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**Executive****7 December 2016**

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

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

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

**Recommendations**

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

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

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

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

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

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

## Summary

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

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

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

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

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

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

### **Background**

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

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

## **The Case For The Development**

### **Criteria and Specification**

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

### **The Proposal**

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

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

- b. we review the layout of houses and other uses on the north western boundary of the site; and
- c. we confirm that the retention of significant trees, the design and type of public open space, the arrangement of gardens and boundary treatments all help to support and nurture wildlife on the site and contribute to the local green corridor which is intended to act as a stepping stone for biodiversity.

27. The development of the Lowfield site into a health and community campus is similar to the initiative at Burnholme in the east of the city. As a result the experiences and lessons learned in the redevelopment of Burnholme will be implemented to deliver the provisions at Lowfield.

### **Value for Money**

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

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

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

### **Delivery of Council and partner priorities**

34. The future vision for the Site is entirely congruent with the Council Plan key priorities of:
- **A prosperous city for all** - where local businesses can thrive and residents have good quality jobs, housing and opportunities
  - **A focus on frontline services** - to ensure all residents, particularly the least advantaged, can access reliable services and community facilities
  - **A council that listens to residents** - to ensure it delivers the services they want and works in partnership with local communities

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

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

## Opportunity Cost

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

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

## Development Strategy

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

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

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

### Care Home

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

### Housing provision

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

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

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

#### Self-build and community build opportunities

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

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

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

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

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

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

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

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

#### GP surgery/public service centre

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

#### Other potential uses

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

#### Traffic and Transport

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

#### Programme Management

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

## **Procurement Strategy**

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

a) A single developer of Lowfield Green

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

b) Breaking up of site into separate developments

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

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

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

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

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

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

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

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

Risk transfer through procurement

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

**Communications and Engagement**

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

**Timescales for delivery**

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

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

## 73. Implications

### Financial

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

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

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

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

### Equalities

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

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

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

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

79. An Equality Impact Assessment for the Programme was produced for the 15 May 2012 Executive Report and has been reviewed and updated on several occasions. It particularly highlighted the potential implications of the programme for the health, security and wellbeing of frail residents and also female members of staff at council-run care homes who are older and also carers themselves.
80. An Equality Impact Assessment has been prepared for the Lowfield Green proposals and is attached at **Annex 3**. The proposed developed for Lowfield would positively impact a number of community identities. People of all ages will be able to access GP and healthcare facilities, and public open space. A play area provides a much need area for children to play while allotments and a village green can be utilised by those of all ages. Housing for all ages is proposed for the site from starter family housing to over 60s bungalows. We will also ensure that any new facilities meet the needs of people with disabilities or impairments exceeding statutory expectations.
81. It is also proposed that the Woodthorpe Wanderers Junior football club would move from the Lowfield site. The Council is involved in locating an alternative site for their requirements. Overall, travel to play distances for children using the new facility will not be significantly different from that which applies now.
82. A Programme Reference Group has been established to act as a sounding board for the development of plans as the implementation of the Programme progresses. The project team also continues to use established channels to communicate with, and gather the views of, Programme managers and staff, care management staff and Health colleagues.

### **Property Implications**

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

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

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

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

### **Human Resources**

95. None.

### **Other Implications**

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

**RISK MANAGEMENT**

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

98.

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

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

### Contact Details

<b>Author:</b>		<b>Chief Officer responsible for the report:</b>	
Roy Wallington Programme Director, Older Persons' Accommodation Tel: 01904 552822 <a href="mailto:roy.wallington@york.gov.uk">roy.wallington@york.gov.uk</a>		Martin Farran Corporate Director of Health, Housing and Adult Social Care	
	<b>Report Approved</b>	<input checked="" type="checkbox"/>	<b>Date</b> 27 <sup>th</sup> Nov 2016
<b>Specialist Implications Officer(s)</b> Legal – Walter Burns (Ext 4402); Gerard Allen (Ext 2004) Finance – Debbie Mitchell (Ext 4161) and Steve Tait (Ext 4065) Property – Tracey Carter (Ext 3419) and Philip Callow (Ext 3360) Housing Development – Paul Landais-Stamp (Ext 4098)			
<b>Wards Affected:</b> <i>List wards or tick box to indicate all</i>			<b>All</b> <input checked="" type="checkbox"/>
<b>For further information please contact the author of the report</b>			

**Annexes:****Annex 1** - Spatial Plan for Lowfield Green**Annex 2** - Lowfield Green Development – report on public consultation, information and engagement**Annex 3** - Equality Impact Assessment**Abbreviations:**

DfE – Department for Education

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

GP - General Practitioner (family doctor)

**Background Papers:**

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

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

Annex 1 - Spatial Plan for Lowfield Green



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**Annex 2 - Lowfield Green Development – report on Public consultation, information and engagement; 10<sup>th</sup> October 2016 to 28<sup>th</sup> October 2016**

**1. Promotion of consultation and engagement events**

The opportunity to view and scrutinise the proposals for the redevelopment of the former Lowfield school site were promoted in a variety of ways:

- A City of York Council press release sent to local media outlets including the York Press and Minister FM.
- Coverage on Minster FM to promote the consultation.
- A press release was also posted on the council's website, with accompanying social media. Information regarding the proposals including the spatial design was also available on the Council website.
- Two staffed engagement events at Gateway Community centre (Wednesday 12<sup>th</sup> and Tuesday 18<sup>nd</sup> October, 4.30pm-7pm) were held to discuss the proposals.
- Invitations to attend the drop-in sessions and provide feedback were delivered to approximately 450 houses in the immediate area around the Lowfield site.
- City of York Council twitter feed, promoting engagement events.
- Posters in local shops on Front Street and Morrisons.
- Posters and leaflets distributed to York High School, Hob Moors Primary school and Hob Moor Children's centre.
- Posters and leaflets distributed to Priory Group Medical centre, Energize leisure centre, Gateway Community church and Our Lady's RC church.
- Display and comment box was installed at Explore Library Acomb for the duration of the consultation period.
- Email invitations to those on the York self-build register.

- People were invited to email comments and questions to [lowfield.development@york.gov.uk](mailto:lowfield.development@york.gov.uk).

## 2. Lowfield Engagement events

Two drop-in engagement sessions were held at Gateway Community centre which is within a 5 minute walk of the Lowfield site. Invitations to attend the events were delivered to residents in the Lowfield area one week before the first event was held.

The events were held on separate days of the week and were manned by staff, who all filled in feedback forms while discussing the proposals with attendees. Attendees' postcodes were generally recorded, demonstrating that the majority were from the immediately neighbouring streets.

Comments were transcribed and then sorted into categories according to their content. Key issues/discussion topics were also identified from the comments given. The first event held on the 12<sup>th</sup> October was attended by over 50 people with over half of the responses being positive. The second event on the 18<sup>th</sup> of October was attended by approximately 35 people.

## 3. Display at Acomb Explore Library

The public engagement events at Gateway Community centre were complemented by a display at Acomb Explore Library. This display included copies of the spatial plan for the site, information pertaining to the site and leaflets.

The display also encouraged feedback from the public through comment cards which were collected over the course of the consultation period in a collection box. The feedback cards asked people to comment on what type of facilities/provision they would like to see at the Lowfield site as well as the type of housing.

## 4. Online and email

The City of York Council website carried the article below for the duration of the consultation and engagement period:

### **“Lowfield Green Development**

We seek the views of all local residents and interested parties on proposals for redeveloping the former Lowfield School site in Acomb.

The redevelopment at Lowfield Green seeks to deliver:

- an older persons' care home

- a health and policing community hub
- residential housing for all ages including starter family homes, bungalows and flats for the over 55's and self build plots
- open space including a village green, play area and allotments.

Send your comments by email to: [lowfield.development@york.gov.uk](mailto:lowfield.development@york.gov.uk), or attend one of our drop-in sessions at Gateway Community Centre, Front Street, Acomb:

Wednesday 12 October between 4.30pm and 7.00pm  
Tuesday 18 October between 4.30pm and 7.00pm

There will be a display of the proposals at [Acomb Explore](#) from 12 October and the [masterplan drawing](#) is also available online.

Comments received during this consultation will be used to shape the final proposals for Lowfield.

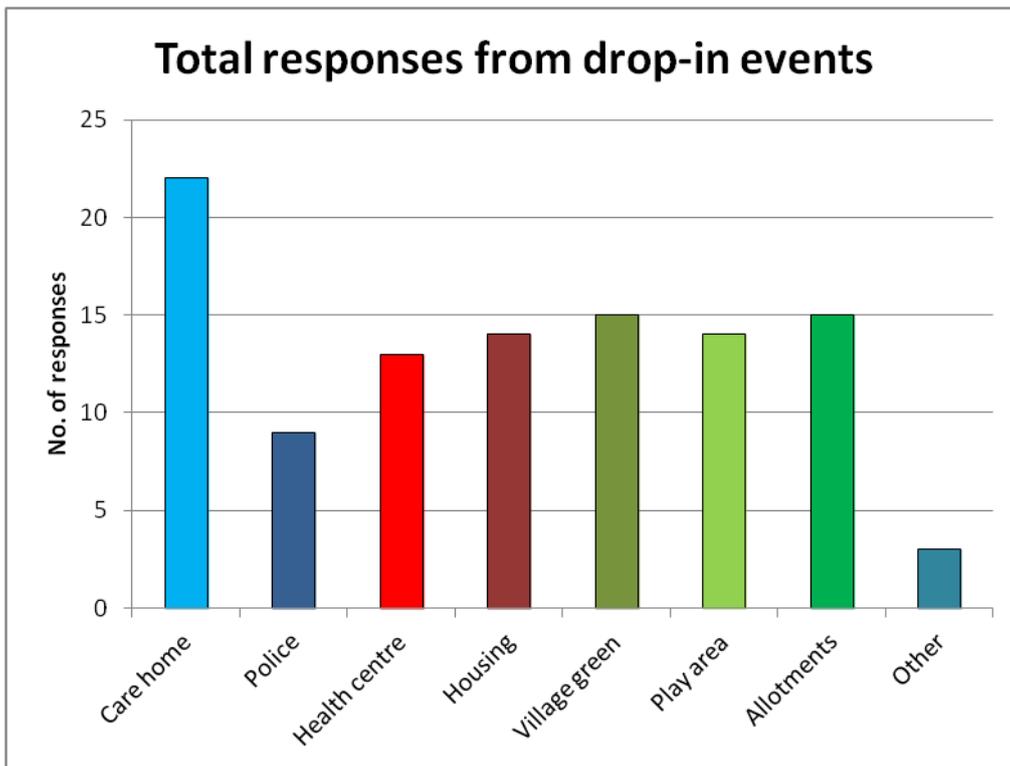
**Consultation closes 28th October 2016”**

## **5. Comments and feedbacks from consultation**

### Drop in session feedback

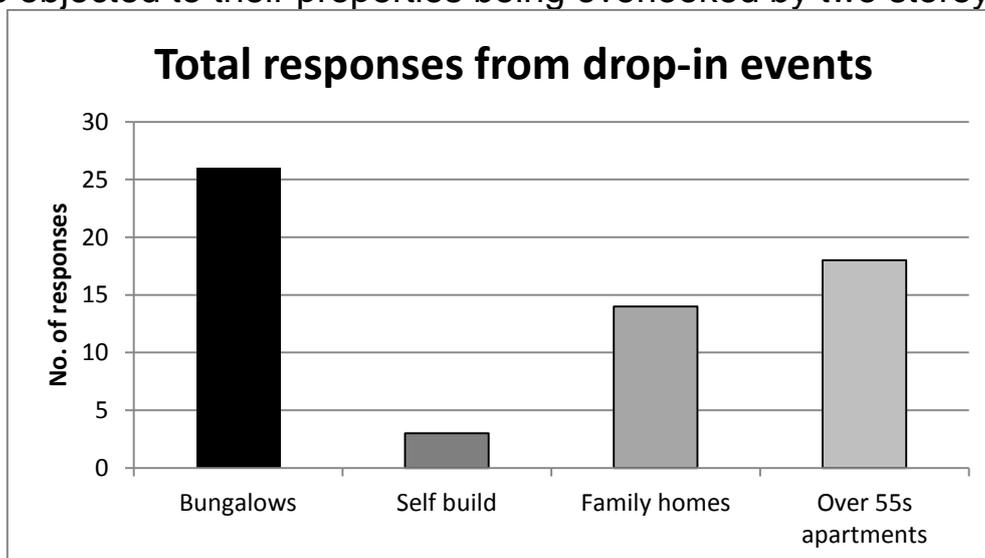
The first drop-in session for the Lowfield Green development was attended by over 50 people. The second drop-in session held on the 18<sup>th</sup> October was attended by approximately 35 people. Many who attended came as couples. Those who attended either event were asked to comment on and provide feedback on the Councils' proposed spatial plans for the site.

Specific questions were initially asked in order to gain feedback on the type of facilities people would like to see at the site and also the type of housing. In terms of facilities people would most like to see at the Lowfield Green development, the responses are summarised in the chart below. The most popular was the provision of the care home at the site, as many people recognised the need to modernise the care home landscape of York. Those in attendance were also broadly in favour of seeing the village green, play area, allotments, housing and a health centre being developed on the site. Some residents were quite insistent and pleased with the development of housing on the site, while others did not wish their property to be overlooked by new housing.



The provision of a police service on site was less popular as residents did not see the requirement for such a service at Lowfield. There was concern about noise from sirens and flashing blue lights disrupting the neighbours while a vehicle storage facility did not bring any value to the area. Other suggestion made included an assisted living facility for disabled people, a maypole and a nature reserve.

The responses for what form of housing residents would like to see on site is summarised in the chart below. The over 60s bungalows were the most popular. Residents were generally supportive of the 2/3 bedroom houses and over 55s apartments recognising the need for such provisions although some residents objected to their properties being overlooked by two storey homes.



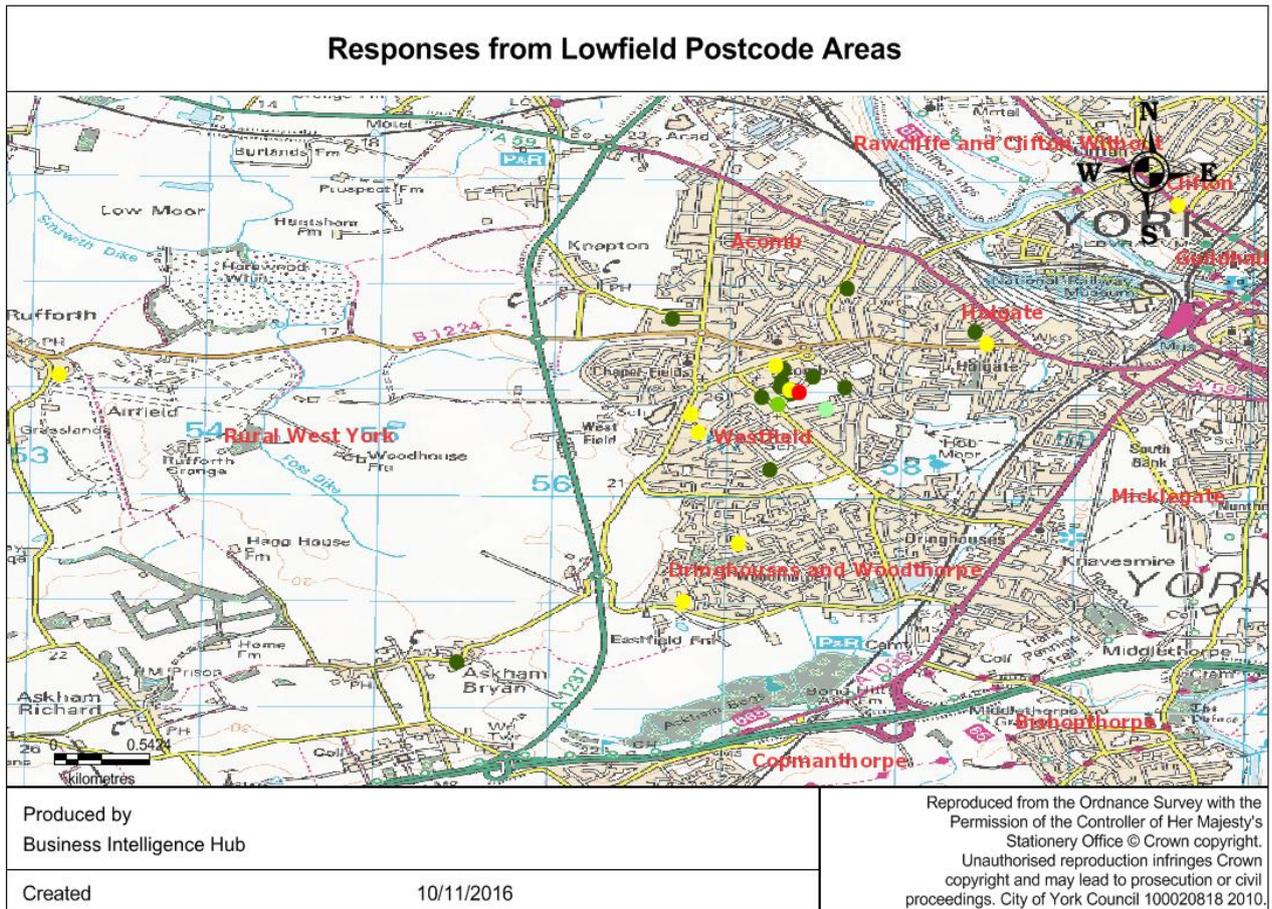
Where support was indicated for self-build plots it was strong support. There were however, a number of concerns people had regarding the self-build plots. These included the possibility that any self-built home would not complement the surrounding housing and the lack of a timeframe that could be implemented for “self-builders”.

In all 52 conversations were recorded, the majority of which were in couples or groups. The major conversation topics as extracted from volunteer’s notes are shown below. Other than the topics which have already been discussed in this report, issues were raised regarding traffic, the existing sports facilities on site and wildlife.



The responses that were recorded at the drop in events were either graded supportive (green), neutral (yellow) or opposed (red) to the proposed site plans at Lowfield. These responses were then collated and mapped based on the given postcode. The results are shown below. The majority of postcode areas were supportive of the proposed plans or felt positively about the development but had some concerns.

The only postcode that was opposed to the development related to Dijon Avenue, 3 positive responses, 3 neutral responses and 6 negative responses were received from this postcode. The main concerns were increases in traffic and being overlooked by the new build 2/3 bedroom houses. Committee members from the Cornlands and Lowfield Residents association were however supportive of the spatial plans for Lowfield Green.



Key: strongly supportive (dark green) supportive (light green), neutral (yellow) or opposed (red)

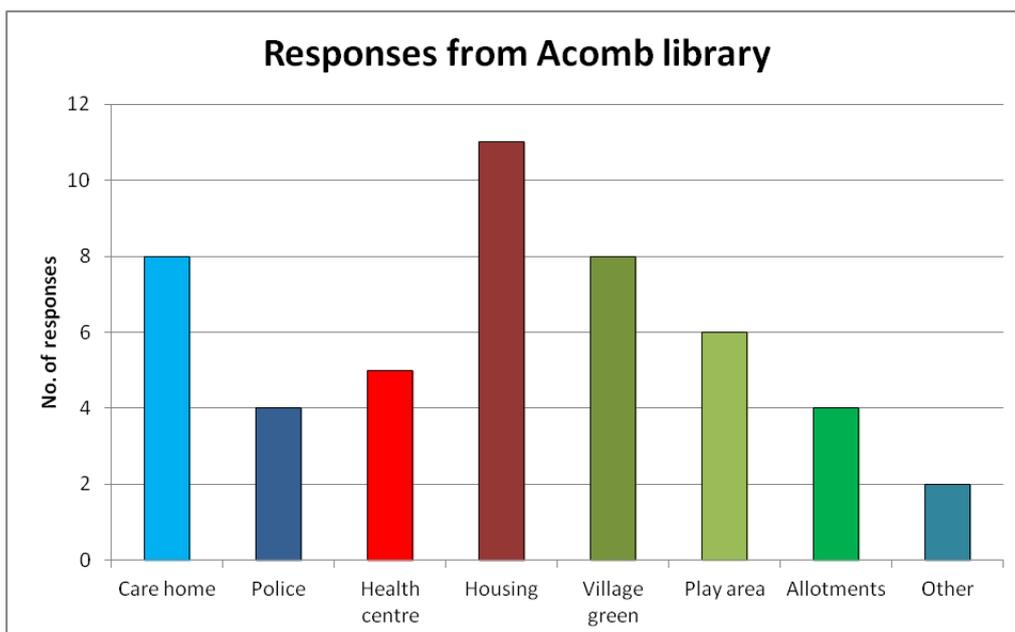
Feedback from the Explore Library Acomb display

The spatial plans for Lowfield Green accompanied with information regarding the development and instructions on how to provide feedback were displayed at the Acomb Explore Library between 10<sup>th</sup> October and 31<sup>st</sup> October. The display is shown below. A total of 15 comment cards were filled in and analysed by the council.

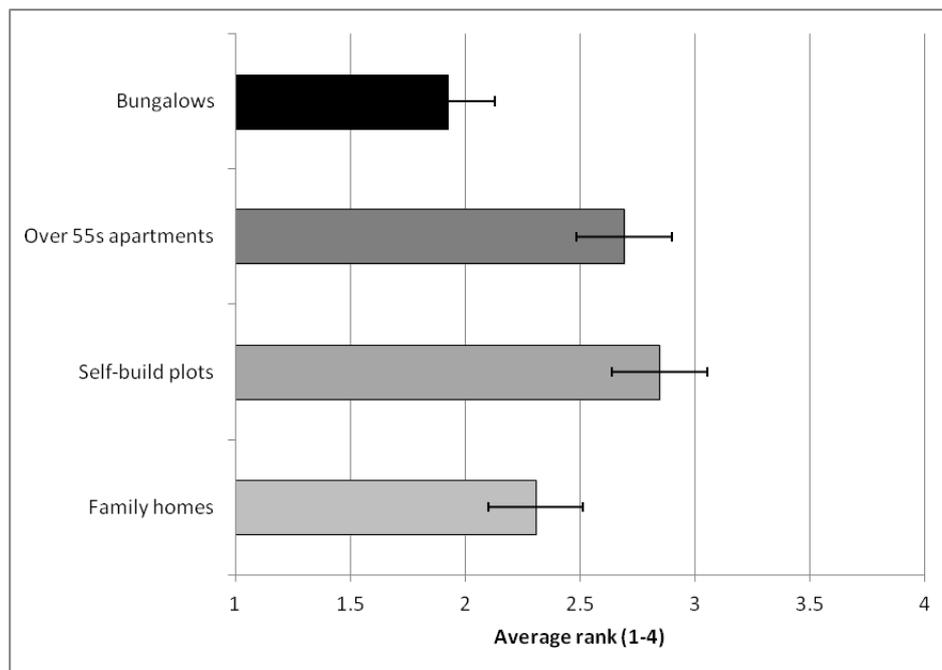


Visitors to the library were first asked to indicate which facilities they would be interested in having at the Lowfield Green development. The graph below shows the total responses. The most popular provision for the site was housing with comments stating that “housing is the most pressing need in York” and that “York does not provide enough bungalows for older singles or couples to allow people to downsize at a reasonable price.”

The construction of a care home at the site was also popular, along with the village green and play area. Those who responded “other” suggested the site be developed as a nature reserve or a dog walking area. A number of comments expressed concern over whether adequate parking was being provided on site for the residents.



People were also asked to rank in order what type of housing provision they would like to see at the Lowfield Green development, with 1 being most preferred and 4 being the least preferred. This scoring system means the lower the score the more popular the type of housing. The results are shown below are the average rank position for each housing type. As was the case for the responses from the drop in sessions, bungalows were the most sought after housing provision for the site. This was followed by the family 2/3 bedroom homes, over 55s apartments and finally the self-build plots.



### Online and email

At the time of writing the [lowfield.development@york.gov.uk](mailto:lowfield.development@york.gov.uk) had 25 emails, some of which were from residents who had attended one of the drop-in sessions. Caution was taken not to count responses from those who emailed and attended the drop-in sessions twice. Each email received was replied to in a timely manner.

Approximately a quarter of emails received expressed no feeling of support or opposition to the proposals, instead they asked questions or made suggestions for alterations to the proposed plans. The same number of residents emailing objected to the use of the site for housing as they did not wish their house to be overlooked. The majority of emails expressed support for the Councils' proposed plans for the Lowfield Green development.

Emails that expressed support for the development plans also stated that there was a strong desire for social housing and included an email stating they would like to apply for the 2/3 bedroom houses immediately. Others raised concerns about being overlooked by the 2/3 bedroom houses and the

traffic that would be generated by the redevelopment of the site. A number of emails (8) expressed strong support for the provision of self-build plots on the site. Positive feedback from community housing group YorSpace was also received by email and an article by that organisation was published in the York Press.

The spatial plans were also publicised on social media. The Twitter post had two likes and one retweet from the Westfield Ward Twitter account. At the time of writing one resident had commented, wishing to clarify the nature of the age related housing. The spatial plans and a link to the York Press article were also posted on Facebook. The plans received a single “like” and the image was also shared once.

The low number of comments to the social media posts is likely to be because the posts directed viewers to the consultation page. However the engagement rates for the posts regarding Lowfield on Facebook and Twitter were higher than the Councils’ average for the same period as shown below.

### Twitter

Date	Engagements (individual actions)	Engagement rate (%)
20/10/16	9	0.8
19/10/16	15	1.0
18/10/16	24	1.6
17/10/16	46	2.5
12/10/16	14	1.0
11/10/16	25	2.1
10/10/16	44	2.7
Average	<b>25</b>	<b>2</b>
CYC average for same period		<b>0.6</b>

### Facebook

Date	Engagements (individual actions)	Engagement rate (%)
20/10/16	6	0.26
18/10/16	9	0.27
17/10/16	61	0.82
12/10/16	35	0.63
11/10/16	13	0.62
Average	<b>24.8</b>	<b>0.52</b>
CYC average for same period	<b>12</b>	-

### Other

The spatial proposals for the Lowfield Green development were also

reviewed at a meeting of the York Older People's Assembly. A letter was received from the charity in which they stated that:

*"The proposals received strong support. We particularly liked the mix of family housing, bungalows, flats for older people and the residential home. A sense of "space" is also achieved with the inclusion of a "village green". We also felt that the site was enhanced by the proposed Health and Police provision."*

## 6. Issues raised during consultation

During the consultation period a number of concerns were raised, which will be considered in our future planning. It should be noted that these concerns were not raised by every individual and in many cases other residents were also happy with the aspects discussed below. For example one of the key talking points was the level of public open space, a number of residents would prefer to see more open space at the site however equal numbers of residents stated felt that the site wasn't overdeveloped and in some cases they would like to see more housing.

Concern	Feedback	Potential action
<b>Traffic through site</b>	The issue of traffic was raised a number of times, in the form of volume of traffic and parking spill over from the site.	Change proposals to not include a loop road within the development. Prevent connection between Tudor Road and Dijon Avenue could reduce use of site as a "shortcut" and traffic volume.
<b>Public open space</b>	There was not a consensus on the need for levels of public open space above those proposed.  The majority that did express concern stated that their homes would be overlooked by other houses and as such would prefer green space.	The layout of new homes on the north west boundary of the Site will be reviewed in order to facilitate integration with existing homes.  The option to increase the level of public open space at the expense of land for housing, other activities and to the detriment of the capital receipt was considered and rejected.  The approximately two acres proposed is in excess of planning guidelines and is located so as to benefit the greatest number of residents.

Concern	Feedback	Potential action
<b>Integration of housing</b>	A number of residents would have liked to have seen more integration of the mix of housing.	Develop spatial plan showing integration of housing. Difficult to coordinate if a number of developers/contractors involved.
<b>Self-build plots</b>	Residents were unsure about the demand or need for self-build plots. There were concerns that “grand design” style homes could be built on the plots. There were also concerns about timeframes.	The Council will provide more information for their vision of self-build homes.

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## Annex 3 – Equality Impact Assessment for Lowfield Green

## City of York Council

## EQUALITY IMPACT ASSESSMENT

1	Name and Job Title of person completing assessment	Programme Director, Older Persons' Accommodation
2	Name of service, policy, function or criteria being assessed	Progressing the Lowfield Green development
3	What are the main objectives or aims of the service/policy/function/criteria?	To redevelop the former Lowfield school site to deliver an older persons' care home, a health centre, public open space including allotments, age-related housing and family homes to buy and rent. Having a range health services in one location in close proximity to an older persons' care home and age-related housing will enable easy access to these services. The project is at an early stage of development. The inclusion of public open space including allotments allows the potential for intergenerational cooperation. The Council will now seek a development partner/s, with whom to work to develop a scheme, which is both commercially viable and which delivers the maximum community benefit.
4	Date	24 <sup>th</sup> November 2016.

<b>Stage 1: Initial Screening</b>	
5	What evidence is available to suggest that the proposed service/policy/function/criteria could have an adverse impact <b>on quality of life outcomes</b> (as listed at the end of this document) for people (both staff and customers) with protected characteristics? Document the source of evidence, (e.g. past experience, anecdotal, research including national or sectoral, results of engagement/consultation, monitoring data etc) and assess relevance of impact as: <b>Not relevant / Low / Medium / High.</b>

Protected Characteristic		Not relevant		Low / Medium / High		Source of evidence that there is or is likely to be adverse impact	
		Cust	Staff	Cust	Staff	Customers	Staff
a	Race	X	X	n/a	n/a	n/a	n/a
b	Religion / spirituality / belief	X	X	n/a	n/a	n/a	n/a
c	Gender	X	X	n/a	n/a	n/a	n/a
d	Disability	X	X	n/a	n/a		
e	Sexual Orientation	X	X	n/a	n/a	n/a	n/a
f	Age			✓		Some young people will have to travel further to play; others will travel less far.	n/a
g	Pregnancy / maternity	X	X	n/a	n/a	n/a	n/a
h	Gender reassignment	X	X	n/a	n/a	n/a	n/a
i	Marriage and civil partnership	X	X	n/a	n/a	n/a	n/a
j	Carers of older and disabled people	X	X	n/a	n/a	n/a	n/a

If you assess the service/policy/function as **not relevant across ALL the characteristics**, please proceed to section 11. If you assess the service/policy/function as **relevant for ANY of the characteristics**, continue to Stage 2, Full Equality Impact Assessment.

## Stage 2: Full Equality Impact Assessment

6	Are there any concerns that the proposed or reviewed service/policy/function/ criteria may be discriminatory, or have an adverse impact on members of the public, customers or staff with protected characteristics? <b>If so record them here</b>	
a	Public/ customers	No. The only permitted users of the site are young football players and while some will have to travel further to play on the proposed new ground, other will travel less far.
b	Staff	n/a
<p>If there are <b>no concerns</b>, go to section 11.</p> <p>If <b>there are concerns</b>, go to section 7 and 8 amend service/policy/function/criteria to mitigate adverse impact, consider actions to eliminate adverse impact, or justify adverse impact.</p>		
7	Can the adverse impact be justified? E.g. in terms of community cohesion, other legislation, enforcement etc. <b>NB. Lack of financial resources alone is NOT justification!</b>	
n/a		
8	What changes will you make to the service/policy/function/criteria as result of information in parts 5&6 above?	
n/a		
9	What arrangements will you put in place to monitor impact of the proposed service/policy/function/criteria on individuals from the protected characteristics?	
n/a		
10	<b>List below actions you will take to address</b> any unjustified impact and promote equality of outcome (as listed at the end of this document) <b>for staff and other people with protected characteristics. Consider action for any procedures, services, training and projects related to the service/policy/function/criteria which have the potential to promote equality in outcomes.</b>	
	Action	Lead
	n/a	n/a
		When by?
		n/a

11	Date EIA completed	24 <sup>th</sup> November 2016
<p>Author: Roy Wallington Position: Programme Director, Older Persons' Accommodation Date: 24<sup>th</sup> November 2016</p>		
12	Signed off by	
<p><b>I am satisfied that this service/policy/function has been successfully equality impact assessed.</b></p> <p>Name: Martin Farran Position: Director – Adult Social Care Date: 24/11/2016</p>		