

CAPITAL PROGRAMME 2016/17 – 2019/20

Cabinet Member Cllr Peter Hare Scott
Responsible Officer Head of Finance

Reason for Report: To seek approval of the 2016/17 Capital Programme and note the draft 2017/18, 2018/19 & 2019/20 programmes.

RECOMMENDATIONS: That the Cabinet recommend to Full Council:

- 1. The detailed Capital Programme for 2016/17 be approved and the estimated amounts for 2017/18, 2018/19 & 2019/20 be noted.**
- 2. To agree to earmark New Homes Bonus (NHB) monies of £1,091k to support the 2016/17 Capital Programme (see para 2.3).**

Relationship to the Corporate Plan: The Capital Programme identifies the capital investment proposed across all strands of the Corporate Plan over the next four years.

Financial Implications: The Capital Programme submitted for 2016/17 is fully funded. Future capital receipts are now estimated at such a low level that the Council needs to evaluate ways of making additional provision to fund its long term capital programme or reduce its property portfolio.

Legal Implications: See comments below in relation to spending of grants and receipts.

Risk Assessment: There is a risk of claw back of external funds if sums received are not spent in accordance with the terms on which they were given, or not within agreed timescales. Useable Capital Receipts for 2016/17 have been projected at a prudent level of £300k but there is a risk that if these do not materialise, the authority may need to delay scheme start dates to the following financial year or to make a revenue contribution to Capital to ensure full programme delivery.

1.0 Introduction

- 1.1** The proposed Capital Programme has been produced following detailed consultation with spending officers and is now mainly focused on essential asset maintenance, funding a range of private sector housing projects, modernisation of our refuse and recycling vehicles, ICT replacement and investment and ensuring that our existing housing stock is maintained to the decent homes standard. The programme also includes Council House

building projects and spend to save projects that will only be undertaken if a robust business case demonstrates an acceptable payback period.

- 1.2 A significant amount of work was undertaken when producing the Council's Medium Term Financial Plan (MTFP) during the late summer which helped to scope the size and funding of the 2016/17 capital programme. A number of subsequent meetings were held with service managers which focused on the essential projects (in terms of end of life asset replacement or health and safety) and involved reprioritising or rescheduling expenditure to future years.

2.0 The 2016/17 Capital Programme

- 2.1 Through reprioritisation of capital projects the Council has been able to set a balanced capital programme for 2016/17. Appendix 1 shows the proposed Capital Programme for 2016/17 which totals £8,041k.
- 2.2 The 2016/17 Capital Programme is fully funded by a combination of:

General Fund Project Funding Sources	Amount of Funding
S106 & Affordable Housing Contributions	222
Capital Reserve	136
DCLG (Disabled Facilities Grant)	311
New Homes Bonus (NHB)	1,070
Contrib from Private Sector Housing EMR	165
Contrib from Vehicle sinking fund EMR's	160
Total Funding General Fund Projects	£2,064k
HRA Project Funding Sources	Amount of Funding
Contribution from existing Useable Capital Receipts	65
Use of forecast Useable Capital Receipts to be generated in 2016/17	300
MRA	2,860
New Homes Bonus (NHB)	21
Use of forecast Replacement Homes Capital Receipts to be generated in 2016/17	350
Contrib from Renewable Energy fund EMR	200
Contrib from Housing Maintenance Fund	272
Contrib from Affordable Rents Surplus EMR	73
PWLB Borrowing	1,836
Total Funding HRA Projects	£5,977k
Total Funding (GF & HRA)	£8,041k

- 2.3 An item to note is that to balance the 2016/17 Capital Programme requires £1,091k (£1,070k + £21k) of New Homes Bonus (NHB) funding. Further contributions from NHB are required over the life of the MTFP; this is evident from the table below with the forecast contribution amounting to £1,249k for 2017/18, 2018/19 and 2019/20.
- 2.4 A significant amount of NHB £764k is planned to be used to help balance the 16/17 Revenue Budget, this includes one off projects amounting to £326k together with £438k to help balance the budget.
- 2.5 The Department of Local Government is currently conducting a consultation where there is a proposal to cut the grant awarded to District Councils from six years to four. Also changing the proportions awarded to district and upper tier authorities is being considered. This is evident in our recent grant settlement where we were given provisional figures for our NHB grant of £1.8m in 16/17 and forecast to reduce to £1.1m by 2019/20. On this basis careful consideration is required on how we continue to utilise this grant.
- 2.6 A contribution is expected from the Housing Maintenance Fund of £272k in order to deliver the council house building schemes identified in the 16/17 Capital Programme. Further contributions from this reserve will be required to deliver council house building aspirations identified in our MTFP amounting to £6,713k for 2017/18, 2018/19 and 2019/20 (see table below). The remainder of these schemes will be mainly funded by a combination of useable capital receipts (general and replacement homes receipts) and to take advantage of current favourable PWLB borrowing rates. (See Para 4.1)
- 2.7 Recent successful funding bids from from the Homes and Communities Agency amounting to £1,860k for developments in Fir Close Willand, St Andrews Street, Birchen Lane and Palmerston Park Tiverton and Burlescombe have/will help preserve the Housing Maintenance Fund so that it can be used for future council house building projects. It should be noted that this stream of funding is no longer available to us. However the Housing department will continue to explore other external funding streams depending on the nature of the development.
- 2.8 A deliverable programme of £2,860k has been identified to maintain our existing council house stock, the balance of available monies will remain in the Housing Maintenance Fund in order to deal with future additional spend that has been identified by the stock condition survey.
- 2.9 Appendix 2 shows the MTFP, which was presented at the October 2015 Cabinet. Appendix 1 shows, the 16/17 Capital Programme that has evolved from the MTFP and has been refreshed with up to date information on expenditure and funding as referred to in paragraphs 2.1 to 2.8 above. A summary of the subsequent 3 years is shown in the table below.

MTFP summary 2017/18, 2018/19 & 2019/20

General Fund Capital Projects	2017/18 (£k)	2018/19 (£k)	2019/20 (£k)
Private Sector Housing Projects	583	595	607
Affordable Housing Projects	522	222	222
Replacement Vehicles	170	835	325
Leisure related projects	80	115	550
Depot relocation	100	5,000	0
Other General Fund related Schemes	630	190	315
Total General Fund Capital Projects	2,085	6,957	2,019
HRA Capital Projects	2017/18 (£k)	2018/19 (£k)	2019/20 (£k)
HRA maintenance of existing stock & DFG's	3,303	3,309	3,315
HRA Council House Building Projects	5,726	5,226	8,226
Replacement Vehicles	265	25	80
Total HRA Capital Projects	9,294	8,560	11,621
Total GF & HRA Capital Projects	11,379	15,517	13,640
General Fund Project Funding Sources	2017/18 (£k)	2018/19 (£k)	2019/20 (£k)
S106 & Affordable Housing Contributions	222	222	222
Capital Reserve	136	136	135
DCLG (Disabled Facilities Grant)	311	311	311
New Homes Bonus (NHB)	487	121	641
Contrib from Private Sector Housing EMR	465	165	165
Contrib from Vehicle sinking fund EMR's	100	638	181
Forecast receipt for Depot & Town hall rationalisation	0	1,000	0
Capital Receipts Reserve	364	364	364
PWLB borrowing	0	4,000	0
Total Funding General Fund Projects	2,085	6,957	2,019
HRA Project Funding Sources	2017/18 (£k)	2018/19 (£k)	2019/20 (£k)
Use of forecast Useable Capital Receipts	0	0	0
MRA	2,800	2,800	2,800
New Homes Bonus (NHB)	0	0	0
Use of forecast Replacement Homes Capital Receipts	350	350	350
Contrib from Renewable Energy fund	200	200	200

EMR			
Contrib from Housing Maintenance Fund	606	5,112	995
Contrib from Affordable Rents Surplus EMR	73	73	73
PWLB Borrowing	5,000	0	4,000
Revenue contribution from the HRA	265	25	80
Total Funding HRA Projects	9,294	8,560	8,498
Total Funding	11,379	15,517	10,517
Funding Gap	0	0	3,123

For a detailed breakdown please refer to Appendix 2.

- 2.9.1 The further into the future we try to predict the more difficult it is to do with the same level of certainty, therefore although 2018/19 and 2019/20 give an indication of the likely resource required during these years, we will know with a greater level of certainty nearer the time, therefore the predicted level of expenditure may well change.

3.0 Funding the Capital Programme

- 3.1 NHB funding forms a substantial amount of the funding of this programme (as referred to in para's 2.3 & 2.4 above) (£2,340k over the four years which includes £1,091k in 2016/17). Due to the uncertainty of future NHB funding (referred to in para 2.5) and the fact that this funding could be reduced or even removed in the future, and that we are now using more of this to balance the Revenue budget, it is important to be aware that if it is, our future Capital programmes will need to be curtailed to match the funding we have available.
- 3.2 Due to the very low level of estimated new capital receipts for 2016/17, only a small number of new Council funded schemes have been incorporated in the Capital Programme. Council house sales have been predicted at 16 sales per annum for the life of this programme. The Government Pooling arrangements mean a proportion of the sale is pooled to the government, a proportion is retained in a ring fenced reserve for replacement house building (linked to the HRA self-financing arrangements that have been in place since 01/04/12) and the balance is retained by the authority as a useable capital receipt, which can be used to support our Capital Programme.
- 3.3 The projected level of usable capital receipts available for 2016/17 is £365k (this is made up of £300k, net of pooling, estimated to be generated from sales in 2016/17 and a contribution of £65k from existing Useable Capital Receipts). All other previously generated capital receipts have been used to balance the subsequent years of the MTFP.
- 3.4 The figures assumed for receipts from the sale of assets have been calculated prudently and therefore if any additional receipts are generated we can return to some of the projects which could not be funded in the first instance and consider their inclusion. Any such decision (subject to constraints within the financial rules) would require Full Council approval and be linked to the Corporate Plan priorities.

3.5 Due to the pressure on the revenue budget we no longer make a revenue contribution from the General Fund. At this point in time NHB funding enables this but if this funding were to be curtailed we may have to contribute monies from the general fund in the future to support essential capital projects.

4.0 Council Borrowing

4.1 Prudent borrowing has been estimated for 2016/17, this will be used to help fund the land associated with the proposed Council House Building project at Waddeton Park, but this is subject to forthcoming negotiation which will determine the amount of prudential borrowing required.

4.2 Borrowing is also envisaged in 2017/18 & 2019/20 to deliver proposed Council House Building Projects. Also in the medium term it is highly likely that we may wish to build our own Waste & Recycling depot, the timescale on this is very difficult to predict due to a number of factors; if this were the case we would also need to borrow, therefore this has been included in year 2018/19 of the MTFP for illustration purposes. Borrowing is only considered in exceptional circumstances, whether in relation to the projects detailed above or for spend to save projects following a robust cost/benefit analysis exercise that would be able to demonstrate both an acceptable 'payback period' and that savings would be generated in excess of the annual revenue cost of servicing the debt.

5.0 Conclusion

5.1 As previously mentioned, the Capital Programme for the next four years is limited due to the scarce availability of funding. It is, therefore, imperative that capital funds are only spent on those projects which enable the Council to deliver its Corporate Plan objectives.

5.2 Due to the continuing austerity programme being implemented by Central Government the Council is beginning to explore more commercial options in order to balance budgets. Examples include: regeneration projects and land or building acquisition; any such projects will need to be justified through robust business cases. Projects of this type will need significant capital funding either from existing receipts or from longer term borrowing. All members will be kept informed of any developments in these areas.

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Background Papers: Capital Bid Submissions and workings for MTFP

File Reference None

Circulation of the Report: Management Team

MDDC 2016/17 CAPITAL PROGRAMME

Code	Responsible Officer Job Title	Scheme	Approved Capital Programme 2016/17 £000's
		<u>General Fund Projects</u>	
CA627	Estates Manager	<u>Exe Valley leisure centre</u> EVLC - Pressure set replacement Hot/Cold	50
CA626	Estates Manager	EVLC - Fitness extension - subject to business case * * Note £500k in 15/16 will be slipped to 16/17	250
CA451	Estates Manager	<u>Phoenix House</u> Phoenix House - Ground Floor changes - subject to business case	100
CA505	Estates Manager	<u>Pannier Market</u> Pannier Market -Pedestrian roof cover - subject to business case ** ** Note £110k in 15/16 will be slipped to 16/17	290
CA709	Estates Manager	<u>MSCP Improvements</u> MSCP improvements (refer to Matrix condition report)	50
CA628	Estates Manager	<u>Play Areas</u> Play area refurbishment - West Exe Recreation Ground Tiverton	50
CA452	Estates Manager	<u>Other Projects</u> Station Yard re construct shower block welfare	35
CA453	Estates Manager	Land drainage flood defence scheme - Newton St Cyres	50
CA454	Estates Manager	Phoenix Lane - Conversion to homeless shelter	40
CA455	Estates Manager	St Lawrence Green Project	30
CA425	Head of Business Information Services	<u>ICT Projects</u> Server farm expansion/upgrades	20
CA433	Head of Business Information Services	Unified Communications/telephony	25
CA456	Head of Business Information Services	Digital Transformation possible replacement of CRM	50
CA457	Head of Business Information Services	Digital Transformation including Cosmic for Mid Devon	20
CA444	Head of Business Information Services	SQL/Oracles refreshes	50
CA821	Waste and Transport Manager	<u>Replacement Vehicles - Refuse Collection</u> 5 Refuse Vehicles with Food waste capability *** *** Note £740k in 15/16 will be slipped to 16/17	160
			1,270
CG216	Head of HR & Development	<u>Private Sector Housing Grants</u> Private Sector Housing initiatives to be prioritised	104
CG201	Head of HR & Development	Disabled Facilities Grants–Private Sector	468
			572
CA200	Enabling Support Manager	<u>Affordable Housing Projects</u> Grants to Housing Associations to provide units (funded by commuted sum)	222
			222
		Total General Fund Projects	2,064

Code	Responsible Officer Job Title	Scheme	Approved Capital Programme 2016/17 £000's
		HRA Projects	
CA100	Housing Building Manager	Major repairs to Housing Stock	2,860
CA111	Housing Building Manager	Renewable Energy Fund Spend	200
CG200	Housing Building Manager	Disabled Facilities Grants - Council Houses	297
CA120	Head of Housing & Property Services	Burlescombe (6 units) **** **** Note £700k in 15/16 will be slipped to 16/17	100
CA125	Head of Housing & Property Services	Waddeton Park - (75 units)	2,000
CA127	Head of Housing & Property Services	* Stoodleigh - Pending feasibility (4 units)	520
		Total HRA Projects	5,977
		CAPITAL PROGRAMME GRAND TOTAL	8,041

0

Code	Funding Stream	Approved Capital Programme Funding 2016/17 £000
	General Fund Projects	
9801	S106 & Affordable Housing Contributions	222
9990	General Capital Reserve	136
9701	Govt Grant (DCLG)	311
9727	New Homes Bonus (GF)	1,070
9957	Private Sector Housing Grants EMR	165
9990	Contribution from Sinking Funds	160
	Total General Fund Projects	2,064
	HRA Projects	
9980	* Useable Capital Receipts General to be generated in 2016/17	365
	* Contribution from existing Useable Capital Receipts £65k	
	* Balance to be generated in 2016/17 £300k	
9710	MRA Reserve	2,860
9727	New Homes Bonus (HRA)	21
9980	1-4-1 receipts reserve	350
9990	Renewable Energy Fund	200
9990	Housing Maintenance Fund	272
9990	Affordable Rents Surplus	73
9942	PWLB Borrowing	1,836
	Total HRA Projects	5,977
	Grand Total (GF & HRA)	8,041

Medium Term Financial Plan 2016/17 - 2019/20 - Capital

Appendix 2

	Provisional Capital Programme	Estimated Capital Programme	Estimated Capital Programme	Estimated Capital Programme	Total
	2016/17	2017/18	2018/19	2019/20	
	£k	£k	£k	£k	£k
<u>Estates Management</u>					
<u>Leisure - Site Specific</u>					
<u>Lords Meadow Leisure Centre</u>					
Lords Meadow - Replace main pool filters		80			80
Lords Meadow - Tennis Courts surface and lining			25		25
Lords Meadow - Squash Court Climate Control				50	50
<u>Exe Valley Leisure Centre</u>					
EVLC - Pressure set replacement Hot/Cold	50				50
EVLC - Westside control panel replace/ upgrade	20				20
EVLC - Fitness extension - subject to business case*	250				250
* Note £500k in 15/16 will be slipped to 16/17					
<u>Lords Meadow Leisure Centre & Exe valley Leisure Centre</u>					
Pool Covers both sites			40		40
Both pools EVLC & LMLC tiling and balance tank repairs			50		50
<u>Culm Valley sports centre</u>					
Culm Valley- Fitness Gym Extension				500	500
	Total	320	80	115	550
					1,065
					0
<u>Other MDDC Buildings</u>					
<u>Pannier Market</u>					
Pannier Market -Paving replacement		150			150
Pannier Market- Internal decoration				60	60
Pannier Market -Pedestrian roof cover **	290				290
** Note £110k in 15/16 will be slipped to 16/17					
<u>Phoenix House</u>					
Phoenix House - Replacement BMS software				20	20
Phoenix House - Grnd Floor changes, potential DWP - subject to business case	100				100
<u>General Car parks</u>					
P&D resurfacing and lining - Becks Square Tiverton		50			50
<u>MSCP Improvements</u>					
MSCP and Phoenix Lane access road resurfacing		50			50
MSCP refer to Matrix condition report	50	50			100
<u>MDDC Depot sites</u>					
Lords Meadow Depot / repair asbestos panels			50		50
Old Road yard resurfacing		35			35
Station Yard re construct shower block welfare	35				35
Station Yard resurfacing and lining		35			35
Old Road Depot - Asbestos panel replacement				50	50
Foundry Estate- Potential relocation prior EUE		100			100
Centralised depot building EUE - subject to business case			5,000		5,000
<u>Play Areas</u>					
Play area refurbishment District wide	50	50	50	50	200
<u>Cemeteries</u>					
Tiverton and Crediton Chapel maintenance		50			50
<u>Other Projects</u>					
Land drainage flood defence schemes	50	50	50	50	200
Phoenix Lane - Conversion to homeless shelter	40				40
St Lawrence Green - Demolition and make good	30				30
Town Centre - Master Planning ***					0
*** Flagged but potential costs not yet quantified					
	Total	645	620	5,150	230
					6,645
					0

	Provisional Capital Programme 2016/17	Estimated Capital Programme 2017/18	Estimated Capital Programme 2018/19	Estimated Capital Programme 2019/20	Total
Replacement of PC estate 330s		40		40	80
Server farm expansion/upgrades/switches	20	20	20	20	80
Unified Comms/telephony	25				25
Digital Transformation possible replacement of CRM	50	20	20		90
Digital Transformation inc Cosmic for Mid Devon	20	30			50
Members Mobile				25	25
SQL/Oracles refreshes	50				50
Total	165	110	40	85	400

Affordable Housing Projects

Grants to housing associations to provide houses (covered by Commuted Sums)	200	200	200	200	800
Affordable Housing 0.67 FTE	22	22	22	22	88
Contribution to Care Home Provision		300			300
Total	222	522	222	222	1,188

Private Sector Housing Grants

Private Sector Housing initiatives to be prioritised	104	106	108	110	428
Disabled Facilities Grants-P/Sector	468	477	487	497	1,929
Total	572	583	595	607	2,357

Replacement Vehicles

	Number				
Telehandler (Recycling)	1			40	40
RCV (food) (Waste)	5	900			900
RCV (normal) (Waste)	4		600		600
Larger Sweeper (Street Cleansing)	1			80	80
Van Tipper (Street Cleansing)	1		25		25
Small Sweeper (Street Cleansing)	1	70			70
Small Van (District Officers)	4		80		80
Small Van (Parks)	1		20		20
Pool Cars	3			60	60
Small Van (Messenger)	1			20	20
SWB Van (Property Services)	3	40	20		60
Small Van (Public Conveniences)	1		20		20
Van Tipper (Grounds Maintenance)	8	25	50	125	200
Small Van (Grounds Maintenance)	1		20		20
Ransomes Mower		35			35
Total	900	170	835	325	2,230

TOTAL GF PROJECTS	2,824	2,085	6,957	2,019	13,885
	0	0	0	0	0

HRA Projects

Housing Maintenance Fund	2,800	2,800	2,800	2,800	11,200
Renewable Energy Fund	200	200	200	200	800
DFG's - Council Houses	297	303	309	315	1,224
Burlescombe- six properties ****	100				100
**** Note £700k in 15/16 will be slipped to 16/17					
* Watery Lane Tiverton - Garage conversion				1,000	1,000
Waddeton Park - 75 Affordable Homes	2,000	3,000	3,000	3,000	11,000
* Round Hill Tiverton- Site				3,000	3,000
* Shapland Place Tiverton garage conversion			1,000		1,000
* Stoodleigh - Pending feasibility x4 dwellings	520				520
* Replace end of life units x8		1,500			1,500
* Mixed development		1,226	1,226	1,226	3,678
Total	5,917	9,029	8,535	11,541	35,022

* Proposed Council House Building schemes subject to full appraisal

Note - Funding of HRA Projects do not include any approved HCA grant as these are bid for on a project by project basis

HRA Replacement Vehicles

	Number				
Panel Van (Voids)	5	80		20	100
Panel van (Responsive Repairs)	13	40	160	60	260
Van Tipper (Responsive Repairs)	2		25	25	50
Total	40	265	25	80	410

TOTAL HRA PROJECTS	5,957	9,294	8,560	11,621	35,432
	0	0	0	0	0

	Provisional Capital Programme 2016/17	Estimated Capital Programme 2017/18	Estimated Capital Programme 2018/19	Estimated Capital Programme 2019/20	Total
GRAND TOTAL GF + HRA	8,781	11,379	15,517	13,640	49,317
	0	0	0	0	0

FUNDING

GENERAL FUND

EXISTING FUNDS

CAPITAL GRANTS UNAPPLIED (CGU)

	2016/17 £k	2017/18 £k	2018/19 £k	2019/20 £k	Total £k
Govt Funding – Housing DFG	311	311	311	311	1,244
S106 Affordable Housing	222	222	222	222	888
Other CGU					0
Sub Total CGU	533	533	533	533	2132

Capital receipt for Depot & Town Hall rationalisation			1000		1,000
CAPITAL RECEIPTS RESERVE	365	364	364	364	1,457
Sub Total Capital Receipts	365	364	1,364	364	2,457

EARMARKED RESERVES (EMR)

New Homes Bonus (NHB)	1107	487	121	641	2,356
S106	0	0	0	0	0
Other EMR - PSH	165	465	165	165	960
Sinking Funds (Vehicles)	518	100	638	181	1,437
Sub Total EMR	1790	1052	924	987	4,753

NEW FUNDS

BORROWING

Borrowing from Finance Leases					0
Borrowing from Public Works Loan Board			4,000		4,000
Sub Total Borrowing	0	0	4,000	0	4,000

REVENUE CONTRIBUTION FROM G FUND

OTHER	0	0	0	0	0
Homes and Communities Agency Grant HCA	0	0	0	0	0
Other contributions - Capital Reserve	136	136	136	135	543
Sub Total Other	136	136	136	135	543

TOTAL GENERAL FUND FUNDING	2,824	2,085	6,957	2,019	13,885
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HOUSING REVENUE ACCOUNT

EXISTING FUNDS

CAPITAL GRANTS UNAPPLIED (CGU)

Govt Funding – Housing DFG					0
Other CGU					0
Sub Total CGU	0	0	0	0	0

CAPITAL RECEIPTS RESERVE (Replacement Homes)	350	350	350	350	1,400
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EARMARKED RESERVES (EMR)

30 year maintenance plan	494	606	5112	995	7,207
Other EMR					0
Sub Total EMR	494	606	5112	995	7207

OTHER

Major Repairs Allowance	2,800	2,800	2,800	2,800	11,200
Renewable Energy Reserve	200	200	200	200	800
Affordable rents surplus	73	73	73	73	292
Sub Total Other	3,073	3,073	3,073	3,073	12,292

NEW FUNDS

BORROWING

Borrowing from Finance Leases					0
Borrowing from Public Works Loan Board	2,000	5,000	0	4,000	11,000
Sub Total Borrowing	2,000	5,000	0	4,000	11,000

REVENUE CONTRIBUTION FROM HRA	40	265	25	80	410
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TOTAL HRA FUNDING	5,957	9,294	8,560	8,498	32,309
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MDDC GRAND TOTAL FUNDING	8,781	11,379	15,517	10,517	46,194
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GF Funding Gap	0	0	0	0	0
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HRA Funding Gap	0	0	0	3,123	3,123
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TOTAL FUNDING GAP	0	0	0	3,123	3,123
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