio of total jobs to working age population within the authority at 0.91. In comparison to Yorkshire and Humber (0.79) and England and Wales (0.83), job density in York is consistently higher.²⁶

Despite the recession, whilst the claims in Job Seekers allowance have increased over the past few months and were 3,957 (April 2010), this figure is lower than both the Yorkshire and Humber and Great Britain figures.²⁷

Earnings

The average gross weekly earnings (resident based) in the city are £479.3, higher than the Yorkshire and Humber average at £452.4 but lower than Great Britain at £491.0.²⁸

²¹ EBSI Table 15: Huggins Competitiveness Indicators 2010

²² EBSI: Table 15 Huggins Competitiveness Indicators 2010

²³ EBSI: Table 16 Number of business births per 10,000 population 2004-2008-Source ONS Business

Demography

²⁴ EBSI Table 17 Working age population/Employed and Unemployed ONS Annual Business Inquiry Employee Analysis (2008)

²⁵ EBSI Table 4 2006 Sub-National Population Projections in Age Groups (in thousands)

²⁶ EBSI Table 18: Job density

²⁷ EBSI Table 19 Job Seekers Allowance claimants and Figure 7 Job Seekers Allowance claimants

²⁸ EBSI: Table 20 ONS 2009 annual survey of hours and earnings resident based average gross weekly wages all full time workers

Average household income is just short of £33,000; slightly higher than the Leeds City Region at £31,588.²⁹

Older person households have, on average, less than half the level of income of other households. Some 81.7% of older person households are retired with a median income of £12,792. Non-retired older person households have a median income of £19,765. Although older person households have lower median income levels than other households, they have higher levels of savings (an average of £13,720 compared to £2,381 for other households) and equity (an average of £162,905 compared to £113,283 for other households).³⁰

Types of Employment

The employment base in York is diverse with a strong service-industry presence. Key areas of the service industries include public sector employment, health, education, finance business services, IT and tourism.³¹ In common with many other northern cities, the public sector share of total employment in York is higher than the national average at 33.9% compared to 27%.³² Whilst the city is in a strong place and is likely to fare better than others in the recession, the strong reliance on public sector employment in the city is likely to create a significant challenge for the city in the coming years.

Although recently the economic downturn has affected the economy locally, it is still anticipated that job and employment growth will occur in the future. The 2009 Employment Land Review by consultants Entec predicted an increase of about 1000 new jobs per year from now until 2029. Whilst predicting a decline in light and general industry, there is an expectation that there will be a significant rise in office-based jobs, followed by a growth in storage and distribution.³³ Yorkshire Forward's economic impact assessment³⁴ predicted that in terms of long-term growth forecasts for the banking, finance, business services sector, in excess of 3,000 new jobs in the next decade, approximately 2,000 new jobs in retailing, hotels and catering and over 800 new jobs in the health sector.

The impact of the recession on York's economy was analysed by the Centre for Cities policy think tank in March 2009.³⁵ The key recommendations from the report were:

- Sustainable growth – the need to embrace managed change in the city and deliver the infrastructure needed to support sustainable economic growth, particularly focused on the York Northwest development opportunity.
- Science and technology – partners through Science City York need to increase their focus on building up the city's science and technology cluster.

Despite these strengths, the city does face a number of key challenges. The public sector share of total employment in York is higher than the national average. This strong reliance on public sector employment is a particular challenge in light of the government's commitment to reduce the public debt. As the public sector contracts, a key economic policy priority over the next decade will be to increase private sector job growth to rebalance the economy and to provide new opportunities to replace jobs lost through a decreasing public

²⁹ EBSI Table 21: Average Household income Acxiom, National Lifestyle Survey, 2010

³⁰ EBSI: Table 22 Financial Information for older people Fordham's Older Person Housing Needs Assessment 2009

³¹ EBSI Table 23: Type of employment in York ONS Annual Business Inquiry Employee Analysis (2008)

³² EBSI: Table 23 Type of Employment in York ONS Annual Business Inquiry Employee Analysis (2008)

³³ EBSI Table 24: Use Class (Source: Entec (2009) Employment Land Review Stage 2)

³⁴ Yorkshire Forward-Regional Econometric Model

³⁵ Kieran Larkin (March 2009) York: Prioritising Prosperity – Centre for Cities

sector. This makes the need to make opportunities/sites ready for private sector investment all the more urgent and to increase private sector growth in the knowledge-led economy and tourism.

As the profile of York's knowledge-led economy develops and the nature of both the traditional and established job market changes, the city needs to be able to support emerging workforce skill needs.

The changing nature of York's workforce will require the city to support emerging workforce skill needs.

York's economic assessment 'Setting the Economic Direction 2010' highlighted that the city centre suffers from a lack of concentration of high value office accommodation and is not as attractive as it could be, suggesting that the city needs to become a more vibrant place in order to compete effectively with other cities. York's Retail Study (2008) concluded that a further challenge to the success of the city centre is growing competition from other shopping destinations such as Hull and Leeds and major out-of-centre locations. This is combined with a lack of space for higher quality, more varied department store operators to ensure the city centre can compete effectively. In order to achieve a strengthened retail role for York, it is crucial that the decline in the city centre's market share for comparison goods is halted and increased.

To further strengthen York's economy, a key challenge is to increase private sector growth in the knowledge-led economy and tourism, to rebalance the economy and to provide new opportunities to replace the contracting public sector. There is also a need for high quality office accommodation and initiatives that enable the city centre to become a more vibrant place including strengthening York's retail offer, particularly the capacity for larger shops.

Economic Future Strategic Ambitions

To continue to strengthen York's economy, increasing private sector growth in knowledge-led and tourism industries we aim to:

- Maximise the universities and the science and technology assets by continuing to support Science City York to ensure a leading edge, modern, knowledge and science based economy. We will continue to develop Heslington East, a key expansion site for the University, which provides opportunities for business growth and expansion associated with science and technology business sectors. Heslington East has an important role to play in supporting continued start-up and growth of high-tech, high-growth potential companies.
- Bring forward key development sites and associated infrastructure. York has a number of significant development sites arising as a result of former industrial uses. These sites include:
 - York Northwest (which comprises the York Central and British Sugar sites) is the largest regeneration project in York capable of making an economic impact regionally and beyond. The development of these sites will create considerable opportunities for York residents to find jobs in a range of sectors and occupations including retail, leisure and hospitality, business services and construction. The two sites sit on a major road and rail corridor. The aim is to develop these two

sites as a sustainable, mixed-use regeneration scheme with over 3000 dwellings. The establishment of a Central Business District with leisure, commercial and tourism uses will be promoted as part of a new urban quarter in York Central.

- Hungate, located in the city centre, provides an opportunity for a major office development of landmark status with an excellent opportunity for city centre residential developments.
 - Terrys is a derelict former chocolate factory on the southern urban fringe of the city, next to York Racecourse. It benefits from easy road access to the A64 and the wider city region, and is a mile from York Railway Station. The scheme will deliver a range of uses including hotels, offices, a care home and 271 homes.
 - Nestle South is a mixed regeneration scheme site allowing for the provision of housing and new employment opportunities, especially around creative industries.
 - Castle Piccadilly offers the opportunity to enhance the historic, internationally-renowned setting of the area whilst also creating a retail-led development that builds on the vitality of the city. It presents huge challenges and opportunities in terms of design and scheme viability, proximity to the scheduled Clifford's Tower, listed Eye of York buildings (Law Courts, Castle Museum), and will need to be of exceptional quality.
- Enhance the quality of the city centre. Interventions are required to improve quality of space and place. Accessibility and movement around the city centre is a priority. Growth is forecast in the financial and business sectors in the city and high quality accommodation is an important component in attracting such growth. We will therefore pursue our ambitions to develop a Central Business District within the city centre. The Hungate site is one such place that could provide opportunities for a commercial office quarter in advance of the longer-term prospects for York Central that would have significant benefits for the city centre.
 - Foster cultural and image enhancement of the city. A key priority is to build and promote York's brand and reputation on activities and achievements of its higher and further education sectors and Science City York. We will embrace York's rich cultural heritage and develop a strategy for enhancing the city's night time and cultural economy offer. A cultural planning approach will be developed that builds on the creativity and heritage within the city to foster small business growth, increase participation and increase the festival programmes. A further priority is to enhance the image of the city and to raise the importance of the low carbon and carbon reduction agenda, not solely through the work of the bioscience and renewable energy groups at the University but through promoting the measures necessary to comply with the council's carbon reduction commitment and supporting the recommendations of the city's renewable energy strategy.
 - Increase innovation, enterprise and support growth. We will develop an enterprise-prospecting network to assist students, graduates and local residents into business. Through the establishment of an enterprise advice and support infrastructure with Science City as the hub, SMEs will be able to access support in all the related technologies and the region's priority sectors and clusters. SMEs will be given support to access enterprise skills and training and a programme of Enterprise and STEM in schools will be delivered. We will also support growth in the banking, insurance, professional service, health and in the retail/hospitality sectors.

Education and Learning

York has some of the best local authority schools in the country with three quarters of the schools graded by Ofsted as good or outstanding. The council provides 1 nursery, 54 primary, 10 secondary and 2 special schools. Nursery education is offered by 19 of York's primary schools. In 2009, 73% of pupils gained 5+ A* GCSEs or equivalent which compares to 70% nationally.³⁶

School Improvements

Over recent years, York has embarked on a programme of school improvement, which has included the complete rebuild of three secondary schools in the city and York College has invested in a state of the art new building. Significant investment has been made in York's educational infrastructure in recent years with the completion of new buildings for York College, Manor School, York High School and Joseph Rowntree School. Currently two new primary schools are under construction and these will be completed in 2012. Future projects of this scale will be determined by public expenditure announcements which are now expected in late 2010. The local authority expects any further investment to prioritise the modernisation of existing school buildings, replacing outdated heating systems and renewing roofing and windows.

Pressure on school placements

A rising birth rate in recent years is now beginning to increase pressure on places at primary schools in many villages and in several areas within the city. The local authority is also reviewing primary provision in the light of new and planned housing developments at sites across the city including the old York College site, the Terrys development, Derwenthorpe, the British Sugar and Nestle sites, and Germany Beck. Future proposals will be subject to the level of central government capital funding and to contributions negotiated with developers. A review of education provision across the city will be completed autumn 2010. However, there are already a number of existing supply issues in the city which relate to the primary sector. By 2014/15, the larger cohorts currently at primary school will reach the secondary sector. It is anticipated that there will be overcrowding issues at the most popular secondary schools.

Skill Development

A further challenge is the ability to support emerging workforce skills development and to retain and attract talented, entrepreneurial people as York's knowledge-led economy develops and the nature of the traditional and established job market changes. The Learning City York 14–19 Partnership (10 secondary schools, 2 colleges, various training providers) has an Local Authority-led 14–19 Plan which sets out strategic priorities to 2015. Providers are increasing the breadth of provision in York with a greater priority on vocational/applied learning qualifications and skills development. It highlights the need to develop provision which is relevant to key economic sectors including health and social care, public services and all aspects of the tourism economy (hospitality, retail, travel and tourism etc).

An employer engagement strategy has been developed and will be implemented and the York Future Workforce Development Group (Chaired by the council's assistant director for Economy and Asset Management) focuses on establishing the needs of employers, now and

³⁶ (EBSI) Table25: GCSE and equivalent results, percentage of pupils gaining –achieving 5+A* Department of children, schools and families 2009

into the future and using this information to influence the development of provision. The four HE providers in York are involved in a range of activity with LA services, schools and colleges. Their partnership (Higher York) actively works to support curriculum development for 14–19 year olds, provision of advice, guidance and support for young people and other activities around raising young people's aspirations.

Narrowing the gap in attainment for the most vulnerable and disadvantaged groups of learners

A key focus in the last year has been on developing community leadership within schools, in recognition of the fact that many children in these areas have troubled lives outside school and a multi-agency approach has been developed in various localities across the city, eg, Clifton and Acomb, working with parents, police, health workers, family support, local businesses, youth groups and other community groups. We have cross-phase working through the Family of Schools model. This is at early stages and the models are different to reflect the needs of the schools and their communities; however we have three 'families' based around the schools that partner Huntington Secondary, Burnholme and York High.

There was targeted work undertaken throughout 2009/10 focusing on the six primary schools that serve our most disadvantaged areas. All six improved on 2009 results, with four making significant improvements. The focus was on strategic planning over three years, community leadership, learning and teaching, the curriculum and engagement with parents.

Encouraging 16–18s into education, training and employment

Raising participation and improving progression are also key priorities. The 14–19 team has worked with providers to establish new provision, especially for young people who are currently NEET (not in education employment and training). Examples include the 'Step Up to Progress' and 'Accelerate' programmes at York and Askham Bryan Colleges respectively. We have also sought to improve the quality of information, advice and guidance through provision of a web-based Area Prospectus containing details of all providers and courses, guidance booklets for all 14 year olds and 16 year olds and a city-wide progression event every October. In addition, Connexions Advisers working with schools provided targeted support for learners, especially those in vulnerable groups and those who are disengaged and disaffected.

Children's Centres and the provision of Sure Start

York City Council is currently working on a new anti-poverty strategy for the city, focusing particularly on child poverty. This issue remains a priority for the coalition government. The strategy will be put to the council's Executive early in the new year. Any anti-poverty strategy will inevitably have many interlocking components, not all of which are directly under the council's control, such as take up of benefits. The council does however have a major new piece of infrastructure to help address this issue in the form of the nine Sure Start Children's Centres. Again, the coalition government appears to have made a commitment to maintain these centres, albeit possibly with a different focus.

The Children's Centres are not just there to address deprivation. They provide a universal range of services to families of pre-school children (0–5) including advice and information, signposting to childcare, parenting classes, health advice and so on. The services are available to all families within City of York's boundaries. A number of different agencies operate from within the centres, including health visitors.

Nevertheless, the centres have deliberately been located on the sites of primary schools at the heart of our most deprived communities, selected using the Indices of Multiple Deprivation. This is in recognition of the particular need to target resources in such communities to ensure that children from poorer backgrounds do not enter reception classes already at a significant disadvantage. The Children's Centres are developing a wide range of targeted programmes to assist such communities (as well as the universal offer) including benefits advice, adult literacy and numeracy etc. They are also working with Children's Social Services to provide outreach services to a number of deprived families who may need help but who fall below the statutory threshold for social work intervention. The emphasis is on a multi-agency approach to such work, based on the successful models of integrated working that York has developed.

Education - Future Strategic Ambitions

Key priorities are to continue with school improvements, narrow the gap in achievement between children from different communities including those for whom English is not their first language and to ensure work-force skills are developed to respond to York's changing economy.

Housing

Safe, secure and affordable housing is an important component in a healthy and happy life. The majority of people living in York have accommodation that meets these needs but there are a number of factors that can have a negative influence including the ability to meet housing need, housing affordability, housing provision for vulnerable groups, quality of accommodation and homelessness. All these factors have influenced the city's future strategic ambitions, set out in the Housing Strategy 2011-2015.

City of York Households

Currently there are 87,000 households in York and this is projected to grow to 117,000 by 2031.³⁷ The main drivers for this are the trend towards smaller household size, an increase in the number of people over 60 living alone and in-migration.

The number of older people is expected to increase by 30% in the next 20 years, with the biggest rise in those aged 80 and over³⁸ expected to increase by 78.9% by 2031. This is higher than the projected over 80 age group for Yorkshire and Humber at 74.61% but lower than the expected increase in this age group for England, predicted to grow by 98%.

Multi-person households are set to increase from 28,000 to 43,000.³⁹ This may reflect changing lifestyle trends such as homes in multiple occupation inhabited by young professionals as well as communal establishments.

In terms of household types and predicted projections by 2031 these are as follows:

- 46,000 married or cohabitating couples expected to rise to 56,000.
- 6,000 lone parents expected to rise to 7,000.
- 28,000 persons in multi-person accommodation expected to rise to 43,000.
- 7,000 one person households expected to rise to 11,000 by 57% compared to 60% nationally.⁴⁰

The number of households is predicted to increase significantly from 87,000 to 117,000 between now and 2031. With an increased need to provide for smaller households and persons living in multi-person accommodation

Type and Condition of York's Housing Stock

Housing Type

At April 2009, there were 7,983 council properties in York, 4,337 Registered Social Landlords (RSL) dwellings and over 70,500 properties that were either owned or privately rented.⁴¹ Owner-occupation is the highest tenure type in York at 73%, which is higher than the Yorkshire & Humber average at 67.6% and the England average at 68.7%.⁴²

In 2001 the proportion of private rented accommodation was around 10% which was on a par with the Yorkshire and Humber and England percentages. However, the more recent

³⁷ EBSI Table 26: Household projections: Source ONS 2008

³⁸ EBSI Table 4: Population Projections by age group: Source ONS 2008

³⁹ EBSI Table 26 Household Projections: Source ONS 2008

⁴⁰ ⁴⁰ EBSI Table 26A Household Projections: Source ONS 2008

⁴¹ EBSI Table 27 Property Type and Tenure in York: Source HSSA 2009

⁴² EBSI: Figure 8 Tenure of York's Housing Stock: Source Census 2001

private sector stock condition survey (Sept 2008) put the total private sector housing stock at 71,473 (based on council data), out of a total dwelling stock (all tenures) of around 84,350 (April 2009 HSSA figure). Of the 71,473 private homes, 12,727 are private rented which equates to just over 15% of total housing stock. There is no comparative information for Yorkshire and Humber and England. York has a relatively low proportion of social rented homes at just 15% of total stock compared to the Yorkshire and Humber figure of 21% and the England figure of 19.3%.⁴³

The most common house type in York is semi-detached, at 37.3% similar to Yorkshire and Humber at 37.5% and higher than England figures at 31.6%. This is followed by terraced properties at 25.8%, the same figure for England but lower than the Yorkshire and Humber figure at 29.10% York has lower numbers of detached properties compared to its semi-detached and flatted properties at 23.1%. However, its concentration of detached properties is higher than Yorkshire and Humber at 20.2% and the England figure at 22.5%. Flats in York make up the smallest concentration of property type at 13.2% , higher than the Yorkshire and Humber figure at 12.7% but lower than the England figure at 19.3%.⁴⁴ In terms of future housing type, the SHMA 2007 concluded that the type of housing required across all tenures to meet future needs should be split 64% houses (either 2 or 3 bedroom) and 36 % flats

Housing age distributions varies across the city reflecting historical development patterns from the older core. The oldest housing age profiles are measured by the proportion of pre-1919 housing in the private sector; 17.9% of the stock is pre-1919.⁴⁵ In the council sector, 12% of the stock was built before 1930.⁴⁶

Stock Condition

The condition of housing stock in the city is relatively good. In terms of council housing 100% of stock will meet the Decent Home Standard by December 2010. In order to make best use of council housing stock, a Housing Asset Management Strategy is in development and will be completed later this year. As well as providing the strategic direction on how the council can make best use of its existing council housing stock, it will identify HRA sites suitable for development/redevelopment. There are also plans, following government conclusions on the HRA subsidy review, to undertake a Housing stock option appraisal and financial assessment to secure long-term investment in the council housing stock that meets the needs of the stock and aspirations of tenants.

Private sector stock condition is better than the national average with non-decency at 19.2% compared to 37.5%.⁴⁷ However there are still 13,702 private sector homes that fail to meet the Decent Home Standard, there are still 6,000 properties (8.2% of private sector households) in fuel poverty⁴⁸ and 6,337 private sector dwellings (8.9% of the stock) fail the energy efficiency requirements of the Decent Home Standard.⁴⁹ The cost of bringing these private sector homes up to the Decent Home Standard is in the region of £63,360m (£4,625 per property).⁵⁰

⁴³ EBSI Figure 8: Tenure of York's Housing Stock Census 2001

⁴⁴ EBSI Figure 9 House Type in York: Source Census 2001

⁴⁵ EBSI: Figure 10 Private Sector Housing Stock by Age of Construction – Private Sector Stock Condition survey 2008

⁴⁶ EBSI: Table 28 & Figure 11 Age of Council Housing stock

⁴⁷ EBSI Figure 12 & Figure 13 Private Sector Stock Condition Survey 2008

⁴⁸ EBSI Figure 14: Fuel Poverty Private Sector Stock Condition Survey 2008

⁴⁹ EBSI: Table 29: Energy Attributes Private Sector Stock Condition Survey 2008

⁵⁰ EBSI: Figure 15 Decent Home Standard Investment Needs: Private Sector Stock Condition Survey 2008

To address decency in the private sector the council, together with partners, has embarked on a number of initiatives including introducing the Area Based Home Insulation Scheme, Hot Spots and Home Appreciation Loans (HALS), Home Safety Loans and Decent Home Loans. The continued funding for the Area Based Home Insulation Scheme, currently funded from the council capital programme, is vulnerable as is funding for the Hot Spot initiative funded through LAA monies which comes to an end in December 2010. The Home Appreciation Loan Scheme is in its infancy and it will be some years before this initiative will be self-funding. York is therefore pursuing funding avenues to ensure sufficient resources are secured to continue with these programmes. The following case studies outline how successful these initiatives have been.

Area based home insulation scheme

The area based home insulation scheme is aimed at improving energy conservation standards in homes in the city. Members agreed to new funding of £100,000 in 2009/10. A further £25k was allocated for 2010 to complete the areas identified and to extend the scheme into the Guildhall ward. This funding is supplemented by CERT funding, regional housing board and government grants (Warmfront) to install free loft insulation and cavity wall insulation (where appropriate) in all private homes in the eligible areas.

Initially the scheme was targeted (having regard to the fuel poverty report and the private sector stock condition survey) at the wards with the lowest SAP ratings and highest levels of fuel poverty. The scheme is run by a unique partnership of the Energy Partnership, the Energy Savings Trust advice centre (ESTac), and Neighbourhood Management Unit.

Each eligible householder benefits from free installation of loft and/or cavity wall insulation arranged through the Energy Partnership. Using this approach, more than 3500 private homes have been contacted in the two wards over the last 12 months. All have received advice and information about energy efficiency. More than 348 homes have received insulation measures with a further 100 in the pipeline.

Hot Spot scheme

The aim of this scheme is to help all vulnerable residents across the city to achieve affordable warmth, and remove them from fuel poverty. The need was identified in the council's Fuel Poverty report 2008.

Using a partnership of organisations including the NHS, The Pension Service, North Yorkshire Fire and Rescue Service and City of York Council the Hotspots scheme allows cross-referrals to be made between organisations using a card referral mechanism. The scheme is funded through LAA funding until December 2010 and additional funding has been secured to extend the scheme until March 2011. Residents can be referred for:

- 1) Energy efficiency advice possibly leading to grant applications for free insulation and heating systems.
- 2) Benefit checks to maximise income.
- 3) Home fire safety checks to minimise fire risk in the home.

Since the scheme has been established:

- Hotspots has generated 416 referrals for help measures across 317 householders who may not have received help otherwise.
- Generation of benefits uptake totalling over £5,000 a year.
- Increased energy efficiency and home fire risk awareness.
- Potential lifetime saving of 131.6 tonnes of CO₂ emissions to date.

Home Appreciation Loan Service

York is funding loans to help vulnerable homeowners maintain their home. These vulnerable homeowners are unable to access commercial help to maintain their home. By replacing the old grant system with new loans the council is ensuring that the money can be recycled.

The secured loan allows the homeowner to release funds from their home to make repairs or improvements to the property. It does not become repayable until the ownership of the property is transferred or sold and there are no monthly repayments.

Since its inception in 2008, 53 applications have been made and over £666,000 has been granted in loans.

Home Safety Loan

York offers a smaller loan for work, which cost less than £4k. The Home Safety Loan seeks to compliment the Home Appreciation Loan (HAL), recognising that where simple low-cost work is required to remove category 1 hazards, a simpler loan product is required for vulnerable residents. Where clients are eligible for both types of loan, if the cost of the eligible work is more than £4k the home appreciation loan is offered only.

The secured interest-free loan allows the homeowner to release funds from their home to make repairs or improvements to the property. It does not become repayable until the ownership of the property is transferred or sold and there are no monthly repayments

Since its inception in 2009, 31 loans have been approved.

Decent Home loans

York provides loans to encourage landlords to invest in their properties. York's Houses In Multiple Occupation inspection program is now into its fifth year but there are still properties which require inspection. Our stock condition survey in 2008 found that this sector continued to be the worst sector, with more than 37.2% of the properties found to be non-decent and the category 1 hazard rates were significantly higher at 21.1%, compared to 9.5% in all properties. The loan limit is 50% of the cost of the eligible works up to a maximum of £4,000. Last year, three loan applications valued at just over £9k saw landlords invest a further £12K.

Whilst the stock condition in the private sector is relatively good, there is a need to continue to improve decency, tackle fuel poverty and improve energy efficiency within the sector as the stock condition depreciates each year.

Empty Properties

York does not have a significant issue with empty properties. The Private Sector Stock Condition Survey 2008 revealed that less than 1% of the stock at 641 dwellings was empty at the time of the survey.⁵¹ Since then the number of empty properties has continued to decline and the HSSA 2009 submission showed empty properties at 443. The number of properties in York that have been empty for more than 6 months is considerably lower than for other smaller authorities within the North Yorkshire area, in particular Harrogate with over a 1000 and Scarborough at 940.⁵²

In June 2010 whilst official records showed there were under 420 long-term empty properties in York, representing 0.5 per cent of overall housing stock. These properties were visited 136 were found to be vacant for good reason, such as awaiting probate or the subject of ongoing work. Of the remaining 279, some were now occupied by the owner or being rented out. We estimate a more accurate level of long term empty properties in York is less than 250, or 0.3% of the existing housing stock. Whilst the level of long term empty properties in York is very small compared to other areas, we must continue to work with owners to return properties to use where we can. We will continue to use a combination of encouragement, support and enforcement action. Returning long-term empty properties back into use can be a long, intensive process and a balance always needs to be struck between the resources invested and likely outcomes.

Housing Need Supply and Demand

Housing need and housing demand in York is high. The York Strategic Housing Market Assessment (SHMA) 2007 put the figure at 1,218⁵³ new homes per annum to meet future affordable housing need, including addressing the backlog of need. The figure for a balanced housing market was 929 new homes per annum. In terms of future housing type, the SHMA 2007 concluded that the type of housing required across all tenures to meet future needs should be split 64% houses (either 2 or 3 bedroom) and 36 % flats.⁵⁴ There are variations on that percentage depending on tenure type. For example, demand for houses is highest amongst those seeking social rented accommodation (72%) followed by market housing (66%); demand for houses in the intermediate tenures is the lowest at 53%.⁵⁵ The majority of future housing provision should be either 2 or 3 bedroom (29% for each type) followed by 1 bedroom and 4 bedroom properties (21% for each type).⁵⁶

A housing target of 850 new homes per year was set by the Regional Spatial Strategy, which has now been abolished. This figure represented a policy of relative restraint compared to household projections of over 1200 new households per year. A recent report by Arup to support the LDF Core Strategy concluded that the 2006 based household projections were based on trends associated with boom conditions and they may overstate requirements. They concluded that the 2003 based household projections were more representative of an economic cycle and are therefore likely to be more soundly based (780 - 800 a year). Clearly if our new house building is below the latest household projections this will temper the levels of population growth predicted.

⁵¹ EBSI: Figure 16 Housing Occupancy; Private Sector Stock Condition Survey 2008

⁵² EBSI: Table 30 Empty Dwellings North Yorkshire 2008- source HSSA 2008

⁵³ EBSI Table 31: Annual Shortfall of Affordable Housing Shelter's Housing League Tables 2010

⁵⁴ EBSI Figure 17: Types of housing required all tenures SHMA 2007

⁵⁵ EBSI Figures 18,19,20 Demand for Housing by tenure Source SHMA 2007

⁵⁶ EBSI: Figure 21: Number of Room required across all tenures SHMA 2007

To meet housing demand between 2004 and 2008 there have been 3,838 residential completions⁵⁷ in York, (approximately 677 dwellings per annum) of which 601 have been affordable,⁵⁸ with a further 4,431 properties with consent or partially complete.

Key to the provision of additional homes to meet demand is land supply. York has identified sufficient sites to accommodate housing demand up until at least 2021/22 and include developments on York Northwest, Derwenthorpe, Terrys, Nestle South and Hungate. The challenge is therefore to identify sufficient land to meet demand against the constraints such as York's historic fabric, transport infrastructure and green belt policies.

With regards to the demand for social housing, there were 3,234 applicants on the council housing waiting list (August 2010), of which 591 are already living in council housing. The majority of applicants, 887 are requesting 1 bedroom; 894 2 bedroom; 365 3 bedroom properties and 88 are requesting more than 3 bedrooms.⁵⁹

Affordability

The provision of affordable housing is a key priority and this is reflected in York's Sustainable Community Strategy and York's Housing Strategy. York is a high demand, high value housing area. At around £183,000, average house prices are considerably higher in York than the regional average of £126,000 and the England and Wales average of £126,000.⁶⁰

Affordable housing is scarce and the gulf between house prices and earnings is significant making home ownership outside the means of many aspiring first time buyers. The house price affordability ratio in York is 7:42 compared to North Yorkshire at 7:30 and England at 6:28.⁶¹ As a consequence of high house prices and relatively low-income levels, affordability is a huge issue.

Private sector rents are also high in York. Entry levels of rents in the private rented sector (£126 for a 1 bedroom property) are more than twice as high as rents in the social sector (£63 for a 1 bedroom property).⁶² In turn, this makes it imperative that the York seeks to make best use of social rented stock and finds ways to use both the private rented sector and the owner-occupied sector to address local housing needs.

A particular challenge is also to ensure additional affordable homes in rural neighbourhoods, promoting sustainable villages containing a mix of household types able to support a range of local amenities such as shops, schools and other services. We must continue our work to highlight rural housing needs and work with local stakeholders to identify land for new homes.

In terms of providing housing in the city there has been a slow down in development activity in recent years due in part to the economic recession. This has had an impact on the number of affordable homes being built as many were delivered through private developer contributions. In recognition of the economic recession, York's LAA target was revised from 280 to 146 for 2009/10. In 2009/10, York completed 130 new affordable homes - slightly

⁵⁷ EBSI Table 32: Residential Completions Source: LGY& H 2010

⁵⁸ EBSI Table 33: Affordable Housing Completions Source: LGY& H 2010

⁵⁹ EBSI: Table 34: Council Housing Waiting List Statistics August 2010

⁶⁰ EBSI Table 35: Average house price per property :Land Registry May 2010

⁶¹ EBSI Table 36: House Price Affordability ratios HCA 2010

⁶² EBSI Table 37: Average Rents by Property Size: Hometrack June 2009 & York Housing register

short of the revised LAA target but considerably short of the SHMA recommended number of 1,218 affordable homes.

The coalition government has abolished 'top down' regional housing targets and is looking to local communities to play a bigger role in new housing supply through the planning process. Government funding for new affordable homes was significantly cut as part of the Comprehensive Spending Review 2010 and as a result we can expect much reduced grant rates at the local level. Instead, social housing providers will be able to offer 'affordable rents' at around 80 per cent of the local housing allowance rate to help bridge funding shortfalls. The government has said it expected the new rent policy would allow 'up to' 150,000 new homes to be built over the four-year spending review period. A 'New Homes Bonus' scheme has also been announced to reward authorities that deliver housing growth, with added incentives for affordable homes. Planned reform of the council housing finance system could also give rise to new opportunities for additional supply. We will explore these ideas and others to maximize additional housing supply.

York is a high demand, high value area; the provision of affordable housing in York is a key priority.

Under Occupation

As with most towns and cities under-occupation is a significant issue. York is no different and we know that around 40 per cent (30,402) homes in York are currently under-occupied. (3 and 4 bedroom properties).⁶³ By far the largest proportion of these is in the owner-occupied sector, particularly older households⁶⁴ with a lower but still a significant proportion (1,500) in the council housing sector identified through customer profiling information. This signals a need for York to make best use of its existing stock and develop downsizing initiatives. In 2009 York piloted a successful downsizing scheme, Tangle Tree Court.

In 2009 City of York Council piloted Tangle Tree Court downsizing scheme to tackle under-occupation. Working with Yorkshire Housing Association and the Golden Triangle Partnership, 6 two-bedroom flats and 5 three-bedroom houses, all for rent, were built on a former difficult-to-let garage site. Six mostly older households in council accommodation were supported to downsize, from family homes releasing three or four bedroom council houses, to the flats at Tangle Tree Court more suited to their housing needs.

To assist with moving costs the council, utilizing £30,000 of Golden Triangle Partnership monies, assisted residents financially with moving costs and by providing new carpets, curtains, white goods and furniture. A support worker supported residents through each stage of the move.

The project also enabled six families on the York Housing Register to take up the much-needed family homes. No one was forced to move. Residents came forward voluntarily once they saw the quality apartments being offered by Yorkshire Housing Group. The council will seek to replicate the scheme in future.

York has a significant under-occupation issue in the city particularly in the private sector with an estimated 40% (30,402) of properties currently under-occupied.

⁶³ EBSI Table 38 Under-Occupation by dwelling size SHMA 2007

⁶⁴ EBSI: Figure 22 and 23 Under-Occupied Households SHMA 2007

Homelessness

Over recent years, York has been proactive in tackling the causes of homelessness. As a result there has been a significant decline in the numbers of people presenting themselves as homeless⁶⁵ and the number living in temporary accommodation has significantly reduced from 209 (March 2008) to 79 (March 2010).⁶⁶

Arc Light, the provision of a state of the art 'Places for Change' accommodation for rough sleepers, was opened in 2008. The facility is a joint initiative between Arc Light, York Housing Association and City of York Council. It offers emergency accommodation for single men, women and couples without children. The building has 39 bed spaces, predominantly single en suite rooms, one room with disabled facilities and a number of twin rooms. There are 4 emergency rooms which are not en suite. In addition there are specialist meeting and counselling rooms, and associated training, education, health, fitness and community facilities.

Young Persons' Homelessness

Whilst York has significantly improved its performance on preventing homelessness, within these figures there are still too many young people coming through the homeless route and too many vulnerable households such as those with mental health problems, drug or alcohol misuse or leaving prison.⁶⁷ This is borne out by feedback from CAA in 2009. *'The council has been successful in dealing with homelessness, with the number of families living in temporary accommodation decreasing by a fifth, although homelessness of young adults remains relatively high'*.

The shift in focus and investment over recent years has been towards preventing homelessness arising in the first place. York has transformed housing advice and information services to take a more holistic approach to household needs. This ensures young people can make planned moves when going through periods of transition. York's priorities are to ensure more joined-up assessments and interventions are in place to identify young people most at risk, including putting in place more mediation and early prevention work with families. This work sits alongside wider work, reducing the number of teenage pregnancies and supporting young people into education, training and employment.

There needs to be an ongoing focus on reducing the use of temporary accommodation, particularly for the young and more vulnerable. Of the 16-17 year olds placed in temporary accommodation, 65% fail their tenancies. Our aim is for all 16-17 years olds to be accommodated through specialist, planned housing provision. A priority is to develop a dedicated young persons' direct access hostel or foyer project. City of York Council's Housing Services have been working in partnership with Yorkshire Housing to secure funding for the provision of a young persons' foyer offering accommodation, training and employment opportunities to take young people out of homelessness. The provision of a foyer is a key priority of the city and is included within the council's Corporate Plan, Housing Strategy and Homeless Strategy.

Whilst homeless preventions have improved overall, there are still too many young people coming through the homeless route. A priority is to develop a young persons' direct hostel or foyer project.

⁶⁵ EBSI: Figure 24 Number of People Presenting as Homeless P1E

⁶⁶ EBSI: Figure 25 Numbers in Temporary Accommodation P1E

⁶⁷ EBSI: Figure 26 Young People accepted as homeless PE1

Housing Needs Of Older People

In terms of meeting the housing requirements of older people there are about 54,500 older people in York (55+), some 28% of the total population (comprising about 30,000 older person households) and this is expected to increase by over 30% in the next 20 years.

York commissioned an Older Persons' Housing Needs Assessment in 2009. The study revealed that the majority of older households wish to remain in their own home, remaining independent for as long as possible. However, only about half of those who needed adaptations enabling them to remain independent actually have them,⁶⁸ signalling a need for more stay-at-home services such as aids and adaptations.

As outlined earlier, the average income of older person households is less than half the level of income of other households but they have a higher levels of savings (an average of £13,720 compared to £2,381 for other households) and equity (an average of £162,905 compared to £113,283 for other households). Therefore equity release must play a bigger part in sustaining people's independence in future, with any public support limited to the most vulnerable households.

For those older person households who expressed a preference for moving within the next 2 years, the majority (70.9%) wanted to move to ordinary accommodation but almost a fifth (521) expressed a preference for sheltered housing with a warden.⁶⁹ In terms of sizes of accommodation required, half of households expressed a preference to move to a two bedroom property and almost a quarter to a three bedroom property.⁷⁰

Current provision of older persons' specialist accommodation in York consists of three main types: housing with support, extra care housing with support and residential homes. Altogether there are 83 schemes across the city, with a total of 3,103 units of specialist accommodation. About half of these are in the private sector and half are owned by the council or RSLs/charitable bodies.⁷¹ The study also concluded that within homes offering greater levels of support, such as sheltered, extra care and residential care, there is under-provision of affordable two bedroom accommodation and an over-supply of one bedroom and that the net need for affordable, specialized accommodation over the next two years is for 46 extra units per annum and in five years this would rise to 64 units per annum.⁷²

Whilst our research found a 'need' for additional affordable, specialist provision this does not necessarily square with what we know about demand for our own housing stock. We need to understand much better what people mean when they state a need for sheltered or specialist housing, given the growing success in supporting people to stay at home. We know that much existing affordable specialist housing is becoming obsolete due to changing aspirations and there are ongoing vacancies in some schemes. We must review current provision in light of this and explore new ways to improve the outcomes for older people.

The housing preferences of older people have influenced the development of York's Older People's Housing Strategy 2011-2015.

To address some of the housing needs of older people City of York, in partnership with Tees Valley Housing group and Yorkshire Housing Association, secured over £10m of HCA

⁶⁸ EBSI Table 39: Older People Households needs adaptations by age group Fordham research 2007

⁶⁹ EBSI: Table 40 Older person household –aspirations and expectation re accommodation type of next move Fordham research 2007

⁷⁰ EBSI: Figure 27 Size of accommodation preferred by older people Fordham Research 2007

⁷¹ EBSI: Table 41 Older persons' specialist accommodation current provision City of York Council 2009

⁷² EBSI; Table 42 Need for Older Person Specialist Accommodation Fordham Research 2007

funding to demolish Discus 1997s prefabricated bungalows occupied by elderly council housing tenants and replaced them with 196 affordable homes.

Discus Bungalows Regeneration case study

City of York Council, working in partnership with Tees Valley Housing Group and Yorkshire Housing Association. secured over £10 million of HCA funding to regenerate three sites in York, Ann's Court, Richmond Street, and Regent Street Discus 1970s prefabricated bungalows occupied by elderly council housing tenants.

The regeneration of these sites will be completed during 2012 and will see the development of 196 affordable homes. The scheme will include the demolition and replacement of the original bungalows and the development of an extra care home providing 41 two bedroom apartments. The scheme will also see the development of other affordable homes across the sites which will include a mix of discount sale and affordable rent. There will also be the inclusion of 47 intermediate rented properties which will eventually revert to open market sale. The housing in each of these developments will include a mix of 2 bedroom bungalows, 2 bedroom apartments and 2, 3 and 4 bedroom houses.

The extra care scheme Arden House is due for completion in 2010 and is the first purpose built extra care housing development in York for those aged over 55. The housing provision is supported by 24 hour support if and when needed. The scheme also comprises community facilities including a hairdressing salon, a café and a shop. A personal care service is available for residents and the services on offer are open to the wider community.

2011-2012 will see the final phase of the regeneration project coming to fruition.

The Older Persons' Housing Needs Assessment has revealed that the majority of older people wish to remain in their own homes signaling a need for stay-at-home services such as aids and adaptations. For those people wishing to move, the majority wanted to move to ordinary accommodation, however a fifth expressed a wish to move to sheltered housing with a warden. Those expressing a wish to move have a preference for two bedroom accommodation.

Housing Needs of People with Learning Disabilities

York's JSNA 2010 suggests that there are between 3,280 and 4,100 people with a learning disability within the city. Currently there are 507 adults with learning disability known to social services. According to *Valuing People Now*⁷³ 55% of people with a learning disability nationally live in the family home, 30% live in residential care and 15% rent their own home. In York, 27% of people known to social services live in the family home and only 11.8% live in residential care. Around 70% of people in the general population own their own home yet in York only 0.2% of people with a learning disability are owner-occupiers.⁷⁴ In line with government policy 'Valuing People Now Study' a key policy objective is to widen housing choices to people with a learning disability 'those people who commission services for

⁷³ *Valuing People Now: A new three-year strategy for people with learning disabilities*, Department of Health, 2009, 3.18 page 79

⁷⁴ EBSI: Table 14 Tenure of People with Learning Disabilities Source: A Housing Plan for Adults with Learning Disabilities 2010 - 2017

people with a learning disability should consider how they can develop creative solutions to meet the housing aspirations of people with a learning disability including being supported to live in the community in their own homes as owners through the government's HOLD scheme'. The Council are keen to increase the provision of housing for people with Learning Disabilities through Seventh Avenue supported living scheme, home ownership and Learning Disability Transitions shared housing provision.

More needs to be done to widen housing choices for people with learning disabilities including supporting people achieve their own tenancy or owner-occupation.

Families with Disabled Children

Since 2007, as a consequence of the removal of means testing families with disabled children for significant adaptations, there has been a disproportionate impact on York's adaptation budget to meet the needs of families with disabled children who often have very complex needs. In order to meet demand, York has increased its own contribution to the adaptations budget and introduced other initiatives to look at meeting needs in different ways e.g. relocation into more suitable housing.

The adaptation's budget needs to support meeting the needs of families with disabled children

Student Households

Student households represent a significant and growing proportion of all households in York. Whilst many students live in university accommodation, many more live in the wider community, mainly in private rented dwellings. Whilst students are regarded as a valuable asset to the city, contributing heavily to the York economy, there has been debate about the impact student households have on the wider housing market. Part of the debate has centered on the impact concentrations of student households can have on the sustainability of host communities. A study completed in August 2010 suggests the impact of student homes had on a range of environmental indicators was minimal, even when concentrations were over 25%, as they are in one ward in York. Further work is required to understand the impacts below ward level e.g. street or super-output area.

A review of student housing in York, to include spatial mapping of communities and environmental impacts is required including a review of planning policies in light of this work

Accommodation Needs of the Gypsy and Traveller and Showpeople communities

In 2007 research was commissioned into the accommodation needs of the Gypsy and Traveller community living in North Yorkshire. The research estimated that there are 1154 Gypsy and Travellers living in York, comprising 364 households. Whilst there are currently 54 pitches in York there is a current shortfall of 36 pitches, however it is estimated that the majority of this shortfall (33) could be met through ongoing pitch turnover. The study concluded that, to meet the projected accommodation needs of the Gypsy and Traveller community by 2015, an additional 19 pitches are required.⁷⁵ The study puts a caveat on this figure as no account was taken of Gypsy & Traveller households in conventional housing wishing to move back onto sites. The accommodation needs of the Gypsy and Traveller community has been incorporated into the LDF.

⁷⁵ EBSI: Table 6: Gypsy and Traveller accommodation needs assessment 2007/8 based on CLG data 2007

Following on from the accommodation needs of the Gypsy and Traveller community, further research into needs of Showpeople was commissioned by the North Yorkshire Strategic Housing Partnership Board in 2009. Unlike other Travellers, Showpeople travel predominantly for economic reasons, preferring to retain a permanent home base where family members can live all year round, work, attend school and be part of their local community. The study revealed that in York there is a need for an additional 13 pitches to meet the needs of Showpeople.⁷⁶ Future growth options are currently being agreed through the Local Development Framework process.

The Housing needs of the Gypsy and Traveller community are not currently being met with the need for an additional 19 pitches by 2015 and Showpeople 13 pitches

Advice and Access to Services

Historically, housing advice and information services have been used mainly by those facing a housing crisis. Quite often there are underlying issues at the root of a person's housing needs, be it worklessness, money or health problems. Recently the council's housing advice and information service has transformed into a 'Housing Options' services. A key priority is to further develop our Housing Options service so that it appeals to a wider range of customers and acts as an effective gateway into a wider range of advice and information. York also suffers from pockets of deprivation. In order to tackle worklessness and/or financial exclusion, a priority is to develop a comprehensive financial inclusion action plan showing priority areas and intended actions.

Housing's Future Strategic Priorities

To tackle the challenges faced by housing, the future strategic priorities are identified within our Housing Strategy 2011- 2015, which also supports the priorities of the North Yorkshire and York Sub-regional Housing Strategy:

- Maximise the supply of affordable general needs housing through new build on major development sites (concentrating on York Northwest, Derwenthorpe, Terrys and Nestle South 2011-2015) and identify appropriate sites to meet provision from 2021 and beyond. City of York Council are also currently in discussions to develop Germany Beck. This is a 700 new, mainly family homes development with 30% affordable housing, on the southern edge of York set within large areas of open space and a nature reserve along the southern boundary with Germany Beck. All homes will be built to high levels of sustainability and developer contributions are being used to improve the local secondary school, as well as sports pitches, multi-use games area, and new sports hall.
- Make best use of existing housing stock and promote sustainable neighbourhoods – attain the Decent Homes Standards, develop and implement housing's Asset Management Strategy, undertake a stock options appraisal of council housing stock, reduce under-occupation, improve the condition of the private sector, in particular improve decency, energy efficiency and reduce the incidences of fuel poverty.
- Support independent living and access to housing advice and services- ensure all homes are built to lifetime standards by 2013, ensure sufficient supply of specialist provision, support adaptations that enable people to remain independent, widen access to a range of housing options through an enhanced Housing Options service and the introduction of Choice Based Lettings
- Reduce homelessness through the provision of comprehensive advice and support and provide specialist accommodation for young people through the provision of a foyer scheme.

⁷⁶ ESBI: Table 7: Showpeople future requirements of plots. Showpeople study 2009

York's Infrastructure

Strengthening York's infrastructure is a prerequisite to achieving the level of economic growth that York aspires to. Building a strategic infrastructure helps create a complete place by providing access and amenities or contributing to the overall sustainability of the existing or new community. Strategic infrastructure i.e. reducing the risk of flooding and strengthening the transport infrastructure is important to the delivery of the economic, housing and regeneration schemes identified in the LIP. It is therefore important that issues such as strengthening flood defence, promoting a sustainable transport infrastructure and tackling carbon omissions are tackled.

Flood Risk

Flood risk is a particularly important issue for York because of York's river catchment characteristics and the significant amount of rainfall it receives. The city has a history of flooding. Ensuring that new development is not subject to, or contributes to, inappropriate levels of flood is important. It is anticipated that the flooding threat will increase as a result of climate change due to more intense rainfall and increase peak river flows. Reducing the levels of flood risk both in terms of location of new development and also in the design and layout of development is an integral part of the LDF. To protect existing built up areas, funding has been made available through the Yorkshire Regional Flood Defence Committee. The Leeman Road area of the city has received part of this funding to develop new flood embankments to protect the area when the River Ouse bursts its banks. Preliminary work has now commenced with a two year construction project to start in 2011/12.

Travel and Traffic

York's road network comprises 754km of carriageway and 86 bridges. In addition to this, 21km of the A64 trunk road is within the York authority boundary and is the Highways Agency's responsibility. Extensive analysis has been undertaken to assess accessibility within York to key locations, services and facilities for employment, education, health and leisure. Approximately 50% of people within the York boundary are within five minutes walk of a frequent bus service. York's bus network has remained relatively stable in terms of its geographic coverage, following major changes to the network in 2001. There are several cross-boundary inter-urban bus services, mostly provided commercially. Most bus routes in York follow a radial pattern. Included within this network are five Park & Ride service routes around the outer ring road. As a major tourist destination, York also has a tour bus network around the city centre.

York has a history associated with the railway. It has good central access to several high-quality, long-distance networks and operations. York station has good facilities, plans for future enhancement and is in a central position within the city. The local rail links however are not abundant within the city of York area and the peripheral authorities. Future development areas in relation to the local rail function are the ongoing investigation into tram technology on the Harrogate line and the potential to include York into Metrocard boundaries (mainly West Yorkshire). There is also continued investigation into a new rail station at Haxby to the north of York.

The central area also offers cyclists excellent access across the city within half an hour. Many of the villages just outside the outer ring road can be cycled to in half an hour. York currently has a network of approximately 145km of cycle routes, this comprises of 85km of off-road paths and 60km of on-road lanes. As part of the 'Cycling City York' (2009-2011) project, many of the on-road lanes have been widened where possible to improve the level of provision. Across the city there are also somewhere in the region of 2,500 formal cycle

parking spaces. To support cycling in the city, the council applied for and successfully secured funding to implement 'Cycling City York' a major programme to encourage more cycling across the city. Such work includes a new school safety zone at Millfield Lane.

There is an extensive network of pedestrian routes, especially in the urban and suburban areas. To encourage more walkers in the city, the council and partners have improved footways and space for pedestrians through schemes such as the footway-widening programme.

Dealing with traffic congestion and improving connectivity in and around York is a key priority for us. The current highway network is already congested and public transport mainly uses the same road space as other traffic. Much of the network is constrained by historic buildings, leaving little opportunity for highway improvements. York's transport network faces a substantial increase over the next 25 years from key economic development sites, housing developments and projected employment and population growth. Traffic congestion, accessibility and air quality, reducing the city's carbon omissions by 40% by 2020 and 80% by 2050 in line with Government targets, are particular challenges.

To tackle the transport issues the city faces and develop sustainable modes of transport, York has been implementing the actions contained within the LTP 2 and is in the process of developing its LTP3. The LTP 2 contains schemes that address issues such as the development of an integrated transport network, encouragement of modal shifts away from the use of the private car to sustainable transport modes such as public transport and walking and cycling.

To further reduce congestion, improve connectivity and reduce carbon emissions the council and partners are striving to create three new Park and Ride sites cross the city. To encourage and increase public transport bus use, improvements have been made to bus stops and equipment installed to give buses priority at traffic signals and the council and Network Rail are developing a proposal for a new railway station at Haxby.

Carbon Omissions

Since 2005, York's carbon emissions from end users have begun to fall from 1.3 million tonnes of CO2 emissions to just under 1.2 million tonnes of CO2 emissions. When measured as an average per person, CO2 emissions from 2005-07 have reduced from 6.9 to 6.1 tones.⁷⁷ To meet government climate change targets by 2050 to reduce CO2 omissions by 80%, York needs to reduce its CO2 emissions from 1.2 million tones to 260,000 tonnes, reducing the average person CO2 emissions from 6 tonnes to around 1 tonne.

To further reduce CO2 omissions in line with Government targets, York has developed a Climate Change Framework 2010-2015 and a three year action plan 2010-2013. York has also made a commitment to ensure that all new buildings in the city are built to high environmental standards and, where feasible, generate energy from renewable sources on site. Examples include the council's award winning Eco Business Centre and Eco Depot. To encourage residents to reduce their carbon footprint, we will continue with the city's 'Sustainable City Education' programme supporting schools and communities to tackle climate change and tackle fuel poverty. Through our Green Streets Challenge, we will work with certain streets across to city to reduce the amount of carbon households emit.

⁷⁷ EBSI Table 43: 2005-2007 Carbon Reduction Omissions: Source DECC 2009

York's Infrastructure Future Strategic Ambitions

- Develop and implement the LTP3. One of the objectives will be to deliver quantifiable reduction in greenhouse gases within the city's networks. This will also link into the emerging Low Emission Strategy that will look to reduce emissions from transport not only for CO2 but for nitrogen oxides and particulates.
- The council is also progressing the ' Access York' project through the Department of Transport Major Scheme Bid process. The Access York project will create a step-change in transport provision in the city by enhancing critical elements of the city's infrastructure and enabling additional integration of travel modes. The £67.8 million project (subject to the availability of funding) will be implemented in two phases. Phase 1 concentrates on providing three additional Park and Ride sites and further improvements to the A59/A1237 outer ring road roundabout. Phase 2 concentrates on improving the remainder of the A1237 outer ring road and the provision of sustainable transport infrastructure across the city. These initiatives aim to reduce car usage, encouraging people to transfer to public transport options and to improve the flow of traffic and reduce journey times.
- Seek funding to ensure more use will be made of the city's rail network, along with a longer-term aspiration for a tram train service on the York to Harrogate line. This would ideally contain a link to Leeds Bradford airport in order to address the relatively poor public access to the closest airport.
- Improve the bus interchange at York station, ensure better access for cyclists, reduce travel times and develop proposals for high speed rail in the area, all of which will aid connectivity and develop the rail services in the area.
- Implement York's City Cycling Programme
- To continue to reduce the effects of congestion on speed and reliability of bus routes. Park and Ride will continue to be a key element of parking policy.
- Seek to ensure that new development is not subject to, nor contributes to, inappropriate levels of flood risk from the Rivers Ouse, Foss and Derwent and other sources, taking into account the likely impacts of climate change.
- Implement the council's Climate Change Strategy

York's Quality of Place

York's built and natural environment forms an important part of its character. York's quality of place is significant in attracting economic growth and attracting and retaining people with the relevant skills.

The City's unique historic character and setting is an essential component of its future success as well as being valuable in its own right. York Minster is England's largest surviving- medieval church and the largest gothic cathedral in Northern Europe. There are around 1800 listed structures in the city, with 22 scheduled monuments including the city walls, Clifford's Tower and St Mary's Abby which make a significant contribution to the city's character.

York also provides a wide variety of leisure facilities throughout the city including four theatres, museums, music venues and two cinemas. However there is an identified need in York for a new city-centre swimming pool and a community stadium which will cater for a range of community uses as well as being a home for the city's professional teams - York City football Club and York City Knights Rugby Club.

York has a unique green infrastructure which includes eight sites of special scientific interest along with locally important sites for nature conservation and recreational open space. It has an extensive network of open spaces including eight formal local parks, allotments and children's playgrounds. York's Open Space, Sport and Recreation Study (PMP2008) identified that, whilst in general the quality of open space within the city is good, there are concentrations of poor and average sites and a shortfall in the provision of open space, in particular access to open space for young people.

Future Strategic Ambitions

A Cultural Quarter - A cluster of high profile developments

- The City Art Gallery will be transformed with new galleries and a major extension.
- Following redisplay of the Yorkshire Museum, the gardens will be opened up with new walkways, interpretation and facilities.
- The Theatre Royal will expand into the De Grey rooms providing exciting new facilities and programmes.
- The Minster Revealed project will create major new visitor facilities at York Minster to accompany the restoration of the east window.
- The National Railway Museum will be revamped with an exciting redevelopment of its Great Hall.
- Following the transformation of York Library into York Explore, a phase 2 will create a state of the art City Archive and local history facility.

York: City of Festivals:

- York will host a vibrant programme to celebrate the 2012 games and at the same time mark 800 years of the city's charter in 2012.
- We are bidding to become a UNESCO Creative City.

New facilities:

- 2012 will see the opening of a new short-course competition standard swimming pool and associated fitness facilities in partnership with the University of York.
- The new Barbican Centre will open in 2011 offering a broad range of music and entertainment.
- We will complete the 'Playbuilder' programme of play area improvements across the city.
- We are continuing to improve the city's parks and open spaces and will be aiming for a sixth Green Flag for our facilities.
- Our football facilities development plan will deliver enhanced community sports facilities across the city.
- We will deliver two more Explore Library Learning Centres.
- A new community stadium will provide a wide range of community facilities for sport, recreation and learning as well as a home for the city's football and rugby clubs.

Section 5: Geographic and Thematic Priorities for Investment 2011-2015

Having considered York's strengths, challenges and long-term ambitions, this section sets out the geographic and thematic investment priorities for the next four years 2011-2015 required in York to address some of the challenges and issues the city faces arising out of the evidence base assessment.

Each investment priority outlines how housing investment will not only meet the housing needs of the city and housing needs of vulnerable groups but also how this investment supports economic growth and regeneration, tackles deprivation and contributes to meeting the strategic infrastructure needs required to enhance York's 'quality of place' and to strengthen its role within the region and sub-region. Table 1 (**page 65**) highlights the contribution the geographic and thematic priorities make to addressing the following strategic priorities of the LIP:

1. Support economic growth and infrastructure development.
2. Deliver new housing. including maximising affordable homes.
3. Make best use of existing stock.
4. Support independent living and access to advice and services.
5. Tackle and prevent homelessness, particularly young persons' homelessness.

Prioritising Capital Investment

If investment is forthcoming from the private sector and HCA to deliver the geographic and thematic priorities identified in the LIP as well as supporting economic growth it will lead to:

- 1,424 new homes. (excludes housing provision arising from the development of York Central and British Sugar sites (York Northwest). 746 will be affordable, 137 will be delivered without public subsidy and 609 with public subsidy).
- 5,349 properties in the private sector reaching the decency standard.
- 625 properties being specifically adapted to support independent living.

The Resourcing Plan (**page 66**) identifies investment requirements and projected leverage investment.

Geographic Priorities

Support Economic Growth and Infrastructure Development

York has a strong economy, however there is higher reliance on public sector employment and the need to increase private sector growth particularly in the knowledge-led economy, financial, professional and tourism service areas to rebalance the economy in response to the contracting public sector. Over the four year period 2011- 2015, the LIP's geographical priorities concentrate on York's main urban centre (**see key diagram Figure 1**) which has a number of key commercial and housing development opportunities in the following four sites: York Northwest (York Central and British Sugar); Derwenthorpe; Terrys and Nestle South.

These developments will help mitigate the challenges York faces with population growth and assist in supporting York's competitive strengths to ensure continued economic success. These developments also support the continued success of higher education in the city, changes to the workforce to improve the skills to work in a diverse and modern economy, an increase in the provision of housing (especially affordable housing) and improvements to the quality of the city's transport infrastructure to improve connectivity and tackle congestion within the city.

York Northwest

York Northwest is the largest and most significant regeneration area in York. It starts immediately to the north and west of York's historic centre and railway station and stretches to the outer ring road. It comprises two brownfield development sites, York Central and British Sugar, linked by a strategic road and rail transport corridor. It is a £930 million project and is comprises the two largest development sites that will be seen in York in our lifetime. Their delivery will help York to fulfil its regional and sub-regional role. It has also been designated as one of four Urban Eco-Settlements in the Leeds City Region - a local response to the Eco-Towns Initiative - where high sustainable development standards will be pursued.

York Central is significant for York's economic growth particularly around financial services, tourism and higher added-value business and will have a key role in enhancing York's future office, commercial, leisure and retail offer in a new urban quarter. Economically it will allow York to fulfill its regional and sub-regional role. The site also has the potential to make a significant contribution to meeting the city's need for homes with potential for around 1800 new homes of which 25% would be affordable and funded from Section 106 contributions under the council's new Affordable Housing Dynamic Model or 30% (to be topped up from other funding sources) if we were to meet affordable housing standards set out in the Eco-Town Planning Policy Statement. Homes would be built to at least Code Level 4 with some properties built to Code Level 6 if funding from the DCLG or other funding sources such as HCA was forthcoming. If the numbers of affordable housing aren't able to be met, we would look to use our 'section 106 additonality pot' that has been requested. The mix of housing will include for the provision of three and four bedroom houses and a mix of one and two bedroom flats.

This development will provide new employment and training opportunities, maximising links with the University, Science City York and the Construction Academy. A key focus of the economic development programme will be to support skills development and address deprivation and lower than national and industry average salaries by providing local people with employment opportunities in the growing employment sectors.

The development will be an exemplar of sustainable development. This will include outstanding sustainable design, use of sustainable technologies and prioritizing access by sustainable transport modes. As an Urban Eco-Settlement it will have exemplar levels of open space.

A partnership approach to develop this site is being undertaken with City of York Council, major landowners (including the York Central Consortium) and other key stakeholders. It is anticipated that the overall programme will be delivered over a 15-year timeframe.

British Sugar is a 35 hectare site that has become available with the closure of the sugar beet factory. The owners ABF have commissioned master planners to come up with a new high quality and sustainable residential neighbourhood. They are working collaboratively with the council to achieve the early delivery of the site as a critical way of helping to meet the city's housing needs.

York Central

- 1,800 new homes (450 affordable at 25%) built to at least Code Level 4 with some properties built to Code Level 6 subject to DCLG or other funding.
- Between 87,00 sqm and 100,00 sqm of office floor space in a new office quarter.
- A sustainable approach to transport provision including the provision of a new Park and Ride facility linking with the city centre and new bridge infrastructure.
- High standards of sustainability across a range of areas including water, cycle and energy efficiency.
- Providing the public realm around the cultural/tourism offer focused on the National Railway Museum.
- Provision of a green infrastructure which links with the wider green network and green corridor, reaching into the city centre.
- Creation of approximately 7,300 jobs.
- The provision of a new primary school. New social infrastructure to serve the new community.

British Sugar

- 1,300 new homes (325 affordable at 25%) built to at least Code Level 4 with some properties built to Code Level 6 subject to DCLG or other funding.
- A sustainable approach to transport provision.
- High standards of sustainability across a range of areas including water, cycle and energy efficiency.
- Provision of a green infrastructure which links with the wider green network.
- The provision of a primary school.
- New social infrastructure to serve the new community.

Funding

These two sites are significant strategic priorities for York. In terms of the HCA 'ask', York Northwest is included within the Leeds City Region Local Investment Plan but is illustrated in this Local Investment Plan to demonstrate the significance of the development to York.

Derwenthorpe

Derwenthorpe is a natural extension to York and is located on the east side of the city between the existing communities of Osbaldwick, Heworth and Tang Hall. City of York Council and Joseph Rowntree Foundation have been working together to realise the creation of a £35 million (with potential HCA funding of £8,960,000) highly sustainable, community focused development that will establish close links with surrounding areas and become a beacon for York and the whole of North Yorkshire. Planning permission for the development of 540 homes of which 216 are affordable homes (135 to rent and 81 part ownership) was granted in May 2007 offering tenure options covering all financial circumstances.

In terms of project development the following have been undertaken/completed :

- The proposed development has been subject to widespread public consultation and participation throughout with an informal three-way partnership between JRHT, the council and the community.
- Master Plan for the site has been developed. In 2007 School of Architecture and the Built Environment, University of Westminster, were commissioned to undertake an audit of the master plan to assess its relevance to current best practice. The team's overall conclusion was that Derwenthorpe represented a development of a very high standard across the piece; design quality, environment, housing mix, management and sustainability, long term commitment and community development. '
- Section 106 has been agreed.
- Planning permission has been granted.
- The land sale of the site to Joseph Rowntree Housing Trust has been completed.
- Ipsos MORI were commissioned 2010 to undertake soft market testing with potential buyers on proposed design. Positive response top five features were: space standards 10% more than average house builders, safe play areas, energy efficiency and energy centre, more natural light provided within the home.
- In response to changing market conditions, the scheme now includes an Energy Centre to provide a cost-effective and sustainable energy supply to the affordable and market housing.

Projected outputs

- Creation of a village of a high quality, an inclusive sustainable community that will establish close links with surrounding areas and become a beacon for York and the whole of North Yorkshire.
- Create a truly mixed-income tenure community with around 540 homes, including 135 to rent, 81 in part ownership, and homes for sale at varying prices. An affordable housing neighbourhood plan will be used ensuring that social rented and low cost homes will be genuinely integrated into the development.
- Provide high-quality, eco friendly, energy efficient homes that are well managed and maintained, including Lifetime Homes for people of all ages and needs. Each home will be environmentally efficient. The target is to achieve 'Eco Homes Excellent'/Code for Sustainable Homes level 4 standards in the early phases with potential to target even higher standards with the provisos of a Bio Fuel Energy Centre and Sustainable Urban Drainage Scheme. Reduce the dependence on car ownership through initiatives such as car clubs, more use of cycles though the provision of a cycle path linked to wider cycle networks and having regular bus services.

- Provide 18 acres of public open space, including ponds, trees, designated wildlife habitats and numerous play areas. JRHT will provide the long-term commitment to management of affordable housing, open space and communal facilities.
- A pro-active community development programme supported by a community fund, support and development links with schools (JHRT Director is already on the Board of the local Secondary School) and innovative management of community assets through a Community Development Association.

Funding Streams	2011/12	2012/13	2013/14	2014/15 and beyond	Total
HCA (Derwenthorpe)	£500,000	£975,000	£1,580,000	£5,905,000	£8,960,000
Private Sector					£26,085,000
Total					£35,045,000

Terrys

Terrys is a derelict former chocolate factory on the southern urban fringe of the city next to York Racecourse. The total site area is 10 hectares (24.9 acres). This scheme is a £30 million employment-led mixed-use development that protects the character of the former listed factory buildings and is of exemplary design. It will bring much needed commercial regeneration to York with over 2,000 new job opportunities, as well as 271 decent new homes (including 82 properties (30%) affordable for local people met through section 106 contributions). If the numbers of affordable housing aren't able to be met we would look to use our 'section 106 additonality pot' that has been requested.

The master plan was developed using the project development principles of ATLAS as a guide and with a Planning Performance Agreement in place to ensure consistency and clarity throughout the process.

As well as the new business and other commercial uses (refurbished and new offices, two new hotels, brasserie, gallery) the complementary uses include a local shop, medical facility, crèche, together with areas of public open space and public links to the nearby York Racecourse and surrounding cycle paths.

The scheme looks to relate to the nearby South Bank community both in commercial and community terms. The new local food store, nursery and medical facility are being built along Campleshon Road, which marks the link with South Bank to the north. From here there are safe and attractive pedestrian and cycle routes through to the heart of the development.

The western route through from Campleshon Road will lead past the assisted living accommodation to live/ work units and then to the newly refurbished factory buildings, including the iconic Terrys Clock Tower. Shared public use of this area will be encouraged through ground floor activity – brasserie, gallery, live/ work, hotel.

All homes will be built to code 4 sustainable levels and will sit within traffic-calmed, internal roads as well as public open space and a central children's play area.

There will be safe and attractive links to the local cycle network, as well as to the Race Course to the west. Developer contributions to local schools will ensure good education and

sports provision and other financial contributions will help to make public transport a more attractive option. There will also be a car club on-site and excellent cycle storage facilities.

The outline application was approved by the city council in February 2010. Preliminary work has begun (there is some commercial use of the front buildings) and the first phase of housing development is expected to commence early 2011.

Projected outputs

- Estimated job creation is 2,250 (B1 commercial) and 127 (retail).
- 271 new homes - 30% (82 properties) affordable housing (60% of this for social rent and 40% as discounted sale homes). All built to sustainable code level 4.
- Assisted living accommodation.
- Two new hotels, brasserie and gallery.
- Food store.
- 1 nursery.
- 1 medical centre.
- 1 children's play area.
- Potential HCA funding of £1.76 Million.
- S106 developer contributions, in addition to the affordable housing on-site, include education and local sports contributions, junction improvements and contribution to car club, public transport improvements and cycling facilities/ improvements of/ to local links.

Funding

This is a £30 million private sector development. The affordable housing development is to be met from the existing section 106 agreement.

Nestle South

Nestle chocolate factory is a major, historic employer in the city. Nestle are looking to redevelop a third of their existing manufacturing site in York to reinvest in the remaining factory and secure their future presence in the city. The site is located on the northern urban edge of the city, within walking distance of York Minster and one mile from the railway station and links to the wider city region. It is well accessed by several major bus routes and sits within an existing community which will benefit from the new services and investment created by the development.

Nestle South is a major new residential and business quarter which will regenerate the no longer fit-for-purpose former factory buildings and support Nestle's ongoing role in the city. The total site area is 7.9 hectares (19.5 acres) and an outline planning application was submitted September 2010 for this £20million mixed-use scheme.

The master plan for the site was developed through a joint project team approach and with local consultation. Various options for the site were evaluated and, through detailed discussion and analysis, a mix of uses agreed. These include 220 new homes, mainly family houses, 25% affordable (55 properties) met through section 106 contributions, new and refurbished office floor space, live work units, new retail, assisted living, student accommodation, community centre, gym, and crèche. If the numbers of affordable housing aren't able to be met we would look to use our 'section 106 additonality pot' that has been requested.

A community café will be at the front of the development in the existing listed library building alongside Haxby Road. This will help to provide a welcoming community front to the

development, with public open space leading to a new local food store on the ground floor of the refurbished main factory building. The building will have a new opening which will lead people through to the main housing area either side of a central boulevard, with good seating, landscaping, rest and play facilities.

The intention within the scheme is to encourage integration of families, young people, and older people. There is assisted-living housing as well as town houses, terraces, some apartments, and student accommodation. All new homes will be built to code 4 sustainable standards and home zones (traffic-calmed areas) will be provided throughout the development.

The scheme will be very accessible for the surrounding community and will include safe and attractive cycle links and footpaths. In particular it will link to the existing Sustrans route running along the southern boundary. There will be a bus only access through the site and improved bus waiting facilities along the eastern and western boundaries (Haxby Road and Wiggington Road). A car club will also help to provide alternative options to car ownership on-site. Outline planning application was submitted September 2010 for a mixed-use scheme comprising:

Projected Outputs

- 220 new residential units (25% affordable - 55 properties).
- 4126 sq m of office floor space (refurbished).
- 6498 sq m of office floor space (new build).
- 10 live/work units (502 sq m).
- 1414 sq m of new retail space.
- 4906 sq m of assisted-living space.
- 4575 sq m of student accommodation.
- 1335 sq m of community centre, gym and crèche.
- 136 sq m for community café.
- Estimated job creation is 559 (B1 commercial) and 53 (retail).

In addition to the affordable housing onsite, S106 developer contributions include local education, sports, junction improvements, priority bus measures, cycling links and facilities and car club.

Funding

This is a £20 million private sector development, the affordable housing elements are to be met from the section 106 agreement.

Other Potential Development Sites

City of York Council are also working to realise/ bring forward the following development sites:

Hungate

This is a major new mixed-use quarter in the city centre with high quality office, residential, retail, leisure and community uses. It provides the opportunity for the provision of a landmark office building within a new community of 720 townhouses and apartments, local retail, restaurants and community focal building. The development is low-car provision with a car club on-site. New foot streets and two new public squares feature within the overall layout which was designed and developed very much through strong community

participation at a community planning weekend. Building design follows a comprehensive design code and statement and respects the characteristics of the area, especially alongside the River Foss and King's Pool nature reserve. The first two of five phases have planning permission and the first phase is fully built and included the provision of 5 open market 4 bedroom, 4 story townhouses. The second phase is due to start later this year (2010) with a 20.38% affordable housing element. (The housing type is currently being negotiated.)

Castle Piccadilly

The redevelopment of Castle Piccadilly offers the opportunity to enhance the historic, internationally renowned setting of the area whilst also creating a retail-led mixed-use development that builds on the vitality of the city and which can create a new world-class civic space around Clifford's Tower and the Eye of York. It presents huge challenges and opportunities in terms of design and scheme viability, proximity to the scheduled Clifford's Tower, listed Eye of York buildings (Law Courts, Castle Museum), and will need to be of exceptional quality. The council has adopted a Planning Brief to guide the future development of the site following significant community involvement to identify key planning and design objectives and principles. City of York Council is working with Centros as development managers to achieve a commercially viable and environmentally acceptable scheme which respects the local heritage.

Thematic Priorities

Alongside delivery of our geographic priorities, we have identified a number of thematic priorities, arising from our assessment of needs. The thematic priorities focus on socio-economic issues and support the priorities identified in North Yorkshire and York sub-regional Housing Strategy and York's newly adopted Housing Strategy, which has been translated into the following LIP thematic priorities:

- Deliver new housing including maximising affordable homes.
- Make best use of existing stock.
- Support independent living and access to advice and services.
- Tackle and prevent homelessness, particularly young persons' homelessness.

Deliver new housing including maximising affordable homes

Housing need and housing affordability in York are real issues. As previously identified in our geographic priorities, a number of strategic economic sites incorporating housing growth have been identified. Whilst this will go some way in meeting the shortfall the city faces, more needs to be done. Therefore, working with our partners, we will pursue a number of smaller development sites focusing on increasing the provision of affordable family homes and pursue opportunities to meet the housing needs of the Gypsy, Traveller and Showpeople communities.

We are also looking to develop a number of smaller, council-owned sites over the next four years and believe the best opportunity of funding for these is through a shared "pot" of SHG that can be used either for "additionality" on S106 schemes or in bringing certainty of funding to enable council-owned sites to move forward. In both cases, the funding would be subject to the same scrutiny from the HCA as now regarding value for money, strategic fit etc but, in an uncertain and challenging housing market, flexibility of funding and the ability to respond quickly and with certainty to opportunities that arise is essential.

As part of the HCA's mini bid round September 2010, we successfully secured nearly £1 million to deliver two affordable housing initiatives outlined below. This investment will deliver a total of 35 two and 3 bedroom affordable family homes.

Lilbourne Drive - This development taken forward by the council will provide rented family homes comprising 19 houses split between 9 two bedroom and 10 three bedroom homes built to Sustainable Homes Code Level 5. Through the LA Challenge Fund bid, councillors approved the use of council resources to match-fund social housing grant as they saw the opportunity of building council houses again as strategically important for the city. There is cross-party support for this initiative. The pressing need for family-size homes is a priority highlighted in the North Yorkshire Housing Strategy, the council's Housing Strategy, Strategic Housing Market Assessment and Corporate Strategy. On this small development complimentary priorities are at a local neighbourhood level rather than citywide. The development will see the upgrading and re-instatement of a public right of way that connects an existing housing development (300+ homes) with an environmental reserve/open space that lies to the east of the development site. A privately run children's nursery adjacent to the site is likely to benefit from the increase in families with young children the 19 houses will bring thus helping maintain an important local facility and employer.

Turf Tavern, Thanet Road, Dringhouses, York - This development provides a mixed tenure infill development opportunity for the provision of 8 family (2/ 3 bedroom) housing. Joseph Rowntree Housing Trust will take the development of the scheme forward.

Future Ambitions

We will continue to seek funding to develop the following affordable housing schemes over the next four years:

Strensall Rural Exception Site - The Rural Housing Enabler has been working with the Parish Council, Yorkshire Housing and the landowner to deliver a scheme of 18 new family houses for the village of Strensall. The Rural Exception site is located in the heart of the village with access to all the local services. The high house prices in rural York have priced many people out of their local communities. By responding directly to the housing needs of Strensall, the development will ensure that those in current and future housing need can make a home in their own community.

Section 106 additionality and development of HRA land sites - Since 1996 the council has had a robust approach to delivering affordable housing through planning gain on private developments. To date, almost 900 affordable homes have been delivered on private developments without any public subsidy. A further 600 have planning permission. This approach has led to the council being regarded as a market leader in securing affordable homes and was highlighted as such in a recent mock inspection of the strategic housing service.

The policy is rooted in the belief that available public funding should be 'stretched' and only called upon for those developments that cannot be delivered in any other way. In recognition of the challenging current market conditions the council will be using a dynamic affordable housing viability study (AHVS) to determine the appropriate target for affordable housing annually whilst maintaining a long-term target of 50%. Currently, the indications are that a 25% target on brownfield sites and 40% on greenfield sites will be viable in the current market. We are however working with the York Property Forum and developers to test the key assumptions in the model to ensure they properly reflect local circumstances. The AHVS methodology is expected to be approved by the council's Executive in November. The target may be amended if the review of key assumptions leads to any changes.

Our policy will remain that, wherever possible, affordable housing on private developments will be delivered without public subsidy. But, where it can be demonstrated that this cannot be achieved, we will seek to bridge the gap through the use of social housing grant so long as this delivers 'additionality' in numbers of homes and/or increased standards. Because of the continuing uncertainty in the housing market, it is impossible to forecast with certainty which private housing developments will be coming forward in particular years. It is therefore essential that we build in flexibility on where the available SHG funding is spent and we consider the best way of doing so is through an 'additionality' pot that can be used for S106 schemes.

We are also looking to develop a number of smaller council-owned sites over the next four years and believe the best opportunity for funding these is also through the 'additionality' pot of SHG with the flexibility to use this on S106 or in bringing forward certainty of funding to enable council-owned sites to move forward.

Gypsy and Travellers - There is a wide range of housing need in York. One of the largest minority groups in York is Gypsies and Travellers. The council, together with neighbouring authorities, commissioned a Gypsy and Traveller Accommodation Needs Assessment 2007/2008 which highlighted a need for an additional 19 pitches in York by 2015. Whilst central funding to support the delivery of new sites has been heavily cut, the government has recently announced additional financial incentives provided to local authorities through the proposed New Homes Bonus scheme. The council will explore options for addressing this need within the emerging Local Development Framework and with our North Yorkshire

partners. The recently agreed Gypsy and Traveller Action Plan outlines how we will work with our partners over the next few years to continually improve sites and the health and well-being of Gypsy and Traveller households.

Investment and Outputs- Delivering new housing including maximizing affordable homes

Funding 2011 -2015								
Scheme	Affordable homes	2011/2012		HCA 2012/13	HCA 2013/2014	HCA 2014/2015	Total	
		LA	HCA				LA	HCA
Lilbourne Drive	19	£560,000	£560,000	N/A	N/A	N/A	£560,000	£560,000
Turf Tavern	8		£200,000	N/A	N/A	N/A	N/A	£200,000
Gypsy & Traveller	19		£285,000	£285,000	£285,000	£285,000	N/A	£1,140,000
Strensall	18		£540,000	£540,000	N/A	N/A	N/A	£1,080,000
S106 additionality & CYC development sites	173		£1,980,000	£2,400,000	£3,000,000	£3,000,000	N/A	£10,380,000
Total	237	£560,000	£3,565,000	£3,225,000	£3,285,000	£3,285,000	£560,000	£13,360,000

Making Best Use of Existing Stock - developing initiatives to tackle under-occupation, decency and energy efficiency in the private sector.

Given the constraints we face, focusing solely on building new homes is not the answer. We need to ensure that existing homes are used to best effect and tackle under-occupation, which is a significant issue in York. We are keen to pursue downsizing initiatives, building on our successful Tangle Trees Court downsizing scheme implemented in 2009. We also need to support owner-occupiers and landlords to tackle non-decency in the private sector..

Whilst stock condition in the private sector is relatively good, almost 20% of stock does not meet the decent home standard. To encourage homeowners to address decency and maintain their homes and landlords to invest in their properties, the council, together with partners, has embarked on a number of initiatives including introducing the Area Based Home Insulation Scheme, Hotspots and Home Appreciation Loans (HALS). In addition, York offers both to home owners and landlords the Home Safety Loan and Decent Homes Loan.

York is therefore pursuing funding avenues to ensure sufficient resources are secured to continue with these programmes.

The Government has signalled its commitment to review the Housing Revenue Account subsidy system. Following the outcomes of this review it is the council's intention to undertake a full stock options appraisal of its existing housing stock and develop an Asset Management Strategy to ensure best use is made of its housing stock and HRA land.

Tackling under-occupation – downsizing schemes

As outlined previously, under-occupation is a particular challenge in York with around 40% of homes in York under-occupied. By far the largest proportion of these are in the owner-occupied sector, particularly older households. In 2009 we successfully implemented Tangle Trees Court, our downsizing scheme, which allowed 11 household to move to smaller accommodation freeing up much needed family housing. We will seek to replicate such initiatives where possible and develop further incentives to encourage people to free up larger homes. We are therefore keen to pursue a further two downsizing initiatives:

- **Former YWCA site, Water Lane** - The former YWCA has been subject to considerable public and political interest with the local community keen to see the derelict site brought back in to use. The proposals are to create 21 new homes providing a mix of family housing and 2 bed apartments. The apartments will form a bespoke downsizing scheme. This will not only provide new high quality homes but it will also free up under-occupied council housing.

Empty Properties - A key priority is to ensure we maintain our low level of empty properties in the city and reduce it further. We have a target to bring 29 properties back into use. Funding will be used to help bring empty properties back into use which contribute to other priorities, for example the property brought back into use being let to people in housing need.

Private Sector Decency - A further priority is to continue with our Area Based Insulation, Hot Spot, Home Appreciation Loan, Home Safety Loans and Decent Homes Loan to further tackle non-decency in the private sector and to continue to work with owners to return long-term empty properties back into use through a combination of encouragement, support and, where necessary, enforcement.

Investment and Outputs -Making Best Use of Existing Stock - developing initiatives to tackle under-occupation, decency and energy efficiency in the Private Sector

Funding 2011 -2015							
Scheme	Affordable homes	other	HCA 2011/2012	HCA 2012/13	HCA 2013/2014	HCA 2014/2015	Total
Water Lane Former YWCA site	29		£1,740,000	N/A	N/A	N/A	£1,740,000
Energy Efficiency		5,000 properties	£500,000	£1,000,000	£1,000,000	£500,000	£3,000,000
Empty properties back into use		29 properties	£50,000	£80,000	£80,000	£80,000	£290,000
Private sector decency		320 properties	£950,000	£980,000	£1,002,000	£1,005,00	£3,937,000
Total	29	5,349 (improved decency)	£3,240,000	£2,060,000	£2,082,000	£1,585,000	£8,967,000

Supporting Independent Living and Access to Advice and Services- developing initiatives to support independent living for vulnerable groups including older people and people with learning disabilities

One of the highest levels of household growth is amongst older households. York's Older Persons' Housing Needs Assessment 2009 revealed the majority of older people wish to remain in their own home. However most of the existing stock does not meet the needs of older people, with much of it requiring some form of adaptation to ensure the occupier can remain safe and independent signalling a need for more stay-at-home services. A key priority is to enable people to repair and adapt their homes and the provision of low-level intervention to support continued independence. We are also keen to support families with disabled children to ensure their accommodation meets their needs and to develop housing options to meet the accommodation needs of people with learning disabilities through initiatives such as HOLD and supported living schemes. This group of vulnerable people are under-represented in tenures such as private renting and home ownership.

We also want to strengthen access to advice and services. Historically housing advice and information services have been used mainly by those facing a housing crisis. Often there are underlying issues that are the root of a person's housing needs, be it worklessness, money or health problems. Recently the council's housing advice and information service has transformed into a 'Housing Options' service. This service seeks to broaden the range of people seeking housing advice but also assess wider needs and help make the links with other agencies to offer related advice and support. A key priority in terms of improving access to advice and services is to further develop our Housing Options service so that it appeals to a wider range of customers and acts as an effective gateway into a wider range of advice and information. York also suffers from pockets of deprivation. In order to tackle worklessness and/or financial exclusion, a priority is to develop a comprehensive financial inclusion action plan showing priority areas and intended actions.

Deliver Discuss - To meet the housing needs of older people we have worked in partnership with Tees Valley Housing Group and Yorkshire Housing Association and secured over £10 million of HCA funding to regenerate three sites in York, Ann's Court, Richmond Street and Regent Street where Discuss 1970s prefabricated bungalows are located and occupied by elderly council housing tenants. The regeneration of these sites will be completed during 2012 and will see the development of 196 affordable homes and the development of an extra care home providing 41 two bedroom apartments. The scheme will also see the development of other affordable homes across the sites which will include a mix of discount sale and affordable rent. There will also be the inclusion of 47 intermediate rented properties which will eventually revert to open market sale. The housing in each of these developments will include a mix of 2 bedroom bungalows, 2 bedroom apartments and 2, 3 and 4 bedroom houses.

- Phases 1-4 of the project have already been completed.
- Phase 5 will be completed by the end of March 2011.
- Phases 6 and 7 will be implemented during 2011/12 and will provide an additional 41 units of accommodation for social rent, intermediate housing and discounted sale.
- The finale phase 8 will a further 34 units of accommodation druing 2012/13.

Future Ambitions

Loans and Adaptations

There is a significant need for more help for older people and people with disabilities to adapt their homes in order that they can live independently for a long as possible. We will therefore pursue opportunities to secure funding to offer a range of housing adaptation options. A further priority is to ensure that new build properties are built to life time home standard to meet the future needs of an ageing population.

Supported Housing

The Older Persons' Housing Study also revealed that, within homes offering greater levels of support such as sheltered housing, extra care and residential care, there is under-provision of affordable two bedroom accommodation and an over-supply of one bedroom accommodation. A priority in terms of future supported housing for older people is to increase the provision of two bedroom accommodation. A further priority is to review the provision of York's residential home provision.

Housing provision for people with learning disabilities

It is clear that people with learning disabilities are under-represented in tenures such as private renting and home ownership compared to other households. We need to develop greater awareness of these options and support people with learning disabilities into them. We are keen to develop the following housing options to meet the accommodation needs of people with learning disabilities through initiatives such as HOLD and supported living schemes.

Home Ownership for Long Term Disability (HOLD) - More needs to be done to offer housing choices to people with learning disabilities including supporting people with learning disabilities to live in their own homes as owners through the government's HOLD scheme. In order to open up more opportunities for home ownership to people with learning disabilities, the council would like to work with partners to provide 7 units of accommodation over the next three years.

Seventh Avenue Supported Housing Scheme - The specific scheme does not feature in our geographic investment priorities. It is a small infill site development identified in the council's commissioning plan for learning disability customers and is of key importance in addressing the housing support needs for people with learning disabilities. The scheme will be taken forward by York Housing Association and it makes provision for a 4 person shared supported housing scheme for people with learning disabilities and complex needs. The development provides 4 rooms for individual tenants, 2 specialist bathrooms, communal living room, dining room, kitchen and circulation space and staff accommodation for sleep-in night staff.

Learning Disability (Transitions) - We are keen to ensure the accommodation needs of learning disability clients with high needs are met. To this end we would like to provide 3 units of shared housing with support to meet these needs.

Advice and Support - In order to improve advice and information, a priority is for us to continue to develop the Housing Options service, linking housing advice with a much wider range of help and advice so that it appeals to a wider range of customers and acts as an effective gateway into a wider range of advice and information.

Funding 2011 -2015							
Scheme	Affordable homes	other	HCA 2011/2012	HCA 2012/13	HCA 2013/2014	HCA 2014/2015	Total
Discus	75		£890,800	£543,200	N/A	N/A	£1,434,000
Home ownership for long-term disability	7		£60,000	£120,000	£120,000	£120,000	£420,000
Seventh Avenue Supported Housing	4		£144,000	N/A	N/A	N/A	£144,000
Learning disabilities transitions	3		N/A	£300,000	£300,000	£300,000	£900,000
Adaptations		600 properties	£975,000	£1,025,000	£1,075,000	£1,125,000	£4,200,000
Disabled support grant		25 properties	£130,000	£140,000	£150,000	£160,000	£580,000
Total	89	625 adapted properties	£2,199,800	£2,128,200	£1,645,000	£1,705,000	£7,678,000

Preventing Young People's Homelessness

Although the council has been very successful in reducing the number of households in temporary accommodation, there remains a need for specific temporary housing linked to support services for young people. Working with Yorkshire Housing Association, the council is keen to develop a young persons' foyer project. Whilst our application for HCA funding has been unsuccessful, this remains a key priority.

Future Ambitions

Ordnance Lane Young Persons' Foyer Project - This young persons' foyer project is required to take the young people out of the homeless route and combine training and employment opportunities, counselling and resettlement with safe and secure temporary housing. This scheme is a priority for the city both in terms of reducing homelessness and improving outcomes for young people. The scheme is identified as a priority in the North Yorkshire sub-regional Housing Strategy, York's Housing Strategy, and York's Homeless Strategy.

The development, subject to the availability of funding, will be taken forward by Yorkshire Housing and comprises the building of 38 new build homes including a young persons' foyer scheme with 20 bedrooms and an 18 home scheme of flats and houses specifically for use as temporary homeless accommodation for families. There will be a direct link from the young persons' foyer to the Castlegate Centre which is a building-based service offering a full range of advice and information for young people including homelessness prevention and mental health and counselling services. The Castlegate Centre is in the same locality as Ordnance Lane, enabling an easy link up between the two services. Environmentally there will be significant benefits to redeveloping Ordnance Lane which fronts one of the main arterial roads into York city centre. The 18 home element of the scheme will replace existing homeless accommodation on this site that does not meet decent homes standards and is not of a type and standard befitting a modern homelessness service. Redevelopment will mean that a planned closure of these homes will be needed and additional temporary accommodation provided elsewhere in the city.

A decanting strategy will be established using existing council housing and utilizing currently under-occupied HRA buildings. A phasing plan for the development will be needed and it is likely the foyer would be built first, thus freeing up existing temporary accommodation used for young people that can then be used in the interim for other homeless households who would ordinarily be accommodated at Ordnance Lane. The houses and flats on the scheme can, in the future, be used for general needs housing and communal garden areas enclosed to be private gardens. The foyer is designed to enable conversion to self-contained flats should this need arise. The location of the scheme, less than a mile from the city centre, on bus and cycle routes and within easy walking distance of two parades of local shops including a supermarket, makes this an eminently sustainable housing development.

Funding 2011 -2015								
Scheme	Affordable homes	2011/2012		HCA 2012/13	HCA 2013/2014	HCA 2014/2015	Total	
		LA	HCA				LA	HCA
Ordnance Lane	38	£1,235,000	£1,235,000	£1,235,000	N/A	N/A	£1,235,000	£2,470,000

Table 1: Schemes and initiatives contributing to the LIPS Geographic and Thematic Priorities.

LIP Priorities	Support economic growth and infrastructure development	Deliver new housing including affordable homes	Make best use of existing stock	Support independent living and access to advice and services	Tackle and prevent homelessness, particularly young persons' homelessness
Key development initiatives					
York North-West	✓	✓		✓	
Derwenthorpe	✓	✓			
Terrys	✓	✓		✓	
Nestle South	✓	✓		✓	
Lilbourne Drive		✓			
Turf Tavern		✓	✓		
Strensall		✓	✓		
Water Lane former YWCA site		✓	✓		
Gypsy and Traveller		✓			
Discuss		✓	✓	✓	
HOLD		✓		✓	
Seventh Avenue		✓		✓	
Learning Disability transitions		✓		✓	
Ordnance Lane		✓	✓		✓
Loans & Adaptations			✓	✓	
Private Sector Decency			✓	✓	

Section 6: Resourcing Plan

The table below sets out the ambition for investment and support for 2011 to 2015 to deliver York's Geographic and Thematic priorities

Ambitions for Future Investment and out puts

Investment	2011/2012	2012/2013	2013/2014	2014/2015	Not broken down into years	Total	
HCA increasing affordable homes	£8,134,800	£6,398,200	£5,285,000	£9,610,000		£29,428,000	
HCA making best use of stock	£1,500,000	£2,060,000	£2,082,000	£1,585,000		£7,227,000	
HCA support	£1,105,000	£1,165,000	£1,225,000	£1,285,000		£4,780,000	
HCA Total	£10,908,800	£9,623,200	£8,592,000	£12,480,000		£41,435,000*	
Investment/Leverage							
Local authority investment land (£5k per plot of land on HRA land)	£880,000	£265,000				£1,145,000	
Local Authority/RSL leverage	£7,103,800	£3,998,200	£2,285,000	£6,610,000	£3,600,000	£23,597,000	
Access York Project – Transport scheme						£67,800,000	
Private sector investment including S 106 additionality					£6,000,000 (106 additional) £85,000,000	£91,000,000	
Investment /Leverage Total						£183,542,000	
Total investment						£224,977,000	
Outputs							
	2011/2012	2012/2013	2013/2014	2014/2015		Total	
Number of open market homes completed	69	209	241	159		678	
Number of affordable homes completed	192(with HCA investment)	156 (with HCA investment)	132 (with HCA investment)	129 (with HCA investment)	Total 609 HCA investment	137 From section 106 contributions 746	
Total number of properties built	261	365	373	288		1424	
Private Sector Decency	1085	2088	1588	588		5349	
Property adapted	156	156	156	157		625	
Other Outputs							
Jobs	Assisted living	Open space play areas	Education provision	Leisure facilities	Communal facilities	Health	Other
2,989	2 Schemes	18 acres public open space Play areas	1 nursery 1 crèche	2 Hotels 1 Brasserie 1 Gallery, Gym	2 Community centres 1 Community Cafe	1 Medical centre	1 shop

* The above outputs do not include the York Northwest development

Scenario Planning

If 75% of the £41,604,000 was made available this would equate to £31,203,000.

If 60% of the £41,604,000 were made available this would equate to £24,962,400. Priority would be given to the schemes and outputs identified in the table below.

Scheme	HCA 75% Investment (£31,203,000)	Outputs Affordable Homes	HCA 60% investment (£24,962,400)	Outputs Affordable Homes
Lilborne Drive (HCA committed)	£560,000	19	£560,000	19
Turf Taverns (HCA committed)	£200,000	8	£200,000	8
Discus (HCA committed)	£1,434,000	75	£1,434,000	75
Derwenthorpe	£8,960,216	216	£8,960,216	216
Ordnance Lane	£2,470,000	38	£2,470,000	38
Water Lane Former YWCA site	£1,740,000	29	£1,740,000	29
Seventh Avenue	£144,000	4	£144,000	4
Strensall	£1,080,000	18	£1,080,000	18
S106 additionality	£4,800,000	80	£2,400,000	40
Hold	£120,000	2		
Learning disability transitions	£900,000	3		
Total affordable homes		492		447
Making best use of stock	£5,420,250	75% (4,012 properties)	£3,613,350	50% (2674 properties)
Adaptations	£3,585,000	75%(469 properties)	£2,390,000	50%(312 properties)
Total	£31,413,466	4481	£24,991,716	2986

If 75 % of funding is forthcoming then the following adjustments have been made to the original investment ask;	If 60 % of funding is forthcoming then the following adjustments have been made to the original investment ask;
Gypsy and Traveller provision has been removed	Gypsy and Traveller provision has been removed
S106 additionality reduced by from 173 to 80	S106 additionality reduced from 173 to 40
HOLD scheme reduced from 7 to 2	No provision for HOL
	No provision for Learning disability transitions
Making best use or stock reduced to 75%	Making best use or stock reduced to 50%
Adaptations reduced to 75%	Adaptations reduced to 50%

Section 7: Governance and Monitoring

The LIP has been developed by a project team comprising officers from Housing, Planning and Regeneration:

Assistant Director Housing	Steve Waddington
Assistant Director City Development and Transport	Richard Wood
Housing Strategy and Enabling Manager	Sharon Brown
Housing Strategy Manager	Paul Landais-Stamp
Head of City Development	Dave Caulfield

Supported by the following officers:

Assistant Director Communities and Culture	Charlie Croft
Assistant Director Education	Jill Hodges
Head of Economic Development	Bryn Jones

The Assistant Director for Housing will have responsibility for overall monitoring and review of the LIP including project management of the thematic developments.

The Assistant Director City Development and Transport will have responsibility for project management of the geographic developments.

The LIP has had formal sign-off by the council's Executive. The LIP project team will undertake regular monitoring and review providing regular updates to Housing's Senior Management Team (HSMT). Annual progress reports will be presented to the council's Executive.

We will also explore what role the developing Local Enterprise Partnerships might play in the monitoring and review of the LIP.

Performance Measures

The success of the LIP will be monitored against the delivery of the projected outputs identified earlier and performance against the following indicators: (The council is currently reviewing which strategic high-level indicators are to be kept.)

Indicator	Baseline	Target 2011/12	Target 2012/13	Target 2013/14	Target 2014/15
NI 154- Net additional homes provided per year					
NI 155- Number of affordable homes delivered each year					
NI 156- Number of households living in temporary accommodation					
Number of 16-17 year olds accepted as homeless					
NI 158- Proportion of non-decent homes at the financial year end					
NI 159 – Supply of ready to develop housing sites					
NI 151- Overall employment rate					
NI 117 16-18 year olds who are not in education, training or employment					
NI 75 Achievement of 5 or more A8-C grades at GCSE or equivalent including Maths & English					
NI141 % of vulnerable people achieving independent living					
NI 142 % of people who are supported to maintain independent living					
NI 187 a NI 187b Fuel Poverty indicators					
Private Sector Decency					

Section 8: Risk Management

The following risks have been identified that could impact on achieving the overall objectives of the programme:

Risk	Mitigation
Difficulties with the recession hinders delivery against outcomes and outputs	Rigorous scheme and investment appraisal on all housing and economic interventions
Planning issues delay implementation	Engage with planning officers and members of the planning committee early in the process to secure buy-in and support as required. Schemes have 'policy fit' and align with LDF and other key strategies.
Registered Providers do not have the capacity to develop and /or purchase homes on Section 106 sites	Close partnership working and expanding the number of Registered Providers developing in the city.
Reliance on the public sector schemes coming forward to deliver the bulk of the general needs affordable housing	Engage with developers and seek to enable development where appropriate
Adoption of affordable housing policy	Ongoing engagement with the market by council officers including the York Property Forum and Chamber of Commerce and supported by affordable housing experts Fordham research
Bid for Transport funding unsuccessful	Seek other sources of funding, shift development priorities that do not require substantially improved highway works
Political change resulting in a reconsideration of priorities	Ongoing dialogue with politicians. Close monitoring and response to changes in national political priorities.
Complexity of delivery of many sites	Ensure rigorous project management arrangements through the well-established York 'development team' approach, which has successfully delivered planning permissions on many key sites including Hungate, Terrys and Derwenthorpe.
Sharp increase in unemployment due to economic downturn and impact on public sector jobs	Accelerate employment diversification projects such as Science City York, work in partnership with employers and employment agencies