

Executive

20 January 2009

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 2008/09 Capital Programme based on the spend profile and information to November 2008 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;
 - To inform Members of the funding position of the capital programme, taking account of the current capital receipts forecasts for the three year capital programme.
- 2. The 2008/09 2010/11 capital programme was approved by Council on 21st February 2008. Since then a number of amendments have taken place as reported to the Executive in the 2007/08 Capital Outturn paper and the 2008/09 Monitor one paper. These changes have resulted in a current approved capital programme for 2008/09 of £63.93m, financed by £45.854 m of external funding, leaving a cost to the Council of £18.085m to be financed from capital receipts. Table 1 illustrates the movements from the start budget to the current approved position at monitor 1.

	Gross Budget £m	External Funding £m	Cost to CYC £m
Original Budget Approved by Council at 21 Feb 2008	86.152	63.087	23.065
Slippage Carried Forward to 09/10 & 10/11 from 07/08 outturn report	(10.997)	(11.526)	0.529
Additions from 07/08 outturn report	0.787	0.814	(0.027)
Amendments from Monitor 1 report	(12.012)	(6.530)	(5.482)
Current Approved Capital Programme	63.930	45.845	18.085

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 2008. 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

- 4. At monitor 1, there was an overall decrease of £22.222m in the 2008/09 capital programme. A further fall of £3.393m is detailed in this monitor 2 that results in a revised capital programme budget of £60.537m; £18.511m higher than 2007/08 capital outturn. The decrease is mainly due to the delays encountered with regard to the Administrative Accommodation project.
- 5. Capital receipts to be received in 08/09, are forecast to be down against the original budgeted target of £13.067m by £5.327m to £7.740m. This is partly due to timing issues with the majority of the slippage expected early in 2009/10. Capital receipts brought forward of £4.127m and the reclassified PFI funds will be used to fund the capital programme in lieu of the timing of other capital receipts being received.
- 6. Against the current approved budget at Monitor 1 of £63.93m, there is a predicted outturn of £60.537m, a net decrease of £3.393m made up of:
 - Adjustments to schemes reducing costs by £624k.
 - The re-profiling of budgets from 2008/09 to future years of £2.769m which includes £1.295 for the Admin Accom scheme.

Table 2 outlines the variances reported against each portfolio area.

Department	Current Approved Budget	Projected Outturn	Variance	Paragraphs
	£m	£m	£m	
Children's Services	33.217	33.145	(0.072)	10-15
City Strategy	8.439	11.643	3.204	16-19
Economic Development	0.158	0.158	0.000	20
Housing	8.817	8.967	0.150	21-23
Leisure and Culture	5.389	3.857	(1.532)	24-27
Neighbourhood	0.944	0.634	(0.310)	28-29
Services				
Resources	6.534	0.885	(5.649)	30
Chief Executive	0.000	0.866	0.866	31
Social Services	0.332	0.282	(0.050)	32-34
Hazel court	0.100	0.100	0.000	
Total	63.930	60.537	(3.393)	

Table 2 Capital Programme Forecast Outturn 2008/09

- 7. To the end of November there was £31.432m of capital spend representing 49% of the approved budget, compared to 44% for the same period in 2007/08.
- 8. The main highlights of this report are:
 - a. The progression of the £3.5m Manor School scheme is in the main construction phase and is due to complete this year.
 - b. The York High School development is progressing, with the handover of the £13.7m school due to take place in December of this year, ready for use by spring 2009.
 - c. Work is progressing well on site for the £29.5m Joseph Rowntree One School Pathfinder. Completion is expected by February 2010, ready for occupation from Easter 2010
 - d. Building work continues for the new pool on the York High site. The latest schedule of work requires £1.7m to slip into 09/10 with the project remaining on target to be completed in 09/10.
 - e. As part of the government's free swimming offer, City of York Council has chosen to offer free swimming to local residents aged 60 and over, and under 16.
 - f. Schemes within the City Strategy are on schedule to achieve their programme of works by the end of the year. This includes expenditure of £6.4m on the Local Transport Plan (LTP) and £1.5m on highways resurfacing and reconstruction.
 - g. Additional funding from the Cycling City Grant (approval of delivery plan anticipated by early January) and the Housing & Planning Delivery Grant (used to fund structural maintenance schemes) will increase the available capital budget up to 2010/11.

- h. The Administrative Accommodation project has been re-profiled from 08/09 through to 12/13.
- i. The Tenants Choice schemes continue to progress with additional works occurring on modernisation.
- j. The Telecare project to embed telecare services as part of the whole social service package has started.

Analysis

9. The Executive Member with Advisory Panels (EMAP's) met during November and 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 – 4 November 2008)

10. The current approved capital programme for Education and Children's services for 2008/09 is £33.217m following the adjustments made at 2007/08 outturn and 2008/09 monitor 1. As a result of changes made at the second monitor, the 2008/09 capital programme will decrease by £72k to £33.145m. Table 3 gives a summary of the changes on a scheme by scheme basis.

Gross Education and Children's	2008/09	2009/10	2010/11	Total
Capital Programme				
	£m	£m	£m	£m
Current Approved Capital				
Programme	33.217	31.940	20.723	85.880
Adjustments:				
Devolved Capital (Voluntary Aided	(0.623)	(0.623)	(0.623)	(1.869)
Schools)				
Integrated Children's Centres		0.081	0.081	0.162
York High Scheme TCF Grant		0.001		0.001
Re-profiling:				
Extended Schools Project	(0.250)	0.250		0.000
Integrated Children's Centres	(0.085)	0.085		0.000
NDS Modernisation	0.886	(0.886)		0.000
		,		
Revised Capital Programme	33.145	30.848	20.181	84.174

Table 3 Education and Children's Services Capital Programme 2008

- 11. The removal of the £1.869m Devolved Capital Funds is due to the funding for Voluntary Aided schools no longer coming via the Local Authority.
- 12. Additional DCSF funds of £162k have been identified for maintenance for Integrated Children's Centre's and have been allocated to 2009/10 and 2010/11.

- 13.£250k of Extended Schools Projects profiled expenditure has been put back into 2009/10 due to one project no longer being viable, therefore funds have been reallocated to different schemes. In addition further use of funds for this scheme were approved at Children's Services EMAP on 17th July 2008 and projects are commencing at Wheldrake, Headlands and Lord Deramore's Primary Schools.
- 14.£85k of Integrated Children's Centre's profiled expenditure has been delayed until 2009/10 due to delays with the contractor in completing the works. The retention payments will be made in 2009/10; therefore individual budgets have slipped from 08/09.
- 15.£886k of NDS Modernisation has been brought forward due to outstanding planning issues being resolved enabling the project to commence quicker than expected.

<u>City Strategy</u> (EMAP – 8 December 2008)

16. The current approved capital programme for City Strategy is £8.439m following the adjustments made at Monitor 1. As a result of changes contained in the Monitor 2 EMAP report the capital programme will increase by £3.204m to £11.643m. Table 4 gives a summary of the changes on a scheme by scheme basis.

Gross City Strategy Capital	2008/09	2009/10	2010/11	Total
Programme				
	£m	£m	£m	£m
Current Approved Capital				
Programme	8.439	6.566	6.050	21.055
Adjustments:				
Cycling City Schemes	0.312	1.135	1.153	2.600
Developers Contribution Schemes	(0.228)			(0.228)
Housing and Planning Delivery	0.135			0.135
Administration Accommodation				
moved from Resources	4.280	32.605	3.013	39.898
Re-profiling:				
Administration Accommodation	(1.295)	(26.679)	7.174	(20.800)
Revised Capital Programme	11.643	13.627	17.390	42.660

Table 4 City Strategy Capital Programme 2008-11

17. The Cycling City grant of £2.6m has been added to the programme with the delivery plan to be announced by the end of December. In addition the new Housing Planning and Delivery Grant has been added to the programme allowing some structural maintenance work to be delivered by this new funding.

- 18. The developers contribution schemes have been reduced because the Barbican to St. Georges Field scheme has been deferred pending the outcome of the Fishergate/Paragon St./Piccadilly study which will be completed by the end of the year. In addition the funding required to complete Phase 1 of James St. Link road and undertake a study for phase 2 is lower than originally anticipated.
- 19. Responsibility for the delivery of the Corporate Administrative Accommodation project has been transferred to the City Strategy directorate, with decisions on the project being made by the Executive. The Administrative Accommodation project is approved in the capital programme at £43.804m, capital expenditure reported at 2007/08 Capital Outturn stood at £3.906m, £19.098m is projected to be spent through 08/09 to 10/11 with the remaining £20.8m profiled to 12/13.

Economic Development (EMAP – 8 December)

20. The approved capital programme for Economic Development is £0.158m. No changes are anticipated as part of this monitor. Table 5 confirms the current budget.

Gross Economic Development Capital Programme	2008/09	2009/10 £m	2009/10 £m	Total £m
	£m			
Current Approved Capital	0.158	0.00	0.000	0.158
Programme				

Table 5 Economic Development Capital Programme 2008 -11

Housing (EMAP – 8 December 2008)

21. The approved capital programme for Housing services is £8.817m following the adjustments made at Monitor 1. As a result of changes made in this monitor, the capital programme has been increased by £150k to £8.967m. Table 6 gives a summary of the changes on a scheme by scheme basis.

Gross Housing Capital Programme	2008/09 £m	2009/10 £m	2010/11 £m	Total £m
Current Approved Capital	8.817	8.451	8.619	26.023
Programme				
Adjustments:				
Repairs to Local Authority Properties	0.002			0.002
Assistance to Older and Disabled	0.065			0.065
People				
MRA schemes	0.083			0.083
Revised Capital Programme	8.967	8.451	8.619	26.037

Table 6 Housing Capital Programme 2008 - 2011

- 22. The projected overspend with regard to Assistance and Disabled People is due to an increasing need for urgent disabled adaptations at a cost of £65k. The projected overspend of £83k on MRA schemes is primarily due to an increase in properties coming forward requiring modernisations under the Tenants Choice Backfill scheme. This overspend has been offset to some extent by under spends on Tang Hall and Horsman Avenue Tenants Choice schemes.
- 23. Monitor 1 reported that Right to Buy (RTB) sales which funded £274k of the original £649k Disabled Facilities Grant scheme would not be realised in year and therefore the estimate of receipts was reduced down to a level of £120k. The funding for the £154k gap was approved from corporate funding (capital receipts) as part of Monitor 1. The latest forecast estimate that no RTB sales will be achieved in this financial year requiring additional corporate funding of £120k.

Leisure and Culture (EMAP – 2 December 2008)

24. The approved capital programme for Leisure and Culture services is £5.389m following the adjustments made at Monitor 1. As a result changes made in this monitor, the capital programme will decreased by £1.532m to £3.857m. Table 7 gives a summary of the changes on a scheme by scheme basis.

Gross Leisure and Culture Capital Programme	2008/09	2009/10	2010/11	Total
riogianinie	£m	£m	£m	£m
Current Approved Capital	5.389	3.426	1.100	9.915
Programme				
Adjustments:				
Acomb Library	0.006			0.006
Parks and Open Spaces				
Development	0.118			0.118
York Pools Strategy		0.118		0.118
Free Swimming Scheme	0.044			0.044
Reprofiling:				
York Pools Strategy	(1.700)	1.700		0.000
Revised Capital Programme	3.857	5.244	1.100	10.201

Table 7 Leisure and Culture Capital Programme 2008 - 11

- 25. Acomb Library is now complete with only retention outstanding which suggests there will be a small overspend of £6k which is requiring funding corporately. The increase in York Pools Strategy budget is funding coming from the York High School budget to allow external work to be carried out on the pool which will allow the school scheme to be completed by December 2008.
- 26. The Parks and Open Spaces Development Scheme increase in budget is due to additional Section 106 funds now being available. In addition the

- Council has been successful in attracting government funding for the free swimming for over 60s and under 16s.
- 27. York Pools requires re-profiling of £1.7m from 2008/09 to 2009/10 due to the delayed start date of this scheme. Work is due to complete in 2009/10 and the re-profiling reflects the schedule of payments due to the contractor.

Neighbourhood Services (EMAP – 4 December 2008)

28. The approved capital programme for Neighbourhood services is £944k following the adjustments made at Monitor 1. As a result of this monitor, the capital programme will decrease by £310k to £634k. Table 8 gives a summary of the changes on a scheme by scheme basis.

Gross Neighbourhood Services Capital Programme	2008/09	2009/10	2010/11	Total
·	£m	£m	£m	£m
Current Approved Capital	0.944	0.361	0.133	1.438
Programme				
Additions:				
Air Quality Management	0.015			0.015
Re-profiling:				
Silver Street Toilets	(0.075)	0.075		0.000
Waste Infrastructure Capital Grant	(0.250)	0.250		0.000
Revised Capital Programme	0.634	0.686	0.133	1.453

Table 8 Neighbourhood Services 2008 – 2011

29. Work on Silver Street toilets is not expected to complete until May 2009 due to the resubmission of planning applications therefore budget will need to re-profiled into 2009/10. The budget for Waste Infrastructure is earmarked for the purchase of recycling containers to extend the recycling service across the city. Until the outcome of the Groves pilot scheme is known the type of container required cannot be specified, therefore funding of £250k will need to be re-profiled into 2009/10.

Resources (EMAP – 9 December 2008)

30. Following the movement of Property Services from Resources to Chief Executives portfolio and the move of the Administrative Accommodation project to City Strategy portfolio, the capital programme for the Resources directorate now only contains 2 schemes. The approved capital programme for Resources was £6.534m following adjustments made at Monitor 1. As a result of this monitor, the 2008/09 programme is reduced by £5.649k to £0.885m. Table 9 states the position of the programme.

Gross Resources Capital Programme	2008/09	2009/10	2010/11 £m	Total
	£m	£m		£m
Current Approved Capital	6.534	33.155	3.213	42.902
Programme				
Reductions:				
It Equipment	(0.503)			(0.503)
Property Services move to Chief	(0.866)	(0.550)	(0.200)	(1.616)
Executives				
Administration Accommodation	(4.280)	(32.605)	(3.013)	(39.898)
move to City Strategy			•	
Revised Capital Programme	0.885	0.000	0.000	0.885

Table 9 Resources Capital Programme 2008 –2011

<u>Chief Executives</u> (EMAP – December 2008)

31. Following the movement of Property Services into Chief Executive Portfolio the approved capital programme is £866k following the adjustments made at Monitor 1. The capital programme for Chief Executives is projected to outturn on target at £866k. Table 10 states the budget for the current and two subsequent years.

Gross Chief Executives Capital Programme	2008/09	2009/10	2010/11 £m	Total
	£m	£m		£m
Current Approved Capital	0.866	0.550	0.200	1.616
Programme				

Table 10 Social Services Capital Programme 2008 – 2011

Social Services (EMAP – 8 December 2008)

32. The approved capital programme for Social Services is £332k following the adjustments made at Monitor 1. Following the adjustments made as a result of this monitor the capital programme for Social Services is projected to outturn at £282k, a decrease against current approved budget of £50k. Table 11 states the budget and adjustments for the current and two subsequent years.

Gross Social Services Capital Programme	2008/09	2009/10	2010/11	Total
	£m	£m	£m	£m
Current Approved Capital Programme	0.332	0.305	0.280	0.917
Reductions:				
Telecare Equipment	(0.050)			(0.050)
Additions:				
Adults Social Care IT Grant		0.092	0.051	0.143

Table 11 Social Services Capital Programme 2008 – 2011

- 33. The Telecare Equipment scheme is now to be fully funded in future years from external funding allowing an under spend of the 2008/09 budget. This £50k was to be funded from capital receipts and thus reduces the call on corporate funding.
- 34. Grant funding has been received for IT equipment for Adult Social Care which has been allocated in 2009/10 and 2010/11

Summary

35. As a result of the changes reported to the directorate EMAP meetings the revised three year capital programme is summarised in Table 12.

Gross Capital Programme	2008/09	2009/10	2010/11	Total
	£m	£m	£m	£m
Current Programme	63.930	84.204	40.118	188.252
Adjustments :				
Children's Services	(0.623)	(0.541)	(0.542)	(1.706)
City Strategy	0.219	1.135	1.153	2.507
Housing	0.150	0.000	0.000	0.150
Leisure and Culture	0.168	0.118	0.000	0.286
Neighbourhood Services	0.015	0.000	0.000	0.015
Resources	(0.503)	0.000	0.000	(0.503)
Social Services	(0.050)	0.092	0.051	0.093
Reprofiling:				
Admin Accom project	(1.295)	(26.679)	7.174	(20.800)
Children's Services	0.551	(0.551)	0.000	0.000
Leisure Services	(1.700)	1.700	0.000	0.000
Neighbourhood Services	(0.325)	0.325	0.000	0.000
Revised Programme	60.537	59.803	47.954	168.294

Table 12 Revised Three Year Capital Programme

Funding the 2008/09 Capital Programme

- 36. The current capital programme is funded from a number of externally funded sources, along with capital receipts raised from the sale of surplus assets.
- 37. Following the adjustments made as part of this report, the revised capital programme is £60.537m. Funding from external sources and prudential borrowing is £45.696m, leaving a balance of £14.841m to be

funded from capital receipts. Table 13 illustrates the funding breakdown of the capital programme and includes 2011/12 and 2012/13 to show the Administrative Accommodation project re-profiled in future years.

	2008/09	2009/10	2010/11	2011/12	2012/13	Total
	£m	£m	£m	£m	£m	£m
Gross Capital Programme	60.537	59.803	47.954	12.274	8.526	189.094
Funded by						
Supported Borrowing	7.463	9.354	10.282	0.000	0.000	27.099
Grants and Contributions	34.653	36.356	24.988	0.000	0.000	95.997
Prudential Borrowing	3.580	1.137	7.796	12.274	8.526	33.313
Total Non Corporate Funding	45.696	46.847	43.066	12.274	8.526	156.409
Funding to be Financed from Capital Receipts	14.841	12.956	4.888	0.000	0.000	32.685
Expected Capital Receipts	(7.740)	(12.560)	(6.572)	0.000	0.000	(26.872)
Receipts b/fwd (surplus)/deficit	(9.617)	(2.516)	(2.120)	(3.804)	(3.804)	(3.804)
Receipts c/fwd (surplus)/deficit	(2.516)	(2.120)	(3.804)	(3.804)	(3.804)	

Table 13 – Capital Programme Funding and Receipts Position

- 38. 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 2008/09 was set at £13.067m and revised down to £9.084m as result of monitor 1 adjustments. Latest projections estimate that £7.740m will be received in 2008/09 of which £808k from asset sales have been received to date.
- 39. Table 13 shows a surplus position of capital receipts of £3.804m. (It should be noted that this is in respect of general receipts, any variations where a receipt is specific to a project/scheme are monitored on a scheme by scheme basis and any variations usually picked up within the project itself). The consideration of the overall funding of the capital programme for future years is the subject of the Capital Budget 2009/10 2012/13 paper going to the Executive on the 16 February 2009. That report will consider the capital programme over the next 5 years, the ongoing commitments, and options for funding.
- 40. Following the adjustments made to the capital programme in this monitor there is a net increase of £76k in the level of receipts required from schemes currently approved in the programme.

- 41. The driver of the increased requirements for capital receipts are as follows:
 - a. The 08/09 Disabled Facilities Grant scheme within the Housing General Fund programme relied upon £274k of Right to Buy (RTB) receipts from the sale of Council dwellings. So far this financial year there have been no RTB sales. At monitor 1 it was projected that a level of £120k of RTB receipts should be achieved by the end of the year leaving a shortfall of £154k which would be met from capital receipts. Updated projections at monitor 2 suggest that no RTB sales will be achieved in year and in order to maintain the current approved scheme additional capital receipts of £120k will be required. The capital funding position in table 13 has assumed that the funding is awarded from capital receipts. If Members decide not to fund the scheme the surplus of £3.804m would be increased to £3.924m.
 - b. Acomb library (LCCS) is now complete with only retention outstanding which suggest an overspend of £6k which needs funding from capital receipts.
 - c. The Telecare project in Social Services currently has an in year budget of £50k funded from capital receipts. The project is now fully funded in future years and the funding in this year can be offered as an under spend resulting in a reduced call on capital receipts of £50k. This under spend has been included in the £3.804m surplus figure
- 42. 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.
- 43. The surplus of the £3.804m will be considered in more detail in the Capital Budget 2009/10 2012/13

Corporate Priorities

44. 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

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

Human Resources Implications

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

Equalities Implications

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

Legal Implications

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

Crime and Disorder

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

Information Technology

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

Property

51. 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 38-43.

Risk Management

52. The capital programme is regularly monitored as part of the corporate monitoring process. In addition to this the Capital Asset Management Group (CAMG) meets regularly to plan monitor and review major capital receipts to ensure that all capital risks to the Council are minimised.

Recommendations

53. The Executive is requested to:

- Approve the 2008/09 revised budget of £60.537m as set out in paragraph 6 and Table 2.
- Approve the net slippage of £20.8m for the Administrative Accommodation project to 11/12 and future years, net slippage of £1.474m for the rest of the capital programme, and adjustments of -£624k in 08/09, £804k in 09/10 and £662k in 10/11.

- Approve the restated three year capital programme for 2008/09 2010/11 as set out in paragraph 35, Table 12 and as set out in detail in Annex A.
- Note the capital receipt projections for 2008/09 to 2010/11 as summarised in Table 13.

54. The Executive is requested to recommend to Council:

The funding of the shortfall on the Disabled Facilities Grant and retention costs at Acomb library from capital receipts.

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

Contact Details

Author: Ross Brown	Chief Officer Responsible for the re lan Floyd	port:				
Corporate Accountant Corporate Accountancy	Director of Resources					
Tel No. 551207	Report Ti Date 05/01/	/09				
Louise Branford-White Technical Finance Manager Corporate Finance Tel No. 551187	lan Floyd Director of Resources					
	Report Ti Date 05/01/	/09				

Specialist Implications Officer(s)

N/a

All tick **Wards Affected:**

For further information please contact the author of the report

Background Papers:

2008/09 - 2010/11 Capital Budget Report **Budget Control 2008** Department EMAP Capital Monitoring Reports

Annexes

Annex A – Restated Capital Programme 2008/09 to 2010/11