



Notice of a public meeting of

Corporate Scrutiny Committee (Calling In)

- To:** Councillors Fenton (Chair), Merrett (Vice-Chair), Ayre, Baxter, Coles, K Taylor, Watson, Widdowson and Perrett
- Date:** Tuesday, 5 May 2026
- Time:** 4.00 pm
- Venue:** West Offices - Station Rise, York YO1 6GA

AGENDA

1. Apologies for Absence

To receive and note apologies for absence.

2. Declarations of Interest (Pages 5 - 6)

At this point in the meeting, Members and co-opted members are asked to declare any disclosable pecuniary interest, or other registerable interest, they might have in respect of business on this agenda, if they have not already done so in advance on the Register of Interests. The disclosure must include the nature of the interest.

An interest must also be disclosed in the meeting when it becomes apparent to the member during the meeting.

[Please see attached sheet for further guidance for Members]

3. Minutes (Pages 7 - 10)

To approve the minutes of the Corporate Services, Climate Change and Scrutiny Management meeting held on 4 November 2024.

4. Public Participation

At this point in the meeting members of the public who have registered to speak can do so. Members of the public may speak in relation to the agenda item **only** at this meeting.

Please note that our registration deadlines have changed to 2 working days before the meeting, in order to facilitate the management of public participation at our meetings. The deadline for registering at this meeting is 5:00pm on 30 April 2026.

To register to speak please visit www.york.gov.uk/AttendCouncilMeetings to fill in an online registration form. If you have any questions about the registration form or the meeting, please contact Democratic Services. Contact details can be found at the foot of this agenda.

Webcasting of Public Meetings

Please note that, subject to available resources, this meeting will be webcast including any registered public speakers who have given their permission. The meeting can be viewed live and on demand at www.york.gov.uk/webcasts.

5. Called-in Item: Housing Delivery Programme (Pages 11 - 118) Delivery Strategy

This report explains the procedural requirements of the committee, following the calling in of a key decision of the Executive at the meeting held on 14 April 2026.

6. Urgent Business

Any other business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officer:

Jane Meller

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

- Registering to speak
- Business of the meeting
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Declarations of Interest – guidance for Members

- (1) Members must consider their interests, and act according to the following:

Type of Interest	You must
Disclosable Pecuniary Interests	Disclose the interest, not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.
Other Registrable Interests (Directly Related) OR Non-Registrable Interests (Directly Related)	Disclose the interest; speak on the item <u>only if</u> the public are also allowed to speak, but otherwise not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.
Other Registrable Interests (Affects) OR Non-Registrable Interests (Affects)	Disclose the interest; remain in the meeting, participate and vote <u>unless</u> the matter affects the financial interest or well-being: (a) to a greater extent than it affects the financial interest or well-being of a majority of inhabitants of the affected ward; and (b) a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider public interest. In which case, speak on the item <u>only if</u> the public are also allowed to speak, but otherwise do not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.

- (2) Disclosable pecuniary interests relate to the Member concerned or their spouse/partner.
- (3) Members in arrears of Council Tax by more than two months must not vote in decisions on, or which might affect, budget calculations,

and must disclose at the meeting that this restriction applies to them. A failure to comply with these requirements is a criminal offence under section 106 of the Local Government Finance Act 1992.

City Of York Council

Committee Minutes

Meeting	Corporate Services, Climate Change and Scrutiny Management Committee (Calling In)
Date	4 November 2024
Present	Councillors Fenton (Chair), Ayre, B Burton, Coles, Crawshaw, Healey, Rose, Waller, Widdowson, Whitcroft and Moroney (Substitute for Cllr Melly)
Apologies	Councillors Melly and Rowley

11. Apologies for Absence (5.32 pm)

Apologies had been received from Cllr Melly.

12. Declarations of Interest (5.33 pm)

At this point in the meeting, Members and co-opted members were asked to declare any disclosable pecuniary interest, or other registerable interest, they might have in respect of business on this agenda, if they have not already done so in advance on the Register of Interests.

None were declared.

13. Minutes (5.33 pm)

Resolved: That the minutes of the last meeting held on 12 August 2024 be approved as a correct record.

14. Public Participation (5.33 pm)

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

15. Called-In Item: Community Contracts To Support Early Intervention And Prevention In Adult Social Care (Asc) (5.34 pm)

Members considered a report which set out the reasons for the call-in of the decisions made by the Executive on 10 October 2024 in respect of the above matter, along with the committee's remit and powers in relation to the call-in.

The decisions contained in the extract from the relevant Decision Sheet at Appendix 1 to the report had been called in by Cllrs Runciman, Vassie and Hollyer. The original report and associated annexes were attached at Appendix 2. The Monitoring Officer had determined that the call-in request, at Appendix 3, was partially valid and the following reasons for the call-in could be considered:

- *ASC (Adult Social Care) 05 saving agreed was “to remove duplication and to generate efficiencies in services” Agreements made are merely to end contracts that have reached the end of their commissioned period. No evidence of duplication or efficiency. For example, Independent Care Group funding unique service merely ended no duplicate provision and loss of service leads to further inefficiency in dealing with the care sector.*
- *The paper has not set out all options and alternatives. Community Contracts total several million pounds and the saving agreed represents £275,000 this year. The only option presented is to either retender one version of a scaled back set of community contracts or not retender and lose all the services. There was no consideration of applying a 10% reduction in all contracts, cutting others more than the ones highlighted for cutting or not making the cut at all. These options should have been fully considered within the paper and presented to the Executive for discussion. Such decisions should have included an equality impact assessment of the effect of losing part of services or services in totality.*
- *There was no reference in the paper to the totality of contracts within scope of the review. There is no mention in the paper of the carers contract which was included in the scope of the review. There was no reference to the York Mind contract, the Yorkshire Housing Limited contract or Community Links (Northern) Ltd contract in the paper the funding for which makes up the bulk of the saving. There was also no reference to the ASC 05 savings target which this paper is supposed to cover and the reason for the cuts to begin with. There is also no reference to the uplifts in the other contracts which some*

of the funding cut within the paper is being repurposed to fill those gaps in funding. There is also no reference to which ones of the community contracts will be extended beyond the March 2025 contract ends. Additionally, there is no mention within the paper what the breakdown of the costs of the short term contracted services (Advice, Information, shopping and befriending, and the Dementia Day Clubs) that have replaced the Age UK contract and whether or not the value of these are sufficiently covered by the funding approved. There is no analysis of what the existing provision is and subsequent comparison of the new service to allow an informed decision. Over £600k of contracts will end as a result of this decision and no analysis is made of the impact of the loss of these services and whether the mitigation within the new contracts is sufficient or correctly targeted.

The Lead Call-in Member, Cllr Runciman, addressed the committee, expanding on their reasons for the call-in. Cllr Vassie also addressed the committee, and at this point, the Deputy Monitoring Officer provided additional advice to Members in relation to what could be considered in the call-in, clarifying that the purpose of the call-in was to examine the process rather than the detail of the decisions themselves.

There followed several points of order relating to what could be discussed as part of the call-in and the Chair noted his concerns regarding the interpretation of the advice and that a Chair's briefing had not been provided by the Monitoring Officer. The Deputy Monitoring Officer advised that the Monitoring Officer's determination and reasoning was set out in the call-in papers.

The business of the meeting resumed, and Cllr Vassie addressed the committee. Cllrs Runciman and Vassie then responded to questions from Members.

The Executive Member for Health, Wellbeing and Adult Social Care then addressed the committee regarding the decisions, and she was joined by the Executive Member for Finance and Major Projects when responding to questions. The officer responsible for the report to Executive, the Corporate Director, Adult Social Care and Integration, spoke to clarify financial matters and was available to answer questions.

Finally, Cllrs Runciman and Vassie summed up on behalf of the Calling-in Members and the Executive Member for Health summed up their position.

During the above process the Corporate Director confirmed savings from contracts of £264,000 in 2024/25 and £75,000 in 2025/26.

Under the provisions of the council's constitution at the time the call-in was made, Members were asked to state individually whether they considered the core principles identified in the call-in request had been breached or not. The following options were available:

- In the event of the majority of Members finding no breach, the call-in request would be immediately closed with no further action unless the Committee identified any areas worth of future exploration by the scrutiny function.
- In the event of the majority of Members finding a breach, the called in decision would be referred back in full for further consideration at the next appropriate meeting of the Executive.

With five Members finding there had been a breach, and eight Members finding there had not been a breach, the call-in fell and it was:

Resolved: That the call-in request be closed.

Reason: To determine the outcome of the alleged breach in Executive decision making.

Cllr S Fenton, Chair

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



Corporate Scrutiny Committee**5 May 2026****Report of the Director of Governance****Call in - Housing Delivery Programme Delivery Strategy****Summary**

1. Following the publication of the Decision Notice from the meeting held on 14 April 2026, and in line with the Council Constitution, a key decision has been formally called in. This report informs the Corporate Scrutiny Committee of the procedural requirements associated with calling in that decision.

Background

2. The Housing Delivery Programme Delivery Strategy (Appendix 1) was considered at a meeting of the Executive on the 14 April 2026. Following the decision (Appendix 2) a call-in request was submitted by Councillors Ayre, Hollyer and Wann.
3. The reasons for call-in were duly assessed by the Council's Monitoring Officer. This included a review of the reasons given by those Members calling in the decision and an investigation into whether any issues raised in the call-in were adequately addressed by the decision paperwork, committee reports, responses to written questions or committee debate.
4. Call-in reasons must be clear, correct and align to one or more of the following criteria under Appendix 2 of Article 5 of the Constitution Scrutiny Procedure Rules:
 1. Decision contrary to the policy framework?
 2. Decision contrary to or not wholly consistent with the budget?
 3. Decision is Key but it has not been dealt with in accordance with the Council's Constitution.
 4. Decision does not follow principles of good decision-making set out in Article 7 of the Council's Constitution.

If reason 4, please tick which specific element of Article 7 the decision maker has not followed, did he or she not:

- a) Meaningfully consider all alternatives and, where reasonably possible, consider the views of the public.
- b) Understand and keep to the legal requirements regulating their power to make decisions.
- c) Take account of all relevant matters, both in general and specific, and ignore any irrelevant matters.
- d) Act wholly for proper purpose and/or in the interests of the public.
- e) Keep to the rules relating to local government finance.
- f) Follow procedures correctly and be fair.
- g) Make sure they are properly authorised to make the decisions.
- h) Take appropriate professional advice from Officers.

5. The results of this review were considered by the Monitoring Officer and element **4(c) – Failure to take account of all relevant matters** was determined to be valid under the call-in arrangements set out in the Constitution.
6. In determining the validity of any call-in, no judgement is made as to whether the decision itself is flawed, inappropriate or invalid, this report only confirms that the point 4c set out in the call-in is not completely addressed through the available documentation and previous debate. The call-in identified elements that merit further consideration or clarification. In accordance with the call-in arrangements, it is therefore for Members, via the Scrutiny Committee, to determine whether any reconsideration of the decision is necessary and appropriate.
7. The Scrutiny Committee should consider the reasons set out by the Members calling-in the decision, the documentation already available and the response from the Executive given at the meeting, giving due regard to the information made available during questioning and discussion on this item.

Process to be followed at the meeting

8. The 3 Call-In Members will be invited address the committee on their reasons for the call-in and why they think the core principles have been breached. Members of the Committee will be invited to question the Call-In Members on the alleged breach.

9. The relevant Executive member will be invited to address the alleged breaches and questions will be invited from Members of the Committee.
10. Both parties will be given the opportunity to sum up and the Chair and Committee Members may make any final contributions they wish before the vote is taken.

Role of Officers in attendance

11. Supporting Officers will be present from Democratic Services (providing advice to the Chair and Committee as required and recording decisions). The Monitoring Officer or their representative will also be present and may undertake any of these duties in addition to providing any legal advice if required.
12. Chief Officers and or Heads of Service may provide assistance to the Executive Member and contribute to the meeting as required by advising the Committee on the strategic, financial, legal, technical or operational basis of decisions taken or considerations given relevant to the Call-in, or by responding to technical or procedural questions referred by the Executive Member to them. Officers must not be drawn into offering opinion or answering questions of political judgment

Options available to the Committee

13. The Chair must ask each Member in turn to state whether they consider the core principles identified in the Call-in Request were, or, were not, breached giving reasons if they so wish. There is no requirement to seek a recommendation which is seconded to enable a vote to be taken.
14. The Chair may, at their discretion, state whether they believe the core principles identified in the Call-in Request were or were not breached, giving reasons if he or she so wishes. The vote to be taken will be a single vote by a show of hands.
15. **Finding of no breach** In the event that a majority of Members consider that there was not a breach, the Chair will state that the Committee has resolved that the Executive decision identified in the Call-in Request did not breach the core principles and immediately close the call-in aspect of the meeting. Members of the committee, without re-opening the debate, may then continue the meeting to suggest any areas they consider worthy of future exploration via the scrutiny function. At the conclusion of this discussion, the meeting will formally end.
16. **Finding of a breach** In the event that a majority of Members consider that there was a breach, the Chair will declare the outcome and the

resultant resolution and close the meeting referring the decision in full back to the next appropriate meeting of the Executive.

Analysis

17. Members need to consider any breach specifically identified in the call-in request in relation to the original report to the Executive and the consequential decision made. As stated in the options identified above, the Chair will then guide the Committee on the constitutional requirements for handling the meeting and culminating in the Committee determining its position on any breaches.

Implications

18. There are no known Financial, HR, Legal, Property, Equalities, or Crime and Disorder implications in relation to handling the call-in of the issue under consideration.

Council Plan

19. Any implications associated with the delivery of Council priorities for 2023-2027 are addressed in the original report to the Executive.

Risk Management

20. There are no risk management implications associated with the call-in of this matter.

Recommendations

21. Members' views are sought on the call-in request and specific breaches identified in Appendix 3.
22. Members should note the decision of the Monitoring Officer at Appendix 3, that the call-in request is determined to be partially valid and only parts 4c may therefore proceed.

Reason: To enable the called-in matter to be dealt with efficiently and in accordance with the requirements of the Council's Constitution.

Contact Details

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Chief Officer Contact Bryn Roberts
Director of Governance

Report **Date** 22.4.2026
Approved

Wards Affected: *List wards or tick box to indicate all* **All**

Appendix 1

Executive Report and associated annexes:

Housing Delivery Programme Delivery Strategy

- Annex A: Homes England Healthy Homes Standard
- Annex B: Human Rights and Equity Analysis
- Annex C: Data Protection Impact Assessment (DPIA) Screening Checklist

Appendix 2

Extract of Decision Notice from the Executive meeting held on 14 April 2026

Appendix 3

Call-in request form

Appendix 4

Extract of Executive Minutes held on 14 April 2026

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Meeting:	Executive
Meeting date:	14 April 2026
Report of:	Pauline Stuchfield, Director of Housing and Communities Garry Taylor, Director of City Development
Portfolio of:	Councillor Michael Pavlovic, Executive Member for Housing, Planning and Safer Communities

Decision Report: Housing Delivery Programme Delivery Strategy

Subject of Report

1. City of York Council has built a strong, proven track record of delivering high-quality homes and placemaking. Through the Housing Delivery Programme (**HDP**), the Council has successfully delivered new homes at Lowfield Green, Duncombe Square and Burnholme Green. The Council has also completed refurbishment and retrofit at Bell Farm, redevelopment of Marjorie Waite Court, Lincoln Court and a refurbishment of Glen Lodge.
2. The Council has, over recent years, committed to delivering 100% affordable homes on a number of Council-owned sites and is actively progressing this commitment. This includes demolishing buildings at Ordnance Lane and securing a new planning permission; developing a new business case for Castle Mills; submitting a planning application for Willow House and advancing regeneration proposals for Walmgate; and bringing forward proposals for supported housing at Lowfield Plot A. The Council has also developed a programme to improve and expand Gypsy and Traveller accommodation in the city. The Council has secured significant external grant funding to help unlock delivery. Each of these proposals has been shaped through extensive engagement with local communities and stakeholders to ensure they meet York's housing needs. The Council also continues to work in

partnership with Registered Providers (**RPs**) to bring forward delivery of 100% affordable housing on smaller Council sites.

3. To unlock the next phase of delivery, develop at pace and scale, and with reduced risk to the Council - this report seeks approval for a new long-term Delivery Strategy. The Strategy proposes appointing a Strategic Delivery Partner (such as a housebuilder or contractor) to deliver new build housing within the HDP pipeline. This partnership approach is designed to accelerate delivery and strengthen resilience in challenging market conditions, while also supporting wider ambitions across the public estate, including opportunities linked to One Public Estate, health-estate renewal and neighbourhood-based regeneration.
4. Through this Partnership, the Council will aim to deliver over 315 new affordable homes (subject to planning and viability) across an initial phase of five Council-owned sites: Ordnance Lane, Willow House, Lowfield Plot A, Castle Mills and Manor School. Ordnance Lane and Willow House are anticipated to start on site with early site mobilisation and preparation activity shortly after contracts are agreed. Demolition work at Willow House is expected to start over the next few months, in readiness for the Strategic Delivery Partner to build the new homes.
5. The Delivery Strategy has also been designed as a flexible vehicle for future growth, capable of supporting the delivery of additional sites in the HDP, as well as major strategic sites that may come forward through wider Council asset programmes or One Public Estate partnership work. This includes complex public sector or brownfield regeneration opportunities involving NHS, Ministry of Defence or other public landholdings. The proposed governance and delegations ensure that (subject to future Executive decisions) the Partnership can enable faster, more coordinated delivery across the wider public sector estate, contributing to citywide ambitions for new homes, regeneration, health facilities, community spaces and placemaking. The scale and scope of delivery achieved through the Partnership will be subject to governance, viability, market appetite and prevailing market conditions.
6. The proposal responds directly to the current economic climate and the continued need to deliver affordable homes at pace and scale. A programme-based long-term Delivery Strategy aims to

secure greater value, consistency and efficiency. Crucially, it also creates a platform to deliver a lasting social value legacy for York, with a city focused long-term Social Value Plan aligned to the Council Plan's priorities. The Strategic Delivery Partner will be required to invest in local skills, employment, apprenticeships and York's supply chain, ensuring the benefits extend well beyond the construction period and contribute meaningfully to the city's long-term social and economic wellbeing.

7. The Partnership is envisaged to support delivery over the long-term, over a period of approximately 10 years, with potential 5-year extensions, subject to partner performance and CYC approvals on a site-by-site or group basis. The Partnership does not guarantee work to the Partner, with all schemes subject to separate business cases, viability testing, governance and site-by-site contract awards.
8. The Partnership model promotes collaborative programme management, drawing on the Partner's technical expertise to lead design development, planning, and delivery. Designs and planning applications will continue to be developed in line with CYC requirements and in consultation with local residents and stakeholders. The Council will act as a robust client and contract manager, retaining control over key design, quality, tenure and specification requirements, with the Partner acting as development and delivery manager. The Council's internal teams will continue to play a central role in programme leadership, design oversight, quality assurance, and community engagement.
9. Under this Strategy, the Council is anticipated to retain strong control over the delivery of each scheme, with site-specific contract awards and detailed, robust contractual requirements. No major construction contract will proceed without an updated business case being brought back to Executive for approval.
10. The Strategy promotes improved cost certainty and programme management by effectively aligning key delivery risks, such as design development and planning, with the Partner, while the Council retains strong control and oversight.
11. To support this Strategy and the wider work of the HDP, the Council plans to procure an expert client-side multidisciplinary professional team, providing specialist cost, commercial, design,

contract administration, site inspection, viability and technical advice and oversight. This team will support the Council in ensuring robust programme management. The Council also has experience of development partnership working as part of its engagement on York Central.

12. To safeguard the delivery of 100% affordable housing schemes, this report proposes a necessary shift from the current requirement in the HDP Design Manual to deliver Passivhaus-certified homes. This proposal is driven by the fact that the current programme has not secured a sufficiently strong response from the market to build the new homes. A combination of factors has contributed to this position including current market conditions, risk allocation, and the complexity and buildability of schemes as presently configured, including the requirements associated with Passivhaus-certification, alongside the affordability challenges associated with the current approach.
13. It is proposed that new homes are delivered to the Homes England Healthy Homes Standard (**Annex A**) to ensure that new homes support residents' health, comfort, and wellbeing. This Standard maintains a high-quality, low carbon approach. It achieves EPC A rating on all houses, as well as flats where technically achievable. As flatted developments have less roof space relative to the number of homes, this can constrain the amount of onsite solar PV available to support achieving EPC A ratings. New homes will also exceed current national Building Regulations and align with the forthcoming Future Homes Standard. The Council is also reviewing potential enhancements, such as consideration of recognised approaches to building energy performance, such as the Association for Environment Conscious Building (AECB). The proposed approach aims to safeguard the delivery of much-needed genuinely affordable housing, by ensuring that homes are affordable to build, manage and maintain over the long-term.

Benefits and Challenges

Benefits

14. The proposed Strategic Delivery Partner approach aims to:

- Secure the delivery of 100% genuinely affordable housing (a mix of social rent and shared ownership) on an initial phase of Council-owned sites in a way that is financially viable and sustainable within the Housing Revenue Account's (HRA) 30-year Business Plan.
 - Deliver a range of different housing and mixed-used schemes on Council-owned land and other sites, subject to partner alignment.
 - Provide a flexible delivery vehicle that can enable and accelerate the future delivery of wider strategic sites, including opportunities arising through One Public Estate and major brownfield regeneration schemes, subject to future Executive approval.
 - Provide a clear, long-term pipeline of delivery to improve market attractiveness to contractors and supply chains.
 - Achieve programme-wide delivery efficiencies.
 - Enable consistent governance, performance management, and quality assurance across all projects.
 - Deliver a bespoke, city-focussed Social Value Plan, aligned with the Council's priorities (including education and skills and economy) funded by the Partner.
15. Strategic delivery partnerships are a common approach adopted by local authorities to deliver housing and regeneration at scale. This includes Hull City Council and Cambridge City Council. The Council will draw on lessons learned from its public sector partners.
16. The keys to ensuring a successful public-private partnership, which will be adopted by CYC, include:
- Alignment of key strategic objectives from the outset.
 - Clear contractual requirements and robust, unambiguous legal agreements.
 - Proactive and robust ongoing contract management.
 - Ongoing open communication, collaborative working and problem solving between the partners.
 - Commitment to operating on a transparent, open book basis.
 - Effective relationship building and management.
 - Continuous programme improvement and learning.

17. Homes will be delivered in accordance with the Homes England Healthy Homes Standard, and Future Homes Standard, ensuring that new homes support residents' health, comfort, and wellbeing.

Challenges and Risks

18. Key risks and mitigation strategies include:
 - **Dependency on a Single Strategic Delivery Partner** - Creating potential programme-wide disruption in the event of performance issues or disputes. Mitigations include clear contractual requirements, robust performance standards, Key Performance Indicators, and effective contract management supported by the client-side multidisciplinary team.
 - **Viability and Affordability Challenges** - Given the wider financial pressures facing the Council, each scheme will be modelled and tested within the 30-year HRA Business Plan, or General Fund, with opportunities to secure external funding maximised. Cost management will be rigorous throughout all stages of delivery. Contract awards will be made on a site-by-site basis. Entering into any major construction contract will be subject to Executive approval informed by an up-to-date business case reflecting the latest cost estimates and market conditions at the time.
 - **Pressures Associated with Delivering Multiple Schemes Concurrently** - The programme delivery approach enables better phasing, prioritisation and flexibility in response to changing market or financial conditions. Schemes will be programmed on a phased basis over the long-term to ensure they are deliverable and affordable with sufficient resources allocated by both partners.

Policy Basis for Decision

19. The proposal directly supports:
 - The Council Plan 'One city for all' (2023 - 2027), particularly Priority (e) to increase the supply of affordable housing.
 - The Homelessness and Rough Sleeping Strategy (2024 - 2029), through the expansion of social housing.

- The Climate Change Strategy (2022 - 2032), through the delivery of energy-efficient, low-carbon homes and sustainable neighbourhoods.
 - The Health and Wellbeing Strategy (2022 - 2032), by addressing health inequalities linked to poor quality housing.
20. High-quality housing, regeneration and placemaking is fundamental to achieving better health and wellbeing outcomes, improved educational attainment and stronger economic resilience for local communities. The Council and its new Partner will continue to support these wider outcomes.
21. Delivering affordable and sustainable housing is also a key priority for the York and North Yorkshire Combined Authority (**YNYCA**).

Financial Strategy Implications

22. All delivery under the Partnership must remain financially viable within the HRA 30-year Business Plan or General Fund. It is anticipated that the Partner will support the development of scheme business cases, which will be updated as each scheme progresses. Contract awards will be made on a site-by-site basis. Executive approval will be required before entering into major construction contracts in the HDP.
23. Schemes in the initial phase of the Strategic Delivery Partnership have existing approved budgets for pre-construction, with Ordnance Lane also having an approved budget for construction. The procurement processes for the Strategic Delivery Partner and multidisciplinary professional team, as well as early delivery under the Partnership, are expected to be funded from these existing approved budgets where available, or from any other available revenue funding. Further approvals will be required to secure additional funding, including to cover more construction activity.
24. CYC intends to continue to fund schemes using a blend of HRA borrowing, grant funding, Section 106 monies, and Right to Buy receipts. Schemes will maximise all external funding opportunities including Homes England funding and devolved funding via the YNYCA. Where appropriate, opportunities for the Partner to finance specific schemes (for example, where commercial space or homes for sale may be managed by the Partner) may be explored, with any proposals subject to Executive approval.

25. Delivering new homes directly through the HRA enables the Council to replenish stock lost through Right to Buy and supports growth in rental income across the HRA 30-year Business Plan. Whilst short-term borrowing will increase to fund construction, the modelling to date across the HDP indicates that generally the long-term financial impact is positive.
26. Industry feedback and HDP's delivery experience indicates that delivering Passivhaus-certified homes, whilst delivering high building energy performance, has not had a sufficiently strong response from the market and it can have cost and programme implications. The extent of these impacts varies on a scheme-by-scheme basis, and can be moderate, or in some cases, significant. Factors such as design complexity, site conditions and specification requirements all have an impact. Additional investment may be required in areas such as building fabric, glazing, mechanical and electrical systems, and certification processes.
27. A programme-wide approach is expected to improve cost efficiency and supply chain continuity. Each scheme will include appropriate cost contingencies and up-to-date risk assessments which are actively managed. Lessons learned will be carried forward.

Recommendation and Reasons

28. Executive is asked to:
 - a) Approve the Delivery Strategy for the HDP, including an initial phase of five sites (Ordnance Lane, Castle Mills, Willow House, Lowfield Plot A and Manor School), via the appointment of a long-term Strategic Delivery Partner and client-side multidisciplinary professional team.
 - b) Agree that the Delivery Strategy, subject to future Executive approvals, may be used to support the delivery of additional sites in the HDP, as well as strategic sites that may come forward through the Council's wider asset programmes and One Public Estate partnership work, including major public-sector land opportunities and significant brownfield regeneration schemes.

- c) Approve that prior to entering into any major construction contract in the HDP, a business case will be brought back to Executive for approval.
- d) Agree to delegate authority to the Director of Housing and Communities and/or the Director of City Development (as appropriate based on the site) (in consultation with the Director of Finance and the Director of Governance) to take such steps that are necessary to procure and appoint the Strategic Delivery Partner, multidisciplinary professional team, and demolition of buildings at Willow House, and to determine the provisions of and enter into the resulting contracts (including any and all partnership agreements, pre-construction services agreements and early / minor / enabling / demolition works contracts) and any other necessary legal documentation (including any and all planning agreements and/or highways/land agreements as required; however, for the sake of clarity this delegation is not for any requirements of either the Local Planning and/or Highways Authority), and the provisions of any subsequent modifications and/or extensions thereto, in accordance with the Council's Financial Regulations set out in Appendices 10 and 10a of the Constitution (the "**Finance Regs**"), the Contract Procedure Rules set out in Appendix 11 of the Constitution (the "**CPRs**") and (where applicable) the Procurement Act 2023 (the "**Procurement Act**") and the Public Contract Regulations 2015 (the "**PCRs**"), within approved budgets and subject to the availability of funding.
- e) Agree to delegate authority to the Director of Housing and Communities and/or the Director of City Development (as appropriate based on the site) (in consultation with the Directors of Governance and Finance) to agree and enter into any land assembly, access, highways, easement, wayleave, title regularisation, or minor freehold/leasehold disposal necessary to deliver individual schemes (and the provisions of any subsequent modifications and/or extensions thereto), where consistent with an Executive-approved business case and statutory requirements.
- f) Agree to delegate authority to the Director of Housing and Communities and/or the Director of City Development (as appropriate based on the site) to negotiate and enter into any Section 106, Section 278, Section 38, utilities, adoption, estate management, collaboration or development agreements required to implement schemes (and the provisions of any subsequent

modifications and/or extensions thereto), following Executive approval of the relevant business case.

- g) Agree to delegate authority to the Director of Housing and Communities and/or the Director of City Development (as appropriate based on the site) (in consultation with the Director of Finance and the Director of Governance) to undertake feasibility and due diligence work on additional sites in the pipeline, and to bring forward scheme-specific business cases to Executive for decision on inclusion in the Partnership.
- h) Agree to delegate authority to the Director of Housing and Communities and/or the Director of City Development (as appropriate based on the site) (in consultation with the Director of Finance and the Director of Governance) to determine the provisions of and enter into any resulting grant funding agreements and/or Memorandums of Understanding with any external funders, and the provisions of any subsequent modifications and/or extensions thereto, to ensure compliance with the Subsidy Control Act 2022, the Finance Regs and the CPRs.
- i) Approve the change from the Passivhaus-certification requirement for new homes to the adoption of the core requirements within the Homes England Healthy Homes Standard, and Future Homes Standard, as well as consideration of enhancements.
- j) Note the availability of Compulsory Purchase Order (CPO) powers, and to receive further reports (should they be required) in respect of any potential CPOs which may be required to facilitate the delivery of the schemes.

Reasons:

- To ensure any works and/or services are procured in compliance with the Finance Regs, the CPRs, and (where applicable) our statutory duties under the Procurement Act 2023 and the Public Contract Regulations 2015.
- To ensure that any grant funding arrangements are entered into in compliance with the Subsidy Control Act 2022, the Finance Regs and the CPRs.
- To approve the Delivery Strategy and associated appointments, providing a single, programme-based route to secure capacity,

continuity and best value through a Strategic Delivery Partner and client-side multidisciplinary team.

- To confirm the inclusion of the first phase of sites within the Partnership, ensuring a clear and sequenced pipeline that can be managed efficiently on a programme basis.
- To enable early feasibility work on wider strategic development opportunities, including sites emerging through One Public Estate and major brownfield regeneration schemes, and to ensure that any proposal to include such sites in the Partnership is supported by a business case brought to Executive for decision.
- To endorse site-by-site contract awards and programme phasing, preserving CYC control and flexibility to respond to market conditions and affordability while maintaining delivery pace.
- To require updated scheme-specific business cases for Executive approval prior to entering major construction contracts in the HDP, strengthening governance, affordability and risk management at each gateway.
- To enable the Council to assemble and manage land, infrastructure and property interests necessary for scheme delivery, ensuring legal, planning and operational readiness.
- To allow the Council to enter into grant funding, infrastructure, highways, utilities and development agreements needed to implement individual schemes efficiently and in accordance with statutory requirements.
- To support timely and coordinated delivery of the HDP by providing appropriate delegations to progress activity.
- To ensure that schemes can be delivered in line with Executive approved business cases, the Council Plan, and the wider objectives for affordable housing, regeneration, social value, economic inclusion and climate action.
- To adopt the Homes England Healthy Homes Standard and Future Homes Standard to maintain high-quality, low carbon design while ensuring schemes remain deliverable and financially sustainable.

Background

29. Market Insight

The HDP has seen lower levels of market appetite to build new homes in the programme than anticipated. The recent procurement for the construction of 101 homes at Ordnance Lane did not result in a contract award, indicating a limited market

response. This reflects a combination of factors including national market conditions characterised by high inflation, supply chain fragility and contractor risk aversion, alongside the complexity and buildability of schemes as presently configured, including the requirements associated with Passivhaus-certification.

CYC is undertaking Preliminary Market Engagement with housebuilders and contractors to ensure that the Strategic Delivery Partner opportunity meets the Council's objectives and priorities, whilst also being commercially attractive to the market. The proposed approach seeks to align risk allocation, specification and delivery model with current market capacity, with the aim to improve the attractiveness and deliverability of the programme.

30. **Design Standards of New Homes**

The Council is committed to delivering high-quality, low carbon, sustainable homes that support residents' wellbeing and respond to the climate emergency. The Council's ambition is to deliver homes that produce fewer carbon emissions over their lifetime, are resilient to climate impacts, and are affordable to run, thereby helping to reduce residents' energy bills and tackle fuel poverty.

The Council will require all new homes delivered through the Strategic Delivery Partnership to meet, as a minimum, the core specifications within the Homes England Healthy Homes Standard. This will ensure that new homes support residents' health, comfort, and wellbeing. New homes will support long-term physical and mental wellbeing, enabling residents to live active, fulfilling lives in homes designed with their health in mind.

Key features of a 'Healthy Home' include:

- Good indoor air quality, comfortable temperatures, natural light, and energy-efficient performance to help reduce risks such as respiratory illness, overheating, and stress-related conditions.
- EPC A rating on all houses, as well as flats where technically achievable.
- Whole Life Carbon Assessment to measure total lifetime carbon impact.
- Accessible and future-proofed design, allowing households to adapt their home as their needs change so people of all ages and abilities can live comfortably and safely.

- Design that considers a range of resident needs and abilities, including neurodiversity.
- Age-friendly design approaches that help residents live independently throughout their lives.
- Good connectivity, access to green and play spaces, and nearby community facilities - all contributing to healthier, more inclusive living environments.

New homes will also exceed current national Building Regulations and align with the forthcoming Future Homes Standard, as well as meeting adopted local planning policy. The Future Homes Standard is designed to ensure new homes are future-proofed with low carbon heating (such as air-source heat pumps or heat networks) and high levels of energy efficiency. The Future Homes Standard is expected to reduce carbon emissions by around 75% - 80% compared to current standards. Many homes are expected to incorporate renewable technologies such as solar PV. Homes are expected to benefit from improved ventilation, reducing risks of damp and mould, alongside enhanced fabric performance.

In line with the Council's commitment to high environmental performance and tackling climate change, the Council is reviewing potential enhancements to the core requirements within the Homes England Healthy Homes Standard and Future Homes Standard. This includes consideration of recognised approaches to building energy performance, such as the Association for Environment Conscious Building (AECB).

The Council is carrying out detailed technical and commercial work to finalise a specification that delivers high-quality, low carbon homes that are affordable to build, manage and maintain over the long term.

31. **Willow House Demolition**

To expedite delivery in readiness for the appointment of the Strategic Delivery Partner, the Council plans to enter into a demolition / enabling works contract with a separate contractor to demolish the existing buildings on the southern section of the site.

32. Disposals Programme Update

Officers continue to work with RPs to bring forward 100% affordable housing (no private housing) on all the following Council-owned sites, by freehold transfer or grant of a long lease, in line with the July 2024 Executive decision. Site progress includes:

- **Woolnough House** - RP is in pre application stage for 13 affordable homes. Disposal of freehold is conditional on securing planning permission.
- **68 Centre** - RP is in pre application stage for 10 affordable homes. Disposal of freehold is conditional on securing planning permission.
- **Clifton Without Junior School** - RP is in pre application stage for 8 affordable homes. Disposal via leasehold is conditional on securing planning permission.
- **Lowfield Plot B** - The site was previously marketed for extra care housing, but this did not result in a disposal due to viability challenges and site constraints. New market engagement has demonstrated interest to deliver a scheme for over 55s. Officers are considering options and may return to Executive for a decision.
- **Morrell House** - No bids received from RPs. CYC is considering alternative options. Officers will return to Executive for a decision.
- **The Glen, Ousecliffe Gardens** - No market interest in current form. CYC is considering alternative options. Officers will return to Executive.

Consultation Analysis

33. Early feedback from the construction market, as well as experience from delivery and procurement in the current programme, have informed development of this proposal. Formal preliminary market engagement is underway to help shape the detailed Procurement Strategy and help ensure strong market interest and value for money for the Council.
34. Throughout delivery, the Council will continue to engage and consult communities and stakeholders on a scheme-by-scheme basis. Engagement will continue to be carried out in an open,

transparent, and meaningful way, ensuring that feedback from residents is taken onboard as part of the development of schemes. Consultation will be carried out in line with the Council's Public Sector Equality Duty.

Options Analysis and Evidential Basis

35. Option 1 - Procure a single Strategic Delivery Partner (Recommended)

This option aims to provide programme-wide delivery at pace and scale, whilst reducing risk to the Council, as well as stronger competition and supply chain engagement. Delivery Partner expertise will help to accelerate delivery and maximise value. There will be clear and consistent governance and programme management.

Subject to Partner capability, viability, market conditions, and future governance approvals, a range of mixed tenure housing (including private) and mixed-use sites may be delivered over the long-term Partnership, including commercial space, extra care, independent living, hostel, healthcare, retrofit works and refurbishments. Sites may be Council-owned or have alternative landowners.

Risks relate to supplier dependency, mitigated by site-by-site contract awards, contractual break clauses, and effective contract management. Inclusion of sites within the Partnership does not commit the Council to delivery via the Partner as all schemes remain subject to site-specific viability, funding and governance.

The indicative timescales for next steps are set out below. Dates are subject to change, including due to procurement and governance.

Activity	Indicative Date
Preliminary Market Engagement	Spring 2026
Procurement of client-side multidisciplinary professional team	Spring - Summer 2026
Procurement of Strategic Delivery Partner	Autumn 2026 - Spring 2027

Early site mobilisation and preparation activity commences at Ordnance Lane and Willow House	Spring 2027
Further contract awards to Partner on site-by-site basis, subject to approvals	Summer 2027 onwards

36. **Option 2 - Continue Site-by-Site Delivery (Not Recommended)**

Continuing with a site-by-site procurement and delivery model would maintain flexibility and allow broader SME engagement, but it would limit the Council's ability to deliver the HDP and other development and strategic sites efficiently at pace and scale at the programme level. This approach creates repeated procurement cycles, duplicated costs, and reduces opportunities for programme-wide learning and improvement, impacting the Council's ability to deliver its housing, climate and placemaking ambitions and objectives.

While still viable for select sites, a scheme-by-scheme approach may reduce the Council's ability to provide the certainty or scale required to fully optimise delivery or demonstrate strong pipeline commitment to the market.

37. **Option 3 - Dispose of Sites to RPs (Not Recommended)**

Land disposals to RPs are an important part of achieving affordable housing growth. Whilst this option has not been market tested given the priority to retain the identified sites as Council assets, it is expected that disposing of sites to RPs could transfer delivery and financial risk to RPs, generate capital receipts for CYC, and accelerate delivery on some sites.

However, for the sites in the initial phase of the Partnership, this would limit HRA rental income, reduce long-term housing assets under Council ownership, and may not guarantee 100% affordable housing outcomes on sites with viability challenges.

Organisational Impact and Implications

38. Financial

Funding of the housing delivery programme is by a variety of sources including right to buy receipts, section 106 monies, prudential borrowing and external grants. The availability of funding would not be impacted by the preferred option of using a strategic delivery partner for a group of schemes. Each scheme would continue to be costed on its own merits for affordability and business cases would require approval by Executive.

The current 30-year business plan for the HRA demonstrates that the planned development schemes require a large upfront investment of resources within the first 5 years, after which point the later schemes start to be funded by income streams resulting from the earlier developments. Seeking further external grants on schemes will further reduce the financial cost to the HRA.

The multidisciplinary support team would be funded from existing resources within the HRA.

39. Human Resources (HR)

There are no HR implications contained within the report.

40. Legal

Commercial/Contract Law

- Subject to the approval from Executive of any budget post tender, all building works contracts must be drafted, negotiated and concluded with the advice and input of CYC Legal Services and (where necessary) external legal support.
- The above assumes that that any Delivery Partner is procurements under a tender exercise advertised to the market; if any other arrangement is proposed the terms and conditions of any partnership or governance arrangements will require the advice and input of Legal Services before being concluded. The principal powers on which the Council can rely upon to enter such arrangements include the Local Government (Goods and

Services) Act 1970, Sections 101 and 102 of the Local Government Act 1972, Section 95 of the Local Government Act 2003, and Sections 1 and 4 of the Localism Act 2011 (as applicable).

- The sale of any freehold or long leasehold to any RP may be subject to procurement law implications if the Council wants the RP to be under a positive contractual obligation to build housing to a specific design/requirements, within a specified period (see **Property Law** below).

Subsidy Control Law

- Applications to any external funding body for grant funding by the Council are subject to Rules 6 to 9 of the Financial Regs and Rule 4 of the CPRs and must be assessed by CYC Legal Services and (where necessary) external legal support, to ensure that any subsidy awarded to the Council complies with the Subsidy Control Act 2022 prior to their submission.
- Subject to a full and proper assessment by CYC Legal Services:
 - Where the funding is to be used to finance the delivery of a contract commissioned through an open and transparent procurement process in line with the Council's CPRs and the Procurement Act or the PCR, the Subsidy Control Act 2022 should not apply under the Commercial Market Operator principle.
 - Similarly, any freehold transfer or long lease to an RP must be at open market value to comply with the Commercial Market Operator principle, as well as section 123 of the Local Government Act 1972 (in respect of General/non-HRA land) and section 32 of the Housing Act 1985 and section 25 of the Local Government Act 1988 (in respect of HRA land) (see **Property Law** below).
 - Further, where funding has been applied for under any pre-existing Subsidy Scheme (e.g., YNYCA's Brownfield Housing Fund Subsidy Scheme or Homes England's SAHP 2026 to 2036), it should be noted that any application by the Council does not need to be assessed against the principles under the Subsidy Control Act 2022. This is because the principles assessment under Act should have been completed at scheme level by either Homes England or the YNYCA for their respective schemes; therefore, with respect to any grant awards

given to the Council under a scheme, the Council are only required to demonstrate compliance with the relevant eligibility criteria under the relevant scheme. However, further advice and support should be sought from Legal Services where required.

- Where there is any conflict between the Finance Regs, or the CPRs, or (where applicable) the Procurement Act or the PCR's, and the rules or conditions imposed by the funding body, the stricter requirement will be followed.
- Any grant funding agreements will need to be reviewed, drafted and completed with advice and support from CYC Legal Services and (where necessary) external legal support.
- Officers must exercise particular care when agreeing key targets and milestone dates with funders to ensure these are deliverable. Failure to meet agreed targets may result in grant being withheld, suspended, or clawed back. Early input from relevant council teams and external advisors at application stage is key to mitigate these risks.

Property Law

- The Council has statutory powers:
 - Pursuant to Section 123 of the Local Government Act 1972, to dispose of any General Fund/non-HRA land held by the Council (including granting a lease of it). Although Section 123 requires that the consent of the Secretary of State for Housing, Communities and Local Government (**SoS**) be obtained for a disposal at a price less than best reasonably obtained, such consent is automatically given for the disposal of General Fund/non-HRA land by a General Consent Order (**GCO**) where both of the following conditions are satisfied:
 - the Council considers that the disposal will contribute to the promotion or improvement of the economic, environmental, or social well-being of its area; and
 - the difference/shortfall between the consideration/monetary receipt obtained and best consideration amount does not exceed c. £2M.
 - Pursuant to Section 32 of the Housing Act 1985, to dispose of any HRA land held by the Council (including granting a lease). Although Section 32 requires that the consent of the Secretary of State is obtained for a disposal of HRA land (whether at or below market value), General Consent Orders

automatically give SoS consent to disposal/leasing of such land where:

- the disposal is at market value; or
 - by way of “short tenancy” comprising a lease for a term not exceeding 7-years (but on the expiry of such tenancy a further short tenancy of the land cannot be granted pursuant to such General Consent until at least 1-year after the original short tenancy has expired).
- Regarding HRA land, Section 25 of the Local Government Act 1988 prohibits a local authority from providing/giving “financial assistance or gratuitous benefit” when disposing of HRA land (including disposing for a price below market value) without the consent of the Secretary of State. However, a GCO does give SoS consent to the provision of financial assistance/gratuitous benefit in the limited circumstances specified in such GCO, including to the provision to any person of financial assistance or gratuitous benefit consisting of the disposal of an asset comprising a dwelling house or hostel where:
 - the aggregate amount or value of the financial assistance or gratuitous benefit provided by the local housing authority to all persons under this consent in any financial year shall not exceed the sum ascertained by multiplying the population of the area of the authority by the figure of £3.00;
 - the disposal must be:
 - by way of a lease for a term not exceeding 21-years; and
 - to either:
 - a RP; or
 - a person who intends to use the accommodation for occupation by persons with a special need; and
 - the aggregate number of dwelling-houses comprised in the disposal and any previous disposal by the local authority under this consent in the same financial year must not exceed a number (the “ceiling”) equal to the greater of 50, or one quarter of one per cent of the number of dwelling-houses owned by the authority at the commencement of the financial year in which the disposal takes place.

In any event, it is considered that GCOs give the Council power to dispose (by way of leases for a term up to 7-years) of the necessary properties to the appointed service provider

without needing to apply for and obtain express consent from the Secretary of State.

- If the Council intends to dispose of land (either by freehold transfer or by grant of long lease) to a registered provider with the objecting of the purchasing RP developing (100%) affordable housing on the land, then it should be noted that:
 - If the Council wants the RP to be under a positive contractual obligation to build such housing with a specified period, then this may be classed as a public works contract that needs to be tendered and awarded after a procurement exercise (see **Commercial/Contract Law** above and **Procurement** below). Such an obligation would need to be clearly specified in the procurement documentation and legal agreement(s). The imposition of such an obligation would likely substantially reduce the capital receipt obtained for the land as opposed to what would be obtained for a disposal without any obligation or restriction regarding use solely for affordable housing.
 - If the Council, however, is content for the RP not to be under a positive obligation to construct affordable housing on the land, the Council could instead impose a restrictive covenant prohibiting use of the land for any purpose(s) other than solely affordable housing. However, whilst this probably would not reduce the capital receipt obtained by as much as the imposition of a positive development obligation; however, this would not entitle the Council to require that the purchasing RP actually builds any affordable housing on the land (instead the RP might potentially sit on/landbank the land until they wish to develop it). Further, there are legal complexities with successfully enforcing covenants restricting use of land and there is a risk that the purchasing RP might be able to subsequently successfully apply to the First Tier Tribunal under S.84 of the Law of Property Act 1925 for modification or release of such restrictive covenant(s).

Planning Law

- Any necessary planning permission will need to be obtained for each site referred to within this report. Each Section 106 affordable housing contribution received by the Council will have to be spent in accordance with the terms and conditions of the Section 106 agreement, which has secured the contribution.

- Sections 226(1)(a) and 226(1A) of the Town and Country Planning Act 1990 (as amended) empower local authorities, with Secretary of State authorization, to compulsorily acquire land to facilitate development, redevelopment, or improvement (1a), provided it achieves economic, social, or environmental well-being (1A).

41. Procurement

- Any proposed works or services will need to be commissioned via a compliant procurement route under the Council's Contract Procedure Rules and where applicable, the Procurement Act 2023. All tenders will need to be conducted in an open, fair, and transparent way to capture the key principles of procurement. Further advice regarding the procurement routes, strategies and markets must be sought from the Commercial Procurement team.
- Acknowledgement should be given to the valuable market intelligence the council has received on several procurements in relation to Passivhaus, designs and buildability. The market has informed the council of the challenges faced regards to the schemes as individuals, supply chain expertise, delivery risks, cost risks and contractual risks.
- The credible intelligence received has therefore been brought inhouse and worked through by all appropriate directorates and has been fed into the newly developed strategy for this particular project and will continue to be a consideration matter in how the council moves forwards with the scheme(s) in which this report relates to.
- Pre Market Engagement events will be crucial to help build confidence in the market and to create an attractive, and achievable project.

42. Health and Wellbeing

Public Health supports the recommendations in the report. Safe, quality, affordable housing is a cornerstone to reducing health inequalities.

43. Environment and Climate Action

While removing the requirement for Passivhaus-certification for new homes in the CYC Building Better Places Design Manual may

reduce overall environmental performance, the proposed approach ensures that the Council will continue to deliver homes that are efficient, resilient and affordable to run, thereby helping to reduce carbon emissions and residents' energy bills.

The minimum core specifications within the Homes England Healthy Homes Standard require an EPC A rating wherever technically achievable and a Whole Life Carbon Assessment to measure total lifetime carbon impact. The standard also incorporates broader sustainability measures linked to design and occupancy which support residents' health, comfort, and wellbeing.

Any uplift on this standard, such as incorporating approaches from the Association for Environment Conscious Building (AECB), should also focus on addressing the performance gap between anticipated and actual performance of new homes, and futureproofing against extreme weather events through passive design features.

The proposed changes balance the council ambitions of supporting net zero carbon and being a climate ready city with the aim of ensuring deliverability and affordability of the programme.

44. **Affordability**

This proposal enables the delivery of 100% affordable housing on a number of Council-owned sites, with a mix of social rented homes and shared ownership to provide a range of housing options for residents in various forms of housing need across the city.

45. **Equalities and Human Rights**

Please see **Annex B** for the Human Rights and Equality Assessment (HREA). The actions identified will be completed within the timeframes agreed. A review of the HREA should be completed within 3 years.

The Council recognises, and needs to take into account its Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a

relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions).

46. **Data Protection and Privacy**

Please see **Annex C: Data Protection Impact Assessment (DPIA) Screening Checklist**. The data protection impact assessment (DPIAs) screening questions were completed for the recommendations and options in this report and as there is no personal, special categories or criminal offence data being processed to set these out, there is no requirement to complete a DPIA at this time. However, this will be reviewed following the approved recommendations and options from this report and a DPIA completed if required.

47. **Communications**

The provision of housing is likely to remain a high-profile community issue and, as such, will continue to be a focus for the council's corporate communications. It is one of the priority areas within the council's communications and engagement strategy. In addition, there may be an ongoing need to directly support community engagement around particular sites. This will be considered on a case-by-case basis.

48. **Economy**

An affordable accessible housing market is an essential precursor to a successful and resilient economy, as well as housing development being a driver of economic growth in its own right. The approach to delivery at scale and pace outlined in this report and support for enhanced affordability and environmental performance is welcomed in this respect.

Risks and Mitigations

49. **Procurement Risk** - there is a risk of constrained or limited market interest or non-compliant bids. Mitigations include preliminary market engagement to shape a commercially attractive opportunity and procurement strategy, as well as a deliverable and commercially viable specification aligned with market capacity,

which meets the Council's objectives and priorities. The approach will retain flexibility to optimise delivery routes at a scheme level to ensure deliverability.

50. **Single Partner Dependency** - appointing a single partner may create programme-wide exposure in the event of underperformance. This will be mitigated by site-by-site contract awards, clear performance requirements, break clauses and ongoing robust contract management.
51. **Viability and Market Conditions** - construction cost inflation, abnormal site conditions and limited cross-subsidy may impact scheme viability and affordability. To mitigate this, each scheme will be subject to a separate business case, robust financial modelling and value engineering as required. Programme phasing will remain flexible and external funding opportunities will be maximised.
52. **Funding and Affordability** - delivery of schemes will require alignment with available funding and affordability within the HRA or General Fund. All schemes will be subject to separate business cases and governance.
53. **Programme** - the programme may be impacted by procurement, planning, funding and market conditions. This will be mitigated by managing the programme on a phased and flexible basis, with indicative timelines subject to procurement and governance. Early enabling works will be used to help de-risk sites where appropriate.
54. **Partner Financial Standing** - there is a risk of partner capacity constraints or financial failure over the delivery programme. This will be mitigated through appropriate financial checks and performance security (such as guarantees / bonds) as well as ongoing monitoring.
55. **Quality and Standards** - there is a risk of variability in design quality and quality assurance across a multi-site programme. This will be mitigated through robust CYC contractual requirements and strong client-side technical oversight to ensure delivery and quality aligns with the Council's objectives.

Wards Impacted

56. All Wards

Contact details

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Background Papers

- Executive, 3 March 2026: *Delivering More Affordable Housing in York – Castle Mills Report Template*
- Executive, 7 October 2025: *Delivering More Affordable Housing in York – Update on the Housing Delivery Programme Report*
- Executive, 12 September 2024: *Delivering Supported Housing for Adults with Learning Disabilities and/or Autism at Lowfield Green Report Template*
- Executive, 18 July 2024: *Update on the Housing Delivery Programme and the Disposal of Surplus Sites Update on the Housing Delivery Programme including making strategic use of land assets Report.pdf*

Annexes

- Annex A: Homes England Healthy Homes Standard
- Annex B: Human Rights and Equity Analysis
- Annex C: Data Protection Impact Assessment (DPIA) Screening Checklist

Abbreviations

HDP Housing Delivery Programme

HRA Housing Revenue Account

RPs Registered Providers

YNYCA North Yorkshire Combined Authority

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Homes England

Guidance

Healthy Homes — a foundation for healthier and resilient communities

Published 6 November 2025

Applies to England

Contents

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Part 2 — Healthy Homes requirements

Summary of Healthy Homes core requirements

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Amenity

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Control



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Part 1 — Introduction

Healthy Homes — a foundation for healthier and resilient communities is a concise set of core specifications and good-practice guidance. It is intended to be used by Homes England, their development partners, and design consultants involved in the funding, commissioning, development, planning, and design of new homes, to support the delivery of healthier living environments. It can also be used by other housing providers, developers, and design teams as guidance to inform good practice in the design of new homes.

What is a Healthy Home?

The design of new homes plays a crucial role in tackling a range of preventable health issues. Good indoor air quality, comfortable temperatures, natural light, and energy efficiency are all essential to creating homes that reduce the risk of respiratory illnesses, overheating, and stress-related conditions. A Healthy Home is a new dwelling — including houses, bungalows, apartments and other types of dwelling — that has been designed to support long-term physical and mental wellbeing, and to enable people to live active and fulfilling lives.

Accessibility and future-proofing are also fundamental principles of a Healthy Home. Residents should be able to adapt their home to meet the current and future needs of their household, ensuring that people of all ages and abilities can live comfortably and safely.

The guidance also covers neurodiversity, and the adoption of an ‘age-friendly’ design approach that supports residents and households to live independently throughout the different stages of their life. Beyond individual wellbeing, Healthy Homes support sustainability and affordability, helping to lower energy costs and reduce carbon emissions.

Beyond the home, wider environmental factors such as connectivity, access to green and play spaces, and access to community facilities make a significant contribution to the creation of healthier and more inclusive living environments. These issues are covered separately in ‘Building for a Healthy Life’ guidance already adopted by Homes England [\[footnote 1\]](#).

Methodology

Healthy Homes is based upon a literature review of evidence-based research, existing design guidance and standards, and the statutory requirements of The Building Regulations (2010). Where applicable, text from existing standards and guidance documents has been referenced or reproduced.

In addition to the literature review, a series of collaborative workshops were held by Homes England in spring 2025, bringing together a range of inclusive and healthy design consultants, policymakers, disability rights groups and charities, equality and diversity groups, local authority representatives, developers and registered providers. The outcomes of the collaborative workshops and literature review have informed the themes and specific guidance contained within Healthy Homes.

By its nature, the concept of a Healthy Home covers a broad range of topics. In line with recent research and good practice guidance, this includes factors that impact on mental and emotional health, physical health and healthy lifestyles —acknowledging that all these factors contribute to an individual’s overall health and wellbeing. It also includes guidance on designing for neurodiversity, an area that has been addressed by PAS 6463 — Neurodiversity and the Built Environment [\[footnote 2\]](#).

Structure of Healthy Homes guidance

The Healthy Homes guidance is divided into 5 themes:

- inclusivity
- amenity
- efficiency
- comfort
- control

Inclusivity considerations include:

- accessibility
- visual contrast
- neuro divergent-friendly homes
- designing for diverse cultural requirements

Amenity considerations include:

- internal space standards

- ceiling heights
- drying space
- private outdoor amenity space
- outdoor storage
- dwelling frontage

Efficiency considerations include:

- building fabric and energy performance
- water consumption
- renewable energy
- energy metering
- upfront embodied carbon

Comfort considerations include:

- overheating
- ventilation and indoor air quality
- daylight
- aspect and views
- external noise
- sound resistance
- low-volatile organic compounds (VOC) internal finishes

Control considerations include:

- future adaptation and extension
- future maintenance and service charges
- personalisation
- dignity
- home user guides
- physical security

Healthy Homes is intended to be concise and is not an exhaustive guide to best practice across all 5 themes. It refers to other standards and guidance documents that provide further detail on specific areas including accessibility and energy efficiency.

Part 2 of this document sets out a series of specific design measures that are expected for new residential developments to meet the requirements of

Healthy Homes. These measures are categorised as either 'core requirements' or 'good practice enhancements'.

Core requirements (detailed in Part 2) are required to be met to achieve Healthy Homes status.

Good practice enhancements are recommended for consideration on all projects as these represent a high-quality benchmark for healthy and inclusive design.

Part 2 also presents the statutory minimum requirements to be met by all residential development projects in England, as determined by the building regulations. This information is provided to give context to the Healthy Homes core requirements and good practice guidance, which are typically improvements above and beyond the statutory minimums.

For individual development projects, reference should also be made to statutory requirements as set out in local planning policy as these may vary from the core requirements or good practice enhancements set out in Healthy Homes.

Quality management

The successful delivery of Healthy Homes — from the conception of a project through to handover and ongoing management — requires consideration from the outset of every development project. The pre-design stages (commissioning, conception, and pre-planning) are typically the most important in terms of meeting the requirements, as these early stages are where crucial decisions are made, particularly regarding procurement and the composition of the project and, or, design team.

Reference should also be made to the Inclusive Design Overlay to the RIBA Plan of Work (2023) [\[footnote 3\]](#), which provides specific guidance for each main member of a project team across the RIBA work stages 1 to 7.

Important project tasks within the overlay that are relevant to Healthy Homes include:

- appointment of an inclusive design lead or inclusive champion with experience of housing projects to be involved across the RIBA work stages
- embedding the principles of inclusive design from the outset through the production of an inclusive design strategy
- mobilising a process of consultation with a project user group or groups at each RIBA stage including consultation and engagement with any specific

cultural groups within the local community

- undertaking inclusive design audits at key project stages (pre-tender, mid-build, and pre-completion) in consultation with the user group and design team
- carrying out post-occupancy evaluations and a 'lessons learnt' review at the end of the project

Healthy Homes and Passivhaus

Passivhaus is a well-established design and quality assurance system aimed at reducing energy demand, addressing the 'performance gap' of new buildings, and improving comfort levels for residents. There are several interconnected benefits associated with a Passivhaus approach, including lower energy costs, a constant supply of fresh air to eliminate condensation and mould risk, reducing risk of overheating, and creating a quieter internal living environment.

Achieving the Passivhaus standard in a UK context typically involves:

- accurate thermal modelling at design stage
- high levels of fabric insulation, including high-performance windows with insulated frames
- an airtight building fabric with very low thermal bridging in design and construction
- a mechanical ventilation system with highly efficient heat recovery (MVHR)
- a rigorous testing and compliance process to achieve certification that the required standards of design and construction has been achieved

There is significant overlap between a Passivhaus approach and the aims of Healthy Homes. Further guidance can be found in the following sections of this document:

- Part 2 — Section C — Efficiency
- Part 2 — Section D — Comfort

This includes guidance on how Passivhaus design principles should be applied if aiming to achieve the good practice enhancements. New development projects would not be expected to achieve full Passivhaus certification as part of this standard.

The Passivhaus Overlay to the RIBA Plan of Work [\[footnote 4\]](#) provides more detailed guidance on the implementation of a Passivhaus approach to

enable informed decision-making throughout a development project.

Fire safety

Approved Document B (volumes 1 and 2), is the government guidance to meeting Part B of Schedule 1 of the Building Regulations 2010.

Amendments:

- were made in 2020, 2022, 2025
- will be made in 2026 and 2029

The wider legislative changes initiated by the Building Safety Act 2022 have had a significant impact on the design, construction, and management of new homes in England. This has included:

- the establishment of the Building Safety Regulator (BSR)
- regulation of the building control profession
- the separate processes for building control approval for higher-risk buildings (HRBs)
- additional duties and duty holders
- the creation of, and amendment of, legislation relating to ongoing management to maintain fire-safe residential buildings

Due to the changing regulatory landscape around design for fire safety, the complexity of the subject and how it is included in other guidance and standards, Healthy Homes deliberately excludes this aspect from the themes and core requirements.

It is noted that there are important interfaces between designing for fire safety and the creation of inclusive, accessible and safe places to live. This includes ensuring safe and dignified egress for all inhabitants and visitors, including those with physical impairments. This not only impacts on the design of physical escape routes but also impacts on communication systems and building management policies and procedures.

Part 2 — Healthy Homes requirements

Healthy Homes is divided into 5 themes, each of which covers a set of core objectives:

- inclusivity
- amenity
- efficiency
- comfort
- control

Inclusivity

Inclusivity objectives are designing:

- accessible homes for people of all ages and abilities
- for visual contrast
- neurodivergent-friendly homes
- for diverse cultural requirements

Amenity

Amenity objectives are:

- meeting minimum internal space standards
- meeting minimum ceiling heights
- providing space to dry clothes
- providing useable private outdoor space
- providing suitable areas for outdoor storage
- creating dwelling frontages that encourage social interaction and passive surveillance

Efficiency

Efficiency objectives are:

- reducing operational energy use and energy bills
- reducing water consumption

- collecting in-use energy performance data
- integrating renewable energy systems
- reducing embodied carbon

Comfort

Comfort objectives are:

- ensuring thermal comfort and mitigating or controlling overheating risk
- providing good levels of ventilation and indoor air quality
- providing good levels of daylight
- providing access to sunlight, views, and fresh air
- reducing noise disturbances from the external environment
- reducing noise disturbances within the home
- reducing airborne toxins from internal finishes

Control

Control objectives are:

- designing for future flexibility
- minimising the costs of maintenance and service charges
- promoting the personalisation of new homes
- designing for dignity
- enabling residents to operate and maintain their home efficiently
- ensuring homes are safe and secure

Summary of Healthy Homes core requirements

We show here where Healthy Homes core requirements exceed the existing statutory minimum requirements.

For full technical definitions and fuller descriptions read the section for each relevant theme.

a.1 — Accessibility

All new homes to meet the M4(2) standard of accessibility.

b.1 and b.2 — Internal space standards and ceiling heights

All homes to comply with the nationally described space standard.

b.3 — Drying space

All homes to identify a dedicated outdoor or indoor facility for drying clothes.

b.4 — Outdoor amenity space

All homes to provide a private outdoor space such as a balcony, terrace, or garden.

b.5 — Outdoor storage

At least 1 cycle storage space should be as easy to access as the car parking provision.

b.6 — Dwelling frontage

No 'reds' under Building for a Healthy Life guidance.

c.1 — Building fabric and energy performance

All homes to meet EPC A rating.

c.5 — Upfront embodied carbon

Carry out a whole life carbon assessment (WLCA) for both homes and wider development infrastructure following RICS WLCA, version 2, 2023.

d.4 — Aspect and, or, views

All homes to be designed to be 'dual aspect' wherever possible. At least 1 habitable room to receive direct sunlight during the daytime.

Inclusivity

An inclusive approach to design ensures homes are accessible, adaptable, and suitable for all, regardless of age or ability. This approach supports aging populations and diverse communities, fostering long-term, equitable living environments.

Inclusivity measures are:

a.1 — Accessibility

Statutory minimum requirement

Compliance with Building Regulations Approved Document Part M Category 1 ‘Visitable dwellings’.

The proportion of new homes to meet Part M Category 2 ‘Accessible and adaptable dwellings’ and Part M4(3) Category 3 ‘Wheelchair dwellings’ is subject to adopted local planning policy.

Healthy Homes core requirements

All homes to be at a minimum M4(2) Category 2 ‘Accessible and adaptable dwellings’ compliant in line with Approved Document M [\[footnote 5\]](#).

In addition, a proportion of new homes to meet Part M4(3) Category 3 ‘Wheelchair dwellings’ should be provided in line with local planning policy [\[footnote 6\]](#).

Healthy Homes good practice enhancements

In addition to the core requirements, all Part M4(2) Category 2 ‘Accessible and adaptable dwellings’, to be designed in accordance with the Habinteg Inclusive Housing Design Guide [\[footnote 7\]](#) enhancements.

All M4(3) Category 3 ‘Wheelchair dwellings’ to be designed in accordance with the Habinteg Inclusive Housing Design Guide enhancements.

Purpose of requirements and, or enhancements

To ensure choice and accessibility for people of all ages and abilities including physically disabled people.

a.2 — Visual contrast

Statutory minimum requirement

Approved Document M volume 1 provides no guidance in relation to this subject.

Non-statutory guidance for visual contrast within dwellings and communal circulation is provided in BS 9266:2013 ‘Design of accessible

and adaptable general needs housing’.

General guidance on visual contrast is provided in BS 8300 2018:2 ‘Design of an accessible and inclusive built environment’ – Buildings.

Healthy Homes core requirements

No additional requirements beyond the statutory minimum.

Healthy Homes good practice enhancements

All communal circulation areas (that is to say, to apartment buildings) should provide visual contrast between key internal surfaces in accordance with BS 9266:2013 and BS 8300:2018.

This includes visual contrast between

- floors and walls
- doors and ironmongery
- walls and controls
- walls and signage

Purpose of requirements and, or enhancements

To assist people with visual impairment.

a.3 — Neurodivergent-friendly homes

Statutory minimum requirement:

Approved Document M volume 1 provides no guidance in relation to this subject.

Non-statutory guidance is provided in PAS 6463:2022 ‘Design for the Mind. Neurodiversity and the Built Environment’.

Healthy Homes core requirements

No additional requirements beyond statutory minimum.

Healthy Homes good practice enhancements

Design and development teams should demonstrate how appropriate community engagement has been undertaken, as outlined in the RIBA Inclusive Design Overlay [\[footnote 8\]](#), to identify specific cultural requirements. This may include:

- a) The inclusion of an internal ‘transitional space’ (for example, hallway) in plan layouts to provide a buffer between external and, or, shared

circulation spaces and private habitable rooms.

b) Provision of logical and consistent plan arrangements (such as avoiding complex or disorienting layouts).

c) Where internal colours and finishes are specified to communal and circulation areas (for example, to apartment buildings), consider the use of low-gloss finishes, low chroma colours and avoid the use of strong patterns.

d) Dimmable lights and temperature controls should be provided to habitable rooms to allow residents to tailor their indoor environment to their sensory needs.

e) Where blinds are specified and installed to habitable rooms, these should be 'blackout' type to allow full control over internal daylight levels.

f) The consideration of incorporating smaller 'retreat space' — such as enclosed spaces or alcoves within homes where residents can retreat and self-regulate.

Refer to PAS 6463:2022 'Design for the Mind. Neurodiversity and the Built Environment' for further guidance.

Purpose of requirements and, or enhancements

To assist neurodivergent people.

a.4 — Designing for diverse cultural requirements

Statutory minimum requirement

The Approved Documents provide no guidance in relation to this subject.

Healthy Homes core requirements

No additional requirements beyond statutory minimum.

Healthy Homes good practice enhancements

Design and development teams should demonstrate how appropriate community engagement has been undertaken (as outlined in the RIBA Inclusive Design Overlay [\[footnote 8\]](#)) to identify specific cultural requirements. This may include:

a) Separate cooking and dining spaces.

b) Larger kitchens to accommodate specific cooking and, or, eating conventions.

- c) Flexible living spaces that can be adapted for large family gatherings.
- d) Multi-generational house types or living arrangements.
- e) Room arrangements that align with specific religious or cultural practices.

Purpose of requirements and, or enhancements

To ensure that new homes meet the requirements of the local community.

Amenity

Sufficient space and amenities promote residents' comfort and mental wellbeing, as well as improving the flexibility for households to host guests, additional family members, or pets. The provision of sufficient private outdoor space has also been demonstrated to have a beneficial impact on health and wellbeing. This helps to promote healthier living environments as well as improving a household's resilience if and when their circumstances change.

Amenity measures are:

b.1 — Internal space standards

Statutory minimum requirement

Compliance with the nationally described space standards (NDSS) and other space standards varies according to adopted local planning policy [\[footnote 9\]](#).

Healthy Homes core requirements

All homes to comply with NDSS.

Healthy Homes good practice enhancements

In addition to core requirements, the combined floor area of living, dining and kitchen spaces within Healthy Homes should meet the following minimums for the designed occupancy level:

- 1 person — 21 metres²
- 2 people — 23 metres²
- 3 people — 25 metres²
- 4 people — 27 metres²

- 5 people — 29 metres²
- 6 people — 31 metres²

Purpose of requirements and, or enhancements

To provide sufficient internal space and storage for comfortable, healthy living.

b.2 — Ceiling heights

Statutory minimum requirement

Compliance with NDSS and other space standards varies according to adopted local planning policy.

Healthy Homes core requirements

All homes to comply with NDSS (2.3 metres for 75% of the interior floor area).

Healthy Homes good practice enhancements

Healthy Homes should provide a minimum ceiling height of 2.4 metres for 75% of the internal floor area.

Purpose of requirements and, or enhancements

To provide sufficient ceiling height for comfort, ventilation, and daylighting.

b.3 — Drying space

Statutory minimum requirement

Approved Document Part F requires ventilation to a ‘wet room’, which is defined as a room used for domestic activities that produce significant amounts of airborne moisture.

Healthy Homes core requirements

Healthy Homes should identify a dedicated outdoor or indoor facility for drying clothes, of a size appropriate to the designed occupancy. Refer to the BREEAM Home Quality Mark (section 7.1) for recommended provision [\[footnote 10\]](#).

Healthy Homes good practice enhancements

As the core requirements.

Purpose of requirements and, or enhancements

To provide access to sufficient and convenient drying space; to reduce the effect drying clothes inside has on occupants' health and to the reduce amount of energy used.

b.4 — Private outdoor amenity space

Statutory minimum requirement

No statutory minimum requirements for new homes. Specific guidance may be applied through adopted local planning policy.

Healthy Homes core requirements

In line with 'Building for a Healthy Life' recommendations, provide private outdoor space such as a balcony, terrace, or garden to each home [\[footnote 11\]](#).

Healthy Homes good practice enhancements

In line with 'Building for a Healthy Life' recommendations, provide a private outdoor space such as a balcony, terrace, or garden to each home. The minimum area of private outdoor space is 5 metres² for homes with 1 to 2 bedspaces, with a minimum depth and width of 1.5 metres. An additional 1 metre² of outdoor space should be provided for every additional bedspace.

Purpose of requirements and, or enhancements

To enhance residents' mental health and wellbeing; to provide space for socialising, planting and growing food, and drying clothes.

b.5 — Outdoor storage

Statutory minimum requirement

Requirements for residential refuse and cycle storage typically determined by adopted local planning policy.

Healthy Homes core requirements

A variety of cycle parking should be provided to reflect the house and street type [\[footnote 12\]](#).

At least 1 cycle storage space should be as easy to access as the car.

Healthy Homes good practice enhancements

Homes should be designed to accommodate appropriate storage for bicycles, bins, and, where appropriate, mobility scooters. This space should be provided in addition to the minimum areas of private outdoor space.

A variety of cycle parking should be provided to reflect the house and street type [\[footnote 13\]](#).

If relying on rear garden storage solutions (for example, for terraces and townhouses), direct access to the street should be provided.

Where rear garden access is not feasible, secure covered storage should be provided in communal storage areas, appropriately sized private garages, or front gardens.

Where front garden storage is provided, it should be designed to be integrated into the frontage and avoid obstructing ground-floor windows.

Purpose of requirements and, or enhancements

To provide sufficient, practical, and accessible outdoor storage space.

b.6 — Dwelling frontage

Statutory minimum requirement

No statutory minimum requirements.

Specific guidance may be applied through adopted local planning policy.

Healthy Homes core requirements

No “reds” under ‘Building for a Healthy Life’ [\[footnote 14\]](#).

Healthy Homes good practice enhancements

In addition to the core requirements, design and development teams should demonstrate how frontages are designed in line with ‘Building for Healthy Life’ [\[footnote 15\]](#) ‘green’ recommendations including:

- a) Providing defensible space and strong, robust boundary treatments.
- b) Providing boundary treatments that add ecological value and, or, reinforce distinctive local characteristics.

- c) Providing front garden spaces that create opportunities for social interaction.
- d) Providing ground floor apartments and maisonettes with their own front doors and semi-private amenity spaces help to activate the street.
- e) Providing terraces, balconies, or access decks that overlook street and increase natural surveillance.
- f) Avoiding 'left-over' spaces, that is, those with no clear public or private function.

Purpose of requirements and, or enhancements

To encourage social interaction and passive surveillance.

Efficiency

Well-insulated homes with efficient heating and water supply systems help to ensure a comfortable indoor environment while reducing bills for residents. A highly efficient approach to housing design helps to improve wellbeing and address fuel poverty, while also aligning with the UK's net-zero targets.

Efficiency measures are:

c.1 — Building fabric and energy performance

Statutory minimum requirement

Compliance with Approved Document Part L volume 1 to demonstrate compliance with the Building Regulations 2010, Schedule 1, Part L [\[footnote 16\]](#).

Healthy Homes core requirements

Homes should achieve EPC A rating (or updated equivalent New Building Performance Regime value).

Healthy Homes good practice enhancements

The space heating demand to be a maximum of 15 kilowatt-hour per metre² per year or peak heating load to be a maximum of 10 watts per metre² in accordance with the Passivhaus standard. [\[footnote 17\]](#).

Purpose of requirements and, or enhancements

To reduce carbon emissions and ensure homes are highly efficient to heat and to reduce associated heating costs and bills.

c.2 — Water consumption

Statutory minimum requirement

Compliance with Approved Document Part G (to demonstrate compliance with the Building Regulations 2010, Schedule 1, Part G).

The Building Regulations 2010, regulation 36 requires new homes to have a maximum estimated daily water consumption of 125 litres per person per day (LPPPD). This requirement can be reduced to 110 LPPPD, subject to local planning policy.

Healthy Homes core requirements

No additional requirements beyond statutory minimum

Healthy Homes good practice enhancements

The estimated water consumption of Healthy Homes should not exceed 105 LPPPD, in line with London Plan guidance.

Purpose of requirements and, or enhancements

To reduce excessive water consumption and to reduce associated water costs and bills.

c.3 — Renewable energy

Statutory minimum requirement

The Building Regulations 2010 Part 6 requires applicants to confirm their strategy which should ‘analyse and take into account’ the use of renewable energy systems [\[footnote 18\]](#).

Healthy Homes core standards

No additional requirements beyond statutory minimum.

Healthy Homes good practice enhancements

Design and development teams should demonstrate how potential for on-site renewable energy has been maximised through the massing,

orientation, roofscape and house-type design.

Purpose of requirements and, or enhancements

To reduce carbon emissions and to contribute to heating and lighting costs.

c.4 — Energy metering

Statutory minimum requirement

The rollout of smart meters is UK government policy and is now common practice for new homes.

Healthy Homes core requirements

No additional requirements beyond statutory minimum.

Healthy Homes good practice enhancements

Provide a smart meter to allow monitoring of:

- daily energy use
- annual building energy consumption
- energy generation from renewables

Purpose of requirements and, or enhancements

To provide feedback to residents on energy costs and renewable generation.

c.5 — Upfront embodied carbon

Statutory minimum requirement:

Approved Document L volume 1 provides no guidance in relation to this subject.

Healthy Homes core requirements

Carry out a Whole Life Carbon Assessment (WLCA) for both homes and wider development infrastructure following RICS WLCA version 2, 2023.

Detailed WLCA guidance and templates are available from Homes England on request.

Healthy Homes good practice enhancements

In addition to the core requirements, upfront embodied carbon (A1 to A5) for new developments should target a value of less than 400kg per metre³.

Purpose of requirements and, or enhancements

To reduce carbon emissions and ensure homes use natural resources efficiently.

Comfort

Thermal comfort, daylight and ventilation are essential aspects of Healthy Homes to reduce health risks and enhance residents' overall sense of wellbeing. Thermal comfort and ventilation are closely linked to the efficiency measures set out in the previous section, which work together to prevent common issues such as damp, mould and condensation. Another increasingly significant health risk in existing and new-build homes is overheating. This risk is likely to increase as a result of future climate change and is particularly significant for older and more vulnerable people. [\[footnote 19\]](#)

Comfort measures include:

d.1 — Overheating

Statutory minimum requirement

Compliance with Approved Document Part O to demonstrate compliance with the Building Regulations 2010, Schedule 1, Part O, for thermal comfort and indoor air quality [\[footnote 20\]](#).

Healthy Homes core requirements

No additional requirements beyond statutory minimum.

Healthy Homes good practice enhancements

Healthy Homes should be designed so that indoor temperatures do not exceed 25°C for more than 10% of the year, in accordance with the Passivhaus standard [\[footnote 21\]](#).

Overheating scenarios should be tested for a representative sample of homes for the following future (2050) scenarios [\[footnote 22\]](#):

- a heatwave (Design Summer Year (DSY) 2)
- a prolonged summer (DSY 3)

In addition, the following passive measures should be considered for all homes [\[footnote 23\]](#):

- shading systems (for example, external shades, balconies or overhangs) to south and west facades to prevent excessive solar gain during summer months
- natural shading devices such as tree planting adjacent to facades at risk of overheating
- the incorporation of thermal mass elements to external walls, floors or internal walls

Purpose of requirements and, or enhancements

To avoid or mitigate overheating and its associated health and wellbeing risks.

d.2 — Ventilation and indoor air quality

Statutory minimum requirement

Compliance with Approved Document Part F, to demonstrate compliance with the Building Regulations 2010, Schedule 1, Part F, for background and purge ventilation rates.

Healthy Homes core requirements

No additional requirements beyond statutory minimum.

Healthy Homes good practice enhancements

The preferred ventilation strategy for Healthy Homes is a high-efficiency (greater than 75% efficient) Mechanically Ventilated Heat Recovery (MVHR) system, designed in accordance with the Passivhaus standard [\[footnote 24\]](#).

In addition to the MVHR system, openable windows or louvre panels should be provided to habitable rooms to provide access to fresh air and purge ventilation.

Purpose of requirements and, or enhancements

To ensure sufficient levels of ventilation and fresh air within the home throughout the year while reducing heat losses.

d.3 — Daylight

Statutory minimum requirement

No statutory minimum requirement.

Specific guidance may be applied through adopted local planning policy.

Healthy Homes core requirements

No additional requirements beyond statutory minimum.

Healthy Homes good practice enhancements

A daylighting assessment should be carried out in line with BRE guidance, with habitable rooms to meet the recommendations of BS EN 17037:2018, 'Daylight in buildings' [\[footnote 25\]](#).

Daylighting assessments should be analysed together with overheating assessments to determine the optimal balance for glazing ratios to different building orientations.

Purpose of requirements and, or enhancements

To balance:

- daylight provision
- views out
- exposure to sunlight
- glare protection within the home

d.4 — Aspect and views

Statutory minimum requirement

No statutory minimum requirement.

Specific guidance may be applied through adopted local planning policy.

Healthy Homes core requirements

At least 1 habitable room within a Healthy Home should receive direct sunlight during the daytime [\[footnote 26\]](#) — preferably the living space and, or, dining space.

The location of the main living, dining space, and private outdoor amenity space within a Healthy Home should be optimised to make the most of the best views and the orientation.

Healthy Homes should be designed to be ‘dual aspect’ [\[footnote 27\]](#) wherever possible to improve access to daylight, views, and to facilitate cross ventilation. Where ‘single aspect’ homes are proposed, assessments must demonstrate that homes have adequate passive ventilation, daylight, do not overheat, and that homes do not rely on energy intensive mechanical cooling systems.

‘Single aspect’ homes with windows that only face north (that is, between north east and north west) should be avoided.

Healthy Homes good practice enhancements

As per the core requirements.

Purpose of requirements and, or enhancements

To improve residents’ connection to the outdoors and overall sense of wellbeing.

d.5 — External noise

Statutory minimum requirement

Guidance on appropriate noise levels for new homes is provided in BS 8233:2014. This guidance is commonly referenced within adopted local planning policy, which may require a noise assessment (subject to site location).

Compliance with the Building Regulations 2010, Schedule 1, Part O also requires consideration of noise in relation to openable windows for ventilation purposes, particularly during night-time hours.

Healthy Homes core requirements

No additional requirements beyond statutory minimum

Healthy Homes good practice enhancements

Ventilation strategies and building fabric to be selected to provide appropriate internal noise levels.

Where possible, Healthy Homes should be designed to locate habitable rooms away from significant noise sources, including:

- busy roads, railways or nearby buildings that generate excessive noise
- circulation corridors, stairs, and lifts
- bin, cycle, and mobility scooter stores
- plant rooms and other noise-generating ancillary spaces.

Where this is not possible, design teams should demonstrate how external noise has been mitigated, such as the use of winter gardens or attenuated louvres.

Purpose of requirements and, or enhancements

To reduce noise disturbances within the home that impact on residents' health and wellbeing.

d.6 — Sound resistance

Statutory minimum requirement

Compliance with Approved Document Part E, to demonstrate compliance with the Building Regulations 2010, Schedule 1, Part E, for impact and airborne noise).

Healthy Homes core requirements

No additional requirements beyond statutory minimum.

Healthy Homes good practice enhancements

Where it is identified that residents are more vulnerable or susceptible to noise disturbance, an uplift to the minimum requirements of Part E should be considered. This includes party walls, party floors, and internal wall and floors. Refer to the BREEAM Home Quality Mark (section 4.4) for recommended impact and airborne noise targets [\[footnote 28\]](#).

Purpose of requirements and, or enhancements

To ensure adequate acoustic separation between rooms and homes.

d.7 — Low volatile organic compounds (VOC) internal finishes

Statutory minimum requirement

No statutory minimum requirements.

Healthy Homes core requirements

No additional requirements beyond statutory minimum.

Healthy Homes good practice enhancements

All internal finishes within a Healthy Home should be specified as low-VOC. This includes:

- interior paints and coatings
- sealants
- flooring materials

Purpose of requirements and, or enhancements

To reduce the potential risks from airborne toxins.

Control

Providing residents with a sense of control is key to fostering a sense of ownership, identity, and mental wellbeing. This section covers the ways in which residents might control how a home looks, operates, and can be adapted in future. This approach helps to create homes that support a diverse range of lifestyles and encourages sustainable communities.

Control measures are:

e.1 — Future adaptation and extension

Statutory minimum requirement

No statutory minimum requirement.

Healthy Homes core requirements

No additional requirements beyond statutory minimum.

Healthy Homes good practice enhancements

Design and development teams should demonstrate how future adaptability measures have been in considered in the design of Healthy Homes, including:

- a) Potential for future changes to internal layout, for example, by minimising load-bearing walls within the layout.
- b) Potential to combine or sub-divide bedrooms while maintaining access to sufficient daylight and ventilation.
- c) Potential for creating a dedicated, contained home-working space [\[footnote 29\]](#).
- d) For houses and bungalows, potential for future rear or side extension, for example, by locating incoming services and drainage away from potential extension zones.
- e) For houses and bungalows, potential for extension into the roof space, for example, by considering the future location of additional stairs.

Purpose of requirements and, or enhancements

To provide flexibility to meet occupants' needs over a building's lifetime.

e.2 — Future maintenance and service charges

Statutory minimum requirement

No statutory minimum requirement.

Healthy Homes core requirements

No additional requirements beyond the statutory minimum.

Healthy Homes good practice enhancements

Design and development teams should demonstrate how measures to reduce maintenance and service charges have been in considered in the design process, including:

- a) Reducing the areas of treated communal space within apartment blocks, for example, by using deck access strategies.

b) Considering robust and easy-clean finishes to communal areas within apartment block.

c) Considering future access and maintenance strategies, for example, roof outlet cleaning, photovoltaic (PV) access, window cleaning, and glass replacement.

Purpose of requirements and, or enhancements

To minimise the costs of maintenance and service charges for residents.

e.3 — Personalisation

Statutory minimum requirement

No statutory minimum requirement.

Healthy Homes core requirements

No additional requirements beyond statutory minimum.

Healthy Homes good practice enhancements

Design and development teams should demonstrate how personalisation measures have been in considered in the design, including:

a) Individualised front door colours.

b) Provision of front gardens or planting areas.

c) A window or display space adjacent to the front door for the display of personal items.

Purpose of requirements and, or enhancements

To create a sense of ownership; to assist people with neurological conditions or memory loss.

e.4 — Dignity

Statutory minimum requirement

No statutory minimum requirement.

Healthy Homes core requirements

No additional requirements beyond statutory minimum.

Healthy Homes good practice enhancements

Plan layouts should be designed to ensure that there is no direct line of sight from habitable rooms into bathrooms or shower rooms (excluding ensuites).

Purpose of requirements and, or enhancements

To maintain the dignity of occupants and visitors.

e.5 — Home user guides

Statutory minimum requirement

A home user guide is a requirement in line with guidance in the Building Regulations 2010 [\[footnote 30\]](#).

Healthy Homes core requirements

No additional requirements beyond statutory minimum.

Healthy Homes good practice enhancements

The home user guide should contain non-technical advice on ventilation, heating and domestic hot water, on-site electricity generation and staying cool in hot weather.

Purpose of requirements and, or enhancements

To enable residents to operate and maintain the home in a healthy and energy efficient manner.

e.6 — Physical security

Statutory minimum requirement

Compliance with the Building Regulations 2010, Schedule 1, Part Q.

Healthy Homes core requirements

No additional requirements beyond statutory minimum.

Healthy Homes good practice enhancements

In addition to Part Q, Healthy Homes should comply with the requirements of Secure by Design Residential Guide - Section 2A 'Physical security for new homes' [\[footnote 31\]](#).

It is recommended that design and development teams engage with the local architectural liaison officer (ALO) during the design process to determine any specific local issues and, or, recommendations.

Purpose of requirements and, or enhancements

To ensure the physical security of new homes.

-
1. [Building for a Healthy Life — Urban Design Group](https://www.udg.org.uk/publications/othermanuals/building-healthy-life)
(<https://www.udg.org.uk/publications/othermanuals/building-healthy-life>)
 2. [Neurodiversity and the Built Environment — PAS 6463:2022 — BSI](https://www.bsigroup.com/en-GB/insights-and-media/insights/brochures/pas-6463-design-for-the-mind-neurodiversity-and-the-built-environment/)
(<https://www.bsigroup.com/en-GB/insights-and-media/insights/brochures/pas-6463-design-for-the-mind-neurodiversity-and-the-built-environment/>)
 3. [Inclusive Design Overlay to the RIBA Plan of Work — RIBA](https://www.architecture.com/knowledge-and-resources/resources-landing-page/inclusive-design-overlay-to-riba-plan-of-work)
(<https://www.architecture.com/knowledge-and-resources/resources-landing-page/inclusive-design-overlay-to-riba-plan-of-work>)
 4. [Passivhaus Overlay to the RIBA Plan of Work — RIBA](https://www.architecture.com/knowledge-and-resources/resources-landing-page/passivhaus-overlay-to-the-riba-plan-of-work)
(<https://www.architecture.com/knowledge-and-resources/resources-landing-page/passivhaus-overlay-to-the-riba-plan-of-work>)
 5. In some specific circumstances, the provision of a lift to provide step-free access to upper floor apartments and maisonettes may not be achievable (as required for Part M Category 2 dwellings). Flexibility in the application of this guidance should be considered in the following circumstances: specific small-scale infill developments, flats above shops or garages, stacked maisonettes where the potential for decked access to lifts is restricted. A lift should always be provided in apartment developments greater than 4 storeys.
 6. The proportion of M4(3) Category 3 'Wheelchair dwellings' may need to be higher where specific accessibility needs have been identified by the housing provider or local authority.
 7. [The Inclusive Housing Design Guide — Habinteg Housing Association](https://www.habinteg.org.uk/the-inclusive-housing-design-guide)
(<https://www.habinteg.org.uk/the-inclusive-housing-design-guide>)
 8. [Inclusive Design Overlay to RIBA Plan of Work](https://www.riba.org/work/insights-and-resources/inclusive-design-overlay-to-riba-plan-of-work/)
(<https://www.riba.org/work/insights-and-resources/inclusive-design-overlay-to-riba-plan-of-work/>)
 9. [Technical housing standards - nationally described space standard](https://www.gov.uk/government/publications/technical-housing-standards-nationally-described-space-standard)
(<https://www.gov.uk/government/publications/technical-housing-standards-nationally-described-space-standard>)

10. [BREEAM New Construction Residential version 6.1 section 7.1 \(2025\) \(.pdf\) — BRE \(https://files.bregroup.com/breeam/technicalmanuals/SD260-BREEAM-UK-New-Construction-Residential-Version-6.1-Technical-Manual.pdf\)](https://files.bregroup.com/breeam/technicalmanuals/SD260-BREEAM-UK-New-Construction-Residential-Version-6.1-Technical-Manual.pdf)
11. Some specialist forms of housing, such as later living or co-living, may benefit alternatives to private amenity spaces. This may include from shared, clustered, or communal outdoor amenity spaces. Where alternatives to private amenity spaces are proposed, justification should be provided by design and development teams.
12. Refer to [‘Car and cycle parking - What works where’ - English Partnerships \(.pdf\) on Ipswich Borough Council website \(https://www.ipswich.gov.uk/sites/ipswich/files/m-files/ncd42_-_car_parking_what_works_where.pdf\)](https://www.ipswich.gov.uk/sites/ipswich/files/m-files/ncd42_-_car_parking_what_works_where.pdf)
13. Refer to [‘Car and cycle parking - What works where’ - English Partnerships \(.pdf\) on Ipswich Borough Council website \(https://www.ipswich.gov.uk/sites/ipswich/files/m-files/ncd42_-_car_parking_what_works_where.pdf\)](https://www.ipswich.gov.uk/sites/ipswich/files/m-files/ncd42_-_car_parking_what_works_where.pdf)
14. [Building for a Healthy Life — Urban Design Group \(https://www.udg.org.uk/publications/othermanuals/building-healthy-life\)](https://www.udg.org.uk/publications/othermanuals/building-healthy-life)
15. [Building for a Healthy Life —Urban Design Group \(https://www.udg.org.uk/publications/othermanuals/building-healthy-life\)](https://www.udg.org.uk/publications/othermanuals/building-healthy-life)
16. [Approved Document Part L: Conservation of fuel and power \(https://www.gov.uk/government/publications/conservation-of-fuel-and-power-approved-document-l\)](https://www.gov.uk/government/publications/conservation-of-fuel-and-power-approved-document-l) is due to be revised in line with the ‘Future Homes’ Standard (FHS) in 2025.
17. Space heating and peak heating load in line with Passivhaus performance targets for a European climate. Enhancements above current Building Regulations are likely to be required to meet this target including levels of insulation, airtightness, low thermal bridging, and a high-efficiency MVHR system. Read [What is Passivhaus? — Passivhaus Trust \(https://www.passivhaustrust.org.uk/what_is_passivhaus.php\)](https://www.passivhaustrust.org.uk/what_is_passivhaus.php).
18. The integration of renewable energy systems such as photovoltaic panels is also likely to be required for compliance with the Future Homes Standard (FHS).
19. [Good Homes Alliance — Overheating in New Homes \(2019\) guidance \(https://goodhomes.org.uk/overheating-in-new-homes\)](https://goodhomes.org.uk/overheating-in-new-homes)
20. [Approved Document Part O \(https://www.gov.uk/government/publications/overheating-approved-document-o\)](https://www.gov.uk/government/publications/overheating-approved-document-o) includes a requirement for an overheating assessment via Simplified Method or Dynamic Thermal Modelling.
21. Space heating and Peak heating load in line with Passivhaus performance targets for a European Climate. Enhancements above current Building Regulations are likely to be required to meet this target including levels of insulation, airtightness, low thermal bridging, and a

high-efficiency MVHR system. Read [What is Passivhaus? — Passivhaus Trust](https://www.passivhaustrust.org.uk/what_is_passivhaus.php) (https://www.passivhaustrust.org.uk/what_is_passivhaus.php).

22. [TM 59 — Design Methodology for the assessment of overheating risk in homes \(2017\)](https://www.cibse.org/knowledge-research/knowledge-portal/technical-memorandum-59-design-methodology-for-the-assessment-of-overheating-risk-in-homes) — CIBSE (<https://www.cibse.org/knowledge-research/knowledge-portal/technical-memorandum-59-design-methodology-for-the-assessment-of-overheating-risk-in-homes>) ‘DSY 2’ is a short sharp heatwave and ‘DSY 3’ is a prolonged summer.
23. [Avoiding summer overheating \(2021\)](https://passivhaus.uk/keeping-cool-avoiding-overheating-risks/) — Passivhaus Trust (<https://passivhaus.uk/keeping-cool-avoiding-overheating-risks/>)
24. Space heating and peak heating load in line with Passivhaus performance targets for a European climate. Enhancements above current Building Regulations are likely to be required to meet this target including levels of insulation, airtightness, low thermal bridging, and a high-efficiency MVHR system. Read [What is Passivhaus? \(Passivhaus Trust\)](https://www.passivhaustrust.org.uk/what_is_passivhaus.php) (https://www.passivhaustrust.org.uk/what_is_passivhaus.php).
25. [Site layout planning for daylight and sunlight: a guide to good practice \(BR 209\) \(2022 edition\) \(Paid-for publication\)](https://bregroup.com/store/bookshop/site-layout-planning-for-daylight-and-sunlight-a-guide-to-good-practice-br-209-2022-edition) — BRE (<https://bregroup.com/store/bookshop/site-layout-planning-for-daylight-and-sunlight-a-guide-to-good-practice-br-209-2022-edition>)
26. For the purposes this standard, design teams should demonstrate that at least 1 habitable room receives some direct sunlight for at least 1 hour on the Spring Equinox (around 20 or 21 March in the Northern Hemisphere). For larger developments this should be demonstrated using a representative sample of homes, including worst-case examples.
27. Refer to [London Housing Design Standards](https://www.london.gov.uk/programmes-strategies/planning/implementing-london-plan/london-plan-guidance/housing-design-standards-lpg) (<https://www.london.gov.uk/programmes-strategies/planning/implementing-london-plan/london-plan-guidance/housing-design-standards-lpg>) - Appendix 3 - for definitions of ‘single aspect’ and ‘dual aspect’.
28. [BREEAM New Construction Residential Version 6.1](https://breeam.com/en/web/bre-group/news/breeam-news-version-6-1-launched) (<https://breeam.com/en/web/bre-group/news/breeam-news-version-6-1-launched>), section 4.4 (2025)
29. To avoid being counted as a bedroom under the NDSS, the floor area of the home-working space should be less than 7.5 metres².
30. [Home user guide template and ventilation guide](https://www.gov.uk/government/publications/home-user-guide-template) (<https://www.gov.uk/government/publications/home-user-guide-template>)
31. [Design guides — Secured by Design](https://www.securedbydesign.com/guidance/design-guides) (<https://www.securedbydesign.com/guidance/design-guides>)



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City of York Council and Centre for Applied Human Rights

Human Rights and Equity Analysis Tool (HREAT)

An Equality Analysis Tool is an evidence-based approach designed to help organisations ensure that any Policy, Criterion or Practice (PCP), is fair and does not create barriers or disadvantage any protected groups from participation. This covers both strategic and operational activities.

City of York Council (CYC) combines this approach with York's commitment as a Human Rights City to produce a Human Rights and Equity Analysis Tool (HREAT).

This document enables CYC to evidence its legal duty to give 'due regard' to those with protected characteristics under the Equality Act and consider Human Rights at the same time.

Whether a HREAT is needed or not will depend on the likely impact that a PCP may have and relevance of the activity to equity and Human Rights.

The HREAT should be started when the need for a new PCP is first identified, or when an existing one is reviewed. It is essential to continue to update the HREIA during the life of the PCP, as and when new information is learned. It is not complete until the PCP is complete.

Non-discrimination is a minimum standard. The development of the HREAT should prompt critical discussion and highlight disproportionate impacts.

Balancing residents' rights and CYC duties can be very complex and sometimes there will be no 'win-win', so compromises or mitigations may need to be identified to ensure the best outcomes.

Finally, the value in a HREAT is in both the short and long term, by investing in this process CYC will create robust, meaningful, and empowering policies that are more likely to stand the test of time.

Who is submitting the proposal?

Directorate	Housing & Communities / City Development		
Service Area	Housing Delivery Programme (HDP) / Development and regeneration		
Name of proposal	Housing Delivery Programme Delivery Strategy		
Lead Officer	Zoe Dunn, Head of Housing Delivery		
Date Assessment Started	March 2026		
Date Assessment Completed	March 2026		
Names of those who contributed to the assessment			
Name	Job Title	Organisation	Area of Expertise
Zoe Dunn	Head of Housing Delivery	CYC	Housing delivery and regeneration
Laura Swischowski	Head of Equity, Diversity and Inclusion	CYC	Equity, Diversity and Inclusion

1.1

What is the purpose of the proposal

Please explain your proposal in plain English avoiding acronyms and jargon. Consider using Age 9 English.

1. City of York Council has built a strong, proven track record of delivering high-quality homes and placemaking. Through the Housing Delivery Programme (**HDP**), the Council has successfully delivered new homes at Lowfield Green, Duncombe Square and Burnholme Green. The Council has also completed refurbishment and retrofit at Bell Farm, redevelopment of Marjorie Waite Court, Lincoln Court and a refurbishment of Glen Lodge.
2. The Council has, over recent years, committed to delivering 100% affordable homes on a number of Council-owned sites and is actively progressing this commitment. This includes demolishing buildings at Ordnance Lane and securing a new planning permission; developing a new business case for Castle Mills; submitting a planning application for Willow House and advancing regeneration proposals for Walmgate; and bringing forward proposals for supported housing at Lowfield Plot A. The Council has also developed a programme to improve and expand Gypsy and Traveller accommodation in the city. The Council has secured significant external grant funding to help unlock delivery. Each of these proposals has been shaped through extensive engagement with local communities and stakeholders to ensure they meet York's housing needs. The Council also continues to work in partnership with Registered Providers (**RPs**) to bring forward delivery of 100% affordable housing on smaller Council sites.
3. To unlock the next phase of delivery, develop at pace and scale, and with reduced risk to the Council - this report seeks approval for a new long-term Delivery Strategy. The Strategy proposes appointing a Strategic Delivery Partner (such as a housebuilder or contractor) to deliver new build housing within the HDP pipeline. This partnership approach is designed to accelerate delivery and strengthen resilience in challenging market conditions, while also supporting wider ambitions across the public estate, including opportunities linked to One Public Estate, health-estate renewal and neighbourhood-based regeneration.
4. Through this Partnership, the Council will aim to deliver over 315 new affordable homes (subject to planning and viability) across an initial phase of five Council-owned sites: Ordnance Lane, Willow House, Lowfield Plot A, Castle Mills and Manor School. Ordnance Lane and Willow House are anticipated to start on site with early site mobilisation and preparation activity shortly after contracts are agreed. Demolition work at Willow House is

expected to start over the next few months, in readiness for the Strategic Delivery Partner to build the new homes.

5. The Delivery Strategy has also been designed as a flexible vehicle for future growth, capable of supporting the delivery of additional sites in the HDP, as well as major strategic sites that may come forward through wider Council asset programmes or One Public Estate partnership work. This includes complex public sector or brownfield regeneration opportunities involving NHS, Ministry of Defence or other public landholdings. The proposed governance and delegations ensure that (subject to future Executive decisions) the Partnership can enable faster, more coordinated delivery across the wider public sector estate, contributing to citywide ambitions for new homes, regeneration, health facilities, community spaces and placemaking. The scale and scope of delivery achieved through the Partnership will be subject to governance, viability, market appetite and prevailing market conditions.
6. The proposal responds directly to the current economic climate and the continued need to deliver affordable homes at pace and scale. A programme-based long-term Delivery Strategy aims to secure greater value, consistency and efficiency. Crucially, it also creates a platform to deliver a lasting social value legacy for York, with a city focused long-term Social Value Plan aligned to the Council Plan's priorities. The Strategic Delivery Partner will be required to invest in local skills, employment, apprenticeships and York's supply chain, ensuring the benefits extend well beyond the construction period and contribute meaningfully to the city's long-term social and economic wellbeing.
7. The Partnership is envisaged to support delivery over the long-term, over a period of approximately 10 years, with potential 5-year extensions, subject to partner performance and CYC approvals on a site-by-site or group basis. The Partnership does not guarantee work to the Partner, with all schemes subject to separate business cases, viability testing, governance and site-by-site contract awards.
8. The Partnership model promotes collaborative programme management, drawing on the Partner's technical expertise to lead design development, planning, and delivery. Designs and planning applications will continue to be developed in line with CYC requirements and in consultation with local residents and stakeholders. The Council will act as a robust client and contract manager, retaining control over key design, quality, tenure and specification requirements, with the Partner acting as development and delivery manager. The Council's internal teams will continue to play a central role in programme leadership, design oversight, quality assurance, and community engagement.

9. Under this Strategy, the Council is anticipated to retain strong control over the delivery of each scheme, with site-specific contract awards and detailed, robust contractual requirements. No major construction contract will proceed without an updated business case being brought back to Executive for approval.
10. The Strategy promotes improved cost certainty and programme management by effectively aligning key delivery risks, such as design development and planning, with the Partner, while the Council retains strong control and oversight.
11. To support this Strategy and the wider work of the HDP, the Council plans to procure an expert client-side multidisciplinary professional team, providing specialist cost, commercial, design, contract administration, site inspection, viability and technical advice and oversight. This team will support the Council in ensuring robust programme management. The Council also has experience of development partnership working as part of its engagement on York Central.
12. To safeguard the delivery of 100% affordable housing schemes, this report proposes a necessary shift from the current requirement in the HDP Design Manual to deliver Passivhaus-certified homes. This proposal is driven by the fact that the current programme has not secured a sufficiently strong response from the market to build the new homes. A combination of factors has contributed to this position including current market conditions, risk allocation, and the complexity and buildability of schemes as presently configured, including the requirements associated with Passivhaus-certification, alongside the affordability challenges associated with the current approach.
13. It is proposed that new homes are delivered to the Homes England Healthy Homes Standard (**Annex A**) to ensure that new homes support residents' health, comfort, and wellbeing. This Standard maintains a high-quality, low carbon approach. It achieves EPC A rating on all houses, as well as flats where technically achievable. As flatted developments have less roof space relative to the number of homes, this can constrain the amount of onsite solar PV available to support achieving EPC A ratings. New homes will also exceed current national Building Regulations and align with the forthcoming Future Homes Standard. The Council is also reviewing potential enhancements, such as consideration of recognised approaches to building energy performance, such as the Association for Environment Conscious Building (AECB). The proposed approach aims to safeguard the delivery of much-needed genuinely affordable housing, by ensuring that homes are affordable to build, manage and maintain over the long-term.

Step 1 – Aims and intended outcomes

1.2	Are there any external considerations?
	Legislation / government directive / codes of practice etc.
	Equality Act 2010 (Public Sector Equality Duty), Human Rights Act 1998, Subsidy Control Act 2022, Procurement Act 2023/PCR 2015, Housing Act 1985, Local Government Acts 1972/2003/2011, Homes England and other grant funders' funding/standards.
1.3	Who are the stakeholders and what are their interests?
	Consider both internal and external stakeholders.
	Council tenants and applicants (including disabled residents, carers, low-income households, older people), shared ownership customers, local communities, Members, local SMEs and supply chains, Registered Providers, funders (HE/YNCA), statutory services and utilities, planning/highways authorities, and delivery partners.

1.4 What results / outcomes do we want to achieve and for whom?

Explain what outcomes you want to achieve for stakeholders, staff and the wider community. Demonstrate how the proposal links to the Council Plan (2023- 2027) and other corporate strategies and plans. Highlight how the proposal meets the objectives of Equalities, Affordability, Climate and Health.

The proposal directly supports:

- The Council Plan 'One city for all' (2023 - 2027), particularly Priority (e) to increase the supply of affordable housing.
- The Homelessness and Rough Sleeping Strategy (2024 - 2029), through the expansion of social housing.
- The Climate Change Strategy (2022 - 2032), through the delivery of energy-efficient, low-carbon homes and sustainable neighbourhoods.
- The Health and Wellbeing Strategy (2022 - 2032), by addressing health inequalities linked to poor quality housing.

High-quality housing, regeneration and placemaking is fundamental to achieving better health and wellbeing outcomes, improved educational attainment and stronger economic resilience for local communities. The Council and its new Partner will continue to support these wider outcomes.

Delivering affordable and sustainable housing is also a key priority for the York and North Yorkshire Combined Authority (YNYCA).

Step 2 – Resources utilised

3.1	What sources of data, evidence and consultation feedback have you used to help understand the impact of the proposal on equality rights and human rights?	
	Please consider a range of sources, including consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
	Source of data / supporting evidence	Reason for using this source
	Executive Report: Housing Delivery Programme Delivery Strategy	Provides the underlying rationale, design standards, governance, site pipeline, risks and mitigations informing equalities impacts.
	Homes England Healthy Homes Standard	Sets the proposed housing design and performance requirements forming part of the Delivery Strategy.
	CYC Housing Need & Affordability Data	Establishes who is currently in need, affordability pressures, and the profile of affected residents.
Feedback from community engagement on different schemes to date	Provides insights into resident priorities, preferences and concerns across diverse communities, many of whom have protected characteristics. This enables officers to better understand the impact of the proposal and individual development scheme proposals on equality rights and human rights.	

Step 3 – Screening the impacts or effects.

3.1	Equality-related obligations derive from the Equality Act of 2010 and the Human Rights Act of 1998.
	<p>Once you have engaged with stakeholders you will need to identify how this proposal impacts on their human rights and equalities.</p> <p>Although table one looks complex, its purpose is to facilitate an initial screening of equalities and human rights impacts of your proposal.</p> <p>Many human rights and equalities will not be affected by the decision you are seeking Executive or Council approval for and so can be left blank. The aim here is to identify pressure points regarding human rights and equalities that require attention.</p> <p>Please see the Appendix for details of the protected characteristics and human rights to consider</p> <p>The rights listed below in the first column are the relevant ones from the Human Rights Act, and the York Human Rights City Network Indicator Report (non-discrimination, education, health and social care, housing, a decent standard of living). The human rights in the Indicator Report were selected by residents of York as their priority rights. In the first row the protected characteristics under the Equality Act are listed, to which 'Everyone' has been added to capture impacts that affect everyone without distinction.</p>

Step 3.1 Table 1 – Screening the impacts or effects

Equalities Human Rights	Everyone	Age inc financial, digital exclusion impacts	Disability inc financial, digital exclusion impacts	Gender	Gender reassignment inc Trans, Non-binary, Intersex	Marriage & civil partnership	Pregnancy and maternity	Race	Religion and belief	Sexual orientation	Carers inc financial, digital exclusion impacts	Low-income groups: financial, digital exclusion impacts	Veteran, armed forces community	Other – Those with experience of Care
Right to life*														
Prohibition of torture*														
Prohibition of slavery and forced labour*														
Right to liberty, movement and security (including freedom of movement)***														
Right to a fair trial*														
No punishment without law*														
Right to private and family life***	Positive	x	x					x				x		
Freedom of thought, conscience, and belief***														
Freedom of expression***														
Freedom of assembly***														
Right to marry***														
Right to property***														
Right to education***														
Right to free elections***														
Right to housing***	Positive *1	x	x					x				x		

*1 The Delivery Strategy is expected to have positive impacts across equality groups by increasing the supply of 100% affordable, accessible, low-carbon homes, reducing fuel poverty, improving health and wellbeing, and securing city-wide social value (local jobs, apprenticeships, skills, SME supply-chain opportunities).

Adverse impacts (e.g., construction disruption or land assembly at specific sites) are limited, lawful, proportionate and mitigated through consultation, phased delivery and Executive/Full Council approval processes.

Step 3.2 Table 2 – Assessing the impact of your proposal

Here you will need to record the details on all the impacts identified for both Human Rights and those with Protected Characteristics.

Where you have identified an impact on a protected characteristic/human right in the table above, please indicate whether this is positive or negative and give a description of this impact. If you run out of rows, please add as necessary.

Rights clashes and restrictions

Where rights clash or are being restricted, you will need to explain how the decision has been taken, that the limitation on human rights is provided by law, for a legitimate purpose (justified), and proportionate (the minimum necessary restriction on rights).

Use the following guidance to inform your responses:

First, think about what equalities or rights might be engaged by the proposal, and describe the likely impact of the proposal, and provide an evaluation.

Use the following questions to inform your responses if human rights or equalities are limited or qualified in any way:

- Why are a person's rights being restricted?
- What is the problem being addressed by the restriction on someone's rights?
- Will the restriction lead to a reduction in the problem?
- Does that restriction involve a blanket policy, or does it allow for different cases to be treated differently?
- Does a less restrictive alternative exist?
- Has sufficient regard been paid to the rights and interests of those affected?
- Do safeguards exist against error or abuse?

Table 2

Characteristic or Human Right affected	Positive or Negative impact	Impact Description	Evaluation or Justification
Age	Positive	Delivery of warm, energy-efficient homes with a high proportion of accessible/adaptable homes will form part of the contractual requirements.	The proposed strategy continues to prioritise the delivery of high-quality, low carbon homes, as well as promoting accessibility and affordability. The proposal supports a more deliverable and viable programme, reducing the risk of delay or non-delivery of affordable housing. While the Healthy Homes Standard and Future Homes Standard are strong requirements, it may reduce some of the environmental performance benefits of the new homes compared to the existing approach. On balance, this approach is expected to have a positive impact by enabling the delivery of much needed genuinely affordable housing, supporting a wide range of residents, including those with protected characteristics.

Disability	Positive	Delivery of a high proportion of accessible/adaptable homes designed to Nationally Described Space Standards and Healthy Homes standard, with step-free routes and inclusive design principles, will form part of the contractual requirements. CYC will have design and planning approval rights.	As above
Pregnancy / Maternity	Positive	Safe, healthy living conditions; proximity to services.	As above
Race / Religion / Sexual orientation / Gender reassignment	Positive	Inclusive design will form part of the contractual requirements, along with ongoing open and meaningful community engagement. CYC will follow fair allocations policies for the new affordable homes.	As above
Carers / Low-income households	Positive	Affordable rents, lower running costs, improved stability; SV commitments create employment/skills pathways.	As above
Human rights (housing, private/family life)	Positive	Increased access to adequate, secure, energy efficient housing.	As above

Step 4 – Gaps in data and knowledge

4.1	What are the main gaps in information and understanding of the impact of your proposal?											
<p>When conducting your screening, you may have discovered gaps in data or knowledge that make it difficult to assess whether your proposal had a positive or negative impact on human rights/equalities.</p> <p>Please indicate actions you will take to resolve this gap.</p> <p>As your proposal progresses you may be able to resolve this knowledge gap –please indicate when it was resolved.</p>												
<table border="1"> <thead> <tr> <th data-bbox="226 488 734 552">Gaps in data or knowledge</th> <th data-bbox="734 488 1659 552">Action to deal with this</th> <th data-bbox="1659 488 2145 552">Date resolved</th> </tr> </thead> <tbody> <tr> <td data-bbox="226 552 734 663">Limited insight from harder to reach groups</td> <td data-bbox="734 552 1659 663">Build targeted engagement into each site's consultation plan (translations, accessible formats).</td> <td data-bbox="1659 552 2145 663"></td> </tr> <tr> <td data-bbox="226 663 734 809">Future decants or temporary relocation needs (if required at specific sites)</td> <td data-bbox="734 663 1659 809">Assessed at scheme gateway with support provided where possible as needed.</td> <td data-bbox="1659 663 2145 809"></td> </tr> </tbody> </table>				Gaps in data or knowledge	Action to deal with this	Date resolved	Limited insight from harder to reach groups	Build targeted engagement into each site's consultation plan (translations, accessible formats).		Future decants or temporary relocation needs (if required at specific sites)	Assessed at scheme gateway with support provided where possible as needed.	
Gaps in data or knowledge	Action to deal with this	Date resolved										
Limited insight from harder to reach groups	Build targeted engagement into each site's consultation plan (translations, accessible formats).											
Future decants or temporary relocation needs (if required at specific sites)	Assessed at scheme gateway with support provided where possible as needed.											

Step 5 - Maximising positive impacts

5.1

What has been done to optimise opportunities to advance equality / human rights or foster good relations?

- Adopt Healthy Homes Standard and Future Homes Standard to deliver accessible, low carbon, low cost, healthy homes for all residents.
- Implement a York specific Social Value Plan, embedding local employment, apprenticeships, skills development and SME supply chain growth across the whole programme.
- Maintain Executive and governance approvals, ensuring affordability, equality impacts and design quality can be checked at each site.
- Ensure all communications and engagement materials are accessible (for example, Easy Read, BSL, translations).
- Use targeted outreach to include marginalised groups in design/consultation.
- Retain CYC control over design specification to maintain inclusive, safe, accessible built environment standards.

Step 6 – Recommendations and conclusions of the assessment

6.1	Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision.	
	Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column. There are four main options you can take:	
	No major change to the proposal	The HREAT demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality / human rights and foster good relations, subject to continuing monitor and review.
	Adjust the proposal	The HREAT identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.
	Continue with the proposal (despite the potential for adverse impact)	You should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations
Stop and remove the proposal	If there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.	

	Option Selected	Conclusion / justifications
	No major change to proposal.	The Delivery Strategy demonstrates strong positive impacts on equality, socioeconomic fairness and human rights. Increased affordable supply, higher standards of accessibility, lower running costs and a long-term social value legacy all advance equality. Any adverse impacts are limited and fully mitigated through legal safeguards (CPO), inclusive design, site specific EIAs, proportional engagement and Executive/Full Council control.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.			
	List below the actions or mitigations that have been identified and who will be responsible to carrying them out. Add as many lines as you need.			
	Impact / Issue	Actions to be taken	Person Responsible	Timescale
	Inclusive engagement	Targeted engagement will be used to reach groups who may be less likely to access standard consultation methods, including residents without digital access, older residents and young people	HDP / City Development / Comms	Pre-planning and Construction
	Social value delivery	Establish Social Value Plan (including jobs, apprenticeships, SME spend)	HDP / City Development	At contract award
Land assembly impacts	Apply proportionate safeguards; voluntary negotiation first; appropriate levels of engagement	HDP / Legal / Property	As required per site	
	Maintaining accessibility and build quality	Embed CYC Employer's Requirements (Healthy Homes, Nationally Described Space Standards, accessibility) into legal agreements and conduct ongoing site inspections through client-side team to ensure Requirements are delivered	Client-side team / SDP	Ongoing (design through to handover)

Step 8 - Monitor, review and improve

8.1	How will the impact of your proposal be monitored and improved upon going forward?
	Consider how will you identify the impact of activities on protected characteristics, other marginalised groups and human rights going forward? How will any learning and enhancements be capitalised on and embedded?
	Regular Board reporting on SV Plan delivery and performance, and equality impacts and outcomes. Continuous learning and lessons learned incorporated into wider programme delivery. CYC will conduct a residents' survey to identify the impact of activities, broken down by protected characteristic.

Appendix A

Equity, Diversity & Inclusion (EDI): Protected characteristics

Under the public sector duties introduced by the Equality Act 2010 public bodies must have due regard for the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the act, such as the failure to make reasonable adjustments for disabled people
- 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

These duties relate to the nine protected characteristic groups defined by the Equality Act 2010 (outlined in the table below).

The Council recognises that a person's socio-economic background and whether they live in a rural or urban location can be important factors in determining fair access to services, employment and treatment. When carrying out analysis, you must also consider socio-economic issues and rural / urban location issues. In addition to the nine protected characteristic the HREAT includes the following equality groups:

- Carers
- Low income groups
- Veterans, armed forces community
- Experience of care/Other (other groups that are impacted)

Human rights differ from equalities in two main ways:

- First, human rights apply to everyone and not just groups with protected characteristics.
- Second, they allow for the balancing of rights, priorities, and risks. Many rights are not absolute and can be limited or qualified in particular circumstances.

The following guidance identifies which rights are most likely to be engaged by proposals in certain policy areas. This doesn't mean that you should not consider whether other rights might be engaged.

There are three types of human rights in the Human Rights Act:

Absolute rights: Cannot be breached in any circumstances e.g. right to life and to protection from torture and inhuman or degrading treatment.

Limited rights: can only be restricted in specific situations e.g. a person can be deprived of their liberty if they are convicted of an offence and imprisoned.

Qualified rights: human rights can be restricted if it is in the interests of the wider community or to protect other people's rights e.g. freedom of movement and assembly were restricted during the Covid-19 pandemic in the interests of public health.

As limited and qualified rights are not absolute, they sometimes have to be balanced in decision making. In Table 1, absolute rights are indicated with an *; limited rights with a **; and qualified rights with a ***.

Right	Description	Focus Area
Right to life	<p>Nobody, including the Government, can take someone's life away. Public authorities must take appropriate measures to safeguard life including by protecting people whose life might be in danger.</p> <p>Public authorities should also consider the right to life when making decisions that might endanger or affect life expectancy.</p> <p>When public officials may be involved in an instance when someone died, public authorities must investigate.</p>	<ul style="list-style-type: none"> • Benefits and money • Births, deaths and marriages • Children and families • Environment and animals • Health and social care • Housing • Planning and building • Waste and recycling
Right to liberty and security	<p>It focuses on protecting individuals' freedom from unreasonable detention, as opposed to protecting personal safety. However, there is case law from other jurisdictions where this right also covers personal safety in conditions other than detention.</p>	<ul style="list-style-type: none"> • Right to liberty and security

Freedom from torture and inhuman or degrading treatment	<p>Torture consists in causing very serious and cruel physical or mental pain or suffering.</p> <p>Inhuman treatment or punishment is treatment which causes intense physical or mental suffering. Degrading treatment means treatment that is extremely humiliating and undignified.</p> <p>Inhuman or degrading treatment could include:</p> <p>serious physical assault; very severe detention conditions or restraints; serious physical or psychological abuse in a health or care setting.</p>	<ul style="list-style-type: none"> • Children and families • Health and social care
Right to marry and start a family	<p>Right of men and women of marriageable age to marry and to start a family.</p>	<ul style="list-style-type: none"> • Births, deaths and marriages
Prohibition of slavery and forced labour	<p>Slavery is when someone owns someone else like a piece of property.</p> <p>Servitude is when someone provides services to a person for no reward and is unable to stop due to coercion.</p> <p>Forced or compulsory labour is when someone is forced to do work to which they have not agreed to, under the threat of punishment.</p>	<ul style="list-style-type: none"> • Children and families • Jobs, training and volunteering • People and communities
Right to a fair trial	<p>This right is triggered when someone is charged with a criminal offence and have to go to court, or</p> <p>a public authority is making a decision that has an impact on someone's civil rights or obligations.</p>	<ul style="list-style-type: none"> • Environment and animals • Health and social care • People and communities • Streets, roads and pavements
No punishment without law	<p>No one can be charged with a criminal offence for an action that was not a crime when it was committed.</p> <p>Public authorities must explain clearly what counts as a criminal offence so that people know when they are breaking the law.</p>	<ul style="list-style-type: none"> • Environment and animals • People and communities • Streets, roads and pavements

Right to property	<p>No public authority, without very good reason can take away one's property, which may include things like land, houses, objects, shares, licences, leases, patents, money, pensions and certain types of welfare benefits. This right applies to companies as well as individuals.</p>	<ul style="list-style-type: none"> • Benefits and money • Business • Council tax • Environment and animals • Housing • Planning and building • Travel and transport • Streets, roads & pavements • Waste and recycling
Right to private and family life, home and correspondence	<p>This includes one's right to determine their sexual orientation, lifestyle, and the way one looks and dresses. It also includes the right to control who sees and touches one's body. It further covers one's right to develop their personal identity and to forge friendships and other relationships, the right to participate in essential economic, social, cultural and leisure activities. In some circumstances, public authorities may need to facilitate the enjoyment of one's right to a private life, including their ability to participate in society.</p> <p>It also means that personal information about anyone (including official records, photographs, letters, diaries and medical records) should be kept securely and not shared without their permission, except in certain circumstances.</p>	<ul style="list-style-type: none"> • Benefits and money • Births, deaths and marriages • Children and families • Health and social care • Jobs, training and volunteering • Parking and permits • Planning and building • Schools and education • Sports and leisure
Right to free elections	<p>Public authorities must support the right to free expression by holding free elections at reasonable intervals. These elections must enable anyone to vote in secret.</p>	<ul style="list-style-type: none"> • Births, deaths and marriages • People and communities

<p>Freedom of thought, conscience and belief</p>	<p>This may include the right to change religion or beliefs, the right to put one's thoughts and beliefs into action, for example by exercising the right to wear religious clothing, the right to talk about one's own beliefs or take part in religious worship. Public authorities cannot stop anyone from practising their religion, without very good reason.</p> <p>This right protects a wide range of non-religious beliefs including atheism, agnosticism, veganism and pacifism.</p> <p>This includes the right to express views aloud (for example through public protest and demonstrations) or through published articles, books or leaflets, television or radio broadcasting, works of art, the internet and social media. It further protects the right to receive information from other people by, for example, being part of an audience or reading a magazine.</p>	<ul style="list-style-type: none"> • Business • Schools and education
<p>Freedom of expression</p>	<p>This includes the right to express views aloud (for example through public protest and demonstrations) or through published articles, books or leaflets, television or radio broadcasting, works of art, the internet and social media. It further protects the right to receive information from other people by, for example, being part of an audience or reading a magazine.</p>	<ul style="list-style-type: none"> • Business • Environment and animals • People and communities • Schools and education • Sports and leisure
<p>Freedom of assembly and association</p>	<p>This encompasses the right to form and be part of a trade union, a political party or any another association or voluntary group. Nobody has the right to force anyone to join a protest, trade union, political party or another association.</p>	<ul style="list-style-type: none"> • Environment and animals • Jobs, training and volunteering • People and communities • Travel and transport • Streets, roads and pavements

Right to education	<p>This right protects one's right to an effective education within the UK's existing educational institutions. It relates to primary, secondary, and higher education. Parents have a right to ensure that their religious and philosophical beliefs are respected during their children's education.</p>	<ul style="list-style-type: none"> • Children and families • Environment and animals • Jobs, training and volunteering • People and communities • Schools and education • Sports and leisure
Right to housing	<p>Adequate housing must provide more than four walls and a roof. For housing to be adequate, it must, at a minimum, meet the following criteria:</p> <p>Security of tenure, that is legal protection against forced evictions, harassment and other threats; availability of services, materials, facilities and infrastructure; affordability, which means that housing is not adequate if its cost threatens or compromises the occupants' enjoyment of other human rights; Habitability, which relates to physical safety or adequate space, as well as protection against the cold, damp, heat, rain, wind, other threats to health and structural hazards; accessibility, in that it must accommodate the specific needs of disadvantaged and marginalised groups; location, which means that it must not be cut off from employment opportunities, health-care services, schools, childcare centres and other social facilities, or it must not be located in polluted or dangerous areas; cultural adequacy, which means that it must respect and take into account the expression of cultural identity.</p>	<ul style="list-style-type: none"> • Benefits and money • Housing • People and communities • Planning and building • Waste and recycling

CYC data protection impact assessment (DPIA) screening questions

To check if you need to complete a DPIA, answer the below questions about personal identifiable information (PII) e.g., personal data, special categories of personal data or criminal offence, conviction, or history data (COCH).

Ref number:			
Name and Job title:		Zoe Dunn, Head of Housing Delivery	
Date:		March 2026	
Description - Explain broadly what you aim to achieve and what type of processing of PII and/or COCH this might include. You may find it helpful to refer or link to other documents, such as a project proposal, business case, specification etc.			
Appoint a long-term Strategic Delivery Partner to deliver multiple housing and mixed-use sites; procure a client-side professional team; move from Passivhaus certification to the Homes England Healthy Homes Standard and Future Homes Standard for new affordable homes; approve site pipeline and delivery. The aim is to deliver at greater pace, scale and efficiency with affordable homes being high-quality, low carbon, accessible, and financially sustainable.			
		Yes	No
1	Are you starting a new project, system, policy etc that will involve the use of PII and/or COCH		x
2	Are you changing the nature, scope, context or purposes of existing processing of PII and/or COCH		x
Are you planning to carry out, already doing or changing any processing of			
3	personal data		x
4	special-category data (sometimes called sensitive data or data of a highly personal nature)		x
5	criminal offence, conviction or history data		x
6	data concerning vulnerable data subjects		x
7	biometric or genetic data		x
8	PII and/or COCH that could result in a risk of harm in the event of a breach		x
9	PII and/or COCH without providing a privacy notice directly to the individual		x
10	PII and/or COCH that involves preventing data subjects from exercising a right or using a service or contract		x
11	PII and/or COCH on a large scale		x
Are you planning to or already doing or changing			
12	use of innovative technological or organisational solutions eg AI		x
13	use of profiling to help make decisions on someone's access to a service, opportunity or benefit		x

14	use of automated decision-making to help make decisions on someone's access to a service, opportunity or benefit or other significant effect on them		x
15	use of systematic monitoring and/or systematically monitor a publicly accessible place e.g., CCTV		x
16	combine, compare or match PII and/or COCH from multiple sources		x
17	evaluation or scoring based on PII and/or COCH		x

If you have ticked any of the **Yes** boxes above, you need to complete a DPIA. For advice and support, please contact information.governance@york.gov.uk

If you have ticked all the **No** boxes above, send the completed screening questions to information.governance@york.gov.uk and you do not need to complete a DPIA

**Notice of Decisions taken at the Executive meeting held on
Tuesday, 14 April 2026**

Set out below is a summary of the decisions taken at the Executive meeting held on Tuesday, 14 April 2026. The wording used does not necessarily reflect the actual wording that will appear in the minutes.

Members are reminded that, should they wish to call-in any decisions made on items*, notice must be given to Democratic Services no later than 4.00pm on Tuesday, 21 April 2026.

*With the exception of matters that have been the subject of a previous call-in, require Full Council approval or are urgent, which are not subject to the call-in provisions. Any called-in items will be considered by the Corporate Scrutiny Committee.

If you have any queries about matters referred to in this decision sheet then please contact Guy Close, Democratic Services Manager by e-mailing guy.close@york.gov.uk

9. Housing Delivery Programme Delivery Strategy**Resolved (unanimously):**

That Executive

- a) Approves the Delivery Strategy for the HDP, including an initial phase of five sites (Ordnance Lane, Castle Mills, Willow House, Lowfield Plot A and Manor School), via the appointment of a long-term Strategic Delivery Partner and client-side multidisciplinary professional team.
- b) Agrees that the Delivery Strategy, subject to future Executive approvals, may be used to support the delivery of additional sites in the HDP, as well as strategic sites that may come forward through the Council's wider asset programmes and One Public Estate partnership work, including major public-sector land opportunities and significant brownfield regeneration schemes.
- c) Approves that prior to entering into any major construction contract in the HDP, a business case will be brought back to Executive for approval.
- d) Agrees to delegate authority to the Director of Housing and Communities and/or the Director of City Development (as appropriate based on the site) (in consultation with the Director of Finance and the Director of Governance) to take such steps that are necessary to procure and appoint the Strategic Delivery

Partner, multidisciplinary professional team, and demolition of buildings at Willow House, and to determine the provisions of and enter into the resulting contracts (including any and all partnership agreements, pre-construction services agreements and early / minor / enabling / demolition works contracts) and any other necessary legal documentation (including any and all planning agreements and/or highways/land agreements as required; however, for the sake of clarity this delegation is not for any requirements of either the Local Planning and/or Highways Authority), and the provisions of any subsequent modifications and/or extensions thereto, in accordance with the Council's Financial Regulations set out in Appendices 10 and 10a of the Constitution (the "Finance Regs"), the Contract Procedure Rules set out in Appendix 11 of the Constitution (the "CPRs") and (where applicable) the Procurement Act 2023 (the "Procurement Act") and the Public Contract Regulations 2015 (the "PCRs"), within approved budgets and subject to the availability of funding.

- e) Agrees to delegate authority to the Director of Housing and Communities and/or the Director of City Development (as appropriate based on the site) (in consultation with the Directors of Governance and Finance) to agree and enter into any land assembly, access, highways, easement, wayleave, title regularisation, or minor freehold/leasehold disposal necessary to deliver individual schemes (and the provisions of any subsequent modifications and/or extensions thereto), where consistent with an Executive-approved business case and statutory requirements.
- f) Agrees to delegate authority to the Director of Housing and Communities and/or the Director of City Development (as appropriate based on the site) to negotiate and enter into any Section 106, Section 278, Section 38, utilities, adoption, estate management, collaboration or development agreements required to implement schemes (and the provisions of any subsequent modifications and/or extensions thereto), following Executive approval of the relevant business case.
- g) Agrees to delegate authority to the Director of Housing and Communities and/or the Director of City Development (as appropriate based on the site) (in consultation with the Director of Finance and the Director of Governance) to undertake feasibility and due diligence work on additional sites in the pipeline, and to bring forward scheme-specific business cases to Executive for decision on inclusion in the Partnership.
- h) Agrees to delegate authority to the Director of Housing and Communities and/or the Director of City Development (as

appropriate based on the site) (in consultation with the Director of Finance and the Director of Governance) to determine the provisions of and enter into any resulting grant funding agreements and/or Memorandums of Understanding with any external funders, and the provisions of any subsequent modifications and/or extensions thereto, to ensure compliance with the Subsidy Control Act 2022, the Finance Regs and the CPRs.

- i) Approved the change from the Passivhaus-certification requirement for new homes to the adoption of the core requirements within the Homes England Healthy Homes Standard, and Future Homes Standard, as well as consideration of enhancements. j) Notes the availability of Compulsory Purchase Order (CPO) powers, and to receive further reports (should they be required) in respect of any potential CPOs which may be required to facilitate the delivery of the schemes.

Reasons:

- To ensure any works and/or services are procured in compliance with the Finance Regs, the CPRs, and (where applicable) our statutory duties under the Procurement Act 2023 and the Public Contract Regulations 2015.
- To ensure that any grant funding arrangements are entered into in compliance with the Subsidy Control Act 2022, the Finance Regs and the CPRs.
- To approve the Delivery Strategy and associated appointments, providing a single, programme-based route to secure capacity, continuity and best value through a Strategic Delivery Partner and client-side multidisciplinary team.
- To confirm the inclusion of the first phase of sites within the Partnership, ensuring a clear and sequenced pipeline that can be managed efficiently on a programme basis.
- To enable early feasibility work on wider strategic development opportunities, including sites emerging through One Public Estate and major brownfield regeneration schemes, and to ensure that any proposal to include such sites in the Partnership is supported by a business case brought to Executive for decision.
- To endorse site-by-site contract awards and programme phasing, preserving CYC control and flexibility to respond to market conditions and affordability while maintaining delivery pace.
- To require updated scheme-specific business cases for Executive approval prior to entering major construction contracts in the HDP, strengthening governance, affordability and risk management at each gateway.

- To enable the Council to assemble and manage land, infrastructure and property interests necessary for scheme delivery, ensuring legal, planning and operational readiness.
- To allow the Council to enter into grant funding, infrastructure, highways, utilities and development agreements needed to implement individual schemes efficiently and in accordance with statutory requirements.
- To support timely and coordinated delivery of the HDP by providing appropriate delegations to progress activity. To ensure that schemes can be delivered in line with Executive approved business cases, the Council Plan, and the wider objectives for affordable housing, regeneration, social value, economic inclusion and climate action.
- To adopt the Homes England Healthy Homes Standard and Future Homes Standard to maintain high-quality, low carbon design while ensuring schemes remain deliverable and financially sustainable.

Appendix 3

Call-in Request Form

This form must be completed and signed by THREE City of York Councillors and MUST be returned to Democratic Services within 5 working days of the decision being published (not including the day of publication).

Decision taker:	Executive
Date of publication of decision:	15/04/26
Title of Decision Called in:	Housing Delivery Programme Delivery Strategy
Date Decision Called in:	17/04/26

	REASONS FOR CALL-IN	Tick which reason applies
1.	Decision contrary to the policy framework?	
2.	Decision contrary to or not wholly consistent with the budget?	
3.	Decision is Key but it has not been dealt with in accordance with the Council's Constitution.	
4.	Decision does not follow principles of good decision-making set out in Article 7 of the Council's Constitution.	
	If reason 4, please tick which specific element of Article 7 the decision maker has not followed, did he or she not:	
a)	Meaningfully consider all alternatives and, where reasonably possible, consider the views of the public.	X
b)	Understand and keep to the legal requirements regulating their power to make decisions.	
c)	Take account of all relevant matters, both in general and specific, and ignore any irrelevant matters.	X
d)	Act wholly for proper purpose and/or in the interests of the public.	X
e)	Keep to the rules relating to local government finance.	
f)	Follow procedures correctly and be fair.	X
g)	Make sure they are properly authorised to make the decisions.	
h)	Take appropriate professional advice from Officers.	

Detailed Reason(s) for Call-in.

Please explain below why one of the reasons for call-in applies (e.g. for number 1- which major policy affected and how/why).

PLEASE NOTE: *If you wish to produce and rely on significant supplementary, external evidence in support of your reasons for this call-in it must be provided to Democratic Services prior to the publication of the agenda. It will not be permissible to introduce and rely upon evident at the meeting without it being subject to prior circulation unless by consent of the Chair.*

4(a) – Failure to meaningfully consider all alternatives and views

The report does not demonstrate that all reasonable alternatives have been properly considered.

In particular, while the report proposes a shift away from both the existing delivery model and the Passivhaus standard, it does not consider a key alternative: adjusting the requirement for 100% affordable housing.

There is no analysis of whether varying the level of affordable housing provision (for example 80%, 70% or 50%) could enable schemes to remain viable while retaining higher environmental standards such as Passivhaus. No modelling, viability testing or options appraisal is presented to demonstrate what level of affordable housing would be required to make Passivhaus deliverable.

This represents a significant omission in the options analysis. The report instead presents a binary choice between retaining the current approach or moving to a new delivery model with reduced environmental standards, without exploring reasonable alternatives in between.

Furthermore, the report acknowledges that the existing Housing Delivery Programme has successfully delivered over 300 homes and offers flexibility, including engagement with SMEs. However, this approach is dismissed with limited analysis and largely speculative language, without a robust comparison of delivery performance, cost, or risk.

Finally, the move away from Passivhaus represents a departure from a previously established policy direction that was developed through member-led processes, including scrutiny, and aligned with the Council's climate commitments. The report does not adequately consider or explain the implications of reversing this position.

This represents two separate reasons for call-in: firstly, a suggested failure to consider all possible alternatives when formulating options; and secondly, a change in policy direction without the involvement of scrutiny.

With regard to the first reason, the call-in fails to recognise that the Council has previously taken a policy decision to require 100% affordable housing on Council-owned development sites. That being the case, options analyses will naturally be constrained to those fulfilling that policy basis. In any event, therefore, it is inevitable that a report will be selective about options considered, since there are an almost infinite number of possible scenarios (99% affordable housing; 98% affordable housing, etc.) which could be considered but which do not achieve the policy objective. In such circumstances, it would not only be wholly impractical to address all possible options but would fail to adhere to adopted policy. In that context, the options presented reasonably represented the range of available options to achieve the settled policy aim. Consequently, the first element of ground 4(a) must fail.

With regard to the second issue, it is noted that the use of Passivhaus standards were the subject of a previous Executive decision; such decisions are, of course, subject to change by Executive, and there is no requirement that such a change should be subject to the same process that was undertaken prior to its introduction (see ground 4f) below). Consequently, the second element of ground 4(a) must fail.

4(c) – Failure to take account of all relevant matters

There is no structured or evidence-based review of the Council's current approach to housing delivery, the lessons learned from which could inform decisions on an alternative delivery model.

Additionally, while the report references market challenges and procurement issues, it does not provide sufficient supporting evidence, such as procurement feedback, viability analysis, or exploration of alternative delivery mechanisms.

Whilst the report generally considers the issues of market challenges and procurement issues, it is reasonable to expect that market feedback and consequent high-level viability assessments should be included, to provide evidential support for the revised policy. The report could also have posed the question as to whether, given the identified issues, Executive wished to reaffirm its commitment to 100% affordable housing as an alternative to the decision to step away from Passivhaus standards. Consequently, this ground of call-in is valid and may proceed.

4(d) – Failure to act wholly for proper purpose and/or in the public interest

The decision proposes entering into a long-term Strategic Delivery Partnership (potentially 10–15 years), alongside maintaining a requirement for 100% affordable housing and moving away from Passivhaus standards.

Such a decision must clearly demonstrate that it represents the best outcome in the long-term public interest. However, the report does not adequately consider whether alternative approaches could deliver greater overall public benefit.

In particular, there is no analysis of the financial opportunity cost associated with maintaining a 100% affordable housing requirement across all sites. A mixed approach, incorporating an element of market housing, could generate significant capital receipts. These receipts could potentially be reinvested into delivering additional affordable homes across a greater number of sites, accelerating overall housing delivery, or supporting wider strategic priorities for the city.

Whilst the decision seeks authority to procure a long-term strategic development partner for housing developments, it was equally clear that different schemes under that development partner framework would be awarded individually, without any commitment to, or guarantee of, future schemes. As such, the demonstration of value for money is an issue to be determined as part of those individual awards rather than as part of the broad approval to seek a strategic development partner. It is noted that the report includes authority to proceed with a contract award in respect of five

sites, but the report also notes “Schemes in the initial phase of the Strategic Delivery Partnership have existing approved budgets for pre-construction”; these schemes have, therefore, already been assessed for value for money. Finally, the suggestion that an alternative delivery model to 100% affordable housing may deliver a greater receipt to the Council, and this may be the case; however, the assessment of value for money is not solely a financial one but also must consider the policy aims adopted by the Council; were that not the case, then all developments proposing affordable housing would fail a value for money assessment, as greater financial value could be achieved through open market sales. Consequently, this ground must, therefore, fail.

4(f) – Failure to follow procedures correctly and be fair

The decision has not followed a fair and robust decision-making process.

This is a significant policy shift involving a new long-term delivery model, changes to environmental standards and major financial and governance implications.

Despite this, the report was not referred to scrutiny prior to decision, and there has been no opportunity for detailed cross-party examination of the proposals, options, and supporting evidence.

In addition, the report proposes extensive delegation to officers to take forward procurement, contractual, and land-related decisions, with limited ongoing member oversight. The scale of these delegations, combined with unclear allocation of responsibilities between directors, raises concerns about transparency, accountability, and fairness in decision-making.

Given the scale and long-term implications of the decision, it would have been appropriate and procedurally fair for the matter to be considered by scrutiny prior to determination.

Whilst pre-decision scrutiny may be desirable, there is no legal or constitutional prohibition on decisions being taken without that scrutiny having taken place (hence the availability of call-in for post-decision scrutiny). As such, there is no evidence that the decision either fails to follow legal or constitutional procedures, or that in doing so it is unfair. This ground must, therefore, fail.

	Name (please print)	Signature (<i>please note that signatures will not be published with the agenda. Electronic signature will be accepted</i>)	Date
1.	Cllr Nigel Ayre	Nigel Ayre	17/04/26
2.	Cllr Andrew Hollyer	Andrew Hollyer	17/04/26
3.	Cllr Derek Wann	Derek Wann	17/04/26

For office use only:

Received on behalf of the Monitoring Officer by: (signature)		
Name:	Date:	Time:

Validation check (if necessary):

Monitoring Officer

Valid: **YES** in part

Reason: **As noted in the red commentary above, the call-in raises some issues which require further clarification and information, under Ground 4(c); No other grounds may be argued.**

Completed by:



Date: 20 April 2026

Time: 13:40

Addendum

Following the issuing of the above, a request for reconsideration was received in the following terms:

I am writing to seek clarification and to challenge aspects of the assessment in relation to grounds 4(a) and 4(f), where it is the Lib Dem view that the reasoning set out in the call-in has not been fully reflected.

Ground 4(a) – Consideration of Alternatives

Your response suggests that the call-in fails to recognise that options are necessarily constrained by the Council's existing policy of delivering 100% affordable housing, and that it would be impractical to consider all possible variations.

However, this mischaracterises the call-in.

The point being made is not that every conceivable percentage of affordable housing should be modelled. The concern is that a realistic alternative has not been considered at all, namely:

“what level of affordable housing would be required to make Passivhaus deliverable.”

This is a clearly defined alternative, directly relevant to the decision being taken. Given that the justification for the decision rests heavily on viability and deliverability concerns, the absence of any analysis of this option represents a failure to meaningfully consider reasonable alternatives and should be left to scrutiny to decide whether it is valid.

Ground 4(f) – Fairness and Procedural Issues

There are two points where I believe the reasoning provided does not fully address the concerns raised in the call-in.

The call-in ground explicitly includes whether the decision-maker has “followed procedures correctly and been fair.”

While we recognise that there may be no legal or constitutional requirement for pre-decision scrutiny, the issue raised is of fairness and good decision-making practice.

Fairness is a value judgement. It is the view of the councillors submitting the call-in that the process followed (given the scale of the decision, the long-term implications, and the absence of prior scrutiny) was not fair or sufficiently robust. It is our view that only the Scrutiny Committee is able to assess the fairness of the process and decide whether or not this item is valid.

In addition, the call-in raised concerns regarding the extent of delegation to officers, including procurement, contractual, and land-related decisions across multiple schemes.

This point does not appear to have been addressed in your response. The concern is not about legality, but about whether the scale of these delegations, combined with the lack of prior scrutiny, meet the standards of transparency, accountability, and fairness expected in decision-making of this magnitude.

We would therefore ask that this element of ground 4(f) is also reconsidered.

In response, I issued the following clarification:

Ground 4(a)

I appreciate the point you're seeking to make here: that the essential unanswered question is where the 'tipping point' is between Passivhaus being viable and not viable. However, I don't think that this falls within ground 4(a), as it's asking why officers didn't present an option explicitly designed to change the presently-adopted policy of 100% affordable housing. I don't, therefore, see that it can proceed under ground 4(a).

That being said, it does seem to me that it's a legitimate question under ground 4(c), as it would have been understandable for officers to provide confirmation of where that 'tipping point' sits (if such information is held) as part of the background to the decision. To relate it to my comments on ground 4(c), when I noted that Executive could have been asked to reaffirm its commitment to 100% affordable housing, it could have been done in the context of '... because if you move to X% affordable housing then you can instead choose to retain Passivhaus standards'. On that basis, I'm comfortable that the 'tipping point' question be addressed, insofar as it can be, as part of ground 4(c).

Ground 4(f)

I'm afraid that I can't see the validity of your argument on this; the difficulty with your approach is that, if adopted, it means that any decision not subject to pre-decision scrutiny is automatically procedurally unfair. That cannot be the case, and that is perhaps emphasised by the very existence of the call-in powers. Thus, it's not unfair to fail to take a decision straight to Executive, irrespective of how impactful that decision might be, but it does expose the decision-maker to the 'risk' of it being called in.

Turning to the scale of the delegations, I would note that whilst the delegations are operationally extensive, recommendation (c) was that Executive "Approve that prior to entering into any major construction contract in the HDP, a business case will be brought back to Executive for approval", and recommendation (g) was that Executive "Agree to delegate authority to the Director of Housing and Communities and/or the Director of City Development (as appropriate based on the site) (in consultation with the Director of Finance and the Director of Governance) to undertake feasibility and due diligence work on additional sites in the pipeline, and to bring forward scheme specific business cases to Executive for decision on inclusion in the Partnership."

Thus, authority is being given to the appropriate Director (based on the scheme in question) to progress schemes which have already been through Executive, and to procure the development partner to deliver those schemes; however, the delegation beyond that for other sites which have not yet been approved is still fettered by a requirement that the business cases for those additional schemes must be approved by Executive before they can be included in the delivery partnership arrangement. That seems to be a reasonable compromise to allow officers to progress with the broader 'partnership' piece of work, together with delivery of schemes which have already been approved, but preventing them from adding further schemes without express authority.

Finally, whilst I note your concern that it is unclear which Director will be responsible, it seems to me reasonably straightforward that if it is a scheme supported by the HRA, it will come from the Director of Housing, while any other non-housing scheme will come forward from the Director of City Development. I'm afraid, therefore, I do not think that ground 4(f) can proceed.

Completed by:



Date: 21 April 2026

Time: 15:40

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City of York Council

Committee Minutes

Meeting	Executive
Date	14 April 2026
Present	Councillors Douglas (Chair), Kilbane (Vice-Chair), Kent, Lomas, Pavlovic, Ravilious, Steels-Walshaw and Webb
In attendance	Councillor Ayre (Opposition Group Leader)

225. Housing Delivery Programme Delivery Strategy

The Director of Housing and Communities and Director of City Development submitted a joint report which sought approval for a new long-term Delivery Strategy.

The following annexes were attached to the report:

- Annex A: Homes England Healthy Homes Standard
- Annex B: Human Rights and Equity Analysis
- Annex C: Data Protection Impact Assessment (DPIA) Screening Checklist.

The following officers were in attendance for this item:

- Garry Taylor, Director of City Development
- Pauline Stuchfield, Director of Housing and Communities
- Zoe Dunn, Head of Housing Delivery.

The Opposition Group Leader expressed concern that there had not been an opportunity for scrutiny to consider the approach set out in the report. It was suggested that the item be referred to scrutiny to enable a full analysis of how housing was delivered on council sites, focussed on lessons learned from sites already delivered, best and worst practice from elsewhere, and a full and detailed options analysis.

The Executive Member reported that a previous procurement exercise had been unsuccessful. That there was a need to consider alternative strategies, which had resulted in the procurement of a strategic partner. The proposed approach involved the biggest council housing programme that had been

seen in a generation. It provided 100% affordable housing to meet the needs of a hard pressed and growing population.

Resolved (unanimously):

That Executive

- a) Approves the Delivery Strategy for the HDP, including an initial phase of five sites (Ordnance Lane, Castle Mills, Willow House, Lowfield Plot A and Manor School), via the appointment of a long-term Strategic Delivery Partner and client-side multidisciplinary professional team.
- b) Agrees that the Delivery Strategy, subject to future Executive approvals, may be used to support the delivery of additional sites in the HDP, as well as strategic sites that may come forward through the Council's wider asset programmes and One Public Estate partnership work, including major public-sector land opportunities and significant brownfield regeneration schemes.
- c) Approves that prior to entering into any major construction contract in the HDP, a business case will be brought back to Executive for approval.
- d) Agrees to delegate authority to the Director of Housing and Communities and/or the Director of City Development (as appropriate based on the site) (in consultation with the Director of Finance and the Director of Governance) to take such steps that are necessary to procure and appoint the Strategic Delivery Partner, multidisciplinary professional team, and demolition of buildings at Willow House, and to determine the provisions of and enter into the resulting contracts (including any and all partnership agreements, pre-construction services agreements and early / minor / enabling / demolition works contracts) and any other necessary legal documentation (including any and all planning agreements and/or highways/land agreements as required; however, for the sake of clarity this delegation is not for any requirements of either the Local Planning and/or Highways Authority), and the provisions of any subsequent modifications and/or extensions thereto, in accordance with the Council's Financial Regulations set out in Appendices 10 and 10a of the Constitution (the "Finance Regs"), the Contract Procedure Rules set out in Appendix 11 of the Constitution (the "CPRs") and (where applicable) the

Procurement Act 2023 (the “Procurement Act”) and the Public Contract Regulations 2015 (the “PCRs”), within approved budgets and subject to the availability of funding.

- e) Agrees to delegate authority to the Director of Housing and Communities and/or the Director of City Development (as appropriate based on the site) (in consultation with the Directors of Governance and Finance) to agree and enter into any land assembly, access, highways, easement, wayleave, title regularisation, or minor freehold/leasehold disposal necessary to deliver individual schemes (and the provisions of any subsequent modifications and/or extensions thereto), where consistent with an Executive-approved business case and statutory requirements.
- f) Agrees to delegate authority to the Director of Housing and Communities and/or the Director of City Development (as appropriate based on the site) to negotiate and enter into any Section 106, Section 278, Section 38, utilities, adoption, estate management, collaboration or development agreements required to implement schemes (and the provisions of any subsequent modifications and/or extensions thereto), following Executive approval of the relevant business case.
- g) Agrees to delegate authority to the Director of Housing and Communities and/or the Director of City Development (as appropriate based on the site) (in consultation with the Director of Finance and the Director of Governance) to undertake feasibility and due diligence work on additional sites in the pipeline, and to bring forward scheme-specific business cases to Executive for decision on inclusion in the Partnership.
- h) Agrees to delegate authority to the Director of Housing and Communities and/or the Director of City Development (as appropriate based on the site) (in consultation with the Director of Finance and the Director of Governance) to determine the provisions of and enter into any resulting grant funding agreements and/or Memorandums of Understanding with any external funders, and the provisions of any subsequent modifications and/or extensions thereto, to ensure compliance with the Subsidy Control Act 2022, the Finance Regs and the CPRs.
- i) Approved the change from the Passivhaus-certification requirement for new homes to the adoption of the core

requirements within the Homes England Healthy Homes Standard, and Future Homes Standard, as well as consideration of enhancements.

- j) Notes the availability of Compulsory Purchase Order (CPO) powers, and to receive further reports (should they be required) in respect of any potential CPOs which may be required to facilitate the delivery of the schemes.

Reasons:

- To ensure any works and/or services are procured in compliance with the Finance Regs, the CPRs, and (where applicable) our statutory duties under the Procurement Act 2023 and the Public Contract Regulations 2015.
- To ensure that any grant funding arrangements are entered into in compliance with the Subsidy Control Act 2022, the Finance Regs and the CPRs.
- To approve the Delivery Strategy and associated appointments, providing a single, programme-based route to secure capacity, continuity and best value through a Strategic Delivery Partner and client-side multidisciplinary team.
- To confirm the inclusion of the first phase of sites within the Partnership, ensuring a clear and sequenced pipeline that can be managed efficiently on a programme basis.
- To enable early feasibility work on wider strategic development opportunities, including sites emerging through One Public Estate and major brownfield regeneration schemes, and to ensure that any proposal to include such sites in the Partnership is supported by a business case brought to Executive for decision.
- To endorse site-by-site contract awards and programme phasing, preserving CYC control and flexibility to respond to market conditions and affordability while maintaining delivery pace.
- To require updated scheme-specific business cases for Executive approval prior to entering major construction contracts in the HDP, strengthening governance, affordability and risk management at each gateway.
- To enable the Council to assemble and manage land, infrastructure and property interests necessary for scheme delivery, ensuring legal, planning and operational readiness.

- To allow the Council to enter into grant funding, infrastructure, highways, utilities and development agreements needed to implement individual schemes efficiently and in accordance with statutory requirements.
- To support timely and coordinated delivery of the HDP by providing appropriate delegations to progress activity.
- To ensure that schemes can be delivered in line with Executive approved business cases, the Council Plan, and the wider objectives for affordable housing, regeneration, social value, economic inclusion and climate action.
- To adopt the Homes England Healthy Homes Standard and Future Homes Standard to maintain high-quality, low carbon design while ensuring schemes remain deliverable and financially sustainable.

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