

Executive

15th January 2008

Report of the Director of Resources

CAPITAL PROGRAMME – MONITOR TWO

Report Summary

- 1. The purpose of this report is to:
 - Inform Members of the likely outturn position of 2007/08 Capital Programme based on the spend profile and information to November 2007 reflecting the capital monitor two reports taken to Executive Member with Advisory Panel (EMAP) meetings for each department;
 - Inform the Executive of any under or overspends and seek approval for any resulting changes to the programme;
 - Inform the Executive of any slippage and seek approval for the associated funding to be slipped to or from the financial years to reflect this;
 - Inform Members of the funding position of the capital programme, taking account of the current capital receipts forecasts for the four year capital programme;
 - Highlight the progress on the major schemes and achievements year to date.
- 2. The 2007/08 2010/11 capital programme was approved by Council on 21st February 2007. Since then a number of amendments have taken place as reported to the Executive in the 2006/07 Capital Outturn paper, urgency papers and under the scheme of delegation. These changes have resulted in a current approved capital programme for 2007/08 of £52.525m, financed by £40.927m of external funding, leaving a cost to the Council of £11.598m to be financed from capital receipts. Table 1 illustrates the movements from the start budget to the current approved position.

	Gross Budget £m	External Funding £m	Cost to CYC £m
Original Budget Approved by Council	43.749	33.803	9.946
Slippage Carried Forward from 06/07 outturn report	4.116	2.772	1.344
Additions from 06/07 outturn report	1.533	1.400	0.133
Additions as a result of Urgency meetings / Exec Reports	2.628	0.406	2.222
Adjustments made under Delegated Authority	0.117	0.293	(0.176)
Adjustments made at Monitor One	0.382	2.253	(1.871)
Current Approved Capital Programme	52.525	40.927	11.598

 Table 1 Current Approved Capital Programme

Consultation

3. The capital programme was developed under the Capital Resource Allocation Model (CRAM) framework and agreed by Council on 21 February 2007. 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. The CRAM framework considers schemes against the Council's strategy priorities and resources are directed in accordance with these.

Summary of Key Issues

- 4. The main highlights of this report are:
 - The £3.7m Moor Lane roundabout scheme on target and due for completion by February 2008;
 - The reopening of Yearsley swimming pool following the £1m repairs and refurbishment programme;
 - Inclusion of a £0.7m scheme to provide a multi use games area for Derwent Infant and Junior schools;
 - The completion of the £2.8m Skills Centre that will open in January 2008 and provide opportunities to improve vocational training for some of the most disadvantaged secondary school aged children in the city;
 - The rapid progression of the £27m replacement of Joseph Rowntree school, which is now due to start on site in June 2008;
 - Progression of the designs for the new £6m pool on the York High site;
 - The £0.7m <u>Explore@Acomb</u> Library Learning Centre project is on target for completion for February 2008;
 - The start on site of the £1.7m Fishergate homeless hostel as part of the Administrative Accommodation land assembly programme;

- The £12.2m York High scheme has started and is on target for completion in November 2008;
- The design of the new £29.7m offices at Hungate is progressing well with a planning application due to be submitted by Easter with a start on site in summer 2008.
- 5. In year capital receipts, are forecast to be down against the target by £3.3m, although this is mainly because of timing issues with the majority of the slippage expected early in 2008/09. The impact of these delays is reduced by there being corresponding slippage, since the start of the year on capital receipt funded schemes of £2.6m. The Council has £5.4m of capital receipt funding carried forward from the £27m raised in 2006/07. Therefore, despite the small anticipated delay in receipts the Council remains in a strong capital funding position.
- 6. Against the current approved budget of £52.525m, there is a predicted outturn of £46.839m, a net decrease of £5.686m made up of:
 - Additional schemes costing £1.2m of which £0.6m is externally funded;
 - Scheme underspends totalling £0.25m;
 - The reprofiling of budgets from 2007/08 to future years of £6m of which capital receipts make up £1.8m.

Department	Current Approved Budget	Projected Outturn	Variance	Paragraphs
	£m	£m	£m	
Children's Services	20.139	17.239	-2.900	9-10
City Strategy	9.673	9.535	-0.138	11-12
Economic Development	0.259	0.259	0.000	13
Housing	9.453	9.453	0.000	14-18
Leisure and Culture	2.801	2.951	0.150	19-22
Neighbourhood Services	0.944	0.694	-0.250	23
Resources	8.61	6.063	-2.548	24-25
Social Services	0.646	0.646	0.000	26
Total	52.525	46.839	-5.686	

Table 2 outlines the variances reported against each portfolio area.

Table 2 Capital Programme Forecast Outturn 2007/08

 To the end of November there was £23m of capital spend representing 44% of the approved budget, which is in line with the same period in 2006/07.

Analysis

8. The Executive Member with Advisory Panels (EMAP's) met during December to report on the performance of each portfolio. A summary of the key exceptions and implications on the capital programme are highlighted below.

Education and Children's Services (EMAP – 6th December 2007)

 The current approved capital programme for Education and Children's services for 2007/08 is £20.139m. As a result of changes made in this monitor, the capital programme has been reduced by £2.9m to £17.239m. Table 3 gives a summary of the changes on a scheme by scheme basis.

2007/08	2008/09	2009/10	Total
£m	£m	£m	£m
20.139	36.734	2.412	59.285
+0.500	+0.263		+0.763
-0.200	+0.200		0.000
-0.600	+0.600		0.000
-2.600	+2.600		0.000
17.239	40.397	2.412	60.048
	£m 20.139 +0.500 -0.200 -0.600 -2.600 17.239	£m £m 20.139 36.734 +0.500 +0.263 -0.200 +0.200 -0.600 +0.600 -2.600 +2.600	£m £m £m 20.139 36.734 2.412 +0.500 +0.263 - +0.500 +0.263 - -0.200 +0.200 - -0.600 +0.600 - -2.600 +2.600 2.412

Table 3 Education and Children's Services Capital Programme 2007-10

10. The key changes are:

- a. The provision of a Multi Use Games Area (MUGA) at Derwent Infant and Junior Schools is required as a planning condition of the sale of a disused playing field adjacent to the school on Osbaldwick Lane. The Council is expected to complete the sale early in the new year and once complete work on the MUGA can commence. Authorisation for the sale of the land was granted under the former constitution by Resources EMAP on 18th April 2005, when the estimated cost of the MUGA was reported as £550k. However, the tender for the works has now been received, with the lowest tender being £763k, £213k more than originally estimated. Officers in Property Services have worked to reduce the size of the scheme and create savings against the specification. However, consultation with Sport England, whose consent is required as part of the planning permission, are not prepared to accept a reduced specification. The sale of land is subject to planning permission and can not go a head if Sport England withdraw their support for the scheme. Because the receipt value is significantly more than the cost of the MUGA, and the overall receipt is budgeted for to fund the capital programme the Council will have to fund these additional costs. This needs to be added to the capital programme to reflect the expenditure.
- b. The New Deal for Schools (NDS) Modernisation scheme to address condition and suitability issues at York schools. A total of 35 projects are currently being managed and it is likely that there will be a small amount of slippage of some expenditure in to 2008/09 (£200k).

- c. The Integrated Children's Centres scheme to create five new centres to meet the statutory requirements of children from birth to the age of five is progressing well. However, the cost pressures, reported to Urgency on 3rd August 2007, resulted in delays to awarding the tenders meaning that work could not commence at all sites until after the summer holidays. This has had a knock on effect and requires that £600k is slipped in to 2008/09.
- d. The Skills Centre at Danesgate is now complete and was handed over to the Council in December. The £2.8m facility will be open for the start of the spring term.
- e. The York High Scheme has reached a critical stage with the tenders for significant work packages due to be received. Significant design works have taken place to ensure that costs are affordable and the school can open in November 2008. It is projected that £2.3m will be spent in 2007/08, meaning £2.6m being reprofiled in to 2008/09.
- f. The Building Schools for the Future pathfinder project to rebuild Joseph Rowntree Secondary School is on target to start on site in June 2008. In relation to similar pathfinder projects in other authorities, York is at a significantly advanced stage, a major achievement given the tight timescales.

<u>City Strategy</u> (EMAP – 10th December 2007)

11. The approved capital programme for City Strategy is £9.673m, net of £659k of overprogramming. Overall it is anticipated that there will be a small amount of reprofiling of schemes to be financed by developers contributions of £138k, reducing the programme to £9.534m, net of £433k of over programming.

Gross City Strategy Capital Programme	2007/08	2008/09	2009/10	2010/11	Total			
	£m	£m	£m	£m	£m			
Current Approved Capital Programme	9.673	6.852	6.113	5.552	47.778			
Developers Contributions	-0.138	+0.138			0.000			
Revised City Strategy Capital Programme	9.533	6.990	6.113	5.552	47.778			
Table 4 City Strategy Capital Programme								

12. The key changes are:

- a) Moor Lane Roundabout the scheme is currently on target for completion by February 2008, however, a number of compensation events resulting in the contractor being delayed in addition to heavy rainfall in June and July have resulted in an increase to the overall costs of approximately £200k including contingencies. This will be offset from underspends elsewhere in the programme;
- b) Fulford Road Improvements the scheme to address congestion issues along Fulford Road, in advance of the Germany Beck

development are progressing a head of schedule meaning that its allocation can be increased by £75k to be funded from other scheme reductions;

- c) Park and Ride the planned new office at the Designer Outlet was delayed to allow the Park & Ride service procurement to be complete, resulting in a 2007/08 underspend of £45k, which will be used to reduce the level of overprogramming;
- d) Public Transport Improvements A number of project changes have resulted in a £47k reduction to this scheme. In particular the planned improvements to the A59/Beckfield Lane junction have been delayed whilst discussions surrounding the impact of the British Sugar site have been taking place. The developers contributions associated with this scheme have been slipped in to 2008/09;
- e) Structural Maintenance The capital programme will fund £270k of maintenance projects, that were to be funded from the Council's revenue budget, which is facing considerable pressure. A planned reduction in a number of structural maintenance schemes has taken place in order to balance the programme budget.

Economic Development (EMAP – 10th December 2007)

13. The approved capital programme for Economic Development is £0.259m, which relates entirely to the Small Business Workshop scheme at Clifton Moor which is progressing well and should be complete by July 2008. This budget represents the Council's contribution to the scheme which is expected to be spent in this financial year.

Housing (EMAP – 10th December 2007)

14. The current approved capital programme for Housing services is £9.453m. There are a number of variances reported against individual schemes that do not impact the project outturn. Table 5 gives a summary of the changes on a scheme by scheme basis.

Gross Housing Capital Programme	2007/08 £m	2008/09 £m	2009/10 £m	Total £m		
Current Approved Capital	9.384	8.514	8.927	26.894		
Programme						
Buy Back of RTB House	+0.100			+0.100		
Tenant Choice Scheme	+0.041			+0.041		
Assistance to Older and Disabled	-0.110			-0.110		
People						
Reprofiling:						
Repairs to Local Authority Properties	+0.038	-0.038		0.000		
Revised Capital Programme	9.453	8.476	8.927	27.223		
Table 5 Housing Capital Programme 2007/08 - 2009/10						

- Table 5 Housing Capital Programme 2007/08 2009/10
- 15. There have been a number of variances between schemes within the Housing programme. The boiler replacement project in the Repairs to Local Authority Properties scheme has been accelerated as a result of the

number of boilers that failed to pass the annual gas service. This work has been essential and, has resulted in an increase in expenditure of £367k which is being brought forward from 2008/09. This has been offset in part by a planned delay to the re-roofing project (£329k) and a £51k underspend on structural works and communal access. This results in bringing forward a net £38k on this scheme.

- 16. The HRA is required to buy back leasehold property that was transferred to the Council in 1996 as part of the Local Government Review (LGR). A clause in the lease states that it can be surrendered to the Council at a price of 30% below market value, if the tenant chooses to. The cost of £100k, will be funded by selling the property on to Yorkshire Housing.
- 17. There has been a small overspend (£41k) on tenants choice schemes mainly because of an increase in the unit costs of central heating systems.
- 18. The assistance to older and disabled people scheme, relating to the relocation of tenants occupying the Discus bungalows, will underspend due to fewer tenants being relocated than initially projected.

Leisure and Culture (EMAP – 4th December 2007)

19. The approved capital programme for Leisure and Culture services is £3.001m following the adjustments made at 2006/07 outturn, monitor one and under delegated authority. As a result of reprofiling changes made in this monitor, the 2007/08 capital programme has increased by £0.15m to £2.951m. Table 6 gives a summary of the changes on a scheme by scheme basis.

Gross Leisure and Culture Capital Programme	2007/08 £m	2008/09 £m	2009/10 £m	2010/11 £m	Total £m		
Capital Programme	2.801	7.488	1.868	0.000	12.157		
Adjustments made since monitor							
one							
Museums Scheme- EMAP 19 th	+0.200	-0.400	0.000	+0.200	0.000		
Oct							
Monitor Two Reprofiling							
York Pools Strategy	+0.050	-0.245	+0.195		0.000		
Parks and Open Spaces	-0.100	+0.100			0.000		
Development							
Revised Capital Programme	2.951	7.243	2.063	0.200	12.157		
Table 6 Leisure and Culture Canital Programme 2007/08-2009/10							

 Table 6 Leisure and Culture Capital Programme 2007/08-2009/10

20. Leisure and Culture EMAP meet on 19th October 2007 and approved the reprofiling of the capital budget which brought forward £200k in to 2007/08 to fund urgent repairs to the roof of the south side of the Art Gallery. This increased the 2007/08 budget to £600k, with the remaining £400k being spent on supporting works to the Castle Museum and the Hospitium in Museum Gardens.

- 21. The York Pools strategy is progressing well. The repairs and refurbishment of Yearsley Pool are now complete and the pool has reopened. The new swimming pool development on the York High site is at the detailed design stage and construction is expected to start in the spring. Design fees of £50k are expected to be incurred in this financial year and the general reprofiling of the scheme is required now that additional information is available. The estimated completion date is June 2009.
- 22. The Parks and Open Spaces development scheme, funded by developers contributions has seen a number of projects completed at Hull Road and West Bank Parks to improve footpaths. However, it is unlikely that further projects will now commence until the spring and £100k of funding is requested to be slipped in to 2008/09.

<u>Neighbourhood Services</u> (EMAP – 6th December 2007)

23. The current approved capital programme for Neighbourhood services is £944k. All of the schemes are anticipated to outturn on budget, except for the Silver Street Toilets scheme, which has been recently transferred from City Strategy. The £250k scheme is unlikely to start in 2007/08 and is subject to an additional funding request as part of the 2008/09 budget process. As a result of this monitor, the capital programme for 2007/08 will reduce by £250k to £694k. Table 7 gives a summary of the changes on a scheme by scheme basis.

Gross Neighbourhood Services Capital Programme	2007/08	2008/09	2009/10	Total
	£m	£m	£m	£m
Current Approved Capital	0.944	0.202	0.000	1.146
Programme				
Silver Street Toilets	-0.250	0.250		0.000
Revised Capital Programme	0.694	0.452	0.000	1.146

 Table 7 Neighbourhood Services 2007/08 – 2009/10

Resources (EMAP – 11th December 2007)

24. The approved capital programme for Resources is £8.610m. As a result of this monitor, the capital programme has decreased by £2.055m to £6.555m. Table 8 gives a summary of the changes on a scheme by scheme basis.

Gross Resources Services Capital	2007/08	2008/09	2009/10	2010/11 £m	Total
Programme	£m	£m	£m		£m
Current Approved Capital Programme	8.610	13.594	17.516	3.113	42.833
Admin Accommodation	-1.790	+1.790			0.000
ITT Equipment	-0.620	+0.620			0.000
Easy @ York	-0.141				-0.141
Holgate Windmill	+0.003				+0.003
Revised Capital	6.063	16.004	17.516	3.113	42.075
Programme					

 Table 8 Resources Capital Programme 2007/08 –2010/11

25. The key changes are:

- A delay to the start on site of the homeless hostel at Fishergate and the Social Services adaptations project, as part of the Administrative Accommodation project, has resulted in £1.8m of expenditure being reprofiled in to 2008/09. The delay is not expected to impact on the overall timetable for the construction of the new office on the Hungate site.
- The Easy @ York project is forecast to underspend by £141k due to a reduction in the amount required to fund the benefits system.
- The level of spend on ITT equipment will be £620k less than originally planned, mainly as a result of delays to major schemes such as FMS replacement and the Social Services replacement programmes. This is following the financial appraisal considering whether to purchase equipment outright or lease.
- A small amount of additional costs have been incurred on Holgate Windmill which is due to transfer to the Holgate Windmill Preservation Society. The funding for this overspend is still to be determined.

<u>Social Services</u> (EMAP – 10th December 2007)

26. The current approved capital programme for Social Services is £646k following the adjustments made at Monitor One. The review of budgets as part of this monitoring process reveal that schemes are expected to outturn in line with the approved budget. Table 9 summarises the projected spend.

Gross Resources Services Capital Programme	2007/08	2008/09	2009/10	2010/11	Total
	£m	£m	£m	£m	£m
Current Approved Capital Prog	0.646	0.205	0.205	0.205	1.261

 Table 9 Social Services Capital Programme 2007/08 – 2010/11

Hazel Court Depot

27. The Hazel Court Depot final account is still being negotiated between Keyland Gregory (KLG) and Carrillion. The Executive will recall from the 2006/07 monitoring and outturn reports that there was a £200k claim for prolongation that was being disputed by KLG for breaking the environmental capping over the former tip site. There was a further potential cost of £260k that related to extensions to the contract that were agreed by the project managers jointly appointed by the Council and KLG to oversee the project. Efforts are continuing to dispute this cost and there is a possibility that the Council will have to meet the cost.

Summary

28. As a result of the changes reported to the directorate EMAP meetings the
revised four year capital programme is summarised in Table 10.

Gross Capital Programme	2007/08 £m	2008/09 £m	2009/10 £m	2010/11 £m	Total £m
Current Programme	52.525	73.562	37.041	18.213	181.341
Additional Funding :					
Children's Services	+0.500	+0.263			+0.763
Underspends					
Housing	-0.038				-0.038
Resources	-0.138				-0.138
Reprofiling:					
Children's Services	-3.400	+3.400			0.000
Housing Services	+0.038	-0.038			0.000
Leisure Services	+0.150	-0.545	+0.195	+0.200	0.000
Resources	-2.548	+2.548			0.000
City Strategy	-0.138	+0.138			0.000
Neighbourhood Services	-0.250	+0.250			0.000
Revised Programme	46.839	79.440 Rovisod Fo	37.236	18.413	181.928

Table 10 Revised Four Year Capital Programme

Funding the 2007/08 Capital Programme

- 29. The current capital programme is funded from a number of externally funded sources, along with capital receipts raised from the sale of surplus assets.
- 30. Following the adjustments made as part of this report, the revised capital programme is £46.839m. Funding from external sources and prudential borrowing is £36.475m, leaving a balance of £10.364m to be funded from capital receipts. Table 11 illustrates the funding breakdown of the capital programme with Confidential Annex B giving

	2007/08	2008/09	2009/10	2010/11	Total
	£m	£m	£m	£m	£m
Gross Capital Programme	46.839	79.440	37.236	18.413	181.928
Funded by					
Supported Borrowing	8.093	7.955	5.933	5.623	27.604
Grants and Contributions	25.804	39.791	10.682	8.685	84.962
Prudential Borrowing	2.578	9.489	17.138	1.918	31.123
Total External Funding	36.475	57.235	33.753	16.226	143.689
Funding to be Financed from Capital Receipts	10.364	22.205	3.483	2.187	38.239
Expected Capital Receipts	-8.403	-13.040	-3.886	-8.085	-33.414
Receipts b/fwd (surplus)/deficit	-5.432	-3.471	5.694	5.291	-5.432
Receipts c/fwd (surplus)/deficit	-3.471	5.694	5.291	-0.607	-0.607

details of individual properties, indicative values and timescales for sale.

Table 11 – Capital Programme Funding and Receipts Position

- 31. As part of the budget setting process, a list of asset sales were agreed by the Council for reinvestment in the capital programme. The budgeted receipts for 2007/08 was set at £11.4m, of which £4.1m has already being received. The latest capital receipt projections suggest that a further £4.2m will be achieved by the end of the financial year, which represents a £3.1m shortfall in year, which are anticipated to be received in early 2008/09. This has been partially offset by corresponding slippage on capital receipt funded spend of £1.8m. There also remains capital receipts of £5.4m that have been carried forward from 2006/07. Therefore the 2007/08 funding position does not present a problem for the Council overall.
- 32. Following the adjustments made to the capital programme in this monitor it is anticipated that there will be a small receipts surplus over the four year programme of £0.6m. This represents a deterioration of £0.1m on the last reported position of a surplus of £0.7m. The deterioration is mainly due to the MUGA at Derwent Infant and Junior Schools being £213k more than initially estimated.
- 33. When the budget was set there was a deficit, to be funded by prudential borrowing, of £0.25m. Table 11 illustrates the restated funding of the programme.
- 34. The capital programme continues to be reliant on a number of high value, high risk receipts, which if not achieved would require the Council to review its existing spending commitments. Monthly monitoring of capital receipts will identify any problems in receipt timing

and will be reported accordingly to the Executive in the next monitoring report.

Corporate Priorities

35. 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 scarce capital resources to schemes that meet corporate priorities.

Implications

Financial Implications

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

Human Resources Implications

37. There are no HR implications as a result of this report

Equalities Implications

38. There are no equalities implications as a result of this report

Legal Implications

39. There are no legal implications as a result of this report

Crime and Disorder

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

Information Technology

41. There are no information technology implications as a result of this report

Property

42. The property implications of this paper are included in the main body of the report which covers the funding of the capital programme from capital receipts in paragraphs 31-34.

Risk Management

43. The capital programme is regularly monitored as part of the corporate monitoring process. In addition to this the Corporate Capital Monitoring Group (CAPMOG) meets regularly to plan monitor and review major

capital receipts to ensure that all capital risks to the Council are minimised.

Recommendations

44. The Executive is requested to:

- Approve the addition to the capital programme of the MUGA at Derwent Infant and Junior School (paragraph 10 a)
- Approve the reprofiling of £6m from 2007/08 to future years as set out in Annex A.
- Approve the restated capital programme summarised in Table 10 and as set out in detail in Annex A.
- Note the capital receipt projects for 2007/08 to 2010/11 as summarised in Confidential Annex B.

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

Contact Details

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Report Approved tic k

Date 02/01/08

Simon Wiles **Director of Resources**

Report Approved tic k

Date 02/01/08

Specialist Implications Officer(s)

N/a

Wards Affected:

For further information please contact the author of the report

Background Papers:

All tick 2007/08 – 2010/11 Capital Budget Report Department EMAP Capital Monitoring Reports

Annexes

Annex A – Restated Capital Programme 2007/08 to 2010/11 Confidential Annex B – Capital Receipt Projections 2007/08 to 2010/11