

**Manchester City Council  
Report for Information**

**Report to:** Resources and Governance Scrutiny Committee - 5 January 2017

**Subject:** Devolution and GMCA/AGMA Budgets

**Report of:** The GMCA Treasurer

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**Summary**

The attached report details the current position on devolution arrangements for Greater Manchester and outlines the current budget for both the Greater Manchester Combined Authority (GMCA) and the Association of Greater Manchester Authorities (AGMA).

**Recommendations**

The Committee is asked to note the report.

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**Wards Affected:**

All

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**Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

None

## 1. Background

- 1.1 Within Greater Manchester both the Greater Manchester Combined Authority (GMCA) and the Association of Greater Manchester Authorities (AGMA) hold budgets available for use across the City Region. Both are funded, in part, through District Contributions with the GMCA also levying a charge on Districts in respect of Transport.
- 1.2 Both GMCA and AGMA budgets provide investment towards the achievement of the GM Strategy 2013-2020 and the twin pillars of growth and reform, with the stated vision:
- “By 2020, the Manchester city region will have pioneered a new model for sustainable economic growth based around a more connected, talented and greener city region where all our residents are able to contribute to and benefit from sustained prosperity and enjoy a good quality of life”.*
- 1.3 The ‘Our Manchester’ Strategy for the City Council will also support the achievement of the GM Strategy acknowledging that the achievement of these objectives will bring benefits to the residents of Manchester.
- 1.4 The local councils of Greater Manchester have a history of co-operation to achieve shared aims for the city region and maximise the benefits which can arise from joint working. Initially through AGMA, and then the creation of the GMCA, this has helped lead the way through to the 2014 Devolution Agreement and subsequent announcements. Devolution enables the transfer of certain powers and responsibilities from national government to sub regions through an elected Mayor. It supports local decision making which can better meet the needs and aspirations of the people who live and work in the area.

## 2 GMCA and AGMA Budgets

- 2.1 Both the GMCA and AGMA budgets are currently reviewed and set annually.
- 2.2 The budget process and timetable is shown in the table below:

Month	Activity
August-December	<ul style="list-style-type: none"> <li>Review of Priorities and Pressures</li> <li>Detailed budget proposals for all AGMA and GMCA functions, levies and precepts</li> <li>Start of Scrutiny Process (November)</li> <li>Autumn Statement (November 23<sup>rd</sup>)</li> </ul>
January	<ul style="list-style-type: none"> <li>Completion of Scrutiny Process</li> <li>GMCA/AGMA budgets approved by GMCA and AGMA Joint Executive</li> </ul>
	<ul style="list-style-type: none"> <li></li> </ul>
February	Budget presentation to Scrutiny Pool covering all budgets

### 3 GMCA and AGMA Budgets 2016/17

#### GMCA Capital Budget 2016/17

- 3.1 The GMCA Capital Budget totals £334.5m of which £291.8m relates to transport schemes and £42.7m relates to Economic Development and Regeneration schemes.

	<b>Budget 2016/17 £000</b>	<b>Forecast 2016/17 (July 2016) £000</b>	<b>Current Forecast 2016/17 £000</b>	<b>Variance 2016/17 £000</b>
Transport	291,825	218,460	206,176	(12,284)
Economic Development and Regeneration	42,679	35,467	31,182	(4,285)
<b>Total Capital 2016/17</b>	<b>334,504</b>	<b>253,927</b>	<b>237,358</b>	<b>(16,569)</b>

- 3.2 Major schemes include the Metrolink Trafford Line, A6 Marr Relief Road and Metrolink Second City Crossing line. In addition the GMCA was awarded a total of £363m over five years as part of the Growth Deal which includes 12 major schemes and upwards of 70 minor works schemes.
- 3.3 Capital budgets are funded predominately from borrowing and government grants, including the Earnback grant awarded to the GMCA as part of its devolution deal. Currently GMCA only has borrowing powers for transport related schemes, with the debt being serviced through the Levy. Economic Development and Regeneration related schemes are wholly funded from government grants or capital receipts.

#### GMCA Revenue Budget 2016/17

- 3.4 The GMCA revised revenue budget 2016/17 totals £256.4m of which transport equates to £228.3m and non transport functions £28.1m.
- 3.5 The funding for transport in 2016/17 represented a cash standstill from the previous year. In 2015/16 there was a 1.5% decrease in the Transport Levy, with an increase of 1.5% in respect of the Greater Manchester Transport Fund being more than fully offset by a reduction of 3% for the remaining transport budget.
- 3.6 The majority of non transport functions were set a savings target of 10% in 2016/17, which most achieved. The savings target prior to this was 12.4% over the two year period 2014-16.
- 3.7 The underlying principle for the review of GM budgets each year is to ensure that funded activities meet the objectives of the Greater Manchester Strategy, maximise value for money and that resources are identified to meet new

investment priorities, whilst recognising that Districts are facing significant budget reductions.

*Transport Budget 2016/17*

- 3.8 The transport budget of £228.3m is funded through the Transport Levy, government grants and reserves. The Transport Levy of £189.3m provides a grant to Transport for Greater Manchester (TfGM) as well as funding to support transport related capital financing costs. There is also further funding of £39.0m from government grants and reserves.
- 3.9 The Levy budget was reduced by £5.8m in 2016/17 matched by an increase in the District contributions for the Economic Development and Regeneration budget in order to fund the contribution to the Business Support Hub. The reduction in transport funding through the Levy was met from transport reserves.
- 3.10 The forecast outturn for 2016/17 is currently in line with budget following contributions to earmarked reserves.

*Non-Transport Budget 2016/17*

3.11 The budget for Non-Transport functions in 2016/17 totals £28.1m and consists of:

Call on Resources	Revised Budget 2016/17 £m	Funded By				
		Base District Charges £m	Short Term Change to District Charges (para 3.13) £m	Grant Income £m	Funded from Reserves £m	Other Income £m
Various grant related schemes (Youth Contract, AGE <sup>1</sup> , City Deal, European Social Fund, ERDF <sup>2</sup> )	14.39			5.65	8.74	
Land and Property Programme	0.30	0.15		0.15		
Business Support Hub	3.90		3.90			
Planning & Housing Team	0.30	0.26		0.04		
Investment Teams (Core and Low Carbon)	1.87	0.35		0.40	0.10	1.02
New Economy	0.70	0.70				
Manchester's Inward Investment Agency (MIDAS)	1.02	1.02				
Marketing Manchester	0.35	0.35				
Secondees to New Economy	0.18	0.18				
Contribution to Reserves	1.90		1.90			
Other Costs and Priorities	3.21	1.00		0.25	0.38	1.58
<b>TOTAL</b>	<b>28.12</b>	<b>4.01</b>	<b>5.80</b>	<b>6.49</b>	<b>9.22</b>	<b>2.60</b>
<b>Manchester's District Charge</b>		<b>0.72</b>	<b>1.10</b>			

<sup>1</sup> Apprenticeship Grant for Employers – extended to July 2017

<sup>2</sup> European Regional Development Fund

- 3.12 The budget is reported quarterly and the current forecast outturn as at quarter two (end September 2016) is a minor underspend of £0.14m after contributions to earmarked reserves.
- 3.13 At its meeting in May 2015 GMCA approved financial assistance of £5.8m for the Business Support Hub over a period of two years, £1.9m in 2015/16 funded in-year from reserves and £3.9m in 2016/17 (and potentially further sums thereafter). The overall budget set aside in 2016/17 allows for both the 2016/17 requirement of £3.9m and the reinstatement of the reserves utilised in 2015/16 (£1.9m). This has been met from an adjustment to the Transport Levy, which has been reduced, and a corresponding increase in the District charge for non-transport functions. This resulted in a net nil impact on charges to individual Districts overall.
- 3.14 The proportion of the GMCA budget met from District Charges in 2016/17 is 34.9%. This is higher than recent years due to the time limited adjustment as a result of the financial assistance to the Business Support Hub referred to above. Without this Districts would fund c18% of the overall budget.

AGMA Budget 2016/17

- 3.15 The AGMA budget for 2016/17 totals £25.94m and consists of:

Call on Resources	Revised Budget £m	Funded By			
		District Charges £m	Grant Income £m	from Reserves £m	Other Income £m
<u>AGMA Units</u> County Records (£0.24m), S48 Grants (£3.31m), Trading Standards (£0.07m), Archaeology, Waste and Minerals and Ecology Units (£0.30m)	3.92	3.87			0.05
<u>Priorities</u>					
- PSR (Main Fund, Development Fund and Troubled Families)	13.01	0.91	8.31	3.79	
- Transformational Challenge Award	5.64		0.81	4.83	
- Low Carbon Hub	0.23	0.23			
- GM Spatial Framework	0.40	0.20		0.20	
- Procurement Hub	0.14	0.14			
- Other Priorities	1.58	0.06		1.52	
Other Costs, primarily GM Integrated Support Team (GMIST)	1.02	0.85	0.07		0.1
<b>TOTAL</b>	<b>25.94</b>	<b>6.26</b>	<b>9.19</b>	<b>10.34</b>	<b>0.15</b>
<b>Manchester's District Charge</b>		<b>1.15</b>			

- 3.16 The forecast outturn as at quarter two (end of September 2016) is a minor underspend of £0.01m after contributions to earmarked reserves.
- 3.17 District contributions represent 24.1% of the overall AGMA budget in 2016/17.
- 3.18 The most significant District funded budget relates to Section 48 grants which have been reviewed for the three year period 2015-18. The Section 48 grants fund is designed to support groups whose work can help deliver community-focused elements of the Greater Manchester Strategy; and contribute to the region's economic growth.

#### **4 Local Enterprise Partnerships (LEPs)**

- 4.1 A significant proportion of GM funding, such as regional growth funds, is awarded through the GM LEP. The GM LEP plays a key part in Greater Manchester's governance arrangements, with business leaders empowered to be an integral part of determining local priorities and driving growth and job creation within the city region. The LEP is a cornerstone of the wider partnerships established between local government, businesses and educational institutes, and the public, private, voluntary and community sectors.
- 4.2 Alongside the Greater Manchester Combined Authority, the GMLEP jointly *owns* the Greater Manchester Strategy with priorities to secure sustainable economic growth for the benefit of the conurbation and its residents.
- 4.3 Alongside funding awarded through the LEP, there is a comparatively minor amount of funding paid directly to them of £0.5m which is reinvested to support GM priorities.

#### **5 Devolution and GM**

- 5.1 In November 2014 the Government and GMCA signed the Greater Manchester Devolution Agreement. The Agreement represents a significant devolution of powers and responsibilities to Greater Manchester. These are designed to drive economic growth and reform public services for the benefit of people who live and work in Greater Manchester. The agreement gives the region additional powers, and greater accountability through a new elected mayor for the CA who will be elected in a ballot of all Greater Manchester voters in 2017.
- 5.2 The region built upon this original and innovative agreement with further devolution in the Summer Budget 2015 along with additional powers in the November 2015 Spending Review and Autumn Statement. A fourth devolution agreement was then agreed in the March 2016 Budget with the most recent announcements, detailed in paragraphs 5.9 to 5.18 as part of the 2016 Autumn Statement
- 5.3 The regions powers include:

- more control of local transport, with a long-term government budget to help plan a more modern, better-connected network this includes bus franchising;
- new planning powers to encourage regeneration and development
- a new £300m fund for housing to support an extra 15,000 new homes over ten years;
- extra funding to get people back into work which is now being built on through the co-commissioning arrangement as announced in the 2016 Autumn Statement;
- incentives to skills-providers to develop more work-related training
- extra funding to support and develop local businesses;
- the role of the Police and Crime Commissioner being merged with the elected mayor ;
- control of investment through a new 'earn back' funding arrangement which provides £30m per annum (capital and revenue) for the region's infrastructure if it reaches certain levels of economic growth;
- the elected mayor will be responsible for the fire service;
- the elected mayor will have more control of planning through a new Greater Manchester Land Commission.

5.4 The GMCA have evolved and grown since its inception in 2011 and, inevitably, with further devolution through an elected mayor as well as the priority to continue to meet the ambitions for GM, there are significant changes proposed for the GMCA from 2017/18 which will affect its financing and budget.

5.5 The budget proposals for 2017/18 are currently undergoing scrutiny involving the Leaders and Treasurers of the GM Districts and this is due to be finalised in January in advance of the final recommendation to the January Joint Executive.

5.6 Officers are working through the transition arrangements and establishing new structures and systems to support the organisation moving forward. This includes moving the CA on to a new financial system. Amendments to the Statutory Order for the CA are currently being drawn up by Government which will also influence the final position.

5.7 Inevitably there are a number of financial pressures that have arisen from the requirements for Combined Authority moving forward and the Authority is working to finalise these through the budget process with the intention to meet them from within the existing resources available to the CA, which will include savings and the use of reserves.

#### Business Rates Pilots

5.8 Greater Manchester has also been given the opportunity to participate in business pilot schemes which have brought a financial benefit to the region. These include the 2015 Growth pilot and, from 2017/18, Greater Manchester Councils will take part in the 100% Business Rates retention pilot. The detail for the operation of the 100% pilot is currently being finalised.



Key Announcements for GM from the Autumn Statement 2016

- 5.9 The Government's Autumn Statement was published on 23 November and whilst they remain committed to devolution to localities, there were very few announcements regarding further devolved powers. However, it was confirmed that the budget for the national Work and Health Programme will be devolved to Greater Manchester (and also London), subject to meeting certain conditions, including co-funding.
- 5.10 The Government will begin talks on future transport funding with Greater Manchester. This is in response to Greater Manchester's ask within its Autumn Statement submission to open discussions regarding the establishment of a second GM Transport Fund. Government will also make funding available to enable the business case for an extension of the Metrolink network from its current terminus at the Airport Rail station to serve the Airport's Terminal 2.
- 5.11 The Chancellor announced also that of a total £1.8bn available nationally for the third round of the Growth Deals, £556m will be paid to Local Enterprise Partnerships (LEPs) in the North of England, with the allocation to individual LEPs being set out in the next few weeks.
- 5.12 The Autumn Statement included a new £23bn National Productivity Investment Fund (NPIF); within this there is £7.3bn for housing including a £2.3bn Housing Infrastructure Fund to be allocated to Local Government on a competitive basis. The Fund is intended to "provide infrastructure targeted at unlocking new private house building in areas where housing need is greatest". The criteria for "need" is yet to be confirmed and GM would be seeking support to reach its house building aims as set out in the GM Spatial Framework.
- 5.13 The Chancellor has also announced funding of £1.4 billion to deliver an additional 40,000 affordable housing starts by 2020/21 and of particular significance to GM is a commitment to "relax restrictions on grant funding to allow providers to deliver a mix of homes for affordable rent and low cost ownership, to meet the housing needs of people in different circumstances and at different stages of their lives." This responds directly to one of the asks of the GM Autumn Statement submission, which sought a "lighter regulatory framework" that would allow local areas in GM to adjust tenure to accommodate real demand in the marketplace.
- 5.14 There was also £1.7bn announced to accelerate construction on public sector land. Limited details are available but GM will consider that it is well placed to access this funding through its GM Land Commission role of site assembly, facilitating planning processes and ensure the progress of developments.
- 5.15 GMCA and other Mayoral combined authorities will also be given the power to borrow for their new functions, allowing increased investment in infrastructure

to support economic productivity. This will be subject to a borrowing cap being agreed with HM Treasury.

- 5.16 In addition to and alongside the 2016 Autumn Statement, Government has also published a Northern Powerhouse Strategy (NPH Strategy). This responds to the work that Greater Manchester has undertaken over recent months to ensure that the Northern Powerhouse is fully recognised and embedded within the Government's policy framework.
- 5.17 The NPH Strategy identifies the *Prime Capabilities* that will drive productivity across the North, and highlights the four key areas of connectivity skills, innovation and trade as priorities for further work.
- 5.18 The Strategy explicitly recognises existing government commitments to the Northern Powerhouse and identifies a number of areas for further work, including:
- working with northern city regions to explore options for improving delivery of early years outcomes;
  - working with the North to ensure that local priorities are fed into the provision of careers advice, so that it is employer-led, integrated and meets local needs;
  - working with northern city regions to support them to work with employers and providers to develop an ambitious, locally-owned plan for promoting the take-up of apprenticeships.

## **6 Transport for the North**

- 6.1 Transport for the North is influential to the progress of transport proposals in Greater Manchester. In March 2016 the Northern Transport Strategy Spring 2016 was launched by Transport for the North (TfN) and the Department for Transport, and gives an update on their joint work. The report outlines transformative projects such as Northern Powerhouse Rail and Smart North – a smart ticketing system to allow passengers to switch easily between transport modes across the region while ensuring value for money. It also gives updates on some of the key improvements already made in the North over the past year, and the billions of pounds already guaranteed to deliver better journeys and support the region's economic growth
- 6.2 In the March 2016 Budget, the Chancellor of the Exchequer underlined the Government's support for the vision set out by TfN in the Northern Transport Strategy, and also accepted recommendations from the National Infrastructure Commission on northern connectivity.
- 6.3 The running costs of TfN are met through government grant.

## **7 Rail North**

- 7.1 Rail North Limited brings together local transport bodies across the North of England and represents the regional and local economic, transport and strategic objectives for the rail industry. It has enabled Local Authorities to

develop their understanding of rail industry processes and to provide their local experience and expertise to influence franchising outcomes.

- 7.2 It is largely funded by government grant with a nominal contribution from each transport authority.

## **8 Conclusions**

- 8.1 The report outlines the current budget for both the GMCA and AGMA as well as the current position on devolution powers within Greater Manchester and indicative funding streams where these have been announced.
- 8.2 Whilst devolution opportunities are being recognised now through funding streams such as Earnback and the Housing Investment Fund; there will be further opportunities made available from 2017/18 and following the election of a Mayor for Greater Manchester.

**Date:** 25 November 2016

**Subject:** Greater Manchester Housing Fund Mid Year Report 2016/17

**Report of:** Councillor Richard Farnell, Portfolio Lead for Planning and Housing and Eamonn Boylan, Lead Chief Executive for Planning and Housing and Investment Strategy and Finance

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### **PURPOSE OF REPORT**

This report is to inform members of the outturn and forecast position of the GM Housing Fund for 2016/17 and to note the position in relation to the indemnity entered into by each of the Local Authorities in relation to the GM Housing Fund.

This report, and the accompanying Part B report to be considered on the confidential part of the agenda on account of the commercially sensitive nature of the information, discharges the semi-annual reporting obligations under the indemnity for the period 1 November 2015 to 31 March 2016.

### **RECOMMENDATIONS:**

Members are recommended to:-

Note the outturn and forecast position of the GM Housing Fund for 2016/17 and note that there has been no requirement for the GM Local Authorities to account for any impairments as a result of the performance of the Fund.

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### **BACKGROUND PAPERS:**

- Housing Investment Fund (report to GMCA, 27 February 2015)
- GM Housing Fund – Investment Strategy (report to GMCA, 26 June 2015)
- GM Housing Fund – Updated Investment Strategy (report to GMCA, 27 July 2016)

<b>TRACKING/PROCESS</b>		
Does this report relate to a Key Decision, as set out in the GMCA Constitution or in the process agreed by the AGMA Executive Board		No
<b>EXEMPTION FROM CALL IN</b>		
Are there any aspects in this report which means it should be considered to be exempt from call in by the AGMA Scrutiny Pool on the grounds of urgency?		No
<b>AGMA Commission</b>	<b>TfGMC</b>	<b>Scrutiny Pool</b>
N/A	N/A	N/A

## 1 INTRODUCTION

- 1.1 The £300m GM Housing Fund (GMHF) was approved by the GMCA in March 2015 along with the initial Investment Strategy. The GMHF was publicly launched in June 2015.
- 1.2 Under a Deed of Indemnity through which each of the other 9 Local Authorities support their proportion of any potential liabilities arising from Manchester City Council's obligations for repayment of funds to government at the of the Fund's lifetime, MCC / GMCA are obliged to report to the Local Authorities on the operation of the Fund on a semi-annual basis. This report sets out the financial position of the Fund to satisfy those obligations.

## 2 PROGRESS OF THE FUND

- 2.1 GM has approved loan offers for 8 loans, amounting to £96m of committed investment. The table below shows the summary status of the approved projects as at 30th September 2016.

Status	No Of Projects	Total Units	Total Loans (£m)
Drawing Funds	5	1,026	81.3
Signed Facility Agreements	1	20	1.5
CA Approved	6	293	34.1
<b>Total Committed</b>	12	1,339	116.9

- 2.2 The funding from DCLG will be drawn down from DCLG in 4 yearly tranches. The first tranche of funding was £40m with the second tranche being for £80m.
- 2.3 Funding provided by DCLG is paid to MCC at the beginning of the financial year and any funding not invested is to be repaid to DCLG on 31 March of each year.

### 3 OUTTURN AND FORECAST CAPITAL EXPENDITURE

- 3.1 The 2015 /16 outturn capital expenditure position for the Fund was £18.4m, resulting in a repayment of £21.6m to DCLG. The funds repaid are available for drawdown in the current financial year should there be a requirement from the Fund having invested the £80m tranche of funding for this financial year.
- 3.2 Based on those projects approved to date and expected to proceed, and the current pipeline, the forecast capital expenditure position for the Fund in the coming financial years set out below. It is currently expected that £55m of funds will be repaid to DCLG at the end of the financial year due to two of the projects repaying a proportion of the outstanding loans.

Financial Year	Forecast Capital Expenditure (approved loans)	Forecast Capital Expenditure (pipeline loans)
2016 / 17	£44.4m	£0m
2017 / 18	£43.8m	£57.1m
2018 / 19	£2.2m	£123.2m

- 3.3 The CA loans approved to date equate to a commitment of £116.9m. The total outturn and forecast capital expenditure is £108.8m. The difference is due to the need to approve facility amounts that include potential funding requirements and which do not reflect the anticipated expenditure.
- 3.4 The forecast capital expenditure of pipeline loans assumes that £184m of commitments will be made. It is expected that these commitments will be made before the end of this financial year.

### 4 OUTTURN REVENUE AND COSTS

- 4.1 Revenue generated by the Fund through interest and fees for the first 6 months of the financial year was £867k with a forecast for the full financial year of £2,209k. The 2016 /17 6 monthly outturn revenue expenditure for the Fund was £905k with the full year forecast being £1,832k. The costs are predominantly associated with staff and consultancy costs.

### 5 SUPPORTING PORTFOLIO ANALYSIS

- 5.1 The initial Investment Strategy set out guidelines in relation to the portfolio that would be adhered to when making investment decisions. The table below sets out the schemes approved by the CA as at 31<sup>st</sup> March 2016.

Name of Project	Location	Type	GMCA Loan
Water Street	Manchester	Apartments for Rent (City Centre)	23.7
Tariff Street, Piccadilly Basin	Manchester	Apartments for Sale (City Centre)	9.7
Pomona Wharf	Trafford	Apartments for Rent (City Centre)	10.3
Woodfield, Altrincham	Trafford	Houses and Apartments for Sale	3.8
Boundary Park	Oldham	Houses for Sale	1.5
Charminster Drive	Manchester	Houses for Sale	1.0
Wilburn St Basin	Salford	Apartments for Sale (City Centre)	42.5
Edinburgh Castle	Manchester	Houses and Apartments for Sale	3.6
Lowes Road	Bury	Houses for Sale	1.4
Islington Wharf Phase 3	Manchester	Houses and Apartments for Sale	10.1
St Stephens Church	Tameside	Houses and Apartments for Sale	2.4
The Place	Trafford	Houses for Sale	6.9

5.2 Apartments in the City Centre include flats or apartments in Manchester, Salford and Trafford. The guidelines set out in the revised Investment Strategy in July 2016 and the position of the Fund against these guidelines are as follows:

Guideline	£ Of £300m Fund	Current Fund Position
Apartments for Sale or Rent (City Centre) without forward sale agreed	£200m	£54.95
Apartments for Sale or Rent (City Centre) including those with forward sale agreed	£250m	£99.9
Single Developer	£90m	£66.2
Infrastructure	£90m	£0m

5.3 The current investment committed to City Centre schemes is £99.9m, representing 30% of the Fund and 85% of the committed investment. One of the projects delivers 4 blocks with two of these blocks under contract under a forward sale agreement.

## 6 RECOMMENDATIONS

6.1 The recommendations appear at the front of this report.