

### Executive 17 November 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 2009/10 Capital Programme based on the spend profile and information to October 2009:
  - 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 2009/10 2013/14 capital programme was approved by Council on 26th February 2009. Since then a number of amendments have taken place as reported to the Executive in the 2008/09 Capital Programme Monitor 3 report, the 2008/09 Capital Programme Outturn report and the 2009/10 Monitor 1 report. The changes made as result of the above papers have resulted in a current approved capital programme for 2009/10 of £67.034m, financed by £31.702m of external funding, and internal funding of £35.332m. Table 1 illustrates the movements from the start budget to the current approved position at monitor 2.

	Gross Budget £m	External Funding £m	Internal Funding £m
Original Budget Approved by Council at 26 Feb 2009	64.255	36.483	27.772
Amendments from 2008/09 Monitor 3 report	0.702	0.309	0.393
Amendments from 2008/09 outturn report	4.017	(5.256)	9.273
Amendments from 2009/10 Monitor 1 report	(1.940)	0.166	(2.106)
Current Approved Capital Programme	67.034	31.702	35.332

**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 26 February 2009. 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. An increase of £0.345m is detailed in this monitor that results in a revised capital programme budget of £67.379m; £8.843m higher than the 2008/09 capital outturn of £58.536m.
- 5. Against the current approved budget post 2009/10 Monitor 1 of £67.034m, there is a predicted outturn of £67.379m, a net increase of £0.345m made up of:
  - Adjustments to schemes increasing costs by £1.078m.
  - The re-profiling of budgets from 2009/10 to future years of £0.733m. Table 2 outlines the variances reported against each portfolio area.

Department	Current Approved Budget	Projected Outturn	Variance	Paragraphs
	£m	£m	£m	
Children's Services	32.378	33.378	1.000	9 - 10
Leisure and Culture	5.543	5.536	(0.007)	11
City Strategy	5.270	5.340	0.070	12 - 13

City Strategy (Economic Development)	0.113	0.113	0.000	14
Housing	8.732	8.734	0.002	15
Neighbourhood Services	6.429	5.329	(1.100)	16 - 18
Resources	1.761	1.761	0.000	19
Chief Executive	2.525	4.010	1.485	20 - 24
Social Services	0.711	0.711	0.000	25
City Strategy (Admin Accom)	3.212	2.107	(1.105)	26 - 29
Miscellaneous	0.360	0.360	0.000	30 - 32
Total	67.034	67.379	0.345	

Table 2 Capital Programme Forecast Outturn 2009/10

- 6. To the end of September there was £19.623m of capital spend representing 29.6% of the projected outturn as per monitor 2 budget.
- 7. The 2009/10 capital programme will contribute toward the Corporate Strategy and will deliver:
  - a. Works totalling £1.7m on New Deals for Schools (NDS) modernisation programmes has allowed schools to invest in buildings, grounds and ICT equipment enabling schools to improve their pupils' educational standards.
  - b. Projected spend of £2.275m on the New Deals for Schools (NDS) devolved capital programmes provided schools with direct funding for the priority capital needs of their buildings (capital repair, remodelling or new build) and investment in ICT equipment. Many schools use their allocations to contribute to larger projects at their school within the Children's Services capital programme.
  - c. Further progression of the new £28m Joseph Rowntree Secondary School as part of the Government's One School Pathfinder project, with a projected in year spend of over £18.5m. The school will be ready for occupation in February 2010 and is currently on budget.
  - d. The £6.6m scheme which will see the completion of the new Energise facility is on schedule for handover to the Council on 9 November. The gym is expected to open on 16 November and the pool on 14 December. New facilities will include a 6 lane 25 metre pool, a learner pool, a hydrotherapy pool and a new changing area.

- e. The development of a Community Learning Centre and a Changing Places facility within the new explore centre at York Library has now begun. York Library closed on 31 October for the scheme to begin and it will be reopen at the start of April.
- f. Completion of Fulford Road multi-modal scheme providing bus priorities and cycle lanes along Fulford Road between Heslington Lane and Hospital Fields Road (£950k).
- g. Progression of Access York Phase 1 project to develop 3 new Park & Ride sites through Department for Transport approval processes, planning and detailed design stages (£875k)
- h. Provision of approximately 1.2km of on and off-road cycle lanes on Crichton Avenue as part of the Orbital Cycle route being implemented through the Cycling City project (£575k).
- i. Schemes in housing will see over 1850 individual works completed on the Council houses including new heating systems to over 200 homes.

## **Analysis**

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

### **Education and Children's Services**

9. The current approved capital programme for Education and Children's services for 2009/10 is £32.378m following the adjustments made as a result of the 2009/10 Monitor 1 report. As a result of changes made at the second monitor, the 2009/10 capital programme will increase by £1.0m to £33.378m. Table 3 gives a summary of the changes on a scheme by scheme basis.

Gross	2009/10	2010/11	2011/13	2012/13	2013/14	Total
Children's						
Services Capital	£m	£m	£m	£m	£m	£m
Programme						
Current						
Approved Capital						
Programme	32.378	20.349	0.000	0.000	0.000	52.727
Adjustments:						
City-Wide	1.000	2.500				3.500
Diploma						
Exemplar Facility						
at Manor School						
Revised Capital						
Programme	33.378	22.849	0.000	0.000	0.000	56.227

Table 3 Education and Children's Services Capital Programme 2009-2014

10. The City of York 14-19 Partnership submitted a bid for funding from the Targeted Capital Fund for the provision of a City Wide Diploma Exemplar Facility to be located on the Manor School site. The DCSF have confirmed that the bid has been successful, with £3.5m of funding confirmed. This funding will enable a build of £2m, with the remaining £1.5m being used to resource the building with industry standard Creative and Media Facilities. The project is expected to be carried out in 2009/10 and 2010/11 with £1m allocated in 2009/10 and the remaining £2.5m in 2010/11.

### **Leisure and Culture**

11. The approved capital programme for Leisure and Culture services is £5.543m following the adjustments made as part of the 2009/10 Monitor 1 report. As a result changes made in this monitor, the capital programme will decrease by £7k to £5.536m. Table 4 gives a summary of the Leisure and Culture programme by value over the currently approved 5 year programme.

Gross Leisure	2009/10	2010/11	2011/13	2012/13	2013/14	Total
and Culture Capital	£m	£m	£m	£m	£m	£m
Programme						
Revised Capital						
Programme	5.536	3.190	0.000	0.000	0.000	8.726

Table 4 Leisure and Culture Capital Programme 2009 - 14

### **City Strategy**

12. The current approved capital programme for City Strategy is £5.270m following the adjustments made as part of the 2009/10 Monitor 1 report. As a result of changes contained in the Monitor 1 report the capital programme will increase by £70k to £5.340m. Table 5 gives a summary of the changes on a scheme by scheme basis.

Gross City Strategy Capital	2009/10	2010/11	2011/13	2012/13	2013/14	Total
Programme	£m	£m	£m	£m	£m	£m
Current Approved Capital Programme	5.270	7.097	3.617	3.605	3.605	23.194
Adjustments:						
Peckitt Street Flood Defences	0.070					0.070
Revised Capital Programme	5.340	7.097	3.617	3.605	3.605	23.264

Table 5 City Strategy Capital Programme 2009-14

13. The addition of the Peckitt Street Flood Defences scheme is funded by a combination of grant from the Environment agency and a loan from the Councils venture fund repayable from existing City Strategy revenue budgets.

## **Economic Development**

14. The approved capital programme for Economic Development is £0.113m. No changes to the projected outturn position are anticipated as part of this monitor. Table 6 confirms the current budget.

Gross Eco Dvpt	2009/10	2010/11	2011/13	2012/13	2013/14	Total
Capital						
Programme	£m	£m	£m	£m	£m	£m
Current						
Approved						
Capital						
Programme	0.113	0.000	0.000	0.000	0.000	0.113

**Table 6 Economic Development Capital Programme 2009 -14** 

### **Housing**

15. The approved capital programme for Housing services is £8.732m following the adjustments made as part of the 2009/10 Monitor 1 report. Only minor changes will be made as a result of this monitor. Table 7 gives a summary of the currently approved budget.

<b>Gross Housing</b>	2009/10	2010/11	2011/13	2012/13	2013/14	Total
Capital						
Programme	£m	£m	£m	£m	£m	£m
Current						
Approved						
Capital						
Programme	8.734	9.121	10.205	9.807	10.888	48.755

**Table 7 Housing Capital Programme 2009 - 2014** 

### **Neighbourhood Services**

16. The approved capital programme for Neighbourhood services is £6.429m following the adjustments made as a result of the 2009/10 Monitor 1 report. As a result of this monitor, the capital programme will decrease by £1.110m to £5.329m. Table 8 gives a summary of the changes on a scheme by scheme basis.

Gross	2009/10	2010/11	2011/13	2012/13	2013/14	Total
Neighbourhood Services Capital Programme	£m	£m	£m	£m	£m	£m
Current Approved Capital Programme	6.429	4.226	5.555	3.055	3.055	22.320
Reprofiling:						
EcoDepot Security Gate / Reception	(0.100)	0.100				0.000
Highway Resurfacing & Reconstruction (Struct Maint)	(1.000)	1.000				0.000
Revised Capital Programme	5.329	5.326	5.555	3.055	3.055	22.320

Table 8 Neighbourhood Services 2009 – 2014

- 17. A project officer has now been appointed to the Eco Depot Security Gate and it is anticipated the project will commence shortly, however it is expected that this will not be completed in the financial year. As a result £100k will need re-profiling to 2010/11.
- 18. In relation to Highways R&R additional Detrunking grant has been received in year from the Department of Transport in respect of the A19 for £1,320k, with a further £830k in 2010/11. Phase 1 of the scheme is to undertake drainage works with phase 2 in 2010/11 resurfacing the highway and would mean separate closures of the A19 while the schemes were done. It is proposed that the schemes are undertaken at the same time so avoiding the need to close the A19 on two separate occasions. As a result of this change to re-profiling of budget totalling £1,000k into 2010/11 is required.

#### Resources

19. The approved capital programme for Resources is £1.761m following the adjustments made as a result of the 2009/10 Monitor 1 report. As a result of this monitor, no variations are forecast. Table 9 states the position of the programme.

Gross	2009/10	2010/11	2011/13	2012/13	2013/14	Total
Neighbourhood Services Capital	£m	£m	£m	£m	£m	£m
Programme						
Current						
Approved Capital						
Programme	1.761	0.000	0.000	0.000	0.000	1.761

Table 9 Resources Capital Programme 2009 –2014

### **Chief Executives**

20. The approved capital programme for Chief Executives is £2.525m following the adjustments made as a result of the 2009/10 outturn report. As a result of this monitor, the capital programme will increase by £380k to £2.905m. Table 10 gives a summary of the changes on a scheme by scheme basis.

Gross Chief	2009/10	2010/11	2011/13	2012/13	2013/14	Total
Executives						
Capital	£m	£m	£m	£m	£m	£m
Programme						
Current						
Approved Capital						
Programme	2.525	0.700	1.250	0.000	0.000	4.475
Reprofiling:						
Fire Safety	0.035	(0.035)				0.000
Regulations -						
Adaptations						
Acomb Office	0.345	(0.345)				0.000
Adjustments:						
Hungate						
clearing/						
Peasholme						
Relocation	0.769	0.023				0.792
Peasholme						
Improvements	0.336	0.011				0.347
Revised Capital						
Programme	4.010	0.354	1.250	0.000	0.000	5.614

**Table 10 Chief Executives Capital Programme 2009 – 2014** 

21. The Fire Safety Regulations – Adaptations scheme requires funding of £35k to be brought forward as a result of a proportion of the fire protection improvements planned for completion in 2010/11 have been brought forward into 2009/10. This follows an instruction from the Fire Authority which requires that the improvement works on certain Elderly Peoples Homes are completed more urgently.

- 22. The Acomb Office project requires re-profiling into 2009/10 to take advantage of an opportunity to purchase a piece of land to the rear of the Acomb office site which will allow for more flexible development of the site in the future.
- 23. The addition of two schemes in Chief Executives is as a result of the Land Assembly costs being removed from the Administrative Accommodation project in accordance with Members approval at Executive on 21 September 2009. These scheme costs do not relate to the Administrative Accommodation project (which remains at £43.804m) and therefore have been included as separate capital schemes.
- 24. The "Hungate clearance / Peashome relocation" scheme in total costs £2.83m and the "Peasholme improvement" scheme £0.71m. members when they approved the two schemes on 21 September 2009 requested a statement indicating the capital and revenue implications of these schemes. The capital implication is that both schemes will be funded by the capital receipt resulting from the sale of the Hungate Land. The revenue implications of the "improvements" in Housing service provision is an increase in costs of £1k due to decreases in costs for the more efficient building but slight increases in costs due to the increased number of bathrooms. The adjustments in the table above only show the budget which remains for 09/10 and future years. And not the full value of the two schemes at £3.54m.

### **Social Services**

25. The approved capital programme for Social Services is £711k following the adjustments made as a result of the 2009/10 Monitor 1 report. As a result of this monitor, the capital programme is not forecast to change. Table 11 states the position of the programme.

Gross Social Services Capital	2009/10	2010/11	2011/13	2012/13	2013/14	Total
Programme	£m	£m	£m	£m	£m	£m
Current						
Approved Capital						
Programme	0.711	0.351	0.235	0.245	0.255	1.797

Table 11 Social Services Capital Programme 2009 – 2014

### <u>Administrative Accommodation</u>

26. The approved capital programme for Administrative Accommodation is £3.212m following the adjustments made as a result of the 2009/10 Monitor 1 report. As a result of this monitor, this capital programme scheme will be split into 3 schemes. Table 12 gives a summary of the changes.

Gross Admin	2009/10	2010/11	2011/13	2012/13	2013/14	Total
Accom Capital						
Programme	£m	£m	£m	£m	£m	£m
Current						
Approved Capital						
Programme	3.212	12.528	12.304	9.838	0.000	37.882
Adjustments:						
Admin						
Accommodation	(1.105)	(0.034)		3.550	0.000	2.411
Revised Capital						
Programme	2.107	12.494	12.304	13.388	0.000	40.293

### Table 12 Admin Accom Programme 2009-2014

- 27. The Administrative Accommodation budget will remain at £43.804m overall. On 21 September 2009, Members approved the removal of the Land Assembly Costs from the project budget of £43.804m. The Land Assembly costs relate to (a) the cost of clearing the Hungate site, plus the relocation of Peasholme Hostel on a like for like basis and (b) costs relating to the improvement of the Peasholme Hostel. These costs are unrelated to the Administrative Accommodation project as the new Head Quarters are to be sited at a different location.
- 28. Therefore, these costs have been included as two separate capital schemes in the Capital Programme under the Chief Executives area. These costs are to be funded from the sale of the Hungate Land.
- 29. The adjustments to the programme in the table above show that the forecast budget has moved from 09/10 and 10/11 to 12/13. This is due to the Land Assembly costs being removed and therefore the budget has been reallocated to future years where it is required.

### Contingency

- 30. Two requests for funding to be made available from the contingency have been received.
- 31. The first is for funds to carry out repair work to the slipway at Lendal Bridge. The slipway collapse is due to the constant action of the river scouring the bed and banks and undercutting the slipway. The repair of the slipway is beyond the scope of the tenant under the lease agreement although the Tenant will contribute something to the cost, approximately £20k. The total cost of the scheme is c£160k which is subject to a detailed survey. Therefore funding of £140k is sought from contingency. Attached at Annex B is further information with regards to this scheme.
- 32. The second request for the use of contingency is for the new hostel at Fishergate which requires £32k to ensure the property is fitted out to the

require standard and is fit for use. The £32k is for the supply of furniture and IT/phone circuits.

## Summary

33. As a result of the changes highlighted above the revised 5 year capital programme is summarised in Table 12.

Gross Capital	2009/10	2010/11	2011/12	2012/13	2013/14	Total
Programme	£m	£m	£m			£m
Current Programme	67.034	57.549	37.166	26.549	17.803	206.101
Adjustments :						
Children's Services	1.000	2.500				3.500
Leisure and Culture	0.006					0.006
Housing	0.002					0.002
City Strategy	0.070					0.070
Social Services						
Chief Executives	1.105	0.034				1.139
Admin Accom	(1.105)	(0.034)		3.550		2.411
Re-profiling:						
Children's Services						
Leisure and Culture	(0.013)	0.013				0.000
Neighbourhood	(1.100)	1.100				0.000
Services						
Chief Execs	0.380	(0.380)				0.000
Revised Programme	67.379	60.782	37.166	30.099	17.803	213.229

**Table 12 Revised 5 Year Capital Programme** 

# Funding the 2009/10 - 2013/14 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 assets.
- 35. The 2009/10 capital programme of £67.379m is currently being funded from £32.737m external funding and £34.642m of internal funding. The internal funding is comprised of revenue contributions, supported capital expenditure, venture fund, right to buy receipts, capital receipts and prudential borrowing.
- 36. The 2009/10 2013/14 capital budget was funded on the assumption that revenue contributions would be used to fund the new approved schemes. At the time of setting the budget the budget paper recognised that there would be both timing differences between the build up of revenue contributions over the 5 year period and the approved expenditure profile and a funding gap which would need to

addressed through revenue contributions and prudential borrowing. As a result of this a revenue growth bid of £250k was approved in the 09/10 budget process to support the capital programme funding to alleviate some of the pressure and it was recognised that more contributions would be needed in later years depending upon the overall financial position of the programme. It is therefore recommended that the £250k revenue budget be used to support £3.050m of prudential borrowing. It should be noted that the figure of £3.050m is likely to fluctuate at each monitor until the outturn position is known as schemes are re-profiled and expenditure profiles updated.

37. Table 13 shows the projected call on Council resources going forward.

	2009/10	2010/11	2011/12	2012/13	2013/14	Total
	£m	£m	£m		£m	£m
Gross Capital	67.379	60.782	37.166	30.100	17.803	213.230
Programme						
Funded by:						
External Funding	32.737	27.373	8.888	8.428	9.603	87.029
Council Controlled	34.642	33.409	28.278	21.672	8.200	126.201
Resources						
Total Funding	67.379	60.782	37.166	30.100	17.803	213.230

Table 13 – 2009/10 –2013/14 Capital Programme Financing

38. The current economic environment continues to place pressure on the funding of the programme over the 5 year cycle resulting in additional funding pressures based on current projections. The capital programme continues to place reliance on the achievement of a small number of high asset disposals which have been affected by the economic downturn. This funding pressure could be managed using a number of funding sources such as prudential borrowing with the revenue costs being covered from the revenue contributions agreed as part of the 2009/10 - 2013/14 capital programme.

## **Corporate Priorities**

39. 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 contribute toward the achievement of the corporate strategy.

## **Implications**

## **Financial Implications**

- 40. The financial implications with regards to the Capital Programme are considered in the main body of the report.
- 41. The financial implications with regards to Annex B Slipway Repairs at Lendal Boatyard are that a written quote has been obtained for the costs of the work to repair the slipway at Lendal Boatyard in the order of £160k subject to a full dive survey being undertaken. Yorkboat have agreed to make a contribution of £20,000 as a goodwill gesture. Funding could be made available from the existing capital contingency budget of £300k as approved in the 2009/10 capital programme budget setting process. Alternative means of funding, such as prudential borrowing, are not available in this instance, as new revenue streams cannot be identified to support it

## **Human Resources Implications**

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

## **Equalities Implications**

- 43. There are no equalities implications with regards to the capital programme in the main body of the report.
- 44. The legal implications with regards to Annex B Slipway Repairs at Lendal Boatyard The Council have a contractual liability to repair the slipway under the terms of the lease and if we default on this, the Council may be open to litigation a result of this report

# **Legal Implications**

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

### **Crime and Disorder**

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

# **Information Technology**

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

## **Property**

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

## **Risk Management**

49. The capital programme is regularly monitored as part of the corporate monitoring process. In addition to this the Corporate 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

50. The Executive is requested to:

- Recommend to Full Council the net adjustments of £0.345m in 2009/10, £3.233m in 2010/11 and £3.550m in 2012/13 which are set out on a scheme by scheme basis in the above paragraphs and contained in Annex A.
- Recommend to Full Council approval of £3.050m of prudential borrowing, supported by the 250k revenue budget established in 2009/10.
- Note the 2009/10 revised budget of £67.379m as set out in paragraph 5 and Table 2.
- Note the slippage of £733k from 2009/10 to 2010/11.
- Approve the use of the contingency fund for £140k in respect of the slipway repairs at Lendal Boatyard (as detailed in Annex B) and £32k for the Fishergate Hostel.
- Note the restated capital programme for 2009/10 2013/14 as set out in paragraph 33, Table 12 and as set out in detail in Annex A.

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

#### **Contact Details**

Author:	Chief Officer Re	spons	ible for	the report:
Ross Brown	lan Floyd			
Principal Corporate Accountant	Director of Resou	ırces		
Corporate Finance				
Tel No. 551207	Report		Date	29/10/09
	Approved	$\sqrt{}$		
Louise Branford-White	Keith Best			
Technical Finance Manager	Head of Finance			
Corporate Finance Tel No. 551187	Report Approved	$\sqrt{}$	Date	29/10/09

## **Specialist Implications Officer(s)**

Property Services Legal Services Valerie Inwood Alison Lowton

Property Surveyor Head of Legal and Democratic Services

Property Services Ext: 3358 Ext: 1004

ΔII	V
All	1

## For further information please contact the author of the report

## **Background Papers:**

Budget Control 2009 Departmental Capital Monitoring Updates

#### **Annexes**

Annex A – Restated Capital Programme 2009/10 to 2013/14 Annex B - Slipway Repairs at Lendal Boatyard