

Scrutiny Panel

Item

27 November 2018

Report of Assistant Director Policy and

Corporate

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Title Capital Expenditure Monitor 2018/19 – April to September 2018

Wards affected

Not applicable

1 Executive Summary

- 1.1 The Council's capital programme includes capital expenditure in relation to the delivery of General Fund services, as well as in respect of the Housing investment Programme, including expenditure on housing stock. The programme also includes capital schemes which form part of the Revolving Investment Fund (RIF).
- 1.2 In line with the Council's Financial Regulations, a review of the schemes included in the capital programme is required on a quarterly basis.

2 Action Required

2.1 To review the progress of the schemes included in the capital programme, the associated spend for the first six months of the financial year, the budget forecasts for 2018/19 and future years and the RAG rating for each scheme as defined by the relevant project manager.

3 Reason for Scrutiny

- 3.1 Monitoring the capital programme is important to ensure that:
 - spending on projects are within agreed scheme budgets,
 - projects are delivered to the required level to support service delivery objectives within the designated budget,
 - the Council maximises its available capital resources and ensures public funds are invested effectively, supporting the Council's various financial strategies and associated statutory requirements; and
 - Members have assurance that the key risks associated with the capital programme are being managed to ensure efficient and effective delivery of the programme.
- 3.2 This report also gives the Panel the opportunity to hold Service Managers and Portfolio Holders accountable for their budgets and project delivery progress and outcomes.

4 Background Information

- 4.1 The Council's capital programme for 2018/19 and future years was approved by Council on the 21 February 2018, as part of the Council's consideration of the 2018/19 budget and Medium Term Financial Strategy. In line with the Council's Financial Regulations, progress on the approved programme is required to be reviewed on a quarterly basis.
- 4.2 This half yearly review is especially important as it provides sufficient time for remedial action to be taken both in the approach to the end of the financial year and to inform the capital programme financial planning.
- 4.3 It should be noted that the capital programme mainly consists of schemes where spending is planned across a number of years. Financial variances can occur as a result of:
 - reprofiling scheme budgets into the following financial year to reflect scheme progress on site;
 - reprofiling scheme budgets to reflect changes in the timing of payments;
 and
 - the need for additional budget due to changes in the nature of the scheme or unforeseen costs.
- 4.4 Any significant variances from planned financial and non-financial activity is reported to the Panel in the following paragraphs.

5 Half Yearly Capital Monitoring Position

5.1 The table below provides a summary of the capital programme by service area:

	Total Prog.	2018/19 Spend Qtr 2	2018/19 Forecast	Future Years Forecast	(Surplus) / Shortfall
Service / Scheme	£'000	£'000	£'000	£'000	£'000
Communities	7,259	169	1,706	5,553	0
Environment	7,853	200	4,893	2,960	0
Policy & Corporate	45,973	1,405	14,218	31,655	(100)
Revolving Investment Fund (RIF)	36,003	2,298	10,751	25,320	68
Completed Schemes	110	40	135	0	25
Housing Revenue Account	12,808	4,263	12,808	0	0
Total Capital Programme	110,006	8,375	44,511	65,488	(7)

5.2 Accrued capital expenditure for the first six months of the financial year totalled £8.375m. This represents 18.9% of the projected capital programme spend for 2018/19. A net underspend of £7k has resulted due to the following budget changes:

Scheme	(Under) £'000	
General Fund posit		
Open Spaces Provision (funded by New Homes Bonus)	(100)	The purchase of land included within the project is no longer required as it has been provided for through a S106 agreement. It has been recommended to Cabinet that £57k of this saving is used to support another scheme.
Completed schemes – Garrison Gym Rebuild	25	Additional works required for completion of the scheme.
Subtotal	(75)	
RIF position		
Sheepen Road Phase One	(135)	Scheme complete and budget reviewed, resulting in a scheme underspend to be reallocated within the RIF.
Sheepen Road (Amphora Place) Phase Two	203	The original budget did not fully allow for all costs of this project and following a review an increase is now forecast. In addition, due to the constrained nature of the site, costs have increased such as relocation of services, increased statutory utility cost and legal agreement costs. However the project still shows a healthy return on capital invested and a tenant has been secured with a rental income stream for the next 15 years. The overspend can be viewed alongside the saving on phase 1.
Net underspend	(7)	
Less reallocated	57	Cabinet decision to reallocate funding.
Net overspend	50	

- 5.3. The forecast net overspend will be reported to Cabinet as part of the 2019/20 capital programme.
- 5.4. **Appendix A** sets out the full capital programme, with the associated expenditure for the period under review and budget forecasts.
- 5.5. Since the Quarter 1 review of the programme by Audit and Governance Committee on 4th September 2018, the Programme has increased by £10.818m, the material changes are detailed below:
- RIF Scheme Boulevard scheme inclusion of £3.471m budget in line with Cabinet approval on 5 September 2018; and
- Equity Investment in CCHL inclusion of Equity investment of £7.3m, as approved by Cabinet on 10 October 2018.
- 5.6. Full details of the changes are reported at **Appendix B**.
- 5.7. A significant element of the capital programme comprises either financial support to the Council's recently formed companies or schemes in progress through the Revolving Investment Fund. These schemes bring with them a complex mix of funding and development management considerations as well as involving a number of external partners to deliver the required outcomes.

- 5.8. The schemes result in different risks compared to traditional capital expenditure schemes. Funding arrangements can take time to put in place and can be more volatile in the short to medium term; which could result in temporary council funding to fill the short term gap. Expenditure can be the responsibility of a number of organisations, resulting in complex accounting, management and governance arrangements.
- 5.9. To ensure that these issues affecting the capital programme are reported and considered promptly, this report includes commentary from project managers on the most significant areas of planned expenditure, **Appendix C** and schemes classified as 'Red' or 'Amber' in the RAG rating index **Appendix D**.
- 5.10. The Council uses a process of RAG rating to identify and report associated risks for individual capital schemes; with 'Green' indicating the scheme is on progress, 'Amber' indicating action required to bring the scheme back on track and 'Red' highlighting a material change to the scheme arrangements being required. In preparation for the mid-year review of the capital programme, project managers were asked to reassess each schemes RAG status and consider the level of planned expenditure to be undertaken by the end of the financial year.
- 5.11. The RAG review resulted in one RIF schemes changing from 'Green' to 'Amber' and one scheme changing from 'Green' to 'Red'. The table below details the changes and the accompanying project managers comments:

Scheme	Total Scheme Forecast £'000	2018/19 Q2 RAG Rating	2018/19 Q1 RAG Rating	Comments
Digital Strategy Feasibility	183	Amber	Green	The progress of the scheme is dependent on the securing of £5.5m external funding. A decision is expected in December 2018.
Sheepen Road Phase 2	2,204	Red	Green	See comment at 5.2

5.12. The next Audit and Governance meeting will be updated with the progress on these schemes.

6. Standard References

6.1. There are no particular references to the Strategic Plan; consultation; publicity considerations; community safety and health and safety implications.

7. Financial implications

7.1. The relevant financial implications are contained within the body of this report.

8. Risk Management Implications

8.1 A process of RAG rating is used to assess the risks associated with individual capital schemes. The body of the report includes details of Scheme progress, risks and associated actions.

Appendices

Appendix A – Capital Programme 2018/19

Appendix B – Capital Programme Funding Changes
Appendix C – Capital Programme Significant Areas of Expenditure
Appendix D - Capital Programme 'Red & Amber' Schemes 2018/19

			Projec	ted Exper	diture			
		Spend	riojec	teu Expei	idituie	(Surplus) /	R	AG
	Total Programme	to Q2	2018/19	2019/20	2020/21	Shortfall		atus
Service / Scheme	£'000	£'000	£'000	£'000	£'000	£'000	Q2	Q
SUMMARY	7.050.4	400 =	4 =0= 0	4 000 0				
Communities	7,259.1	168.5	1,705.8	4,803.3	750.0	0.0		-
Environment	7,853.1	200.1	4,892.7	1,804.1	1,156.3	0.0		-
Policy & Corporate	45,972.6	1,405.1			6,011.2	(100.0)		
Revolving Investment Fund (RIF)	36,002.8	2,297.9	10,751.7		1,981.4	68.5		H
Completed Schemes	110.5	39.9	135.2	0.0	0.0	24.7		H
Total (General Fund)	97,198.1		31,703.2		9,898.9	(6.8)		L
Housing Revenue Account	12,807.6		12,807.6	0.0	0.0	0.0		
Total Capital Programme	110,005.7	8,375.0	44,510.8	55,589.2	9,898.9	(6.8)		
COMMUNITIES		-		-	0.5			_
Cook's Shipyard Playsite Wivenhoe S106	7.6	0.0	7.6	0.0		0.0		G
Wivenhoe Adult Gym	16.0	0.0		0.0		0.0	-	G
Castle Park Cricket Pavilion Extension S106	125.0	0.0		0.0				G
Castle Park Improvements	192.7	0.0		0.0		0.0	-	G
Tiptree P C - Store & WCs S106	89.1	0.0	89.1	0.0		0.0		G
St Luke's Church Hall Tiptree	48.5	0.9		0.0		0.0		G
Mile End Sports Ground	22.5	19.0		0.0				G
Stanway Scout Hut	158.2	2.0	158.2	0.0	0.0	0.0	G	-
Highwoods Country Park - Coffee Shop								_
improvements	25.0	0.0		0.0		0.0		G
Walls - new merged scheme	126.5	3.2	22.5	104.0	0.0	0.0		G
Mercury Theatre Redevelopment Phase 1	(1.3)	(1.3)	` ′	0.0		0.0		G
Mercury Theatre Redevelopment Phase 2	6,390.7	144.7	-	4,640.7		0.0		G
Cemetery Extension	38.6	0.0		38.6		0.0		G
Cemetery Exterior Lighting	20.0	0.0	0.0	20.0	0.0	0.0	G	G
TOTAL - Communities	7,259.1	168.5	1,705.8	4,803.3	750.0	0.0		
ENVIRONMENT								
Shrub End Depot - new baler and shed	840.5	0.0		840.5				A
Waste Collection Strategy	17.7	1.5	17.7	0.0		0.0		G
Shrub End - Fuel Tank	50.0	19.9	50.0	0.0		0.0		G
Waste Fleet Vehicles	4,000.0	0.0	4,000.0	0.0				G
Mandatory Disabled Facilities Grants	2,657.3	171.1	700.0	801.0				A
Private Sector Renewals - Loans and Grants	287.6	7.6	125.0	162.6	0.0	0.0	G	G
TOTAL - Environment	7,853.1	200.1	4,892.7	1,804.1	1,156.3	0.0		
POLICY & CORPORATE							_	
Assistance to Registered Housing Providers	36.0	0.0		36.0				G
Use of 1-4-1 Right to Buy Receipts	1,346.0	224.7	674.7	519.1	152.2	0.0	G	G
Purchase of properties for temporary	0.000.0	4 070 5	0.000.0	0.0				_
accommodation	2,880.0	1,073.5		0.0		0.0		G
Lending to new Council Housing Company	27,886.0	0.0				0.0		G
Equity Investment in CCHL	7,300.0	0.0	7,300.0	0.0		0.0		-
District Heating Project North	137.1	10.9		0.0		0.0		G
Colchester Northern Gateway Heat Network	5,900.0	0.0		3,700.0		0.0		G
Local Authority Carbon Management (LACM)	82.2	0.0		0.0		0.0		G
CCTV Monitoring	111.1	0.0		0.0		0.0		G
Open Space Provision	100.0	0.0		0.0		` '		G
Charter Hall - improvements	109.7	96.0		0.0		0.0	_	G
LWC - Aqua Springs Refurbishment	84.5	0.0	0.0	84.5	0.0	0.0	G	G

Capital Programme Appendix A

			Projec	ted Expen	diture			
		Spend				(Surplus) /	R	AG
	Total Programme	to Q2	2018/19	2019/20	2020/21	Shortfall	Status	
ervice / Scheme	£'000	£'000	£'000	£'000	£'000	£'000	Q2	Q1
EVOLVING INVESTMENT FUND								
EVOLVING INVESTMENT FUND	90.5	24.0	90 F	0.0	0.0	0.0	_	G
Northern Gateway North	89.5 122.2	24.9	89.5 122.2	0.0	0.0	0.0		G
CNGN - Mile End Cricket		107.1 635.2						
CNGN - Sports Hub	23,201.4	177.3	5,500.0	16,000.0	1,701.4	0.0 69.7		A
Northern Gateway South CNGS - Detailed Planning	134.3	146.3	204.0 923.8	0.0	0.0			A
CNGS - Detailed Planning CNGS - Boulevard	923.8	0.0		0.0	0.0	0.0		-
	3,471.2		100.0 11.5	3,371.2	0.0	0.0		-
CNG - Marketing & Branding	81.3	11.5		0.0		(69.8)		G
Town Centre	4,740.6	621.3	1,061.0	3,399.6	280.0	0.0		G
Jacks - St Nicholas St	337.4	11.8	337.4	0.0	0.0	0.0		G
St Nicholas Square & Balkerne Gardens	35.0	15.2	35.0	0.0	0.0	(124.2)		G
Sheepen Road Phase 2	138.2	(33.9)	4.0	0.0	0.0	(134.2)		G
Sheepen Road Phase 2	2,001.2	572.3	2,204.0	0.0	0.0	202.8		G
St Botolphs Public Realm	155.0	0.8	50.0	105.0	0.0	0.0		G
East Colchester Enabling Fund	217.4	0.0	50.0	167.4	0.0	0.0		G
Breakers Park	69.0	0.0	12.0	57.0	0.0	0.0		G
Site Disposal Costs	4.8	0.0	4.8	0.0	0.0	0.0		G
Moler Works Site	2.5	(0.6)	2.5	0.0	0.0	0.0		G
CMP Phase 3 - PV Systems	95.4	0.0	0.0	95.4	0.0	0.0		G
Digital Strategy - feasibility	182.6	8.7	40.0	142.6	0.0	0.0	Α	G
OTAL - RIF	36,002.8	2,297.9	10,751.7	23,338.2	1,981.4	68.5		
			10,751.7	23,338.2	1,981.4	68.5		
OMPLETED SCHEMES (OR WHERE RETENTION	ON ONLY OUTSTANDIN	IG)						
OMPLETED SCHEMES (OR WHERE RETENTION Creative Business Centre	ON ONLY OUTSTANDIN 0.6	I G)	0.6	0.0	0.0	0.0		
OMPLETED SCHEMES (OR WHERE RETENTION Creative Business Centre Colchester Business Centre	ON ONLY OUTSTANDIN 0.6 0.0	IG) 0.0 1.8	0.6 1.8	0.0	0.0	0.0 1.8		
OMPLETED SCHEMES (OR WHERE RETENTION Creative Business Centre Colchester Business Centre LWC - Health & Fitness Extension	0N ONLY OUTSTANDIN 0.6 0.0 16.0	0.0 1.8 0.0	0.6 1.8 16.0	0.0 0.0 0.0	0.0 0.0 0.0	0.0 1.8 0.0		
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OMPLETED SCHEMES (OR WHERE RETENTION Creative Business Centre Colchester Business Centre LWC - Health & Fitness Extension Oak Tree Community Centre Roof Lion Walk Activity Centre	0N ONLY OUTSTANDIN 0.6 0.0 16.0 20.5 1.4	0.0 1.8 0.0 0.0 0.0	0.6 1.8 16.0 20.5 1.4	0.0 0.0 0.0 0.0 0.0	0.0 0.0 0.0 0.0 0.0	0.0 1.8 0.0 0.0		
OMPLETED SCHEMES (OR WHERE RETENTION Creative Business Centre Colchester Business Centre LWC - Health & Fitness Extension Oak Tree Community Centre Roof Lion Walk Activity Centre Garrison Gym Rebuild	0N ONLY OUTSTANDIN 0.6 0.0 16.0 20.5 1.4 4.0	0.0 0.0 1.8 0.0 0.0 0.0 26.9	0.6 1.8 16.0 20.5 1.4 26.9	0.0 0.0 0.0 0.0 0.0 0.0	0.0 0.0 0.0 0.0 0.0 0.0	0.0 1.8 0.0 0.0 0.0 22.9		
OMPLETED SCHEMES (OR WHERE RETENTION Creative Business Centre Colchester Business Centre LWC - Health & Fitness Extension Oak Tree Community Centre Roof Lion Walk Activity Centre Garrison Gym Rebuild Old Heath Recreation Ground Improvements	0N ONLY OUTSTANDIN 0.6 0.0 16.0 20.5 1.4 4.0 30.3	0.0 0.0 1.8 0.0 0.0 0.0 26.9 0.2	0.6 1.8 16.0 20.5 1.4 26.9 30.3	0.0 0.0 0.0 0.0 0.0 0.0	0.0 0.0 0.0 0.0 0.0 0.0 0.0	0.0 1.8 0.0 0.0 0.0 22.9		
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OMPLETED SCHEMES (OR WHERE RETENTION Creative Business Centre Colchester Business Centre LWC - Health & Fitness Extension Oak Tree Community Centre Roof Lion Walk Activity Centre Garrison Gym Rebuild Old Heath Recreation Ground Improvements Longridge Toddler Play Area Relocation of Museum Resource Centre	0N ONLY OUTSTANDIN 0.6 0.0 16.0 20.5 1.4 4.0 30.3 25.0 0.1	0.0 1.8 0.0 0.0 0.0 26.9 0.2 25.0 (14.0)	0.6 1.8 16.0 20.5 1.4 26.9 30.3 25.0 0.1	0.0 0.0 0.0 0.0 0.0 0.0 0.0 0.0	0.0 0.0 0.0 0.0 0.0 0.0 0.0 0.0	0.0 1.8 0.0 0.0 0.0 22.9 0.0 0.0		
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£'000	Detail
Revenue Co	ontributions
(32)	Business broadband – funding change to reflect grant contribution.
(32)	Subtotal Revenue Contributions
Section 106	
164	Release of S106 funding for Stanway Scout Hut and Tiptree store/WC
(21)	Surface Flooding - Distillery Lane/Haven Road – S106 funding reduced.
143	Subtotal Section 106
External Fu	nding
3,471	RIF Scheme - Boulevard as approved by Cabinet September 2018.
760	CNGS Detailed Planning budget as approved by Cabinet September
	2018
	Subtotal External Funding
Capital Rec	eipts & Borrowing
(874)	Reduction in lending to the Housing Company
7,300	Inclusion of Equity Investment in Colchester Council Housing Limited in
	line with Cabinet October 2018
50	Town Centre – Broadband Ioan repaid
6,476	Subtotal Capital Receipts & Borrowing
10,818	Total Change

	Forecast for year	2018/19 Spend Qtr. 2	
Scheme	£'000	£'000	Commentary
Communities			
Mercury Theatre	1,000	145	Funding has been secured from a number of sources including Essex County Council (£1m), SELEP (£1m) and ERDF (c£1m). Arts Council England have confirmed that the funding condition of 90% of funding is in place has been met. Demolition and archaeology are now in progress.
Environment			
Waste Fleet	4,000	0	The specification and order has been placed for 25 waste vehicles to the value of £3.9m. By purchasing vehicles rather than leasing them significant annual revenue savings will be generated.
Disabled Facilities Grants	700	171	The 2018/19 budget has been reprofiled to reflect expenditure to date and forthcoming commitment assumptions. Action has been taken to recruit additional staff and to engage external advisers to assess and process grant applications quicker and ensure that as much government funding as possible is spent in 2018/19. The full impact of these actions is expected to come into effect in February/March 2019.
Policy & Corporate			•
Lending to New Housing Company	1,623	0	Full Council on the 21st February 2018, approved lending to the Council's Housing Company of £28.8m to support housing development as set out in the CCHL business plan. Timing of the actual payments to be confirmed.
Equity Investment in Housing Company	7,300	0	Cabinet agreed equity investment in CCHL (Colchester Commercial Holdings Limited). Timing of investment is linked to finalising loan agreement.

	Forecast for year	2018/19 Spend Qtr. 2	
Scheme	£'000	£'000	Commentary
Purchase of Properties for Temporary Accommodation	2,880	1,074	This project is to purchase 16 properties to use as temporary accommodation for homeless households. Six properties have been purchased up to the end of quarter 2. Ten more properties are going through the legal process with completions due between October and December 2018. At the end of quarter 2 £1.073.5k had been spent and £1.706.5k had been committed but it should be noted that this excludes any final works required to the properties to bring them up to a lettable standard.
Northern Gateway Heat Network	1,300	0	Cabinet on 15th March 2017, approved a proposal to create a heat network and supporting infrastructure on sites at northern gateway. An update on the project and proposed structure to deliver the scheme will be considered by Cabinet in January.
Revolving Investment Fu	ınd		
Northern Gateway - Sports Hub	5,500	635	Contractor appointed and advanced pitch works will be completed Mid-November. Main tenders have been received and appointment of contractor and full funding update has been reported to Cabinet 21st November. This includes a proposal for Cabinet and Council to agree an increased revised budget.
Town Centre	1,061	621	Enabling monies to support regeneration projects in the Town Centre. Already acquired a group of properties in Osborne Street/ Arthur Street/Vineyard St and continue to purchase further properties as part of the Council's long term for this area.
Sheepen Road Phase 2	2,204	572	The second office building at Amphora is well underway with expected completion early 2019 to enable the tenant to carry out their fit out works and take occupancy by April 2019. As set out within this report there is a forecast overspend on this scheme,

	Forecast	2018/19	
	for year	Spend	
	ioi yeai	Qtr. 2	
Scheme	£'000	£'000	Commentary
Housing Revenue Accou		2000	· · · · · · · · · · · · · · · · · · ·
Housing Improvement Programme	9,595	2,855	Programme to maintain and improve the council housing stock to the Colchester standard, the programme is devised using information from the Council's 30 year asset management strategy, which has recently been updated to realign it with the revised HRA business plan. The work carried forward from 2017/18 has been completed using newly procured contractors. Contracts have been let on a 1 year contract with the option to extend for a further year. The 2018/19 programme is slightly behind due to the 2017/18 work taking precedence but an action plan is in place to be back on programme by the end of the year. Further procurement is being rolled out and has been planned to complete the 5 year plan with a view to contracts starting in either 2019 or 2020. Contracts are being let individually with a focus to encourage smaller, local contractors to bid for work and avoid a position whereby the delivery of multiple elements is based on the performance of one contractor.
Housing Revenue Accou	int (Cont.)		
Purchase of HRA Properties	2,003	690	During Q1 three properties were purchased. During Q2 another property was purchased for the HRA and is now in the general needs housing stock. This was a two bedroom flat. We have utilised the right to buy receipts for 30% of the overall costs in accordance to Government criteria. We are anticipating completion of 3 more properties in Q3 that have been progressed across both Q2 and into the next quarter.

	Forecast for year	2018/19 Spend	
Scheme	£'000	Qtr. 2 £'000	Commentary
Environment	10 000	75 5 5 5	,
Disabled Facilities Grants	700	171	See earlier comment
Shrub End Depot – New Bailer and Shredder	0	0	Whilst there is not currently a financial risk, discussions with ECC are ongoing with regard to the potential redevelopment of the Recycling Centre for Household waste at Shrub End. Negotiations on land are also ongoing between the Council and ECC. The outcomes of these will feed into the options for the Council's Depot development alongside other potential sites. Budget reprofiled to 2019/20.
Revolving Investment Fu	ınd		
Northern Gateway - Sports Hub	5,500	635	See earlier comment
Northern Gateway South	204	177	The CBC Planning Committee has made a resolution to grant consent to the Turnstone full application. This decision was subject to a judicial review challenge, this has now been approved. We now have a revised scheme based on market conditions from the developer and this is being developed further. The CNG (Colchester Northern Gateway)
			The CNG (Colchester Northern Gateway) Drainage Project is now complete and the system commissioned. However, this has required additional expenditure above the original budget allocation, which will be met from reallocating resources within the RIF.
Sheepen Road Phase 2	2,204	572	See separate comments on this report.

Scheme	Forecast for year £'000	2018/19 Spend Qtr. 2 £'000	Commentary
CMP Phase 3 PV System	0	0	Installation of PV systems on a selection of the Council's commercially sized buildings. Works complete at LWC in 2013-14. Further works since completed at Colchester Crematorium, Shrub End Depot, Heckworth Close Museum Store, Mile End Sports Pavilion, 123 Gosbecks Road, Garrison Gym and Mercury Theatre. Planning permission in place for further installation at Rowan House, but project currently on hold and unlikely to proceed. £95k funding allocated to Rowan House project now to be used to install further phase of PV on new Production Block at Mercury Theatre.
Digital Strategy Feasibility	40	9	Implementation of the 2017-22 CBC Digital Strategy, including LFFN deployment. Outcome of funding bid for £5.5m will be known by December.