

#### **Executive**

9 February 2017

Report of the Deputy Chief Executive/ Director of Customer and Corporate Services

Portfolio of the Executive Member for Finance and Performance

Capital Programme – Monitor 3 2016/17

#### **Summary**

- 1 The purpose of this report is to set out the projected outturn position for 2016/17 including any under/over spends and adjustments, along with requests to re-profile budgets to/from current and future years.
- 2 The 2016/17 capital programme approved by Council on 25 February 2016, updated for amendments reported to Executive and Council is £71.066m.

#### Recommendations

- 3 Executive is asked to:
  - Recommend to Full Council the adjustments resulting in a decrease in the 2016/17 programme of £18.638m as detailed in the report and contained in Annex A.
  - Note the 2016/17 revised budget of £52.428m as set out in paragraph 6 and Table 1.
  - Note the restated capital programme for 2016/17 2020/21 as set out in paragraph 53, Table 2 and detailed in Annex A.
  - Approve the use of £270k from Capital contingency to the Mansion House scheme as set out in paragraph 50.

Reason: to enable the effective management and monitoring of the Council's capital programme.

#### Consultation

4 The capital programme was developed under the Capital Resource Allocation Model (CRAM) framework and agreed by Council on 25 February 2016. Whilst the capital programme as a whole is not consulted on, the individual scheme proposals and associated capital receipt sales do follow a consultation process with local Councillors and residents in the locality of the individual schemes.

## **Summary of Key Issues**

- A decrease of £18.638m is detailed in this monitor resulting in a revised capital programme of £52.428m. £20.003m of this decrease is due to reprofiling of budgets to future years. Offsetting this is a net increase of £1.365m mainly due to an increase of £1.145m in relation to the 22 and 36 Hospital Fields Road scheme in Regeneration and Asset Management as set out at paragraph 45.
- 6 Table 1 outlines the variances reported against each area. It should be noted the Capital programme headers have been amended to reflect the new council directorate structure.

Department	Current Approved Budget £m	Projected Outturn £m	Variance £m	Paragraph Ref
Children, Education & Communities	9.006	7.871	(1.135)	8-14
Health, Housing & Adult Social Care – Adult Social Care	3.593	2.862	(731)	15-19
Health, Housing & Adult Social Care – Housing & Community Safety	24.900	15.810	(9.090)	20-28
Economy & Place – Transport, Highways & Environment	17.627	12.600	(5.027)	29-34
Economy & Place – Regeneration & Asset Management	8.595	7.848	(747)	35-44
Community Stadium	1.000	1.000	-	
Corporate Schemes	3.363	1.640	(1.723)	45-50
IT Development Plan	2.981	2.797	(185)	51-52
Total	71.066	52.428	(18.638)	

**Table 1 Capital Programme Forecast Outturn 2016/17** 

## **Analysis**

7 A summary of the key exceptions and implications on the capital programme are highlighted below.

#### **Children, Education & Communities**

A number of amendments have been made as part of this report resulting in a net decrease to the capital programme of £1.135k in 16/17. Key variances are summarised in the table below, referenced to further narrative

Scheme	Amendment	Amount 16/17 £m	Amount 17/18 – 20/21 £m	Further Details – Paragraph ref
DfE Maintenance	Re-profile	(0.100)	0.100	9
Fulford School Expansion	Re-profile	(0.100)	0.100	10
Family Drug & Alcohol Assess	Re-profile	(0.100)	0.100	11
Enhanced Resource Provision	Re-profile	(0.350)	0.350	12
Review of Building Based Provision	Re-profile	(0.100)	0.100	13
Southbank Expansion	Re-profile	(0.450)	0.450	14

- 9 The DfE Maintenance scheme requires funds of £100k to be transferred from 16/17 into 17/18. This is to fund retentions on contracts which are complete but where final payment will not be due until after 31<sup>st</sup> March 2017.
- 10 The Fulford School Expansion Scheme required funds of £100k to be transferred from 16/17 into 17/18. The remaining works carried out during 2016/17 on this major expansion consist of kitchen and dining-room refurbishment, some re-roofing works to parts of the school, and other smaller improvements. These works are now complete and only minor snagging issues remain. The remaining contract payments are in the process of being finalised. It is therefore proposed to re-profile £100k of this budget into 2017/18, as not all payments are expected to be made in this financial year.
- 11 The Family Drug & Alcohol Assessment and Recovery Facility scheme requires funds of £100k to be transferred from 16/17 into 17/18. This development, linked to existing housing development plans, is intended to

respond to national Family Drug and Alcohol Court (FDAC) requirements. The full budget now needs to be re-profiled into 2017/18 as there has been a delay in commencing this scheme due to the intention to use this budget to match fund with bids for external funding, the results of which are not yet known

- 12 The Enhanced Resource Provision Scheme requires funds of £350k to be transferred from 16/17 into 17/18. Schemes currently planned from within this budget include the creation of additional specialist autism provision and the development of sub-regional specialist residential intervention services for children with severe and complex autism and Aspergers syndrome. Again, the full budget needs to be re-profiled into 2017/18, awaiting the outcome of external funding bids
- 13 The Review of Building Based provision scheme requires funds of £100k to be transferred form 16/17 into 17/18. This scheme is linked to the reorganisation of the Early Help Services in CEC into the new Local Area Teams, and provides an amount of capital to invest in making changes to premises to accommodate these teams. The staffing re-organisation has now been carried out, with the new service operational from 1st January 2017. As the main focus to date has been on delivering the new staffing structure, the new service is only now able to focus on the best use of current building space and any requirements for changes. Therefore the budget needs to be re-profiled into 2017/18 in full.
- 14 The Southbank Expansion scheme requires funds of £450k to be transferred form 16/17 into 17/18. Since this scheme was approved some of the pupil demand pressures have changed in the area. In addition, significant consultation has taken place with all stakeholders. As a result, the scheme has not yet commenced, therefore it is proposed that almost all the budget currently in 2016/17 is re-profiled into 2017/18, leaving £50k to fund any initial fees. A more detailed report on the changes now proposed for this scheme is scheduled to be considered by the Executive on 16th March 2017.

# <u>Health, Housing & Adult Social Care – Adult Social Care & Adult Services Commissioning</u>

15 There have been adjustments to one scheme in this area resulting in a net decrease to the capital programme of £0.731m in 16/17, and a net increase of £5.314m to the programme in 17/18 – 18/19.

Scheme	Amendment	Amount 16/17 £m	Amount 17/18 £m	Amount 18/19 £m	Further Details – Paragraph ref
Older Persons Accommodation Review	Re-profile	(0.722)	0.722		16-18
Older Persons Accommodation Review	Adjustment		1.900	2.692	19

- 16 The budget for the Older Person's Accommodation review has been updated to ensure scheme reflects a number of recommendations from Executive reports and adjusted for latest profiling expectations as set out below.
- 17 A decision was taken by Executive on 7<sup>th</sup> December that £4.727m be added to the Capital Programme for community and library facilities at Burnholme. At the same meeting Executive also recommended £200k be added to the programme for urgent repairs and works to the sports facilities at the site. These costs are to be funded by capital receipts generated from the disposal of surplus development land on the site.
- 18 Executive also decided at the same meeting to add £993k to the programme to allow necessary enabling fees at Lowfield Green.
- 19 Funds of £722 requires transferring from 16/17 into 17/18 to reflect the latest expenditure profiling expectations for the project.

## Health, Housing & Adult Social Care - Housing & Community Safety

20 A number of re-profiling amendments have been made as part of this report resulting in a net decrease to the capital programme of £9.384m in 16/17

Scheme	Amendment	Amount 16/17 £m	Amount 17/18 – 20/21 £m	Further Details – Paragraph ref
Modernisation of Local Authority Homes	Re-profile	(0.258)	0.258	21
MRA Schemes	Re-profile	(0.320)	0.320	22
MRA Schemes	Adjustment	0.195		23
Local Authority Homes – Phase 1	Re-profile	(7.694)	7.694	24-27
IT Infrastructure	Re-profile	(0.932)	0.932	28

- 21 The Modernisation of Local Authority Homes scheme requires funds of £258k to be transferred from 16/17 into 17/18. This is in relation to a project to address more than 200 properties affected by defective damp membranes and rising water tables. Due to the high number of properties affected and the need for tenants to be temporarily decanted into alternative accommodation the project has not proceeded at the pace previously planned. To date 24 properties have been completed with a further 20 completions due by the end of the year with the remaining properties scheduled during 17/18 and 18/19
- 22 The Major Repairs Scheme requires funds of £320k to be transferred from 16/17 into 17/18. This is due to delays in the procurement process along with a high number of tenant refusals, major damp issues and right to buy applications which has lead to a delay in this year's tenants choice programme and therefore approximately 56 properties will now be completed ion the following financial year.
- 23 There is also an adjustment to the Major Repairs scheme in 2016/17 to reflect a predicted overspend of £195k. The majority of this is in relation to Housing capital repairs due to the December 2015 floods which has now been completed. There are also a number of smaller variances including increased expenditure on external door replacement programme and a number of high value void repairs.

- 24 The Local Authority Homes Phase 1 scheme requires funds of £7.694m to be transferred from 16/17 into 17/18. This is made up of a number of smaller new build schemes including Ordnance Lane, Newbury Avenue and Chaloners Road as set out below.
- 25 Ordnance Lane hostel and housing requires fundsof £5.592m to be transferred into 17/18. This to reflect that in late 2016 the contractor entered administration prior to planning consent on the proposed development being received. The scheme design is therefore being revised ahead of a revised or new planning application and procurement of a contractor to build the scheme. The retained budget of £184k for 2016/17 is for costs incurred to date and for architect and planning fees for the revised design. A report will be brought back to Executive at a later date with further details for a decision to be made regarding the revised scheme and new procurement
- 26 Newbury Avenue requires funds of £900k to be transferred into 17/18. The original proposal for flats received planning approval but was subsequently withdrawn following further consultation with local residents and Members. An alternative scheme is being worked for either bungalows or houses on the site and will be submitted for planning approval in early 2017. Accordingly £84,500 is retained in 2016/17 for architect, planning and other fees with the remaining budget transferred into next year
- 27 Chaloners Road requires funds of £1.2m to be transferred into 17/18. This is due to the original contractor pulling out of this scheme, meaning a start on site will be delayed due to the need to re-tender. Consideration is also being given to amending the current scheme from predominantly flats to a development of two bedroom houses. Accordingly £84k budget is retained for architect, planning and other fees and the remainder will be slipped into next financial year
- 28 The IT Infrastructure Scheme requires funds of £932k to be transferred into 17/18. An IT project manager has been working with housing and building services to draw up the detailed requirements for a replacement housing IT system and other IT infrastructure improvements. This work is now complete and a business case has been approved by the IT board. Work will now begin to initiate the tender process but expenditure is now likely to be incurred in the next financial year

## **Economy & Place - Transport, Highways & Environment**

29 A number of amendments have been made as part of this report resulting in a net decrease to the capital programme of £4.468m in 16/17. Key variances are summarised in the table below, referenced to further narrative

Scheme	Amendment	Amount 16/17 £m	Amount 17/18 – 20/21 £m	Further Details – Paragraph ref
Special Bridge Maintenance	Re-profile	(0.439)	0.439	30
Built Environment Fund	Re-profile	(2.022)	2.022	31
Better Bus Area Fund	Re-profile	(0.520)	0.520	32
Local Transport Plan	Re-profile	(1.653)	1.653	33
Flood Defences	Re-profile	(0.317)	0.317	34

- 30 The Special Bridge Maintenance Scheme requires funds of £0.439m to be transferred from 16/17 to 17/18. Planning for the programme of bridge works is still ongoing, and funds will be required as part of significant expenditure required in future years.
- 31 The Built Environment Fund scheme requires funds of £2.022m to be transferred into 17/18. Proposals are being put together for this fund however no significant works are expected to be completed in this financial year (Strategy)
- 32 The Better Bus area scheme requires funds of £520k to be transferred into 17/18. £212k relates to work on the replacement of the Rougier Street bus shelter being delayed as the new shelter cannot be installed until the developer of Roman House has completed work on the building. A further £308k of this is in relation to the Clean Bud Technology Grant. Due to delays to the new Schools transport contract the conversion work on the school buses will now not start until the summer of 2017.
- 33 The Local Transport Plan scheme requires £1.653m of funds to be transferred from 16/17 into 17/18. Within this £1.063m of this relates to the A19 Pinch point scheme. Following the completion of Phase 1 of the A19 Pinchpoint scheme in summer 2015, options to increase capacity at the Crockey Hill junction to improve outbound traffic flow on the A19 (South) are now being investigated. Due to the length of time needed to complete feasibility and design work and carry out consultation on the proposed scheme this funding will now be required in 2017/18.

- 34 A further £200k within this relates to Park & Ride ULEV Infrastructure, which is a scheme to install charging equipment at Park & Ride sites. This has been delayed following the extension of the P&R contract with First York, and will be progressed in 17/18 once the new Park & Ride contract has been let. A further £100k has been deferred into 17/18 in relation to Rapid Charger Hubs. The Power Supply work planned for early 2017 has now been deferred until 2017/18 as the feasibility and design work has taken longer than originally estimated. Finally a further sum of £290k funding for the St James link road has been delayed into 2017/18. Once the developer has completed their work the Council will make their contribution.
- 35 Funds of £317k in relation to Flood Defences is required to be transferred into 2017/18. These funds have been identified to support Environment Agency led schemes in the area. This funding will be required to prime any wider funding that could be used to progress these however this will not progress further until 2017/18..

## **Economy & Place – Regeneration & Asset Management**

36 A number of amendments have been made as part of this report resulting in a net decrease to the capital programme of £1.892m in 16/17. Key variances are summarised in the table below, referenced to further narrative.

Scheme	Amendment	Amount 16/17 £m	Amount 17/18 – 20/21 £m	Further Details – Paragraph ref
LCR Revolving Investment Fund	Re-profile	(0.540)	0.540	36-38
Photovoltaic Energy Programme	Re-profile	(0.346)	0.346	39
Holgate Park Land – York Central Land & Clearance	Re-profile	(0.397)	0.397	40
Community Asset Transfer	Re-profile	(0.175)	0.175	41
Piccadilly Regeneration	Re-Profile	(0.180)	0.180	42
Guildhall	Re-Profile	(0.102)	0.102	43
22 & 36 Hospital Fields Road	Adjustment	1.145	-	44

- 37 The Leeds City Region (LCR) Revolving Investment Fund requires funds of £540k to be transferred from 2016/17 into 17/18 to allow further loans to be made in 2017/18.
- 38 Executive approval was given in 2013for City of York to enter into a limited partnership with other local authorities to establish the Leeds City Region Revolving Investment Fund (RIF). The purpose of the RIF is to support commercially viable projects in the Leeds City Region by way of loan finance. Repayments will be made back into the fund and will be available for future loans.
- 39 City of York's commitment was £1.632m of which £1.615m budget has been carried forward. In 2016/17 City of York has already advanced £654k to the Fund to fund projects and a further three advances totalling £421k may also be required before the end of the year. This would leave £540k available for future loans which needs to be transferred into 2017/18.
- 40 The Photovoltaic Energy Programme scheme requires funds of £346k to be transferred from 16/17 into 17/18. This budget has been set aside to potentially match-fund an ELENA bid in 2017/18
- 41 Funds of £397k require transferring from 16/17 into 17/18 in relation to Land Clearance at Holgate Park at the York Central site. This is due to the panned demolition of the canteen being delayed until 2017/18.
- 42 The Community Asset Transfer Scheme requires its total budget of £175k to be transferred form 16/17 into 17/18 as no projects have been approved to date.
- 43 The Piccadilly Regeneration Scheme required funds of £180k to be transferred from 16/17 into 17/18. The project is proceeding as panned however expenditure is not expected to commence until 2017/18.
- 44 The Guildhall project requires funds of £102k to be transferred from 16/17 into 2017/18. This is required due to a delay in receiving required planning permission and therefore further expenditure will not commence until 2017/18.
- 45 At their meeting on 13 October 2016 Executive recommended to full council to create a capital budget of £1.145m to secure assets at 23 and 36 Hospital Fields Road to unlock the development potential of these sites in the future. It was agreed this would be funded from the capital receipts from Stonebow House and Redeness Street totalling £1.006m with the remaining £138.5k funded from borrowing, with the associated interest

and repayment of the debt being met from additional revenue income generated by the new acquisitions.

## **Corporate Schemes**

46 A number of amendments have been made as part of this report resulting in a net decrease to the capital programme of £1.453m in 16/17. Key variances are summarised in the table below, referenced to further narrative.

Scheme	Amendment	Amount 16/17 £m	Amount 17/18 – 18/19 £m	Further Details – Paragraph ref
Mansion House Restoration	Re-profile	(1.456)	1.456	47-48
Mansion House Restoration	Adjustment	0.270	-	49
Capital Contingency	Adjustment	(0.270)	-	49
West Offices – Admin Accom	Re-profile	(0.267)	0.267	50

- 47 The Mansion House restoration scheme requires funds of £1.456m to be transferred from 16/17 into 17/18 as a result of the timeframe for completion being shifted, as set out below.
- 48 As reported at Monitor 2, a competitive procurement process to appoint a new Principal Contractor was carried out during October/November 2016. The new Principle Contractor was appointed on the 29 November 2016 and subsequently took over the Mansion House site on the 3 January 2017. The impact of this has been to delay the expected completion date of the project to June 2017.
- 49 Due to the administration of the previous Principle Contractor the cost to the Council of completing the restoration has increased by £270k. At the point the previous contractor went into administration the Council beame responsible for additional costs including site security, scaffolding and hoarding. It is proposed to allocate funds from Capital Contingency to cover the additional costs anticipated.
- 50 Taking into account the above adjustment there remains a balance of £323k in the Capital Contingency Fund for 2016/17. This Fund is held to address any unexpected capital pressures in year. Any use of this Fund will be highlighted to Members as above.

51 The West Offices Admin Accommodation scheme requires funds of £267k to be transferred from 16/17 into 17/18. The penultimate payment to the developers for West Offices has been paid, however the final payment is being retained until 2017/18 to ensure required repairs are made to roof defects including rain water downpipes.

## **Customer & Corporate Services - IT**

- 52 There has been one amendment in this area resulting in a net decrease to the Capital Programme of £185k in 16/17.
- 53 The IT Development plan requires funds of £185k to be transferred from 16/17 into 17/18. This is to reflect latest profiling expectations for work including the Integrated Care and Wellness service to take place in the next financial year due to project slippage in relation to necessary reprioritisation of ICT staff in 16/17 onto essential works including delivery of the CRM and Mosaic projects and essential team reorganisation, both of which have resulted in less time critical project work planned for the year.

## **Summary**

54 As a result of the changes highlighted above the revised 5 year capital programme is summarised in Table 2.

Gross Capital	2016/17	2017/18	2018/19	2019/20	2020/21	Total
Programme						
	£m	£m	£m	£m	£m	£m
Children, Education &	7.871	24.267	5.987	3.837	5.081	47.043
Communities						
Health, Housing & Adult	2.862	4.885	3.781	0.565	0.565	12.658
Social Care – Adult Social						
Care						
Health, Housing & Adult	15.810	20.248	9.547	9.401	9.862	64.574
Social Care – Housing &						
Community Safety						
Economy & Place –	12.600	13.954	4.687	4.637	4.637	40.515
Transport, Highways &						
Environment						
Economy & Place –	7.848	7.057	0.200	0.200	0.200	15.505
Regeneration & Asset						
Management						
Community Stadium	1.000	35.898	0	0	0	36.898
Corporate Schemes	1.640	1.654	0.269	0.100	0.100	3.763
IT Development Plan	2.797	2.491	2.025	1.970	1.085	10.368
Revised Programme	52.428	110.160	26.496	20.710	21.530	231.324

**Table 2 Revised 5 Year Capital Programme** 

#### Funding the 2016/17 - 2020/21 Capital Programme

55 The revised 2016/17 capital programme of £52.963m is funded from £24.869m of external funding and £28.094 of internal funding. Table 3 shows the projected call on resources going forward.

	2016/17	2017/18	2018/19	2019/20	2020/21	Total
	£m	£m	£m	£m	£m	£m
Gross Capital Programme	52.428	110.160	26.496	20.710	21.530	231.324
Funded by:						
External Funding	24.565	65.177	15.640	13.554	15.563	134.499
Council Controlled Resources	27.863	44.983	10.856	7.156	5.563	96.825
Total Funding	52.428	110.160	26.496	20.710	21.530	231.324

Table 3 – 2016/17 –2020/21 Capital Programme Financing

- 56 The Council controlled figure is comprised of a number of resources that the Council has ultimate control over how it chooses to apply them, these include Right to Buy receipts, Revenue Contributions, Supported (government awarded) Borrowing, Prudential (Council funded) Borrowing, Reserves and Capital Receipts.
- 57 The capital programme has now achieved all the assumed capital receipts, and looking ahead into 17/18 and beyond, any capital receipts (other than those earmarked receipts for the older person programme) will be additional resource for the council. There are a number of potentially significant capital receipts that may be generated in the future. Where these receipts are realised they will be presented to members as part of the regular budgetary reports in terms of options for the most prudent use of such receipts. It should be noted however that there is already an assumption within the revenue budget savings plans for some of these potential receipts to be used to generate future revenue savings.
- 58 In financing the overall capital programme the Director of Customer & Corporate Services will use the optimum mix of funding sources available to achieve the best financial position for the Council. Therefore an option for any new capital receipts would be to use these to replace assumed borrowing, thereby reducing the Councils' borrowing levels and associated revenue costs.

#### **Council Plan**

59 The capital programme is decided through a formal process, using a Capital Resource Allocation Model (CRAM). CRAM is a tool used for allocating the Council's capital resources to schemes that contribute toward the achievement of the Council Plan. The Capital Asset Board (CAB) meet monthly to ensure the capital programme targets the Councils Plan. The capital programme addresses all priorities of the Council Plan as shown in the main body of the report.

#### **Implications**

# Financial Implications

60 The financial implications are considered in the main body of the report.

#### **Human Resources Implications**

61 There are no HR implications as a result of this report

## **Equalities Implications**

62 There are no equalities implications as a result of this report

# **Legal Implications**

63 There are no legal implications as a result of this report

#### Crime and Disorder

64 There are no crime and disorder implications as a result of this report

# Information Technology

65 The information technology implications are contained in the main body of the report.

# **Property**

66 The property implications of this paper are included in the main body of the report.

# Risk Management

67 The capital programme is regularly monitored as part of the corporate monitoring process. In addition to this the Capital Asset Board (CAB) meets regularly to plan monitor and review major capital schemes to ensure that all capital risks to the Council are minimised.

# **Contact Details**

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Wards Affected: All				
For further informa	ation please conta	act th	ne auth	or of the report

Specialist Implications:
Legal – Not Applicable
Property – Not Applicable
Information Technology – Not Applicable

# **Annexes**

Annex A - Capital Programme 2016/17 to 2020/21