

Executive

10th October 2006

Report of the Director of Resources

CAPITAL PROGRAMME - MONITOR ONE

Report Summary

- 1. The purpose of this report is to inform Members of the likely outturn position of the 2006/07 Capital Programme based on the spend profile and information to August 2005, as reported to Executive Member with Advisory Panel (EMAP) meetings for each Department;
- 2. To advise Members of any additional external funding;
- 3. To advise Members of £3.861m of financial slippage and request its approval;
- 4. To inform Members of the funding position of the capital programme, taking account of the current capital receipts forecasts for the 3 year capital programme.

Background to the 2006/07 – 2008/09 Capital Programme

5. The 2006/07 – 2008/09 capital programme was approved by Council on 1st March 2006. Since then a number of amendments have taken place as part of the 2005/06 Outturn Report and through adjustments made under delegated authority. These changes have resulted in a current approved capital programme for 2006/07 of £53.261m, financed by £37.262m of external funding, leaving a cost to the Council of £15.999m 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	50.100	34.892	15.208
Slippage Carried Forward from 2005/06	3.081	2.230	0.851
Adjustments made under Delegated Authority	0.080	0.140	-0.060
Current Approved Capital Programme	53.261	37.262	15.999

Table 1 – Current Approved Capital Programme

6. As part of the recent Council restructure and change of constitution there have been a number of changes to portfolios. Table 2 restates the capital programme in the new portfolio structure.

Pre January Portfolio	Gross Budget	New Portfolio	Gross Budget	Change
	£m		£m	£m
Chief Executive's	0.466	Chief Executive's	0.000	-0.466
Children's Services	14.435	Children's Services	14.807	+0.372
Economic Development	0.361	Economic Development	0.361	0.000
Environmental Services	0.231	Neighbourhood Services	0.697	+0.466
Housing	10.046	Housing	10.046	0.000
Leisure and Heritage	4.794	Leisure & Heritage	4.463	-0.331
Planning and Transport	19.341	City Strategy	19.341	0.000
Resources	2.875	Resources	2.875	0.000
Social Services	0.712	Social Services	0.671	-0.041
Easy@York	2.607	Easy@York	2.607	0.000
Total	55.868		55.868	0.000

Table 2 – Changes to Portfolios

- 7. The changes that have taken place as part of the recent restructure are as follows:
 - The Youth Service One Stop Shop scheme (gross budget of £298k) has moved from the Leisure and Heritage Portfolio to the Children's Services Portfolio.
 - Oaken Grove Youth Centre scheme (£33k) has moved from Leisure and Heritage Portfolio to Children's Services Portfolio.
 - The Integrated Children's System grant scheme (£41k) has moved from Social Services Portfolio to the Children's Services Portfolio.
 - The Ward Committee Local Improvement Schemes (£358k) have transferred to Neighbourhood Services.
 - The Foxwood Community Centre scheme (£108k) has also transferred to Neighbourhood Services.

8. The <u>Easy@York</u> programme has been approved by the Executive in a separate performance report. In order for the capital programme to reflect all the capital spend and commitments of the Council, it is necessary to include the budgeted capital expenditure as part of the overall approved programme. The Easy capital budget for 2006/07 is £2.607m.

Consultation

9. The capital programme was developed under the Capital Resource Allocation Model (CRAM) framework and agreed by Council on 1st March 2006. 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

- 10. Against the current approved budget of £55.868m, there is a predicted outturn of £53.408m, this includes
 - additional fully funded schemes costing £1.126m,
 - two schemes that are forecast to overspend of £0.230m and
 - the reprofiling of budgets from 2006/07 to future years of £3.816m.

Department	Current Approved Budget 2006/07	Projected Outturn	Variance	Paras
	£m	£m	£m	
Chief Executive's	0.000	0.000	0.000	N/A
Children's Services	14.807	12.878	-1.929	14-15
City Strategy	19.341	19.630	0.289	16-23
Economic Development	0.361	0.361	0.000	24-26
Housing	10.046	10.046	0.000	28
Leisure & Heritage	4.463	2.263	-2.200	29-30
Neighbourhood Services	0.697	0.697	0.000	27
Resources	2.875	4.255	1.380	31-32
Social Services	0.671	0.671	0.000	33
Total	53.261	50.801	-2.460	
Easy@York	2.607	2.607	0.000	8
Grand Total	55.868	53.408	-2.460	

Table 3 outlines the variances reported against each portfolio area.

 Table 3 – Capital Programme Forecast Outturn 2006/07

11. To date there has been £22.627m of capital spend to date, which represents 42% of the approved budget, the same level of spend as this time last year.

- 12. The main highlights of this monitoring report are:
 - a) The completion of phase one of the Clifton Green Integrated Children's Centre,
 - b) An additional grant funding of £1.476m over 2 years for the Sure Start initiative,
 - c) James Street Link Road is almost complete and due for completion by November 2006,
 - d) The start on site of the £5.3m scheme to upgrade and extend Huntington Secondary School,
 - e) Rephasing of £1.1m of work on the School Modernisation programme,
 - Rephasing of £1m of work on the Skills Centre at Danesgate due to initial ground surveys and planning negotiations,
 - g) Rephasing of £2m on the York Pools scheme to replace and upgrade 3 of the city's pools,
 - h) The successful £1.2m purchase of Dundas Street Ambulance station as a key component of the land assembly element of the new Town Hall project,
 - i) Capital investment of £0.5m in IT equipment to be funded from prudential borrowing.

Analysis

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

Education and Children's Services (EMAP – 7th September 2006)

14. The approved Capital Programme for Education is £14.807m following the adjustments made at outturn. As a result of changes made in this monitor, the capital programme has been reduced by £1.929m to £12.878m. Table 4 gives a summary of the changes breakdown of these changes on a scheme by scheme basis.

Gross Education and Children's Capital Programme	2006/07	2007/08	2008/09	Total
	£m	£m	£m	£m
Current Approved Capital Programme	14.807	13.025	8.000	35.832
Adjustments: -				
Sure Start Capital Grant	0.279	0.781	0.000	1.060
Modernisation reprofiling and Adjustments	-1.107	0.907		-0.200
Skills Centre reprofiling	-1.022	1.022	0.000	0.000
Rephasing and adjustment of ICC grant	-0.079	0.495	0.000	0.416
Schools Access Initiative	0.000	-0.100	0.000	-0.100
Huntington Secondary School	0.000	0.355	0.000	0.355
Revised Capital Programme 2006/09	12.878	16.485	8.000	37.363

Table 4 Education and Children's Services Capital Programme 2006 –09

- 15. The key changes are:
 - At the start of 2006/07 additional funding of £1.476m was announced under the Sure Start Extended Schools and Childcare Grant initiative. This funding has been split between two schemes, with the Sure Start scheme increasing by £1.060m over the 2006/07 and 2007/08 capital programme.
 - Following consultation with local authorities, the previously announced Integrated Children's Centre (ICC) grant for 2006/07 and 2007/08 has been re-profiled, with more of the funding moved to 2007/08, to allow local authorities more time to plan the most effective way to spend this money. The balance of £0.416m of the additional Sure Start grant has also been allocated to this scheme to allow greater integration of services.
 - Reprofiling of £1.022m to 2007/08 on the Skill Centre scheme at Danesgate to reflect delays caused by increased consultation and planning.
 - Rephasing of £1.107m of Modernisation projects in to 2007/08 to allow more detailed projects to be developed in addressing the modernisation requirements of the city's schools. Of this £0.200m of funding has been vired to the Huntington Scheme in 2007/08.
 - Work has begun at Huntington School on the main part of the scheme to provide a new building to replace dilapidated TCU accommodation and extend the community use of the school. The scheme will provide specialist performing arts facilities, nine new classrooms, youth service provision and various office and meeting rooms. The work on this

scheme is now progressing well with an estimated completion date of summer 2007.

<u>City Strategy</u> (EMAP – 11th September 2006)

- 16. The current approved budget for the City Strategy Capital Programme for 2006/07 is £19.341m, and is inclusive of the Foss Islands Depot replacement project. This figure represents the budget available to spend and is therefore net of the over-programming built into the Local Transport Plan (LTP) element of the programme.
- 17. City Strategy manage their capital programme in a different way to which it is presented to the Executive. In order to improve the transparency and monitoring of the programme, it is proposed that the presentation to the Executive is consistent with the presentation to City Strategy EMAP. Table 5 illustrates the realignment of budgets.

Current Programme	£000	City Strategy Programme	£000				
Local Transport Plan	6,378						
Developer Contribution schemes	1,713	LTP integrated Transport	6,248				
Government Grants	57	LTP structural Maintenance	1,900				
Highway Resurfacing & Reconstruction	1,509	Highways Resurfacing and					
Highway Repairs & Renewals	750	Reconstruction	2,259				
York City Walls - Repairs & Renewals	48						
Robin Hood's Tower Strengthening	80						
York City Walls - Health & Safety	20	City Walls	148				
Special Bridge Maintenance	141	Special Bridge Maintenance	141				
Foss Islands Depot	8,645	Foss Islands Depot	8,645				
Grand Total	19,341	Grand Total	19,341				
Table 5 City Strategy Capital Programme Realignmen							

Table 5 City Strategy Capital Programme Realignment

- 18. Key highlights from the monitor one EMAP are:
 - James Street Link Road is due to be complete by November 2006. Overall there have been £250k of variations and claims from the contractor. These will be split between the Council and the contractor. A provision of £150k has been made to cover these costs and has been reallocated from the LTP allocation in lieu of other section 106 contributions from other major developments within the Foss Basin Master Plan area.
 - Cycling The Council has been successful in its bid to obtain a £125k grant from the Department of Transport towards the project to develop a cycling access ramp to the station. Negotiations are taking place between Network Rail and GNER to decide on the best way to implement the scheme. A further grant of £16k from Sustrans (the sustainable transport fund) has been allocated to a number of minor improvement projects.

Foss Islands Depot

- 19. The construction of the new depot is progressing well with an anticipated completion date in October. Following completion of the new facility the transfer of the existing depot is programmed to take approximately six weeks. The old site will then be available for the developer to clear and commence construction of the retail park. The developer is responsible for delivering the depot in accordance with the development agreement.
- 20. The cost of the depot has increased since first agreed owing to changes in the operational requirements of Neighbourhood Services and enhancements to building standards since the concept was first developed in 2000. The apportionment of the cost of these amendments between the Developer and Council is still to be determined, but it is projected that the scheme cost allocated to the council may increase by approximately £150k leading to a corresponding reduction in the capital receipt. It is proposed to increase the allocation by £150k to cover these increases pending resolution of the apportionment with the developer.
- 21. In addition to this overspend, there is a potential claim against the Council for £200k in relation to delays incurred on site. If the claim arises the Council will dispute, although there does remain a small risk that the ruling could be against the Council.
- 22. It is proposed to increase the depot budget by £150k funded from the Council's Capital resources to cover the increased costs due to claims and variations. The final cost of these adjustments will be subject to apportionment between the developer and the Council in accordance with the development agreement.
- 23. The changes set out above would take the value of the City Strategy Capital Programme to £19.630m if the proposed changes identified above are accepted. Table 6 illustrates the changes.

Gross City Strategy Capital Programme	2006/07	2007/08	2008/09	Total
	£m	£m	£m	£m
Current Approved Capital Programme	19.341	7.317	6.042	32.700
Adjustments				
LTP Integrated Transport - Cycling	0.139			0.139
Foss Islands Depot Replacement	0.150			0.150
Revised City Strategy Capital Programme	19.630	7.317	6.042	32.989

 Table 6 City Strategy Capital Programme 2006/07

Economic Development (EMAP 11th September 2006)

24. The current approved Economic Development capital programme for 2006/07 is £0.361m, and comprises two schemes. The Small Business Workshop

scheme to provide managed workshops at Clifton Moor is currently awaiting planning permission, which if granted will be complete by October 2007.

- 25. An Action Plan is currently being prepared for the relocation of the De Grey Rooms Visitor Information Centre into an alternative location in Parliament Street. This Plan will seek to resolve outstanding issues relating to financial and business planning, and physical planning issues. Included in the capital programme is a total of £250,000 (over two years) required to relocate the current public lavatories and release the site for this alternative use.
- 26. Overall there were no changes to the financial standing of these schemes, with the programme forecast to outturn on budget at this stage.

<u>Neighbourhood Services</u> (EMAP – 7th September 2006)

27. The Neighbourhood Services capital programme is currently budgeted at £0.697m. All schemes are projected to outturn to budget. Table 7 illustrates the current approved programme.

Gross City Strategy Capital Programme	2006/07	2007/08	2008/09	Total
	£m	£m	£m	£m
Air Quality Monitoring	0.061			0.061
Hazel Court Household Waste Site	0.070			0.070
Foxwood Community Centre	0.108			0.108
Ward Committee Local Improvements	0.358	0.202	0.202	0.762
Waste Performance Efficiency Grant	0.100			0.100
Revised City Strategy Capital Programme	0.697	0.202	0.202	1.101

Table 7 – Neighbourhood Services Capital Programme

Housing (EMAP – 11th September 2006)

28. The current approved Housing capital programme for 2006/07 is £10.046m, this is following minor adjustments to the programme agreed within officers delegated powers of £29k. The programme is forecast to outturn on target with the Major Repairs Allowance funding £4.564m, the net cost to the city is £0.074m.

Leisure & Heritage (EMAP – 5th September 2006)

29. The approved Capital Programme for Leisure and Heritage was £4.463m following the adjustments made at outturn and under delegated authority since the start of the financial year. As a result of changes made in this monitor, the capital programme has been reduced by £2.200m to £2.263m. Table 8 gives a summary of the changes on a scheme by scheme basis.

Leisure and Heritage Capital Programme	2006/07	2007/08	2008/09	2009/10	Total
	£m	£m	£m	£m	£m
Current Approved Capital Programme	4.463	3.415	3.100	0.000	10.978
Adjustments: -					
York Pools Reprofile	-2.000	0.350	0.650	1.000	0.000
Museums Reprofile	-0.200	-0.600	-0.013	0.813	0.000
Revised Capital Programme 2006/09	2.263	3.165	3.737	1.813	10.978

Table 8 - Leisure and Culture Capital Programme

- 30. Key changes include:
 - The delay in the capital receipt for the Barbican site means that work cannot start on the major elements of the York Pools scheme. It is proposed that £0.477m of the budget is retained in 2006/07 for feasibility and planning work at Oaklands and Edmund Wilson Pools and the remainder is reprofiled across 2007/08 to 2009/10.
 - The Museums Trust capital bid submitted to the Heritage Lottery Fund in December 2005 has been unsuccessful. A revised bid will now be submitted in December 2006. This means that there will be no spend on this scheme in 2006/07. The EMAP meeting recommended the rephasing of the scheme between 2007/08 and 2009/10.

<u>Resources</u> (Corporate Services EMAP – 12th September 2006)

31. The original gross capital budget approved for the Resources Directorate at Budget Council was £1.974m. Year end slippage of £901k was agreed and transferred into the 06/07 programme leaving a budget of £2.875m. Adjustments made as part of this monitor has seen additions to the 2006/07 programme of £1.380m, increasing the budget to £4.255m.

Resources Capital Programme	2006/07 £m	2007/08 £m	2008/09 £m	Total £m
Current Approved Capital Programme	2.875	5.118	8.560	16.553
Adjustments: -				
IT Equipment	0.500	0.000		0.500
Holgate Windmill Overspend	0.080	0.000		0.080
Admin Accom reprofiling	0.800	-0.800		0.000
Revised Capital Programme 2006/09	4.255	4.318	8.560	17.053

Table 9 – Resources Capital Programme

- 32. Key changes are:
 - On the Administrative Accommodation scheme a significant amount of work have been done since the start of the financial year to correctly disaggregate and profile the various workstreams that make up the project. As part of the land assembly element of the project the Council has purchased Dundas Street Ambulance Station for £1.2m. This was slightly more than anticipated but has been more than offset by the sale of related land in Hungate. As a result of the positive progress at this early stage of the project it is necessary to reprofile the budget and bring £800k forward from future years to reflect the decision to purchase the ambulance station. The project remains within budget.
 - IT Equipment worth up to £500k is expected to be purchased outright rather than leased. This is as a result of the quarterly evaluation process to determine the most cost effective funding method for the purchasing of IT equipment. The equipment will be financed by borrowing and repaid from the savings made against the traditional leasing budgets held by IT.
 - The work to re-render Holgate Windmill has revealed structural problems and serious failures in the tower due to a history of poor maintenance, which will result in additional costs. These were not readily apparent until the render was removed. On completion of this health and safety work the 15 year lease of the Mill will be completed to the local Preservation Society and the Council's liability will end until 2022. At the end of the lease there is the possibility that the ownership will be transferred to the Society, therefore removing the Council's liability entirely.

<u>Social Services (EMAP for Housing and Social Services – 11th September 2006)</u>

33. The current approved Social Services capital programme for 2006/07 is £0.671m, there were no changes reported to the EMAP meeting, with the programme forecast to outturn on budget. External funding towards the budget is £0.205m. The 3 year programme is highlighted in table 10.

Social Services Capital Programme	2006/07	2007/08	2008/09	Total
	£m	£m	£m	£m
Current Approved Capital Programme	0.671	0.205	0.205	1.081

Table 10 – Social Services Capital Programme

Summary

33. As a result of the changes reported to the EMAP meetings the revised 3 year capital programme is summarised in Table 11.

	2006/07	2007/08	2008/09	2009/10	Total
	£m	£m	£m	£m	£m
Gross Capital Programme	55.868	37.557	34.875	0.000	128.300
Additional Funding				·	
Children's Services	0.487	1.044	0.000	0.000	1.531
City Strategy	0.139				0.139
Resources	0.500				0.500
Reprofiling					
Children's Services	-2.416	2.416			0.000
Leisure	-2.200	-0.250	0.637	1.813	0.000
Resources	0.800	-0.800			0.000
Requests for additional fundi	ng			·	
New Depot	0.150				0.150
Holgate Windmill	0.080				0.080
Revised Gross Budget	53.408	39.967	35.512	1.813	130.700
	Tab	e 11 _ Rev	ised 3 Vea	r Capital Pr	ogramme

Table 11 – Revised 3 Year Capital Programme

Funding of the 2006/07 Capital Programme

- 34. The current capital programme is funded from a number of externally funded sources, along with capital receipts raised from the sale of surplus Council owned assets.
- 35. Following the adjustments made as part of this report, the revised capital programme between 2006/07 and 2009/10 stands at £130.700m. Funding from external sources and prudential borrowing contributes £97.525m, leaving a balance of £33.175m to be funded from capital receipts. Table 12 illustrates the funding breakdown of the capital programme, with Confidential Annex B giving details of the individual properties, indicative values and timescales for sale.
- 36. As part of the budget setting process, a list of asset sales were agreed by the Council for reinvestment in the capital programme. The budget was approved at £18.687m for 2006/07. The value of receipts received to date is £2.695m, with a further £18.555m expected to be received by the end of the financial year, of this there is a risk that £0.993m may not be received during 2006/07 and may slip in to 2007/08. This apparent over achievement of receipts in comparison to the budget is because receipts delayed from 2005/06 are now forecast to be realised during 2006/07.
- 37. The list of asset sales approved by Council, included a high value asset that, if sold would result in a significant income loss to the Council. Since then

revisions have been made to the expected levels of receipts, and an alternative property sale, at 3-4 Patrick Pool has been identified for sale. Confidential Annex B summarises the capital receipts position and highlights the proposed changes to the receipts.

- 38. Regular 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.
- 39. The Replacement Depot and Holgate Windmill are projected to overspend by a total of £230k as reported in paragraphs 19 and 32 respectively. Two options are available to fund the overspend:

Option 1 – Fund through capital receipts surplus

The budget approved by Council on 1st March 2006 allowed for a capital receipts surplus of \pounds 1.290m over the life of the 2006/07 – 2008/09 capital programme. If the projected overspend of \pounds 230k on the new Depot and Holgate Windmill are approved this surplus will reduce to \pounds 1.060m as per table 12.

Option 2 – Fund through Prudential Borrowing

The second option is to fund the overspend by prudentially borrowing. The financial implications of unsupported borrowing would be incurring an ongoing charge to the revenue account in the form of Minimum Revenue Provision (4% per annum) and the interest cost of the loan itself (approximately 4.65% per annum). This equates to a revenue charge of £20k per annum for the life of the loan.

	2006/07	2007/08	2008/09	2009/10	Total
	£000	£000	£000	£000	£000
Gross Capital Programme	53,408	39,967	35,512	1,813	130,700
Funded by					
Supported Borrowing	11,427	7,521	4,955	0	23,903
Grants and Contributions	22,521	22,139	10,653	0	55,313
Prudential Borrowing	5,431	4,568	8,310	0	18,309
Total External Funding	39,379	34,228	23,918	0	97,525
Funding to be Financed from Capital Receipts	14,029	5,739	11,594	1,813	33,175
Expected Capital Receipts	21,250	7,182	10,072	3,925	42,429
Receipts b/fwd (surplus)/deficit	8,194	973	-470	1,052	
Receipts c/fwd (surplus)/deficit	973	-470	1,052	-1,060	

Table 12 - Capital Programme Funding and Receipts Projections

Corporate Priorities

40. 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

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

Human Resources Implications

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

Equalities Implications

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

Legal Implications

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

Crime and Disorder

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

Information Technology

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

Property

47. 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 34-36.

Risk Management

48. 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

49. The Executive is requested to:

- Note the £80k of adjustments made under delegated authority to the 2006/07 approved capital programme. Table 1.
- Approve the inclusion of £1.126m of additional funding in the 2006/07 budget and £1.044m in the 2007/08 budget. Table 11.
- Approve the use of surplus receipts (Option 1 paragraph 40) to fund the projected overspends at the Replacement Depot (£150k) and Holgate Windmill (£80k). Table 11.
- Approve reprofiling of £3.816m from 2006/07 to future years. Table 11
- Approve the restated capital programme summarised in Table 3 and as set out in detail in Annex A.
- Note the revisions to the capital receipts position for 2006/07 to 2008/09 as summarised in Confidential Annex B.

Contact Details

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Specialist Implications Officer(s)				
N/a				
Wards Affected:				All tick
For further information please contact the author of the report				
Background Papers:				

2006/07 – 2008/09 Capital Budget Report Department EMAP Capital Monitoring Reports

Annexes

Annex A – Capital Programme 2006/07 – 2008/09 (Confidential) Annex B - Capital Receipts Tracking 2006 (Confidential)