

## NOTICE OF MEETING

<b>Meeting</b>	Executive Member for Commercial Strategy, Human Resources and Performance Decision Day
<b>Date and Time</b>	Tuesday, 13th October, 2020 at 12.00 pm (or on the rising of the Buildings, Land and Procurement Panel – whichever is the later)
<b>Place</b>	Remote meeting
<b>Enquiries to</b>	members.services@hants.gov.uk

John Coughlan CBE  
Chief Executive  
The Castle, Winchester SO23 8UJ

## FILMING AND BROADCAST NOTIFICATION

This meeting is being held remotely and will be recorded and broadcast live via the County Council's website.

## AGENDA

### DEPUTATIONS

To receive any deputations notified under Standing Order 12.

### KEY DECISIONS (NON-EXEMPT/NON-CONFIDENTIAL)

- 1. PROPERTY SERVICES COMMERCIAL DECISIONS REPORT** (Pages 3 - 10)

To consider a report of the Director of Culture, Communities and Business Services seeking spend approvals for new contract arrangements.

### NON KEY DECISIONS (NON-EXEMPT/NON-CONFIDENTIAL)

- 2. BUSINESS SERVICES GROUP – 2019/20 ANNUAL REPORT AND ACCOUNTS** (Pages 11 - 32)

To consider a report of the Director of Culture, Communities and Business Services seeking approval to the 2019/20 annual accounts for the Business Services Group.

- 3. MANAGING HAMPSHIRE'S BUILT ESTATE** (Pages 33 - 46)

To consider a report of the Director of Culture, Communities and Business Service regarding the management of Hampshire's built estate.

**KEY DECISIONS (EXEMPT/CONFIDENTIAL)**

None.

**NON KEY DECISIONS (EXEMPT/CONFIDENTIAL)**

None.

**ABOUT THIS AGENDA:**

**On request, this agenda can be provided in alternative versions (such as large print, Braille or audio) and in alternative languages.**

**ABOUT THIS MEETING:**

**The press and public are welcome to observe the public sessions of the meeting via the webcast.**

## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Member for Commercial Strategy, Human Resources and Performance
<b>Date:</b>	13 October 2020
<b>Title:</b>	Property Services Commercial Decisions Report
<b>Report From:</b>	Director of Culture, Communities and Business Services

**Contact name:** Steve Clow

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### Purpose of this Report

1. The purpose of this report is to seek spend approvals for new contract arrangements for grounds maintenance, printing, heating oil and road fuel purchase.

### Recommendations

That the Executive Member for Commercial Strategy, Human Resources and Performance:

2. Approves a total contract spend of up to £5 million over 7 years for new grounds maintenance contract arrangements for Hampshire County Council corporate sites.
3. Approves total contract spend of up to £5 million over 5 years for a new Print Services contract.
4. Approves a total Hampshire County Council contract spend of up to £30 million over 4 years for a call off contract under the new Heating Oil and Road Fuels framework arrangement.

### Executive Summary

5. This report seeks to:
  - provide the context for the re-procurement of grounds maintenance, print services, heating oil and road fuels contract arrangements for the County Council and other partners;
  - set out the proposals for procurement of new contract arrangements for these services;

- identify the anticipated contract spend and the funding sources for this spend;
  - highlight the approach to performance management of these services
6. The current grounds maintenance term contracts (grass cutting, landscape and tree management etc) expire in December 2020 and need to be replaced. It is proposed to procure a new framework arrangement comprising nine lots. Call-off contracts for a period of up to seven years will be put in place for grounds maintenance services to Hampshire County Council (HCC) corporate sites, with a maximum anticipated spend of £5 million over this period. Schools and partner organisations, including Hampshire Police through the Office of the Police and Crime Commissioner (OPCC) and Hampshire Fire and Rescue Service (HFRS) will also be able to buy their own call-off contracts through the framework arrangement managed by Property Services.
  7. The current print services contract for Printsmart and high-volume production print services is due to expire in autumn 2021. It is proposed to procure a new single supplier contract that will replace the current arrangements with an encrypted internet printing service to align with the proposals for the next generation Hampshire Public Services Network (HPSN) 3 digital infrastructure contract procured by the Director of Corporate Resources. The new print contract will be for a duration of up to 5 years with an anticipated maximum spend of £5 million over that period.
  8. The existing framework and call-off contracts for heating oils and road fuels expires on 31 March 2021. It is proposed to procure a new 4-year framework, comprising two lots. The framework will include an option for the provision of biofuels / hydrogenated vegetable oil (HVO) fuel. Annual call off contracts will be established for HCC corporate sites and vehicle fleet with an anticipated maximum spend of £30 million over 4 years.

## **Contextual Information**

### Grounds maintenance services

9. The current term contracts for the provision of grounds maintenance services to HCC corporate sites, schools, academies, police and fire expire in December 2020 and now need to be replaced. Grounds maintenance includes typically maintenance of grass areas, hedges, beds and borders, sport pitches and line marking, removal of litter and leaves.
10. An options appraisal has been carried out to determine the appropriate contracting route and the best associated procurement procedure. The chosen option is to procure a framework arrangement with nine geographical lots with a single supplier for each lot. This is expected to get the best

market response given the profile of providers in this business and continue to support the economy while providing an efficient and effective way of managing the suppliers.

11. The procurement of a dedicated framework supports the aim to provide opportunities for current reliable suppliers alongside new, national contractors and local SMEs. Each lot will comprise HCC corporate sites, schools and other partners' sites and the sizes of the lots have been optimised to offer a more consistent revenue opportunity and number of sites, whilst considering the geographical spread. This is based on a thorough assessment of the previous arrangements, what is best for the customers and site occupiers and what gives the best opportunity to measure and control performance.
12. The optimisation of the number of lots is also aimed at reducing the number of suppliers to be managed and allow greater consistency where suppliers are successful in multiple lots, but without excessive dependency on any one supplier. Each supplier can be awarded a maximum of 3 lots, resulting in between 3 and 9 suppliers on the framework arrangement.
13. The framework will be procured via an open tender procedure. Call off contracts will be formed for the HCC corporate sites within each lot and schools and partners will be able to establish their own call-off contracts under the framework agreement. This will enable a transition to a more self service model for schools and partner organisations which give them flexibility as well as reduced overhead costs for the Council. There is no revenue budget for the service to manage a complex customer interface and therefore a business decision has been made on this basis.
14. The call-off contracts for the HCC corporate sites will be for an initial 5 year period with the option to extend for a further 2 years.

#### Print Services

15. The current PrintSmart contract for office printing, copying and scanning expires in September 2021. The linked contract for high volume production devices in Hampshire Printing Service (HPS) and wide format print devices expires in March 2022. The print service contracts provide services to all HCC departments, as well as a range of external customers, and are managed by the Print and Document Service in Property Services.
16. The corporate drive to reduce print activity and associated costs has been very successful, with a continued reduction in the level of printing activity since the start of the current contract. However there continues to be a demand for printing and copying and an increasing demand for scanning. Therefore a new print service contract is required from September 2021 to ensure continuity of key business services.

17. The intention is to replicate the current model of a single supplier contract to deliver both the PrintSmart and HPS elements of the service. The new contract will incorporate a reduction in the number of multi-function devices required for the PrintSmart service, to reflect the continued reduction in print volumes and the expected rationalisation of the office estate.
18. A key requirement of the new print contract will be the provision of encrypted internet printing, sometimes referred to as a 'cloud based' print service, to align with proposals for HPSN3 which will replace the County Council's current Wide Area Network (HPSN2) with internet connectivity for each site, from late 2021. A detailed specification of the requirements for the print service has been developed in close collaboration with IT Services.
19. The new print services contract will be procured through a competition under an existing available Crown Commercial Services (CSS) Framework reducing procurement time and cost for HCC. This is the same procurement route used for the current print services contract. The new contract will be for a duration of up to 5 years.

#### Heating Oil and Road Fuels Framework

20. The current framework for the provision of heating oil and road fuels, and associated HCC call-off contract, expires in March 2021. The framework is used to procure heating oil and road fuels for HCC corporate sites and its vehicle fleet and for schools, academies, Hampshire Constabulary (HC) and HFRS as well as a number of other district and unitary authorities.
21. HCC has provided a continuous heating oil and road fuels procurement arrangement for more than 10 years on behalf of the Council, blue light services and other public sector organisations. There is no suitable alternative framework which provides the solutions the HCC framework offers for the variety of fuel and fuel monitoring ability.
22. It is now proposed to procure a new framework to replace the current arrangements. The new framework will have the added benefit of an option for the provision of biofuels / hydrogenated vegetable oil (HVO) fuel. This will support the reduction of road vehicle carbon and emissions where electric vehicles are not a viable alternative for larger delivery and service vehicles. A pilot project led by Hampshire Transport Management (HTM) is currently assessing the effectiveness and costs of biofuels in operation.
23. The new framework will also include and extend the option for remote fuel level monitoring to aid automatic deliveries for re-fuelling and support a reduction in delivery mileage.
24. The framework will comprise two lots, conventional fuels and biofuels, each with a single supplier. The structure of the framework has been determined following a thorough assessment of the previous arrangements, what is best for the customers and site occupiers and what gives the best opportunity to

measure and control performance, delivery efficiency and reduce delivery mileage, exhaust emissions and carbon. The proposed approach is also expected to achieve the best market response, given the complexity of providers in this business.

25. Annual call off contracts under the framework will provide heating oil and road fuels to HCC corporate sites and vehicle fleet. Schools and partner organisations, including HC and HFRS, will also be able to establish their own call off contracts under the framework arrangement, along with other councils and local authorities.
26. The new framework contract will be for a duration of up to 4 years and will be procured by an open tender procedure.

## **Financial**

### Grounds maintenance contracts

27. The estimated value of the proposed call off contracts for HCC corporate sites is up to £5 million over a maximum 7 year call off period. This will be funded from existing departmental revenue budget allocations.
28. The anticipated additional contract spend for schools and partners is up to £9 million over the 7 year duration.

### Print services contract

29. The estimated total value of the proposed new print services contract is £5 million over the maximum 5 year contract period. This expenditure will be funded from existing departmental revenue budget allocations.

### Heating oil and road fuels framework

30. The maximum anticipated HCC spend under the framework is £30 million over the 4 year period, to be funded from existing departmental revenue budget allocations.
31. The anticipated maximum total spend under the framework is £55 million over the 4 year period.

## **Performance**

32. All of the proposed new contract arrangements will incorporate robust performance management arrangements in line with contract management best practice. Management information will be used to inform the regular assessment of supplier performance and action will be taken to address and shortfall in performance.

## **Consultation and Equalities**

33. Internal and external customer representatives have been consulted on the requirements for the new contracts and their feedback has been incorporated into the proposed contract arrangements and scope of service.
34. Equality Impact Assessments undertaken for these contracts have indicated no impact on groups with protected characteristics.



**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

<b>Hampshire maintains strong and sustainable economic growth and prosperity:</b>	yes
<b>People in Hampshire live safe, healthy and independent lives:</b>	yes
<b>People in Hampshire enjoy a rich and diverse environment:</b>	yes
<b>People in Hampshire enjoy being part of strong, inclusive communities:</b>	no

**Section 100 D - Local Government Act 1972 - background documents**

**The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)**

Document

Location

None

## **EQUALITIES IMPACT ASSESSMENT:**

### **1. Equality Duty**

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

### **2. Equalities Impact Assessment:**

- 2.1. The services procured through the proposed contracts support the continued operation of sites and services across the County Council, schools and wider public sector in Hampshire for the equal benefit of all service users.

## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Member for Commercial Strategy, Human Resources and Performance
<b>Date:</b>	13 October 2020
<b>Title:</b>	Business Services Group – 2019/20 Annual Report and Accounts
<b>Report From:</b>	Director of Culture, Communities and Business Services

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### Purpose of this Report

1. The purpose of this report is to provide a summary of the financial and business performance of the three self-funding business units within the Culture, Communities and Business Services (CCBS) department for the 2019/20 financial year. The report also includes an overview of the aggregated accumulated surpluses of these businesses.

### Recommendation

2. That the Executive Member for Commercial Strategy, Human Resources and Performance approves the 2019/20 annual report and accounts for the Business Services Group.

### Executive Summary

3. This report provides a summary of the financial and business performance of the three self-funding business units, known collectively as the Business Services Group (BSG) in the Culture, Communities and Business Services Department (CCBS) for the 2019/20 financial year. The three business units within BSG are:
  - Hampshire County Council Catering Services (HC3S)
  - Hampshire Transport Management (HTM)
  - County Supplies (CS).

4. The business units operate in a highly competitive environment and their continued trading performance is dependent on the success of their business development plans in retaining existing customer loyalty and winning new business.
5. The annual net trading deficit for 2019/20 was £1.624 million, compared to an original business plan target surplus of £604,000 and a revised forecast deficit of £921,000. The deficit was primarily due to school meal uptake being lower than target, food and staffing costs being higher than forecast, lower turnover than target in the County Supplies warehouse and the adverse impact of the Covid-19 pandemic. In March 2020, the Covid-19 lockdown cost an estimated £944,000 due to a considerable reduction in income as schools and other sites closed at short notice, whilst food and staffing costs had already been incurred. It has recently been agreed that corporate funding of £931,000 will be made available to the Business Services Group to cover the net cost (after furlough income) of the HC3S Covid-19 related financial loss incurred in 2019/20. This report shows the income loss as being met from the BSG accumulated surpluses in Appendix 2, as that reflects the position as at March 2020.
6. If the adverse financial impact of Covid-19 had not occurred, HC3S would have achieved a better financial outturn of £1.086 million deficit compared to its revised forecast deficit of £1.292 million. This would have been an improvement against forecast of £206,000. This illustrates that HC3S's financial recovery plan, as previously reported to Members, was having a positive effect prior to the Covid-19 lockdown. Meal uptake was above target in January and February 2020 combined and staffing and meal costs had been reduced.
7. This financial result also continues to reflect the significant pressures in the market in which the businesses operate. These pressures include increases in overall staffing costs due to local government pay for Grade A catering assistants being higher than the National Living Wage, increases in employer pension contributions, general inflationary pressures across food and other commodities and reduced spend by customers due to the financial constraints within the public sector and an overall squeeze on household disposable incomes.
8. Despite these trading pressures and the overall deficit for the year, the business units continue to perform well against their competitors in the local area. HC3S received several accreditations and awards for the quality and sustainable sourcing of its meals, including being re-accredited for the Soil Association's 'Food for Life Served Here' bronze award. This accreditation is reviewed annually and confirms that at least 75% of food is cooked fresh, is good quality and sourced locally where possible. County Supplies has retained business with 100% of all schools (including academies) in Hampshire, Southampton and Portsmouth and attracted 21 new customers in

the year. HTM has continued to be successful in winning new business from new external customers and schools, supplying them with a total of 335 vehicles, which exceeded the business plan target by 34 vehicles.

9. The business units have also supported the delivery of a number of County Council initiatives and objectives including:
  - working in partnership with Children’s Services to achieve savings on their contribution to the cost of the courier service
  - leading on three climate change workstreams in CCBS
  - replacing 41 existing diesel vehicles with fully electric vehicles
  - providing and promoting healthy and nutritious meals for school children
  - supporting UK suppliers.
  
10. The businesses are continuing their work, in line with their business plans and T21 programmes, to generate efficiencies, focus on customer retention, exploit digital technologies and win new business. The investment required for these business development programmes is funded by the accumulated surpluses generated by the business units and this ensures that no financial support is provided by the County Council for this investment.
  
11. However, the Covid-19 pandemic has caused considerable disruption to the level of income generated and this means that the financial sustainability of the business units is at risk as the Business Services Group’s accumulated surpluses may not cover the forecast deficit for 2020/21. The forecast impact of a loss of income of at least £4.4 million from Covid-19 on the business units has been included in the County Council’s submission to MHCLG and also in the County Council’s Medium Term Financial Strategy. The financial position will be monitored closely through the year and the businesses will continue to seek out further efficiencies and income generation opportunities to try to safeguard the financial sustainability and success of the business units.
  
12. All three businesses have provided a range of Covid-19 response and recovery services since the start of the pandemic and have been providing flexible and responsive services to customers and the County Council throughout lockdown and into the lockdown easing and recovery phases. This included providing an emergency catering service to 5 primary schools whose private sector catering suppliers were unable to provide the service required.

## **Contextual information**

13. The three self-funding business units (HC3S, HTM and County Supplies) in CCBS are required to be financially self-sufficient by generating income through trading with the County Council, schools, other educational establishments and the wider public and third sectors in and around Hampshire. The income is intended to cover all costs, including relevant and appropriate departmental and corporate overheads. The business units are required to generate reasonable surpluses to enable them to re-invest in new initiatives and technology to maintain competitiveness and business success.
14. The 2019/20 business plans for the three business units, which set out the financial and performance targets and service delivery objectives, were reported to the Buildings, Land and Procurement Panel and approved by the Executive Member for Economic Development on 26 March 2019. This report outlines the actual performance against these plans during the last financial year.
15. The main aims of the business units are to provide good quality, value-for-money services to a wide range of internal and external customers, to be fully self-funding and to make a significant contribution to the County Council's corporate agenda. Due to difficult trading conditions, the business units have made an overall deficit in 2019/20 and this will also need to be funded by the accumulated surpluses earmarked for the business units. £944,000 of this deficit was attributable to the Covid-19 pandemic. Prior to the Covid-19 pandemic, HC3S had put in place a financial recovery plan which was intended to bring HC3S back into surplus by 2021/22 at the latest.
16. BSG's primary trading focus is with the education sector which accounts for just over 80% of turnover. Whilst trading is mainly with customers in Hampshire, Portsmouth and Southampton, the customer base extends into parts of Berkshire, Dorset (including Bournemouth, Christchurch and Poole), Isle of Wight, Surrey, West Sussex and Wiltshire.

## **Finance**

17. The 2019/20 final accounts for BSG are summarised in table 1 below and the summary accounts for each business unit are shown in Appendix 1.

**Table 1 – Business Services Group Actuals 2019/20**

	<b>Revised Target</b>	<b>Actuals</b>	<b>Variance to revised target</b>	<b>Variance</b>
	<b>2019/20</b>	<b>2019/20</b>	<b>2019/20</b>	<b>2019/20</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>%</b>
Income	56,691	55,026	(1,665)	(2.9%)
Costs	57,612	56,650	(962)	(1.7%)
<b>Surplus / (deficit)</b>	<b>(921)</b>	<b>(1,624)</b>	<b>(703)</b>	<b>(76.3%)</b>

18. The key points to note for 2019/20 are:

- Total business turnover (income) was £57.1 million, which is an increase of £400,000 on the previous year.
- This turnover was £1.7 million (2.9%) below the revised target.
- Total costs were £56.7 million, which was £962,000 (1.7%) lower than the revised target.
- BSG made a deficit of £1.6 million and this was a £703,000 worse position than the revised target.
- £944,000 of this variance was directly attributable to loss of school meal income from the Covid-19 pandemic.
- If the pandemic had not occurred, BSG would have improved on its forecast deficit by £241,000. This impact is reflected in table 2 below.

**Table 2 – Business Services Group Actuals 2019/20 - with Covid-19 impact**

	<b>Revised Target</b>	<b>Actuals</b>	<b>Including Covid-19 impact</b>	<b>Variance to revised target</b>	<b>Variance</b>
	<b>2019/20</b>	<b>2019/20</b>	<b>2019/20</b>	<b>2019/20</b>	<b>2019/20</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>%</b>
Income	56,691	55,026	55,970	(721)	(1.3%)
Costs	57,612	56,650	56,650	(962)	(1.7%)
<b>Surplus / (deficit)</b>	<b>(921)</b>	<b>(1,624)</b>	<b>(680)</b>	<b>241</b>	<b>26.2%</b>

19. Table 2 above illustrates that HC3S's financial recovery plan was having a positive effect prior to the Covid-19 impact, with food and staffing costs being below the revised target in the last quarter of 2019/20 prior to the Covid-19 lockdown in March.

20. As self-funding business units, BSG also covers the cost of relevant departmental and corporate support services. In 2019/20, BSG contributed over £800,000 towards the cost of corporate and departmental overheads. In addition, BSG funded the cost of the past pension deficit for its staff, which cost £753,000 in 2019/20.
21. Table 3 below shows the annual surpluses generated by the business units over the last five years.

**Table 3 – Annual Trading Surplus / (Deficit) 2015/16 to 2019/20**

	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>
	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>
<b>Business Unit</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
HC3S	591	55	7	(280)	(2,030)
HTM	321	266	183	98	14
County Supplies	342	516	317	225	392
<b>Total Surplus / (Deficit)</b>	<b>1,254</b>	<b>837</b>	<b>507</b>	<b>43</b>	<b>(1,624)</b>
<b>% of income</b>	<b>2.4%</b>	<b>1.6%</b>	<b>0.9%</b>	<b>0.1%</b>	<b>(3.0%)</b>

22. The reduction in HC3S's financial performance over the last five years reflects the increase in staffing and food costs, a continued reduction in primary school meal take-up and lower returns at some secondary and commercial sites than planned. HC3S's financial recovery plan is in place with the aim of increasing meal uptake, increasing staff productivity, reducing the cost per meal and reducing management costs. Unfortunately, the Covid-19 pandemic has meant that the financial situation has worsened and in 2019/20 accounted for an additional financial pressure of £944,000 which increased the deficit to £2.03 million.
23. HTM's reducing surpluses from 2015/16, are due to increases in the cost of staffing and vehicle spares and consumables, whilst contract hire rates have been held throughout the life of those contracts. HTM is reviewing prices and margins across the range of its services in 2020/21 to ensure that it can generate a reasonable surplus whilst still remaining price competitive. There were no direct adverse impacts from Covid-19 in 2019/20 as services which were affected by lockdown such as short-term hire, ad-hoc vehicle maintenance and fuel usage will be accounted for in 2020/21 due to the timing of transactions.
24. County Supplies continues to achieve a steady surplus each year as it maintains its price competitiveness and successfully retains income levels and customers. There were no adverse impacts of Covid-19 on County Supplies in 2019/20 as turnover in March 2020 was slightly above target for



that month due to customers increasing their purchase of hygiene products and PPE.

25. In addition to generating £24.5 million of income from Hampshire primary school meals, HC3S continued to maintain a portfolio of customers in other sectors and outside of Hampshire achieving turnover (income) as follows:
- secondary schools: £3.3 million
  - schools outside Hampshire: £2.1 million
  - non-school sites: £4.6 million
  - other income: £0.2 million.
26. As shown in table 4 below, in 2019/20 HC3S also returned surpluses of £69,000 to secondary schools and provided a financial payback of £214,500 to other County Council services from the catering operations at these services' sites.

**Table 4 – Financial Payback to Services from HC3S in 2019/20**

<b>Site / Service</b>	<b>Catering Payback 2018/19 £'000</b>
Countryside Service	90
Sir Harold Hillier Gardens	98
Calshot Activity Centre	9 <sup>1</sup>
Library Service	17.5
<b>Total for Hampshire County Council Services</b>	<b>214.5</b>
Secondary Schools	69
<b>Total payback to customers</b>	<b>283.5</b>

27. HTM's total income was £8.67 million, which was only 0.7% below target. This was mainly due to workshop income being £180,000 (25%) below target, because the Highways England (HE) fleet was all replaced with new vehicles during the year and HE decided to send all vehicles back in their existing condition with no remedial work undertaken, which was not as originally forecast in the trading account. All other income was slightly above target, leading to an overall surplus of £14,000 which was £37,000 below target. The income for each of HTM's five core services was as follows:

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<sup>1</sup> The payback to Calshot is rent paid to Calshot Activity Centre for the café

- contract hire: £4.96 million
- fuel: £1.18 million
- courier service: £1.04 million<sup>2</sup>
- spot hire: £0.94 million
- workshop income: £0.56 million.

28. HTM's costs were very close to target at £28,000 (0.3%) below target.

29. County Supplies warehouse income, at £9.69 million, was on a par with the previous financial year, though was below target by 8%. This reflects spending pressures for schools, leading to a reduction in their purchases of curriculum supplies. Income from the County Supplies' portfolio of framework agreements continues to hold up well, despite the current public sector financial constraints and generated £1.13 million of income, which was £11,000 (0.98%) above target. Proactive management of costs and delivery of efficiencies led to costs being £100,000 (2.8%) below budget, which enabled the business unit to generate a reasonable surplus of £392,000 (3.5% of turnover).

30. The accumulated surpluses of the businesses provide a strategic reserve that help protect the County Council from financial risk in the event of adverse trading conditions or unforeseen events and makes it possible for the businesses to invest in initiatives that retain customer loyalty and win new business, whilst also enabling the replacement of assets and equipment, upgrading technology and improving services. BSG's accumulated surpluses form part of the County Council's overall reserves. The 2019/20 movements on the accumulated surpluses for the businesses are shown in table 5 below.

**Table 5 – Accumulated Surpluses – movements 2019/20**

	<b>£'000</b>
<b>Surplus as at 01/04/19</b>	<b>5,669</b>
Business Services Group deficit 2019/20	(1,624)
Depreciation, interest and finance	146
Spending from accumulated surpluses	(430)
<b>Closing balance as at 31/03/20</b>	<b>3,761</b>

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<sup>2</sup> The courier service also includes the transport service for Adult Services clients at day services, transport of school meals, MIDAS driver training and library book movements.

31. The accumulated surpluses reduced by £1.9 million (34%) during 2019/20 to £3.8 million. The trading deficit of £1.6 million accounted for the majority of the reduction and spending of £430,000 related to investments included in the Business Plans for 2019/20, as approved by the Executive Member, for kitchen and servery improvements, technology and equipment upgrades and replacements and other Transformation to 2021 (T21) projects which will deliver efficiencies and retain or increase income in future years. Further detail of this spending from the accumulated surpluses is shown in Appendix 2. It has recently been agreed that corporate funding of £931,000 will be made available to the Business Services Group to cover the net cost (after furlough income) of the HC3S Covid-19 related financial loss incurred in 2019/20. This will be reflected in the BSG Accumulated Surpluses in 2020/21. This report shows the income loss as being met from the BSG accumulated surpluses in Appendix 2, as that reflects the position as at March 2020.
32. It is currently difficult to forecast the movements on the accumulated surpluses for 2020/21 as the Covid-19 pandemic is having a significant adverse impact on the income levels of all three of the business units. The deficit for 2020/21 is currently estimated to be £4.3 million (excluding furlough income) assuming that all pupils are attending school from September 2020 and some level of social distancing continues until the end of the financial year. The accumulated surpluses will therefore only cover some of the trading deficit.
33. The forecast Covid-19 impact on loss of income for the business units in 2020/21 ranges from £4.4 million to £10.9 million, depending on whether school meal numbers continue to be as low as they have been during lockdown for the rest of the financial year or whether they recover to normal levels from September. These forecasts currently exclude any furlough income. The Covid-19 impact of £4.4 million has been included in the County Council's submission to MHCLG and also in the County Council's Medium Term Financial Strategy. The financial position will be monitored closely throughout the year and the businesses will continue to seek out further efficiencies and income generation opportunities to try to safeguard the financial sustainability and success of the business units.
34. Appendix 2 shows the planned spending from the accumulated surpluses in line with the original approved 2020/21 Business Plans. All spending requires a business case approved by the Departmental Management Team and only items which are business critical or have a clear payback are now included as firm commitments for 2020/21. A number of projects previously reported to Members will have to be deferred until the financial position for 2020/21 is clearer.
35. Taking account of future potential commitments and earmarks, particularly arising from the Business Units' Transformation to 2021 (T21) programme, there is currently an unallocated balance in the accumulated surpluses of only

£3,000. This is after some of the earmarks have been reduced compared to previous estimates to reflect the limited funds available within the accumulated surpluses. This balance does not take account of the potential estimated £4.3 million to £10.8 million end of year deficit for 2020/21 from reduced trading turnover as a direct result of the Covid-19 pandemic. Therefore, the forecast balance in the accumulated surpluses assumes that any 2020/21 Covid-19 related trading losses, as detailed above, will be funded corporately by the County Council.

36. HC3S also manages delegated catering budgets on behalf of schools through buy-back arrangements and a Service Level Agreement (SLA) which covers the costs of equipment maintenance and replacement in schools' kitchens and serveries. This SLA had an annual value of £2.1 million in 2019/20. This pooled fund does not form part of HC3S's trading account as it is managed on a break-even basis on behalf of schools.

## Performance

37. BSG's actual performance against the target key performance indicators for 2019/20 is shown in table 6 below.

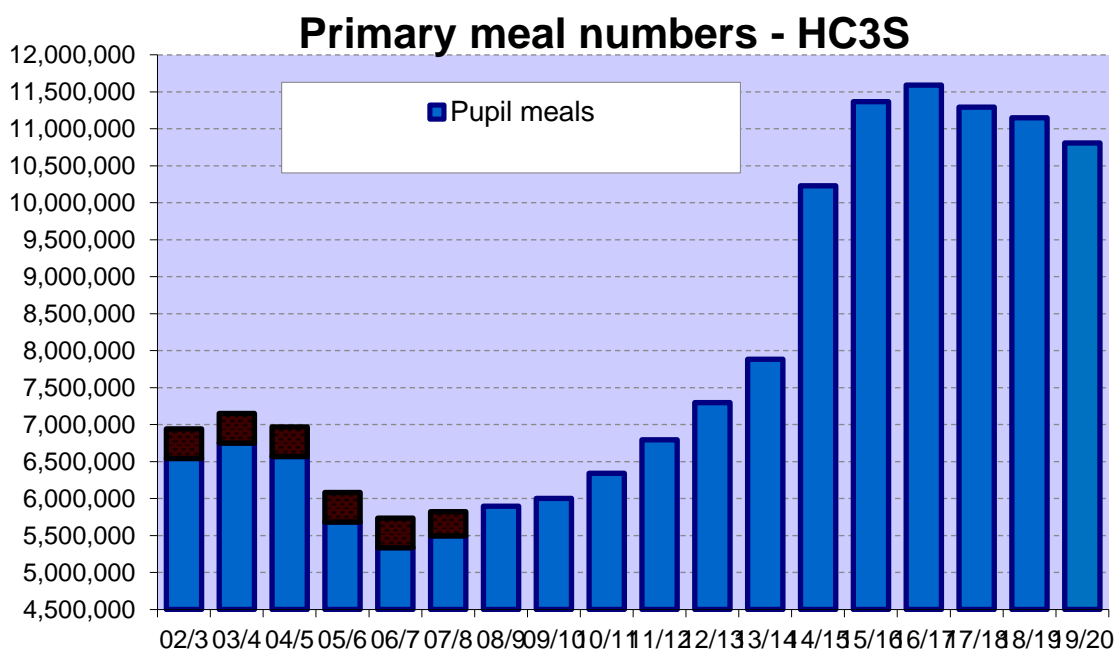
**Table 6 – Key Performance Indicators: Targets and Actuals for 2019/20**

KPI	Target	Actuals	Variance
	2019/20	2019/20	2019/20
<u>HC3S</u>			
- Primary school pupil meals uptake	55.8%	53.5%	-2.3%
- Primary school food cost per meal	£0.90	£0.94	+£0.02
- Unit labour cost as % of income	53%	53%	0%
<u>HTM</u>			
- Pool car utilisation	90%	80.1%	-9.9%
- Fleet downtime	1%	0.36%	-0.64%
- Fleet size (external customers)	211	223	+12
- Contract hire conversion rate: quotes to orders	50%	57.8%	+7.8%
<u>County Supplies</u>			
- Stores turnover	£10.5m	£9.7m	-£0.8m
- Stores purchase price inflation	+1.2%	-0.18%	-1.38%
- Service levels – Top 400 lines	98%	98.5%	+0.5%
- Deliveries on due day	>98%	99.8%	+1.8%

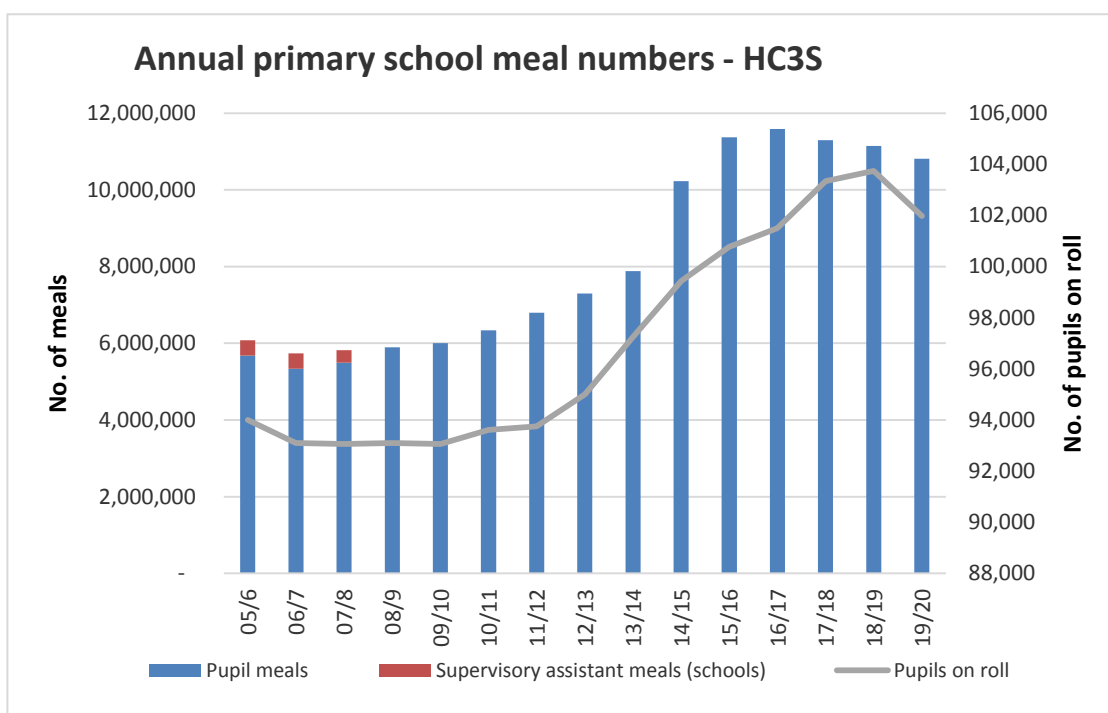
38. Lower meal uptake and higher food costs have been the main factor in the lower than planned turnover and surplus for HC3S in 2019/20. The number of meals provided was also adversely affected by the Covid-19 pandemic impact in March 2019 as the number of meals was 31% lower than target, due to

school closures for the last two weeks of March. This accounted for a 17.5% variance in percentage uptake.

39. However, the number of meals served in January and February 2020 combined was 3% higher than target. Unit labour costs were also exactly on target for the year. Although the cost per meal for the year was higher than target by 2 pence per meal, there was a downward trend in meal costs. In Autumn term 2019 the cost per was 98 pence and by the Spring term 2020 it was 89 pence, which is a reduction of 9 pence (9.2%) per meal. This demonstrates that the elements of the financial recovery plan relating to increasing meal uptake, reducing staff costs and reducing food costs, that had been put in place in autumn 2019, was starting to have a positive impact prior to the Covid-19 pandemic. Food costs have been reduced further in the current financial year to 75 pence per meal from the autumn term 2020/21.
40. 10.61 million primary school meals were provided in the year, which equates to over 55,200 primary school meals served on average each day by HC3S. This compares to 11.15 million meals in the previous year and 11.29 million meals in 2017/18.
41. As previously reported to Members, this reduction appears to be a national trend and HC3S has been working on a programme to increase its marketing activity including effective use of social media and commissioning external specialist support to undertake social marketing research. Unfortunately, this social marketing work has been put on hold temporarily due to the pandemic, though HC3S has increased its social media reach during the pandemic with nearly 9,000 followers and this is significantly higher than competitors. The trend in meal numbers over the last 18 years is shown in the graph below.



42. HC3S mobilised three new contracts for the provision of catering services in primary schools outside of Hampshire during the year. In addition, four secondary schools extended their contract with HC3S. Unfortunately, HC3S lost business with three primary schools and two secondary schools during the year. In addition, three further contracts came to an end and HC3S decided it was not commercially viable to bid to retain them. Two of these contracts were in Wiltshire and HC3S also terminated a contract with a secondary school in Hampshire as it was not providing the required financial returns due to a change in the catering service required by the school. The graph below reflects the recent reduction in the number of pupils on roll, due to these lost contracts, compared to the change in meal numbers. This shows a broad correlation between changes in the number of meals and changes to the number of pupils on roll for those schools at which HC3S provides the catering.



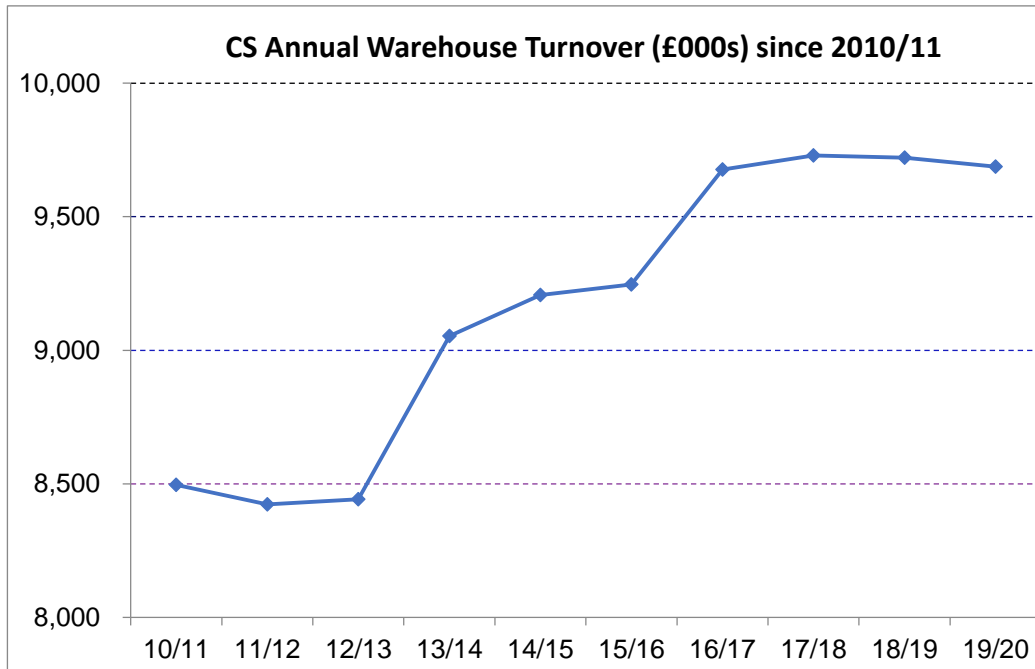
43. Following a joint strategic catering review with the Countryside Service, it was decided to transfer catering at the five County Parks and Titchfield National Nature Reserve to the Countryside Service on 1<sup>st</sup> December 2019.

44. The impact of these changes means that as at March 2020, HC3S were providing catering services to customers at 491 schools and 6 non-school sites. This is an overall reduction during the year of 5 schools and 6 non-school sites.

45. HC3S has been re-accredited with the Soil Association's 'Food for Life Served Here' Bronze award for all primary schools. This accreditation is reviewed annually and confirms that at least 75% of food is cooked fresh, is good quality and sourced locally where possible. The HC3S service in

primary schools has also achieved a Gold 'Eat Out, Eat Well' award, which recognises how HC3S makes it easier for pupils to make healthier choices and demonstrates how these healthier choices are actively promoted.

46. HC3S was named 'Education Caterer of the Year' by the Foodservice Cateys and was also the winner of the Cateys' Innovation Award. HC3S was also successful in the EDUCatering awards and won both 'Primary School Caterer of the Year' and the 'Marketing' awards. HC3S's marketing initiatives, especially through social media, were also recognised by the Lead Association for Catering in Education's (LACA) Marketing Award.
47. HTM's external customer fleet exceeded target by 12 vehicles taking the total number of external customer vehicles to 223. This demonstrates very good progress on HTM's business development objectives of increasing the number of external customers. This success in winning new business is also reflected in the percentage contract hire conversion rate (quotes to orders) being nearly 8% above target. Fleet downtime continues to be well below the minimum expected at 0.36% compared to a target of 1%, which reflects good performance at the vehicle workshops by keeping downtime as low as possible for customers.
48. For the second year running, the utilisation of the Alphacity pool car scheme was particularly disappointing at 80.1%, which is 9.9% below target. This was caused by poor utilisation of a small number of vehicles that were made available at a number of the County Council's offices and hubs outside of Winchester, despite action being taken during the year to move vehicles to locations which had expressed an interest in using a pool car. In light of the Covid-19 pandemic, the size of the Alphacity fleet will be reviewed and some vehicles will be returned early if the savings warrant doing so.
49. Good progress has been made with replacing the current diesel fleet (where vehicles have reached the end of their useful life) with electric vehicles. During the year, the number of electric vehicles in operation increased to 41 as at the end of March 2020.
50. County Supplies continues to perform above target for deliveries on due day (99.8%) and service levels (98.5%), which is important for retaining customer loyalty. Inflation on purchase prices was 1.38% lower than forecast, which reflects effective supplier negotiation and leveraging of purchasing power with key partner authorities. Warehouse turnover remained relatively static, for the fourth consecutive year at £9.7 million. As shown in the graph below, this is the first time since 2012/13 that warehouse turnover has not increased for a sustained period. This reflects difficult trading conditions with our public sector customers, particularly due to the financial pressures experienced by schools, which continue to be County Supplies' core customers.



51. During the year, 21 new customers registered with County Supplies, most of which were as a result of a business development campaign to attract new customers within the business unit's 'deliverable radius', including parts of Dorset, Surrey and Berkshire. County Supplies has successfully retained 100% of all schools and academies in Hampshire, Portsmouth and Southampton as customers during 2019/20.

### **Sustainability and Climate Change**

52. All three business units have continued to deliver a range of sustainability initiatives and carbon reduction actions during the year to contribute to the County Council's climate change programme. These include:

- Drinks purchased only in recyclable, reusable or refillable containers
- Takeaway cutlery and straws are recyclable or compostable
- Recycling cooking oils into biofuels
- Use of UK seasonal vegetables and other UK produce to reduce food miles and support British farmers and growers
- Traceable and sustainable food purchasing policy
- HC3S implemented electronic and digital communications with all kitchens which reduces use of paper, printing and transport
- Primary school meal ordering, portion control and food unit cost management has reduced food waste
- 41 fully electric vehicles now in the fleet
- HTM recycles all spent oils and lubricants, scrap metal and batteries



- Putting arrangements in place for a hydrotreated vegetable oil (HVO) fuel pilot for some of the current diesel LGVs and vans which will start in 2020/21
- County Supplies' packaging is made of at least 70% recycled material and recycles all waste cardboard from its warehouse operations
- The three business units are leading on three of the County Council's climate change workstreams: food, travel and transport and product lifecycle.

## **Apprenticeships**

53. BSG continues to provide opportunities for apprenticeships within the businesses, supported by funding from the apprenticeship levy. During the year, HTM had five vehicle technician apprentices in the workshops and two business administration apprentices at HQ (shared with County Supplies to broaden their skill base). HTM has engaged fully with the apprenticeship programme since 2006 and has enabled 23 apprentices to be trained and qualified during that time. The apprentices have been an integral part of HTM's succession planning strategy from the outset. Without the workshop apprentices coming through the system, HTM would struggle to maintain operations in a hard to recruit market, with a decreasing number of trained technicians available.
54. County Supplies currently has three members of staff undertaking a Level 4 apprenticeship in Commercial Supply & Procurement. They are over halfway through the apprenticeship and are planning to finish their apprenticeships and qualify early in 2021. County Supplies also have a member of staff undertaking a Customer Service Practitioner apprenticeship. Our marketing and project support officer is undertaking a level 3 apprenticeship in Team Leadership and Management, leading to a recognised ILM qualification.
55. HC3S registered 14 members of staff for a variety of level 2 and level 3 hospitality & catering apprenticeship programmes. Due to staffing issues with the learning provider, applications had to be put on hold for 3 months as they were unable to support new apprentices for that period. This has led to a backlog of applications and a further 10 staff still awaiting sign up to programmes, which have also been adversely affected by the Covid-19 lockdown. 16 staff completed their apprenticeship qualifications during the year. During 2019/20, HC3S has also employed a Business Development Apprentice who is undertaking a Level 3 Marketing Assistant Apprenticeship. HC3S's Catering Operations Management Trainee, who is due to complete her apprenticeship shortly has secured a permanent post with HC3S as Continuous Improvement Manager.

## **Covid-19 Response and Recovery**

56. The business units have been assisting the County Council, schools, other customers and partners in Covid-19 response and recovery activities. The business units have also adapted their services to be Covid-19 secure for staff and customers and to support social distancing and other government requirements.
57. All three businesses have been working fully since lockdown started on 23 March and throughout the Covid-19 pandemic. HC3S has supported schools by providing meals for income assessed free school meal pupils and vulnerable and key worker children who were attending school. HC3S also provided an emergency catering service to 5 primary schools whose private sector catering suppliers were unable to provide the service required, especially over the Easter and half-term holidays when schools remained open.
58. The County Supplies warehouse has been fully operational and delivering to all customers who have remained open. County Supplies has also been supporting the Local Resilience Forum PPE warehouse operation.
59. All five of HTM's vehicle workshops have remained open, supporting all customers including Hampshire Highways, Highways England, County Council departments and schools.
60. There is obviously pressure on income and turnover in 2020/21. Meal numbers are much lower than usual, demand for short term hire and related services provided by HTM is very low and sales from the County Supplies warehouse are below target as schools require less curriculum supplies with pupil numbers affected by lockdown. Over 500 staff have been furloughed for a few months where they are funded by income that has been affected by the pandemic.
61. Further information on the range of services that the business units have been providing during the pandemic and the financial and operational impact will be reported in more detail to a future meeting of the Panel.

## **Conclusions**

62. The performance of all three businesses has been adversely affected by unplanned cost increases and a downturn in customer spend in 2019/20 and, in the case of HC3S, by the Covid-19 pandemic affecting school meal numbers in March 2020. This reflects the financial constraints that are affecting our public sector customers and has been highlighted in the business units' annual reports and business plans for the last few years.

63. The businesses have continued to win new customers and have contributed to a number of County Council initiatives and objectives during the year, including climate change, increasing the number of fully electric vehicles in the County Council's fleet to 41, providing and promoting healthy and nutritious meals for school children, offering a range of apprenticeship opportunities and supporting local suppliers within their supply chains.
  
64. BSG's business development plans, which focus on on-going efficiencies, exploiting digital technologies, meeting customers' changing expectations, retaining customer loyalty and winning new business remain critical to achieving on-going success and long-term financial sustainability for the three business units in a highly competitive marketplace. The Covid-19 pandemic has added significant financial and operational challenges in both 2019/20 and 2020/21.

**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

**This proposal does not link to the Strategic Plan but, nevertheless, requires a decision because it enables the business units to demonstrate appropriate reporting mechanisms and to operate on a self-funding basis within the County Council's financial regulations.**

**Other Significant Links**

**Links to previous Member decisions:**

<u>Title</u>	<u>Date</u>
Business Services Group – 2018/19 Annual Report and Accounts	8 October 2019
Business Services Group – Business Plans 2019/20	26 March 2019

**Section 100 D - Local Government Act 1972 - background documents**

**The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)**

<u>Document</u>	<u>Location</u>
None	

## **EQUALITIES IMPACT ASSESSMENT:**

### **1. Equality Duty**

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

### **2. Equalities Impact Assessment:**

This report outlines the financial position of the Business Services Group for 2019/20 and therefore an Equalities Impact Assessment has not been considered necessary in the development of this report as it is not proposing any changes to current service provision and therefore will have no impact on groups with protective characteristics.

**CCBS Business Services Group  
Final Accounts 2019/20**

<b>Hampshire County Council Catering Services (HC3S)</b>						
	<b>Original Target</b>	<b>Revised Target</b>	<b>Actuals</b>	<b>Variance to revised target</b>	<b>Variance</b>	<b>Deficit as %age of income</b>
	<b>2019/20</b>	<b>2019/20</b>	<b>2019/20</b>	<b>2019/20</b>	<b>2019/20</b>	<b>2019/20</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>%</b>	<b>%</b>
Income	38,127	36,797	35,126	(1,671)	-4.5%	
Costs	38,013	38,089	37,156	(933)	-2.4%	
<b>Surplus / (deficit)</b>	<b>114</b>	<b>(1,292)</b>	<b>(2,030)</b>	<b>(738)</b>	<b>57.1%</b>	<b>-5.8%</b>

<b>County Supplies</b>						
	<b>Original Target</b>	<b>Revised Target</b>	<b>Actuals</b>	<b>Variance to revised target</b>	<b>Variance</b>	<b>Surplus as %age of income</b>
	<b>2019/20</b>	<b>2019/20</b>	<b>2019/20</b>	<b>2019/20</b>	<b>2019/20</b>	<b>2019/20</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>%</b>	<b>%</b>
Income	12,032	11,159	11,230	71	0.6%	
Costs	11,593	10,839	10,838	(1)	0.0%	
<b>Surplus / (deficit)</b>	<b>439</b>	<b>320</b>	<b>392</b>	<b>72</b>	<b>22.5%</b>	<b>3.5%</b>

<b>Hampshire Transport Management (HTM)</b>						
	<b>Original Target</b>	<b>Revised Target</b>	<b>Actuals</b>	<b>Variance to revised target</b>	<b>Variance</b>	<b>Surplus as %age of income</b>
	<b>2019/20</b>	<b>2019/20</b>	<b>2019/20</b>	<b>2019/20</b>	<b>2019/20</b>	<b>2019/20</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>%</b>	<b>%</b>
Income	8,735	8,735	8,670	(65)	-0.7%	
Costs	8,684	8,684	8,656	(28)	-0.3%	
<b>Surplus / (deficit)</b>	<b>51</b>	<b>51</b>	<b>14</b>	<b>(37)</b>	<b>-72.5%</b>	<b>0.2%</b>

<b>Business Services Group</b>						
	<b>Original Target</b>	<b>Revised Target</b>	<b>Actuals</b>	<b>Variance to revised target</b>	<b>Variance</b>	<b>Surplus as %age of income</b>
	<b>2019/20</b>	<b>2019/20</b>	<b>2019/20</b>	<b>2019/20</b>	<b>2019/20</b>	<b>2019/20</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>%</b>	<b>%</b>
Income	58,894	56,691	55,026	(1,665)	-2.9%	
Costs	58,290	57,612	56,650	(962)	-1.7%	
<b>Surplus / (deficit)</b>	<b>604</b>	<b>(921)</b>	<b>(1,624)</b>	<b>(703)</b>	<b>76.3%</b>	<b>-3.0%</b>

## Appendix 2

<b>Business Services Group</b>	<b>2019/20</b>	<b>2020/21</b>
<b>Estimated Accumulated Surpluses (reserves)</b>	<b>£'000</b>	<b>£'000</b>
<b>Balance as at 1st April 2019</b>	<b>5,669</b>	
<b>Actuals 2019/20</b>		
BSG trading deficit 2019/20	(1,624)	
BSG depreciation & capital charges	146	
HC3S kitchen and servery improvements / investments - primary	(159)	
HC3S kitchen and servery improvements / investments - secondary	(35)	
HC3S equipment replacement (Countryside)	(8)	
HC3S mobile electronic catering administration system	(101)	
HC3S staff recruitment and retention programme	(8)	
HC3S Crimson Tide Mpro system replacement	(5)	
HC3S income generation (social marketing research)	(13)	
HC3S School Meal Income system replacement	(8)	
County Supplies warehouse scanning system	(42)	
HTM workshop pit covers (H&S requirement)	(28)	
HTM fleet management system reprocurement	(23)	
<b>Balance at 31 March 2020</b>	<b>3,761</b>	
<b>Forecast 20/21 Commitments</b>		
Forecast BSG Surplus 2020/21 (original target)		115
BSG depreciation & capital charges		148
HC3S kitchen and servery improvements / investments - primary		(35)
HC3S kitchen and servery improvements / investments - secondary		(20)
HC3S digital efficiencies (allergen system)		(30)
HC3S School Meal Income system replacement		(165)
County Supplies Bar End site roof replacement		(500)
County Supplies customer ordering system modernisation		(261)
HTM IT infrastructure upgrades at workshops		(30)
HTM fleet management system reprocurement		(152)
HTM Micheldever lift and brake rollers for MOT bay		(37)
SHHG extension contribution		(200)
<b>Forecast balance at 31 March 2021</b>		<b>2,594</b>
<b>Future Potential Earmarks and Contingencies</b>		
HTM Petersfield workshop refurbishment		(1,290)
HC3S Alternative Service Delivery Model analysis & implementation		(175)
HC3S mobile electronic catering - devices refresh (earliest 2023/24)		(176)
HTM provision for final year capital charges (2024/25)		(340)
Traded Services Online system (HCC Sold Services) – BSG contribution		(50)
CRM system (HCC Sold Services) – BSG contribution		(50)
BSG contingency (1.25% of 2020/21 original target turnover)		(710)
Repayment by SHHG (over 6 years)		200
<b>Forecast Uncommitted Balance</b>		<b>3</b>

Note – excludes potential estimated Covid-19 related deficit of £4.3m to £10.8m (excluding furlough income) for 2020/21

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## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Member for Commercial Strategy, Human Resources and Performance
<b>Date:</b>	13 October 2020
<b>Title:</b>	Managing Hampshire's Built Estate
<b>Report From:</b>	Director of Culture, Communities and Business Services

**Contact name:** Steve Clow

**Tel:** 0370 779 8845

**Email:** steve.clow@hants.gov.uk

#### Purpose of this Report

1. The purpose of this report is to provide an update on the delivery of the County Council's 2020/21 repair and maintenance programmes for the corporate and schools' estates. The report provides details of funding allocations, the impacts of Covid-19 on the delivery of work programmes and the approach taken by Property Services to mitigate these impacts.

#### Recommendations

2. That the Executive Member for Commercial Strategy, Human Resources and Performance notes:
  - The progress made in delivery of the 2020/21 repairs and maintenance programmes for the corporate and schools estates.
  - The additional schools condition allocation funding.
  - The impact of Covid-19 and the steps taken by Property Services to mitigate this.

#### Executive Summary

3. This report seeks to:
  - Report the progress on delivery of the 2020/21 repairs and maintenance programme for the corporate and schools' estates;
  - Provide an update on the allocation of funding to address the highest priorities across the corporate and schools' estates;

- Report on the impact of the Covid-19 pandemic on the delivery of the 2020/21 repairs and maintenance programme and the steps being taken by Property Services to mitigate this impact.

### **Contextual information**

4. The 'Managing Hampshire's Built Estate' report to the Executive Member for Commercial Strategy, Human Resources and Performance on 20 July 2020 set out the urgent decisions made during the Covid-19 lockdown (as a result of the temporary cessation of Executive Member decisions) by the Deputy Chief Executive and Director of Corporate Resources to allow essential progress to be made on the delivery of the 2020/21 repairs and maintenance programme for the corporate and schools' estate.
5. These decisions included confirmation of the 2020/21 funding totalling £49 million, high level allocation of this funding to address repairs and maintenance priorities, and approval of project appraisals for named capital schemes with individual values of £250,000 or more. The detailed budget allocations and programme of planned revenue and capital projects under £250,000 were approved under Chief Officer delegations by the Deputy Chief Executive.
6. The report also identified the impact of the Covid-19 lockdown on the delivery of the 2020/21 repairs and maintenance programme, as understood at that time, and the steps being taken by Property Services to mitigate this impact.
7. The easing of lockdown measures in the early summer removed some of the previous constraints, but a number of Covid-19 related challenges remain and continue to impact on the delivery of the programme.
8. Covid-19 has, however, created a number of new opportunities as central government seeks to drive economic recovery through allocation of additional funding to key priorities. This includes £560m of additional funding identified to address schools' condition, with £8m of this being allocated to Hampshire County Council as additional Schools Condition Allocation (SCA) grant funding. This is a very welcome additional funding stream and can will contribute to further projects of an essential repair and maintenance nature in the schools estate. Additionally as part of "[Plan for Jobs](#)" there are opportunities to bid for funding from the £1bn attributed to the Public Sector Decarbonisation Scheme and £1bn for a Schools Rebuilding Programme. Details are awaited on the bid criteria and officers are reviewing potential projects that could be submitted once these are known.
9. There continues to be significant pressure on the repairs and maintenance budget for corporate buildings due to the extent of maintenance liability across the estate and the lack of any revenue or capital funding streams from government as exists for schools. Priorities are kept under continual review to ensure that funding is allocated to address the most urgent needs. This

year will be pivotal year as liabilities are putting significant pressure on existing budgets particularly for health and safety priorities. The impact of the Covid-19 pandemic means that all non-essential expenditure has to be carefully considered and there is little flexibility for one off capital funding which has been used to good effect in previous years to tackle the repairs backlog.

### **Impact of Covid-19 on planned programme delivery and emerging work**

10. Shortly after the Covid-19 lockdown commenced in late March 2020, Property Services suspended all non-critical maintenance works in occupied buildings. While there was no government mandated closure of construction sites, it was necessary to pause activity to determine whether it could continue safely, for both site operatives and building occupants. Works on stand alone construction sites continued successfully throughout the lockdown. Good progress on the schools capital programme is described elsewhere on this agenda in the Major Programmes Update Report.
11. To support the closure and re-opening of County Council buildings due to Covid-19, Property Services and the corporate Health and Safety team provided guidance to building managers on actions required to maintain the safety of the buildings, including testing of fire alarms and flushing of water systems to manage the risk from legionella. This guidance was also shared with partner organisations including Police, Fire, Hampshire Cultural Trust and community groups.
12. During the lockdown period, Property Services' teams continued to work on the design and procurement of repairs and maintenance projects to ensure that any delays to the programme could be minimised. By early summer the majority of paused works had recommenced on site and good progress had been made on the development of new schemes. This allowed a substantial programme of work to be mobilised to site over the summer to take advantage of the better weather and the summer break at schools.
13. Property Services' teams have worked closely with contractors and building occupiers to ensure that appropriate measures are in place to manage the risks arising from Covid-19. For some projects, where social distancing measures have a greater impact on the work being undertaken, there has been some impact on the contract duration and associated costs. However, this is affecting only a small proportion of projects. Limited additional costs have been covered corporately by a fund created specifically for this eventuality and all expenditure agreed with the Head of Finance and subsequently included in the Covid-19 finance reporting to Cabinet.
14. Particular care has been taken at the County Council's nursing and residential homes to ensure that vulnerable residents are safeguarded from any Covid-19 risks that could arise from the delivery of maintenance work. Property Services' teams continue to work closely with the Registered Managers to manage access to these buildings and ensure that works are undertaken safely. There are also some school sites where works have been paused or

delayed for a short period at the start of the autumn term, to allow the schools to settle into their new routines.

15. In light of the significant financial challenge faced by the County Council due to Covid-19, the repairs and maintenance programme for the corporate estate has been carefully reviewed to ensure that all identified expenditure is fully justified. Adjustments have been made to the programme to ensure that repair and maintenance priorities that have emerged since the start of the current financial year can be addressed within current funding allocations.
16. Maintenance funding for the schools' estate is ringfenced and funded by schools or government grant only and therefore work has continued on the agreed programme. The announcement of additional funding for schools' condition will allow the programme to be expanded to address further repair and maintenance priorities which is very welcome. Members are reminded that total repair liabilities assessed on a periodic basis by survey and intelligence far exceed the annual budgets available. Officers continue to lobby the DfE in particular for additional funding for school buildings and support from BLaPP is always welcome in this regard.

### **Management of health and safety**

17. Scheduled servicing, testing and inspection regimes form a key part of the effective management of health and safety risks across the built estate and these have continued over recent months.
18. This has included the completion of a substantial programme of fire safety surveys on all properties that provide overnight accommodation across the estate and therefore represent the highest risks from fire. A programme of repairs and improvements to the physical fire precautions in these buildings is now being progressed. The Property Services' Fire Team will also be supporting the review of the fire risk assessments for these buildings which inform the local management arrangements for fire safety and evacuation procedures. The strong and effective partnership with Hampshire Fire and Rescue Service continues to support the approach and priority in this essential area. Close working between service departments, corporate health and safety and Property Services ensure effective coordination and formulation of programmes of improvement work.
19. Arrangements for the management of legionella were maintained throughout the lockdown period. With many buildings closed or at very low occupancy levels during lockdown, guidance was issued to sites to ensure that additional flushing and temperature checks were undertaken when buildings were reopened. Within the HCC care nursing and residential homes, these measures are supplemented by water sampling and testing and follow up remedial measures to address infrequent localised detections.
20. A programme of legionella improvement works planned for a number of HCC Care homes was paused during the height of the pandemic but has now been

restarted, as access restrictions at these buildings have been eased. Work to address issues that are identified through the temperature monitoring regime is ongoing. Although out of range temperatures represent only around 2% of the 11,600 items of legionella data collected, tracing and rectifying the causes remains a significant and important task.

21. The tree survey programme has continued, including monitoring ash die back across the county. Ash die back has not had a major impact to date and appears to affect groups of trees rather than isolated specimens. Where die back is present, the trees are removed to address the risk, in line with the agreed corporate policy. The strategy is coordinated with activities in other services including Countryside and Highways.
22. The health and safety performance on maintenance and project work has been positive so far this year, with zero significant accidents or incidents recorded. There is regular reporting through our internal management meetings and ongoing liaison with the corporate health and safety teams.
23. A recent Southern Internal Audit Partnership audit of Property Services' project health and safety procedures concluded a "**substantial assurance**" rating (the highest possible), reinforcing the good work undertaken in respect of contractor management responsibilities.

### **Corporate estate**

24. The impact of temporary Covid-19 shutdowns and furloughing of staff within some contractor and supply chain organisations delayed some repairs and maintenance projects in the corporate estate programme at the beginning of the year. The impacts were not as significant as initially expected and, where necessary, key projects have been re-programmed into the autumn and early winter.
25. A number of additional repair and maintenance priorities have emerged since the start of the year. These include urgent reactive repair and lifecycle replacement works and works to address health and safety priorities. Additional funding is also required on a small number of projects to address increased costs arising from the Covid-19 measures that need to be put in place by contractors. This has been reported to the Head of Finance and included in the financial impact assessment shared with Cabinet.
26. In light of the wider financial pressures caused by Covid-19, the repairs and maintenance programme for the corporate estate has been fully reviewed and a number of planned schemes have been deferred to future years, where this can be done without significantly impacting on safety or service continuity. This, together with the allocation of the repairs and maintenance reserve funding, means that the most urgent priorities can be addressed within current budget allocations.

27. Deferrals and additions to the 2020/21 repairs and maintenance programme have been approved under Chief Officer delegations.

### **Schools estate**

28. Despite the delays incurred at the start of the financial year due to the Covid-19 lockdown, good progress has been made on the delivery of the repairs and maintenance programme for schools. All works that needed to be undertaken during the summer holiday period were completed and work to develop the larger projects continues well, with works on site due to commence in the spring and summer of 2021, in line with the planned programmes.

29. On 29 June, the Prime Minister announced an additional £560m for repairs and upgrades to school buildings, on top of funding already allocated for the current year. The additional funding has been received as an addition to the School Condition Allocation (SCA) grant, with the County Council receiving a further £8.1m, bringing the total SCA grant for 2020/21 to £25.5m.

30. Property Services and Children's Services will jointly agree priorities for this additional funding that target educational benefit and reduce maintenance liability. It is currently anticipated that approximately £4m of the additional funding will be allocated to address the next two priority SCOLA re-clad projects with the remaining £4m used to fund a number of smaller schemes addressing common condition related themes. These include roofing upgrades, window improvements, boilers and pipework infrastructure and upgrading electrical infrastructure including distribution boards.

31. Named schemes with individual value over £250k will be added to the capital programme through Executive Member and Council approval early in 2021 with the lower value schemes and programmes of work approved under Chief Officer delegations.

32. At the end of June, the government also announced a new schools re-building programme, with £1bn identified for the first 50 projects. Property Services is working with Children's Services to review potential projects that could meet the necessary criteria, aligning with priorities identified from the DfE's Condition Data Collection (CDC) survey information. The planned "shovel ready" projects to replace the timber framed buildings at Grange and Fryern Junior schools have been shared with the DfE. Although initial feedback suggested that these do not meet the criteria for the programme, the DfE has made contact recently and further discussions are to be held. Opportunities to bid for this additional funding will continue to be rigorously and enthusiastically pursued.

### **Finance**

33. Following confirmation of the additional SCA grant for 2020/21, the total repairs and maintenance funding available this year is circa £57 million, of which £11 million is allocated for the corporate estate and £46 million for schools. The funding sources are set out in the table below.
34. As noted in paragraphs 25 and 26, the repairs and maintenance reserve funding for the corporate estate has now been allocated to address urgent maintenance and health and safety priorities that have arisen since the start of the financial year. The impact of using the accumulated reserve now means that future years additional pressures cannot be absorbed. The liabilities and priorities for 21/22 will be reviewed as part of the autumn budget setting process. This is expected to be a very challenging process for the Council and senior officers are acutely aware of the need to be rigorous in our recommendations to Members.
35. As noted above, work has commenced to identify the most critical priorities to be addressed using the additional £8.1 million SCA grant. Schemes with an individual value of £250k or above to be recommended for addition to the capital programme in early 2021.

<b>Budget</b>	<b>2020/21</b>	<b>Comments</b>
	£'000	
Landlord Repair and Maintenance	7,918	Annual P&R revenue budget
Additional Landlord Repair and Maintenance allocation (£3m for period 2019/20 - 2020/21)	1,500	Second year allocation against the total 2 year funding
Carry forward from 2019/20	25	
Accumulated R&M Reserve	1,056	To support additional investment priorities
R&M reserve 2020/21 contribution	545	Annual allocation
<b>Subtotal Corporate Estate</b>	<b>11,044</b>	

<b>Budget</b>	<b>2020/21</b>	<b>Comments</b>
Schools SLA JWA Pooled revenue contributions	13,746	Pooled funding contributions from schools
School Condition Allocation (SCA) grant 2020/21	17,412	Grant confirmed by the DfE in April 2020.
Carry forward SCA grant from 2019/20	6,917	Allocated to schemes identified in the 2019/20 programme
Additional Schools Condition Allocation (SCA) grant 2020/21	8,086	Additional grant confirmed by the DfE in August 2020.
<b>Subtotal Schools' Estate</b>	<b>46,161</b>	
<b>Grand Total</b>	<b>57,205</b>	

36. In March 2020, the Cabinet Office issued Procurement Policy Note (PPN) 02/20 providing guidance for public bodies on payment of at risk suppliers to ensure continuity of service both during and after the Covid-19 outbreak. There have been a number of updates to this guidance and a further PPN 04/20 was issued in June providing guidance on payment to suppliers during the recovery and transition period following easing of the lockdown.
37. A review of at risk contractors was undertaken and measures were put in place to assist contractors and their supply chains where required, following the guidance in PPN02/20. Measures included ensuring prompt payment of invoices to maintain cash flow and 14-day valuations for larger contracts, where requested by the Contractor to further improve cashflow. The level of retention held on previously completed projects was also reviewed and released where appropriate.
38. Although some maintenance projects did pause for a few weeks at the start of the Covid-19 lockdown, due to a lack of materials and/or availability of labour, only small delays were experienced. Contractually the restrictions imposed are deemed to be a Force Majeure event. Applicable Extensions of Time have been granted to contractors to ensure that they are not unfairly penalised through the application of contract penalties, within the spirit of the PPN-02/20 guidance.
39. Two of the four term maintenance contractors (TMCs) made claims for relief under PPN-02/20, which allowed for continuation of normal payments up to the end of June, even if service delivery was disrupted or temporarily suspended. Total relief paid by HCC to the TMCs in the period to end of June was £250,874.



## **Performance**

40. The primary objective of the repairs and maintenance programmes is to maintain the County Council's estate in a safe and useable condition, ensuring compliance with statutory requirements and prioritising repairs that represent the highest risks in terms of health and safety and service continuity.
41. Property Services ensured that critical maintenance services were maintained throughout the Covid-19 lockdown period and worked closely with building occupants as buildings re-opened. Throughout the Covid-19 lockdown and ongoing period of recovery, critical repair and maintenance work has continued across the estate and

## **Consultation and Equalities**

42. The repair and maintenance programmes are developed in consultation with schools and County Council departments to ensure that proposals meet the needs of building occupants and align with longer term service plans and asset strategies.
43. The 2020/21 repair and maintenance programmes represent expenditure of £57m on the County Council's built estate, addressing the highest priorities condition and maintenance issues. This expenditure will reduce health and safety risks and create improved environments, benefiting all those who occupy and access services from these buildings.

## **Other Key Issues**

### Climate Change

44. The programme of planned maintenance work makes an important contribution to achieving the County Council's targets to reduce carbon emissions and energy consumption from its corporate estate. This includes improving the thermal performance of buildings through re-cladding and re-roofing projects, replacing older plant and installing improved controls and incorporating additional energy saving measures, such as LED re-lighting schemes and photovoltaic panels, into planned maintenance projects.
45. The announcement in July 2020 that the government will invest £1 billion over the next year in a Public Sector Decarbonisation Scheme offers HCC and its public sector partners the opportunity to bid for grant funding improve energy efficiency and implement low carbon heat upgrades across its built estate. More detail on the climate change and carbon strategy and progress on the successful reduction programmes is included in the report elsewhere on this agenda.

## Digital and Smarter Working

46. Work to replace the current Property Services' asset management system continues to progress positively. A four-year contract was let to Concerto in May 2020, for the replacement system. Good progress continues to be made with mobilisation towards the implementation date of April 2021.

## **Future direction**

47. Throughout the remainder of the financial year work will continue to progress the agreed 2020/21 programme of works and recover as many delays as possible caused by Covid-19.
48. With the financial pressures created by Covid-19 on the County Council, repairs and maintenance work on the corporate estate will continue to be carefully considered to ensure that the available funding is directed at the most critical priorities to maintain a safe estate and support service continuity.
49. A number of opportunities have been created by central government to secure additional funding which, if successful, would contribute towards the improvement in condition and reduction of maintenance liabilities across the built estate. Work will continue through the autumn to identify opportunities and prepare compelling bids.

**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	yes
People in Hampshire enjoy being part of strong, inclusive communities:	yes

*NB: If the 'Other significant links' section below is not applicable, please delete it.*

**Other Significant Links**

<b>Links to previous Member decisions:</b>	
<u>Title</u> Managing Hampshire's Built estate – Report to EMCSHRP	<u>Date</u> 20.07.2020
<b>Direct links to specific legislation or Government Directives</b>	
<u>Title</u> <a href="#">Procurement Policy Note 02/20</a> <a href="#">Procurement Policy Note 04/20</a>	<u>Date</u> 03.2020 06.2020

<b>Section 100 D - Local Government Act 1972 - background documents</b>	
<p>The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)</p>	
<u>Document</u>	<u>Location</u>
None	

## **EQUALITIES IMPACT ASSESSMENT:**

### **1. Equality Duty**

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

### **2. Equalities Impact Assessment:**

- 2.1 The 2020/21 repair and maintenance programmes represent expenditure of £57m on the County Council's built estate, addressing the highest priorities condition and maintenance issues. This expenditure will reduce health and safety risks and create improved environments, benefiting all those who occupy and access services from these buildings. For the full EIA assessment please see the [Equality Impact Assessment](#).

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