



Report to: Place, Regeneration and Housing Committee

Date: 5 January 2023

Subject: Project Approvals

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1 Purpose of this report

1.1 To report on proposals for the progression of, and funding for projects under Investment Priority 3 – Creating Great Places and Accelerated Infrastructure, within the West Yorkshire Investment Strategy (WYIS), that have been considered at stages 1, 2 and 3 of the Combined Authority's assurance process.



- 1.2 The Place, Regeneration and Housing Committee has delegated decision making authority approved by the Combined Authority on 23 June 2022. Where the Place, Regeneration and Housing Committee is asked to make an approval decision this will be highlighted in the summary table and made clear in the recommendations.
- 1.3 The recommendations can be found in Section 12 of this report.

2 Report

- 2.1 This report presents proposals for the progression of schemes through the Combined Authority's assurance process in line with the Combined Authority's Assurance Framework. Further details on the schemes summarised below can be found as part of this report.
- 2.2 For more detail on the Combined Authority's Assurance Framework through which each of the schemes outlined in this report are being approved is provided in **Appendix 1**.

Additional approval

Brownfield Housing Programme delegation for pipeline of schemes

- 2.3 Due to the Combined Authority's organisational re-structure the existing delegation approved by the Combined Authority in July 2021 for the Brownfield Housing Fund to the then Director of Delivery to make changes to the pipeline of schemes in the programme, in consultation with the Portfolio Holder for Place, Regeneration and Housing, needs to transfer to the Director of Policing, Environment and Place.
- 2.4 The Place, Regeneration and Housing Committee approves that:
 - (i) The existing delegation, as approved by the Combined Authority in July 2021, to the then Director of Delivery to make changes to the pipeline of schemes in the Brownfield Housing Programme, transfers to the Director of Policing, Environment and Place.
- Investment Priority 3 (IP3) Creating Great Places and Accelerated Infrastructure
- 3.1 The West Yorkshire Investment Strategy (WYIS) sets out the Investment Priorities for the period 1 April 2021 to 31 March 2024 across six areas. In each, a number of priority project / programme areas have been identified that are the focus for intervention.
- 3.2 Investment Priority 3 will focus on place-making, housing, regeneration, flood risk and digital infrastructure, by delivering programmes and schemes which will:
 - Accelerate the transformation of towns and cities into successful, resilient, sustainable places.
 - Increase flood resilience and enhance property level flood resilience for businesses
 - Create healthier, positive and greener places.
 - Strengthen existing places
 - Create new, future-proofed, well-designed developments.
 - Increase access to gigabit-capable broadband in hard to reach and/or rural areas.
 - Reduce fuel poverty.

IP3 has an indicative allocation of £12,000,000 of gainshare funding for the current investment period but there also other funding streams that contribute to IP3, for example Brownfield Housing Fund (£89,000,000) and the Housing Revenue Fund (£3,200,000).

Scheme summaries

BHF Armley Tower Works

Leeds

Scheme description

This scheme will develop 50 affordable homes in Armley, Leeds comprised of 27 houses and 23 apartments.

The scheme is to be delivered through the Brownfield Housing fund.

Impact

The scheme is within a sustainable urban location, close to jobs and a good transport network. The scheme will deliver new homes close to employment opportunities and also near some of the city's most deprived neighbourhoods which will help reduce deprivation and inequality and promote access to employment and skills

The value for money assessment reflects a benefit cost ratio (BCR) of 1.4:1. This is categorised as acceptable value for money.

Decision sought

Approval to proceed through decision point 2 to 4 (business justification) and work commences on activity 5 (delivery).

Total estimated value of the scheme - £9,909,032

Total value of Combined Authority funding - £932,775

Funding recommendation sought - £932,775

A decision by the Place, Regeneration and Housing Committee using the delegated authority from the Combined Authority is sought as part of this report

Galem House

Bradford

Scheme description

This scheme will develop 77 new apartments in Bradford City Centre.

The scheme will restore a priority heritage building comprising of 0.13 Acres or 0.053 Hectares back into productive use, providing 77 new homes (apartments) in a key city centre location

The scheme is to be delivered through the Brownfield Housing fund.

Impact

The scheme provides access to jobs and education opportunities. The scheme will deliver new homes close to employment opportunities and near some of the city's most deprived neighbourhoods which will help reduce deprivation and inequality and promote access to employment and skills.

The value for money assessment reflects a benefit cost ratio (BCR) of 1:1 This is categorised as acceptable value for money.

Decision sought

Approval to proceed through decision point 4 (full business case) and work commences on activity 5 (delivery).

Total estimated value of the scheme - £9,752,717

Total value of Combined Authority funding - £1,200,000

Funding recommendation sought - £1,200,000

A decision by the Place, Regeneration and Housing Committee using the delegated authority from the Combined Authority is sought as part of this report

Decisions relevant to this Thematic Committee made through other delegations

- 3.3 Since the Place, Regeneration and Housing Committee's meeting on 03 November 2022 the following decision points and change requests have been assessed in line with the Combined Authority's assurance process and approved through the agreed delegations following a recommendation from the Combined Authority Programme Appraisal Team (PAT).
- 3.4 The following schemes have recently been assessed in line with the Combined Authority's assurance process and approved through the agreed delegation to the Combined Authority's Director of Delivery.

Halifax Living (Growth Deal)

Approval to the financial closure report for the Halifax Living project and for the scheme to proceed through decision point 6 (financial closure), and for the indicative funding approval to be reduced to £0 because the scheme was unable to proceed within the timescales required for the Growth Deal (Local Growth Fund) programme.

Total value of the scheme: £ N/A

	Total value of Combined Authority funding: £0	
Bradford One City Park (Growth Deal)	Approval to the project closure report for the Bradford One City Park (Growth Deal) project and for the scheme to proceed through decision point 6 (financial closure) and for work to continue on Benefits Realisation.	
	Total value of the scheme: £22,230,130 (at full approval to the Growth Deal scheme)	
	Total value of Combined Authority funding: £400,000 (Growth Deal loan)	
Dewsbury Arcade	Approval to the project closure report for the Dewsbury Arcade project, and for the scheme to proceed through decision point 5 (delivery closure) and decision point 6 (financial closure) and for work to continue on Benefits Realisation.	
	Total value of the scheme: £7,743,000	
	Total value of Combined Authority funding: £600,000	

4 Information

- 4.1 The Combined Authority's assurance framework requires that formal approval is given to the following elements of a scheme as part of its development:
 - The progression of a scheme through a decision point to the next activity.
 - Indicative or full approval to the total value of the scheme funding requested.
 - The Combined Authority's entry into a funding agreement with the scheme's promoter.
 - The assurance pathway and approval route for future decision points.
 - The scheme's approval tolerances.
- 4.2 This report provides information required to enable the Combined Authority to approve each of the above elements.

Projects in Stage 1: Assessment and Sequencing

4.3 There are no schemes to review at this stage.

Projects in Stage 2: Scheme development

Project Title	BHF Armley Tower Works
Stage	2 (scheme development)
Decision Point	2,3 and 4 (business justification)

Is this a key decision?		□ No
Is the decision eligible for call-in by Scrutiny?	⊠ Yes	□ No
Does the report contain confidential or exempt information or appendices?	☐ Yes	⊠ No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		
Are there implications for equality and diversity?	⊠ Yes	□ No

Background

- 4.4 This scheme will be funded from the Brownfield Housing Fund. This is a £89 million fund covering West Yorkshire. The BHF programme will support the development of new homes on brownfield sites in the region to be started on site by March 2025. The aim of the BHF programme is to create more homes by bringing forward more brownfield land into development. The fund will target investment to help ease the viability issues that brownfield projects face e.g., making former industrial land safe.
- 4.5 One of the high-level objectives of the Brownfield Housing Fund as set by the Government is that all projects much represent good value for money and be Green Book compliant with a benefit cost ratio of at least 1. Schemes also need to demonstrate market failure (i.e., that without public sector funding the scheme could not progress) and the construction of homes to have started on site by 31 March 2025 when the funding stream will come to an end. Viability gaps, security and overage relating to each scheme are being developed as part of the potential agreements with private sector developers delivering the schemes. Due diligence is also being carried out on each potential recipient of Combined Authority funding, as well as establishing the schemes' sustainable, inclusive and/or affordable housing credentials.
- 4.6 This scheme aims to redevelop a 2.27 acre site in Leeds that has been vacant for a number of years. The site for development is listed in the Council's brownfield land register and is allocated for housing within the Council's adopted Site Allocation Plan.
- 4.7 Yorkshire Housing propose to bring forward a new development of 50 dwellings at the site, comprising 27 houses and 23 apartments, the latter being

- in a single 3 storey block. There will be a mix of one and two bedroom apartments and two, three and four bedroom houses proposed. The scheme will be made up of 18 social rented and 32 affordable rented homes.
- 4.8 Yorkshire Housing is a charitable housing association, regulated by the Social Housing Regulator. They own, manage, and build affordable homes across Yorkshire and work to support sustainable communities. They provide a range of enhanced tenancy services, designed to help people live independently, developing their own skills and resilience.
- 4.9 The level of house values in Armley is significantly below the level of values in Leeds as a whole. The 100% affordable housing scheme at Tower Works is consistent with Leeds' inclusive growth ambitions. Affordable housing is a key determinant of health and well-being and therefore additional affordable housing, particularly in more deprived areas of Leeds, such as Armley, are vital in promoting a more inclusive community.
- 4.10 As a result of the low market values, higher build costs associated with developing brownfield sites and general build cost inflation, the appraisal has demonstrated a viability gap of £932,775, which is requested to be funded through the Brownfield Housing Fund.
- 4.11 The scheme contributes to the West Yorkshire Mayor's pledge to 'build 5000 sustainable homes' and 'support local businesses and be a champion for the regional economy'.
- 4.12 A summary of the scheme's business case is included in **Appendix 2**.

Tackling the Climate Emergency Implications

- 4.13 The developer aspires to be a leading edge housing association, at the forefront of reducing greenhouse gas emissions from the properties they own and manage.
- 4.14 A carbon assessment has been undertaken for this scheme. The scheme is anticipated to have an energy saving of 2,455.46 kWh/year and an operational carbon saving in year one of 0.9 tCO2/yr compared to the current building regulations.

Outputs and Benefits

- 4.15 The scheme outputs and benefits are:
 - To deliver 50 new affordable homes by March 2025, comprising of 27 houses and 23 apartments by March 2025.
 - To remediate approximately a 2.27 acre of brownfield land by March 2025.
 - To support 6 new apprenticeships during the construction of the homes by March 2025 via the construction contract.

4.16 This scheme has a benefit cost ration (BCR) of 1.4:1 representing acceptable value for money.

Inclusive Growth Implications

- 4.17 The Tower Works scheme is within a sustainable urban location, close to jobs and a good transport network. The scheme will deliver new homes close to employment opportunities and also near some of the city's most deprived neighbourhoods which will help reduce deprivation and inequality and promote access to employment and skills by:
 - Creating affordable housing in a location which is close to major employment opportunities, public transport and entertainment.
 - Providing apprenticeship positions in the delivery of the scheme.

Equality and Diversity Implications

- 4.18 An Equality Impact Assessment (EqIA) has been undertaken for the scheme and equality and diversity impacts taken account of as part of the development of the scheme and the business case development.
- 4.19 The Local Authority will have 100% nomination rights over the first letting ensuring that those in the most need have access to good quality affordable homes.

Risks

- 4.20 The scheme risks include:
 - Construction cost inflation makes the scheme unviable. This will be mitigated by reviewing inflation estimates and securing materials as early as possible.
 - Labour/ material shortages increase costs. This will be mitigated by establishing a supply chain management procedure and inclusion of a contingency budget.
 - Planning approval delays. This will be mitigated by continuous engagement with planning officers.
 - Planning feedback could increase costs. This will be mitigated by early engagement with planners and incorporating drat planning conditions where possible, into contractor costs.
 - Retaining wall surveys may cause cost increases. This will be mitigated
 by including an allowance in the pre-tender estimate and obtaining the
 survey before the tender period to allow for costs to be included in the
 contractor costs.

Costs

4.21 The estimated total scheme cost is £9,909,032.

- 4.22 The Combined Authority's contribution is £932,775 from the Brownfield Housing Fund.
- 4.23 The remaining funding is comprised of:
 - £2,481,000 from Homes England
 - £6,495,257 of private sector match funding.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 to 4 (Business Justification)	Recommendation: Combined Authority's Programme Appraisal Team	05/01/2023
	Decision: Place, Regeneration and Housing Committee	
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team	31/03/2023
	Decision: Combined Authority's Chief Operating Officer	
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team	31/03/2025
	Decision: Combined Authority's Chief Operating Officer	

Other Key Timescales

4.24 The scheme is expected to start on site in March 2023 and be completed by March 2025.

Assurance Tolerances

Assurance tolerances

Combined Authority costs remain within those outlined in this report.

Delivery (DP5) timescales remain within 3 months of those outlined in this report.

The number of housing units remain within -10% of those outlined in this report.

Appraisal Summary

4.25 This scheme forms part of the BHF Programme which supports development of at least 5400 new homes on brownfield sites in the region, to be started on site by 31 March 2025. This scheme will provide 100% affordable housing in Leeds. The site for development has been vacant for a number of years and the area falls within a low market value area of Leeds where demand for affordable housing is strong. This scheme will develop 50 affordable housing units comprising of 27 houses and 23 apartments.

4.26 There is a clear need to remediate the land and develop affordable housing within the area.

Recommendations

- 4.27 The Place, Regeneration and Housing Committee approves that, subject to the conditions set by the Programme Appraisal Team:
 - (i) The BHF Armley Tower Works scheme proceeds through decision point 2-4 (business justification) and work commences on activity 5 (delivery).
 - (ii) Approval to the Combined Authority's contribution of £932,775 is given. The estimated total scheme cost is £9,909,032.
 - (iii) The Combined Authority enters into a funding agreement with Yorkshire Housing Ltd for expenditure of up to £932,775.
 - (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Project Title	BHF Galem House
Stage	2 (scheme development)
Decision Point	4 (full business case)

Is this a key decision?	⊠ Yes	□ No
Is the decision eligible for call-in by Scrutiny?	⊠ Yes	□ No
Does the report contain confidential or exempt information or appendices?	☐ Yes	⊠ No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		
Are there implications for equality and diversity?	⊠ Yes	□ No

Background

- 4.28 This scheme will be funded from the Brownfield Housing Fund. This is a £89 million fund covering West Yorkshire. The BHF programme will support the development of new homes on brownfield sites in the region to be started on site by March 2025. The aim of the BHF programme is to create more homes by bringing forward more brownfield land into development. The fund will target investment to help ease the viability issues that brownfield projects face e.g., making former industrial land safe.
- 4.29 One of the high-level objectives of the Brownfield Housing Fund as set by the Government is that all projects much represent good value for money and be Green Book compliant with a benefit cost ratio of at least 1. Schemes also need to demonstrate market failure (i.e., that without public sector funding the scheme could not progress) and the construction of homes to have started on site by 31 March 2025 when the funding stream will come to an end. Viability gaps, security and overage relating to each scheme are being developed as part of the potential agreements with private sector developers delivering the schemes. Due diligence is also being carried out on each potential recipient of Combined Authority funding, as well as establishing the schemes' sustainable, inclusive and/or affordable housing credentials.
- 4.30 Located within Bradford City Centre's Goitside Conservation Area, Galem House is a 19th Century former textile warehouse building that this project proposes to redevelop to provide 77 new apartment homes.
- 4.31 The property has been vacant and has become increasingly derelict since it was closed some 20 years ago and although interest has been shown in redeveloping the property in the past, none of these initiatives have proved to be viable due to the relatively immature and inherently low value property market in the Bradford city centre area.

- 4.32 The scheme will restore, convert, and extend an existing brownfield heritage site in the city centre to develop 77 built-to-rent residential apartments, comprising of 0.13 acres, back into productive use by March 2024.
- 4.33 The scheme contributes to the West Yorkshire Mayor's pledge to 'build 5000 sustainable homes' and 'support local businesses and be a champion for the regional economy' and will be delivered by Trident House Development Ltd.
- 4.34 A summary of the scheme's business case is included in **Appendix 3**.

Tackling the Climate Emergency Implications

- 4.35 The Tackling the Climate Emergency Implications include:
 - The scheme will use a fabric first approach which focuses on reducing heat loss to achieve a low carbon, sustainable home.
 - Reduced window G Values (transmission of solar heat through windows).
 - Mechanical ventilation heat recovery systems in each apartment.
 - Use of low energy LED lighting throughout the building.
 - Low flow restrictors on each water outlet including taps and showers.
 - Installation of a Leak Safe Detection System which isolates the water when flow rates are excessive.
 - Installation of 100% efficient certified electrical panel heaters.
 - All communal areas include Heat Recovery Ventilation, will be heated by Air Source Heat Pumps, and will be fitted with Highly Efficient Low Energy LED lighting with occupancy sensors.
- 4.36 A carbon impact assessment has been completed for this scheme which estimates that the total carbon emissions savings between 2022 and 2084 come to a total of 8,635 tonnes CO2 compared to the current building regulations. This total averages out at 143 tonnes per year over the 60-year period.

Outputs and Benefits

- 4.37 The scheme outputs and benefits include:
 - To restore a priority heritage building comprising of 0.13 acres or 0.053 hectares back into productive use.
 - All apartments are wheelchair accessible and 8 are fully DDA (Disability Discrimination Act) compliant.
 - To provide 77 new homes (apartments) in a key priority urban centre.
 - To deliver a building that will be powered by renewable energy.
 - To create nine new building management jobs delivering 13,624 hours of employment per year.

- To deliver 3 apprenticeships in conjunction with Bradford University.
- To deliver 4 apprenticeships in conjunction with Bradford College.
- To deliver 100 hours per year of events to promote local businesses and a sense of community to the building residents.
- 4.38 The benefit cost ratio (BCR) is 1.01:1 representing acceptable value for money.

Inclusive Growth Implications

4.39 The scheme provides access to jobs and education opportunities. The scheme will deliver new homes close to employment opportunities and near some of the city's most deprived neighbourhoods which will help reduce deprivation and inequality and promote access to employment and skills.

Equality and Diversity Implications

4.40 An Equality Impact Assessment (EqIA) has been undertaken for the scheme and equality and diversity impacts taken account of as part of the development of the scheme and the business case development.

Risks

- 4.41 The scheme risks include:
 - Design changes due to unforeseen circumstances and/ or client change.
 This is mitigated by allowing for contingencies and undertaking site/ ground investigations prior to commencement of major works.
 - Potential for risk of contractor producing quotes that exceed budget allocations. This is mitigated by using a traditional procurement route. Engagement has also been undertaken with several local contractors.
 - Planning approval may not be granted. This is mitigated by engaging with building control consultants at an early stage to review designs prior to submitting to planning.

Costs

- 4.42 The estimated total scheme costs are £9,752,717. The Combined Authority's contribution is £1,200,000 from the Brownfield Housing Fund.
- 4.43 The remaining funding is £8,522,717 from private sector match funding.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team	05/01/2023

	Decision: Place, Regeneration and Housing Committee	
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team	31/01/2023
	Decision: Combined Authority's Chief Operating Officer	
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team	29/03/2024
	Decision: Combined Authority's Chief Operating Officer	

Other Key Timescales

4.44 The scheme will start on site in January 2023. The scheme is estimated to be completed by February 2024.

Assurance Tolerances

Assurance tolerances

Combined Authority costs remain within those outlined in this report

Delivery (DP5) timescales remain within 3 months of those outlined in this report.

The number of houses remain within -10% of those outlined in this report

Appraisal Summary

4.45 This project will create 77 new apartments in Bradford City Centre. The site for development is a derelict former textile warehouse that has been vacant for over 20 years. The site has long term neglect leading to structural issues, water damage, asbestos contamination, and non-standard construction meaning the development is reliant on public sector intervention.

Recommendations

- 4.46 The Place, Regeneration and Housing Committee approves that, subject to the conditions set by the Programme Appraisal Team:
 - (i) The BHF Galem House scheme proceeds through decision point 4 (full business case) and work commences on activity 5 (delivery)
 - (ii) Approval to the Combined Authority's contribution of £1,200,000 is given. The total scheme cost is £9,752,717.
 - (iii) The Combined Authority enters into a funding agreement with Trident House Development Limited for expenditure of up to £1,200,000.
 - (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Projects in Stage 3: Delivery and Evaluation

4.47 There are no schemes to review at this stage.

5 Tackling the Climate Emergency implications

5.1 The Climate Emergency implications have been considered on all projects included in this report as part of their business case development.

6 Inclusive Growth implications

6.1 The inclusive growth implications have been considered on all projects included in this report as part of their business case development.

7 Equality and Diversity implications

7.1 Equality Impact Assessments (EqIA) have been undertaken on all projects included in this report as part of their business case development.

8 Financial implications

8.1 The report seeks endorsement to expenditure from the available Combined Authority funding as set out in this report.

9 Legal implications

9.1 The payment of funding to any recipient will be subject to a funding agreement being in place between the Combined Authority and the organisation in question.

10 Staffing implications

10.1 A combination of Combined Authority and local partner council project, programme and portfolio management resources are, or are in the process of, being identified and costed for within the scheme in this report.

11 External consultees

11.1 Where applicable scheme promoters have been consulted on the content of this report.

12 Recommendations (Summary)

Additional approval - Brownfield Housing Programme delegation for pipeline of schemes

- 12.1 The Place, Regeneration and Housing Committee approves that:
 - (i) The existing delegation, as approved by the Combined Authority in July 2021, to the then Director of Delivery to make changes to the pipeline of schemes in the Brownfield Housing Programme, transfers to the Director of Policing, Environment and Place.

BHF Armley Tower Works

- 12.2 The Place, Regeneration and Housing Committee approves that, subject to the conditions set by the Programme Appraisal Team:
 - (i) The BHF Armley Tower Works scheme proceeds through decision point 2-4 (business justification) and work commences on activity 5 (delivery).
 - (ii) Approval to the Combined Authority's contribution of £932,775 is given. The estimated total scheme cost is £9,909,032.
 - (iii) The Combined Authority enters into a funding agreement with Yorkshire Housing Ltd for expenditure of up to £932,775.
 - (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

BHF Galem House

- 12.3 The Place, Regeneration and Housing Committee approves that, subject to the conditions set by the Programme Appraisal Team:
 - (i) The BHF Galem House scheme proceeds through decision point 4 (full business case) and work commences on activity 5 (delivery)
 - (ii) Approval to the Combined Authority's contribution of £1,200,000 is given. The total scheme cost is £9,752,717.
 - (iii) The Combined Authority enters into a funding agreement with Trident House Development Limited for expenditure of up to £1,200,000.
 - (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

13 Background Documents

13.1 None as part of this report.

14 Appendices

Appendix 1 - Assurance Framework

Appendix 2 – BHF Armley Tower Works – Business Case Summary

Appendix 3 – BHF Galem House – Business Case Summary