

Housing Asset Management Plan – delivering safe, sustainable, affordable, and good quality homes, 2023 - 2028

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INTRODUCTION

The Housing Asset Plan, approved by Executive Committee on 15th December 2022, sets out the work we do in relation to maintaining, investing in, improving, and growing our housing stock and provides a clear picture of what we need to do in order to meet the challenges that face us over the next five years, not least the Climate Change Agenda. It builds on the previous Asset Plan adopted in 2019 in order to develop a clear plan for decision-making and the prioritisation of resources over the next five years.

To support this asset management approach is a Retrofit Action Plan, providing clarity on how we will invest in our council homes to improve energy efficiency, supporting climate neutral ambitions, ensuring our homes are healthy and warm, and reducing residents energy bills.

City of York Council’s ability to deliver good services for people now and in the future is dependent on our ability to make the most of the homes we own - not only as good places to live but also as assets we improve and invest in. It is important to understand the funding which flows through the landlord function and how it is used. Most of the money comes directly from rent, and expenditure can be apportioned to housing management, maintenance, investment and growth.

This Plan sets the framework within which an ongoing programme of investment and growth will be drawn up and implemented.

Our Vision and Mission

The vision that guides all our work is:

“One Team, Healthy Homes, Better lives”

and our Mission is:

“We are ONE TEAM, working with you in positive and responsive ways, always listening and improving our services. **We invest in and plan for the future, ensuring we support safe, sustainable, affordable and good quality homes.** Working in partnerships, we aim to support strong and diverse communities where you can live well and thrive.”

This asset management strategy (AMS) sets out how we will invest in and plan for the future, ensuring we support **safe, sustainable, affordable** and **good quality** homes and achieve our mission,

Strategic objectives

This plan and the actions that arise from it will help to achieve the following outcomes of the ***Council Plan 2019 – 23 Making History, Building Communities***, updated in May 2021:

- Creating homes and world-class infrastructure
- A greener and cleaner city
- Good health and wellbeing
- Safe communities and culture for all.

Asset management objectives to 2028

- Continuing to deliver to the government’s Decent Home Standard;
- Adopting and delivering the enhanced York Standard;
- Provide an information led assessment of all homes will set investment priorities targeting sustaining safety, security and quality as well as improving sustainability;
- Continuing to identify and work to deal with damp and mould in homes;
- Delivering a repairs and maintenance services to target performance levels and meeting resident’s satisfaction targets for their homes and neighbourhood, assuring that we maintain the quality of our homes;
- Adapting more homes to meet the needs of people with mobility difficulties, older and disabled people, including children with long term illnesses and complex conditions;
- Delivering homes for older people that support and enhance independence, safety and care; and
- Building new homes to a high standard to meet the growing and changing needs of the city’s residents.

Key measures of achievement will be:

- Compliance with Decent Homes Standard – 100%
- Percentage of properties with a valid Gas Safety Certificate – 100%
- Percentage of properties with a valid Electrical Inspection Certificate – 100%
- Homes with an EPC rating of C above – 95%
- An annual carbon saving, compared to 2022 use, of 1,975 tonnes of CO2
- Eradicating damp and mould caused by structural or maintenance issues
- Percentage of General Repairs completed within target time – 90%
- Percentage of Repairs completed on first visit – 92%
- Average number of days to re-let empty properties – 28 days
- Percentage of calls answered in 20 seconds – 80%
- Percentage of customers satisfied with R&M service – 80%
- Delivery of plans within budget.

THE CITY OF YORK PROPERTY STANDARD

All homes will meet and retain the government’s Decent Homes Standard (DHS). DHS is our minimum standard and all homes will retain this standard with our planned programmes ensuring that failing components are updated ahead of their failure date. This means that programmes will need to be planned two years ahead of actual fail dates to ensure that failure dates are not missed at the beginning of each year.

Decent Homes Standard

Our homes will meet the Decent Homes Standard and:

Category 1 Hazards

- Comply with the current statutory minimum standard for housing. Homes which fail to meet this criterion are those containing one or more hazards assessed as serious (‘Category 1’) under the Housing Health and Safety Rating System (HHSRS).

Old and in poor condition

- Be in a reasonable state of repair. Homes which fail to meet this criterion are those where either:
 - one or more of the key building components are old and, because of their condition, need replacing or major repair; or

- two or more of the other building components are old and, because of their condition, need replacing or major repair.

One or more key components, or two or more other components, must be both old and in poor condition to render the dwelling non-decent,

Key Building Components are the structural parts of a home (e.g. wall structure, roof structure), other external elements (e.g. roof covering, chimneys) and internal services and amenities (e.g. kitchens, heating systems). Key building components are those which, if in poor condition, could have an immediate impact on the integrity of the building and cause further deterioration in other components. They are the external components plus internal components that have potential safety implications and include:

- external walls;
- roof structure and covering;
- windows/doors;
- chimneys;
- central heating boilers;
- gas fires;
- storage heaters;
- plumbing; and
- electrics.

The government guidance on Decent Homes (A Decent Home: Definition and guidance for implementation, June 2006 – Updated, Annex A) gives good guidance on how to define and navigate the definition of “old and in need of replacement or major repair”.

Other building components are those that have a less immediate impact on the integrity of the home. Their combined effect is therefore considered, with a dwelling not in a reasonable state of repair if two or more are old and need replacing or require immediate major repair.

Reasonably modern facilities

- Have reasonably modern facilities and services: the DHS says that a home is considered not to meet this criterion if it lacks three or more of the following facilities:
 - a kitchen which is 20 years old or less;
 - a kitchen with adequate space and layout;
 - a bathroom which is 30 years old or less;

- an appropriately located bathroom and WC;
- adequate external noise insulation (where external noise is a problem); and
- adequate size and layout of common entrance areas for blocks of flats.

A home lacking two or fewer of the above is still classed as decent. Therefore, we will continue to modernise both bathroom and kitchens on the 30 years Tenants Choice programme as this will keep tenant disruption to a minimum and remain affordable, because it is not necessary to modernise the kitchen at 20 years if a home meets the remaining criteria. We will continue to fit good quality kitchens; however, we will set aside monies in each year of this plan to fund the replacement of kitchens that fail before their 30th year.

Reasonable Thermal Comfort

- It provides a reasonable degree of thermal comfort.

Effective insulation & heating

- Have both effective insulation and efficient heating.

Efficient heating is defined as any gas or oil programmable central heating; or electric storage heaters; or warm air systems; or underfloor systems; or programmable LPG/solid fuel central heating; or similarly efficient heating systems which are developed in the future.

The level of insulation that is appropriate is:

- For homes with gas/oil programmable heating, cavity wall insulation (if there are cavity walls that can be insulated effectively) or at least 50mm loft insulation (if there is loft space) is an effective package of insulation; and
- For homes heated by electric storage heaters/LPG/programmable solid fuel central heating a higher specification of insulation is required: at least 200mm of loft insulation (if there is a loft) and cavity wall insulation (if there are cavity walls that can be insulated effectively)

City of York additional standards

In addition, City of York Council homes will meet additional and specific standards and, therefore, expect our homes, by 2028, to have:

CYC Standard	Why	To achieve Vision...	How
a) An Energy Performance Certificate (EPC) rating of C or better [or SAP rating 69 or above].	To reduce carbon use and save on tenant heating and lighting bills.	Sustainable Affordable	Via externally funded and self-funded retrofit-programme and as part of normal investment works.
b) Effective protection in walls and floors to prevent damp penetration and measures to manage or eradicate water below suspended floors, where problems have been identified.	To ensure that the home is a healthy place to live	Good Quality	Via a reviewed and revised Rising & Penetrating Damp investment programme, targeting the “worst first”.
c) Double glazed windows in all homes where possible and triple-glazed in new homes.	To reduce carbon use and save on tenant heating and lighting bills.	Sustainable Affordable	Investment into the upgrading of “first fit” double glazed windows which have failed and specification of triple-glazing for all new homes.
d) Secure, ideally composite, external doors, replacing soft-wood doors as a priority	To ensure that homes are safe and secure.	Safe	Check and replace softwood doors in advance of the

CYC Standard	Why	To achieve Vision...	How
			periodic external painting programme.
e) Hard wired smoke detectors installed when the home is re-wired.	To ensure that the home is a safe and healthy place to live	Safe	Hard wired smoke detectors installed when the home is re-wired
f) CO detectors in all homes with gas appliances.	To ensure that the home is a safe and healthy place to live	Safe	CO detectors installed in each home with a gas appliance and checked annually.
g) Extract fans in kitchen and bathroom ideally humidistat controlled.	To ensure that the home is a healthy place to live	Good Quality	Upgrade to humidistat control when replacement is needed or at modernisation.
h) Over-bath showers.	To ensure that the home meets modern standards and tenant expectations.	Good Quality	Installed at the next home modernisation if not currently in place
i) Choice of colour/styles for kitchen units, wall & floor tiles, & worktops when Home Modernisation takes place.	To ensure that the home meets modern standards and tenant expectations.	Good Quality	Installed at the next home modernisation if not currently in place
j) Loft insulation which is at least 100mm thick and, ideally, 300mm thick.	To reduce carbon use and save on tenant heating bills.	Sustainable Affordable	Via externally funded and self-funded retrofit-programme,

CYC Standard	Why	To achieve Vision...	How
			as part of normal investment works and/or when the home becomes vacant.
k) Where reasonable and practical to improve the accessibility of homes	To meet the long term needs of tenants	Safe Good Quality	Via our home modernisation, adaptations and accessibility works and to the Standards set out later in this Plan.
l) An up to date fire risk assessment for each relevant communal area	To ensure that the building is a safe and healthy place to live	Safe	Through a risk based approach of regular expectations

CONTEXT

Stock Profile

The Council provides housing services across a range of different tenures and assets. The Housing Revenue Account (HRA) currently holds approximately 7,500 tenanted homes, together with over 540 leasehold properties and more than 900 garages. The majority of the properties are general needs houses and flats while some 500 are clustered into Independent Living Communities for older and vulnerable people. Our apartment blocks are served by 579 communal areas and stairways.

As part of the work to prepare a comprehensive Stock Condition Survey of York's housing stock, homes were assessed and classified into Archetypes.

The table below shows the archetypal breakdown of the stock, excluding leaseholder properties.

Archetype Name	CYC Stock	% of Stock
1 Pre-1945 small terrace house	522	6.4%
2 Pre-1945 Large Terrace/Semi Detached Houses	225	2.7%
3 All other pre-1945 houses	937	11.5%
4 1945-64 small terrace houses	196	2.4%
5 1945-64 large terraces/semi-detached/detached houses	794	9.8%
6 1965-74 houses	103	1.3%
7 Post-1974 houses	302	3.7%
8 Non-traditional - All houses	577	7.1%
9 Pre 1945 Flats (low-rise)	493	6.9%
10 Post 1945 Flats (low-rise)	1,557	22.3%
11 Medium Rise Flats	1,396	19.9%
12 High rise Flats	0	0.00%
13 Bungalows	474	5.9%
Grand Total (2019)	7,576	
14 BLOCK	579	

Archetype 10 (Post 1945 low-rise flats) properties are the most common, with over 22% of the stock found within this category. Archetype 11 (medium rise flats) is also a popular archetype with almost 20% of the stock within this category. In total, flats account for over 49% of the CYC stock.

The property archetype least prevalent is Archetype 6 (1965-74 houses), with just 103 (1.27%) of all properties being found in this category.

Non-Traditional Housing Stock

Non-traditional housing types were constructed in York predominantly in the 1920s (Dennis Wild type) and then 1950s-1960s. A variety of methods were used, including system build steel and concrete frames, concrete panels, timber frame and “rationalised-traditional”, with a mix of brick-and-block cavity walls with some sections of non-masonry or solid wall. These sections are typically rendered or clad in hanging tiles.

It is estimated that as many as 20% of the council’s homes (1,500 approximately) may fall into this category. However, the majority are mixed or “rationalised-traditional” forms where masonry construction provides key structural elements, considered to be lower risk assets with maintenance costs similar to traditional properties in many respects. Achieving a good level of thermal performance is likely to be more expensive as the non-traditional wall sections are typically uninsulated as-built.

In order to identify any remedial works which may be needed in more detail, specialist condition surveys of the High and Medium risk types categorised below will be undertaken and reviewed during the life of this plan.

Type	Number in stock	Frame / construction	Work to date and outstanding long-term issue analysis
Dennis Wild	278 Hull Road Ward, Tang Hall	Steel, plus cavity wall to ground floor	High risk Damp remediation to eaves and external wall insulation undertaken to some properties Potential risks – steel frames elsewhere have been subject to corrosion Insulation to upper walls in around half of the properties
BISF / Howard	175 Westfield Ward, Acomb	Steel	High risk Potential risks – steel frames elsewhere have been subject to corrosion, although significant remedial works already undertaken
Orlit	73 Heworth Ward	Concrete	Medium risk Potential risks – concrete frames elsewhere have been subject to corrosion, but it is expected that these were replaced where necessary in early 2010s
Spooner	21 Dringhouses & Woodthorpe Ward	Timber	High risk Potential risks to structure from damp
Airey	17 Bishopthorpe Ward	Concrete panel – brick partial rebuild carried out	Low risk , extensive works expected to have resolved any defects and achieved good quality thermal performance

Type	Number in stock	Frame / construction	Work to date and outstanding long-term issue analysis
“10 blocks” 4-storey flats mix system build, solid & cavity wall	Approximately 250 Various locations	System build type unclear, may be a frame plus concrete panels. Solid masonry wall to lower 2 storeys and cavity wall to upper.	Medium risk Insulation of brick wall sections likely to be needed Replacement of system build sections external wall insulation and render when at end of lifecycle
Mixed types houses e.g. “hanging tile” walls with possible mixed timber frame & cavity wall	Several hundred – identification exercise ongoing Various locations	Various – more data needed. Review underway for retrofit planning.	Low risk (unless other factors identified e.g. damp) Possible for some types, damp issues reported with partial timber frames elsewhere Insulation of wall sections
Mixed types flats e.g. “hanging tile” walls with possible mixed timber frame & cavity wall	Several hundred – identification exercise ongoing Various locations	Various – more data needed. Review underway for retrofit planning.	Low risk (unless other factors identified e.g. damp) Possible for some types, damp issues reported with partial timber frames elsewhere Insulation of wall sections

Non-dwellings and communal spaces

There are over 1,000 non-dwelling properties held within the HRA portfolio, with CYC Building Services responsible for the maintenance of the communal spaces and fabric of the buildings. The non-dwellings funded by the HRA are referred to as blocks. A block includes housing units (usually flats and/or maisonettes) and communal areas. These are typically contained within one

roof, there may be some shared facilities such as walkways or gardens. The council has a duty to manage these spaces even where the dwellings within a block are all leasehold.

The responsibilities for these assets include ensuring regulatory compliance with fire, asbestos and electrical testing regimes as well as property management and services such as cleaning services and legionella monitoring.

Non-dwelling and communal spaces can become target areas for Anti-Social Behaviour (ASB). When ASB hotspots are identified, the council will work in partnership as part of a multiagency response to review asset-based solutions where appropriate.

Stock Condition Survey & Results 2019

Our current stock condition survey was produced on our behalf by Michael Dyson Associates (MDA) and is summarised in the Stock Condition Survey Report, 19th July 2019.

In December 2018, MDA was commissioned by City of York Council to complete a sample stock condition survey sample of our housing stock. The figures that they report are based on the surveys completed by MDA in 2019 and which have then been cloned to any un-surveyed properties. Upon completion of the fieldwork MDA surveyed 1,446 (19%) of the 7,576 dwellings in the CYC stock at the time, with some archetypes having a higher % surveyed than others, and with 99% of blocks being physically surveyed, as the following table shows:

Archetype Name	CYC Stock	% of Stock	Surveyed	% Surveyed
1 Pre-1945 small terrace house	522	6.42%	124	23.75%
2 Pre-1945 Large Terrace/Semi Detached Houses	225	2.77%	92	40.89%
3 All other pre-1945 houses	937	11.53%	151	16.12%
4 1945-64 small terrace houses	196	2.41%	76	38.78%
5 1945-64 large terraces/semi-detached/detached houses	794	9.77%	148	18.64%
6 1965-74 houses	103	1.27%	48	46.60%
7 Post-1974 houses	302	3.72%	93	30.79%
8 Non-traditional - All houses	577	7.10%	131	22.70%
9 Pre 1945 Flats (low-rise)	493	6.93%	123	24.95%
10 Post 1945 Flats (low-rise)	1,557	22.30%	152	9.76%
11 Medium Rise Flats	1,396	19.91%	162	11.60%
12 High rise Flats	0	0.00%	0	0
13 Bungalows	474	5.86%	146	30.80%
Grand Total (2019)	7,576		1446	19.09%
14 BLOCK	579		577	99.65%

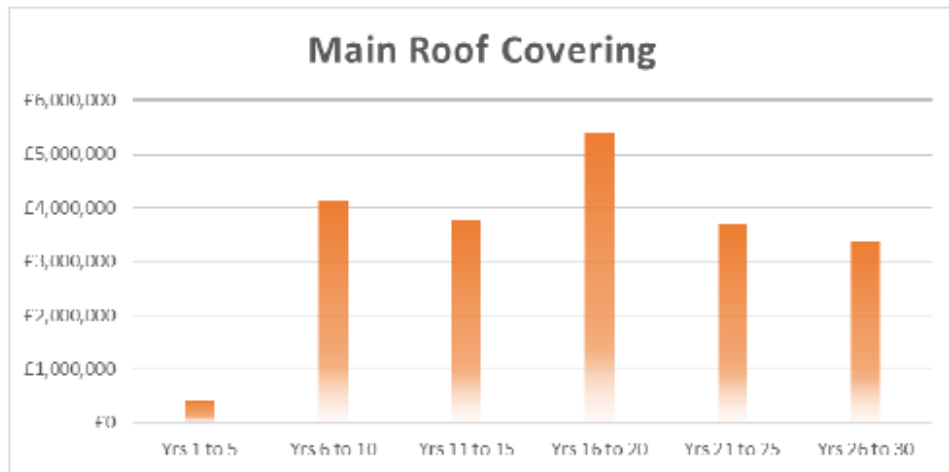
We can be confident that the results of the survey and the statistical conclusions drawn can be accurate to within + or – 4.6%.

The Stock Condition Survey shows us that, in relation to the Decent Homes Standard, our approach to Home Improvements (which includes a new kitchen, bathroom and re-wiring in advance of their 30th anniversary) and our considerable investment in day to day, cyclical and void property maintenance has helped us to keep our homes Decent. However, the survey did show (at the time of survey) that 320 properties equating to 3.9% of the stock were found to be failing the Decent Homes standard, as follows:

- there were 21 properties failing HHSRS due to outstanding Category 1 hazards. These were addressed.
- Under the disrepair criteria (Criterion B of the standard) there are 299 properties failing. The highest number of failures were in relation to external doors, heating boilers and electrical supplies being found to be ‘old and in poor condition’ as defined by the standard. Since 2019 we have invested extensively in external doors, new heating boilers and electrical systems, helping to eradicate this problem.
- Criterion C of Decent Homes refers to modernity and identifies 6 criteria to test the property stock. A property has to fail 3 of the 6 tests in order to fail on its own merit. A number of individual incidences of failures have been found but these have not resulted in any properties failing the standard overall.
- The final part of the Decent Homes Standard is Criterion D Thermal Comfort. In this instance, despite a number of individual incidence failures, no properties were found to be failing under thermal comfort.

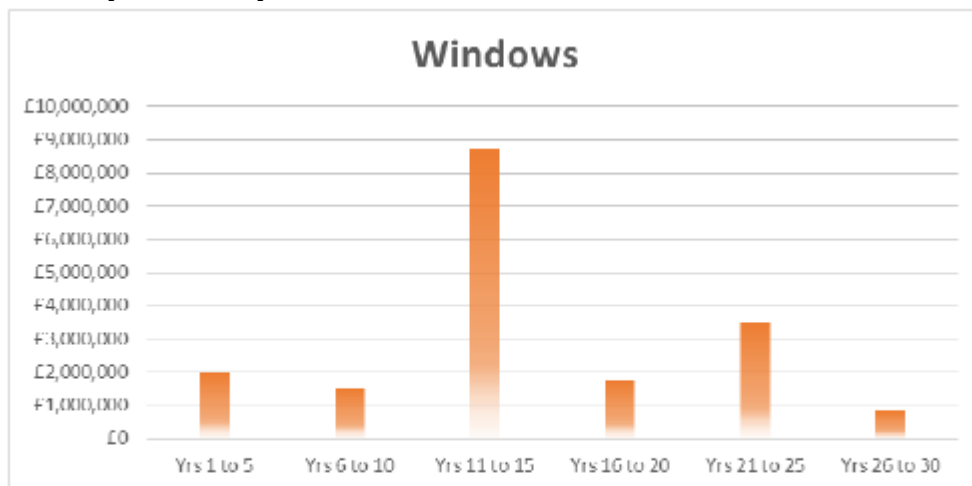
The Survey looked at the condition of and investment needs of key building components, that the surveyors call “Planned Maintenance” and we call Capital Investment. As stated above, several of the key components such as kitchens, bathrooms, electrical and heating are covered by regular investment cycles and ensure that our homes remain Decent. However, the Survey does reveal a few interesting peaks and troughs of investment, such as:

- Main Roof Coverings. The graph highlights an investment need that is structured towards the last 25 years of the 30-year period.



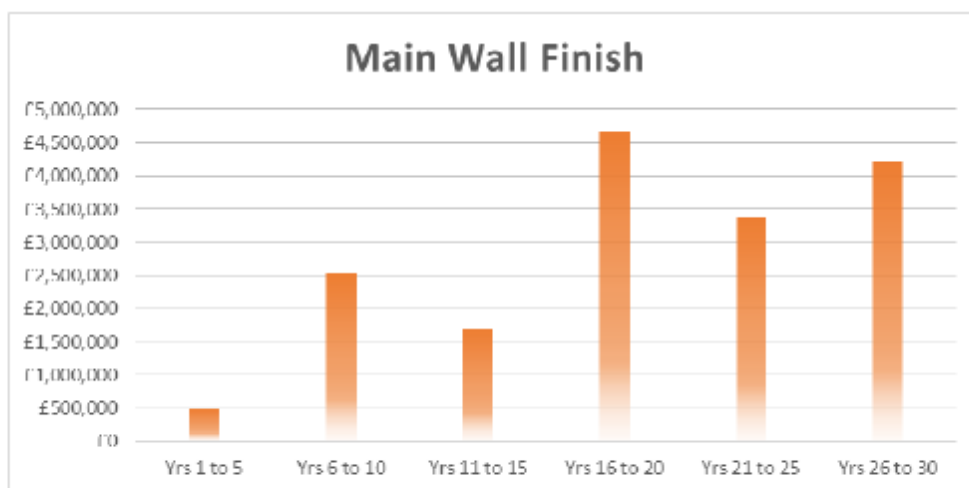
Element	Years 1-5	Years 6 to 10	Years 11 to 15	Years 16 to 20	Years 21 to 25	Years 26 to 30
Main Roof Covering	£436,559	£4,145,095	£3,781,235	£5,398,328	£3,691,390	£3,397,850

- Windows. The investment required for replacement windows across the stock rises to a cost peak of £8.7M in Years 11 to 15. This would indicate that, historically, many window replacements were carried out across the stock between 15-20 years ago; windows are assumed to have a 30-year lifecycle.



Element	Years 1-5	Years 6 to 10	Years 11 to 15	Years 16 to 20	Years 21 to 25	Years 26 to 30
Windows	£2,008,650	£1,514,450	£8,709,050	£1,741,950	£3,493,350	£811,300

- Main Wall Finishes. Wall finish replacements show an increasing investment requirement, peaking at just under £4.7M in years 16 to 20. Further peaks of £3.4M and £4.2M can be found in the last 10 years of the profile. The costs include re-pointing to brick and stonework along with replacements for render and cladding



Element	Years 1-5	Years 6 to 10	Years 11 to 15	Years 16 to 20	Years 21 to 25	Years 26 to 30
Main Wall Finish	£489,803	£2,525,838	£1,703,793	£4,680,466	£3,394,080	£4,218,990

The Survey examined the Damp Proof Course Type, Damp Proof Course Install Year and the Damp Proof Course Remaining Life. The Surveys also observed two cases of damp and mould growth during their inspections, a potential HHSRS failure; their model suggests that the authority may encounter up to 11 new serious damp and mould cases each year.

As part of the Survey MDA were asked to collect energy data to provide an accurate assessment of the average energy rating for the stock. MDA carried out RdSAP surveys to all properties where a stock condition survey was completed.

The SAP ratings appear consistent with expectations, with the overall average SAP rating for the York stock being 70.6. To put this into context, in 2019 the average 'Housemark' rating for social landlords within the UK is 73.2, only slightly above the York position, perhaps reflecting the average age of York's stock.

Bungalows, Non-Traditional houses and the oldest (pre-1945) houses achieve the lowest SAP rating with 67.6, 68.6 and 68.8 respectively. Post 1974 houses achieves the highest SAP rating at 73.95. The detail is shown in the following table:

MR A Ref	Archetype	Average SAP Value	Average CO2 Rate (tons)	Average Energy Usage (kj)	Average Lighting Costs (£)	Average Space Heating Costs (£)	Average Water Heating Costs (£)
1	Pre 1945 small terrace houses (small: less than 70 square metres)	68.59	41.07	234.06	61.19	522.46	111.36
2	Pre 1945 semi-detached houses	69.48	39.66	225.66	60.11	524.15	109.72
3	All other pre 1945 houses	68.80	39.22	224.02	66.85	579.41	115.18
4	1945-64 small terrace	70.66	38.08	216.58	57.43	493.53	110.06
5	1945-64 large terrace/semi-detached/detached houses	71.17	36.31	206.60	67.98	542.07	114.41
6	1965-74 houses	69.52	40.51	230.39	59.43	501.13	102.85
7	Post 1974 houses	73.95	32.35	183.74	57.66	475.35	117.12
8	Non-traditional houses	68.69	39.30	224.09	70.43	585.16	114.45
9	Pre 1945 low rise (1-2 storeys) flats	70.10	44.33	253.24	36.63	357.99	90.21
10	Post 1945 low rise (1-2 storeys) flats	71.11	39.78	227.33	47.70	356.88	102.30
11	Medium rise (3-5 storeys) flats	72.84	37.69	214.81	44.87	333.91	95.96
13	Bungalows	67.61	46.59	266.29	45.37	486.12	95.39
	Overall	70.61	39.41	224.82	54.00	444.73	104.86

Landlords often rate homes by the Energy Performance Certificate banding. These are compared to SAP ratings, as follows:

The EPC SAP points ratings are as follows:

- A – 92-100 SAP points
- B – 81-91 SAP points.
- C – 69-80 SAP points.
- D – 55-68 SAP points.
- E – 39-54 SAP points.
- F – 21-38 SAP points.
- G- 1-20 SAP points.

At the time of the survey a third of our homes (estimated to be 2510) has been identified as having an Energy Performance rating below band C. These homes, including bungalows, non-traditional houses and pre-1945 homes must be our priority for energy efficiency attention.

Overall, the 2019 Survey identified that:

- Catch up Repairs were identified as being £723,143 an average of just £89 per property. The most significant costs have been identified against repairs for bathrooms. As stated above, considerable investment in new bathrooms and in day-to-day repair has subsequently been undertaken. MDA typically expect the average repair cost per property to be between £100-150 so the CYC average cost is below this figure.
- The overall Capital Investment works costs over the 30-year business planning period are £272,500,552 which equates to an average of £35,969 per property. This can be further broken down to an average of

£1,199 per property per year. MDA typically expects the average Capital Investment cost for social housing over a 30-year period to range between £25-30k per property, so the figure above indicates that the CYC figure is outside the upper limits of this banding.

- 320 properties equating to 3.9% of the stock were found to be failing the Decent Homes standard. In the experience of MDA working with other social landlords, this figure is low, with 5-7% being the typical result that we would usually expect.
- Traveller sites were also surveyed as part of this commission. Catch up repair costs were £18,800 and planned maintenance costs were £1,450,024 over the 30-year period.
- When summarising all costs for liabilities, which includes catch up repairs, Capital Investment works, traveller site catch-up repairs and planned maintenance costs, along with prelims, fees and contingencies as well as, the figure currently stands at a total of £331,697,155 over the 30-year period, an average of £43,783 per property. This can be further broken down to an average of £1,459 per property, per year.
- The SAP ratings are consistent with a varied range of property types and ages, with the overall average SAP rating for the stock being 70.6 which is respectable for such a varied range of properties.

NB. Exceptional extensive works, void works, responsive repair and cyclical maintenance costs were not considered as part of this report.

Legislative Change

CYC Housing Department are regulated by the Regulator of Social Housing and must abide by current and new legislation. We will look forward to, and be aware of, relevant legislative and regulatory change and as the Plan progresses, adapt our approach and priorities when needed.

Recent requirements and changes, which we have already addressed, or are progressing, include:

- The need to provide a carbon monoxide alarm in each room where there is a gas appliance (with the exception of a gas cooker). Alarms have been fitted when we have serviced the boiler in the home, and we continue to urge tenants to allow access for servicing and the installation of carbon monoxide alarms.
- Smoke alarms on each floor of a home. Again, we have fitted smoke alarms when we service boilers and carry out other works to non-gas boiler homes. We continue to urge tenants to allow us access in order to install smoke alarms.

- The expectation that government will legislate to require social landlords to have an up-to-date (i.e. less than five years old) electrical test certificate for each home. Approximately 40% of our homes are currently covered and we are working to have test certificates for the rest. The vast majority of our homes have electrical wiring which is less than 30 years old.

Financial Planning and Risk

The HRA Business Plan covers a 30-year period 2021 – 51. It focuses largely on those activities relevant to the management of the Council's housing related assets and challenges facing key service delivery areas. It includes an Investment Programme, formulated on a 5 and a 30-year basis.

For the period 2023-28 the HRA Business Plan allocates the following funds each year to Asset Management, approximately:

- £53m capital investment will be invested over the next 5 years to maintain and improve the council homes that we provide.
- £51m revenue funding in responsive repairs and cyclical maintenance over the same period.
- A further £0.25m of further funds to match grant funds for energy retrofit.
- £0.9m to fund adaptations in council owned homes.
- £18.5m to fund the current New Home Building Programme on council owned sites.

This is an agreed investment of £123.65 of capital and revenue funding over a 5 year period in improving existing and increasing the amount of council housing stock in York. At these levels of investment, we can have confidence that we can deliver the Asset Management Plan and maintain the standards of our existing housing stock. However, cost and income pressures, and competing priorities, mean that we may not have enough money to do everything that we might want to. The Plan is a guide to delivering on our priorities within existing budget allowances.

The plan acknowledged the desire to go quicker and deeper with retrofit but this is not achievable without further central government investment. Self-investment in energy efficiency retrofit would have to be balanced against priorities elsewhere within the HRA.

Risks

Key risks could impact upon our ability to deliver this Plan, including:

- Shortage of suitably qualified staff and contractors.
- Rises in the cost of materials and contract prices.
- Tenant refusal of works meaning that we cannot achieve the required standard in their home.
- Inadequate information and data to allow us to make informed decisions.
- The lack of timely decisions and management capacity to drive forward delivery.

We will manage these risks by:

- Continuing to work with our building materials supply partner to secure and sustain affordable prices for quality goods.
- Engaging in the re-procurement of works in key areas, including home improvement and energy retrofit, including market engagement to judge interest from contactors, and market making by supporting the development of skill and expertise, particularly in energy retrofit.
- Engaging quantity surveying expertise to aid us in the structuring of our pricing requirements for bidders and assessment of bid prices to ensure that we can secure value for money.
- Strengthening of the resources in the investment team to ensure that vulnerable tenants can receive the support they needed to allow them to make the decision to allow works to take place in their home.
- Deploying resources into the investment team to ensure that we maintain good data on our housing stock and to guide our year-on-year investment decision so that we deploy resources towards areas of highest priority.
- Adopt a more rigorous project management approach to the planning and delivery of the investment programme, including greater oversight by senior managers via an Asset Management Board.
- Working alongside Public Health and GP practices to identify council house/flat residents who have health conditions which would support a prioritisation of investment in retrofit works at their home.

Data Management

Good data management is essential to allow us to give life to this Asset Management Plan. Open Housing will be the default repository for all property data. All teams, including those dealing with new-build housing, will ensure that Open Housing is kept up to date with property data, component data and relevant materials information. Ultimately this updating will be automated using Schedule of Rates (SOR) codes which when completed will update either the replacement lifecycle or servicing lifecycle of a component. At the commencement of this plan this still remains an aspiration and requires significant resource to configure the SOR links and ensure components are all in place.

Therefore, for the life of this plan a dedicated staff resource will be deployed to refresh and ensure the quality of property data, funded from the capital programme staff resources allocation. This resource will be responsible for configuring all SOR links and ensuring that automated updating takes place across all components where it is required.

Governance

The delivery of this Plan, the performance of our repairs & maintenance services, delivery of our investment programmes and new build plans will be the subject of oversight and scrutiny by:

- Members sitting on the Housing and Community Safety Policy and Scrutiny Committee.
- Tenants engaging in our panels and processes.
- Managers via Senior Management Team and Departmental Management Team.
- An Asset Management Board

DELIVERING THE ASSET MANAGEMENT PLAN

Understanding and Involving People

We are committed to listening to people's views and using their feedback to shape our customer focussed services. We sent our tenant satisfaction survey to more than 4,000 tenants last year; almost half of these tenants told us that being able to influence how services are delivered is important.

To date this year, we have contacted over 2,000 tenants for their feedback on services: a new Contractor Code of Conduct, the timeframe to respond to tenant queries, living room fires and our Home Modernisation programme. Their feedback will be used to shape these services.

Where we are reviewing a service we will continue to contact tenants to ask their views to ensure we are delivering services in the way tenants want us to.

We will use a variety of methods (text, email, phone calls, letters and face to face meetings) to increase the gathering of satisfaction levels from tenants to ensure we build on good service and improve in the areas tenants have told us we need to.

Maintaining Existing Council Homes

Compliance with Standards

Statutory compliance with Health and Safety related legislation is essential. It is our duty as a landlord to ensure the homes we provide are safe for people to live in. This strategy informs our approach to maintaining relevant safety standards for gas, electricity, asbestos, fire risk, water hygiene, and lifts.

This will be our priority.

Developing plans in respect of compliance include:

a) 5 yearly Electrical Test Certificates

During the life of this Plan we expect government to legislate to require social landlords to have an up-to-date electrical test certificate for each home that it lets. At present we have relevant test certificates for approximately 40% of homes. It was agreed in 2019 that we adopt a five-year test programme and HRA revenue funds have been allocated for this purpose (HA108). **We will now procure a partner to support us in the delivery of this testing work.**

b) Action to remove Water Hygiene risks

We will replace stored hot water tanks with instant-responses hot water, where we can, as part of the capital investment plan (CH046) to remove the last of our electrical heating systems.

In addition, we will review the risks associated with stored cold/potable water in flatted blocks and, if needed, develop an investment plan to replace these systems with mains-fed water.

Approximately 1,300 homes (Council owned and ex-council sold under the Right to Buy) are served by a private water supply pipe. The maintenance and provision of these pipes has been the subject of discussion for some years and needs to be resolved. Data is gathered, legal advice in place and monies in the budget to fund the connect of HRA homes to the public water main. **A plan of action needs to be drawn up and delivered.**

c) Decent Homes Compliance

The key measure of the success of an asset management plan is the number of homes which meet the government's Decent Home Standard. In most cases, the fact that a home doesn't meet all the decent homes criteria doesn't make the home unfit to live in. The key purpose of the decent homes process is to inform priorities and where investment in improvements should be focussed.

The City of York Council reports its performance against the Decent Home Standard on an annual basis. As highlighted within the table below we have worked hard and successfully in recent years to improve performance via house modernisation and other investments.

Standard	2018/19	2019/20	2020/21	2021/22
% of dwellings failing to meet the decent homes standard	9%	11%	9%	4.8%

However, the challenge continues, with the need for the authority to step-up work to test electrical systems in homes to confirm that they are in a good condition, and to increase expenditure on the replacement of wooden front and back doors to assure security, both of which will help to significantly reduce the remaining percentage of non-decent housing reported above.

Within the decent homes definition is the need for homes to meet energy performance criteria. For many years the council has invested in good quality combination gas boilers and communal heating which provide controllable and efficient heat and hot water to 98% of our homes. We will

continue to invest in efficient gas heating in the short term, where needed due to technical and resource limitations, whilst increasing investment in other forms of heating such as electricity and lower-carbon alternatives. During the next five years, and guided by national plans and strategies, we will plan a way forward which will allow the transition from gas heating to low-carbon alternatives.

Repairs and Maintenance

Having an effective Repairs and Maintenance service is a top priority for the people living in our properties. It also forms a key part of our work to maximise the effective life of our housing assets. Our service standards are set out in our Responsive Repairs Policy.

The aim of the Responsive Repairs Policy is to contribute to the efficient and effective maintenance of the homes we are landlord of and to provide clear information relating to this service.

The objectives of the policy are:

- To provide clear information about how the service works and the respective roles and responsibilities of CYC and our tenants.
- To provide an efficient, prompt and cost-effective repairs service which is easy to understand.
- To clearly identify the repairs CYC are responsible for and which repairs are the responsibility of the tenant.
- Through this clarity improve customer understanding and satisfaction with the repairs service.
- To deliver high levels of customer care and customer satisfaction.
- To provide a service which reflects our commitment to equality of access to the repairs service for all customers and to take account of the needs of vulnerable people.
- To ensure that the repairs service is provided consistently to all customers.

We should have an appropriate balance of planned and responsive repairs, and value for money. This includes planned and capital work, work on voids, retrofits and adaptations, and responsive or cyclical repairs.

Repair priorities fall under same day repairs or general repairs. Same day repairs are urgent or emergency repairs including loss of electric power, heating or hot water. If reported outside of working hours they will be completed the following day.

Working hours are Monday-Friday 08:30-17:00

Repair priority:

- Immediate repairs – where there is a serious health and safety risk
- General repairs are less urgent.

At CYC we aim to deliver the right services, at the right time, in the right way, at the right cost, for our customers. To achieve this, we will:

- always carry an up to date ID badge or tell you who you are speaking to
- provide the service in a courteous, responsive and timely manner irrespective of age, gender, cultural/religious background, disability, sexual orientation or need
- carry out quality inspections on a sample of repairs completed by both our own trades people and our contractors
- aim to complete repairs on the first visit
- Employ skilled, appropriately trained and qualified trades people and contractors
- Measure our performance using a range of Key Performance Indicators (KPIs) related to completed on first visit; length of time taken to complete a repair and customer satisfaction. We will benchmark these KPIs against other providers.

We will measure our performance. Current target are as follows:

KPI	Target
COMPLIANCE	
% of properties that have a gas safety check & record completed by anniversary date certificate	100% within 12 months
Number “out of date” gas safety certificates	0
% of properties that had an electrical safety check & record completed by anniversary date	100% within five years
Number “out of date” electrical safety certificates	0
BW06 % of dwellings failing to meet the decent homes standard	0
BW06a No of council homes in York failing to meet the decency standard	0
REPAIRS	

KPI	Target
BW09 % of all repairs completed on time	90%
BW11 % of Repairs completed on first visit	92%
Same day Repairs: <ul style="list-style-type: none"> • Emergency in 4 hours • Urgent within 24 hours 	
VOIDS	
HOU215 Rent lost through voids as a % of overall rent due	0.9%
HOU246 Average number of days to re-let empty properties (excluding temporary accommodation)	28 days
CUSTOMER CONTACT	
% Calls answered in 20 seconds	80%
CUSTOMER SATISFACTION	
TSS01 % of tenants satisfied with the way their landlord deals with repairs and maintenance generally	80%

Local authorities must have a [right to repair scheme](#) in place for tenants. Only qualifying repairs are covered under these and costs less than £250. If the repair fails to be done on time your tenants have the right to ask for another contractor. At York, if this also exceeds the time limit, tenants are entitled to compensation of £10+£2 for each day it is exceeded with a ceiling of £50. If a repair damages a person or possession, it is also possible to claim compensation.

Planned and Cyclical Maintenance

We will carry out planned and cyclical maintenance to ensure the condition of key parts of a property. Planned and cyclical works include:

- Annual Gas Safety checks.
- Water Hygiene assessments and checks on High-Risk properties.
- Repairs and painting of external woodwork.
- Decoration of communal areas.
- Fire Risk Assessments.

Repairs and Painting of External woodwork

As part of our commitment to ensuring our council homes meet modern standards, we repair and paint all external woodwork every 8 years (subject to funding). This includes repairing and repainting windows, doors, gates and fencing.

External painting customer contract. We promise to:

1. Survey to identify works to each property
2. Find out what you think needs repairing before we paint
3. Lubricate of PVC window locks/hinges and composite door lubrication (during survey)
4. Clean gutters and wash PVC frames & cills
5. Carry out pre-paint repairs including asbestos management and/or removal
6. Paint the outside of the home internal communal area to a high standard
7. Use only reputable contractors and skilled staff
8. Minimise disruption
9. Complete work quickly

The external painting programme is available on-line.

In recent years, specialist equipment has been installed into homes, such as sump pumps, air source heat pumps and passive house ventilation systems. These need to be identified, a cyclical maintenance plan devised, and a business case for investment made.

Materials

A key expenditure item in our Asset Management work is materials – the kitchens, boilers, baths and other key components that we aim to fit to existing and new homes. It is important that material choices are considered and consistent. We need to consider:

- a) quality
- b) usability and customer likes
- c) durability
- d) ease of maintenance
- e) ease of replacement, like for like, where damage occurs.

As a priority, we will review key materials and ensure consistency during repairs & maintenance, investment cycles and at new build.

Damp and Mould

The Housing Ombudsman published a report in October 2021 looking at damp and mould in rented housing, drawing upon evidence from more than 500 responses to their call for evidence across 142 landlords. These range in size from primarily large urban high-rise properties to landlords with fewer than 50 properties. Following the research, they have made 26 recommendations based on good practice they observed. Their advice has guided our plan, set out below.

The Ombudsman asks that landlords approach a zero-tolerance approach to damp and mould. This does not mean zero-cases, but a prescribed proactive attitude to review stock and tackle damp in an energised and effective way. It should inform strategic thinking regarding their assets through a risk assessment that identifies which dwellings are more prone to damp and mould.

We set a commitment to deal with damp and mould, setting aside an estimated £7m over the next five years and guided by a systematic review of current and known cases and a proactive examination of similar property types.

We are advised to establish a clear and transparent procedure for identifying and diagnosing whether damp and mould is structural or not, potentially with the help of independent expertise.

With this in mind, we will procure new partners to help us undertake damp surveys and a contractor partner to work with us to design and deliver effective solutions to identified damp and mould.

Our approach will be deliberative. We will:

a) Listen to the tenant

Engage with the tenant to understand the problem and its effects, and to fix the obvious causes of localised damp such as:

- broken gutters or fall pipes,
- blocked drains, and
- defective mechanical ventilation and/or heating equipment.

b) Read the building

- Monitoring cases so that we can check in periodically to see if the situation has improved and/or the tenants has been able to improve heating and ventilation.

Decide: is more building related work needed?

- Commission a Damp Survey
- Identify HHSRS Hazards

c) Taka a “step at a time”

- Fix ventilation, heating and water ingress problems promptly.
- Draw together works plans from Damp and other Surveys
- Prioritise HHSRS high scores and EPC low scores
- Presumption is that the tenant stays at home during the works.

We will pro-actively check for Damp and Mould problems when we prepare for Home Improvement and Energy Retrofit Works and will carry out rectification works at the same time, if possible.

When it comes to minimising damp and mould, there is a systemic lack of useful information for tenants. The Ombudsman finds tenants feel patronised and stigmatised with such advice, which can be particularly frustrating given the fundamental issue of blame leading to a poor tenant-landlord relationship.

Through tenant engagement the council will co-design literature to provide meaningful advice and guidance to help “share responsibility” in preventing damp and mould.

We will also identify opportunities for extending the scope of our diagnosis within buildings, for example by examining neighbouring properties, and make the most of opportunities to identify early signs of damp and mould, to ensure the response early on is as effective as possible.

This will be supplemented by a data driven, risk-based approach with respect to damp and mould. This will reduce our reliance on residents to report issues, help us to identify hidden issues and support us to anticipate and prioritise interventions before a complaint or disrepair claim is made.

We will learn from complaints and identify trends in complaint data to manage our stock.

We will bring an annual report to the Decision Session of the Executive Member for Housing and Safer Neighbourhoods describing performance against the Damp & Mould Policy.

Capital Investment into existing Council homes

Investment in the city's housing stock is delivered via the prudent management of the 30-year Housing Revenue Account Business Plan. As part of this plan, an allocation is made for investment which is equal to the assumed depreciation of the value of the housing stock in that year, known as the Major Repairs Reserve (MRR). As the Business Plan currently stands, the MRR will support the following annual capital investment projects:

	2023/24	2024/25	2025/26	2026/27	2027/28	TOTAL
MRR funds	£9.58m	£10.34m	£10.85m	£11.03m	£11.24m	£53.04m

We will determine other Capital Investment priorities by:

- Drawing upon Stock Condition and other data and analyse the results to flag up homes that require investment in order to achieve the York Property Standard.
- Consulting tenants
- Consulting staff

Investment in boiler replacement and re-wiring will be driven by an assessment of both the age of the system and its condition. Where we can, we will prolong the life of the system by good repairs and maintenance and assure this via regular testing.

This process will result in an annual planned programme of investment. Progress against delivery of these plans will be reported to the senior staff and councillors as well as tenant representatives.

For 2023/24 the investment plan agreed by Executive Committee in February 2023 is as follows:

- The focus of this area of investment is about ensuring the integrity external fabric of dwellings is maintained in terms of weather resistance, coupled with modernising key internal components of kitchens, bathrooms, heating and electrical wiring. This benefits tenants in a number of ways (e.g.: having modern facilities, improved safety and security, reduced energy costs etc) whilst ensuring the Council meets the CYC Property Standard.

- The capital investment budget for 2023/24 is £9.58m and a breakdown of the type and value of works are provided below.

	2023/24 budget £'000	Description of works 2023/24
Home Modernisation (formerly known as Tenants Choice)	1,510	Replacement kitchen, bathroom and rewire to 380 properties.
Modernisation of Void properties	2,900	Major repairs and modernisation of 70 void properties
Heating/Boilers	1,033	Replacement heating systems to 443 domestic properties per year.
Roof Replacements	240	Replacement roofs and removal of asbestos-containing fascias / soffits to 45 properties
External Doors	320	Replacement of 250 external & lobby doors
Window Replacements	610	Replacement of windows in 367 properties
Damp Works	1,436	Damp remediation works to 60 properties, with a further 120 properties requiring treatment over the life of the 5 year proposal
Structural and external works	275	Various programmes of repair to the external structure of dwellings, guttering & down pipes, soffits & fascias to 45 properties
Fire Remedial Works	250	Remedial works arising from Fire Risk Assessments
Asbestos Removal	110	Remedial works following asbestos surveys
Other	896	Various projects including one-off kitchen and bathroom refurbishments, soundproofing, upgrading communal corridor lighting and entry door access, remedial work following electrical testing programme, security upgrades, electric storage heater replacements.

Energy Efficiency Retrofit

Reducing the carbon emissions from heating and running the homes in the City of York is a key part in addressing the climate emergency, as recognised in the Climate Change Strategy. It is also essential to tackle fuel poverty in

the current cost of living context with a doubling of energy bills from 2021 to winter 2022/23, and to improve residents' health and wellbeing.

City of York Council has set an ambition for York to be a net-zero carbon city by 2030. To take us on this journey we need all our properties to meet a minimum of an EPC C or higher through a fabric first approach. Adopting this approach will achieve sustainable bill reductions for tenants and avoid the risk of expensive re-work after 2030 but means that the emphasis will be placed on improving insulation and reducing heat demand. This will lay the foundations for net zero in our council housing stock but due to the high cost and limited budgets this will not on its own be sufficient to deliver it for the majority. We will seek grants and other funds to increase the number of homes which are net zero, and anticipate that by the start of the next five-year plan (i.e. from 2028 onwards) if not sooner, will be able to make further progress to achieve this ambition.

To maximise cost effectiveness of improvements and build in a no-regrets approach, improvements to fabric energy performance and installation of renewable technologies will be prioritised for properties at EPC band D and below during cyclical maintenance and capital works.

Analysis of the energy performance data we hold about our stock indicates that around 2,750 of our homes will require further investment to reach an EPC C rating target by 2030. A third of these homes are due home improvement or may become empty during the five years of this Plan.

The breakdown of properties by EPC rating is:

- Bands A - C: 5,777
- Band D: 1,612
- Bands E-G: 34

However, there are a significant number of properties with features still to be identified to feed into this dataset which, when added to the various limitations of how EPC ratings are calculated gives the approximate figure of 2,750 properties at EPC Rating D or below and which will therefore need intervention works to get them to a C.

To assist in the gathering of data we will commission a new EPC when a property becomes void or when works involving the installation or replacement of insulation, heating measures or new heating controls, double glazing or solar PV panels.

Energy Retrofit works will be carried out alongside planned home improvement works, when the home becomes empty or as part of a proactive programme of works. When planning and carrying out the works we will

always seek to keep disruption to the tenant to a minimum, particularly by planning works to take place at the same time (e.g., internal wall insulation at the same time as electrical re-wiring)

When a home becomes empty, we will seek to undertake energy retrofit works if they are needed to bring the home up to an EPC C Rating. These works could include:

- Full draught proofing exercise
- Heating controls to maximise efficiency subject to boiler design capability
- Removal of electric secondary heating
- Optimise heating system e.g. radiator placement, boiler settings and age
- Insulate suspended floors, providing sub-floor ventilation adequate and no damp risk – if band D or where otherwise considered cost-effective
- Wall insulation – approach for different property types and internal / external to be determined
- Solid wall properties and other uninsulated wall types/sections: if plaster replacement work, assess and consider for Thin Internal Wall Insulation or other interventions, ideally when we are doing other works such as re-wiring or installing new kitchens or bathrooms
- Cavity Wall Insulation for straightforward-to-treat cavity walls.

When we plan home improvement or other investments, we will also seek to carry out the following energy retrofit works if the home has a low EPC Rating:

- For Empty Homes as above, plus:
- Overhaul loft insulation unless assessed as high-quality existing installation – 300mm, updating, if necessary, roof vents as part of property ventilation strategy where needed
- Air tightness / draught proofing – to include sample of air tightness testing and targeted performance level
- If any windows replaced – high performance double glazing with high quality air tightness installation

- insulate solid floors with thin over floor insulation where possible and damp risk assessment indicates minimal risk
- Walls to be insulated:
- Uninsulated walls below bay windows and bay window roof where possible
- Other non-traditional and system build types considered for insulation were cost effective
- External wall insulation for non-cavity or “hard to treat” cavity walls where complementary works carried out
- Roof replacements – to consider including Solar PV, Solar Thermal or PV-Thermal

Having regard to this plan, in addition to the above, we will also investigate the introduction of renewable technologies to support tenants to move away from reliance on fossil fuel heating systems.

Retrofit works are complex and can be expensive. Using a traditional financial model, the landlord does not obtain a financial return on its investment. However, there are examples of innovative investment models being developed which could support additional investment, utilising a shared benefits approach. This approach requires residents to pay a charge (less than the reduction in utility costs as a result of the retrofit works). Over time, this charge would repay the initial investment made by the landlord. We will continue to monitor and evaluate these approaches and look to bring forward options which could work in York and support a greater investment in council house retrofit.

Retrofit Standards

This five-year plan will, subject to the securing of relevant grants and other funding decisions, seek to deliver the following Retrofit Standards to our council housing stock:

Retrofit Standard	Why	To achieve Vision...	How
a) Current storage heater and direct electric immersion heater hot water tanks upgraded to more efficient solution	To reduce carbon use and save on tenant heating and lighting bills. Also, to reduce the water	Sustainable Affordable Safe	Approximately 160 homes including two sheltered housing schemes would benefit from this

	hygiene risk of stored water.		change.
b) All remaining straightforward-to-treat cavity wall properties to have Cavity Wall Insulation.	To reduce carbon use and save on tenant heating and lighting bills.	Sustainable Affordable	An estimated 150 to 250 homes need this work with works carried out during home improvements, when the home becomes empty or via pro-active investigation, such as analysis of damp and mould issues.
c) Flats and maisonettes with floors above external air and unheated voids to be insulated where practical	To reduce carbon use and save on tenant heating and lighting bills	Sustainable Affordable	An estimated 40 to 60 homes need this work with works carried out during home improvements, when the home becomes empty or via pro-active investigation.
d) Further policy notes to be brought forward to cover complex areas such as solid and non-traditional walls, and air tightness	To reduce carbon use and save on tenant heating and lighting bills	Sustainable Affordable	Around 1,500 homes needing additional wall insulation to be considered A review of air tightness will inform this approach.

More detail can be found at Annex A - Retrofit Action Plan

Non-HRA Housing Assets

The Council's non-HRA housing assets include Hostels and Traveller Sites. These are funded from the General Fund.

At present there is no Asset Management Plan for these properties and no deliberative plan for their maintenance and improvement. A Plan and Strategy will be developed.

Creating Accessible and Adapted Homes for the Future

There are increasing numbers of older and disabled people living within our existing homes, including children with long term illnesses and complex conditions. We need to ensure that we build new homes that offer flexibility, whilst ensuring that our existing homes are fit for the future and meet the needs of individuals who live in them. By doing this we will improve the health, well-being and quality of life of individuals and their families, by maximising their independence, safety, privacy, confidence and dignity, and enabling them to continue living at home.

Our General Approach

Where reasonable and practicable, we will build accessibility improvements into the delivery of wider works e.g.

- Where an external door is replaced, introduce a more accessible replacement, including removal of thresholds.
- Where a tap is replaced, replace with an easy-to-use lever alternative.
- Where new sockets are installed, or rewired, fit at a height in line with most current building regulations to be suitable for wheelchair users.
- Where new switches or controls are added, or re-wired, fit at a height and location in line with most current building regulations to be suitable for wheelchair users.

Where general improvement work is being carried out through other programmes (e.g. Tenants Choice), we will consult with tenant/household member regarding their individual needs. Where appropriate, in partnership with the Occupational Therapy Service, and/or other relevant professionals, we will ensure that any work being carried out will not have a negative impact on the use of their home.

We will consider the property type, and the likelihood that someone occupying that home may need an enhanced accessibility standard. Where this is the case, we will consider how we can best meet current and future

needs, particularly in the case of ground-floor accommodation and Independent Living Communities.

We will consider our Home Modernisation specifications and identify opportunities for increasing the accessibility of homes during these works, with a particularly opportunity when the property becomes void.

We will create a plan for the identification of homes which provide the best opportunity to offer more accessible housing and will incorporate this plan into existing investment programmes, such as Home Modernisation.

Adaptations Programme

Going forwards we will continue to provide a separate adaptations budget to meet the needs of individual tenants, funding a wide range of tailored solutions that will typically include, but not be limited to:

- level access showers,
- level access ramps,
- stair-lifts/through floor lifts
- Ceiling track hoists
- automatic door openers
- wash/dry toilets

Wherever possible, we will work towards the latest regulations and guidance for accessible design when we carry out adaptations.

Where a shower adaptation is needed, we will aim to install a level access shower and adopt a 'whole bathroom approach'.

When level access to a home is needed, we will consider a landscaped solution where the home is either a bungalow, or ground-floor flat.

During the lifetime of this strategy, we intend:

- To review our adaptations policy for council homes with reference to wider housing services, including Capital Projects, Repairs, Voids and Housing Development.
- To procure the contractors who carry out adaptation work to within our homes, and work towards developing a considered and consistent approach to materials.

ICT and Assistive Technology

We will maximise the use of existing ICT systems to record information about adaptations and accessibility features within existing homes, so that we understand our housing better and so that homes can be most appropriately matched to tenants when they become available.

We will continue to recognise and the growing importance of technology and look for opportunities to provide such technologies to tenants where appropriate, to help them occupy their homes safely and independently. Examples of these include medication reminders, remotely control lighting and heating, and falls detection. We will work with internal and external partners, including our own ICT Service and Social Care, to evaluate and consider technological solutions.

We will develop and implement a business case for the upgrade of communal wifi within our Independent Living Communities to a digital system to support the use of assistive technology.

Review and Renewal

Investment decisions are driven using data obtained through stock condition surveys and scoring derived from the property condition matrix. Where properties are categorised as 'poor' they will be under regular review by the Asset Management Board and subject to further detailed investigation and viability appraisal to agree whether the properties require additional investment such as wider area regeneration and retrofit works.

Acquisition and disposals

Further to review by the Asset Management Board, where assets are agreed to be unsustainable in the long term the decision may be taken to dispose of the asset. There are a number of methods by which a property interest may be disposed. Sale by competition is the best way of demonstrating that the best price has been obtained but there are sometimes situations where competition is not appropriate or where best price is not the principle objective. The method of disposal will be agreed on a case by case basis.

Disposal decisions will be taken in consultation with Executive Member for Housing and in line with agreed delegated authorities.

The Council own a number of high value properties across the city, and when one of these properties becomes vacant it is assessed using the property condition matrix. Approval to dispose of a property would be sought where it

is determined that a property is of high value, large in proportions, expensive to heat, repair and maintain.

There are occasions when we may acquire properties on the open market. This could occur when we have the 'right of first refusal' where someone has previously exercised their Right to Buy and now want to sell their home. We may also acquire properties in areas where we are looking to regenerate or redevelop as part of a wider regeneration strategy.

New Build and Growth

The Housing Delivery Programme at City of York Council sets ambitious targets to deliver 600 homes to high environmental standards. The HRA owns many land assets across the City which the HDP utilises to deliver high quality housing that meets housing need.

Through building homes and creating communities, HDP will:

- deliver the housing our residents need
- build healthy homes and neighbourhoods
- create distinctive and beautiful places which bring communities together
- reduce our impact on the environment and residents' energy bills
- support sustainable transport choices and connectivity

The council is delivering the programme itself to ensure better outcomes for local communities, resulting in delivery of at least double planning policy levels of affordable housing across the New Build programme although this will be increased where grant funding is available to support higher levels of affordable housing. The Housing Delivery Programme will use data gathered through the council's housing waiting list, Local Housing Needs Assessment (LHNA) along with emerging 2021 census data to ensure house types are developed to actively address housing need in the City.

New build homes delivered by the council are both zero carbon in use and embody low carbon in construction, taking a whole-life approach to climate change reducing both the impact on the environment but also significantly reducing fuel poverty.

Where sites are too small or not viable for housing development through the HDP the Council will look for alternative ways to use the sites to meet housing need. The options below will be considered for available sites:

- Community use e.g. energy scheme or public open space

- Regeneration opportunities now or in the future
- Self-Build or community led housing
- Affordable housing scheme with a Registered Provider
- Specialist housing scheme
- Land swap

Decisions on small sites will be made in consultation with the Executive Member for Housing and in line with agreed delegated authorities.

Further information can be found on the City of York Council website:
[Housing Delivery Programme](#)

Older Persons Provision

City of York Council continue to review and increase the older persons housing offer to our residents both through direct delivery included within the Council's Housing Delivery Programme and by utilising land assets to support delivery through third party organisations.

Following the Older Persons Accommodation Survey 2019, along with the Local Housing Needs Assessment, there is a clear desire from those surveyed to live independently in their own home for as long as possible. Using this information all homes delivered by the Council meet high accessibility standards meaning they are adaptable to meet changing needs of residents as they age. Additionally, single level housing such as flats and bungalows are incorporated into new build projects. Opportunities for intergenerational living will be maximised to combat isolation and loneliness in later life.

The Council also currently owns and manages 11 Independent Living Communities (ILCs). Two of these, Marjorie Waite Court and Lincoln Court have been modernised in recent years with a further refurbishment project underway in the original building of Glen Lodge, due for completion in early 2024.

The remaining 8 ILCs will be subject to analysis using the ILC condition matrix to assess the condition of the properties including staffing and communal areas to develop a clear strategy for the ongoing management, extension or redevelopment.

The ILC condition matrix will be informed by a detailed Condition Survey over 2023-25 of the 8 ILCs to identify details and 30-year investment needs including:

- Demand level and value to residents/customers in housing need
- Accessibility and suitability for residents with mobility needs and other disabilities
- Building structure and resolving defects
- Fabric thermal performance
- Heat decarbonization planning and microgeneration opportunities
- Market valuation and Net Present Value, or comparable methodology

In alignment with the council's emerging Internet of Things and smart technology strategy, real world data collection and performance modelling from temperature, humidity, CO2 decay and other sensors may be incorporated into the survey approach.

Equalities

The Retrofit Action Plan has been developed with the needs of our more vulnerable tenants in mind, including a review of our approach to the provision and maintenance of accessible homes, and the delivery of energy use reductions to help older, vulnerable, and poor tenants to ensure they enjoy improved thermal comfort.

An Equalities Impact Assessment has been carried out and is annexed to the December Executive report as Annex B.

ACTION PLAN

Action	Reason	Timescale	Lead
Recruit Investment Data Enabler	To review property data, assure it is held on Open Housing, assure it is kept up to date, analyse and report.	Q1 2023	Business Change Manager
Develop a Damp Property Plan	To identify properties with rising damp problems and schedule investment.	Q2 2023	Investment Manager
Review key materials used during repairs & maintenance, investment cycles and at new build	Ensure consistency during repairs & maintenance, investment cycles and at new build	2023	Reactive Repairs Manager
Identify and prioritise works to bungalows, pre-1945 homes and non-traditional homes in order in increase EPC/SAP rating.	To achieve progress towards assuring that all homes are EPC rated C or above.	2023	Housing Policy Officer
Deliver the Retrofit Plan Social rented sector: key actions	So that we can progress retrofit actions and plans	2023-2028	Housing Policy Officer
Develop adaptations policy for Council Homes	To ensure that our existing homes are suitable, fit for the future, and meets our tenants individual needs	Q3 2023	Healthy and Sustainable Homes Manager

Action	Reason	Timescale	Lead
Develop a variety of methods (text, email and letters) to increase the gathering of satisfaction levels from tenants.	To ensure we build on good service and improve in the areas tenants have told us we need to	2023	Reactive Repairs Manager
In order to identify any remedial works which may be needed to Non-traditional construction homes, specialist condition surveys of the High and Medium risk types will be undertaken and reviewed during the life of this plan.	To allow us to understand and plan address enduring issues in non-traditional housing types.	2024	Investment Manager
Procure a partner to support us in the delivery of a five-yearly testing programme.	So that we are ready to comply with expected new legislation requiring social landlords to hold a five-year electrical test certificate	Q3 2023	Compliance Manager
Review stored potable water systems in “Thames blocks” and prepare a business case for their replacement, if needed	So that water hygiene risks can be minimised	2024	Compliance Manager

Action	Reason	Timescale	Lead
Develop a plan for the resolution of the “private water supply” properties and prepare a business case for investment	So that the risks and liabilities for water supply provision are removed for homes	2023/4	Investment Manager
Publish online relevant cyclical and investment plans, including external painting programme.	So that tenants know when we plan to invest in their homes.	Q2 2023	Investment Manager
Review location of equipment in homes which will require regular service, such as sump pumps, air source heat pumps and passive house ventilation systems, and devise a cyclical investment plan plus business plan to justify the investment.	So that equipment is kept in good work order, and is safe	2023	Investment Manager
The remaining 8 ILCs will be subject to analysis using the ILC condition matrix to assess the condition of the properties including staffing and communal areas.	In order to develop a clear strategy for their ongoing management, extension or redevelopment	2023/24	Head of Housing Strategy and Performance

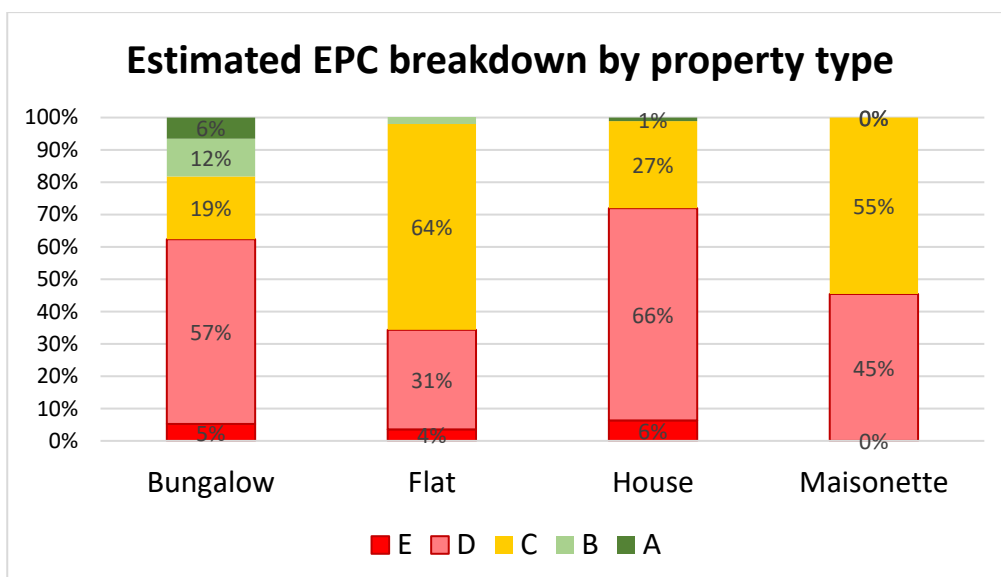
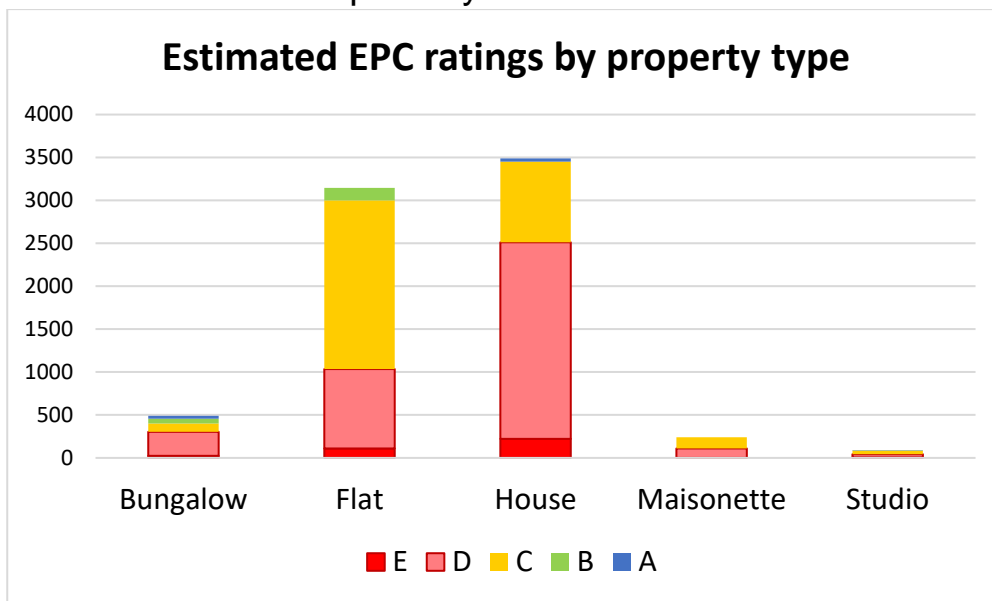
Action	Reason	Timescale	Lead
Develop an Asset Management Plan and investment strategy for non-HRA housing assets	So that tenants of non-HRA housing assets can be assured that their homes are safe and well maintained.	2024/25	Head of Housing
Bring an annual report to the Decision Session of the Executive Member for Housing and Safer Neighbourhoods describing performance against the Damp & Mould Policy	To allow scrutiny and oversight of delivery against Damp and Mould commitments	Every year	Head of Building Services
Bring an annual report to the Decision Session of the Executive Member for Housing and Safer Neighbourhoods describing performance against the ambitions of the Asset Management and Retrofit objectives outlined in this report	Providing increased oversight and transparency for council house residents	Every year	Head of Housing Delivery and Asset Management

Action	Reason	Timescale	Lead
We will create a plan for the identification of homes which provide the best opportunity to offer more accessible housing and will incorporate this plan into existing investment programmes, such as Home Modernisation	To ensure that homes are accessible and best use is made of our stock	Q4 2023/24	Healthy And Sustainable Homes Manager • Public Protection
We will develop and implement a business case for the upgrade of communal wifi within our Independent Living Communities to a digital system to support the use of assistive technology	To enable and support assistive technology including tele-medicine	Q2 2023/24	Housing Management Service Manager • Supported Housing

ANNEX A – RETROFIT PLAN

EPC survey data shows that the council’s HRA stock is better performing than the City’s residential stock as a whole, due to higher quality maintenance standards and additionally a greater proportion of cavity wall properties, and apartments in the stock. Apartments benefit from high density conserving shared heat from neighbouring properties due to a lower ratio of external surface area to habitable space, reducing average heat loss.

Broad property types estimated from a sample of over 500 EPC surveys undertaken over the past 5 years are shown below:



The council’s 2019 HRA stock modelling exercise identified the following key archetypes as retrofit investment priorities:

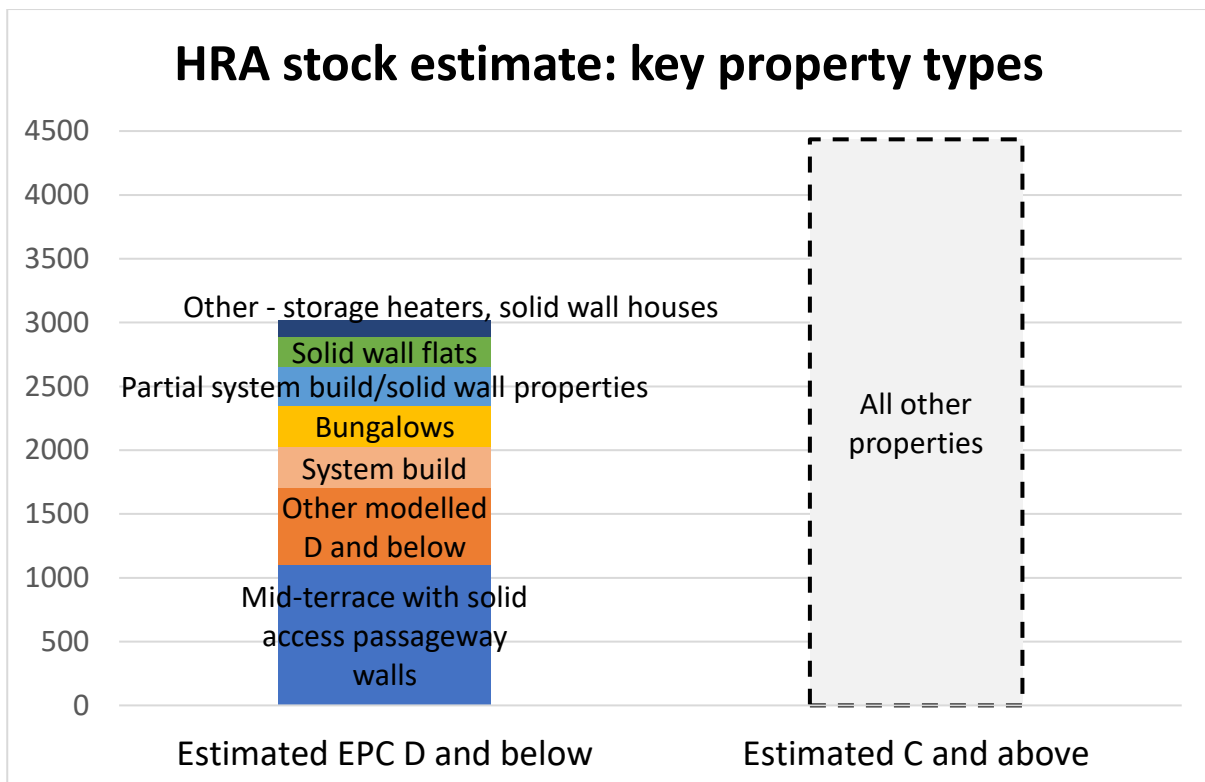
- Pre-1945 small terrace house, 522 properties

- All other pre-1945 houses, 937 properties
- Non-traditional houses, 577 properties
- Bungalows, 474 properties

These priority stock types constitute around 1/3 of the total HRA properties, but a large majority of the lowest energy efficiency performing homes. As explored below, properties across the social rented sector in York are more likely to have a good EPC rating than properties in other tenures.

It is important to note that blocks of flats are generally not exclusively rated D or below, where there are D banded properties this is generally with a mix of properties that are C or above – creating some additional challenges for delivery at speed and scale with funding targeted towards lower EPC rated properties.

The concentration of lower performance within certain types is illustrated in modelled data informed by the industry standard Parity Projects Portfolio system:



A comparison of the types shown above with higher thermal performance types such as post-1950 traditional build houses and apartments highlights the potential for use of modelled data to prioritise typologies and areas for investment and funding bids.

Further review of the HRA stock data is ongoing, with potential for improvement in the accuracy of the modelled performance data for some more complex property types. Site surveys will be used to inform this where necessary.

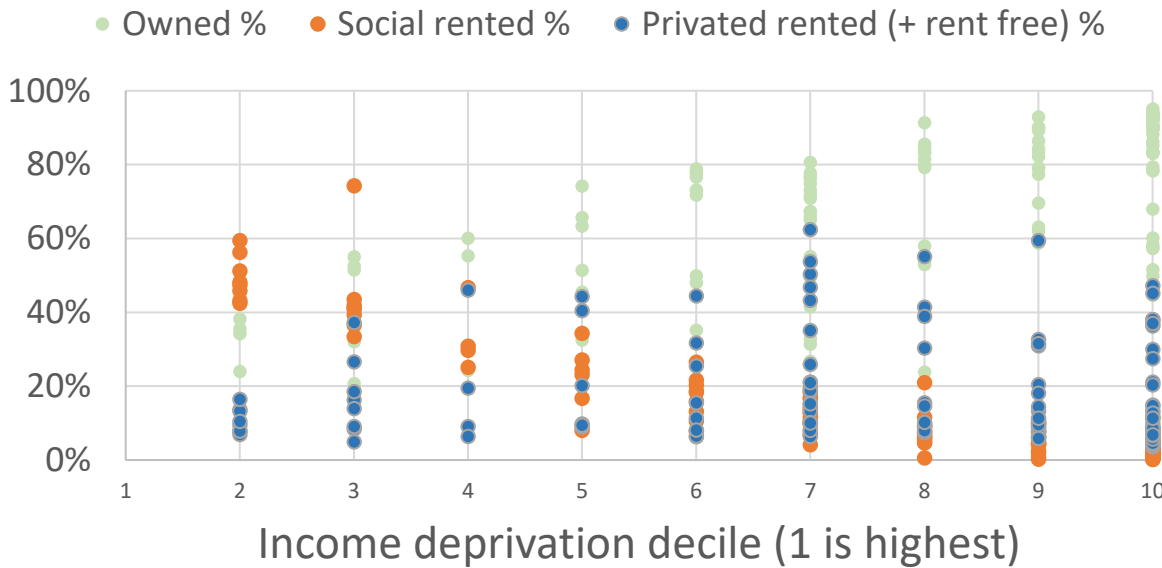
Analysis of HRA retrofit opportunities suggests emerging priorities to improve the quality of homes, reduce tenant bills and decarbonise the housing stock are:

- Fabric improvements to homes with uninsulated walls and other high cost-effectiveness measures on “worst first” basis
- Hybrid heat pumps in gas heated homes, which can potentially reduce gas boiler use for heating by 80% and heating / hot water CO2 equivalent emissions by over 50%
- Solar PV and PV-Thermal to mitigate energy poverty and reduce carbon emissions
- Replace direct electric heating / hot water and pilot high efficiency heat loops

Tackling fuel poverty

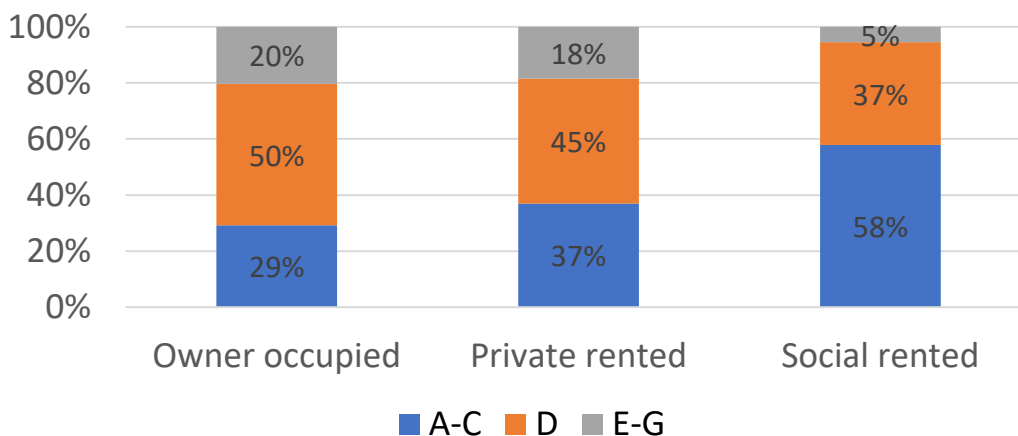
A significant proportion of fuel poor residents in the City of York are social rented tenants, with the majority of social rented properties being HRA homes. In neighbouring cities where incomes are lower, fuel poverty may be widespread across all tenures, however in York low income residents are disproportionately likely to live in social rented homes. This is illustrated in the figure below showing strong correlation between neighbourhood income deprivation and social rented tenure properties at the Lower Super Output Area (LSOA) level:

York LSOA areas by tenure / income deprivation



Fuel poverty is also an important consideration for other tenures, as examined elsewhere in this paper. However, due to the essential role of social rented tenure in meeting the most urgent housing needs, the lowest income households are predominantly resident in this tenure. It is also important to note that a lower proportion of EPC D and below rated properties are found in this sector, which itself reduces fuel poverty levels and enables more low income residents to live in homes with more affordable energy bills.

EPC rating tenure breakdown

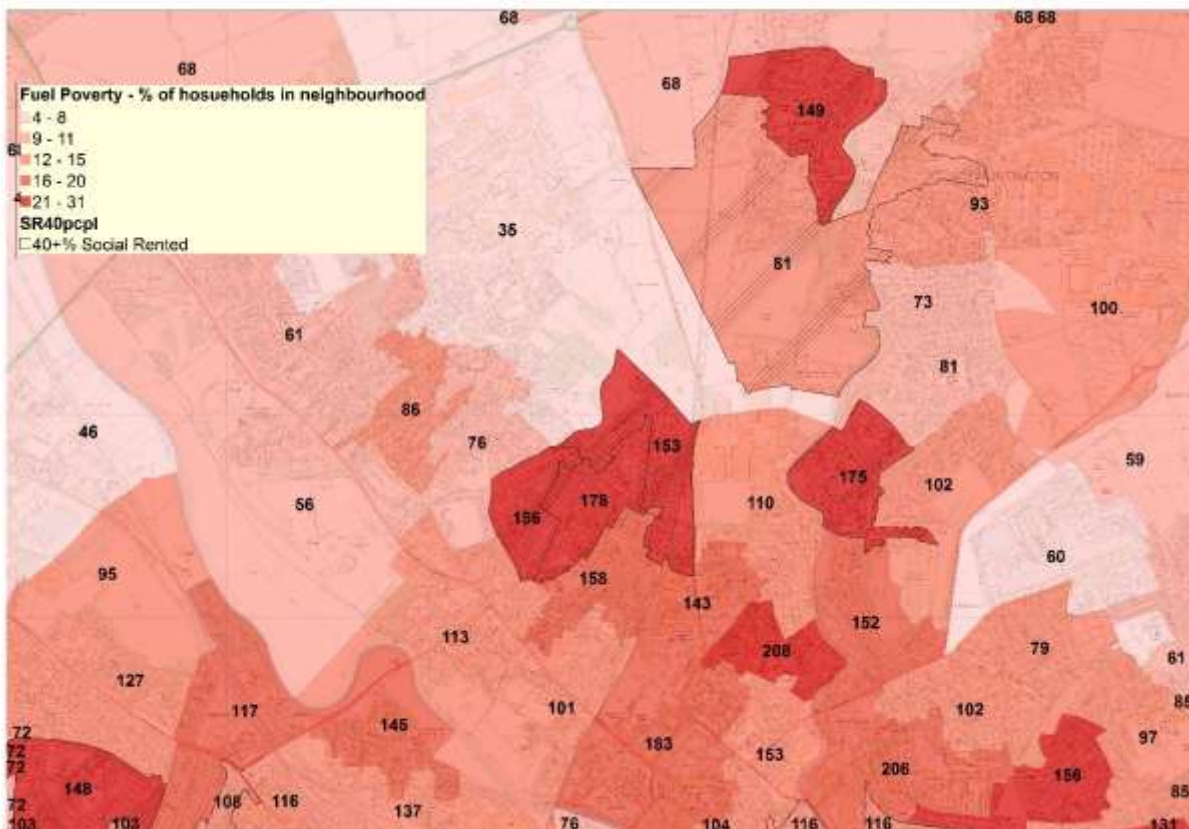


This is highlighted in a comparison of neighbourhood areas in York with high levels of fuel poverty identified in government statistics. Fuel poor households

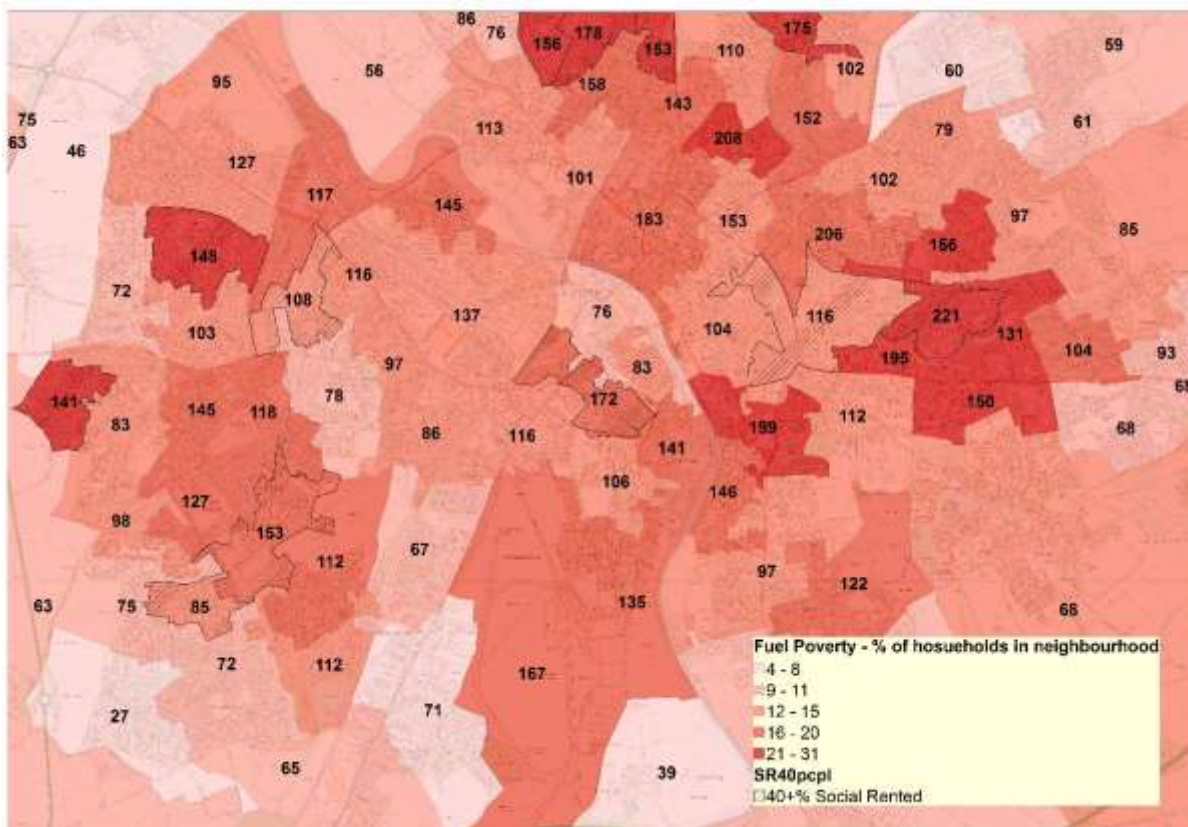
are concentrated in areas of high social housing or student-oriented private rental tenure such as Clifton and New Earswick in the North York map, with Acomb (West) and Tang Hall (East) shown in the South York map.

The numbers shown are the number of estimated fuel poor households in each neighbourhood area, the colour intensity indicates the proportion of the total properties this represents. Shaded and outlined areas have 40% or more social rented stock in total. The maps are shown on this and the following page.

Fuel poverty and social rented sector concentration map: **North York**



Fuel poverty and social rented sector concentration map: **South York**



HRA Investment Programme

Using an estimate of £5,000 per property, the cost to bring the approximately 2,750-3,000 HRA homes currently at EPC D-F up to a C rating, would be between £13.75-15m at current cost. This takes into account some potential for match funding as well as savings from incorporating work into other capital programmes. While in many cases it will be possible to reach EPC C at lower cost than £5,000 per property this illustrative scenario builds in flexibility to maximise fabric improvement as part of the pathway to net zero.

Potential greenhouse gas emissions savings from bringing these homes up to an EPC C rating are in excess of 1,600 tonnes of CO₂ equivalent annually. This could bring a combined total annual energy savings in the region of £725,000 at an estimated average of £300/year per home – much of which is likely to be spent in York's local economy. This is addition to the benefits from improved comfort and healthier homes for tenants.

EPC C is considered a key milestone on the pathway to net zero, with an estimated saving representing around 10-15% of the estimated emissions from HRA homes, dependent on the set of measures carried out. But it is essential that works are designed with a decarbonised end point in mind

beyond EPC C. There is a useful 2021 report appraising the shortcomings of the “Reduced SAP” method used in producing EPCs of existing homes and pointing to the improvements needed for the method to be the data-led home decarbonisation tool needed.

In July 2019, the Executive’s Interim Budget established a £1m budget to kick-start a council retrofit programme of increasing the energy efficiency of our housing stock. The February 2020 Budget allocated a further £250k pa in the HRA capital budget for 20/21, 21/22, 22/23, 23/24 bringing the total budget for the Council Housing Energy Retrofit Programme to £2m.

To scale up the works and leverage the council’s investments other routes could include:

- A primary route for investment is likely to be Band D properties eligible for 50% funding through the government’s Social Housing Decarbonisation Fund programme in the event the council’s bid is successful, with a Wave 2 delivery window running from April 2023 to March 2025
- Use of service charges to generate a revenue stream via “comfort charge”, sharing the benefits of energy bill savings with tenants
- Planned capital maintenance and voids works incorporated into “business as usual” energy upgrades, explored below
- Enabling support for residents, for example practical decluttering of loft or roof spaces to facilitate high cost effectiveness insulation and fabric improvement measures
- Opportunities to increase the scale of retrofit improvements across the City by boosting supply chains through either procurement or direct delivery, with neighbourhood-based work across all tenures

Planned capital maintenance and other investment opportunities

The stock modelling report also identified significant opportunities to improve energy performance of HRA homes through intergrating energy efficiency works with other ongoing maintenance and capital works. For example, 5-year boiler capital costs are estimated at £4.2m to 2027/28, with similar costs for future 5-year periods. The below figures are indicative and subject to review via the accompanying Asset Plan 2023-28.

Capital investment items	5-year investment sum (to 2026/27)
Heating system	£4.2m
Kitchen/bathroom Tenants Choice	£10.4m
Standing water project	£3.9m
Roof replacements	£1.2m
Windows	£1.1m
Structural works	£0.96m
Total	£21.8m

Key energy efficiency enhancement opportunities in delivery of these works include:

- improvements to insulation, including potential combination of external wall insulation and/or solar PV with roof and/or window works
- draught proofing and increased air tightness when carrying out a wide range of works, provided that ventilation is assessed with an appropriate response as part of the measures
- installation of energy efficient heat pumps and building performance monitoring technology to optimise value of measures undertaken
 - This can include various forms of heat network, potentially reducing costs for residents by delivery of a larger, cross-tenure network, and by innovations such as use of waste heat from commercial sources and long-duration thermal storage
- resident engagement to raise awareness of potential individual and community benefits from other improvements to capital work processes building in energy efficiency enhancements to roofing, windows, flooring and upgrades to kitchens/bathrooms
- Supporting behavioural change

It is intended to identify a minimum fabric standard that would be achieved in every void property let and other works carried out with measures detailed for the more prevalent property types owned by the council, or targeted to priority property types.

Social rented sector: key actions and targets

Action	Progress / notes
Retrofit works to 60 HRA phase 1 properties, informing the phase 2 programme	A minimum of 70 properties will be delivered by March 2023 through LAD2 and Social Housing Decarbonisation Fund Wave 1 – with over 100 further expected to follow in Wave 2 if successful
Prepare Social Housing Decarbonisation Fund (SHDF) Wave 2 bid for around 110-115 properties	Significant £800m programme expected nationally, with minimum bids of 100 properties requested and delivery April 2023-March 2025.
LAD2 programme delivery across both the council's own stock and through a Registered Provider partner	Installation of Solar PV panels on 45 CYC properties during Summer 2022 (included in retrofit phase 1 total figure)
"Rapid response" smaller efficiency measures programme for council tenants who are identified as vulnerable to high heating costs during 2022-23	Handyperson service in action to deliver "quick win" rapid intervention improvements during winter 2022-23
Identification of planned capital works opportunities for example potential for heat pump installation, roofing, windows and other cyclical maintenance programmes	This has been incorporated into SHDF Wave 2 bid, and the HRA Asset Plan 2022-27 which will incorporate a new Retrofit Standard
Procurement of multi-year strategic delivery partner during 2022-3	This will reflect the council's ambitions and learning from programmes to date, for delivery of SHDF Wave 2 if successful alongside other programmes
Ongoing skills programme for Building Services staff to build capacity in low carbon heating, PAS2030 installer competencies and PAS2035 Retrofit Assessor and Retrofit Co-ordinator roles	To date, 4 Building Services engineers have attended the BPEC Air and Ground Source Heat Pump Systems Training; Passivhaus tradesperson training also provided

Action	Progress / notes
Develop archetype specific plans for CYC homes to identify the range of works needed for the pathway from current level to EPC C and on to net zero carbon	Potential measures for archetypes have been identified, work with delivery partner on costs underway
Build existing relationships with Registered Providers to accelerate delivery, share skills and maximise benefits to tenants across the City	Registered Provider forum established with retrofit and decarbonisation a key topic, including attendance from asset managers
Determine target for all CYC properties to reach EPC C minimum and commission data informed pathway to whole-stock net zero ambition by 2030	This will be informed by ongoing work and analysis