



## Notice of a public meeting of

### Housing and Community Safety Policy and Scrutiny Committee

- To:** Councillors Fenton (Chair), Pavlovic (Vice-Chair), Baker, Mason, Vassie, Wells and Musson
- Date:** Monday, 23 December 2019
- Time:** 5.30 pm
- Venue:** The Thornton Room - Ground Floor, West Offices

### AGENDA

**1. Declarations of Interest**

At this point in the meeting, members are asked to declare any personal interests not included on the Register of Interests, any prejudicial interests or any disclosable pecuniary interests which they may have in respect of business on this agenda.

**2. Minutes** (Pages 1 - 8)

To approve and sign the minutes of the Housing and Community Safety Policy and Scrutiny Committee meeting held on 25 November 2019.

**3. Public Participation**

At this point in the meeting, members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Committee's remit can do so. The deadline for registering is **5:00 pm on Friday 20 December 2019**.

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**4. Homelessness and Winter Night Provision Update** (Pages 9 - 16)

Members of the Housing and Community Safety Policy and Scrutiny Committee will receive a report providing an update on the current homelessness situation and the winter night provision for rough sleepers and single homeless people in York in December 2019.

**5. Housing Needs, Allocation and Availability Update** (Pages 17 - 24)

Members will receive a report which updates the committee on housing needs and availability. It focusses on the housing register, the allocations policy and council housing.

**6. Scoping Report - Affordable Housing on Private Developments** (Pages 25 - 32)

This report proposes a focus for further work by this Committee on the affordable housing on private development topic that was considered by Members at the last meeting. The context of the wider programme of affordable housing development and local housing need will also be included. Members are asked to agree the scope for this work and how best a Task Group of this Committee can progress and carry out this work.

7. **Work Plan** (Pages 33 - 34)  
To discuss the committee's Work Plan for 2019/20.
8. **Urgent Business**  
Any other business which the Chair considers urgent.

### Democracy Officer

Michelle Bennett

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

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- Business of the meeting
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Contact details are set out above.

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City of York Council

Committee Minutes

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Meeting	Housing and Community Safety Policy and Scrutiny Committee
Date	25 November 2019
Present	Councillors Fenton (Chair), Pavlovic (Vice-Chair), Baker, Mason (present for agenda items 6,7,8,minute 31,32 and 33) Wells and Musson

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## **26. Declarations of Interest**

Members were asked to declare, at this point in the meeting, any personal interests not included on the Register of Interests or any prejudicial or discloseable pecuniary interest that they might have in respect of the business on the agenda. None were declared.

## **27. Minutes**

The Chair requested that the following amendments be made to the Minutes of the meeting held on 28 October 2019; on page 4, that 'commuter sums' be changed to 'commuted sums' also that the start time of the meeting be changed from '5.01pm' to '5.31pm'. Subject to these amendments, it was:

Resolved: That the minutes of the previous meetings of the committee held on:

- 28 October 2019, and
- 23 September 2019.

be approved and signed as a correct record.

## **28. Public Participation**

It was noted that there had been no registrations to speak under the Council's Public Participation Scheme.

## **29. Older Persons Accommodation Survey Update**

Further to an engagement and consultation programme to better understand the accommodation needs of the city's older

residents, members received the report which presented the results of this survey and outlined how that research could shape the future work of the Older Person's Accommodation Programme. Vicky Japes, Head of Older Persons Accommodation and Phillip Pyke, Older Persons Accommodation Intern, were in attendance to present the report and to respond to questions.

The following information was provided in response to questions from committee members:

- Approximately 500 questionnaire responses had been received. In addition, interviews were undertaken to gain qualitative data, quotes and in depth personal insights.
- 81 per cent of the City's residents aged 75+ are home owners. 29 per cent of the survey respondents wanted to stay in their existing home.  
Some learning points from the survey are that in hindsight the consultation would have asked people about their existing living circumstances. Also, people want the opportunity to consider their living arrangements at an earlier stage rather than when they are in their seventies or at crisis point.
- Overall, people wanted small, safe, manageable accommodation.
- There was a lack of awareness of the various accommodation options. As a result of this, the council would produce a directory of all accommodation options available, once people understand options, there may be further changes in demand.
- People preferred to receive their information from 'Age UK' as they were considered to be the most trusted source of information providers. Age UK would be a delivery partner for the directory of accommodation options and the 'Older Persons Assembly' were also happy to endorse this and take it forward.
- 80 percent of York's older residents had expressed that they were receptive to trailing new technology to assist them. Officers provided lots of examples of how this could work, from options built into the design like plug sockets near windows to voice activate the blinds, to smart speakers to provide reminders to take medication or drink water.
- Sensors could be fitted under the stairs to monitor how long it takes for a resident to walk down the stairs and may show when someone is a lot slower. This information could be

helpful to support care assessments leading to meaningful, accurate conversations.

- The action plan at paragraph 18 of the officer report had been endorsed by the Executive member for Adult Social Care and Health. The Head of Older Persons Accommodation and her team would continue to work on these actions and would provide an update in due course.

Resolved:

That the committee:

- (i) Noted and commented on the Older Persons Accommodation Needs report and the results of the engagement work.
- (ii) Considered how the consultation responses could be used to inform the future of the Older Person's Accommodation Programme.

Reason: To keep Members informed of findings from the consultation programme to better understand the accommodation needs of the city's older residents.

### **30. Extension of HMO Licensing the First Year**

Members received an information paper advising on progress during the first year of the extension of Houses in Multiple Occupation (HMO) licensing to properties with 5 or more occupants forming more than one household irrespective of the number of storeys.

Ruth Abbot, Housing Standards and Adaptation Manager and Tom Brittain, Assistant Director for Housing and Community Safety were in attendance to present the report and to respond to questions.

The following information was provided in response to questions from committee members:

- Landlords and housing agencies are invited to attend various training sessions held at West Offices, for example, fire hazard training – 124 people had attended the last session and there were a number of people on the waiting list.

- Officers had hoped that the Code of Practice would have prepared landlords better.
- All relevant properties would be required to have been registered for a licence within 18 months. Officers had a list of those who they considered should be licensed and were following that up.
- Officers explained that they take into account a landlord's history of compliance when issuing a licence.
- At the moment officers issue mandatory licencing. A further licencing process would be where officers had determined, in consultation with legal services, that there is a case. This would involve putting a case together, informing the applicant and consulting on that decision for 30 days. This is open to challenge.
- To extend the process of inspection would require more enforcement officers, trained to the right level. Enforcement is not covered through the licencing fee. At the moment officers do desk top analysis to make a decision on whether enforcement officers are required to visit.
- Officers confirmed that the current pace of inspections was good.
- Key aspects which were not covered by licencing were modern slavery, car wash workers and food workers.
- Officers mentioned the need to consider the intelligence received and landlords below their radar.
- Information regarding how to report concerns is available on the council's website. Once a concern is reported, a decision is made regarding how this is prioritised. Officers had prioritising the properties with the most concerns first. A follow up might not necessarily lead to a visit.
- A licence lasts for up to 5 years. If officers have issued a hazardous awareness notice the landlord would be issued with a fixed period of time to address this and they would be required to evidence this.
- Officers confirmed that the majority of issues arise from accidental landlords with a small property portfolio, who claim to be unaware of their legal obligations.

Members considered that if someone is receiving some income from renting a property that they should be aware of and responsible for their legal obligations. The chair requested a further update report to be received by this committee in June/July next year. Depending on what the findings indicate,



the committee may consider expanding licensing and enforcement.

Resolved

That the committee:

- (i) Noted the information only report.
- (ii) Requested an update report to be received in June/July next year.

Reason: To ensure that Members are kept informed on the findings of the first year of HMO licensing.

### **31. Empty Property Report**

Members received a report which provided an update on the work of the Housing and Community Safety department in relation to the recent rise in number of empty properties in the private sector. The report advised how the department intend to address this concern, in the short term.

Ruth Abbot, Housing Standards was in attendance to respond to questions.

The following information was provided in response to questions from committee members:

- The data on empty properties comes from the Council Tax service returns.
- The council's housing service had been given some funding to do a data cleansing exercise.
- The empty properties that the council are aware of are scattered and are not concentrated within one ward.
- Over the next 6 months officers would undertake inspections to see if these properties were truly empty. Officer's anticipate that approximately half of these are occupied.
- Where there are difficulties in access officers leave a card to encourage the occupier to get in touch.
- A report on the findings and options in relation to this concern, is due to be received at Executive towards the end of March.
- If a property had been empty for a number of years the council could compulsory purchase the property. This is a lengthy process involving legal services. The council has

information on who the owners are but do not necessarily know where there are.

- The council tax premium means that those with empty properties are charged double the cost of their regular council tax payment. Officers could not confirm whether this was being paid or whether its existence was causing properties to come back into use and advised that David Walker, Head of Customer & Exchequer Services or Paul Sanderson, Income Manager could confirm this.

Members advised that they would consider the report to be received at Executive in March next year and may invite officers back to this committee for further consideration of this matter.

Resolved: That Members noted the report.

Reason: To comply with the City of York Council's scrutiny processes and procedures.

### **32. Scoping Report on Corporate Review of Poverty in York**

Members considered a scoping report on a topic referred by the Customer and Corporate Services Scrutiny Management Committee (CSMC) to undertake a review into elements of poverty in the city which fall within this committee's remit, as part of a corporate review of poverty in York.

It had been suggested that the elements that fall into the remit of this committee were housing poverty including affordable housing on new developments. Members gave consideration as to whether there were other areas of poverty under the remit of this committee in which they wished to explore.

It was noted that other scrutiny committees would be focusing specifically on food and fuel poverty but that there would be some cross over in so far as housing would be a key determinate in relation to poverty.

A member suggested that the committee look at crime rates and how that relates to poverty and victims of crime and how perpetrators could be manipulated into crime in relation to poverty. The chair suggested that this would probably come from a different paper touched on in the County Lines discussion at this committee at the end of October 2019. It was agreed that the scrutiny officer would contact Jane Moet to provide a literature review on community safety and poverty.

It was agreed that initially the committee would look at all housing options: social and private rental, shared ownership schemes or any other housing schemes available to consider what the options were and whether or not they were having the intended impact. As well as considering mortgage affordability.

**Next steps:**

- The chair and the scrutiny officer to liaise with Tom Brittan, Assistant Director Housing and Community Safety to gain information on all housing options available.
- The committee to decide on which aspects that they will consider and notify the Customer and Corporate Services Scrutiny Management Committee.
- Then establish a working group to work on that. Realistically this area of work would take a year.

Resolved: That the scrutiny officer send an email to the Assistant Director Housing and Community Safety requesting information on the various housing options for residents in York as outlined above, copying in the new scrutiny officer, the chair and vice chair.

Reason: To continue scoping this area of work.

**33. Work Plan**

The following were agreed as alterations and/or additions to the Work Plan for 2019/20.

23 December

- (i) Scoping report – Social rented housing on new developments, a referral from the Area Planning sub – committee regarding prohibitive service charges.
  - the committee would be seeking volunteers for a working group in relation to this.
- (ii) Analysis of Housing Allocation Policy
  - This report would need to be primarily focused on council housing stock also on Yorkshire Home Choice.
  - Members requested further information on the services and policies that the City of York Council has in relation to domestic violence and housing. Women often have

to leave the family home. If a person leaves another area, do they become a priority when they come to York or is this the responsibility of the authority that they have left.

- (iii) Members requested an update on homelessness and the preparations for this winter. Report to include information on 'on the ground' provision and the views of charities that work on this aspect such as the Salvation Army. To include a brief update on James House.
- (iv) A response in relation to the housing poverty scrutiny review.

The scrutiny officer suggested that it would be a good idea to go through the work plan and add a bullet point or two to give the report author a steer on why this committee had requested that item and what the committee would like the report to cover.

Cllr Fenton, Chair

[The meeting started at 5.30 pm and finished at 7.20 pm].

**Housing & Community Safety Policy and Scrutiny Committee**

23 December 2019

Report of the Service Manager, Housing Options and Support Team

**Homelessness and Winter Night Provision Update Report****Summary**

This report updates Members of the Housing and Community Safety Policy and Scrutiny Committee on the current homelessness situation and the winter night provision for rough sleepers and single homeless people in York in December 2019.

**The Current Homelessness situation**

City of York Council is currently in a partnership with other organisations across York, under the guidance of the Homelessness Strategy 2018-2023 Preventing Homelessness and Rough Sleeping Together. This partnership has been well established for many years and continues to attempt to rise to the challenges of tackling all forms of homelessness.

York remains advanced in its approach to tackling all forms of homelessness despite the many challenges we are faced with in terms of the pressures of linked to availability of affordable Housing in the city. We have gold standard rated Housing Options Service and a nationally recognised advanced Resettlement service.

**2019-2020 Winter night Provision**

As of 1<sup>st</sup> November 2019 York activated its winter night provision for Rough Sleepers and Single Homeless People. This is an addition of emergency beds provision, offering direct access to safe and warm accommodation, so that services are able to react to the challenges of the weather when it becomes more threatening to a person's welfare.

It is worth noting that there is a significant emergency bed provision run throughout the year.

The winter night provision offers the following.

<b>During winter 1<sup>st</sup> Nov to 29<sup>th</sup> Feb</b>	<b>Emergency beds rest of year</b>
<b>Peasholme centre</b> offers between 7-9 emergency beds	7 Emergency beds
<b>Howe Hill</b> Offers 7 Emergency beds	7 Emergency beds
<b>Union Terrace Hostel</b> Offers 7 emergency beds	2 Emergency Beds
<b>Robinson Court</b> 1 emergency beds	1 emergency beds
<b>Yes Below Zero (flat 2 Howe Hill)</b> 5 emergency beds	4 Emergency beds
<b>Total 29</b>	21

The above winter provision offers a steady supply of emergency provision to meet the demands of those who wish to access accommodation. There are no conditions of offer.

In the event of any form of freak weather event such as a the beast from the east in recent years, Peasholme Centre will also increase capacity further using what we call sit up beds to rough sleepers to ensure everyone is able to access warmth and safety if required.

*(In the event of the increase capacity of sit up beds outreach workers and partners will pro-actively seek out rough sleepers to advise of the risk to life due to severe weather and offer sit up beds to people)*

While the winter night provision deactivates on the 29<sup>th</sup> Feb 2020 a weather assessment is made and extensions can be applied if required based on the weather should it remain cold or a late winter, there is also a decant phase to reduce down to the all year provision so no one is returned to the streets or homelessness.

**Current Homelessness situation**

	<b>2017/18</b>	<b>2018/19 target</b>	<b>2019/20 as of 5<sup>th</sup> Dec</b>	<b>Reason</b>
No of households in temporary accommodation	62 (actual 49)	57(actual 66)	65 63	HRA has resulted in elongated applications and numbers in temporary accommodation.
No of households accepted as priority need (main duty HRA17)	100 (actual 90)	100 (actual 61)	80 55	Do not know long term impact of Homeless Reduction Act

No of rough sleepers	18 (actual 29)	15(actual 9)	6 (actual 7)	National target to reduce rough sleepers by 50% by 2022. Additional funding awarded to York will allow us to provide increased services.
Not to use B&B for 16 or 17 year olds	0 (actual 0)	0 (actual 0)	0 0	
Not to use B&B for families, other than in emergencies and then for no longer than 6 weeks	0 (actual 0)	0 (actual 0)	0 0	HRA17 has brought about a necessity to place some families in B&B but not for more than 6 weeks

The above are our main targets for the year however the following has also occurred during the year so far.

- Achieved £23,310 Cold weather funding from MHCLG to offer additional staff in Union terrace hostel to increase emergency bed provision during winter, and for a move on officer to look at people's situation in supported accommodation and to work with staff to move people into more permanent accommodation options.
- Achieved 139K funding for 3 Rough Sleeper Housing Navigators - a reactive and very flexible outreach service for rough sleepers alongside personalisation funds to provide innovative options and positive outcomes.

*(These navigators have successfully worked to accommodate 2 of York's most entrenched rough sleepers and have made a major difference to the landscape of rough sleeping in the city)*

This funding was in addition to our Rough Sleepers initiative funding which provides additional staff and resources to tackle rough sleeping.

- 2 MEAM workers and personalisation monies (*MEAM Making Every Adult Matter*)
- 2 Outreach workers for our salvation army Early Intervention and Prevention Team
- A Private Rented Sector officer has rehoused 21 people in the private sector during 2019 so far.
- A mental Health Worker.

We also secured additional resources under the Homeless Reduction Act 2017 to increase the capacity within the Housing Options Team of 1 full time supervisor and a Housing Options Support Worker, to improve the service with the additional workloads brought about by the Act

Our first cashless giving scheme was launched under 2 Ridings foundation at York Spark and we hope to launch our 2<sup>nd</sup> contactless point soon, funds from this will be used to provide small grants to rough sleepers or people who have rough slept to assist them off the streets or out of homelessness.

Further information and online donations can be made at

[www.yorkstreetaid.org.uk](http://www.yorkstreetaid.org.uk)

Resettlement Category permanent housing for rough sleepers 2019-20 as of 5<sup>th</sup> Dec 2019



	<b>TOTAL housed in year</b>
<b>2018/19</b>	<b>58</b>
<b>2019-20 5th Dec 2019</b>	<b>35 so far</b>

<b>Priority Need acceptances</b>	<b>2018/19 As of 5<sup>th</sup> Dec</b>
Households with children or pregnant	<b>37</b>
16 and 17 year olds / vulnerable young people	<b>0</b>
Old age	<b>0</b>
Households with physical illness or disabilities	<b>8</b>
Households with mental health issues	<b>5</b>
Domestic violence	<b>4</b>
Emergency / other	<b>1</b>
Asylum Seekers	<b>0</b>

<b>Reason for loss of last settled home</b>	<b>2018/19 HRA17 reason for loss of last settled home (All approaches)</b>	<b>2019-20 as of 5<sup>th</sup> Dec 19</b>

End of private rented tenancy - assured shorthold	192	120
Family no longer willing or able to accommodate	218	208
Friends no longer willing to accommodate	51	53
Domestic abuse	42	40
Non-violent relationship breakdown with partner	99	70
End of social rented tenancy	31	21
Eviction from supported housing	16	15
End of private rented tenancy - not assured shorthold	15	20
Property Disrepair	0	
Left institution with no accommodation available	16	22
Required to leave accommodation provided by Home Office as asylum support	0	1
Other reasons / not known	126	96
Mortgage Repossession	3	6
Racially motivated violence or harassment	0	
Non racially motivated/ other motivated violence or harassment	5	10
Left HM forces	4	1
Fire or flood / other emergency	0	1
<b>TOTAL</b>	<b>818</b>	<b>684</b>

The Service remains very busy and we are in a position where move on from temporary accommodation and resettlement remains a challenge.

We have had to use bed and breakfast accommodation on occasion but are working to minimise this through continued flexible use of existing resources.

We still have a strong street culture which remains difficult for people (*especially those with addiction issues*) to break away from, the camaraderie and financial gain made from begging remain strong contributing factors. This often results in members of the public assuming that rough sleeping numbers are higher than the actual number of people rough sleeping.

**Recommendation:**

Scrutiny is asked to note the information provided in this report.

**Tim Carroll**

**Service Manager**

**Housing Options and Support Team**

Tel 01904 554124

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**Housing & Community Safety Policy and Scrutiny Committee**

23 November 2019

Report of the Head of Housing

**Housing Needs and Availability Update Report****Summary**

This report updates the Housing and Community Safety Policy and Scrutiny Committee on housing needs and availability. It focusses on the housing register, the allocations policy and council housing

**The Common Allocation Policy**

City of York Council is currently in a partnership with other housing organisations across North Yorkshire. This partnership has a common allocations policy which can all be found at [northyorkshirehomechoice.org.uk](http://northyorkshirehomechoice.org.uk).

I would like to highlight the approach at York which is about giving realistic advice to those new applicants who would be placed in bronze band and are deemed as adequately housed. This involves having a discussion about the prospects of getting housed via the North Yorkshire Homes Choice (NYHC) route and looking at alternatives.

York has a relatively low number of people in bronze band compared to partners and that non bidding by people in bronze band is a lot lower than in silver and gold.

**Numbers on the housing register**

Current numbers on the housing register for York are (15.11.19):

Emergency	3
Gold	204
Silver	823
Bronze	414
<b>Total</b>	<b>1444</b>

## **Nominations**

Some Housing Associations such as Yorkshire Housing and Broadacres are full partners in the NYHC partnership and make properties available on the website to bid on. Others simply use the system to advertise their properties

Within York Housing Association developments are often underpinned by Section 106 planning agreements setting out specific nomination requirements which are embodied in nomination agreements.

In addition City of York Council manage 245 Thirteen Group homes in and around York and these are let using NYHC.

## **Leaving NYHC**

Following extensive consultation the decision was taken to leave the North Yorkshire Home Choice Partnership. This was confirmed by Executive Member for Housing decision on 19.07.18.

A replacement policy has been consulted on and will be implemented when the new Housing ICT system is implemented. The current date for this is 23 November 2020.

## **Existing stock**

The council stock stands at 7512 homes.

Bedsits	88
1 bed	2814
2 bed	2251
3 bed	2161
4 bed	182
5 bed	15
6 bed	1
<b>Total</b>	<b>7512</b>

This includes 11 Independent Living Schemes 2 of which provide Extra Care.

Number of lettings (CYC only):

16/17	610
17/18	589
18/19	605
19/20 (to date)	351

### Future Housing Development

The Councils Strategic Housing Market Assessment in 2016 identifies that over the 5-year period 2014/15-2018/19 the Council needed to achieve the delivery of 2,865 affordable units. Delivery over the period to March 2019 was 522 new affordable homes. Over the same period there were 324 Right to Buy (RTB) sales. The annual numbers for the period 2013/14- 2017/18 is presented in the table below

Year	Affordable housing homes built	RTB
13/14	50	53
14/15	139	52
15/16	109	68
16/17	90	79
17/18	74	72
18/19	60	60
<b>Total</b>	<b>522</b>	<b>384</b>

Current RTB sales this year (2019 /20) total 25 so far.

We've committed to develop 600 new homes across York in 8 council-owned locations. Goals agreed in July 2018 by the council's Executive mean our Housing Delivery Programme will build:

- high-quality homes designed in collaboration with the local community
- accommodation suitable for a wide range of households, meeting a full range of affordable housing
- shared open spaces, sociable neighbourhoods and community cohesion
- homes with higher than required environmental attributes (resulting in lower running costs)
- healthy places where people want to live

Our ambition is to create a wide-reaching legacy for the city which builds on York's rich history as a housing pioneer, developing treasured homes in green and healthy neighbourhoods

Our Housing Delivery Programme will deliver mixed communities where:

60% of homes will be for sale on the housing market (providing funds towards development costs of affordable housing)

40% of the homes will be affordable homes, including shared ownership and rented council housing.

We're also excited to offer individuals and community groups opportunities to self-build as part of the programme.

Self and community build enables individuals and groups to create the homes they need and has additional benefits around community cohesion, higher environmental standards, increased use of SME business and a diversified housing market. The council has made a commitment to support this form of housing, starting with the provision of one acre of land at Lowfield. This has been used to provide 6 serviced self-build plots which are currently being marketed and an area of land which Yorspace Ltd propose to build a 19 unit cohousing scheme on.

The council's self-build register currently has 350 people specifying a desire for this form of housing. Homes England grant funding has been claimed to employ a specialist self and community build officer who is now progressing an extended programme of small sites to meet this need. The officer is also supporting and enabling new community groups to come forward as well as advising on the new local plan policy for all sites over 5HA to provide a minimum of 5% self-build plots

The 8 sites are:

- Lowfield Green
- Duncombe Barracks
- Burnholme
- Askham Bar
- Former Manor School
- Hospital Fields Road and Ordnance Lane
- Clifton Without Primary School
- Woolnough House



More information on each of the 8 sites can be found at

[https://www.york.gov.uk/info/20012/housing/2462/housing\\_delivery\\_programme](https://www.york.gov.uk/info/20012/housing/2462/housing_delivery_programme)

Five bungalows will also be available shortly at Newbury Avenue. Two of these have been heavily adapted, the other 3 are built to be able to be adapted easily and we are hoping to pilot new digital assistive technology here as well.

### **Older Persons' Accommodation Programme**

The Older Persons' Accommodation Programme's function is to provide and enable the provision of appropriate accommodation to support older people to live well in later life with the support and care they need.

The programme is currently building Independent Living properties at Lincoln Court and extra care properties at Marjorie Waite Court. Work is ongoing to support the development of additional independent living accommodation across the city being provided by other RSLs and developers.

Based on national demand data York has a shortage of independent living and extra care properties which is forecast to be over 1100 independent living properties and almost 500 extra care properties by 2039. Recent consultation for the Older Person's Accommodation Programme has indicated that the demand for small safe and manageable accommodation may well be higher than the national average so this under-provision may be greater than calculated.

As well as the work completed on Glen Lodge the programme is providing extra units and upgrades at:

- Lincoln Court – Full refurbishment and 15 new apartments on site now. £4.4m
- Marjorie Waite Court – 33 unit extension 29 apartments 4 bungalows. On site now. Due to complete Autumn 2020 £6.5M

### **Housing demand and supply generally**

ONS: Office of National Statistics

VOA: Valuation Office Agency

<b>Data for City of York</b>	<b>2011 Census</b>	<b>2018 ONS estimate (experimental data)</b>
Owner occupation	66%	68%
Private rent	18%	17%
Social rent / other affordable	14%	14%

The available data suggests that owner occupation remains the predominant tenure in York, and that the current picture is similar to that reported in the 2011 census. Many households in York are housed securely in homes they own and they may have benefitted from lower prices in earlier decades and/or low current interest rates reducing mortgage costs. By contrast a significant minority of households face a worsening of affordability as costs of home ownership and private rents both rise faster than local incomes.

Median and Lower Quartile housing affordability data for York is shown below.

<b>Median data for City of York (ONS / VOA)</b>	<b>2014</b>	<b>2018</b>	<b>% increase</b>
Annual earnings	£25,880	£26,522	2.5%
Monthly earnings	£2,157	£2,210	2.5%
House price	£188,000	£235,000	25%
Affordability ratio*	7.26	8.86	n/a
Private rent (monthly): 1 bed	£565	£625	10.6%
Private rent (monthly): 2 bed	£650	£725	11.5%
2 bed rent as % earnings	30%	33%	n/a
LHA** 1 bed	£445	£430	-3.4%
LHA** 2 bed	£525	£535	1.9%

\* the affordability ratio is house prices / annual earnings – a higher figure indicates worse affordability

\*\* Monthly Local Housing Allowance (LHA). LHA is used to determine Housing Benefit / Universal Credit housing element maximum entitlement

<b>Lower Quartile data for City of York (ONS / VOA)</b>	<b>2014</b>	<b>2018</b>	<b>% increase</b>
Annual earnings	£18,438	£19,768	5.2%
Monthly earnings	£1,565	£1,647	5.2%
House price	£153,000	£185,000	20.9%
Affordability ratio*	8.15	9.36	n/a
Private rent (monthly): 1 bed	£507	£575	13.4%
Private rent (monthly): 2 bed	£595	£675	13.4%
2 bed rent as % earnings	38%	41%	n/a
LHA** 1 bed	£445	£430	-3.4%
LHA** 2 bed	£525	£535	1.9%

\* the affordability ratio is house prices / annual earnings – a higher figure indicates worse affordability

\*\* Monthly Local Housing Allowance (LHA). LHA is used to determine Housing Benefit / Universal Credit housing element maximum entitlement

Housing affordability has declined in York in recent years, in common with the national trend. Between 2014 and 2018 house prices and private sector rents grew substantially faster than incomes, in both the median and lower quartile measures. At the same time the national policy of restricting Local Housing Allowance has resulted in Housing Benefit levels falling ever further behind even the cheapest 25% (Lower Quartile) of rents in the private rented sector.

Alongside measures to increase the supply of new housing, the pressure for new affordable housing in York is emphasised by local affordability data.

### **Recommendation:**

The Committee is asked to note the information provided in this report.

**Denis Southall**

**Head of Housing**

Tel: 01904 551298

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**Housing and Community Safety Policy and  
Scrutiny Committee****23 December 2019**

Report of the Assistant Director – Legal &amp; Governance

**Scoping Report - Affordable Housing on Private Developments****Summary**

1. This report proposes a focus for further work by this Committee on the affordable housing on private development topic that was considered by Members at the last meeting. The context of the wider programme of affordable housing development and local housing need will also be included. Members are asked to agree the scope for this work and how best a Task Group of this Committee can progress and carry out this work.

**Review proposal**

2. At the 28<sup>th</sup> October meeting, this committee agreed that further work was required by a Task Group of this Committee to look into affordable housing on private developments. The report that was presented by officers addressed both a referral from Area Planning and a topic request by the Cllr Fenton requesting this committee look closer at this topic.
3. Following a discussion on the topic Members agreed the following remit.

Aim:

To better understand the current situation with regard to the delivery of affordable dwellings arising from new developments with planning permission.

**Objectives**

- To investigate the delivery of affordable homes (social rented and discount sale/other forms of low cost home ownership) which are required as part of planning permission for new development.

- To set out the context of planning gain affordable housing as part of a range of programmes delivered by the council and its partners.
  - To investigate the council's working relationship with housing associations in relation to the process by which housing associations acquire the affordable housing element of private housing development.
  - To explore what barriers exist that make it difficult for housing associations to take up affordable housing provision on some types of development and what policy options could help to overcome these.
4. Following a review of the agreed objectives it is proposed that the Task Group consider the following:
- The importance of S106 affordable housing historically and looking ahead – data around numbers of homes delivered since 1998 by tenure and the numbers projected during the life of the local plan. The number of S106 affordable homes compared to those delivered on non-S106 sites to illustrate the critically important contribution of planning gain.
  - An overview of how S106 policy has evolved over time and why, including changes in government planning policies; for example, definitions of 'affordable' housing and exemptions for developers from providing affordable housing in certain circumstances.
  - The importance of on-site provision wherever possible – mixed income/tenure communities.
  - The importance of 'pepper-potting' affordable housing on private developments.
  - An overview of off-site contributions (commuted sums) and the mix of reasons historically why these have sometimes been agreed.
  - The proposed affordable housing policy in the submitted local plan – and the Supplementary Planning Guidance that will be written to support it (including consultation on this).

- The role of the Local Authority as strategic housing authority.
- The role of Registered Providers (Housing Associations) in the delivery of affordable homes. This will cover how this has evolved over the years as land values have increased and council owned sites sold or gifted to HA's has reduced (most recently with the council developing its own development programme), and their perspectives on the delivery of homes through planning gain.

5. Looking at the barriers that exist for housing associations it is proposed that the Task Group also consider the following:

- Are the current S106 delivery mechanisms - where housing associations competitively tender for the homes – fair and best value for money?
- Challenges to achieving a good specification for affordable housing from private developers.
- The issue of prohibitive service charges – examples, scale
- A growing trend for very small homes – studio flats, quarter houses – which can challenge space standards most HA's want (and the wider question of how we can cover this in policy terms)
- Site layouts combining an unbalanced housing mix of larger 4+ bedroom market houses with most of the smaller houses identified for affordable housing
- Policy options such as commuted sums, separate blocks for freehold and other site-specific approaches.

### **Consultation during the Review**

6. Potential Consultees during the review of this topic are likely to evolve as the Task Group begins to engage stakeholders. However, it is suggested that the following stakeholders are essential to achieving a robust understanding of the topic:

- Housing officers, particularly the Housing Strategy and Policy Manager and the Housing Policy Officer

- Housing Registrations Manager
  - Housing Associations who operate in the City of York (Full list will be provided by Housing Officers)
  - House builders who deliver sites where affordable housing policy applies.
7. It is recommended that the Task Group should make site visits to see how a sample of sites look on the ground as well as reading “good practice” reviews from other local authorities.
  8. The Task Group may also want to explore conducting or commissioning a survey of tenants/purchasers of affordable homes on private developments to ascertain their views. Ideally such feedback should inform any recommendations that may arise from the work of the Task Group.
  9. With respect to Commissioning a survey the Task Group may consider engaging the local universities at the beginning of its work.
  10. *Review Timetable* The time frame for the review will depend on availability of the Task Group members as well as of the individual stakeholders to be consulted. The Task Group may want to consider the following broad time frame:
    - **January-February 2020** – Review of relevant legislation, policies and “good practice” studies from other local authorities. Engage universities regarding a potential *residents of affordable housing* survey for the purposes of the review.
    - **February 2020**-Task Group meet with identified Stakeholders and make site visits (Including a monthly Task Group debrief)
    - **March 2020**- Task Group Meetings with identified Stakeholders and review evidence provided by stakeholders (Including a monthly Task Group debrief)
    - **April 2020** – Final Task Group debriefing to conclude findings and recommendations. Submit draft report to this scrutiny committee scheduled for 27 April for endorsement.



- **May 2020** – (If this Committee endorses the draft plan in March) Submit final report to the Executive for consideration at their meeting scheduled for the 14 May 2020.

11. Members will be mindful that the final meeting of the Executive in this Municipal Year is scheduled for the 14 May 2020 with the Annual Full Council meeting to end the Municipal Year scheduled for 21 May 2020.

### **Options**

12. **The Committee can**

- i. Consider whether it wishes to agree the suggested methods for taking the topic forward; the recommended timetable and reviewing the topic objectives or;
- ii. Decide that no further work is required on this topic.

### **Analysis**

13. Regarding the following objective:

*To investigate the delivery of homes for discounted sale resulting from the granting of planning permission for a new development*

Members are advised to review whether this objective accurately addresses the aim of the review. A focus on the broader challenges of delivering affordable houses on S106 sites however and appears pertinent to the aims of the review, this then can include:

- Rented homes
- Discounted sale/low cost home ownership.

14. Members are advised that the questions concerning current S106 delivery mechanisms (see above at 4) are being looked at closely by officers through the CYC Supplementary Planning Document (SPD) that will sit alongside the Local Plan policy. However, officers would welcome and regard it helpful to dovetail this ongoing piece of work to any scrutiny review into this topic area.

15. Regarding the following objective:

*To investigate the council's working relationship with housing associations in relation to the delivery of properties for social rent*

*resulting from the granting of planning permission for a new development*

16. Members are advised to review this objective. The aims of the review draw attention to the allocation of rented homes; who is nominated; what issues arise from this as well as the potential for local letting arrangements. Members may want to review what link this has if any to *the granting of planning permission for a new development*.
17. The Task Group can receive further information on this particular area from the Housing Registration Manager.
18. The collection of any surveys providing insight into the views of tenants and purchasers of affordable housing (see above at 7) is something officers consider as valuable data to obtain to inform policy development. Such data has not been attainable by officers hitherto due to competing project and resourcing priorities.

## **Implications**

### **Financial**

19. If the Task Group engage the universities or a third party to commission a methodically sound survey as suggested, this may potentially result in financial implications for the council in supporting the work of this Committee.

### **Human Resources (HR)**

20. Council officers from the Housing team are likely to play a significant role in assisting the Task Group during the review. The Housing Policy and Strategy section is a small team and this work will need to be carried out subject to resources and managed alongside competing priorities.
21. There are no **Equalities, Legal** or other implications arising from the recommendations of this report.

### **Council Plan**

22. This report links to the following priorities of the Council Plan 2019-23:
  - Creating homes and world class infrastructure

- The right housing is available, affordable and environmentally sustainable for everyone with good quality infrastructure that supports community and local businesses.

## Risk Management

23. There are no identified risks in respect of the recommendations. However, as suggested in the financial and HR implications, any specific risks related to the work of the Task Group and the topic area will be further outlined as and when identified.

## Recommendations

24. That Members decide on whether to agree the suggested methods for taking the topic forward; the recommended timetable and reviewing the topic objectives or not.

Reason: To comply with Scrutiny protocols and procedures

## Contact Details

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### Chief Officer Responsible for the report:

Dawn Steel  
Head of Civic, Democratic  
and Scrutiny Services  
Tel 01904 551080

Report  Date 13/12/19  
Approved

**For further information please contact the author of the report**

Abbreviations

## Abbreviations

CYC – City of York Council  
HA – Housing Association  
HR – Human Resources  
RP – Registered Provider (formerly Registered Social Landlord – most Housing Associations are Registered Providers)  
SPD – Supplementary Planning Document

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## Housing and Community Safety Policy and Scrutiny Committee

### Draft Work Plan 2019-20

<p>Monday 24 June 2019 @ 5.30pm</p>	<ol style="list-style-type: none"> <li>1. Arrangements for Scrutiny in York</li> <li>2. Attendance of Assistant Director for Housing and Safer Neighbourhoods – Service areas</li> <li>3. Draft Work Plan</li> </ol>
<p>Monday 22 July 2019 @ 5.30pm</p>	<ol style="list-style-type: none"> <li>1. Attendance of Executive Member for Housing and Safer Neighbourhoods</li> <li>2. Year End Finance and Performance Monitoring Report</li> <li>3. Housing Delivery Programme- Design Manual</li> <li>4. Older Persons Accommodation Needs Update</li> <li>5. Work Plan</li> </ol>
<p>Monday 23 September 2019 @ 5.30pm</p>	<ol style="list-style-type: none"> <li>1. Housing Revenue Account Update Report</li> <li>2. Decent Homes Standards</li> <li>3. Work Plan</li> </ol>
<p>Monday 28 October 2019 @ 5.30pm</p>	<ol style="list-style-type: none"> <li>1. Safer York Partnership bi annual Report</li> <li>2. County Lines Update Report and Round Table Discussion</li> <li>3. Referral/Feasibility Report –Social rented Housing on New Developments</li> <li>4. Work Plan</li> </ol>
<p>Monday 25 November 2019 @ 5.30pm</p>	<ol style="list-style-type: none"> <li>1. Older Persons Accommodation Survey Update</li> <li>2. HMO implementation update</li> <li>3. Empty Homes in York Update</li> <li>4. Scoping Report- Corporate Review of Poverty</li> <li>5. Work Plan</li> </ol>

Monday 23 December 2019 @ 5.30pm	<ol style="list-style-type: none"> <li>1. Homelessness and Winter Night Provision Update</li> <li>2. Housing Needs and Availability Update</li> <li>3. Scoping Report – Affordable Housing on Private Developments</li> <li>4. Work Plan</li> </ol>
Monday 27 January 2020 @ 5.30pm	<ol style="list-style-type: none"> <li>1. Housing Standards in the Private Rental Sector</li> <li>2. 6 Monthly Finance and Performance monitoring report</li> <li>3. Work Plan</li> </ol>
Monday 24 February 2020 @ 5.30pm	<ol style="list-style-type: none"> <li>1. Temporary Accommodation- Street homeless, winter provision</li> <li>2. Environmental Retrofitting</li> <li>3. Work Plan</li> </ol>
Monday 23 March 2020 @ 5.30pm	<ol style="list-style-type: none"> <li>1. Safer York Partnership Bi-annual Report</li> <li>2. Work Plan</li> </ol>
Monday 20 April 2020 @ 5.30pm	<ol style="list-style-type: none"> <li>1. Work Plan</li> </ol>
Monday 18 May 2020 @ 5.30pm	<ol style="list-style-type: none"> <li>1. Work Plan</li> </ol>