

Summary Sheet

Council Report

Cabinet/Commissioners Decision Making Meeting – 23rd February 2016

Title

Capital Programme Budget Setting Report - 2016/17 to 2020/21

Is this a Key Decision and has it been included on the Forward Plan?

Yes, included on the Forward Plan

Strategic Director Approving Submission of the Report

Stuart Booth - Acting Strategic Director of Finance and Corporate Services

Report Author(s)

Jon Baggaley – Finance Manager, Financial Services.

Jonathan.baggaley@rotherham.gov.uk; x54516

Rob Mahon – Finance Officer, Financial Services.

Rob.mahon@rotherham.gov.uk; x54518

Ward(s) Affected

ΑII

Executive Summary

The purpose of this report is to present the Council's new Capital Strategy and the proposed Capital Programme for the period 2016/17 to 2020/21 and to confirm that there are adequate levels of resources available to finance the Capital Programme.

Approval for the Capital Strategy and the Capital Programme is being sought from Cabinet at this meeting, before formal approval by full Council at the meeting of the 2nd March 2016.

The Capital Strategy and proposed Capital Programme 2016/17 to 2020/21, which sets out the Council's future capital investment plans, will ensure that investment

decisions are clearly aligned with the Council's strategic priorities and vision for Rotherham.

Recommendations

Cabinet is asked to recommend Council to:

Approve the new Capital Strategy, as presented in Appendix A and Capital Programme, as presented in Appendix B (for £279.095m in the period 2016/17 to 2020/21), which will require prudential borrowing of £53.602m to fund non-HRA schemes over the five year period, for which provision has been made in the revenue budget for the associated financing costs.

List of Appendices Included

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Appendix A – Capital Strategy
Appendix B – Capital Programme 2016/17 to 2020/21
Appendix C – Development Pool Projects
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Background Papers

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Report to SLT – 21<sup>st</sup> July 2015

Report to SLT – 16<sup>th</sup> September 2015

Report to SLT – 19<sup>th</sup> January 2016
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Consideration by any other Council Committee, Scrutiny or Advisory Panel

Yes - full Council

Council Approval Required

Yes

Exempt from the Press and Public

No

Title

Capital Programme Budget Setting Report - 2016/17 to 2020/21

1. Recommendations

Cabinet is asked to recommend Council to:

Approve the new Capital Strategy, as presented in Appendix A and Capital Programme, as presented in Appendix B (for £279.095m in the period 2016/17 to 2020/21), which will require prudential borrowing of £53.602m to fund non-HRA schemes over the five year period, for which provision has been made in the revenue budget for the associated financing costs.

2. Strategic Context

- 2.1 The Council is embarking on an ambitious transformation to address the serious failures identified by Professor Jay's independent enquiry into Child Sexual Exploitation, and DCLG's subsequent corporate governance inspection into the Council.
- 2.2 Significant progress is already happening. The Council has a new vision, a clear set of priorities and comprehensive improvement plans one for the Council as a whole and one for Children's Services specifically, which are driving forward change across the Council.
- 2.3 The new Vision is a reflection of the extensive consultation held with Rotherham people, partner organisations and businesses over the Summer 2015.

"Rotherham is our home, where we come together as one community, where we seek to draw on our proud history to build a future we can all share. We value decency and dignity and seek to build a town where opportunity is extended to everyone, where people can grow, flourish and prosper, and where no one is left behind.

To achieve this as a Council we must work in a modern, efficient way, to deliver sustainable services in partnership with our local neighbourhoods, looking outwards, yet focussed relentlessly on the needs of our residents."

This new vision will underpin the Council's new Corporate Plan, its Growth Plan and its new Medium Term Financial Strategy.

2.4 There is significant growth potential in the Borough and the wider Sheffield City Region. Restoring business confidence and making Rotherham a place for 'doing business' will help attract much needed inward investment and will

be integral to Rotherham's future economic ambition. Rotherham has ambitious targets in the Local Plan for new housing, with a need for 958 new homes a year. We also have a jobs target of 1,000 a year and 750 net new businesses over the next 5 years. This correlates to the growth ambitions set out in the Sheffield City Region (SCR) Strategic Economic Plan. This level of housing and economic growth will require a step change in the amount of investment made in growing the Rotherham economy.

- 2.5 The Council also has a major role to play in helping drive this growth and enterprise, both as a facilitator and also in terms of a potential deliverer, as a major land and property owner. The Council working with the SCR, through the proposed devolution deal, will now be in a fairly unique position to drive growth and investment in the region. The Council will look to maximise the opportunities created through the devolution agreement, alongside the proposed Capital Strategy 2016 to 2021 (Appendix A), to connect residents and businesses with skills and employment opportunities and support the investment in our Town Centre, housing and in transportation and highways infrastructure.
- 2.6 The challenge for the future is to drive transformation, to help define Rotherham as an attractive place to live, further improve the quality of life for all residents, increase their overall social and economic prospects and enable them to participate fully in the life of the Town. Important to the delivery of these aspirations for the Town will be:
 - To support, promote and drive the role and continuing growth of the town centre and Borough as a city region driver, as a focus for employment growth, through a strengthening and diversification of its economic base. This will be complemented through the ongoing development of the Advanced Manufacturing Park and the establishment of an Advanced Manufacturing Innovation District.
 - To support investment in highways infrastructure, which will see £73.258m of investment in projects between now and 2021, which will help connect people to jobs, education, shopping, recreation and services.
 - Realising the ambition to improve the Town Centre offer, making it an attractive place for people to live, work, shop and enjoy their leisure time.
 - The delivery of housing, both to improve existing Council housing and to facilitate the provision of new housing in the Borough, through major developments such as Waverley and Bassingthorpe Farm, in order to meet regional housing demand.
- 2.7 The development of the Capital Strategy and the detailed Capital Programme stems from the priorities outlined above and sets out the

process by which the Council will allocate its finite capital resources, to maximise their contribution to the delivery of the Council's Vision and priorities. Together, both the Strategy and the detailed Programme have been informed by Directorate Asset Management Plans, and other key Council strategies such as the Growth Plan, the Transport Strategy and the developing strategies in Housing, Digital and Customer Services. It will also be informed by the developing Town Centre Master Plan, which is soon to conclude and be published.

- 2.8 The Capital Strategy will deliver a Capital Programme that is affordable and sustainable, and contributes to the Borough's economic growth. It will also ensure that the Council is able to fully contribute to the delivery of the SCR Strategic Economic Plan and maximise the potential for securing capital funding from the SCR and the Devolution Deal.
- 2.9 The Strategy sets out seven Golden Rules for determining which projects will be approved for inclusion in the Capital Programme. These rules proscribe the governance and approval procedures that must be followed, including the business case and financial appraisal process, and the financial framework under which the Capital Programme will operate. The Strategy outlines the new standardised governance arrangements that are being put in place, including the meeting structures to manage the Capital Programme. This includes corporate project management guidance, informed by Treasury Green Book guidance, and improved systems and reporting arrangements. Taken together these improvements will improve officer accountability, provide transparent and clear approval routes and enhance reporting arrangements, to enable Commissioners, Members and Officers to make timely, informed decisions on the Capital Programme and its performance and progress.
- 2.10 The Capital Strategy identifies projects that are at three stages of development:
 - Stage 1: Approved Capital Programme projects that are already in the Capital Programme 2016/17 to 2017/18.
 - Stage 2: Agreed in Principle additional projects over and above those already in the approved programme, to be included and financed in the new Capital Programme 2016 to 2021.
 - Stage 3: Development Pool projects that are not to be included in the new Capital Programme 2016 to 2021, but have been identified as key priorities for the Council's future capital investment, subject to the business case being agreed and funding being in place.
- 2.11 One of the key aims of improving the Council's management of its capital resources is to embed the importance of having an integrated approach across revenue and capital within the organisation. This is to ensure that the two key strategic documents, the Capital Strategy (CS) and Medium Term Financial Strategy (MTFS) interlink, to ensure that the delivery and financing of the Capital Programme fully reflects the principles of the MTFS. This will be done by ensuring that the revenue implications of capital projects are

- reflected within the MTFS and in revenue budgets (such as the cost of borrowing and savings generated through invest to save schemes).
- 2.12 A report requesting approval for the new Capital Strategy and the Capital Programme for the period 2016 to 2021 will be presented to full Council on the 2nd March 2016. The revenue impact of the Capital Programme is reflected in the Council's Revenue Budget and Council Tax Setting Report and the prudential borrowing requirement arising from the Capital Programme will be reflected in the Prudential Indicators and Treasury Management and Investment Strategy that are also to be presented to full Council.
- 2.13 Council and Cabinet Members will have a key role to play in the new governance arrangements, with a new focus on ensuring that Members are involved in the consultation and decision making process from the outset of a project, throughout to its completion. Members will have the opportunity to inform the future content of the Strategy and review and scrutinise projects being considered for inclusion into the Capital Programme, with the aim that they will give their endorsement for these projects. These projects will then only be included within the Capital Programme once detailed business cases have been brought forward for approval.

3.1 Stage 1: The Approved Capital Programme 2016/17 to 2017/18

- 3.1.1 This report focuses on the final two years of the current three-year Capital Programme 2015/16 to 2017/18, originally approved by full Council in March 2015, which is being implemented and has been continuously updated as a result of amendments and additions approved by the Council throughout the year.
- 3.1.2 A review of the Capital Programme has been completed and has focussed on confirming priorities, contractual commitments and reviewing resource availability.
- 3.1.3 The figures relating to the programme continuation are based on estimates compiled as at December 2015. It has been calculated on the expectation that the current year's outturn will be £76.026m. The re-profiling of committed schemes from the current year's programme into future years, based on the latest monitoring report, and the inclusion of new schemes, gives a proposed new capital approved programme of £98.672m for the period 2016/17 to 2017/18. All approved schemes within this programme are outlined within Appendix B, along with details of the proposed profiled spend and resources.

3.2 Stage 2: Proposed New Capital Programme (2016-2021)

3.2.1 Commissioners, Members and Council officers have been engaged for several months in developing proposals for a five year Capital Programme, spanning the period 2016-2021. This work has been undertaken through the Members Budget Working Group, SLT and the officer Strategic Capital

Investment Group. The work has ensured that the proposed Council's capital expenditure plans are aligned with its strategic priorities and vision for Rotherham. Appendix B of this report also provides the individual project descriptions, including details of the proposed profiled spend and resources, with Stage 2 projects highlighted as such. Table 1 below illustrates the total Capital Programme for 2016/17 to 2020/21, (inclusive of Stage 1 & 2 Schemes), summarised by investment theme:

<u>Table 1 – Proposed new Capital Programme 2016/17 to 2020/21</u>

Investment Theme	Stage 1 (Approved)	Stage 2 (New Capital Projects)	Total Capital Programme
	£m	£m	£m
Town Centre Development	-	17.000	17.000
Improving Highways &	17.754	55.504	73.258
Infrastructure			
Housing & Neighbourhoods	72.967	77.840	150.807
Investment			
Key Invest To Save	2.240	11.360	13.600
Buildings Critical Condition	3.327	5.709	9.036
ICT Critical Condition	2.384	7.625	10.009
Housing Growth Projects	-	0.385	0.385
Development Fund	-	5.000	5.000
Grand Total	98.672	180.423	279.095

- 3.2.2 The current approved Capital Programme (Stage 1) totals £98.672m with a further £180.423m of new projects (Stage 2) to be added, giving a total Capital Programme of £279.095m.
- 3.2.3 This proposed Capital Programme 2016 to 2021 will aim to deliver the following key strategic projects:
 - Town Centre Development £17m The Council has ambitions to continue the regeneration of the Town Centre offer, and has procured a Master Plan, which will determine which projects will be put forward as strategic priorities. These include:
 - Enhancements to the retail offer, including improvements to the Markets
 - Enhancements to the leisure/night time offer, including an ambition to bring a cinema to Rotherham.
 - Improvements to the Transport Interchange, to create a brighter, safer environment.
 - Development of key strategic sites, including Forge Island, Westgate/Sheffield Road and the water side.
 - Residential development in the town centre.

- HE Campus development on the Doncaster Gate site.
- Improving Highways and Infrastructure £73.258m Within the existing approved Programme, there is investment of £17.754m in highways infrastructure projects and maintenance to improve the Borough's roads. This includes £2.000m investment in 2016/17 in the Borough's unclassified roads network, as part of a programme to permanently repair 50km of the network, building on the £3.000m investment in 2015/16 with works being clearly targeted at maximising the improvement to the durability and condition of the network. Other projects within the existing approved programme include the continuation of the Authority's street lighting programme (£2.456m), to replace the existing lanterns with LEDs, to yield significant energy consumption savings, and the STEP 2 programme (£1.856m) to deliver sustainable transport, including improved walking and cycling routes.

The new planned £55.504m investment includes a further £10.000m investment in the Borough's unclassified roads network over the period 2017/18 – 2019/20 the outcome of which will be that the unclassified roads in Rotherham are at, or better, than the national average condition. In addition, it includes two key strategic projects:

- A Parkway Widening scheme which will widen the Parkway from 2 lanes to 3 from the M1 to its junction with Europa Way at Catcliffe.
- The Waverley Link Road which will connect Highfield Lane, Waverley to Woodhouse Mill, improving the connectivity of Waverley and the Advanced Manufacturing Park.

Both schemes are seeking Sheffield City Region and Department for Transport funding. The feasibility work for these projects is already included in the existing Approved Capital Programme.

Housing and Neighbourhoods Investment (2018/19 - 2020/21) -£150.807m - The annual Housing Investment programme will maintain decency standards, carry out stock improvements, aids and adaptations and new stock provision, energy efficiency and environmental works to our 21,000 council homes. This represents an additional new HRA investment of £77.700m, building on the existing approved £72.967m funded programme, and follows a review of the HRA Business Plan. Planned works within the total programme include refurbishments to Council dwellings, replacements to central heating and district heating systems, works to void properties to bring them up to an agreed standard for lettings, and estate environmental works. A major element of the programme is a planned £12.210m investment in strategic acquisitions, to increase the numbers of Council housing stock by an estimated 150 properties. In addition, there is an £8.800m programme to provide aids and adaptations to Council and private sector dwellings, to enable people to live independently in their homes for longer.

Included within this theme is **Area Assembly Investment of £0.140m**, which is the provision of a small capital investment pot for each area assembly to prioritise for public realm and parking schemes in those local neighbourhood areas.

- Key Invest to Save Schemes £13.600m Within the existing approved programme, there is a £1.600m scheme to enable works to private properties, to increase the Borough's capacity for foster care placements. This project generates revenue savings, as a result of a reduction in out of authority placements. The new projects include a potential Extra Care Housing Scheme at Thurcroft, which is being developed by Adult Services and Housing. This project meets cross-cutting objectives between Housing, Adults and Health services. Budget savings will be realised through property and service rationalisation, as the proposed Extra Care development will enable older people to live independently for as long as possible. This will reduce the pressure on existing budgets, as care packages can be added flexibly as and when required, based on need. The proposed scheme will provide complementary residential housing.
- Buildings Critical Condition Works £9.036m Works focussed on maintaining the operational functionality of Council-owned buildings such as office spaces, schools, markets, libraries and museums. Works included within the existing approved programme include Education Funding Agency grant funded works to provide additional pupil places and deal with building condition issues on the Council's school estate (£2.776m). New projects include works to the Council's operational buildings, to deal with backlog maintenance issues, to ensure that the Council's buildings are suitable for the provision of Council services (£3.294m).
- ICT Critical Condition Works £10.009m Works focussed on maintaining the operational functionality of the Council's ICT infrastructure, including laptops, telephony, servers and network equipment as well as modernising how the Council works. Projects identified within the new Programme include the following:
 - The replacement of essential IT networking equipment, server equipment and the Storage Area Network (SAN), which have reached the end of their useful life (£3.523m);
 - A continuation of the rolling programme of intelligent refresh of laptops to ensure they are fit for business use (£2.860m); and
 - The replacement of the Council's existing telephony system, as the existing telephony platform will soon be at the end of its useful life, and will no longer be supported by the supplier (£1.242m).
 - Implementation of the Liquid Logic system, to deliver improvements to ICT within Children's and Adult's Social Care (£0.395m)

The Council is looking closely at how its services are delivered and is seeking to maximise the use of modern digital solutions to improve service delivery, generate savings and promote better engagement and information sharing with our partner organisations. To drive these improvements forward, the Council is currently finalising its new Digital Rotherham Strategy

and in doing so will be looking to bring forward how it plans to deliver services differently to its customers - the current expectation is that any such future capital investment decisions will be on an invest to save basis. Proposals will be developed in conjunction with Members, and business cases will be brought forward for individual projects in the coming months.

- Housing Growth Projects £0.385m The Council is working with Fitzwilliam Wentworth Estates to bring forward a major housing development at Bassingthorpe Farm. This project will potentially provide 2,400 new homes, with the associated infrastructure to support such a development, including schools, health and community facilities and green spaces.
- Development Fund £5m A proposed investment fund to pump prime capital projects, which can be shown to bring forward development and enable economic growth, which if reliant on the private sector would either stall or be significantly delayed. This is identified as a priority within the Growth Plan, and builds on the Council's experience with the Advanced Manufacturing Park and the Town Centre High Street scheme.

3.3 Funding the Capital Programme

3.3.1 Table 2 below shows how the Council proposes to fund the Total Capital Programme 2016 to 2021.

Total prudential borrowing of £53.602m will be used to support the funding of the Programme. The revenue implications arising from this prudential borrowing are fully reflected in the Council's 2016/17 Revenue Budget and Council Tax Setting Report, it's Medium Term Financial Strategy and the Prudential Indicators and Treasury Management and Investment Strategy. In addition, it is proposed that £17.625m of capital receipts be used to support the funding of the Programme, from the £22m available receipts that the Council has to fund such investment plans, as a direct result of reducing and rationalising its operational estate over the last 5 years. These receipts will be used to fund short-life ICT assets so as to minimise the revenue budget implications over the next 5 to 10 years and £10m towards the proposed town centre development project. The estimated funding profile for the proposed Total Capital Programme is summarised in Table 2 below:

Table 2 – The Funding of the proposed new Capital Programme

FUNDING STREAMS	STAGE 1 (APPROVED)	STAGE 2 (NEW CAPITAL PROJECTS)	TOTAL CAPITAL PROGRAMME
	£m	£m	£m
Grants & Other Contributions	16.485	44.499	60.984
Major Repairs Allowance (HRA)	42.435	77.700	120.135
Prudential Borrowing	13.003	40.599	53.602
Revenue Contributions (HRA)	24.449	0	24.449
Usable Capital Receipts - (HRA)	2.300	0	2.300
- (GF)	0	17.625	17.625
Grand Total	98.672	180.423	279.095

3.4 Stage 3: Development Pool Projects

- 3.4.1 The Development Pool projects represent some of the most significant proposals for capital investment within the Borough. These include projects which will deliver major improvements in key strategic areas such as highways, town centre regeneration, and housing and economic growth. However, these projects are in their embryonic stage and a number of them are uncosted. In addition, some of them have been identified as potential projects to be funded from the SCR. They are therefore attached as Appendix C for information. These include the following ambition projects:
 - Crinoline Bridge £4m refurbishment works.
 - New Rotherham Mainline Railway Station at Parkgate £15.1m.
 - Advanced Manufacturing Innovation District Projects to stimulate growth.
- 3.4.2 At this stage these Development Pool Projects have not been included in the Proposed Capital Programme for which Member endorsement is being sought. They are dependent upon detailed business cases being developed and funding packages being put in place. As they are developed, these projects will be brought through the proposed Officer and Member forums, for consideration and evaluation, before formal approval to include them in the Capital Programme is sought.

4. Options considered and recommended proposal

4.1 The projects that have been put forward for inclusion in the Capital Programme (Stage 2 Projects) have been prioritised from a long list of capital project proposals. This process has been undertaken by senior

officers, through the Strategic Capital Investment Group (SCIG), in conjunction with Members. It follows work carried out in individual directorates to refresh existing strategies and plans, including Asset Management Plans.

4.2 The projects that have been put forward for inclusion in the Capital Programme (2016-2021) represent those projects that meet the Council's key priorities as defined in its Vision, for example, the town centre; projects that support economic growth, including improvements to highways and infrastructure; and deliver investment and growth in housing. In respect of building and ICT condition issues, they represent the most urgent investment needs as identified by the Corporate Property Unit, in conjunction with Directorates, in order to maintain existing service delivery from these buildings.

5. Consultation

5.1 Consultation has taken place with Members, Commissioners, and officers engaged in capital projects across Directorates. In addition, the capital programme is managed and monitored through SCIG.

6. Timetable and Accountability for Implementing this Decision

6.1 Stuart Booth – Acting Strategic Director of Finance and Corporate Services

Caroline Bruce – Interim Strategic Director of Environment and Development Services

Paul Smith - Corporate Property Unit Manager

Graeme Betts – Acting Strategic Director Adult Care and Housing

David Richmond – Assistant Director of Housing and Neighbourhoods

7. Financial and Procurement Implications

- 7.1 The finance implications are contained within Section 3 of the report. Any revenue implications from the Approved Capital Programme will be fully reflected in the Council's 2016/17 Revenue Budget and Council Tax Setting Report, it's Medium Term Financial Strategy and the Prudential Indicators and Treasury Management and Investment Strategy.
- 7.2 There is a requirement for all projects within the Capital Programme to be procured in line with the Council's Standing Orders and Financial Regulations. The Authority utilises national and regional framework arrangements for many of its capital contracts, including the YORbuild framework lists. This speeds up the procurement process, and ensures that the Council achieves value for money in the procurement of its capital contracts.

7.3 There is a requirement for Stage 2 projects to follow the new Capital Programme Governance procedures. This will include the requirement to bring forward detailed business cases for full sign off, before the delivery of the project commences.

8. Legal Implications

8.1 All capital projects require input from Legal Services in relation to contracts. The Council must ensure that robust contractual arrangements are put in place, specifications are clearly defined and it is clear which project risks are the responsibility of the Contractor and which remain with the Council. This is to avoid potential contractual disputes and limit the financial impact on the Council arising from them.

9. Human Resources Implications

9.1 Capital projects are resource intensive and require careful scoping, planning and costing, to ensure that business cases are robust, realistic and deliverable. The delivery of the Capital Programme has to be carefully planned to ensure that the Council has the appropriate skills and capacity available to plan the works, and then carefully manage and monitor contractors once they are on site.

10. Implications for Children and Young People and Vulnerable Adults

10.1 Projects included within the Capital Programme have been informed by the They include the project to replace the Children's Improvement Plan. existing Children's and Adults' Social Care ICT system with the Liquid Logic system, to meet a key recommendation in the Jay report to "Address the severe deficits in the ICS system as a matter of urgency and procure a replacement system". In addition, they include projects to provide additional school places, and address underlying building condition issues. Authority has a statutory obligation to provide sufficient pupil places in the This obligation extends to academy schools as well as local authority maintained schools. The Corporate Property Unit work closely with colleagues in CYPS to identify schools which are most in need of expansion. to deal with increasing pupil numbers. In addition, the programme includes property adaptations to foster care homes to create additional foster care places in the Borough.

11. Equalities and Human Rights Implications

11.1 Projects within the Capital Programme will ensure that as far as possible Council buildings are fully accessible, to enable all users to access Council services. In addition, projects within the Council's Digital and Customer Access Strategies will ensure that individual customer needs are met. The development of the Children's and Adults' Social Care ICT system will ensure equality of opportunity for a range of vulnerable groups, by providing

timely and robust data, to enable all partners to work together and ensure that care and protection is available to those people who need it most.

12. Implications for Partners and Other Directorates

The relevant elements of the report have been produced in conjunction with officers engaged in capital projects across Directorates. In addition, the Capital Programme is managed and monitored through the Strategic Capital Investment Group (SCIG). Where the Council is working with partner organisations on specific projects, for example in Health, the Police and other government agencies, proposals have been developed in conjunction with these organisations.

13. Risks and Mitigation

- 13.1 The Capital Programme is funded through a number of sources: Prudential borrowing, capital grants and contributions, revenue contributions and capital receipts. Any uncertainty over the funding of the Programme rests on confirmation that grants/contributions and capital receipts continue to be available in future years.
- 13.2 Finance work closely with Project Managers and the Corporate Property Unit, to monitor project expenditure and performance. Improvements that are being introduced to the Capital Programme governance arrangements and enhanced reporting requirements, will ensure that Members will receive early notice of any specific project issues. This will enable early intervention to take place to bring projects back on timetable and cost, or if necessary, agree an additional capital programme funding approval. Where elements of the Programme are reliant on future grant funding, future projects will be continually reviewed to match the programme against funding availability.

14. Accountable Officer(s)

Stuart Booth – Acting Strategic Director of Finance and Corporate Services

Caroline Bruce – Interim Strategic Director of Environment and Development Services

Paul Smith - Corporate Property Unit Manager

Graeme Betts – Acting Strategic Director Adult Care and Housing

David Richmond – Assistant Director of Housing and Neighbourhoods

Approvals Obtained from:-

Acting Strategic Director of Finance and Corporate Services:- Stuart Booth