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# **West Yorkshire Textile Mills Feasibility & Investment Framework**

WEST YORKSHIRE COMBINED AUTHORITY

7 February 2018

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## 1.0 Background

### Textile mills – the scale of the opportunity

- 1.1 The Leeds City Region (LCR) local authorities, Leeds City Region Enterprise Partnership (the LEP) and West Yorkshire Combined Authority (WYCA) share a combined ambition to maximise economic growth, job creation and housing growth. The LCR Strategic Economic Plan supports these ambitions by including (Priority 4) Infrastructure for Growth including Urban Growth Centres and Housing Growth ambitions as a priority.
- 1.2 The opportunity presented by the reuse of vacant and underused textile mills in West Yorkshire is substantial:
  - Repurposing mills aligns with current policy objectives for the public sector given the collective pursuit of growth at the various tiers of Governance and the reinforced importance of efficient re use of brownfield land.
  - Identifying new uses and investing in vacant or under used textile mills enables important heritage assets to be safeguarded and acts as catalyst for the regeneration and place making of local areas.
  - Textile mills are attractive to both residential and commercial occupiers and therefore, creating new floor space in textile mills also has significant commercial benefits.
  - Repurposing textile mills can bring fiscal benefits to local areas. An empty listed building is exempt from paying business rates but an occupied one is not. Therefore there is an immediate fiscal benefit to local authorities bringing mills back into use. There is similar benefit for residential schemes in respect of Council Tax and New Homes Bonus.
- 1.3 There are examples of best practice precedents of mill regeneration across the city region and nationally, that demonstrate the potential of these assets to create significant residential, commercial, health and educational use. Moreover, there has been a noticeable upturn in investor and developer appetite for mill redevelopment projects as demonstrated by increased planning activity.
- 1.4 Historic England estimate that there are approximately 1,350 vacant or underused mill buildings throughout the West Riding of Yorkshire and these mills have the capacity to generate approximately:
  - 150,000 jobs (equivalent to £6.4bn gross added value)
  - and / or 27,000 homes
- 1.5 There is therefore a huge opportunity to support economic growth across West Yorkshire by repurposing textile mills; however there is a critical need for public sector facilitation in order to deliver this.
- 1.6 Heritage assets, especially those that are listed, face a number of challenges as a result of constraints affecting the feasibility and costs of modernisation. It is also the case that a number of mills are located in weaker market areas where investor and occupier demand for housing and or employment development may be subdued. They are complex projects and the risk profile of a typical mill scheme does not readily fit the mainstream developer's model. However securing the economic functionality and the repurposing of redundant mills will be necessary to ensure their conservation.
- 1.7 WYCA has commissioned Cushman & Wakefield to prepare a Feasibility and Investment framework for a number of priority mill sites in West Yorkshire. Two priority mill sites have been identified by each of the five West Yorkshire local authorities as identified in Table 1.1.

**Table 1.1: Priority textile mills in West Yorkshire**

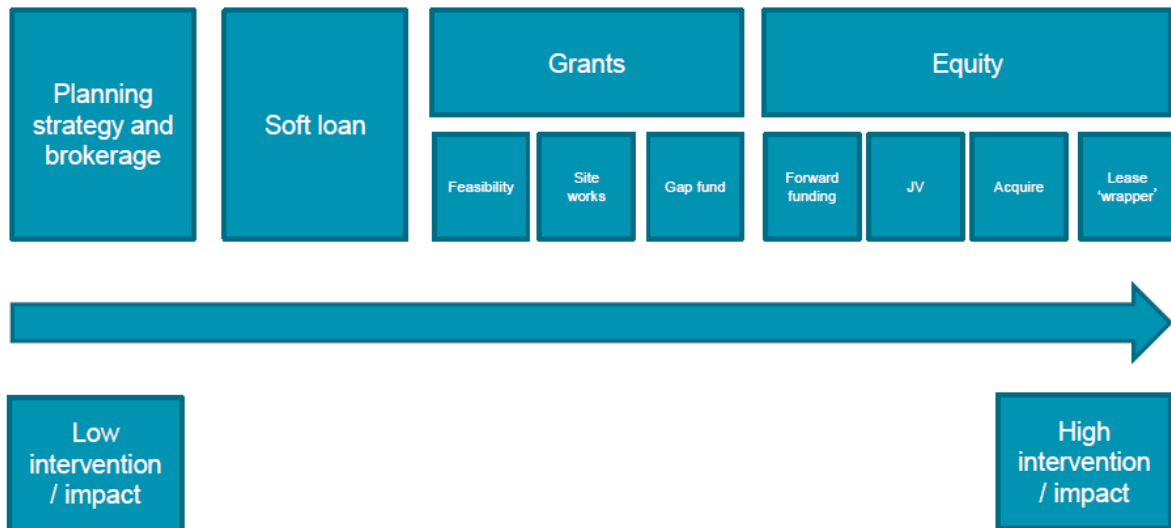
<b>Local Authority</b>	<b>Priority Mill</b>	<b>Ownership</b>
Bradford	<ul style="list-style-type: none"> <li>• Conditioning House</li> <li>• Laconia Building</li> </ul>	<ul style="list-style-type: none"> <li>• Priestley Developments</li> <li>• Lucero Holdings</li> </ul>
Calderdale	<ul style="list-style-type: none"> <li>• Shaw Lodge Mill</li> <li>• Rawson’s Mill / Old lane Mill</li> </ul>	<ul style="list-style-type: none"> <li>• The Lowry Partnership</li> <li>• Rawson’s Mill Developments</li> </ul>
Kirklees	<ul style="list-style-type: none"> <li>• Bank Bottom Mill</li> <li>• New Mills</li> </ul>	<ul style="list-style-type: none"> <li>• Crowther Family</li> <li>• Crowther Family</li> </ul>
Leeds	<ul style="list-style-type: none"> <li>• Abbey Mills</li> <li>• Stonebridge Mills.</li> </ul>	<ul style="list-style-type: none"> <li>• Leeds City Council</li> <li>• Rushbond Plc</li> </ul>
Wakefield	<ul style="list-style-type: none"> <li>• Rutland Mills</li> <li>• Queens Mill (Castleford)</li> </ul>	<ul style="list-style-type: none"> <li>• Wakefield Council</li> <li>• Castleford Heritage Trust</li> </ul>

- 1.8 This report identifies the type of intervention, and the resource and investment required to bring these buildings back into productive use. It also makes recommendations on the scope of a strategy and investment programme to progress the mill repurposing agenda at West Yorkshire level.
- 1.9 We have structured our report into four sections. Following this introduction, we set out the range of intervention options available in repurposing textile mills. In section three, we recommend an intervention option and investment strategy for each of the ten priority mills. In section four we set out our conclusions and recommendations for action. We provide a detailed analysis of each of the priority mill sites in Appendices 1 - 5 for the five local authority areas Bradford, Calderdale, Kirklees, Leeds and Wakefield respectively.

## 2.0 Intervention Options

2.1 Due to the fact that the individual needs of mills vary from site to site, there are a range of intervention options ranging from “low intervention / impact” to “high intervention / impact” as illustrated by Figure 2.1.

**Figure 2.1: Intervention options for repurposing textile mills**



### **Planning strategy and brokerage**

2.2 The planning process is perceived as a risk for buildings of historic significance because of the general desire of the planning process to conserve historic assets and the uncertainties regarding what level of change or even loss may be considered acceptable by local authorities and Historic England. For the majority of schemes, establishing a supportive planning strategy is a critical element in enabling delivery. For some developments, we consider it will represent the difference between a scheme happening or not. Key elements of this will include:

- Flexibility – flexibility is key and the willingness of local planning authorities to work collaboratively with applicants to determine a suitable and viable scheme, accepting the necessity of compromise where the partial loss of historic significance is essential to secure the economic sustainability of the property and optimum viable use.
- Rigorous application of principles of ‘constructive conservation’ – constructive conservation should be interpreted as the willingness of local planning authorities to positively consider change, modification and sometimes even partial loss of historic significance in exchange for guaranteeing the economic and functional sustainability of the asset.
- Taking a collaborative approach across the Council – working collaboratively across the Council to ensure there is an over-arching joined up corporate approach which informs the input from across various specialisms such as planning, highways, drainage and regeneration.
- Applying the ‘presumption in favour of’ development – experience has shown that getting disused mill buildings occupied is critical to their future economic sustainability. Therefore there should be a positive and proactive stance taken by local planning authorities to support proposals that would bring such buildings back into use.
- Creation of planning briefs or Local Development Orders (LDOs) – LDOs create certainty and clarity over the standards required in the redevelopment of any mill projects, including being clear

on the aspects of historic significance.

- Consideration of enabling development – enabling development effectively means allowing development that is judged would cause some harm to the heritage value of the asset where it would create proceeds that could be used to cross fund/subsidise the financial deficit of a mill conversion scheme.
- Historic England offers Enhanced Advisory Services - Enhanced Advisory Services help speed up projects and reduce risk through extended pre-application advice. The first round of advice from Historic England is offered free of charge, and further engagement is on a cost-recovery basis.

### **Loan finance**

- 2.3 The restrictions on lending for speculative development projects is a constraint that particularly affects mill projects given the risk profile of such schemes; and also due to the fact that many of the promoters of such projects are smaller niche developers who mainstream lenders perceive to be high risk. Track record is generally a key pre requisite for lenders to commit funding to schemes and many of the small scale developers struggle to demonstrate adequately their credentials in this regard.
- 2.4 A key issue for mill projects that needs to be overcome, is the large capital outlay required at the outset of the development programme for enabling works together with the prolonged timescales for repayment / recovery of debt.
- 2.5 The provision of flexible loans is one solution to this problem. In this scenarios, the public sector is able to provide loans where repayments can be deferred, and linked to the receipt of income from sales rather than to any fixed repayment timescales. Homes England's Home Building Fund is an established fund which has great potential to be used to support textile mill reuse projects which deliver housing. Two recent historic building reuse projects in Bradford City Centre have benefited from these loans and thereby enabled the delivery of a large number of new residential units. The schemes, on Canal Road and Manor Row respectively, delivered 150 residential units.

### **Grants**

- 2.6 Grants are perhaps the most readily understood and historically most widely used mechanism for public sector led assistance on regeneration projects. Whilst the availability of 'grant' per se has been more restricted in recent times of public sector austerity there remain a number of opportunities for using grants on mill projects from sources such as Heritage Enterprise, Local Growth Fund and EU funding.
- Grants for feasibility work – mill owners and developers can be reluctant to invest money where there are so many risks; and as a result critical site investigations or feasibility studies are not carried out. By providing finance for such due diligence, this can allow a greater level of certainty to be established and determine the route for delivery. A recent example of such an approach is by Leeds Council who paid for a technical study to be produced in respect of Hunslet Mill. The results of which helped to validate a developer's interest in the property and at the time of this report's publication the scheme is underway with sales of the first phases having been completed.
  - Grants for site works and infrastructure – For many mill sites, there is a need for site enabling works and infrastructure. Many mill sites require flood attenuation works given their location alongside water courses. Where funding can be drawn into such projects it can have a beneficial impact in reducing overall development costs and enhancing prospects for viability.
  - Grants for gap funding refurbishment schemes – Grants to bridge the difference between costs

and end sale values can address the viability deficit which exists on certain projects and facilitate redevelopment. Gap funding is controversial because of issues relating to State Aid and the perception that public money is being used to support developer's profit. Gap funding may not be adequate to incentivise a developer to take on all projects where there remains significant occupier risk. We consider that there is a case for gap funding in certain circumstances where there is proven occupier demand and the financial deficit is related to abnormal costs as distinct from weak market demand. However, wherever used, there should be suitable mechanisms put in place for clawback and overage to ensure value for money and state aid compliance. Heritage Enterprise specifically focuses on grants to plug the 'conservation deficit' on redevelopment schemes.

## **Equity**

2.7 Equity can be invested into projects to facilitate delivery and can take a variety of forms. Where for example the public sector invests equity into a development scheme it is taking on a greater burden of risk than it has been exposed to on traditional methods of public sector support; effectively it is stepping into either the investor's or developer's role. The degree of risk can be limited by the amount of equity and the way it is invested. In the case of the textile mills examined in this report we consider there are a number of options for consideration:

- Forward funding – where a public sector agency acts as funder of a scheme essentially committing its capital to acquire the property at some point usually shortly after practical completion. A funding agreement would typically be entered into with a developer, with the terms of the agreement negotiated according to individual circumstances. The investment risk depends on the degree to which the property scheme is pre let or pre sold and the terms on which such agreements are made.
- Joint venture – where the public sector invests its equity alongside another equity partner, which could be an investor or developer. The public sector is essentially sharing the cost requirements, the risk and the returns from the investment. A local authority could enter into such a collaboration with a commercial partner in relation to a single scheme or multiple schemes and either partners' contribution could be in the form of land / asset, as well as / instead of, capital. This could work particularly where a local authority owns a redundant textile mill and enters into an agreement with a developer with the existing value of the property representing its equity contribution. Alternatively, a local authority could enter into an arrangement with a commercial partner with a view to acquiring and refurbishing single or multiple mill projects.
- Acquisition and Direct development – arguably the most comprehensive means of intervention is to directly deliver a mill regeneration scheme. This could involve the acquisition of the mill interest (by compulsory means in a radical scenario), the preparation of designs, securing planning permission, letting the building contract and leasing/sale of the refurbished floor space. Whilst this approach appears radical there are variants which could limit the public sector's risk exposure such as progressing only to the planning stage prior to exiting via sale / development agreement to commercial partner. Additionally, a local authority could appoint a developer on a development management role to 'buy-in' commercial expertise and limit the development risk.
- Head lease – where a public sector body is willing to enter into a long term head-lease with a developer, this can provide an alternative means of overcoming viability pressures. Annuity leases and income strip style leases with minimum terms of 20 years have become increasingly popular with developers as a result of the local authorities' strong covenant strength creating substantial investment values and investor appetite. This sort of lease arrangement can be used to either generate the capital to overcome high abnormal mill refurbishment costs and / or

effectively translated into a low rental charge to the local authority. In this scenario, the holding risk remains with the local authority and such schemes are normally predicated on either the public sector accommodating the floor space, or being able to sub-let the floor space to occupiers and achieve a profit rent.

## 3.0 Intervention Strategy Options

3.1 Having inspected each of the priority mill sites, and through our discussions with their owners, developers, and the local authorities, we have identified potential intervention strategies and options to enable the reuse of the mills to be delivered.

- Conditioning House, Bradford - The developer has advised that the development proposals cannot viably support affordable housing and the scheme is marginally viable. The developer is currently engaged in discussions with the Local Planning Authority regarding on site affordable housing provision and Section 106 contributions. The developer has advised that support for enabling works would assist in expediting capital works and in mitigating delivery risk. In addition, £5m debt funding on a soft loan basis for construction works would be beneficial; as the debt funding for this project is yet to be secured.
- Laconia Buildings, Bradford – New Mason Properties has an option to deliver the development proposals and is in the process of trying to bring forward a 155 unit residential scheme. The developer has identified a £2.7m gap funding requirement for the project. The planning permission is also subject to a Section 106 Agreement which will need to be agreed with the Local Planning Authority. A soft loan would assist in bringing this project forward however given the stated viability gap this is not likely on its own to enable delivery. An alternative mechanism would be for the local authority to step in as an investor reducing both profit and finance costs and thus enhancing viability.
- Shaw Lodge Mills, Halifax, Calderdale – Undertaking a feasibility study and preparing a project brief for the remaining mill buildings and adjacent land at Shaw Lodge Mills would provide a strategy for repurposing the remaining floor space and create new floor space on the adjacent land. This could provide additional employment and housing opportunities for Halifax.
- Rawson’s Mill, Halifax, Calderdale – The owner is looking to sell this site which has an expired planning consent for residential use. Direct public sector engagement and investment is considered to be necessary for this scheme, alongside a planning strategy facilitating enabling development. This may include serving an Urgent Works Notice under the provisions of s54 of the Listed Buildings Act in order to safeguard the fabric of the property.
- Bank Bottom and New Mill, Marsden, Kirklees - Given the proximity of Bank Bottom Mills to New Mills, Marsden, we suggest that the redevelopment proposals be considered holistically. There are merits in preparing a feasibility study for the subject site and a project brief. This should include a building and structural survey as well as a market report to determine a sustainable mix of end uses for the site. Due to the complexity of both Bank Bottom Mills and New Mills existing on sloping sites with varying levels of access and passage through the buildings, it may be advisable to include a BIM survey / model within a feasibility study. Providing financial support towards the cost of undertaking due diligence and preparing a detailed feasibility study and project brief would assist in bringing forward this project. We would also recommend brokerage support with the Local Authority to assist in bringing forward this challenging site.
- Abbey Mill, Kirkstall, Leeds - As a council owned property, Abbey Mill offers the opportunity for the council to deliver a mill repurposing project through a development agreement or by entering into some form of joint venture arrangement to facilitate delivery. A number of technical studies



are required to assist in determining project feasibility and to identify potential costs. Such due diligence will mitigate risk and facilitate project delivery.

- Stonebridge Mills, Wortley, Leeds – Rushbond plc is engaged in pre-planning application discussions with the local planning authority. Given the abnormal costs associated with the development, Rushbond have indicated that it is unlikely that they will be able to deliver affordable housing on site in line with the Local Plan policy requirements. In this respect, a flexible approach to planning is likely to be required to enable this site to be redeveloped.
- Rutland Mill, Wakefield - The scale of the mill and various constraints will necessitate a level of public sector assistance. Although the purchaser is understood to be well funded there remains uncertainty regarding the timescales for delivery and public sector assistance through partial risk sharing could accelerate delivery and optimise the quality of the project. Public sector assistance of £1.5m to undertake a review and update of the 2006 whole site flood mitigation strategy; as well as funding towards abnormal costs would help de-risk the project and accelerate delivery.
- Queens Mill, Castleford, Wakefield - The Trust have ambitious proposals for Queens Mill which are fully supported by the local community, local authority and local members. They do need support in securing the necessary funding to deliver the scheme. Their local connections, charitable status and entrepreneurship has enabled them to benefit from concessionary rates, support from local tradespeople to deliver work on the site to date and they are driven to secure value for money in the delivery of the scheme. However, the Trust would benefit from £700,500 grant funding which would secure the necessary outstanding funding to deliver the scheme. The capital works could be delivered in 2018 and 2019. Alternatively, a soft loan facility may assist in delivering the project should the waterwheel be effective in generating a revenue stream for the Trust.

3.2 A summary of the investment requirements and indicative delivery timescales is provided in Table 3.1. It should be noted that any offer of grant or financial support (through a soft loan facility) should be subject to viability assessment and appropriate due diligence.

**Table 3.1: Summary of intervention requirements for West Yorkshire Mills**

Mill	Ownership	Type of intervention required	Investment required	Outputs / outcomes	Timescales
Conditioning House, Bradford	Private	Planning strategy and brokerage and investment.	Financial support for enabling works and £5m loan	133 homes 1350 sq m office space 113 new jobs	Investment required Q1 2018 for enabling works
Laconia Buildings, Bradford	Private	Soft loan for enabling works to stabilise the building and undertake additional feasibility.	£2.7m gap funding.	155 homes	2018 / 2019
Shaw Lodge Mills, Calderdale	Private	Feasibility and project brief	£100,000	208 jobs	Q1 / Q2 2018
Rawson's Mill, Calderdale	Private	Brokerage with owner. Potential for LA to acquire site or take enforcement action.	£3m asking price	136 homes	2018 +
Rutland Mill, Wakefield	Wakefield Metropolitan District Council	Review and update of 2006 whole site flood strategy and financial support towards abnormal costs.	£1.5m for abnormal costs including SUDS, flood defences, site remediation and utilities.	800 jobs	2018
Queens Mill, Wakefield	Charitable Trust	Grant funding for capital works or recoverable investment.	£700,500	17 jobs, heritage visitor hub, community facility, skills training	£540,500 in 2018 £160,000 in 2019
Bank Bottom Mill, Kirklees	Private	Mill sites to be considered holistically. Brokerage with landowner. Feasibility study and project brief.	£100,000	1,492 jobs or 275 homes	2018
New Mill, Kirklees	Private			1,672 jobs or 309 homes	2018
Abbey Mill, Leeds	Leeds City Council	Due diligence – building condition survey, FRA, Access Statement.	£100,000	486 jobs or 90 homes	2018
Stonebridge Mills, Leeds	Private	Planning strategy and brokerage.	n/a	125 homes	2017 / 2018

## 4.0 Conclusions and recommendations

- 4.1 This study has identified intervention options and the anticipated level of investment required to unlock each of the ten priority textile mill sites.
- 4.2 The public sector has an important role in helping to drive forward the regeneration process of the mills. The following recommendations are made to public sector partners:
- 4.3 A partnership should be established (West Yorkshire Mills Redevelopment Working Group (MRG)) to coordinate the delivery process. This should comprise a representative from each of the five West Yorkshire local authorities, WYCA, Homes England, and Historic England. We recommend the identification of a dedicated project manager, to lead and coordinate the mills investment programme. The responsibilities would include convening the MRG and working with the local authorities and other stakeholders to identify funding which can deliver the mill projects. It is recognised that appropriate resource/capacity needs to be identified to facilitate this. If the agencies do not currently have the capacity to resource from existing staff, additional funding may be required. A draft Terms of Reference for the MRG is set out at Appendix 6 of this report.
- 4.4 For each member of the MRG, we set out key roles and responsibilities:

### **Local Authorities**

- Identify an officer with the appropriate skills and experience as the lead for the brokerage and development of strategies and business cases for mill regeneration projects within their administrative areas.
- Apply powers and resources to align with intervention needs of priority schemes.
- Champion the schemes within the authority, aligning the support of the necessary departments within the authority and secure member support for delivery, supporting the planning process.

### **Regional / WYCA**

- Establish and administer MRG including hosting regular meetings, preparing and sharing agenda before meetings and recording actions.
- Coordinate the development and implementation of a mills investment strategy.
- Identify means of integrating Mills Investment Strategy into policy through refresh of the Strategic Economic Plan and/or other policy documents.
- Seek opportunities to align WYCA funding with Mills Investment Strategy.

### **Homes England**

- Ensure proactive alignment of Homes England funding sources with identified schemes within Mills Investment Strategy.
- Commit staff resource to the development / implementation of Mills Investment Strategy (including attendance at MRG).

### **Historic England**

- Participate in and support MRG.

- To seek opportunities for additional resource to support development of feasibility and delivery plans
- Provide advice on constructive conservation requirements as part of development / business case of schemes.

4.5 As a further consideration it is recommended that partners explore the potential for broadening the programme to enable new prospects to come into the programme where they offer good opportunities for repurposing that aligns with objectives. Consideration to widening the geographical coverage to include Leeds City Region authorities (in addition to West Yorkshire authorities) and broadening the scope to include other buildings of industrial heritage merit as well as textile mills.

## Appendix 1 Bradford priority mills

### Conditioning House, Bradford



<b>Site address</b>	Conditioning House, Cape Street, Bradford West Yorkshire, BD1 4RP	
<b>Site ownership</b>	The freehold interest in the property is held by Priestley Developments.	
<b>Site area and Building Size</b>	0.55 hectares (1.36 acres)	13,344 sq m (143,633 sq ft) GIA
<b>Listed status</b>	Grade II listed	
<b>Existing use / Occupiers</b>	The property is currently vacant	
<b>Historic significance</b>	Conditioning House was built by the Bradford Corporation after a special act of parliament. The property was used to quality check and control the moisture content of textiles by means of laboratory examination and certify their true weight and length. It was the only property of its kind in England. The purpose built building was designed by F Wild. The structure was erected over four-storeys and basement around three sides of an open court and opened in 1902.	
<b>Use potential</b>	Since its closure in the late 1980's previous owners have struggled to repurpose the property. Proposals for alternative uses have included both commercial and residential uses and indeed the property has potential for residential and commercial use.	
<b>Dwelling capacity (assumed 65 sq m per unit)</b>	164 unit dwelling capacity (This assumes the whole property of 13,344 sq m gross internal area, netted back by 20% to arrive at a net internal area of 10,675 sq m, is converted to residential).	

<b>Employment capacity (assumed 12 sq m per worker)</b>	<p>889 jobs employment capacity</p> <p>(This assumes the whole property of 13,344 sq m gross internal area, netted back by 20% to arrive at a net internal area of 10,675 sq m, is converted to office space).</p>
<b>Redevelopment proposals</b>	<p>Priestley Developments have submitted a planning application (reference 17/04699/MAF) for a mixed use development and associated external works. Priestly Developments advise that the planning application is anticipated to be determined in January 2018 and that work will commence on site shortly thereafter. The applicant is currently negotiating the affordable housing / section 106 requirements that will be delivered by the development.</p> <p>The proposed development comprises the conversion of the existing building to provide managed office space, a café, gymnasium and residential apartment accommodation. The office and café units are to be provided at ground floor level with the gymnasium formed within the lower ground floor of the eastern building block. Apartment accommodation will provide 133 one and two bedroom units on each floor served by a broadly central communal corridor. Internally existing exposed columns will be retained and existing stair wells utilised. No substantial new build is proposed although new entrance platforms and lobbies will be formed within the internal courtyard and new stepped accesses formed to the northern facades of the two long ranged warehouse blocks.</p> <p>Priestley Developments are a local firm who employ local people in the construction of their developments. It is envisaged that circa 100 people will be employed to deliver the proposals for Conditioning House, with a further 500 people employed through the supply chain.</p> <p>Approximately three months of enabling works are required ahead of commencement of the redevelopment proposals. This includes making the property safe, removing asbestos, stone masonry work, repairing joists and undertaking repairs to the roof.</p> <p>Priestley Developments are delivering Grade A office space at Conditioning House as they see this as a gap in the market in Bradford.</p> <p>They also propose 133 apartments of which 81 units will be 1 bed units and 52 will be two bed units. Due to the fact Conditioning House is a deep mill building, the units will be 800 – 1700 sq ft (two bed units) and 750 – 1,000 sq ft (one bed units).</p>
<b>Planning status</b>	<p>Planning application reference 17/04699/MAF Conversion of building to residential, commercial and cafe use including associated external works. Conditioning House Cape Street Bradford West Yorkshire.</p> <p>The application provides for:</p> <ul style="list-style-type: none"> <li>• 1,350 sq m managed office space</li> <li>• 89 sq m café</li> <li>• 675 sq m gymnasium</li> <li>• 133 apartments</li> </ul>
<b>Site constraints / abnormalities</b>	<p>Priestley Developments has undertaken due diligence for the site and is aware that the enabling works will be required before the development can commence.</p> <p>Building Condition:</p> <p>The roof is in poor condition, there are numerous defective areas open to the elements.</p>

	<p>The original timber lath and plaster are in a poor condition. Timber joists (truss) appear to be in a fairly sound condition. Frosted glass is present in windows on the fourth floor and on third floors. Most windows on the other floors are missing. Window frames have been boarded up.</p> <p>Asbestos is present on site and is in the process of being removed. There are large amounts of pigeon guano on upper floors. There are quite a few areas where floorboards are unsound (rotten) due to water damage. The proposals for enabling works include replacing the defective floor boards. Externally, the parapet wall is to be taken down and rebuilt. The glazed roof between the buildings will be replaced. The metal bridges between the mill buildings are structurally sound – although the timbers need replacing.</p>
<b>Delivery route</b>	<p>Priestley Developments will deliver the development proposals. Redevelopment works will start at the top of the building and progress downwards. The development will be delivered in one phase on a floor by floor basis. An 18 month build period is anticipated from January 2018. It is proposed the residential units will be marketed at an average of £125,000 per unit. Priestley Developments consider the tone for two bed apartments in the area is £75,000 to £90,000.</p> <p>The project is being financed through debt and equity funding. Priestley Developments advise that the debt funding rates available to them are 5-6% interest. Equity funds are from overseas investors (China, Far East, Qatar, Dubai, Russia). Priestley Developments sell units to international investors who buy off plan. Investors are looking for high-end product. Priestley Development create efficiencies in construction costs using a sister construction company and these saving are passed on to their investors. They sell units quickly as investors benefit from discounts of circa £10,000 from capitalised price.</p>
<b>Public sector intervention / investment requirements</b>	<p>The developer has advised that the development proposals cannot viably support affordable housing and the scheme is marginally viable. The developer is currently engaged in discussions with the Local Planning Authority regarding on site affordable housing provision and Section 106 contributions.</p> <p>The developer has advised that support for enabling works (£750,000) would assist in expediting capital works and in mitigating delivery risk. In addition, £5m debt funding on a soft loan basis for construction works would be beneficial; as the debt funding for this project is yet to be secured.</p> <p>Potential for Home Building Fund application.</p>
<b>Timescale for delivery (short / medium / long term)</b>	Short term
<b>What SEP outcomes does the site potentially deliver?</b>	<p>£3.7 billion additional annual economic output by 2036  Building of 10,000 - 13,000 new homes per year  Generating 35,700 additional net jobs by 2036</p>

## Laconia Building, Bradford



<b>Site address</b>	Laconia Building, 179 Sunbridge Road, Bradford, BD1 2HQ	
<b>Site ownership</b>	The freehold interest in the property is held by Paul Smith of Lucero Holdings, however New Mason Properties have an option to redevelop the property.	
<b>Site area and Building Size</b>	Site area approximately 2,695.96 sq m (0.67 acres)	Approximately 6,555 sq m gross external area
<b>Listed status</b>	The property is not listed, however it is located in the Goitside Conservation Area.	
<b>Existing use / Occupiers</b>	The property is vacant and has been derelict for a number of years. As a result, it is in a very poor state of repair.	
<b>Historic significance</b>	Laconia Building is a former wool warehouse located in the Goitside Conservation Area. The building is constructed into the site's steep topography. The building provides an image of the progression of architectural tastes from the 19th Century through to the early 20th Century. The buildings are constructed of local sandstone and as such are distinct to Bradford and have considerable group value.	
<b>Use potential</b>	The property has potential to be converted into residential units.	



<b>Dwelling capacity (assumed 65 sq m per unit)</b>	Up to 163 units
<b>Employment capacity (assumed 12 sq m per worker)</b>	n/a
<b>Redevelopment proposals</b>	The proposals for the property include conversion of the building into up to 163 new apartments over eight storeys. This includes the construction of 18 roof top terrace apartments and the construction of a new and simplifies pitch roof over the entire building. There is also potential to convert the basement of the property into under croft car parking.
<b>Planning status</b>	The property has the benefit of an extant planning permission (subject to Section 106 agreement) (reference 10/05293/FUL which is a resubmission of application 07/04214/FUL) for conversion of the existing building into 163 apartments and an additional storey and new roof along with proposed amendments to the previously agreed Section 106 agreement.
<b>Site constraints / abnormals</b>	The roof is in a serious state of disrepair. The integrity of the building is compromised as a result of water penetration over a prolonged period of time. There are pigeons nesting in the property which is also causing structural damage.
<b>Delivery route</b>	<p>New Mason Properties has an option to deliver the development proposals and is in the process of trying to bring forward a 155 unit residential scheme.</p> <p>However the developer has identified a £2.7m funding requirement for the project. The planning permission is also subject to a Section 106 Agreement which will need to be agreed with the Local Planning Authority. Subject to a viability assessment a soft loan would assist in bringing this project forward.</p> <p>Potential for Home Building Fund application.</p>
<b>Public sector intervention / investment requirements</b>	£2.7m funding requirement in 2018 / 2019. The planning permission is also subject to a Section 106 Agreement which will need to be agreed with the Local Planning Authority.
<b>Timescale for delivery (short / medium / long term)</b>	Short term
<b>What SEP outcomes does the site potentially deliver?</b>	<p>£3.7 billion additional annual economic output by 2036</p> <p>Building of 10,000 - 13,000 new homes per year</p>


## Appendix 2 Calderdale priority mills

### Shaw Lodge Mill, Halifax



<b>Site address</b>	Shaw Lodge Mill, Shaw Lane, Halifax, HX3 9ET	
<b>Site ownership</b>	The freehold interest in the property is held by Paul Clark of the Lowry Partnership	
<b>Site area and Building Size</b>	Shaw Lodge Mills gross site area is approximately 4.53 hectares (11.2 acres)	1862 Warehouse – 6,650 sq m 1850 Mill – 6,600 sq m 1830 Mill - 2,500 sq m Combing Shed 2,230 sq m Garage 540 sq m Head Office 680 sq m Clock Tower 450 sq m A Shed 2,200 sq m C Shed 4,430 sq m The Old Boiler House 630 sq m The Old Engine House 280 sq m  Total: GEA 27,190 sq m

		Site and building areas taken from BDP Planning & Design Statement (2007)
<b>Listed status</b>	<p>The site is Grade II* listed, under the following listings:</p> <ul style="list-style-type: none"> <li>• Shaw Lodge Mill Chimney (no.1391916)</li> <li>• Shaw Lodge Mill Office Building (no. 1391914)</li> <li>• Shaw Lodge Mill Warehouse and Mill (no. 1391936)</li> <li>• Shaw Lodge Mill Former Combing Shed (no. 1391913)</li> <li>• Shaw Lodge Mill Weaving Sheds and Clock Tower (no. 1391911)</li> <li>• Shaw Lodge Mill Engine House and Boiler House (no. 1391915)</li> </ul> <p>The Mill Gas Plant is scheduled to be listed imminently, as it has been considered to be of national historical importance.</p>	
<b>Existing use / Occupiers</b>	<p>The site is currently in use as a mixed use B1 employment and D2 leisure site. The upper floors are currently used for office space. Numerous leisure and sports facilities are operating on the site, namely, CI Adventures who occupy the boiler house and The Mill Play Centre, a Gym, and The Artworks, operating in the 1850 Mill. 3GI Soccer occupy the clock tower building.</p>	
<b>Historic significance</b>	<p>Shaw Lodge Mills was established by John Holdsworth &amp; Company, a prominent Halifax family of woollen textile manufacturers and merchants. They specialised in worsted cloth, produced by hand loom weavers, but developments in mechanised spinning led in 1822 to John Holdsworth establishing his first spinning mill to join a growing number of worsted spinning mills in Halifax. The location of this is uncertain, but by 1825 he was purchasing land at Shaw Lodge and his first mill on the site is dated to 1830. This is the extant 'No 1 Mill' on the present site.</p> <p>Further developments in the industry led to the gradual mechanisation of the weaving part of the process, and the first power loom weaving shed was begun at Shaw Lodge in 1844. The No 2 Mill, was constructed between 1831 and 1839, with the 1850 Mill (No.3 Mill) becoming established in the middle of the 19<sup>th</sup> Century. A 7-storey warehouse and office block were established on the site in 1862 and 1865 respectively.</p> <p>By 1866 the firm employed over 2000 workers and gained a worldwide reputation for specialising in the production of the upholstery fabric Moquette, which furnishing the majority of Britain's railway carriages in the 19<sup>th</sup> and early 20<sup>th</sup> centuries. The Holdsworth business was sold in 2005 but production continued at the mill until 2008 under Hebble Valley Weavers. The mills remain a historically significant symbol of the manufacturing history of Halifax and the wider West Yorkshire region.</p> <p>The complex represents one of the largest surviving nineteenth century mills in the country and is of national significance.</p>	
<b>Use potential</b>	Mixed Use	
<b>Dwelling capacity (assumed 65 sq m per unit)</b>	n/a	

<p><b>Employment capacity (assumed 12 sq m per worker)</b></p>	<p>1,812 jobs (based on GEA 27,190 sq m netted back by 20% to 21,752 sq m)</p>
<p><b>Redevelopment proposals</b></p>	<p>In February 2011 a planning application was submitted to redevelop the site into a mixed use development, comprising 300 residential units, B1 space, and ancillary restaurants, bars and a gym (reference number: 11/00192/REN). Although this application was permitted subject to a legal agreement, the development has not taken place. The site has also had the benefit of a master planning exercise through the Renaissance Market Towns Programme, however the proposals have not been delivered. It is anticipated that these plans were developed prior to the ownership of the site by the Lowry Partnership.</p>
<p><b>Planning status</b></p>	<p>The whole site is proposed in the draft local plan as a Primary Employment Area. Part of the site is allocated in the emerging local plan as a primary employment site, shown outlined in red on the diagram below (ref: LP1134). A site the east of the mill complex is also allocated as a new employment site, as shown below (ref: LP1133). The Mill buildings themselves are not included in the proposed allocation. The local plan is currently under consultation.</p>  <p>Numerous previous planning applications for the site are available on Calderdale council's planning portal, mainly relating to changes of use as new tenants have occupied parts of the complex, (i.e. industrial/office to leisure use).</p>

<b>Site constraints / abnormalities</b>	<p>Access to the site is via Shaw Lane which is a narrow cobbled road. The site is steeply sloping and development proposals will need to be adapted around the sites gradients.</p>
<b>Delivery route</b>	<p>The Lowry Partnership have acquired land adjacent to the site. They are interested in repurposing the remaining vacant mill buildings on the site, creating new residential development on the adjacent land and also new industrial units.</p> <p>A feasibility study is required to investigate the scope of developing the remaining mill buildings and adjacent land and in particular how access to the site will be delivered given the challenging topography.</p> <p>The Lowry Partnership are receptive to discussions and advice on how the proposals can be brought forward.</p>
<b>Public sector intervention / investment requirements</b>	<p>A feasibility study and project brief is required to incentivise the developer to repurpose the remaining vacant / underused mill buildings, including bringing forward the adjacent land which could provide additional employment and housing opportunities.</p>
<b>Timescale for delivery (short / medium / long term)</b>	<p>Medium term</p>



## Old Lane / Rawson's Mill, Halifax



<b>Site address</b>	Old Lane / Rawson's Mill, Old Lane, Halifax, HX3 5QN	
<b>Site ownership</b>	The freehold interest in the property is within private ownership - Rawson's Mill Developments	
<b>Site area and Building Size</b>	Gross land area: 4.7 hectares (11.7 acres)	Gross floor area of mill building(s): 4,682 sq m
<b>Listed status</b>	Old Lane Mill is a Grade II* listed worsted mill which is recorded on the Heritage at Risk Register 2015.	
<b>Existing use / Occupiers</b>	The mill and site within which it is located is vacant and derelict.	
<b>Historic significance</b>	The significance of Old Lane Mill is in part derived from its age, historical associations and the quality of its architecture. Historic England advise that it is probably the best preserved mill of its type (multi-storey, iron framed) in Yorkshire.	
<b>Use potential</b>	The property has potential for conversion into residential units or for commercial use.	

<b>Dwelling capacity (assumed 65 sq m per unit)</b>	136 units - 58 units mill conversion and 78 units enabling development (based on building size of GEA 4,682 sq m netted back by 20% to 3746 sq m)
<b>Employment capacity (assumed 12 sq m per worker)</b>	312 jobs (based on GEA 4,682 sq m netted back by 20% to 3746 sq m).
<b>Redevelopment proposals</b>	We are advised by the property agent and the landowner that there are no current proposals to redevelop the site. The site benefits from a significant land area which could be brought forward for development alongside the reuse of the existing mill buildings. The site is within close proximity to Dean Clough and Halifax Town centre.
<b>Planning status</b>	Old Lane Mill is a filtered site (LP1180) in the Local Plan Allocations and Designations document. It is currently unallocated. The site has an expired planning permission for residential use 64 dwellings (08/01355/FUL - 56 dwellings and 08/01356/LBC and 08/01329/FUL - 64 dwellings).
<b>Site constraints / abnormals</b>	<p>Access to the site would benefit from improvement. The site is located adjacent to a waste transfer site which could affect its appeal from an end user perspective, especially as occupiers would currently need to pass the waste transfer site in order to gain access to the mill.</p> <p>Other potential site constraints which are likely to lead to abnormal costs include a culverted watercourse on site, the presence of invasive species and the sloping topography of the site.</p> <p><b>Building Condition</b> The condition of the mill will necessitate substantial structural remedial works. The mill has a number of penetrations within the roof which have undoubtedly been prolonged over a period of time and are likely to have caused water damage internally, including structural damage to the roof.</p> <p>Windows to the mill are missing. This has allowed pigeons to nest in the property and it is assumed that the build-up of pigeon guano could be a health hazard. We are also aware that there is unauthorised access to the site and it is unknown what activity has been undertaken by the unauthorised access.</p> <p>There is evidence of failure of high level stonework, which has resulted in pieces deboning. There are isolated areas of frost damaged sections of stonework, with varying degrees of severity. Sections of the site boundary retaining walls have failed in areas.</p>
<b>Delivery route</b>	<p>The owner looking to exit the site which has an expired planning permission for residential use. The property is currently being marketed by Terrance Painter Properties with a guide price of £3m. A number of parties have expressed an interest but offers to date have been rejected by the owner.</p> <p>We are advised by the agent that the owner is offering interested buyers the following options:</p> <ul style="list-style-type: none"> <li>• For a full and outright purchase of the entire site, a price of 25% of the expected GDV.</li> </ul>

	<ul style="list-style-type: none"> <li>• Alternatively, 20% of the expected GDV and a 50% profit share from a joint venture with a builder/developer (building costs will be capped in advance) Under this proposal with a joint venture, no charges may be made on the site, and therefore the builder/developer must use only their own financing. This option does allow for a staged development schedule.</li> <li>• The successful purchaser will deposit a sum of £50,000.00 as a Good Faith Deposit, to be held by our nominated agent as a stakeholder, upon formal issue of the Memorandum of Terms.</li> </ul> <p>Direct public sector investment is considered to be necessary for this scheme alongside a planning strategy facilitating enabling development.</p>
<p><b>Public sector intervention / investment requirements</b></p>	<p>Cushman and Wakefield's earlier work identified the need for significant public sector support to facilitate the delivery of this scheme. This may include serving an Urgent Works Notice under the provisions of s54 of the Listed Buildings Act in order to safeguard the fabric of the property.</p>
<p><b>Timescale for delivery (short / medium / long term)</b></p>	<p>Long Term</p>
<p><b>What SEP outcomes does the site potentially deliver?</b></p>	<p>Building of 10,000 - 13,000 new homes per year Halifax is a designated priority area of the SEP</p>

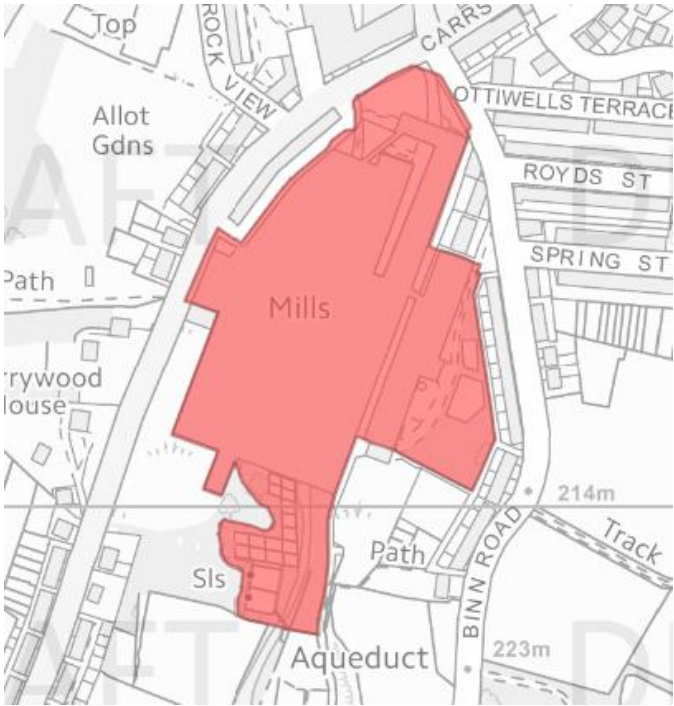


## Appendix 3 Kirklees priority mills

### Bank Bottom Mill, Marsden



<b>Site address</b>	Bank bottom Mill, Mount Road, Marsden, Huddersfield, HD7 6HR (also known locally as Crowther's Mill and Marsden Mill).	
<b>Site ownership</b>	Crowther Family	
<b>Site area and Building Size</b>	The site area is approximately 8.1 hectares (20.1 acres)	The gross external area of the property is approximately 23,364 sq m
<b>Listed status</b>	The property is not listed and it is not in a conservation area.	
<b>Existing use / Occupiers</b>	The mill buildings have not been used for textile production for approximately 20 years and the majority of the buildings are vacant.	
<b>Historic significance</b>	Bank Bottom Mill is a prominent landmark which reflects the industrial heritage of the market town of Marsden. The mill dates from 1824 and was a fulling mill	

	and a prominent producer of woollen cloth in the nineteenth and twentieth centuries. Production ceased in 2003 with the loss of approximately 275 jobs.
<b>Use potential</b>	Due to its scale and location, the mill has potential for a mix of uses including commercial and residential, mixed use.
<b>Dwelling capacity (assumed 65 sq m per unit)</b>	Assuming a gross external area of 233,364 sq m (netted back by 20%) to a net internal area of 18,691; if the mill was brought forward purely for residential use, it could accommodate 287 residential units.
<b>Employment capacity (assumed 12 sq m per worker)</b>	Assuming a gross external area of 233,364 sq m (netted back by 20%) to a net internal area of 18,691; if the mill was brought forward for commercial use, it could accommodate approximately 1,558 jobs.
<b>Redevelopment proposals</b>	The Crowther family has explored the potential of repurposing the vacant textile mill buildings. However, due to the scale of the property, there are concerns about the feasibility and viability of the development proposals particularly in a post-recession property market.
<b>Planning status</b>	<p>The site is allocated for mixed use in the emerging local plan (ref no. MX1919). It should be noted that the Local Plan allocation provides for 38 dwellings and 3,953 jobs.</p> 
<b>Site constraints / abnormals</b>	<p>There are a number of factors which would need to be considered in the redevelopment of the site these include:</p> <ul style="list-style-type: none"> <li>• Public right of way crosses the site</li> <li>• Part of the site is within flood zone 3</li> <li>• A culverted watercourse crosses the site</li> </ul>

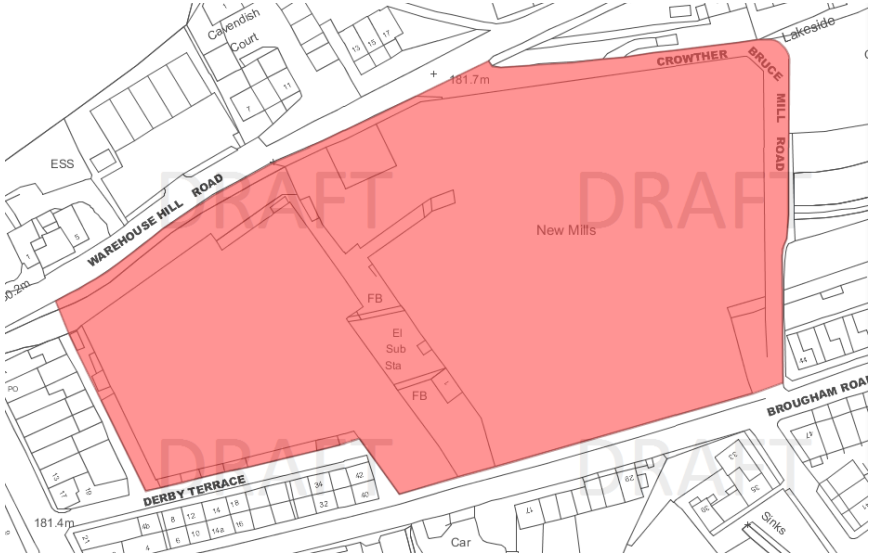
	<ul style="list-style-type: none"> <li>• The site is located within close proximity to Special Protection Area / Special Area of Conservation</li> <li>• Part of the site lies within a UK BAP priority habitat</li> </ul> <p><b>Building Condition</b> The mill is a large stone set of buildings featuring interconnecting metal walkways and an office featuring ornate fenestration, wooden panelling and original fixtures and fittings. The office area displayed peeling paint to the ceiling and the lift was redundant but was generally in a fair condition with originality of features of a high degree and quality.</p> <p>The mill buildings are built into the steep valley landscape over a number of floors and as a result have a number of entrances at differing ground levels. Floors are of timber supported on circular metal columns with vaulted ceilings. A mill race to the River Colne runs under the mill from Butterly Reservoir located due south of the site and a number of metal water storage tanks and ponds exist externally.</p> <p>Bank Bottom mill buildings appear to be in fair structural condition generally however the services are likely to require complete renewal throughout the mill buildings.</p>
<b>Delivery route</b>	<p>The owner of the mill would like to see the Bank Bottom Mill brought back into productive use, however the scale of the site is of concern especially in determining a commercially viable and sustainable long term use. The Council is supportive of the reuse of the mill, however has struggled to engage with the landowner to date. Our assessment concludes that there are merits in preparing a feasibility study for the subject site and a project brief. This should include a building and structural survey as well as market report to determine a sustainable mix of end uses for the site. Given the proximity of Bank Bottom Mills to New Mills, Marsden, we suggest that the redevelopment proposals be considered holistically.</p>
<b>Public sector intervention / investment requirements</b>	<p>Funding / part funding towards the cost of preparing a detailed feasibility study and project brief. We would also recommend brokerage support with the Local Authority would assist in bringing forward this challenging site</p>
<b>Timescale for delivery (short / medium / long term)</b>	<p>Long term</p>



## New Mills, Marsden



<b>Site address</b>	New Mills, Brougham Road, Marsden, Huddersfield, HD7 6AZ	
<b>Site ownership</b>	Crowther Family	
<b>Site area and Building Size</b>	The site is approximately 1.59 hectares (3.9 acres)	The mill buildings have a gross external area of approximately 11,304 sq m
<b>Listed status</b>	The property is located within the conservation area but is not listed.	
<b>Existing use / Occupiers</b>	Parts of the property are tenanted to local commercial businesses including B1, B2 and B8 uses.	
<b>Historic significance</b>	New Mills is a prominent landmark which reflects the industrial heritage of the market town of Marsden. Alongside Bank Bottom Mills, New Mills formed part of the property portfolio of John Crowther and Sons a prominent producer of woollen cloth in the nineteenth and twentieth centuries. Production ceased in 2002.	
<b>Use potential</b>	The property has potential for a mix of commercial and residential uses.	
<b>Dwelling capacity (assumed 65 sq m per unit)</b>	The property has a gross external area of approximately 11,304 sq m netted back by 20% results in an approximate net internal area of 9,043 sq m. This could enable the creation of approximately 139 residential units.	

<p><b>Employment capacity (assumed 12 sq m per worker)</b></p>	<p>The property has a gross external area of approximately 11,304 sq m netted back by 20% results in an approximate net internal area of 9,043 sq m. This could enable the creation of approximately 754 jobs.</p>
<p><b>Redevelopment proposals</b></p>	<p>The Crowther family has explored the potential of repurposing the vacant textile mill buildings. However, due to the scale of the property, there are concerns about the feasibility and viability of the development proposals particularly in a post-recession property market.</p>
<p><b>Planning status</b></p>	<p>The site is allocated for mixed use in the emerging local plan, with a residential capacity of 29 dwellings and 2,976 sq m of employment space (site ref: MX1920).</p>  <p>Kirklees Council Planning Portal shows that a planning application for a change of use of the mills was approved in 2005. The application proposed the demolition of the three bay mill, spinning shed and garage. The proposal included the erection of a health care unit and conversion of the two bay mill into lettable units for B1, A3 and A4 units with 32 residential apartments on the upper floors and associated parking spaces. Although this proposal was approved, development did not take place.</p>
<p><b>Site constraints / abnormalities</b></p>	<p>There are a number of factors which would need to be considered in the redevelopment of the site these include:</p> <ul style="list-style-type: none"> <li>• Part of the site is within flood zone 3</li> <li>• The site is within a conservation area</li> <li>• The site is also with close proximity to a Special Protection Area / Special Area of Conservation and an archaeological site</li> <li>• The main access to the site is via Brougham Road on which a school is also located. The street is narrow and is used for vehicular parking. Access will may need to be considered in light of this.</li> </ul> <p>Building Condition</p> <p>The New Mills complex is located roughly due north of Bank Bottom mills and is also located over the same mill race that feeds into the River Colne. Part of New Mills is supported on metal columns that protrude from the bed of the mill race. The condition of these columns is unknown.</p>

	<p>New Mills is built over a sloping site and features a number of entrances over differing ground levels. The property is constructed of stone with timber floors, supported on circular metal columns. In general, New Mills is in a poorer condition than Bank Bottom Mills. The roof contains a large number of defects and holes, there are a number of cracks and areas of water damage to the stonework internally; and the timber floors have suffered the effects of water damage. It is recommended that these are tested to ascertain structural safety.</p> <p>The external interlinking metal walkways appear to be in poor condition and large amounts of vegetation is growing on the external walls of the building.</p>
<b>Delivery route</b>	<p>As aforementioned the mill owner would like to see the both New Mill and Bank Bottom mills brought back into productive use, however the scale of the sites are of concern especially in determining a commercially viable and sustainable long term use. The Council is supportive of the reuse of the mill, however has struggled to engage with the landowner to date. Our assessment concludes that there are merits in preparing a feasibility study for the subject site and a project brief. This should include a building and structural survey as well as market report to determine a sustainable mix of end uses for the site. Given the proximity of Bank Bottom Mills to New Mills, Marsden, we suggest that the redevelopment proposals be considered holistically.</p> <p>Due to the complexity of both Bank Bottom Mills and New Mills existing on sloping sites with varying levels of access and passage through the buildings, it may be advisable to include a BIM survey / model within any feasibility study.</p>
<b>Public sector intervention / investment requirements</b>	<p>Funding / part funding towards the cost of preparing a detailed feasibility study and project brief. We would also recommend brokerage support with the Local Authority would assist in bringing forward this challenging site</p>
<b>Timescale for delivery (short / medium / long term)</b>	<p>Long term</p>

## Appendix 4 Leeds priority mills

### Abbey Mills, Kirkstall



<b>Site address</b>	Abbey Mills, Abbey Road, Kirkstall, Leeds.	
<b>Site ownership</b>	The freehold interest in the property is held by Leeds City Council, however the long leasehold interest in the property is currently being advertised for sale.	
<b>Site area and Building Size</b>	1.3 acres	Approximately 2,694 sq m GIA
<b>Listed status</b>	The property is Grade II listed.	
<b>Existing use / Occupiers</b>	The mill complex was previously used for light industrial commercial use, however only two tenants remain in occupancy.	
<b>Historic significance</b>	Abbey Mills is the oldest and best preserved of the three mills which once stood on the Kirkstall mill race. The Abbey Mills complex consists of a number of mill	



	<p>buildings dating back to the early 16th Century. The mills were rebuilt after a fire in 1797 and by 1847 most of the present buildings were in existence producing corn, oil and woollen cloth.</p> <p>The site is of regional and national archaeological significance for its connections with monastic settlement, water-power and textile manufacture. For this reason it lies within an Area of Special Archaeological Value (Area 139 on the UDP proposals map) which covers both the buildings and below ground archaeology. UDP Policy ARC4 has a presumption in favour of the preservation of Class II areas and their settings unless the case for preservation is outweighed by other considerations (none is thought to be applicable here).</p> <p>The Leeds Core Strategy which was adopted in November 2014 sets out policies for conservation (P11) which includes historic buildings, townscapes and landscapes including locally significant undesignated assets and their settings which should be conserved and enhanced.</p>
<b>Use potential</b>	<p>The site has potential for both commercial and residential use. The site's setting, adjacent to the mill race and the Abbey grounds present an opportunity for high quality development. However, access to the site is a constraint due to its proximity to the junction between Abbey Road and Bridge Road and this will need to be addressed as part of the redevelopment proposals.</p>
<b>Dwelling capacity (assumed 65 sq m per unit)</b>	30-40 units
<b>Employment capacity (assumed 12 sq m per worker)</b>	225 units
<b>Redevelopment proposals</b>	<p>The Council is keen to see the site repurposed and is promoting the site to potential purchasers as a development opportunity so that a long term sustainable use can be established for the site.</p> <p>The Kirkstall Valley Development Trust, a voluntary local community group, have an ambition to develop the site into community facilities, a centre for sustainability and potentially some residential units. The Trust is applying for funding and has raised approximately £40,000 through crowd-funding.</p>
<b>Planning status</b>	The site is unallocated in the emerging local plan.
<b>Site constraints / abnormalities</b>	<p>Access to the site is constrained and will need to be improved. The site is located within close proximity to the River Aire and as such a flood risk assessment will be required.</p> <p><b>Building Condition</b> The mill is a complex of a number of adjoining stone and brick buildings that differ in style and condition. The section fronting Abbey Road has been used previously as a photographic processing facility and contains extensive modern partitioning and vinyl floors which require removal. A number of cracks were noted to external walls within this section of the building and bowing was evident to the wall adjoining Abbey Road. A number of windows were missing glass.</p>



	<p>A mid-section of the building displays extensive damage to the roof in a number of areas, which have caused major water ingress and the subsequent growth of vegetation within the ground floor beneath. It is likely that the structural timbers have suffered water damage and should be inspected.</p> <p>The final section to the rear of the mill has formerly been used as a photographic studio, which contains a dated kitchenette and a small WC to the first floor. There are a number of areas of crumbling stone and paintwork which are likely to have been caused by penetrative damp. There is a crack to the floor of the WC.</p> <p>Generally the mill is in a poor condition and requires remedial works to achieve a wind and water tight state. There are also some investigative issues that need to be explored, including the condition of structural timber; the cause of the damp affecting the rear building; the presence of asbestos; the severity of cracks and bowing to external walls / floors.</p>
<b>Delivery route</b>	<p>The site is located in an area of relatively strong market demand. The technical feasibility and cost of converting the building is not known and nor is the extent of any works such as flood attenuation, however investment in such works is likely to be necessary. The council would benefit from financial support to undertake due diligence for the site. This includes a building condition survey, flood risk assessment and access assessment and second access feasibility study. Such due diligence would provide an element of de-risking of the site as the extent of the site constraints and likely costs to address these would be known.</p>
<b>Public sector intervention / investment requirements</b>	<p>As a council owned property it offers the opportunity for the council to deliver through a development agreement or enter into some form of joint venture arrangement to facilitate delivery.</p>
<b>Timescale for delivery (short / medium / long term)</b>	<p>Medium</p>

## Stonebridge Mill, Wortley



<b>Site address</b>	Stonebridge Mills, Stonebridge Lane, Wortley, Leeds, LS12 4QN	
<b>Site ownership</b>	The property was acquired by Rushbond Plc in September 2017.	
<b>Site area and Building Size</b>	3.64 ha (9 acres)	3,600 sq m GEA
<b>Listed status</b>	The property is a Grade II listed.	
<b>Existing use / Occupiers</b>	It is currently vacant and derelict.	
<b>Historic significance</b>	Stonebridge Mills is an important symbol of the manufacturing heritage of Wortley and the wider West Yorkshire Region. It was established pre 1805 as a steam-powered woollen scribbling and fulling mill. By 1819 the mill was an integrated woollen factory. The surviving buildings on the site include the original mill, an engine house, early 19th century brick workshops and cottages and smaller post 1850 mills and sheds.	
<b>Use potential</b>	The mill buildings themselves are considered to be most suitable for either ongoing industrial use or residential conversion.	

<b>Dwelling capacity (assumed 65 sq m per unit)</b>	75 units (local plan)
<b>Employment capacity (assumed 12 sq m per worker)</b>	n/a
<b>Redevelopment proposals</b>	Rushbond propose to bring forward a 125 unit residential development on the Stonebridge Mills site. This will comprise conversion of existing units and new build development (two and three bed units). Rushbond are currently engaged in preplanning application discussions with the local planning authority and are working towards submitting the planning application for the site in January 2018.
<b>Planning status</b>	The site is allocated for housing in Leeds City Council's emerging local plan, (site ref: HG2-205 (5303)). A capacity of 75 residential units is proposed.
<b>Site constraints / abnormals</b>	Major infrastructure works would be required to alter the A6110 ring road roundabout to allow sufficient access to the site. The site is in close proximity to a gas pipeline, further investigation about the impact of this on the development is needed.
<b>Delivery route</b>	Rushbond has acquired the site with a view to bring it forward for residential development.
<b>Public sector intervention / investment requirements</b>	Given the abnormal costs associated with the development, Rushbond have indicated that it is unlikely that they will be able to deliver affordable housing on site in line with the Local Plan policy requirements. In this respect, a flexible approach to planning is likely to be required to enable this site to be redeveloped.
<b>Timescale for delivery (short / medium / long term)</b>	Short term

## Appendix 5 Wakefield priority mills

### Rutland Mills, Wakefield



<b>Site address</b>	Rutland Mills, Tootal Street, Wakefield, WF1 RH	
<b>Site ownership</b>	Wakefield Council subject to completion of disposal to City and Provincial Properties Ltd. City and Provincial to secure planning permission for the redevelopment of the site.	
<b>Site area and Building Size</b>	10,709 sq m or 1.07 ha (2.644 acres)	12,116 sq m
<b>Listed status</b>	Grade II and located within the Wakefield Waterfront Conservation Aea	
<b>Existing use / Occupiers</b>	The property has been vacant and derelict since 1999. The property abuts the River Calder and is located opposite the Hepworth Gallery.	
<b>Historic significance</b>	The property was an integrated worsted spinning mill. It was constructed between 1872 -1875, however does contain some later alterations. Rutland Mill was designed by John Shaw for Issac Briggs. It is constructed in red brick with polychromatic brick details and Welsh slate roofs. The buildings provided facilities for washing, dyeing, carding, spinning and finishing from the late 19 <sup>th</sup> Century. A large chimney remains at the centre of the complex.	
<b>Use potential</b>	Commercial led mixed use development	
<b>Dwelling capacity (assumed 65 sq m per unit)</b>	n/a	

<b>Employment capacity (assumed 12 sq m per worker)</b>	800 (as detailed in planning application)																								
<b>Redevelopment proposals</b>	<p>Rutland Mill forms Phase Three of the Wakefield Waterfront Masterplan. Phase One of Wakefield Waterfront was completed in 2009 with the creation of new office and workspace and the development of new affordable homes. The Hepworth Gallery opened in 2011 marking the end of Phase Two.</p> <p>The Council has exchanged contracts with City and Provincial who will acquire the site, subject to securing planning permission. A planning application was submitted in November 2017 (ref 17/02995/FUL) and is anticipated to be determined in early 2018. The reuse proposals include retail, market stalls, restaurants and cafes Bars, food and drink market stalls, Offices, craft workshops, studios, a microbrewery, hotel, art gallery, events space, health and fitness and associated external space and public realm. The redevelopment proposals will include flood defence works which will enable the landscaping of the Hepworth Gallery to be completed and the potential reuse of Upper Mill Waterside Mill.</p>																								
<b>Planning status</b>	<p>A planning application was submitted in November 2017 (ref 17/02995/FUL) and is anticipated to be determined in early 2018.</p> <p>The planning application provides for:</p> <table border="1" data-bbox="437 1055 1158 1440"> <tr> <td>A1 Shops</td> <td>3,492 sq m</td> </tr> <tr> <td>A3 restaurants and cafes</td> <td>4,136 sq m</td> </tr> <tr> <td>A4 Drinking establishments</td> <td>4,136 sq m</td> </tr> <tr> <td>A5 Hot food takeaways</td> <td>610 sq m</td> </tr> <tr> <td>B1 (a) Office</td> <td>12,852 sq m</td> </tr> <tr> <td>B1 (b) Research and development</td> <td>12,852 sq m</td> </tr> <tr> <td>B1 (c) Light industrial</td> <td>12,852 sq m</td> </tr> <tr> <td>B2 General industrial</td> <td>700 sq m</td> </tr> <tr> <td>C1 Hotel (41 rooms)</td> <td>4,931 sq m</td> </tr> <tr> <td>D1 Non-residential institutions</td> <td>12,852 sq m</td> </tr> <tr> <td>D2 Assembly and leisure</td> <td>1,620 sq m</td> </tr> <tr> <td><b>Total floor space</b></td> <td><b>71,033 sq m</b></td> </tr> </table>	A1 Shops	3,492 sq m	A3 restaurants and cafes	4,136 sq m	A4 Drinking establishments	4,136 sq m	A5 Hot food takeaways	610 sq m	B1 (a) Office	12,852 sq m	B1 (b) Research and development	12,852 sq m	B1 (c) Light industrial	12,852 sq m	B2 General industrial	700 sq m	C1 Hotel (41 rooms)	4,931 sq m	D1 Non-residential institutions	12,852 sq m	D2 Assembly and leisure	1,620 sq m	<b>Total floor space</b>	<b>71,033 sq m</b>
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<b>Total floor space</b>	<b>71,033 sq m</b>																								
<b>Site constraints / abnormals</b>	<p>Given its previous industrial use and location with a flood plan, the site has a number of constraints and will have a number of significant abnormal costs. These include:</p> <ul style="list-style-type: none"> <li>• A requirement for Sustainable Urban Drainage</li> <li>• Flood defences</li> <li>• Site remediation</li> <li>• Provision of services and utilities</li> </ul>																								
<b>Delivery route</b>	<p>The scale of the mill and various constraints will necessitate a level of public sector assistance. Although the purchaser is well funded there remains uncertainty regarding the timescales for delivery and public sector assistance through partial risk sharing could accelerate delivery and optimise the quality of the project.</p>																								
<b>Public sector intervention /</b>																									

<b>investment requirements</b>	Public sector assistance of £1.5m to undertake a review and update of the 2006 whole site strategy; as well as funding towards abnormal costs would help de-risk the project and accelerate delivery.
<b>Timescale for delivery (short / medium / long term)</b>	Medium term
<b>What SEP outcomes does the site potentially deliver?</b>	£3.7 billion additional annual economic output by 2036 and Generate 35,700 additional net jobs by 2036.

Queens Mill, Castleford



<b>Site address</b>	Queens Mill, 1 Aire Street, Castleford, WF10 1JL	
<b>Site ownership</b>	The property was acquired by Castleford Heritage Trust in 2013	
<b>Site area and Building Size</b>	0.38 sq m or 0.375 hectares (0.93 acres)	1,449.83 sq m gross internal area
<b>Listed status</b>	Unlisted	
<b>Existing use / Occupiers</b>	The site is partly occupied by the Castleford heritage Trust, a tea room and paint a pot craft shop.	

<p><b>Historic significance</b></p>	<p>Queens Mill (Allinson’s Mill) was once the largest stone grinding flour mill in the world with twenty pairs of grinding stones. The mill is of national significance because of its history and importance to the local community over hundreds of years.</p> <p>Watermills were established on both sides of the River Aire in Castleford, owned by the Crown, they were used chiefly for milling wheat. Queen's Mill milled wheat until 2010. The mills in Castleford were disposed of in 1615 and eventually the Queen's Mill was acquired by the Bland family of Kippax Park. In the 1700's the Aire and Calder Navigation was cut and the Navigation Undertakers purchased the mills, leasing them to tenants.</p> <p>In 1921 the mill was leased by the Allinson family whose name has been retained through the years and today the mill is still locally known as 'Allinson's Mill'.</p> <p>The mill remained under the ownership of the Navigation Undertakers until 1948 when the surviving Queen's Mill was taken back into public ownership, becoming part of the British Transport Commission under the Docks and Waterways Executive.</p> <p>In 1962 it became vested in British Waterways, or as it is now know the Canal and River Trust. From 1972 the mill was leased by Booker McConnell, then taken over by Allied Mills from 1994. Finally the lease was taken by the American company ADM who took the decision in 2010 to close the mill.</p> <p>Amid a history of many fires and subsequent re-buildings, the mill had largely been rebuilt by 1887, the year of Queen Victoria's Golden Jubilee. Castleford Heritage Trust made an offer to purchase the mill in 2012 from the Canal and River Trust and the contacts were signed on 19th April 2013. Since that date CHT has opened the mill and thousands of people from the local community and beyond have visited the site and learned about its history and Trust's vision of the future.</p>
<p><b>Use potential</b></p>	<p>Queens’s Mills location lends itself to commercial use.</p>
<p><b>Dwelling capacity (assumed 65 sq m per unit)</b></p>	<p>n/a</p>
<p><b>Employment capacity (assumed 12 sq m per worker)</b></p>	<p>58 jobs based on a net internal area of approximately 1,160 sq m</p>
<p><b>Redevelopment proposals</b></p>	<p>Castleford Heritage Trust are working to repurpose Queens Mill into a high quality community facility providing a unique heritage, arts and cultural destination for local communities and visitors from across the Yorkshire and Humber region for education, leisure and creative purposes.</p> <p>The proposals include:</p> <ul style="list-style-type: none"> <li>• Microbrewery</li> <li>• Boathouse (which links to Desmond Family Canoe Trail)</li> <li>• Office space</li> <li>• Waterwheel restoration and power generation</li> <li>• Retail units and cafe</li> <li>• Music studio</li> </ul>



<b>Planning status</b>	The site is allocated as a development site within the Retail and Town Centres Local Plan. (DEV 3 within Castleford)
<b>Site constraints / abnormalities</b>	The building is generally in fair condition for its age with exception of some notable defects, which will be addressed as part of the repurposing of the mill.
<b>Delivery route</b>	<p>The Trust have ambitious proposals for Queens Mill which are fully supported by the local community, local authority and local members. They do need support in securing the necessary funding to deliver the scheme.</p> <p>Their local connections, charitable status and entrepreneurship has enabled them to benefit from concessionary rates, support from local tradespeople to deliver work on the site to date and they are driven to secure value for money in the delivery of the scheme.</p>
<b>Public sector intervention / investment requirements</b>	The Trust would benefit from £700,500 grant funding which would secure the necessary outstanding funding to deliver the scheme. The capital works could be delivered in 2018 and 2019. Alternatively, a soft loan facility may assist in delivering the project should the waterwheel be effective in generating a revenue stream for the Trust.
<b>Timescale for delivery (short / medium / long term)</b>	Short
<b>What SEP outcomes does the site potentially deliver?</b>	£3.7 billion additional annual economic output by 2036 and Generate 35,700 additional net jobs by 2036.

# Appendix 6: Draft Terms of Reference for Mills Repurposing Group (MRG)

## 1. Purpose

The purpose of Mills Repurposing Group (MRG) is to provide strategic direction and put in place the necessary actions and measures to ensure the redevelopment of priority mill sites in West Yorkshire.

## 2. Term

These terms of Reference are effective from [insert start date] and will be ongoing until terminated by agreement between the parties.

## 3. Membership

The MRG will comprise representatives (the Parties) from the following organisations:

- City of Bradford Metropolitan District Council
- Calderdale Council
- Kirklees Council
- Leeds City Council
- Wakefield Council
- Homes England
- West Yorkshire Combined Authority
- Historic England

The MRG will be chaired by a project manager who will be based at WYCA working with the Local Authority, Homes England and Historic England representatives. The nature of how this resource will be funded is to be agreed between the Parties.

## 4. Roles and responsibilities

The Parties will commit to:

### Local Authorities

- Identify an officer with the appropriate skills and experience as the lead for the brokerage and development of strategies and business cases for mill regeneration projects within their administrative areas.
- Apply powers and resources to align with intervention needs of priority schemes.
- Champion the schemes within the authority, aligning the support of the necessary departments within the authority and secure member support for delivery, supporting the planning process.

### WYCA

- Establish and administer MRG including hosting regular meetings, preparing and sharing agenda before meetings and recording actions
- Coordinate the development and implementation of a mills investment strategy.
- Identify means of integrating Mills Investment Strategy into policy through refresh of the Strategic Economic Plan and/or other policy documents
- Seek opportunities to align WYCA funding with Mills Investment Strategy

### **Homes England**

- Ensure proactive alignment of Homes England funding sources with identified schemes within Mills Investment Strategy.
- Commit staff resource to the development / implementation of Mills Investment Strategy (including attendance at MRG).

### **Historic England**

- Participate in and support Mills Repurposing Group.
- Provide advice on constructive conservation requirements as part of development / business case of schemes.

The Parties shall:

- Share all communications and information across MRG members
- Making timely decisions and take action so as to not hold up the project
- Notifying members of the MRG, as soon as practical, if any matter arises which may be deemed to affect the development of MRG.
- Attend all meetings and if necessary nominate a proxy.

### **5. Meetings**

All meetings will be chaired by the dedicated project manager based at WYCA.

Meeting agendas and minutes will be provided by the dedicated project manager based at WYCA.

A meeting quorum will be (insert number) members of the MRG.

Meetings will be held on a monthly basis at [specify location].

If required subgroup meetings will be arranged outside of these times at a time convenient to subgroup members.

### **6. Amendment, Modification or Variation**

The Terms of Reference may be amended, varied or modified in writing after consultation and agreement by the MRG members to ensure they remain fit for purpose