### **BIRMINGHAM CITY COUNCIL**

### **PUBLIC REPORT**

Report to:	CABINET
Report of:	Acting Strategic Director of Place
Date of Decision:	16 February 2016
SUBJECT:	BIRMINGHAM COUNCIL HOUSING INVESTMENT
	PROGRAMME 2016/17.
Key Decision: Yes	Relevant Forward Plan Ref: 001368/2016
If not in the Forward Plan:	Chief Executive approved
(please "X" box)	O&S Chairman approved
Relevant Cabinet Member(s):	Councillor John Cotton – Neighbourhood Management
	and Homes and Councillor Stewart Stacey – Cabinet
	Member for Commissioning, Contracting and
	Improvement
Relevant O&S Chairman:	Councillor Zafar Iqbal – Neighbourhood and
	Community Services
	Councillor Waseem Zaffar – Corporate Resources
Wards affected:	All

### 1. Purpose of report:

- 1.1 To seek approval for the Full Business Case for the scope of work to be included in the Birmingham Council Housing Investment Programme 2016/17 of £59.108 million within a total Housing Investment Capital budget of £133.463 million, including clearance and redevelopment costs.
- 1.2 To inform Cabinet that this programme will deliver improvements to around 5,800 existing council properties and will include the provision of new kitchens and bathrooms, upgraded central heating systems, door, window, roof replacements and structural works to non-traditional construction type properties including thermal efficiency works, replacement double glazed PVCU windows, replacement heating system (Eco Pod) and roof replacement works to 16 high-rise tower blocks across the city, with works to be delivered through the recently awarded contracts for Housing Repairs, Gas Servicing, Capital Works and Major Adaptations.

### 2. Decision(s) recommended:

That Cabinet:

- 2.1 Approves the Full Business Case (**Appendix 1**) for the scope of works to be included in the Birmingham Council Housing Investment Programme 2016/17 at an estimated capital cost of £59.108 million after taking account of slippage and acceleration from the 2015/16 programme.
- 2.2 Authorises the Service Director, Housing Transformation and Head of Capital Investment to allocate the Housing Investment works and place orders with the recently procured service providers as shown in Appendix 6 in accordance with the scope of those contracts.
- 2.3 Notes the allocation of £74.355 million for clearance and new build activity included within the Housing Investment Capital Finance budget of £133.463 million, with specific scheme details to be the subject of further reports as appropriate sites are identified.

- 2.4 Notes the indicative Capital Programme for 2018/19 and 2019/20 of £115.380 million and £98.534 million respectively.
- 2.5 Authorises the City Solicitor to negotiate, execute, seal and complete all necessary documents to give effect to the above recommendations.

Lead Contact Officer(s):	Martin Tolley – Head of Capital Investment
Telephone No:	0121 303 3974
E-mail address:	martin.tolley@birmingham.gov.uk

### 3. Consultation

### 3.1 Internal

The proposals for the Housing Investment Programme for 2016/17 are consistent with the budget report presented to Cabinet. The following members have been consulted and support the proposals going forward for Executive decision.

Councillor Ian Ward	Deputy Leader
Councillor Zafar Iqbal	Neighbourhood and Community Services
	Overview and Scrutiny Committee Chairman.

- 3.2 District Committees will continue to prioritise the District Environmental Works Investment Projects for their area, as detailed in **Appendix 2** and in paragraph 5.5 below.
- 3.3 Officers in Legal Services and City Finance have been involved in the preparation of this report.

### 3.4 External

The City Housing Liaison Board have been consulted and endorse the programme as outlined in this report.

### 4 Compliance Issues

4.1 <u>Are the recommended decisions consistent with the Council's policies, plans and strategies?</u>

Improving the Council owned housing stock directly contributes to the strategic outcomes of the Sustainable Community Strategy, the proposed Council Business Plan and Budget 2016+. In particular there is a specific target under the theme of securing a high quality of life for residents. Stock improvements will also impact upon the other strategic outcomes, most notably on the aspiration for healthier communities and carbon reduction.

The Council will upgrade its stocks thermal performance by energy efficient measures that may include whole property retrofit in line with the City's wider sustainability strategy

set by Birmingham's Green Commission through the Carbon Roadmap. These works will include the replacement of existing older inefficient heating systems, external insulation, hard to treat cavity wall and loft insulation and any other innovative energy efficiency works. This will further contribute to targets within the Commission's Carbon Roadmap to reduce carbon dioxide emissions by 60% by 2027 and alleviate fuel poverty. The Council's approach will be to identify additional funding routes such as Energy Company Obligation (ECO), Renewable Heat Incentive (RHI) and any other funding routes that may become available in the future.

### 4.2 Financial Implications

The total capital funding for these schemes is contained within the proposed Housing Public Sector Capital Budget 2016/17. The programme will be funded in line with the anticipated resources set out in the Council's Business Plan and Budget 2016+, which is scheduled for consideration at the Council Meeting on 1 March 2016.

This capital expenditure will ensure that the properties remain available for letting, hence protecting the net rental income to the Housing Revenue Accounts (HRA) in line the Council's proposed Business Plan and Budget 2016+.

In the event that capital resource availability for these purposes is changed, the programme will be amended to reflect such changes through the existing quarterly review process with detailed approval to be sought through Cabinet and Strategic Director reports, as appropriate.

### 4.3 Legal Implications

The proposed allocation of work is consistent with the effective management of the Council's housing stock under Part II Housing Act 1985. The award of new contracts for Responsive Repairs and Maintenance Services, Gas Servicing and Capital Improvement Work Programmes (including Major Adaptations to Council Housing Stock) in the North, South, West-Central and East areas of Birmingham. (Contract Ref F0239) was approved by Cabinet in November 2015, with a commencement date for the new contracts of 1 April 2016 **Appendix 6**.

### 4.4 Public Sector Equality Duty

In making its decision Cabinet is required to have due regard to the public sector equality duty, the outcome of the screening is attached as **Appendix 5A**. In relation to the programme, due regard has been paid to the requirements of the Equality Act 2010 and an Equality Assessment has been carried out which has shown that the programme will not have any adverse effects due to the resulting extended lifecycles of the housing stock and improvements to the thermal comfort and the quality of life for the Council's tenants.

The requirements of Standing Order No. 9 in respect of the Council's Equal Opportunity Policy will be incorporated in the contracts for projects carried out within the programme.

### 4.5 Public Services (Social Value) Act 2012

The Public Services (Social Value) Act has been considered. The recently procured service providers have signed up to the Birmingham Business Charter for Social Responsibility and have all provided action plans. Any sub-contractors/new suppliers will be required to sign the Birmingham Business Charter for Social Responsibility.

### 5. Relevant background/chronology of key events:

### The Council's Stock

- 5.1 The City Council currently owns and manages a portfolio of 63,138 residential properties (as at December 2015). This includes a high proportion of non- traditionally built homes and the average age of our properties is approaching 70 years. The majority of this year's capital investment programme is proposed to be funded from revenue contribution from the Housing Revenue Account (£75.143 million).
- 5.2 To safe-guard the condition/asset value of our stock achieved through previous capital investment programmes, all future investment programmes will be targeted on the principle of expired component lifecycles. This is achieved by holding detailed stock condition information within the asset management database (Apex). In an effort to ensure that the initial programme identified by Apex is targeted and appropriate, all properties proposed to be included will be pre surveyed. If the lifecycle of the component can be extended the property will not be included in the programme and will be re-inspected in future years. In essence, the housing stock will self-select for inclusion in the programme based upon the expired lifecycle rule. All programmes are shared across the Place and Economy Directorates to ensure the appropriateness of the investment.

### HRA Self Financing Business Plan 2016+ and Asset Management Principles

- 5.3 The HRA Self Financing Business Plan 2016+ is included in the overall draft Council Business Plan and Budget which sets out the long term service and financial strategy. The key asset management principles are set out below:
  - Continued maintenance to protect the investment already undertaken as to avoid impairment/disrepair charges and to allow retention of affordable future debt levels. This will include the lifecycle replacement of major property components (e.g. windows, heating, kitchens, bathrooms, roofs and electrical wiring) and an estimated average of £50-55m will need to be spent annually on this programme. The outcome of this expenditure is detailed in **Appendix 2**.
  - To deliver bespoke structural investment packages including, external wall insulation, roofing, windows, heating change and lighting to 16 tower blocks across the city.
  - To provide an annual programme of a minimum of £3.286 million to provide adaptations to Council dwellings to promote independent living.
  - Clearance of obsolete and unviable dwellings together with a new build programme to provide replacement affordable housing.

Under the HRA Self Financing regime, expenditure must be allied to these principles.

### Delivery of the Investment Programme for 2016/17

- The Investment Programme will be delivered through the recently awarded contracts for Responsive Repairs & Maintenance Services, Gas Servicing, Capital Improvement Work Programmes including Major Adaptations to Council Housing Stock in the North, South, West-Central and East areas of Birmingham **Appendix 6.**
- 5.5 A sum of £0.800 million has been identified in Appendix 2 for capital environmental works to HRA assets in neighbourhoods. It is proposed that this sum be allocated on a district basis based on the housing stock in that locality and that Landlord services consult with District Committees and the Housing Liaison Boards to prioritise investment projects.

### Performance of 2015/16 Investment Programme

5.6 The 2015/16 investment programme budget allocation will result in 100% budget spend. Further details are set out in Appendix 1.

### 6. Evaluation of alternative option(s):

- 6.1 The option of not investing in the improvement of our housing stock is discounted as it would result in an increasing number of properties becoming unlettable and increasing levels of disrepair litigation.
- 6.2 The allocation of resources between different components within the programme is derived from detailed stock condition information. Whilst it would be possible to allocate resources differently between priorities within the proposed programme, the current arrangement represents the best fit in terms of value for money and protecting the Council's assets.

### 7. Reasons for Decision(s):

7.1 To progress the Birmingham Council Housing Investment Programme 2016/17 of £59.108 million within a total budget of £133.463 million.

Signatures	<u>Date</u>
Cabinet Members:	Councillor John Cotton - Cabinet Member for Neighbourhood Management and Homes
	Councillor Stewart Stacey – Cabinet Member for Commissioning, Contracting and Improvement
Chief Officer:	Jacqui Kennedy – Acting Strategic Director of Place

### **List of Background Documents used to compile this Report:**

Council's Business Plan and Budget 2016+

## List of Appendices accompanying this Report (if any):

- 1. Appendix 1 Full Business Case
- 2. Appendix 2 Public Sector Housing Capital Investment 2016/17
- 3. Appendix 3 Risk Assessment
- 4. Appendix 4 Stakeholder Analysis
- 5. Appendix 5A Equality Assessment, 5B Public Sector Equality Duty Statement
- 6. Appendix 6 New Repair contract map

Report Version	Dated	

	Full Busi	ness Case (FBC)	
1. General Information			
Directorate	Place	Portfolio/Committee	Neighbourhood Management and Homes
Project Title	Birmingham Council Housing Investment Plan 2016/17	Project Code	Various
Project Description	improvements in ongoing program Plan and Budget  The annual progrof investment in of for many years a retains ownership overall financial pshowing the continvestment fully f  With 63,138 hom 2015), many of wextremely high do that it would not be from an affordability programme, it is investment are programme, it is investment are programme, it is investment are prowithin each District combination of unand overall investaking account of being undertaker.  Financial and nor reported to the H Director of Housi reporting process.  As the annual programme and a capital budget reporting process.  As a part of this programme and a capital budget reporting process.  As a part of this programme and a capital budget reporting process.	ramme for 2016/17 forms a part of a co- Council housing in Birmingham, which ind that is expected to continue for as lot of Council housing. The HRA Busines plan for ongoing housing investment ovinuation of this programme throughout unded throughout the Business Plan personal perso	intinued programme has been under way ong as the Council is Plan sets out an er a 30-year period, that period, with the eriod.  In December ole that there is an es, to such an extent single year, either annual investment to benefit from cross the City.  In need driven by ondition information he appropriate areas identified from a lettable standard a condition data, or other investment  In ment programme is by the Service of the established  In allability changes ortunities or changes to the approved ough the existing ports to Cabinet.  In 5,800 properties ments to be improved oors, windows, roofs intification section reported as a part of

level completion. Key outputs as compared to the approved Full Business Case for 2015/16 are summarised in the following table. **FBC Target Estimated** Actual completions Completions December 2015 31 March 2016 445 Kitchens 211 360 Bathrooms 445 211 360 1.000 790 Central 1.000 Heating/Boilers 555 655 655 Windows Doors 1,220 1,574 1,574 Roofs 286 211 230 Fire Protection 750 217 750 Improving the Council owned housing stock directly contributes to the **Links to Corporate** strategic outcomes of the Sustainable Community Strategy, the Council and Service Outcomes Business Plan and Budget 2016+. Stock improvements will also impact upon the other strategic outcomes, most notably on the aspiration for healthier communities. The report is also consistent with the policy priorities for Housing as set out in the Housing Business Plan and Budget Plan The replacement of existing older heating systems with new condensing boilers, installation of external insulation, cavity wall and loft insulation will contribute to targets within the Council's Climate Change Strategy to reduce carbon dioxide emissions and fuel poverty. **Project Definition** N/A N/A Date of **Document Approved Approval** by **Benefits** Measure Impact (units) The housing improvement programme is delivered to improve/replace as **Quantification-Impact** individual elements reach the end of their useful lives, and is focused on on Outcomes ensuring that our stock is fit for purpose and maintains its asset value for future years with investment targeted to further reflect tenant aspirations as to which aspects of property improvements are most valued. Key elements of properties to be renewed / improved are set out in the table below. Measures North South East Central Total west Kitchens 71 154 126 16 367 Bathrooms 59 102 107 5 273 185 390 280 280 1,135 Central Heating/Boilers Windows 112 167 178 69 526 Doors 128 487 396 421 1.432 Roofs 67 135 91 28 321 252 Fire Protection 55 563 116 986 Soffits and Facia Replacement & NIL 21 NIL 16 37 External Painting To deliver bespoke structural investment packages including, external wall insulation, roofing, windows, heating change and lighting to 16 tower blocks across the city, this will benefit circa 700 properties To deliver an electrical inspect and test programme to circa 7,600 properties and installation of 75 door entry systems plus 8 common rooms in sheltered housing schemes.

Project Deliverables	The investment set out in this report will ensure the continued replacement/improvement of expired elements ensuring a lettable standard with improvements focussed on those aspects most valued by our tenants and identified through our asset management software as being in need of renewal.				
Scope	Capital works to Council housing, including structural works, kitchen and bathroom renewals, modernisation of heating systems, and clearance of properties.				
Scope exclusions	<ul> <li>Site Clearance &amp; Acquisitions Activity</li> <li>New Build</li> <li>Revenue / Responsive Repairs</li> <li>Complementary works to non-HRA assets</li> </ul>				
Dependencies on other projects or activities	Appointment and capacity of Strategic Partners / Repairs contractors to undertake work Planning permission – particularly for structural works Approval of future phases of BMHT new build programme Availability of additional or complementary funding including ECO initiatives Consultation with / agreement from key stakeholders including tenants, freeholders, Ward Members				
Achievability	The detailed proposals covered by this report represent the continuation of an ongoing investment programme to maintain the physical condition of Birmingham's Council Housing.  There is significant in-house expertise in managing and delivering a successful programme of this nature and size; although it should be noted that slippage/acceleration of certain elements of the programme can occur.  The newly procured contractors were tendered with a view to delivering programmes of this size and it is therefore considered to be reasonable to expect that the programme as set out in this report can be delivered within the existing framework.  There is a well-developed tenant engagement structure in place for delivering capital improvement programmes, as have been delivered for a number of years. It is anticipated that this will continue to be effective for 2016/17 through ongoing consultation.				
Project Manager	Martin Tolley – Head of Capital Investment 0121 303 3974  Martin.tolley@birmingham.gov.uk				
Budget Holder	Martin Tolley – details as above				
Sponsor	Robert James – Service Director 0121 464 9819 robert.james@birmingham.gov.uk				
Project Accountant	Nick Ward – Finance Manager 0121 464 4282 Nick.ward@birmingham.gov.uk				
Project Board Members	As above, plus members of the Place Directorate Senior Management Team.				
Head of City Finance (HoCF)	Guy Olivant Date of HoCF 29 January 2016 Approval:				

	2016/17	2017/18	2018/19
	£000	£000	£000
Council Housing Investment			
Central Heating	3,094		
Windows	2,020		
Soffits & Fascias / External Painting	1,000		
Front Doors Secure by Design	1,000		
Rewires	5,349		
Structural Works - Tower Blocks/ECO/Green	15,200		
Kitchens	2,912		
Bathrooms	2,900		
Roofing	2,000		
Housing Improvement Programme	35,475		
Door Entry	2,300		
Communal Decorations	896		
Fire Protection Chutes and Soil Stacks	2,500		
Lift Refurbishments	1,500		
District Environmental Works	800		
Legionella	500		
Structural Investigations/ Advanced Design Fees	300		
Mains Electrical Rewire	2,500		
Rewire Communal Areas	1,962		
Fuel Poverty Initiatives	100		
Concierge Upgrade	300		
Garage Investment	772		
Other Essential/Statutory Schemes	14,430		
Desktop Refresh	250		
Major Works Voids – Kitchens	3,194		
Major Works Voids – Bathrooms	529		
Major Works Voids – Rewires	818		
Voids into Use	653		
Internal Fees	473		
Adaptations - Council Tenants	3,286		
Other Programmes	9,203		
Council Housing Investment Programme	59,108	60,543	76,007
Redevelopment			
New Build Programme	63,565	47,996	18,527
Clearance and Acquisitions Programme	10,790	6,769	4,000
Redevelopment	74,355	54,765	22,527
	100 777	44=	
Total Public Sector Housing Capital	133,463	115,308	98,534

	2016/17 £000	2017/18 £000	2018/19 £000
Financing			
Revenue Contributions	(75,143)	(63,641)	(69,510)
New Borrowing	(26,983)	(12,434)	(5,139)
Other Resources	(31,337)	(39,233)	(23,885)
Total Capital Financing	(133,463)	(115,308)	(98,534)
Net (Surplus) / Deficit	0	0	0

### Note:

The revenue implications of the proposed programme are accounted for in the HRA Business Plan and Budget 2016+ as part of the HRA dwellings repair costs which will be delivered on a fixed price per property basis through the new contractual arrangements due to start in April 2016. The 2016/17 budget allocation includes net slippage of  $\mathfrak{L}3.4m$  from the 2015/16 programme.

# Appendix 3

Description of Risk	impact	Probability	Score	Mitigation Measures	impact	Probability	Score
Contractor Capacity	4	2	8	Early discussion with contractors about programme of works.	2	2	4
Planning Approval Delays	4	1	4	Early engagement with Planners. This only applies to structural works.	2	1	2
Delays Due to Site Conditions	4	2	8	Outdoor work is planned during summer periods to avoid snow, heavy rain and inclement weather	2	1	2
Costs of Programme Delivery exceed available Resources	3	3	9	Recently awarded contracts include fixed prices for most elements of the planned investment programme.  Programme performance will be monitored through the year and works accelerated or slipped to future years to fit resource availability.	3	1	3
Programme of Works not Delivered Within Timescale	4	2	8	Monthly contractor performance meeting and financial reviews. Service Improvement notice process within the contract.	2	1	2
No Access to Properties/Refusals of Work	3	4	12	Extensive consultation with tenants and robust procedures in place to deal with legal requirements (e.g. gas / electrical testing)	3	2	6

Possible Disrepair Litigation	4	4	16	Specific programmes to prevent successful challenge (reducing court & legal costs to allow focus of investment on improvements to properties) – key elements include soil stacks, heating & windows replacement programmes.	4	1	4
Customer satisfaction/expectations undeliverable	4	4	16	Successful delivery of programme in previous years has been reflected in consistently high levels of customer satisfaction. In forthcoming years a new programme of customer involvement for those that have had Capital Investment Works will be centred on reality checks, Customer Service User Panels and collation of Partners' satisfaction data.	4	1	4
Unforeseen additional works arise in course of undertaking improvements	3	3	9	Re-profile delivery programme as required. Also capacity is built within the programme running order and all foreseen risks are checked at programme issue.	2	2	4

# <u>Capital Investment Programme</u> <u>Stakeholder Analysis</u>

# **Birmingham City Council**

Service Director
Strategic Director Place
Cabinet Member, Commissioning, Contracting and Improvement and Cabinet Member Neighbourhood Management and Homes
Legal services
Finance
Cabinet
Deputy Leader
District Committees
Elected Members
Landlord Services
Repairs and Maintenance Teams
City Housing Liaison Board
Housing Liaison Board
TMO's
Tenants/Leaseholders
Contractors
Acivico

# **Degree of influence**

Low influence

# Service Director Strategic Director Place Cabinet Deputy Leader Cabinet Member Neighbourhood Management and Homes Cabinet Member , Commissioning, Contracting and Improvement District Committees Elected Members Housing Liaison Board City Housing Liaison Board TMO's Tenants/Leaseholders

Low importance

High importance

Degree of

importance

Repairs and Maintenance Teams

High influence

Legal services

**Landlord Services** 

Finance Contractors Acivico

Stakeholder	Stake in project	Potential impact on project	What does the project expect from the stakeholder	Perceived attitudes and/or risks	Stakeholder management strategy	Responsible
Head of Service	Head of service	High	Approval of Capital Investment Programme Report	Positive attitude, minimal risk of report rejection	Review report and Contents, including regular review, briefings/meetings with members and other stakeholders	Head of Capital Investment
Strategic Director Place	Strategic Director	High	Approval of Capital Investment Programme Report and signature	Positive attitude, minimal risk of report rejection	Review report and Contents, including regular review, briefings/meetings with members and other stakeholders	Head of Capital Investment
Cabinet	Cabinet	High	Approval of Capital Investment Programme Report	Positive attitude, minimal risk of report rejection	Review report and Contents, including regular review, briefings/meetings with members and other stakeholders	Head of Capital Investment
Cabinet Member Neighbourhood Management and Homes, Cabinet Member Commissioning, Contracting and Improvement	Cabinet Members	High	Recommending the approval of Capital Investment Programme Report and signature	Positive attitude, minimal risk of report rejection	Review report and Contents, including regular review, briefings/meetings with members and other stakeholders	Head of Capital Investment
Deputy Leader	Deputy Leader	High/Low	To inform/Consult the Capital Investment programme	To comment and identify any questions on behalf of the electorate	Note the report and contents	Head of Capital Investment
Overview and Scrutiny Committee	Electorate representatives	High/Low	To inform/Consult the Capital Investment programme	To comment and identify any questions on behalf of the electorate	Note the report and contents	Members of the Capital Investment Team
District Committees	Electorate representatives	High	To inform/Consult the Capital Investment programme	To comment and identify any questions on behalf of the electorate	Note the report and contents	Members of the Capital Investment Team
Elected Members	Electorate representatives	High	To inform/Consult the Capital	To comment and identify any questions on behalf	Note the report and contents	Members of the Capital

			Investment	of the electorate		Investment Team
City Housing Liaison Board	Tenant Representatives	High	To inform/Consult the Capital Investment programme	To inform on the scope and content overall of the Capital Investment Programme	Note the report and contents	Members of the Capital Investment Team
Housing Liaison Board	Tenant Representatives	High	To inform/Consult the Capital Investment programme	To inform on the scope and content overall of the Capital Investment Programme	Note the report and contents	Members of the Capital Investment Team
TMO's	Tenant Management organisation	High	To inform/Consult the Capital Investment programme	To inform on the scope and content overall of the Capital Investment Programme	Note the report and contents	Members of the Capital Investment Team
Tenants/Leaseholders	Customers	High	To inform of Capital Investment Programme	To inform of the scope	Information sharing in the public domain	Members of the Capital Investment Team
Legal Services	Legal	High	Approval of Capital Investment Programme Report	Positive attitude, minimal risk of report rejection	Review report and Contents, including regular review, briefings/meetings with members and other stakeholders	Head of Capital Investment
Finance	Finance	High	Approval of Capital Investment Programme Report	Positive attitude, minimal risk of report rejection	Review report and Contents, including regular review, briefings/meetings with members and other stakeholders	Head of Capital Investment
Contractor	Contractor	High	Implement Capital works/Report progress	Positive attitude, minimal risk of report rejection	Note the report and contents	Members of the Capital Investment Team
Acivico	Contractor	high	Implement Capital works/Report progress	Positive attitude, minimal risk of report rejection	Note the report and contents	Members of the Capital Investment Team
Landlord Services	Service Representatives	Low/High	To inform/Consult the Capital Investment programme	To comments and identify any works included locally	Note the report and contents	Members of the Capital Investment Team
Repairs and Maintenance Teams	Service Representatives	Low/High	To inform/Consult the Capital Investment programme	To comments and identify any works included locally	Note the report and contents	Members of the Capital Investment Team