# GREATER LONDON AUTHORITY

## **REQUEST FOR DIRECTOR DECISION - DD1485**

Title: Managing Changes in the Housing Zones programme

## Executive Summary:

There are currently 31 Housing Zones designated through MD1457, MD1545 and MD1632. This paper sets out proposals for Housing and Land internal processes to manage changes to Housing Zones. Overall, the Housing Zones programmes will fund interventions to unlock or accelerate the delivery of up to 77,000 homes.

#### Decision:

That the Executive Director, Housing and Land:

- approves the Housing and Land Directorate's change management processes for the Housing Zones programme set out in this paper for pre-contract and post-contract stages;
- notes that, under the current Mayor's Scheme of Delegation and in accordance with the Mayoral Decisions referred to below, Senior Members of Staff have delegated authority to approve variations to Housing Zone contracts within the approved programme budget of each Housing Zone and within the funding envelope for the Housing Zone agreed within the relevant Mayoral Decisions (MD1457, MD1545 and MD1632), subject to these variations delivering value for money
- recommends that decisions on such variations be taken by the Assistant Director of Policy
  Programmes and Strategy (or, in his/her absence, a Head of Area whose area does not cover
  the part of London in which the Housing Zone sits), in accordance with the change
  management procedures set out in this paper
- approves the changes required in respect of the Wandsworth Housing Zone set out in the body of this report, which constitute a consequent variation (Tier 2) compared with the position set out in MD1457.

## **AUTHORISING DIRECTOR**

I have reviewed the request and am satisfied it is correct and consistent with the Mayor's plans and priorities.

It has my approval.

Signature:

Name: David Lunts

Date:

Position: Executive Director housing and Land

#### PART I - NON-CONFIDENTIAL FACTS AND ADVICE

## 1 Introduction and Background

- 1.1 There are currently 31 designated Housing Zones approved through MD1457, MD1545 and MD1632 (referred to as the Housing Zone Mayoral Decisions in this report). To manage and formalise variations to the overall Housing Zones programme it is proposed that a structured change management process is approved. The proposals set out in this paper cover two key stages:
  - pre-contract, from overarching MD approval of an indicative allocation through to Director's Decision (DD) approval of specific interventions; and
  - post-contract, commencing when a counter party signs a Development Facility Agreement (DFA), Affordable Housing Grant Agreement (AHGA) or Borough Intervention Agreement (BIA): The Development Facility Agreement is a standard form of agreement to be used to administer loan funding; the Affordable Housing Grant Agreement is a form of agreement between GLA and a Registered Provider (Ex-Registered Social Landlord (RSL), Local Authority (LA) or New Registered Provider (RP)) for direct provision of affordable housing within the Housing Zones. The Borough Intervention Agreement is a form of grant agreement to be used to govern the payment of capital grant where the borough is directly procuring delivery of the outputs.
- 1.2 <u>Pre-contract:</u> Following approval for the financial and non-financial interventions listed in the Housing Zone Mayoral Decisions the GLA is undertaking full due diligence for each of the proposed interventions to ensure that, in addition to the previous challenge and interrogation, the proposals comply with all relevant law (including state aid), and represent value for money for the investment proposed.
- 1.3 This due diligence will be supported by the property and legal consultants appointed in accordance with MD1438 who will review the legal and property considerations within each intervention to ensure their integrity and validity. Considerable work will also be carried out by teams within Housing & Land and Finance.
- 1.4 Following that review, if, in the opinion of the Executive Director of Housing and Land and the Executive Director of Resources (in consultation with the Deputy Mayor for Housing Land and Property) there is a satisfactory outcome to due diligence and sufficient GLA budget, individual interventions will be approved allowing the necessary contract to be entered into, committing the funding. These approvals will be formalised through Director's Decision (DD) reports.
- 1.5 Post-contract: Under the General Delegation in the Mayoral Scheme of Delegation, Senior Members of Staff in Housing and Land (see appendix 2 below for a list of Senior Members of Staff from the Mayoral Scheme of Delegations) will be able to approve variations to DFAs, AHGAs and BIAs which have been entered into, but are expected to do so only where it can be shown that 1) the revised interventions will be effective in unlocking or accelerating housing delivery (broadly in line with the housing delivery outputs within the designated Housing Zones as specified in the Housing Zone Mayoral Decisions), and 2) continue to represent value for money.
- Oversight of the Housing Zone programme will be managed by a Housing Zone Steering Group and core membership of this group comprises the Executive Director Housing and Land,

the Assistant Director Programme Policy & Services, Heads of Area Housing and Land and the Senior Housing Zones Manager.

- 1.7 For the purposes of Housing Zone post-contract change management, this Director's Decision recommends that, where appropriate and in accordance with the Mayoral Scheme of Delegation, the Assistant Director of Policy Programmes and Strategy or, in his/her absence, a Head of Area whose area does not cover the part of London in which the Housing Zone is located, approves variations to Housing Zone contracts within the approved Housing Zone programme budget and within the funding envelope for the Housing Zone agreed within the Housing Zone Mayoral Decisions.
- 1.8 Where variations exceed the funding envelope for the Housing Zone approved in the MD but remain within the approved overall Housing Zone programme budget, decisions will be through MD/DD as required.
- 1.9 All funding decisions will be made within the overall approved budget for the Housing Zone programme.

## 2 Pre Contract Change Management Process

Prior to contract, the profile of Housing Zone delivery is governed by the funding, outputs and recovery approved in principle by HIG and IPB, and through the Housing Zones Mayoral Decisions. The parameters approved for each Housing Zone are formalised through an Overarching Borough Agreement (OBA) which the relevant borough for each zone is expected to sign up to prior to any funding contract being concluded. The MD approvals incorporate budget over-programming and it is expected that there will be some variations between the MD and the final contracted position with counterparties, in addition to some interventions being sized back or withdrawn during the course of due diligence.

2.1 The pre contract change process seeks to enable the programme to proceed to contract stage and manage over-programming whilst also ensuring that there is formal review and decision on changes within a Housing Zone.

Overarching Borough Agreements (OBA)

- 2.2 Where a funding contract is agreed in principle (but not yet signed) and necessitates a change in delivery outputs, 'in principle' funding or recovery of funding under the OBA, the relevant borough will be expected to make up any resulting deficit in housing outputs in order to comply with the agreed OBA. However, if this is not possible, the OBA will be revised following the change management process set out below.
- The responsibility for managing and monitoring borough performance in respect of OBA obligations will lie with the GLA Area Manager responsible for the Housing Zone in the relevant Housing and Land Area Team, with Head of Area oversight. This task will be informed by regular liaison with both the GLA's Housing Zones Transactions Team and boroughs. This will allow the relevant Head of Area to be sighted on the overall position in respect of OBA outturn and expenditure in terms of both signed contracts and the balance of remaining delivery required under the OBA.

Over-programming

- 2.4 The Transactions Team is responsible for monitoring and reporting on potential overprogramming in order to ensure that the risk that forecast over-programming does not turn into contractual over-programming. This will be managed through existing reporting structures. These include:
  - Mayoral Decisions
  - Directors Decisions;
  - the pre-contract change management process (to capture the impact of emergent and confirmed abortive funding contract interventions given the need to identify potential substitutions or changes to an approval);
  - The oversight of the Housing Zones Steering Group.

# Pre Contract Change Decisions

- The Housing Zones Steering Group plays a key role in reviewing changes to the OBAs and pre-contract changes which arise once the MD for indicative allocations has been signed and before the Executive Director approves individual interventions through DD. Whilst the Housing Zone Steering Group can review and agree changes in principle, formal approval of these must be implemented via a Director's Decision, with GLA Finance, Legal and Governance review and input to the final decision.
- The pre-contract change management process involves the Senior Housing Zones Manager and/or the Housing Zone Steering Group reviewing proposed changes to the OBAs in accordance with the specific tolerance thresholds shown in figure 1 and to provide recommendations for inclusion in the relevant DD. Changes beyond the thresholds set out below are to be managed through an escalation process where approval will be sought through MD as necessary with prior review by HIG/IPB as appropriate.

#### Thresholds

- 2.7 The pre-contract change process will be managed on the basis of a tiered approach.
  - "Tier 1 Decisions (Minor Variations): Potential annual movements to units within 2015–18 or within 2018-2025, where there is no change to overall unit delivery and expenditure, shall be reviewed by the Senior Housing Zones Manager and agreed in principle by the relevant Head of Area before being recommended for approval by DD. These are "Tier 1 Decisions (Minor Variations)" as set out in the table in figure 1 below.
  - Tier 2 Decisions (Consequential Variations): Potential changes outside those detailed above will be referred to the Housing Zone Steering Group for review. Where these fall within "Tier 2 Decisions (Consequential Variations)" in the table below, the Housing Zone Steering Group will review and make recommendations to the Assistant Director Programme Policy & Services, or in his/her absence a Head of Area, other than the Head of Area in whose area the Housing Zone is, to agree in principle before they are formalised in the DD.
  - Tier 3 Decisions (Substantial Changes): Where changes fall outside those detailed above, the Housing Zone Steering Group must review the changes proposed. It is expected that the majority of these changes (if recommended by the Housing Zones Steering Group) can then be formally approved through a DD (which will include comment and review from GLA Finance, Legal and Governance). GLA governance will advise on the changes that may require MD approval –such as the overall increase of funding to an individual housing zone). The relevant changes in this respect fall within "Tier 3 Decisions (Substantial Changes)" in the table below.

Figure 1: Pre contract change decisions matrix - thresholds.

[ ]	rormal approval		This is agreed in principle by the relevant Head of Area and the change – and its rationale – is set out in the DD approving the intervention.	This is reviewed and recommended by the Housing Zone Steering Group and the change – and its rationale – is set out in a DD which formally approves the intervention.	This is deemed a substantial change and both the Housing Zone Steering Group and Governance guidance must be sought. At the minimum the change – and its rationale – is set out in the DD approving the intervention, but approval in principle from HIG/IPB followed by MD may be required in the most impactful changes.
[innerty]	Tillaincide Hillervellicori	Monies	No change in the funding This for the overall homes being relev delivered.	Changes to funding which This remain within the funding by the envelope for the relevant Grou Zone.	Increases to overall funding This allocated to an individual chan Housing Zone. Steel guid mini ratio appr appr follo
	Affordable housing output	Timing	Annual movements within 2015-18 or within 12018-25.	Changes to the timing of affordable housing delivery, where relevant homes will still be completed by 2025.	
	Affordable ho	Numbers	No change in the number of overall homes being delivered.	Changes to the tenure of the homes being delivered.	
Olls Illatilix — Ullesiloids	, output	Timing	Annual movements within 2015-18 or within 2018-25.	Changes to timing where relevant homes will still be completed by 2025 but there is movement beyond one year.	Movement in overall number of homes, resulting in delivery slipping beyond March 2025.
rigule 1: Fre contract change decisions matrix – unesimolos	Siliconoli impor	Numbers	No change in the number of overall homes being delivered.	Borough and/or Intervention partner seeks to reduce the number of homes in the Zone overall or in an individual Intervention where the total number of homes in the Zone is still above 1,000.	Reduction in the overall number of homes in the Housing Zone below 1,000 homes in total or a redrawing of the area of a Housing Zone.  Substantial change in value for money.
rigur			<u>Tier 1 - Decision</u> (Minor Variation)	<u>Tier 2 – Decision</u> (Consequent Variation)	<u>Tier 3 – Decision</u> (Substantial Change)

- 2.8 The matrix does not cover positive changes. Positive changes are those which incorporate one or a mix of increased outputs, acceleration of delivery or reduction of funding requirement with no impact on outputs or delivery milestones. These changes should be treated as "Tier 2" changes in order to ensure that they are formally reviewed and approved.
- 2.9 For the avoidance of doubt, changes to the repayment profile of a financial intervention will need to be agreed by Head of Group Finance or the Assistant Director of Finance or both for inclusion in final DD, i.e. this is the case where there is no change to the funding envelope.

## Recording Decisions

2.10 Pre-contract changes are agreed in principle before the DD is signed with all changes formally captured in a DD which will form the basis for contract delivery. Where necessary, approval from by MD may be required for the most impactful changes. Advice from Governance will be sought.

# 3 Post Contract Change Management Process

- 3.1 The post contract change management process applies to proposed changes to signed Development Facility Agreements (DFA), Affordable Housing Grant Agreements (AHGA) or Borough Intervention Agreements (BIA). Changes to Overarching Borough Agreements (OBA) will be dealt with through the pre-contract process.
- 3.2 An overview of the proposed post contract process is set out in figure 2 below and is aimed at managing variations to housing outputs, funding, recovery, interventions and other outputs specific to each contract.

### **Identifying Changes**

- 3.3 A schedule setting out specific delivery, funding and recovery expected over the course of the intervention will be included within each funding contract. At the point of sign-up, this contract schedule (together with the other terms of the contract) will represent a start of programme position against which variations will be reviewed for decision.
- 3.4 Counterparties will be required to submit to the GLA a monitoring schedule to confirm delivery is still on track, or request changes to the current approved position. The monitoring schedules will be required, at a minimum, on a quarterly basis, however if the counterparty seeks changes within quarter they will be required to submit a monitoring return at that time. In addition to housing outputs, the counterparty may request variations to interventions or other outputs specific to each contract. See appendix 1 for an example of the proposed Housing Zone monitoring schedule.
- 3.5 Additionally, GLA Finance is managing and monitoring funding recovery for each Housing Zone contract. Where a proposed post contract change would result in a variation to the recovery profile or quantum, GLA Finance will be responsible for reviewing and assessing the proposals and making recommendations to the Housing Zone Steering Group.

## **Assessing Changes**

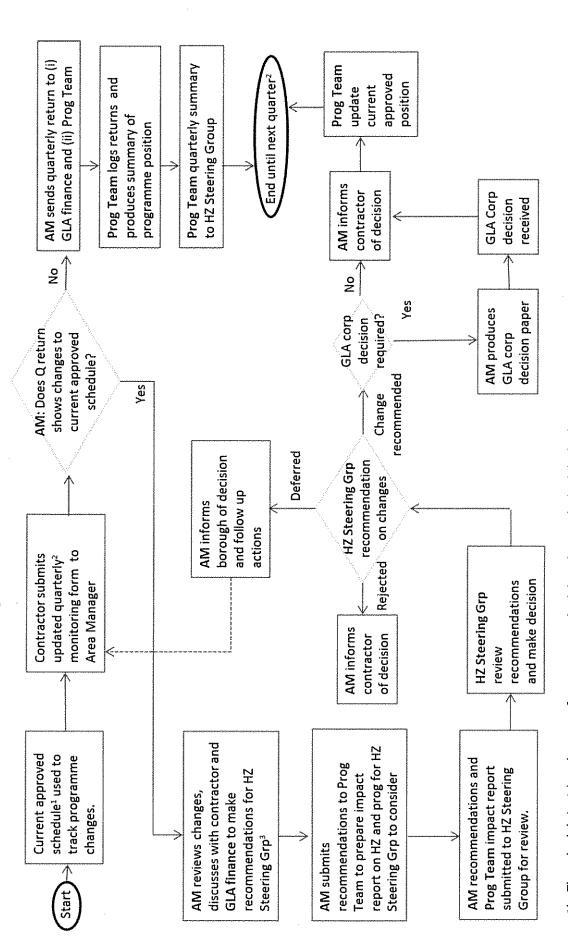
3.6 Where variations are requested, the counterparty will be required to provide details of why the changes have arisen and supporting details on overall delivery, to the GLA Area Manager (AM) responsible for the Housing Zone within the Area team.

- 3.7 The AM will be requested to prepare a report assessing the proposed changes and setting out recommendations for the Housing Zone Steering Group to consider. Where changes affect payments or recovery, the AM will liaise with GLA Finance to ensure that Finance recommendations are provided to the Steering Group.
- In some circumstances, changes to a contract may require a redrawing of the defined Housing Zone area. This will require agreement by the Borough (as a variation to the OBA) and a variation to the funding contract.
- 3.9 With the exception of in-year changes that do not affect overall delivery, variations to the contract schedule will be assessed by the Area Manager responsible for the Housing Zone and GLA Finance Team with recommendations to the Housing Zone Steering Group to consider.
- 3.10 The Housing Zone contracts allow flexibility for changes to the schedules however there may be circumstances where a deed of variation (DoV) is required due to specific requirements set out in the contract and pertinent to a particular intervention, for example where the submitted changes affect the volume of units or funding. In assessing the changes proposed by a counterparty, Area Managers will be required to ensure that the Housing Zone Steering Group is clearly advised whether the changes will require a DoV. Responsibility will lie with the AMs to seek legal advice where necessary.

### Tracking Decisions

- 3.11 The Housing Zone Steering Group will consider the proposed changes, the impact on delivery within the Housing Zone and the impact on the overall Housing Zone programme and set out its recommendations for the relevant Senior Member of Staff in Housing and Land to consider a decision in principle.
- Decisions are to be made in line with the paragraphs 1.5 to 1.9 and advice from Governance will be sought to ensure that changes are approved appropriately.
- 3.13 If approved, the decisions will logged on a Housing Zone Decisions Log and the counterparty's current contract schedule re-produced with the approved amendments and/or Deed of Variation entered into where necessary. This will then form the counterparty's current approved position, superseding the start of programme position. Subsequent requests for changes will be tracked against the current approved position.
- 3.14 The quarterly monitoring dashboard for HIG and IPB on Housing Zones delivery and other internal GLA reporting will include the list of all changes approved and their impact, and variations to the Red/Amber/Green rating of the Housing Zones will be reflected accordingly.

Figure 2: HZ Post Contract Monitoring Process



The schedule is either the start of programme schedule or 'current' schedule if subsequent HZ changes are approved

Also used within quarter if changes requested by contractor/Area Manager 377

## 4 LB Wandsworth Housing Zone

- 4.1 Since MD1457 was signed, awarding Clapham Junction and Battersea Riverside Housing Zone status, unit delivery timescales have slipped within the Zone programme.
- 4.2 The outputs for the Central Zone have been reduced for the period of 2015-18 due to the safeguarding of the Bramlands site (land immediately to the North of Clapham Junction Station) for Crossrail 2. At the point of designation the details and nature of the safeguarded area were not clear. At the time LB Wandsworth indicated that if Crossrail 2 safeguarding remained in place it would delay the delivery of 300+ units due to Bramlands no longer being delivered in the first phase.
- 4.3 LB Wandsworth has worked to minimise the risk of losing outputs by re-phasing the development and including the Bramlands area as a potential option within the procurement for a private sector development partner, so as not to delay procurement until the safeguarding plans have been finalised. The inclusion of Bramlands as part of the development remains dependent upon finding a solution for the delivery of the site alongside Crossrail 2 once a development partner has been contracted.
- The MD approved position was for 2,143 units to be delivered in 2015-18. Information on the size and nature of the safeguarded area has since been provided, resulting in LB Wandsworth re-phasing the development. As a result the current position for which approval is now sought is for 1,425 units to be delivered in 2015-18. This equates to a drop from 40% to 27% of total delivery being delivered in 2015-18. There will however be 520 units started on site during 2015-18.
- There is an overall increase in the volume of affordable being delivered, as there is a move from an approved position of 1,596 to 1,698 proposed affordable units. However, there is slippage from 2015–18, 32% of total affordable delivery is now proposed during 2015–18 (539 affordable units) as compared with 64% (1,017 affordable units) previously.
- 4.6 The above changes constitute a Tier 2 decision within the context of the pre-contract change management process given changes to the timing of delivery overall and the delivery of affordable housing. The two tables below set out the approved and proposed position.

Table 1: Original approved position as per MD1457 of July 2015:

	Original (	units to be del	ivered with Ho	ousing Zone st	tatus	
	All tenures		į.	Affordable onl	y	Direct /
2015-2018	2019+	Total	2015-2018	2019+	Total	Indirect
878	1,963	2,841	638	203	841	Direct
1,265	1,250	2,515	379	376	755	Indirect
2,143	3,213	5,356	1,017	579	1,596	N/A

Table 2: Revised position seeking approval as per March 2016:

	Revised u	inits to be deli	ivered with Ho	using Zone sta	rtus	
A	l tenures		·	ffordable only		Direct /
2015-2018	2019+	Total	2015-2018	2019+	Total	Indirect
160	2,680	2,840	160	790	950	Direct
1,265	1,250	2,515	379	369	748	Indirect
1,425	3,930	5,355	539	1,159	1,698	N/A

## 5 Equality comments

- The designation of this Housing Zone is aimed at implementing the Mayor's policies set out in the Mayor's London Housing Strategy. In January 2014 the GLA published an Integrated Impact Assessment (IIA), including an equalities impact assessment, of that strategy. The policies related to increasing housing supply, of which this paper relates, were covered by the IIA for the Further Alterations to the London Plan.
- The delivery of new and additional homes within the Housing Zones will help to implement Objectives 1, 2, 3 and 4 of the Mayor's Equalities Framework "Equal Life Chances for All" (June 2014) through the creation of new homes, housing products and well-designed housing schemes. The change management processes set out in the paper will aim to ensure formal oversight and monitoring or changes proposed to the overall levels of delivery for this programme.

## 6 Key Risks and Issues

- 6.1 Failure to track and report appropriately the current proposed delivery, expenditure and recovery profiles will result in lack of clarity on the Housing Zones programmes and potential over-commitment against the Housing Zone budgets.
- 6.2 Whilst it is known that the MD approvals include over-programming and that there will be changes to the programme between MD sign-off and actual outputs delivery, a robust change management process will ensure that the impact of changes are considered in relation to the GLA's commitments and impact on the deliverables for this programme.
- 6.3 The post contract change management process set out in this paper will ensure that there is formal approval to contract changes and that these decisions are available for audit should a dispute arise between the counter party and GLA.

## 7 Financial comments of the Executive Director Resources

7.1 GLA Finance has reviewed this paper and confirms agreement of the processes for Housing Zone change management proposed here.

## 8 Legal Comments

The Mayor's powers in respect of the GLA's Housing Zones programme are set out in MD1457, MD1545 and MD1632. The Director has the authority to make the decisions requested in this report pursuant to the delegations set out in these mayoral decisions and the Mayoral Scheme of Delegation.

### 9 Planned delivery approach and next steps

Activity	Timeline
Subject to outcome of DD, implementation or amendment to	April 2016
Housing Zone change management process	

## 10 Appendices:

Appendix 1: Contract Monitoring Schedule.

Appendix 2: Specified senior members of staff in the 2015 Mayoral Scheme of Delegation (Annex 2)

# **Appendix 1:** Contract Monitoring Schedule

HOUSING ZONE Schedule								H2 Version:	Contract Schedule
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## 5) RE-PAYMENT PROFILE: Please provide details of when repayments will be made to the GLA

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Additional table for each site to be inserted below

## Appendix 2: Extract from Mayoral Scheme of Delegation (Annex 2)

Greater London Authority, Mayoral Scheme of Delegation, ANNEX 2: SPECIFIED SENIOR MEMBERS OF STAFF

#### Directors \$

Chief of Staff \*

Head of Paid Service: also Executive Director of Communities & Intelligence and GLRO

**Executive Director of Resources** 

Executive Director of Housing & Land

Executive Director of Development, Enterprise & Environment

Executive Director of Assembly Secretariat: also Deputy GLRO

Director of Communications & External Affairs \*

### Mayoral appointees #

Deputy Mayor for Housing, Land & Property \*

Deputy Mayor for Transport \*

Deputy Mayor for Education & Culture \*

Senior Advisor: Environment & Energy \*

Senior Advisor for Team London, Volunteering, Charities & Sponsorship \*

## Mayor's Office

Head of Government & EU Relations

International Relations Manager

#### Communications & External Affairs

Assistant Director of External Relations

Head of Media

Head of Public & Community Liaison

#### Development, Enterprise & Environment

Assistant Director of Economic & Business Policy

Assistant Director of Planning

Assistant Director of Regeneration

Assistant Director of Environment

Head of Transport

#### Housing & Land

Assistant Director of Programme, Policy & Services

Assistant Director of Strategic Projects & Property

Head of Area (North West)

Head of Area (North East)

Head of Area (South)

### Communities & Intelligence/Corporate Management Team

Assistant Director of Intelligence

Assistant Director of Health & Communities

Assistant Director, Team London

Head of Governance & Resilience

Resources
Assistant Director of Group Finance
Assistant Director of Human Resources & Organisational Development
Head of Financial Services
Head of Facilities Management
Head of Information Technology
European Programmes Director

Assembly Secretariat
Head of Scrutiny & Investigation
Head of Committee & Member Services

\$ denotes GLA staff classified as Directors for the purposes of this Scheme

- # denotes specified Mayoral appointees for the purposes of this Scheme
- \* denotes GLA staff appointed by the Mayor under section 67(1) of the GLA Act

### Public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FOI Act) and will be made available on the GLA website within one working day of approval.

If immediate publication risks compromising the implementation of the decision (for example, to complete a procurement process), it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary.

Note: This form (Part 1) will either be published within one working day after approval or on the defer date.

#### Part 1 Deferral:

Is the publication of Part 1 of this approval to be deferred? NO If YES, for what reason:

Until what date: (a date is required if deferring)

Part 2 Confidentiality: Only the facts or advice considered to be exempt from disclosure under the FOI Act should be in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a part 2 form NO

ORIGINATING OFFICER DECLARATION:	Drafting officer to confirm the following (✓)
<b>Drafting officer:</b> Alison Woodcraft has drafted this report in accordance with GLA procedures and confirms that:	✓
Assistant Director/Head of Service:  Jamie Ratcliff has reviewed the documentation and is satisfied for it to be referred to the Sponsoring Director for approval.	✓
Financial and Legal advice: The Finance and Legal teams have commented on this proposal, and this decision reflects their comments.	✓

## **EXECUTIVE DIRECTOR, RESOURCES:**

I confirm that financial and legal implications have been appropriately considered in the preparation of this report.

Signature M.) Alle

Date 17.5.16

