

REPORT AUDIT TRAIL – DELEGATED OFFICER DECISION - THORNHILL HOUSING DEVELOPMENT

CONSULTATION

*This is important as it shows that consultation has been undertaken in the preparation of the report and provides a quick reference point for specific comments, whilst the report will not be publishable if these areas have not been completed by the named persons below. **You must liaise with and receive sign off from the relevant Cabinet Member(s).***

Name/Position	Portfolio/Ward/ Directorate	Date Sent	Date Received	Comments in para:
Councillor Linda Beresford	Cabinet Member for Housing	Click here to enter a date.	Click here to enter a date.	Not applicable referred in the outline business case.
Ian Spicer	Adult Care, Housing and Public Health	Click here to enter a date.	Click here to enter a date.	
Name, Finance	Corporate Services	Click here to enter a date.	Click here to enter a date.	N/A
Name, Legal Services	Corporate Services	Click here to enter a date.	Click here to enter a date.	N/A
Name, Human Resources	Corporate Services	Click here to enter a date.	Click here to enter a date.	N/A
Name, Procurement	Corporate Services	Click here to enter a date.	Click here to enter a date.	N/A
Equalities	Policy, Strategy and Engagement	Click here to enter a date.	Click here to enter a date.	N/A
Other officers below		Click here to enter a date.	Click here to enter a date.	

REPORT APPROVAL TRACKING			
Equalities Your report will not be authorised for submission to Cabinet by your Executive Director if you have not undertaken and included an initial equalities screening. All equalities analysis documents should be sent to Equality@rotherham.gov.uk for feedback prior to being included as appendices.	Initial Screening completed and included with report	NO	Insert date agreed
	Full Assessment completed and included with report	NO	Insert date agreed
Carbon Impact Assessments Carbon Impact Assessments are to be appended to the associated cabinet reports. Carbon Impact Assessments should be sent to climate@rotherham.gov.uk for feedback prior to your report being sent to your Executive Director for approval.	Carbon Impact Assessment completed and included with report.	NO	Insert date agreed
Background information MANDATORY: Insert headings for a few main public documents you have used or referenced to write this report. This is a legal requirement. For Cabinet reports, insert hyperlinks . Do not list private documents.	<i>The report of the Strategic Director Adult Care, Housing and Public Health: Housing Delivery Programme - Developments at Greasbrough and Thornhill Cabinet 18 March 2024.</i> Printed minutes 18-March-2024 Cabinet <i>Housing Delivery Programme Report – 2023/24</i> Printed minutes Monday 10-Jul-2023 10.00 Cabinet.pdf <i>Housing Delivery Programme Report – 2024/25</i> Printed minutes Monday 22-Jan-2024 10.00 Cabinet.pdf <i>Housing Delivery Programme Report – 2025/26</i> Printed minutes Monday 10-Feb-2025 10.00 Cabinet.pdf		
Appendices If appendices are essential to the understanding of the report, list titles here. Ensure that appendices have proper titles. List any appendices relevant to the decision being taken first with the Equality Analysis documents coming next and the Carbon Impact Assessment being listed as the last Appendix for all reports.	N/A		

Cabinet Member Approval You should retain an email confirming the Cabinet Member approval for your records. Executive Directors should not authorise reports unless Cabinet Members have given sign off	YES	As per approved FBC
Report Authorised by Executive Director	YES	Click here to enter a date.
Report Authorised for publication by Chief Executive	NO (delete as appropriate)	Not required DOD report

Public Report with Exempt Appendices
Delegated Officer Decision

Committee Name and Date of Committee Meeting

Delegated Officer Decision – 28 August 2026

Report Title

THORNHILL HOUSING DEVELOPMENT

Is this a Key Decision and has it been included on the Forward Plan?

Yes

Executive Director Approving Submission of the Report

Ian Spicer, Executive Director of Adult Care, Housing and Public Health

Report Author(s)

Name, Kalpana Desai

01709 255049 or Kalpana.desai@rotherham.gov.uk

Ward(s) Affected

Rotherham West

Report Summary

Award of Construction Contract for 20 Council Homes at Tenter Street, Thornhill.

Recommendations

1. Approve the award of the construction contract for the development of 20 council homes at Tenter Street, Thornhill to the contractor appointed following the Design Stage.
2. Authorise the contract sum, as detailed within the report and exempt appendix, including provision for contingency, to enable delivery of the scheme within the approved budget.

List of Appendices Included

Business Case - Exempt

Background Papers

The report of the Strategic Director Adult Care, Housing and Public Health:

Housing Delivery Programme - Developments at Greasbrough and Thornhill Cabinet
18 March 2024. [Printed minutes 18-March-2024 Cabinet](#)

Housing Delivery Programme Report – 2023/24
[Printed minutes Monday 10-Jul-2023 10.00 Cabinet.pdf](#)

Housing Delivery Programme Report – 2024/25
[Printed minutes Monday 22-Jan-2024 10.00 Cabinet.pdf](#)

Housing Delivery Programme Report – 2025/26
[Printed minutes Monday 10-Feb-2025 10.00 Cabinet.pdf](#)

Tenter Street Housing Development - Build Contract OBC (Exempt confidential)

Consideration by any other Council Committee, Scrutiny or Advisory Panel
None

Council Approval Required
No

Exempt from the Press and Public

An exemption is sought for Appendix 1 under Paragraph 3 (Information relating to the financial or business affairs of any particular person (including the authority holding that information)) of Part I of Schedule 12A of the Local Government Act 1972, as this report contains commercially confidential information. It is considered that the public interest in maintaining the exemption would outweigh the public interest in disclosing the information as public release could jeopardise the delivery of the project.

1. Background

- 1.1 The Council is delivering an ambitious Housing Delivery Programme to provide 1,000 new Council homes between January 2018 and Summer 2027. It should be noted this project will complete after the current 1,000 homes programme concludes. It therefore effectively forms a bridging scheme into the new the post 2027 programme providing continuity of Council build development. This also responds to increasing demand for affordable housing across the borough and supports residents experiencing financial pressures arising from the rising cost of living.

Through the Housing Strategy and Housing Revenue Account (HRA) Business Plan, the Council is committed to delivering high-quality, affordable homes that meet local housing needs. Increasing the supply of affordable housing is a key priority in addressing housing demand, reducing homelessness pressures, and supporting improved health and wellbeing outcomes for residents.

- 1.2 This proposal relates to the development of the Council-owned site in Thornhill, delivering up to 20 new Council homes. the site was identified within the Cabinet report approved on 23 January 2023 as part of the Council's Housing Delivery Programme. A scheme-specific Cabinet report for Thornhill was subsequently approved on 18 March 2024.

Tenter Street

- 15 two-bedroom houses
- 4 three-bedroom houses
- 1 three-bedroomed bungalow.

The proposed development has been designed to meet identified local housing needs, with a particular focus on providing family-sized accommodation and accessible homes.

Planning permission has been secured for the site. A contractor has been appointed through a Pre-Construction Services Agreement (PCSA) and, following the successful completion of the PCSA stage, will progress to the main construction contract.

The latest programme forecasts a start on site in Autumn 2026, with completion of all dwellings anticipated by Winter 2027.

- 1.3 The site was identified as General Fund sites for early appropriation and were incorporated into the HRA Business Plan. On completion, the homes will be added to the Council's housing stock to help meet local housing need, reduce pressure on the Housing Register and partially offset the loss of Council homes through the Right to Buy programme.

Planning permission has been secured for the site. A contractor has been appointed through the Pre-Construction Services Agreement (PCSA) stage and will progress to main build contract.

The latest project Programme forecasted that a start on site should take place in Autumn 2026, with completion of all dwellings by Winter 2027.

2. Key Issues

- 2.1 The proposed scheme will deliver 20 new affordable homes comprising 15 two-bedroom houses, 4 three-bedroom houses and 1 three-bedroom bungalow.

This mix has been designed to respond directly to identified local housing need and demand within Masbrough. Evidence shows that demand for two-bedroom accommodation is particularly acute.

Two-bedroom flats attracted an average of between 97 and 128 bids per vacancy between 2024 and 2026, while there are only 13 two-bedroom council houses currently within the area.

The provision of 15 two-bedroom houses will help address the shortage of affordable homes for couples, small families and households seeking to move from smaller accommodation.

The scheme will also provide 4 three-bedroom houses and 1 three-bedroom bungalow, increasing the supply of larger family accommodation in an area where council stock currently comprises only 28 three-bedroom properties and one four-bedroom property.

The affordable tenure will ensure that the homes are accessible to households who are unable to meet their housing needs through the owner-occupied or private rented sectors.

Given the high demand for affordable housing and the low rate of turnover within existing stock, the proposed homes will provide much-needed opportunities for local residents to access secure and affordable

- 2.2 A competitive procurement process was conducted via the Efficiency North Framework, attracting four tender submissions. Following a robust evaluation, the Pre-Construction Services Agreement (PCSA) was awarded to the contractor whose submission was assessed as the most competitive and offered the best overall value.

- 2.3 A Pre-Construction Services Agreement (PCSA) was awarded to the successful contractor. The pre-construction phase has now been completed satisfactorily, with the design, cost plan and programme developed to the stage where the contractor is able to commence the construction works.

The total forecast cost of the scheme is £6,769,588, which includes RMBC contingency allowances and Employer's Agent fees.

- 2.4 The final scheme cost reflects a range of factors identified and assessed through the pre-construction process, including design development, site investigations, cost planning and viability appraisal. These factors have both positive and negative implications for the overall development appraisal.

Positive factors

- Delivery of high-quality, energy-efficient new homes.
- Contribution to the Council's housing supply objectives.
- Regeneration benefits for the local area.
- Competitive tender returns through the Efficiency North Framework.
- Reduced delivery risk through completion of the PCSA process and cost certainty prior to construction.

Negative factors

- Site-specific constraints requiring additional construction and infrastructure works.
- Abnormal development costs identified through site investigations.
- Increased construction costs resulting from market conditions and inflationary pressures.
- Professional fees, Employer's Agent costs and contingency requirements.
- Lower development values relative to overall scheme delivery costs.

Collectively, these factors result in a higher cost of development and reduced scheme values when compared with a standard residential development, thereby impacting the overall financial viability of the scheme.

new mainline railway station. These investments are expected to improve connectivity, support economic growth and increase employment opportunities.

The Council's intervention is therefore necessary to deliver much-needed affordable housing and support the long-term regeneration of the area.

3. Options considered and recommended proposal

3.1 Option 1: Do Not Award the Contract

This option was considered but rejected as it would delay the delivery of 20 new Council homes, increase programme risk and potentially lead to higher construction costs. It would also prevent the Council from realising the benefits of the work undertaken through the design, procurement and pre-construction phases.

Option 2: Re-procure the Contract

This option was considered but rejected as a compliant and competitive procurement exercise has already been completed through the Efficiency North Framework. Re-procurement would introduce unnecessary delay and additional costs, with no guarantee of securing a more favourable outcome.

Option 3: Use an Alternative Delivery Route

Alternative delivery routes were considered but were not assessed as offering the same level of value for money, programme certainty or effective risk management as the proposed approach. Pursuing an alternative delivery model would also delay the commencement of construction.

Recommended Option

Option 4: Award the Contract (Recommended)

It is recommended that the contract is awarded to the successful tenderer, whose submission was assessed as the most economically advantageous tender. Approval of the contract award will enable the timely delivery of 20 new Council homes and ensure the benefits secured through the pre-construction phase are realised, supporting the Council's housing and regeneration objectives.

4. Consultation on proposal

- 4.1 Public consultation was undertaken prior to submission of the planning applications and continued throughout the planning process (Planning Permission Reference) RB2025/1435

Engagement and feedback were also sought from the Ward Members, who particularly welcomed the development.

5. Timetable and Accountability for Implementing this Decision

- 5.1 In line with associated ODR form

6. Financial and Procurement Advice and Implications

- 6.1 Outline Business Case signed off by S151 officer on the 30/07/2026

7. Legal Advice and Implications

- 7.1 Approval to publish Officer Decision Record will be sought from the monitoring office.

8. Human Resources Advice and Implications

- 8.1 No HR implications

9. Implications for Children and Young People and Vulnerable Adults

- 9.1 None

10. Equalities and Human Rights Advice and Implications

- 10.1 Equalities and Human Rights implications considered as part of the Cabinet Reports listed in the Background Reports section.

11. Implications for CO2 Emissions and Climate Change

- 11.1 Relevant implications were considered as part of the Cabinet Reports listed in the Background Reports section.

12. Implications for Partners

- 12.1 Relevant implications were considered as part of the Cabinet Reports listed in the Background Reports section.

13. Risks and Mitigation

- 13.1 Relevant implications were considered as part of the Cabinet Reports listed in the Background Reports section.

14. Accountable Officers

Sarah Clyde – Service Director

Approvals obtained on behalf of Statutory Officers: -

	Named Officer	Date
Executive Director	Ian Spicer	Click here to enter a date.

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