



**Report of: Chief Officer Civic Enterprise Leeds**

**Report to: Director of Resources & Housing**

**Date: 18<sup>th</sup> August 2020**

**Subject: CPM Backlog Maintenance programme budget in 2020-2021**

**Scheme no:**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Works are to properties city-wide	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

## Summary of main issues

1. Leeds City Council's operational estate is in need of a substantial amount of investment to reverse the impact of austerity. During recent years austerity has resulted in the standards of a number of public and operational buildings falling below expected structural and operationally effective standards. At present the total backlog maintenance (BLM) is estimated at circa £27.7M (based on initial conditions surveys). This excludes heritage assets.
2. The estimated spend of £27.7m and ensuing programme (2020/2021) has been derived from information contained in stock conditions surveys undertaken by NPS on behalf of LCC. The programme proposes to deal with as many priority 1 (immediate) and priority 2 (essential) works as possible within the set budgets and timescales
3. The BLM programme will address outstanding works in buildings such as sports centres, parks facilities, homes for older people (HOPs), social care day centres, community centres, children's centres, libraries, community hubs, visitor attractions and operational buildings used as office accommodation by LCC staff.
4. Investment in the operational estate is required to maintain properties and prevent them from falling into a state of structural disrepair, maintain market values, and to achieve a number of the Council's priorities.

5. As an interim arrangement and to enable the 3<sup>rd</sup> year of the programme to progress without further delays LBS will utilise existing and new sub-contractor arrangements to ensure timely delivery of the 2020/21 programme. Approval is being sought through this report for Authority to spend the £2.8m injected into the Capital Programme by Executive Board on Year 3 of the BLM programme through a combination of LBS sub-contractor arrangements and LBS direct labour.

## **Recommendations**

The Director of Resources and Housing is requested to give Authority to Spend of £2.8m for the 2020/21 Backlog Maintenance budget.

### **1 Purpose of this report**

- 1.1 The purpose of this report is for CPM to seek Authority to spend £2.8m backlog maintenance budget as agreed at the Executive Board meeting in February 2020 through the use of LBS and a range of sub-contractor arrangements.

### **2 Background information**

- 2.1 The condition of some of Leeds City Council's operational estate has deteriorated over a period of several years due to lack of investment resulting primarily from austerity and competing priorities for resources. Running concurrently to this were a number of rationalisation programmes across the estate. In some cases this resulted in proposed works being delayed whilst the future of the asset was being deliberated. Under current arrangements stock condition surveys have and are commissioned by City Development (CD) and undertaken / budget estimated by NPS. The historical practice within CPM has been to deal with urgent health and safety issues arising from the surveys, however the scope of works has been minimal due to the lack of an identified BLM budget to support this activity.

### **3 Main issues**

- 3.1 The Corporate Property Management (CPM) service is responsible for building maintenance of the operational estate. For the last number of years the work undertaken by CPM has been primarily reactive, often with rushed procurement activity which offers less assurance that VFM is being fully achieved. The lack of budgetary provision to improve the condition of the operational estate, following a number of years of reduced spending, is now readily apparent. Without immediate investment the Council faces risks relating to safety, poor standards for both staff and public, and ultimately declining asset values and larger repair bills.
- 3.2 Following the £5 million investment in 2018/2019, and the £3.5 million investment in 2019/2020 this is year three of the backlog maintenance programme. The investment of a further £2.8 million during financial year 2020/2021 aims to further reduce the currently estimated total backlog maintenance figure of £27.7 million. Year one and two of the proposed 5 year investment has now been successfully completed
- 3.3 There is currently a rolling programme within CD to bring all outstanding surveys up to date. It should be noted that there are a number of surveys that are over five years old. All surveys have required a re-inspection by CPM technical staff to

ascertain the scope of works. The programme of work includes mechanical and electrical services, roof works, joinery, masonry, health and safety, fire risk assessment and drainage/external works. The year three programme will concentrate on approximately 50 buildings.

- 3.4 The sites to be prioritised in year three of the programme shall focus on the remaining Priority 1 and essential Priority 2 issues highlighted in the condition surveys. At the Executive board meeting in February 2019 an additional £3.5 million investment to address BLM for the operational estate was injected.
- 3.5 Due to the current financial pressures facing the council as a result of the Coronavirus pandemic the 2020-21 programme has been reviewed and considered in line with the asset rationalisation programme and £700k of investment has been identified to be slipped/removes from the programme reducing the capital commitment required for this coming year to £2.8m.
- 3.6 Work will be delivered through LBS direct labour and approved subcontractor arrangements. These subcontractor arrangement have been procured in line with current CPRS

#### **4 Consultation and Engagement**

- 4.1 Consultation has taken place with the Director of Resources and Housing, Chief Officer of Civic Enterprise Leeds, City Development, and Head of Finance-technical all of whom have supported the approach to implementing the Executive Board decision to invest £2.8m in essential backlog maintenance works on the Council's operational estate. Consultation with elected members has taken place as part of the Executive Board consultation process in advance of the meeting held in February 2020 at which the £2.8m injection was approved.
  - 4.1.1 Consultation on the detail of the proposed works in relation to specific buildings in scope for Year 3 of the programme is continuing to take place with affected services including Sports, Parks and Countryside, Children's Services, City Development and CEL. City Development have confirmed that there are no short to medium term plans to dispose any the buildings included within Year 3 of the BLM programme.

#### **4.2 Equality and Diversity / Cohesion and Integration**

- 4.2.1 An Equality, Diversity, Cohesion and Integration screening of the BLM programme has been carried out, this concludes that an impact assessment is not required. The majority of the works included in the programme involve essential upgrades of existing fabrics and structures which do not affect or have any significant impact on equality diversity and cohesion.

#### **4.3 Council policies and the Best Council Plan**

- 4.3.1 All works within the BLM programme (Year 3) will be undertaken in compliance with the Council's contract procedure rules. The buildings included within the operational estate cuts across a number of council services including libraries, community hubs, crematoriums, sports centres, homes of older people and early years' centres and facilities provided by Parks and Countryside. Improvements to assets will enable a number of the council's priorities to be achieved including the following:

- Supporting communities, raising aspirations
- Supporting children to have the best start in life
- Promoting physical activity
- Building capacity for people to withstand or recover from illness
- Supporting healthy ageing
- Enhancing the quality of our public realm and green space

#### **4.4 Resources and value for money**

##### **4.4.1 Capital Programme**

The delivery of this programme has required Resources and Housing to work in a flexible manner with the development of the rolling programme of works taking place simultaneously with on-site delivery. Each NPS survey is being reviewed by CPM building surveyors, this involves onsite validation to each of the 50 sites (in Year 3 of the programme) to develop a schedule of works for every building. This is then passed to LBS for price estimation, they then either directly deliver or sub-contract the works. Whilst an advance programme for the full value of work is not available, at any given point in time a snapshot of current and retrospective activity can be provided to satisfy audit requirements.

4.4.2 Appendix A, provides a list of all sites for proposed works in Year 3.

##### **4.4.3 Capital Funding and Cash Flow**

Capital finance and CPM teams have worked closely to support the development of the business case for additional investment and for the report to February Executive Board. The Head of Finance (Technical) has offered assurance that £2.8 m of additional funding has been secured and is available to draw down to carry out Year 3 of the CPM backlog maintenance programme.

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2020 £000's	FORECAST				
			2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	0.0						
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0						
OTHER COSTS (7)	0.0						
<b>TOTALS</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2020 £000's	FORECAST				
			2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	2800.0		2800.0				
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0						
OTHER COSTS (7)	0.0						
<b>TOTALS</b>	<b>2800.0</b>	<b>0.0</b>	<b>2800.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2020 £000's	FORECAST				
			2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024 on £000's
LCC Funded	2800.0		2800.0				
Total Funding	2800.0	0.0	2800.0	0.0	0.0	0.0	0.0
<b>Balance / Shortfall =</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

#### 4.4.4 Revenue Effects

It is anticipated that revenue costs will reduce following implementation of this proposal as longstanding upgrades and replacements will be undertaken thereby reducing pressure on the responsive repairs budget.

#### 4.5 Legal Implications, Access to Information and Call In

4.5.1 There are no known legal implications affected by this proposal. Leeds City Council is the sole owner of the majority of premises identified for potential works.

4.5.2 This is a key decision and is therefore subject to call in. Notification of the intention to take the decision was placed on the List of Forthcoming Key Decisions on 30<sup>th</sup> June 2020.

#### 4.5.3 Risk Management

4.5.1 A planned BLM programme will enable work to be completed in a cost effective and timely manner, if the work is not completed in a timely manner LCC will continue to take high cost repairs, disrepair and depreciation of its operational assets. This impacts on staff and members of the public that are using the

buildings and can reduce income to the council depending on the nature of the building

- 4.5.2 **Impact of Covid** – The impact of Covid during this financial year remains unknown and the extent to which restrictions may be eased or also remains a risk. Delivery of works is planned and dialogue with LBS and external contractors has been ongoing to ensure, as best we can, that the programme can be delivered whilst complying with government guidance. This will be continually monitored and any issues addressed at the earliest opportunity.
- 4.5.3 **Risk Assessments** –All contractors will provide site specific risk assessments and method statements prior to work starting on site. These will be reviewed jointly by LBS and CPM before work is undertaken. These works will not, on any one site last more than 30 days have more than 20 operatives on site or exceed 500 person days, this makes the schemes non notifiable and do not require the submission of a Form 10. Asbestos surveys and samples will be taken where current management surveys are not in place or inconclusive.
- 4.5.4 **Design Issues** – The initial scope and value of programme has been derived from the NPS surveys commissioned by City Development. As this information is outdated, on-site validation is taking place by CPM building surveyors to scope out the works, a process is in place to monitor and authorise any variations.
- 4.5.5 **Financial Issues** – Some information on the stock conditions surveys is out of date both the scope of works and the price estimates are found to be less than reliable when verified by CPM surveyors. The key risk is that the £2.8m set aside for Year 3 of the programme may not be sufficient to undertake all the work It is proposed that an update report is taken to the Council’s Strategic Investment Board, chaired by the Director of Resources and Housing, with the membership of the Director of Development and Chief Finance Officer, after the second quarter 2020/21 or soon after when more detail is available on emerging findings/actual costs/risks. The commercial team are providing support to price estimate, track and monitor expenditure against the allocated £2.8m budget. Any major deviation from the budget and assumed programme of works will be escalated to CEL SMT and SIB.
- The work contained within the BLM programme for this year detailed within Appendix A for this coming year has been reviewed in light of the current situation
- 4.5.6 **Programme Issues** – The programme will be fully monitored to ensure start on site and completion dates are prompt, building users will be informed in advance of proposed times and dates of potential programmes LBS will produce an indicative programme with CPM carrying out the client liaison function.
- 4.5.7 **Other** – This programme of work shall be delivered jointly by CPM and LBS in partnership as part of Civic Enterprise Leeds

## 5 Conclusions

- 5.1 The delivery of the BLM Year 3 programme is essential to protect the condition of the operational estate, reduce risk. A number of the assets included within the programme are public facing and accommodate services and teams all of whom contribute towards delivering the councils priorities. Year one and year 2 of the proposed 5 year programme has been completed successfully.

## **6 Recommendations**

The Director of Resources and Housing is requested to give Authority to Spend of £2.8m for the 2020/21 Backlog Maintenance budget.

## **7 Background documents<sup>1</sup>**

7.1 None.

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<sup>1</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.