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West Devon
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Dear Councillor

WEST DEVON HUB COMMITTEE - TUESDAY, 21ST JUNE, 2022

I refer to the agenda for the above meeting and attach papers in connection with the following item(s).

Agenda No	Item
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6.	<u>Springhill Project - Verbal Update (Pages 1 - 20)</u>
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Report and Minute extract from the Hub Committee meeting of 21 June 2021 to be read in conjunction with this item

7.	<u>Levelling-Up Fund 2 Bid (Pages 21 - 42)</u>
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Yours sincerely

Darryl White
Democratic Services Manager

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Report to: **Hub Committee**

Date: **8th June 2021**

Title: **Project Update: 1-2 Spring Hill, Tavistock, Redevelopment of homeless provision**

Portfolio Area: **Housing**

Wards Affected: **Tavistock (ALL Wards)**

Urgent Decision: **Y** Approval and clearance obtained: **Y**

Author: **Dan Field** Role: **Project Manager, Senior Specialist (Assets)**

Contact: **Email: Dan.Field@swdevon.gov.uk**

RECOMMENDATION:

That the Hub Committee:

- 1. note the Planning Pre-Application advice (2570/19/PRM) in Appendix D;**
- 2. note the project finances set out in Section 6 and that the business case, as presented at Hub Committee on 20th October 2020 (Minute Reference HC29), will be finalised following the granting of a planning consent. The business case will be presented to both the Hub Committee and Council for financial approval at an appropriate time; and**
- 3. authorise the Head of Assets to submit a full planning application for the preferred design as follows:**
 - Demolition of existing building & rebuild on larger footprint.**
 - Creation of 11 self-contained apartments with a mix of range of 1 and 2 bedroom units to maximise flexibility for users.**
 - Inclusion of a ground floor staff office and bin store to provide more effective management options.**
 - Generation of a rear courtyard to provide safe outdoor space for residents**

1. Executive summary

- 1.1 Further to the Springhill – Redevelopment of Homelessness Provision Report presented on Tuesday 20th October 2020 (Minute Reference HC29), this report provides a project update to West Devon Borough Council (WDBC) Hub Committee and seeks support for the stated recommendations.
- 1.2 The use of the Springhill building is restricted by a covenant which requires use for the housing of homeless persons.
- 1.3 The Council has a statutory duty to provide temporary accommodation under the Housing Act 1996 (as amended) to households who are, or are at risk of becoming, homeless. Section 2 of this report details the housing need that will be addressed by this development.
- 1.4 With consideration of the Council policies and corporate priorities, the project vision is to redevelop the existing site through the design and construction of a modern, safe, purpose built building with a flexible layout to accommodate the needs of a range of potential users.
- 1.5 The project and the recommended approach, represents the Councils ambition and commitment to providing the highest quality homeless accommodation provision possible at this site for the district.
- 1.6 In December 2019, following a competitive tendering exercise, WDBC appointed Bailey Partnership to assist in realising this vision and leading the project through the various stages.
- 1.7 Following extensive feasibility studies and engagement with both the planning authority and WDBC's Housing team, the preferred and recommended option is to demolish the existing building, with a partial reuse of the existing material in the construction of a new building on a larger footprint.
- 1.8 The proposed building will create 11 self-contained apartments, in a mix of 1 and 2 bedroom units, for the accommodation of homeless persons, families, young people entering the care system and those with additional support needs.
- 1.9 Planning pre application advice, entered 23rd July 2019 (2570/19/PRM), has indicated that the principle of demolition and reconstruction is considered acceptable.
- 1.10 The adjacent building, No.3 Springhill, was acquired in April 2021 in accordance with the decision of the West Devon Borough Council's Invest To Earn committee meeting held 2nd October 2020.
- 1.11 Subject to the Hub Committee supporting the recommendations, the project delivery team are now in a position to submit a formal planning application and thereafter, continue the detailed design.

2. Temporary Accommodation Housing Need

This section outlines the current challenges faced by the Council in providing high quality homeless accommodation in accordance with its statutory duty and the opportunity to address this through the provision of the highest quality homeless accommodation possible at the Spring Hill site.

- 2.1 Members in both the adopted Housing Strategy & Homeless Strategy have already committed to "*redevelop the existing housing provision in West Devon to ensure good quality accommodation for people when they need it most*"
- 2.2 Local Housing Authorities in England have a statutory duty to secure accommodation for all households considered to be in priority need and unintentionally homeless under part 7 of the Housing Act 1996 (as amended). The length of stay in emergency housing will depend upon the outcome of the inquiries made into the application.
- 2.3 The range of housing need the authority encounters is broad and includes the need for provision for families, young people leaving the care system and single homeless persons with additional support needs; as well as those requiring adaptations to meet their physical requirements.
- 2.4 The current Springhill building does not lend itself to this mixed use. It is essential that we are able to access a range of accommodation options to ensure the health and wellbeing of homeless households is safeguarded.
- 2.5 The temporary accommodation function is currently provided through Bed and Breakfasts, hotels and holiday accommodation, often out of borough, causing much disruption to people's lives and at a considerable expense to the public purse.
- 2.6 The demand for temporary accommodation is currently on the rise, a trend likely to continue. The housing team report an increase of presentations at the point of crisis, a stage when it is very difficult to then prevent the need for temporary accommodation.
- 2.7 As a result of the Covid-19 pandemic, there has been a rise in demand for private rental properties due to reduced supply, as landlords sell rental properties to take advantage of the stamp duty holiday and subsequent high demand and increased house prices. Higher rents in excess of the Local Housing Allowance in the private sector also further restrict the numbers of properties available to people on lower incomes.

April snapshot of temporary accommodation in West Devon

	April 20	April 21	Difference
Average households in accom across the month	6.7	11.5	71.6% increase
Households placed into temp during the month	1	9	900% increase
Total nights in temp in month	201	345	71.6% increase
Snapshot at end of month	4	13	225% increase

- 2.8 Improving the quality of our temporary accommodation provision with a purpose built facility specifically to meet the needs of homeless people, will positively impact on health and wellbeing and contribute positively to the Councils corporate priorities.
- 2.9 Any new development needs to maximise the space available whilst providing high quality, affordable and therapeutic housing to three key groups of households;
- Single homeless with additional support needs;
 - Young people and care leavers requiring safe supported move on accommodation and
 - Families.
- 2.10 These needs are not met by the existing provision and rarely able to be met in alternative temporary accommodation in the local area, often necessitating the need to move far away from a person's support network at the time they need it the most.
- 2.11 Each of these household types have their own unique needs and vulnerabilities which need to be taken into account when considering provision.

Temporary Housing Statistics and Future Trends

- 2.12 The importance of this scheme and the significant public benefits that it will bring can be seen by the statistics presented below:

Year	No. of singles placed	Average length of stay	No. of Families placed	Average Length of stay
2018 - 19	12	52 days	12	94 days
2019 - 20	33	59 days	20	65 days
2020 - 21	40	41 days	15	66 days

- 2.13 The data above demonstrates the clear need for the proposed new facility at Springhill, which notwithstanding the unpredictability of homelessness (and any peaks we may need to manage), could support the majority of required placements throughout the year. This significantly addresses the reliance on other less appropriate forms of accommodation ensuring WDBC serves its communities in need when they need it the most.

3. Project Background

- 3.1 No 1 & 2 Spring Hill are situated towards the south western quarter of Tavistock, within the World Heritage Site and Conservation Area boundaries, a 5 minute walk from the town centre.
- 3.2 A site location plan is included in **Appendix A** of this report.



- 3.3 The properties form the eastern end of a terrace of residential properties which extend up the western side of the steeply sloping Spring Hill road. Vehicle access is off a sharp bend at the southern end of the site.
- 3.4 The access road is owned by the NHS and leads to the old Tavistock Maternity Hospital. This facility is currently occupied by Livewell and has most recently been used as training base. WDBC understand the NHS have strategic plans for this facility to be a clinical practise, which has been facilitating Tavistock's Covid Response.
- 3.5 The use of the Springhill building is restricted by a covenant which requires use for the housing of homeless persons only.
- 3.6 The title register DN706203, a copy of which is included in **Appendix B** of this report, notes the following covenant:
- not to use or allow to be used any buildings erected on the property for any purpose other than as accommodation for homeless persons comprising no more than fifteen accommodation units in total.
- 3.7 The covenant benefits land owned by the NHS from whom consent will be sought for any new development.
- 3.8 In 2019, WDBC took back possession of 1-2 Spring Hill, Tavistock following the termination of the long lease.

- 3.9 The property had been let to Westward Housing since 1989 for the provision of accommodation for homeless households nominated by the Council. This was following transfer of the Councils Housing stock to West Devon Homes and the lack of any housing management staff retained in house by the Council.
- 3.10 Currently, the properties comprise 9 self-contained flats. No 1 Spring Hill (end terrace) is divided into three one-bedroom flats occupied on a sublease to Young Devon providing move-on accommodation for homeless young people and care leavers. No 2 Spring Hill (terrace) is divided into two two-bedroom flats and four one-bedroom flats. There is parking for approximately 6 cars within a rear courtyard.
- 3.11 The current layout is operationally inefficient to support the housing needs identified in Section 2 of this report. This inability has been exacerbated through historic building alterations.
- 3.12 Following extensive investigations, including structural, dilapidation and condition surveys, the standard of living currently provided is not fit for purpose. As a direct consequence of its condition, 7 of the 9 units have remained unoccupied since 2018.
- 3.13 The property is costing the Council £22,600 a year in council tax as well as additional expenditure to address issues such as fly tipping and site security.
- 3.14 With consideration of the Council policies and priorities the project vision has been to:
- Redevelop the existing site through the design and construction of a modern, safe, purpose built building which provides a flexible layout to accommodate the needs of a range of potential users.
 - Significantly improve the quality of the accommodation that the Council can provide to vulnerable and homeless people.
 - Increase the amount of accommodation to be provided and effectively managed
 - Have greener energy and healthy living at the design forefront.
 - Ensure due consideration is given to Climate Change and Biodiversity aspirations.

4. Project Development Update

This section provides details of the project development which has taken place since the project was presented to the West Devon Borough Council (WDBC) Hub Committee on Tuesday 20th October 2020 (Minute Reference HC29). Details of proceeding works activities can be found in Section 4 of the previous Hub report.

A: Planning

- 4.1 Formal Pre Application process commenced on 23rd July 2019 (2570/19/PRM)
- 4.2 Engagement in the pre application process has continued throughout the project development.
- 4.3 A copy of the Pre Application advice, as received on 12th May 2021, is included in **Appendix D** of this report.
- 4.4 From the advice it can be seen that:
 - The principle of demolition and reconstruction, with material salvage is considered acceptable.
 - Options concerning retention, refurbishment, adaption, total and partial demolition and materials reuse have been adequately explored and presented and the work undertaken to demonstrate compliance with the Heritage Hierarchy has satisfied planning and heritage specialists.
 - Positive responses have been received from stakeholders, highways and ecology.
 - Any outstanding comments are deemed either resolvable prior to planning or can be dealt with via an appropriate planning condition.
- 4.5 This advice further supports proceeding with the stated recommendations.

B: Design Development

- 4.6 Bailey Partnership's Scope of Services is to lead the design and take it through the following recognised Royal Institute of British Architects (RIBA) design stages:
 - Stage 1: Planning and Brief
 - Stage 2: Concept Design
 - Stage 3: Developed Design (including planning)
 - Stage 4: Technical Design (including procurement of main Contractor)
- 4.7 The recommendation to proceed with the preferred design which requires demolition of the existing building is made as it delivers

the highest quality homeless accommodation provision for the district.

- 4.8 The design development has been an iterative process with a number of different approaches and layouts evaluated. The current design represents the development option with the best outcome against the Council's Policies and Visions as well as the specific Objectives set by WDBC's housing team who will be responsible for managing and operating the new facility.
- 4.9 With consideration of the Council's Climate Change and Biodiversity Emergency the decision has been taken to adopt the principles of BREEAM. Refer to Section E of this section for further information.
- 4.10 Design development has progressed towards the completion of RIBA Stage 3, with the exception of the final planning submission which this report seeks approval for proceeding with.

C: Heritage

- 4.11 The existing property is not a designated heritage asset but is located within the Conservation Area and World Heritage Site.
- 4.12 A Heritage Statement and Options Development have been submitted and reviewed as part of the planning pre application, as acknowledged with the associated feedback (Appendix D).
- 4.13 The recommendation to demolish the existing is not to reduce construction costs but instead to enable WDBC to deliver a vital service to a standard which adequately considers the health and wellbeing and security of its ends users. These project outcomes cannot be delivered by the existing facility if remediation work only is undertaken.
- 4.14 Heritage consideration have remained at the design forefront. Proposals seek to sustain the local character without having an unacceptable detrimental impact on the Conservation Area and World Heritage Site.
- 4.15 The preferred design is considered to be in keeping with the local architecture and surroundings.
- 4.16 Any outstanding comments will be reviewed and addressed appropriately prior to planning submission.
- 4.17 Liaison with the Heritage officer will continue to take place as details are further developed.

D: BREEAM

- 4.18 BREEAM is the world's leading sustainability assessment method for master planning projects, infrastructure and buildings. It recognises and reflects the value in higher performing assets across the built environment lifecycle, from new construction to in-use and refurbishment.

- 4.19 BREEAM does this through third party certification of the assessment of an asset's environmental, social and economic sustainability performance, using standards developed by BREEAM.
- 4.20 The BREEAM process is being managed by a sustainability consultant who is an integral member of the project team. This enables WDBC to manage and mitigate risk through demonstrating sustainability performance during planning, design, construction, operation or refurbishment, helping to lower running costs, maximise returns through market value and attract and retain tenants with desirable places to live and work.
- 4.21 A copy of the current BREEAM credit tracker is included in **Appendix E** of this report.
- 4.22 The credit tracker provides an insight into the types of items which need to be addressed and the points that we have been advised are achievable for this type of scheme.
- 4.23 It can be seen that at present our aspiration is to try and obtain an "Excellent" rating which would be a great achievement.
- 4.24 This adoption of BREEAM will enable us to review its suitability and effectiveness throughout the project and enable lessons learned to be applied across the project delivery programme.

E: Consultation

- 4.25 The primary objectives of design development during RIBA Stages 1 (Planning and Brief) and 2 (Concept Design) has been to better understand the existing site and planning constraints. This has enabled the identification of a the preferred design solution which provides the best operational position, aligns with the Councils policies, vision and also satisfies the specific objectives of the housing team in terms of housing needs, asset management and operation.
- 4.26 General updates have been provided to Tavistock members, with a site visit also being undertaken in October 2019.
- 4.27 Since the last reporting period the design development has progressed in accordance with the recommendations made as part of the October 2020 Hub Committee report, namely proceeding without a formal public consultation through this part of project development.
- 4.28 However, as part of this design stage the project team has continued engagement with a number of the parties referenced within the October 2020 Hub Committee report, including:
- Planning Authority (pre application)
 - NHS Property Services (covenant beneficiary)
 - Devon County Council (highways)

- Homes England (surrounding any external funding opportunities)
- 4.29 Consultation with these parties has been crucial in being able to identify an operationally acceptable and viable scheme.
- 4.30 The planning process will provide an opportunity for the community and wider stakeholder groups to comment on the proposals.
- 4.31 Further consultation may include:
- Providing a further project update to Tavistock Town Council and other interested stakeholders
 - Delivering letters to the residential properties and businesses in the immediate vicinity advising them of the project and the proposed planning application date

G: Purchase of No.3 Spring Hill

- 4.32 On 2nd October 2020 the WDBC Invest To Earn Committee resolved to purchase No.3 Spring Hill for £157,000 plus costs.
- 4.33 No.3 Spring Hill forms part of the terrace of residential properties which extend up the western side of Spring Hill road and adjoins No.2 Spring Hill



- 4.34 The purchase was completed on 8th April 2021.

4.35 In both the short and long term the property will help to further deliver against the councils adopted Housing strategy. In future the Council can utilise this accommodation for people with a specific need or if required additional homeless provision.

H: Procurement

4.36 The next project stage will be identifying the most appropriate procurement strategy.

4.37 The preferred strategy, at this time, is to procure the works as a traditional construction tender rather than using an existing framework.

4.38 This approach acknowledges the level of design already undertaken by adopting the RIBA stages and the level of knowledge already acquired by the project team.

4.39 This approach would enable WDBC to retain the design risk pot and manage the contract accordingly.

4.40 To ensure design continuity, the proposal would be to retain the services of the current Principal Designer, subject to fee proposal.

4.41 This would consist of a two part process, firstly to consider quality elements to identify a suitable contractor shortlist, followed by a competitive cost tender process.

4.42 The quality assessment will take place in tandem with any planning submission.

4.43 The competitive cost tender will take place following receipt of a planning consent.

I: Construction Mitigation

4.44 It is envisaged, that any concerns raised during the planning consultation process are likely to focus upon heritage and construction disruption.

4.45 Whilst it is acknowledged the construction will result in some short term disruption, detailed discussions surrounding potential mitigation measures cannot take place until a contractor has been appointed.

4.46 Concerns around noise, dust and traffic management are often addressed through the planning process through a required Construction and Environmental Management Plan.

5. Preferred Design

- 5.1 A selection of plans and elevations are included in **Appendix C** of this report.
- 5.2 The preferred and recommended scheme, which remains subject to gaining planning consent, will comprise:
- Demolition of existing building to be rebuilt on a larger footprint.
 - Creation of 11 self contained apartments with a mix of range of 1 and 2 bedroom units to maximise flexibility.
 - a. 2 No.1 bedroom 1 person (36m²): In location of current Young Devon
 - b. 3 No. 1 bedroom 2/3 person (50m²): All contained within rear tenement.
 - c. 3 No. 2 bedroom 3 / 4 person units (65m²)
 - d. 3 No. 2 bedroom 4/5 person units (70m²)
 - Inclusion of a ground floor staff office and bin store to provide more effective management options.
 - Generation of a rear courtyard to provide safe outdoor space for residents.
- 5.3 All accommodation will meet the requirements of the nationally described space standards.
- 5.4 The preferred design option encompasses the needs of all three customer groups identified within the housing need analysis (Section 2).
- 5.5 The design specifically addresses the need for appropriate separation of household to minimise Anti-Social Behaviour and safeguarding concerns. By creating three distinct blocks, each with a separate entrance and accommodation type, it is possible to provide safe, secure accommodation which meets the needs of each customer group.
- 5.6 Improving the quality of our temporary accommodation provision will positively impact on health & wellbeing and demonstrates the commitment WDBC makes to this priority theme and to homeless people of the borough.
- 5.7 The facility will be managed and operated directly by WDBC's housing team.
- 5.8 Success will be measured by a reduction in Bed & Breakfast use, which is unlawful other than in an emergency for families for longer than 6 weeks.
- 5.9 Associated cost savings can be focused on homeless prevention work.

6. Project Finances and Programme

- 6.1 The project business case was presented at Hub Committee on 20th October 2020 (Minute Reference HC29).
- 6.2 The construction cost estimates, presented within Exempt Appendix B of the October 2020 Hub report, indicated that the existing approved expenditure is not sufficient to deliver the preferred option.
- 6.3 The construction costs estimates, as presented within Exempt Appendix B of the October 2020 Hub report, have not changed significantly.
- 6.4 Project expenditure of £139,873 has been spent to date. This expenditure has been funded by the S106 Affordable Housing Receipts and has comprised external consultancy support (Bailey Partnership) and site investigations to support the design development.
- 6.5 The project viability remains strong with project returns determined based upon consideration of the following elements:
 - **Income Rental West Devon Managed:** The housing benefit that we are able to claim is limited to the Local Housing Allowance Rates.
 - **Cost Avoidance:** The difference between the total payment the Local Authority must pay to the B&B provider and the maximum that can be reclaimed through the Local Housing Allowance Rate.
 - **Income Rental income leased properties (Young Devon units):** Three flats in Springhill are leased to Young Devon and it is envisaged this arrangement will be retained for any new facility.
- 6.6 As per the recommendations, it is proposed the business case is developed following the granting of planning consent, which remains subject to the normal planning process.
- 6.7 This project milestone will enable the construction estimates to be reviewed and a full business case developed, with consideration of:
 - Procurement strategy
 - Required external delivery support & internal project management resource.
 - Risk; to acknowledge any project abnormal's and provide the project team with the ability to appropriately manage the contract and to ultimately deliver the works on programme, construction price and expected quality.

- The challenging times that we are currently in, specifically surrounding BREXIT and COVID both of which are difficult to quantify at this time.
 - Financial strategy; with ongoing consideration of external funding opportunities and variations in the Public Work Loan Board rates (PWLB).
- 6.8 The full business case will be brought to both Hub Committee and Council for financial approval following receipt of tender submissions.
- 6.9 Development of a robust business case, brought for consideration at the most appropriate time, will help to increase cost certainty and therefore mitigate the risk of having to return to Hub and Council during the build for more money.
- 6.10 The key project milestones are as follows:

Milestone	Date
Hub Committee	8 th June 2021
Planning Application (Submission)	2 nd July 2021
WD DM Committee (Target)	12 th October 2021
Tender Issue	22 nd October 2022
Contract Award	7 th January 2022
Construction Period (Provisional)	15 – 18 months

- 6.11 An indicative project programme is included in **Appendix F** of this report.
- 6.12 It can be seen that this programme is based upon the planning application being submitted on 2nd July 2021 which is subject to Recommendation No.3 being agreed.

7. Options available and consideration of risk

7.1 With consideration of the information presented within this report and the options available to the Hub Committee are as follows:

Option 1: Do Not Proceed (NOT RECOMMENDED)

7.2 The decision could be taken by the Hub Committee not to support the submission of a full planning application.

7.3 This decision would need take into account the following:

- The significant work that has been undertaken over the last few years to try and identify the best option to address the housing needs.
- That the preferred design is deemed to represent the development option that will provide the best outcome against the Councils policies and visions and the specific objectives set by members in both the Housing Strategy and the Homeless Strategy.
- This option would leave the Council with the liability of a building that was not fit for purpose, with a restrictive covenant prohibiting alternative use and the requirement to use other less appropriate means of temporary accommodation for our homeless residents.

7.4 With the properties deemed unfit for purpose any alternative option will likely require significant investment and below standard accommodation provision.

Option 2: Proceed with Planning Application for Preferred Option (RECOMMENDED OPTION)

7.5 The decision could be taken by the Hub Committee to support the submission of a full planning application.

7.6 The recommendation remains to continue to aim to deliver the preferred option comprising the current building being demolished and replaced with a new building on a larger footprint.

8. Proposed Way Forward

- 8.1 Subject to Hub Committee support to the recommendations, the project delivery team will proceed with the detailed design, submission of necessary planning application and preparation of tender documents.
- 8.2 Further to satisfactory completion of these activities, the full business case will be brought to both Hub Committee and Council for financial approval following receipt of tender submissions. This will detail project viability and confirmed borrowing mechanisms.

9. Implications

Implications	Relevant to proposals Y/N	Details and proposed measures to address
Legal/Governance	Y	Whilst not a direct impact of this report the project as a whole will support the Council's statutory duty to provide temporary accommodation under the Housing Act 1996 to households who are, or are at risk of becoming homeless.
Financial implications to include reference to value for money	Y	<p>The project business case was presented at Hub Committee on 20th October 2020 (Minute Reference HC29).</p> <p>Project expenditure of £139,873 has been spent to date. This expenditure has been funded by the S106 Affordable Housing and has comprised external consultancy support (Bailey Partnership) and site investigations to support the design development.</p> <p>The full business case will be brought to both Hub Committee and Council for financial approval following receipt of tender submissions.</p>
Risk	Y	Risks continue to be managed as part of ongoing Project Management role
Supporting Corporate Strategy	Y	Homes and Wellbeing Themes
Climate Change - Carbon / Biodiversity Impact	Y	The project vision includes requirement to have energy and healthy living at the design forefront and to address the Climate Change and Biodiversity aspirations.
Comprehensive Impact Assessment Implications		
Equality and Diversity	Y	<p>Improving the quality of our temporary accommodation provision will positively impact on health & wellbeing and demonstrates the commitment WDBC makes to this priority theme and to homeless people of the borough.</p> <p>It is also envisaged that better quality accommodation will result in less anti-social behaviour and the energy efficiency of the new</p>
Safeguarding	Y	
Community Safety, Crime and Disorder	Y	
Health, Safety and Wellbeing	Y	

		provision will also contribute to health and wellbeing.
Other implications	N	N/A

Supporting Information

Appendices:

- Appendix A** – Site Location Plan
- Appendix B** – Title plan and register
- Appendix C** – Preferred Scheme Plans and Elevations
- Appendix D** – Planning Pre Application Advice
- Appendix E** – BREEAM Credit Tracker
- Appendix F** – Project Programme

Background Papers:

January 2019 Hub Report

October 2020 Hub Report

***HC 7/21**

**PROJECT UPDATE: 1-2 SPRING HILL, TAVISTOCK,
REDEVELOPMENT OF HOMELESS PROVISION**

The Committee was presented with a report that set out a project update on the 1-2 Spring Hill, Tavistock: Redevelopment of Homeless Provision initiative.

In discussion, the following points were raised:-

- (a) A number of Members recognised the importance of the heritage aspects that were associated with the project and that these had to be considered alongside the need for the scheme to be practical, affordable and fit for purpose;
- (b) Members noted that the budget implications of the project were to be presented to a future Hub Committee and Full Council meeting;
- (c) The desperate need for this facility was recognised by a number of Members;
- (d) With regard to the public consultation exercise on the project, it was confirmed that this would be undertaken as part of the normal planning process. In response to a specific request, it was agreed that consideration would be given to the merits of a press release accompanying the launch of the public consultation exercise.

It was then **RESOLVED** that:

1. the Planning Pre-Application advice (ref. 2570/19/PRM) (as set out in Appendix D of the presented agenda report) be noted;
2. the project finances be noted (as set out in Section 6 of the presented agenda report) and the Business Case (as presented to the Hub Committee at its meeting held on 20 October 2020 (Minute HC 29 refers) will be presented to both the Hub Committee and the Council for financial approval at an appropriate time; and
3. the Head of Assets be authorised to submit a full planning application for the preferred design as follows:
 - demolition of existing building and rebuild on larger footprint;
 - creation of 11 self-contained apartments with a mix of range of 1 and 2 bedroom units to maximise flexibility for users;
 - inclusion of a ground floor staff office and bin store to provide more effective management options; and
 - generation of a rear courtyard to provide safe outdoor space for residents.

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Report to: **Hub Committee**
Date: **21 June 2022**
Title: **Levelling Up Fund Round 2 and UK Shared Prosperity Fund**
Portfolio Area: **Council – Cllr Jory**

Wards Affected: **All**

Urgent Decision: **Y** Approval and clearance obtained: **Y**

Date next steps can be taken: Immediately following this meeting

Author: **Sarah Gibson** Role: **Head of Placemaking**

Contact: **Email: sarah.gibson@swdevon.gov.uk**

RECOMMENDATION:

That the Hub Committee be RECOMMENDED that:

- 1. in view of the timetable for the submission of the Bid authorised by the Council on 5 April 2022 (Minute CM 70 refers) and the clarification of the likely capital costs of the West Devon Transport Hub in Okehampton, the Director of Place and Enterprise be further authorised to indicate in the Bid to the Levelling Up Fund 2 that the Council intends to make a match-funding contribution of £120,000;**
- 2. the match-funding contribution of £120,000 be funded from the UK Shared Prosperity Fund (UKSPF) monies allocated to the Council in the first instance, but in the event that the Council is not allocated any UKSPF monies or they are insufficient, the match-funding contribution, is funded from the Business Rates Retention Earmarked Reserve;**
- 3. Council be RECOMMENDED to ratify the above decisions at its meeting to be held on 19 July 2022, failing which the Council's commitment to give financial support for the Bid is to be withdrawn.**
- 4. Council be RECOMMENDED to delegated authority to the Director of Place and Enterprise, in consultation with the**

Leader of Council, to submit the UK Shared Prosperity Fund Bid for £1million in accordance with section 2.13 (below) and Appendix 1 before 1 August 2022 deadline.

1. Executive summary

- 1.1 The Council received a report at its meeting held on 5 April 2022 (Minute CM 70 refers) that set out the Council's intention, working in partnership with Devon County Council, Network Rail and Great Western Rail, to submit a revised Bid for the West Devon Transport Hub, to the second tranche of the Levelling Up Fund (LUF) (that was to open in the Spring of 2022);
- 1.2 At its meeting, the Council subsequently resolved that:

'the submission by the Director of Place and Enterprise of an application to the Levelling Up Fund Tranche 2 for capital funding for West Devon Transport Hub in Okehampton be approved.'
- 1.3 This report provides an update to the Hub Committee on the LUF and the UK Shared Prosperity Fund investment plan proposal following the Council meeting on 5 April 2022.
- 1.4 This report also sets out an opportunity for the Council to submit a Bid to the UK Shared Prosperity Fund before the deadline of 1 August 2022.

2. Background

- 2.1 Central Government's LUF was announced as part of the 2020 Spending Review to support communities in order to regenerate town centres, enable investment in cultural facilities or upgrade local transport infrastructure;
- 2.2 The LUF is intended to focus on capital investment in local infrastructure thereby building on and consolidating prior programmes. The LUF must have a visible, tangible impact on people and places and support economic recovery;
- 2.3 The Government has categorised all local authorities based on the need for economic recovery and growth; improved transport connectivity and regeneration. As part of this process, West Devon Borough Council has been categorised as 'Medium Need - Priority 2';
- 2.4 During 2021, working in partnership with Devon County Council (DCC), Network Rail (NR) and Great Western Rail (GWR), the Council submitted a bid for approximately £11.2 million funding to deliver the West Devon Transport Hub in Okehampton. Unfortunately, this LUF bid proved to be unsuccessful;

- 2.5 Earlier this year, feedback was obtained on the application from representatives of the Department for Transport; Business, Energy and Industrial Strategy (BEIS) and Levelling Up Fund. The feedback had led to the conclusion that the bid had complied with the majority of the selection criteria. With specific additions (including further cycling and walking infrastructure), the bid would have likely been selected for funding;
- 2.6 Officers were notified that the LUF was re-opening during the Spring of 2022 to offer a second tranche of funding for high value local infrastructure;
- 2.7 As a result, again working in partnership with DCC; NR and GWR, the Council intends to re-submit a Bid to the second tranche for approximately £13.12 million (with a 10% match funding element of £1.32million) in order to deliver the West Devon Transport Hub in Okehampton. An amount of £1.2 million of match funding has been secured from Devon County Council, with West Devon Borough Council proposing to fund the remaining £120,000.
- 2.8 The West Devon Transport Hub presents a once in a lifetime opportunity to transform Okehampton and the surrounding hamlets with a multi-modal travel exchange, to create a thriving neighbourhood that welcomes everyone. It will include a: new station, lift and platform, a strengthened active travel cycle and walking offer, bus interchange, car park, EV charging, be fully accessible to wheelchairs and prams, and host a social wellbeing space.
- 2.9 The bid is supported by the local MP, as well as the local authority areas of Torridge, North Devon and Cornwall.
- 2.10 With regard to the timetable, it is a requirement for schemes to be deliverable by March 2025 and the submission deadline is Wednesday, 6 July 2022.
- 2.11 The Council report from 5 April 2022 meeting did highlight the possibility for a matched funding contribution to be required from the Borough Council towards the active travel element of the Bid and this has proven to be the case. As a result, this report is asking the Committee to set out its support for the Council to make a contribution of £120,000.
- 2.12 The match-funding contribution of £120,000 is to be funded from the UK Shared Prosperity Fund (UKSPF) monies allocated to the Council in the first instance, but in the event that the Council is not allocated any UKSPF monies or they are insufficient, the match-funding contribution is funded from the Business Rates Retention Earmarked Reserve.

- 2.13 There is also a small window of opportunity (from 30 June to 1 August 2022) for the Council to make a Bid to the UK Shared Prosperity Fund for £1million. Whilst more information is set out in the presentation slides at Appendix 1, of particular note is the fact that funds are available, but can only be accessed via the production of robust investment plans. To ensure that the opportunity is not lost, the Committee is asked to recommend to Council to grant delegated authority to the Director of Place and Enterprise, in consultation with the Leader of Council, to submit a Bid to the UK Shared Prosperity Fund before 1 August 2022 deadline for £1million.

3. Outcomes/outputs

- 3.1 The West Devon Transport Hub will deliver a station entrance, two platforms connected by a bridge and be serviced by a passenger lift.
- 3.2 Onward connectivity will be provided locally on bike and by foot, on public transport via a bus interchange on Hameldown Road, and by car from the surface level car park with EV charging points.
- 3.3 There will be improvement of active travel cycling and walking links within Okehampton to incorporate the Transport Hub, through the Community Renewal Fund bid already submitted by the Council should it be successful, and in partnership with Devon County Council in the future.

4. Options available and consideration of risk

- 4.1 The Council has been categorised as 'priority 2 – medium need' and there is no guarantee that the Bid will be successful;
- 4.2 If the Bid proves to be successful, a number of partner organisations will be responsible for the multiple strands of project delivery, the Council will not be a direct delivery partner, but will be represented on the project board;
- 4.3 Delivering rail projects within budget and on time is notoriously challenging and this project will be no different;
- 4.4 It is a requirement of the Council Constitution for the sought financial contribution of £120,000 to be ultimately a decision of Full Council. However, the Council is not due to meet again until 19 July (i.e. 13 days after the Bid submission deadline). As a result, the report seeks to recommend that the Council ratify the match funding contributions at its meeting on 19 July 2022. In the event that the Council does not approve this recommendation, then the Council's commitment to give financial support for the Bid will be withdrawn.

5. Proposed Way Forward

5.1 Notwithstanding the need for the Council to ratify the recommendations (as set out at section 4.4 above), the Committee is asked to approve the following recommendations:

1. That, in view of the timetable for the submission of the Bid authorised by the Council on 5 April 2022 (Minute CM 70 refers) and the clarification of the likely capital costs of the West Devon Transport Hub in Okehampton, the Director of Place and Enterprise be further authorised to indicate in the Bid to the Levelling Up Fund 2 that the Council intends to make a match-funding contribution of £120,000; and
2. That the match-funding contribution of £120,000 be funded from the UK Shared Prosperity Fund (UKSPF) monies allocated to the Council in the first instance, but in the event that the Council is not allocated any UKSPF monies or they are insufficient, the match-funding contribution, or in the case of insufficient UKSPF monies the balance of it, is funded from the Business Rates Retention Earmarked Reserve.

6. Implications

Implications	Relevant to proposals Y/N	Details and proposed measures to address
Legal/Governance	Y	It is intended that the Governance arrangements will be agreed at project level, with the project sponsor for the Borough Council being identified as the Director for Place and Enterprise.
Financial implications to include reference to value for money	N	<p>The bid to the Levelling Up Fund Round Two is for £13.12 million (with a 10% match funding element of £1.32million) in order to deliver the West Devon Transport Hub in Okehampton. An amount of £1.2m of match funding has been secured from Devon County Council, with West Devon Borough Council proposing to fund the remaining £120,000.</p> <p>It is proposed to fund the £120,000 from the UK Shared Prosperity Fund or if this is insufficient, from the Business Rates Retention Earmarked Reserve.</p> <p>The bid to the UK Shared Prosperity Fund is for £1million. No match funding from WDBC is being requested as part of this funding stream.</p>
Risk	N	These are addressed at Section 4 of the report.

Supporting Corporate Strategy		Re-opening the Railway Line and improving transport links to it will improve the economic prosperity of the region.
Climate Change - Carbon / Biodiversity Impact		Rail projects are seen as a viable low carbon alternative to road use. Ensuring that onward travel on public transport is smooth and convenient will maximise the chances of improving modal switch away from the car. Cycle infrastructure and EV Charging Points will be installed as part of or soon after the station is opened, should the Bid be successful
Comprehensive Impact Assessment Implications		
Equality and Diversity		Not applicable
Safeguarding		Not applicable
Community Safety, Crime and Disorder		Not applicable
Health, Safety and Wellbeing		Not applicable
Other implications		Not applicable

Supporting Information

Appendices:

A – PowerPoint slides delivered to a Member Briefing session on 14 June 2022.

Background Papers:

Council agenda and minutes – 5 April 2022



West Devon
Borough Council

Levelling Up West Devon

UNLOCKING THE POTENTIAL OF OUR PEOPLE AND PLACES

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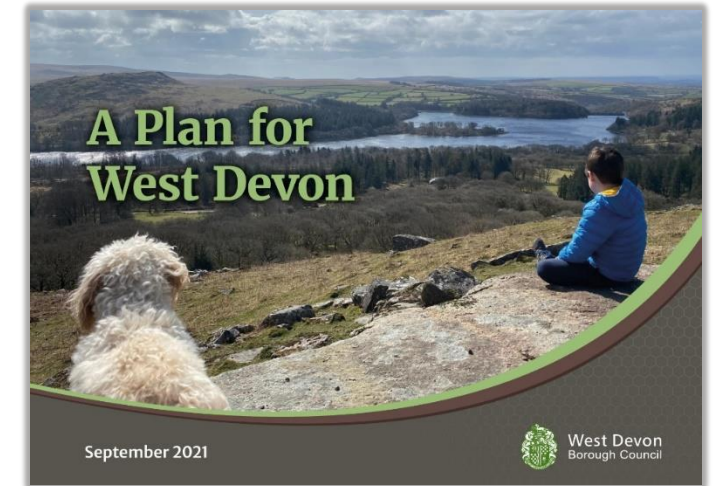
A place to grow & prosper

Meeting Common Goals



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- Develop pride in place
- Facilitate clean economic growth
- Decarbonise – Meet our net zero objectives
- Enhance community health and wellbeing
- Enable innovation, better skills, improved transport and greater access to culture
- Improve resilience – Food, energy, biodiversity



Aligned local priorities and national objectives improves our **potential** to maximise investment and lever further funding



West Devon
Borough Council



A plan for West Devon

Our Investment in Cross Sector Clean Growth and Decarbonisation

Enabling shared learning and technology transfer between sectors



Active and
Inclusive
Travel



Marine
Economy and
Decarbonisation



Agritech and
Regenerative
Farming



Business
Consultancy
and Support

Levelling Up Interventions List (England)

20 of the 41 identified Levelling Up interventions will be delivered through our projects enabled by Shared Prosperity Funding:

1. Communities and Place

E2: Funding for new, or improvements to existing, community and neighbourhood infrastructure projects including those that increase communities' resilience to natural hazards, such as flooding.

E3: Creation of and improvements to local green spaces, community gardens, watercourses and embankments, along with incorporating natural features into wider public spaces.

E7: Support for Active Travel enhancements in the local area.

E8: Funding for the development and promotion of wider campaigns which encourage people to visit and explore the local area.

E11: Investment in capacity building and infrastructure support for local civil society and community groups.

E13: Community measures to reduce the cost of living, including through measures to improve energy efficiency, and combat fuel poverty and climate change.

E14: Funding to support relevant feasibility studies.

E15: Investment and support for digital infrastructure for local community facilities.

2. Supporting Local Business

E17: Funding for the development and promotion(both trade and consumer) of the visitor economy, such as local attractions, trails, tours and tourism products more generally.

E19: Increasing investment in research and development at the local level. Investment to support the diffusion of innovation knowledge and activities. Support the commercialisation of ideas, encouraging collaboration and accelerating the path to market so that more ideas translate into industrial and commercial practices.

E21:Funding for the development and support of appropriate innovation infrastructure at the local level.

E22: Investing in enterprise infrastructure and employment/innovation site development projects. This can help to unlock site development projects which will support growth in places.

E23: Strengthening local entrepreneurial ecosystems, and supporting businesses at all stages of their development to start, sustain, grow and innovate, including through local networks.

E24: Funding for new and improvements to existing training hubs, business support offers, 'incubators' and 'accelerators' for local enterprise

E29: Supporting decarbonisation and improving the natural environment whilst growing the local economy. Taking a whole systems approach to invest in infrastructure to deliver effective decarbonisation across energy, buildings and transport and beyond, in line with our legally binding climate target. Maximising existing or emerging local strengths in low carbon technologies, goods and services to take advantage of the growing global opportunity.

E31: Funding to support relevant feasibility studies.

E32: Investment in resilience infrastructure and nature based solutions that protect local businesses and community areas from natural hazards including flooding and coastal erosion.

3. People and Skills

E35: Activities such as enrichment and volunteering to improve opportunities and promote wellbeing.

E38: Support for local areas to fund local skills needs. This includes technical and vocational qualifications and courses up to level 2 and training for vocational licences relevant to local area needs and high-value qualifications where there is a need for additional skills capacity that is not being met through other provision.

E39: Green skills courses targeted around ensuring we have the skilled workforce to achieve the government's net zero and wider environmental ambitions.



Levelling Up Fund Round Two

West Devon Transport Hub - Bid deadline 6th July

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- Competitive bidding process (not guaranteed the money, and competing with other places)
- Bids in creation involving teams from DCC and WSP
- Multi modal emphasis blending public bus and rail transport, cycling and car use
- Active and Inclusive Travel focus - promoting cycling and walking, and ensuring accessibility to all

Total Projected Cost	Match Requirement	Match Secured
£13.12m	£1.32m	£1.2m (DCC)

- It is suggested that the £120k shortfall in match is covered through the active travel element of the SPF bid, but failure to secure the funding would require monies to come from Business Rates Retention Scheme Earmarked Reserves



UK Shared Prosperity Fund

West Devon Borough Council - £1,000,000

Bid Deadline 1st August

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- Funds allocated but can only be accessed with robust investment plans
- Led by WDBC
- 3 year (2022-2025) Investment Plans to be created by WDBC
- Blend of Active and Inclusive Travel, Agritech and Regenerative Farming, Business Consultancy and Support, Marine Economy and Decarbonisation
- Combination of majority revenue funded programmes (83.4%) supported by minority place based capital expenditure (16.6%)
- Delivery timeline compliments the WD corporate strategy delivery period



West Devon
Borough Council



A plan for West Devon

Split of Capital and Revenue (England)

Year	Core UKSPF: Revenue	Core UKSPF: Capital	Can be used for skills delivery?
2022-2023	90%	10%	No
2023-2024	87%	13%	No
2024-2025	80%	20%	Yes

West Devon UK Shared Prosperity Fund Investment Plan

Programme Investment	2022/2023 (15%)	2023/2024 (27%)	2024/2025 (58%)	Total (%)
Active and Inclusive Travel	£50k (incl'g £15k capital)	£147k (incl'g £35k capital)	£303k (incl'g £116k capital)	£500k (50%) (£166k capital – 16.6%)
Marine Economy and Decarbonisation	£25k	£0k	£0k	£25k (3%)
Agri-tech and Regenerative Farming	£32k	£80k	£153k	£265k (26%)
Business Consultancy and Support	£30k	£30k	£110k	£170k (17%)
Monitoring and Evaluation Administration (DCC)	£13k	£13k	£14k	£40k (4%)
Total	£150k	£270k	£580k	£1,000,000

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NB £166k Capital apportioning requires further analysis



How Will SPF Actually Be Delivered?

Strategy

Baseline Evidence Gathering (establish our current position)

Strategy & Delivery Plan Development

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Delivery

Business Consultancy & Support

Capital Project

Decarbonisation Activities

Marine Sector

No capital through SPF

Active & Inclusive Travel – linking key transport hubs with tourism and leisure spaces

Tourism & Leisure

West Devon Transport Hub active travel links

Agri-tech & Regenerative Farming Processes

Agricultural Sector

No capital through SPF



Our Potential Partners Will Be...

- Devon County & District Councils
 - ◆ Teignbridge
 - ◆ East Devon
 - ◆ Mid Devon
- Local Government Association
- Dartmoor National Park Authority
- Sustrans
- Business and Community Representatives
- Tamar Valley AONB Partnership
- The North Devon Biosphere
- Business Information Point
- Diverse Regeneration (DR) Company
- The Apricot Centre (CIC)
- Devon Wildlife Trust
- Consultants and contractors
- Maritime UK SW
- South Devon College
- University of Plymouth
- University of Exeter
- NFU



Active and Inclusive Travel

£500k WD (50% of total funding)

‘Transport is a key driver of economic growth. It links people to their workplaces and connects businesses. It also affects health, the environment and societal wellbeing.’ Houses of Parliament Parliamentary Office of Science and Technology

- Cycling, Walking and Horse Riding
- Explore More: Country lanes
- Warmer Welcome: Improved and coordinated communications
- Accessible Trails: Barrier removal and trail upgrades
- Community and Business Engagement: Activation guide
- Visit West Devon website
- It’s in our Culture:
 - West Devon Ecomuseum, Okehampton Northern Gateway to the Moor, Drake’s Trail, Meeth Quarry nature reserve – Accessibility, orientation and signage
- 100% contribution toward Digital and Active Travel post (2.5 years)

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A plan for West Devon

Agritech and Regenerative Farming

£265k (26% of total funding)

'Soil is a living resource, home to more than 25% of our planet's biodiversity and there are over 40,000 organisms in only 1g of soil'
Global Soil Partnership

- Natural Capital Challenge Fund regenerative farming accredited training* job creation and carbon sequestration
- Agritech Alliance featuring University of Plymouth Sustainable Earth Institute knowledge exchange between tech developers and farmers
- 4 x Agritech Alliance events targeting 100 farmers
- West Devon based BIP and DR company to deliver specialist support to agricultural sector
- South Hams based Apricot Centre CIC and North Devon Biosphere to deliver regenerative farming and other specialist agricultural support
- 25% contribution toward Delivery Project Manager post (2.5 years)

*Flexibility for 2022 – 2024 may be used where provision is currently delivered by voluntary and community organisations.

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A plan for West Devon

Business Consultancy and Support £170k (17% of total funding)

The current pace of change is far behind the pace we need...business leaders need to act now to meet the demands of science, government, investors and society at large.'
PWC Global

- Carbon reduction to Net Zero
- Start up support with a strong sector focus
- DR Company and the Coastal LAG (tbc'd) 121 support
- Business Information Point 121 support and workshop modules
- 100% contribution toward Economic Development Intern (2.5 years)
- Specialist sector support from South Devon College

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West Devon
Borough Council



A plan for West Devon

Marine Economy and Decarbonisation

£25k (3% of total funding)

- Business engagement / skills partnership with South Devon College
- Tamar Valley AONB water corridor carbon footprint analysis and action plan
- Access to a Delivery Project Manager

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'The maritime sector can and must decarbonise, which offers unique business and development opportunities...this means speeding up efforts to reduce greenhouse gas emissions.'
UN Environment Programme



We Will Measure and Evaluate Delivery...

- As required by Levelling Up Fund and Shared Prosperity Fund:
 - ◆ Local context – including challenges and opportunities
 - ◆ Selection of outcomes, outputs and proposed interventions
 - ◆ Deliverability of the interventions, outputs and outcomes
 - ◆ Complete and accurate expenditure and deliverables profile
 - ◆ Engage the central service from DCC





West Devon
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Any questions?



*A Plan for
West Devon*