

CARLISLE CITY COUNCIL

Report to:- **Carlisle City Council**

Date of Meeting:- **5 February 2013**

Agenda Item No:-

Public

Title:- **PROVISIONAL CAPITAL PROGRAMME 2013/14 TO
2017/18**

Report of:- **Director of Resources**

Report reference:- **RD67/12**

Summary:-

The report provides details of the revised capital programme for 2012/13 together with the proposed method of financing.

The report summarises the implications of this review on the proposed programme for 2012/13 to 2017/18 in light of the capital bids submitted to date for consideration. It summarises the estimated and much reduced capital resources available to fund the programme.

Recommendation:-

The Council is asked to note the contents of the report noting that the financial implications of the report are reflected in the Executive's budget proposals considered elsewhere on the agenda.

Contact Officer: Peter Mason

Ext: 7270

REPORT TO EXECUTIVE

PORTFOLIO AREA: FINANCE, GOVERNANCE & RESOURCES

Date of Meeting: 14 January 2013

Public

Key Decision: Yes

Recorded in Forward Plan: Yes

Inside Policy Framework

Title: PROVISIONAL CAPITAL PROGRAMME 2013/14 TO 2017/18
Report of: DIRECTOR OF RESOURCES
Report reference: RD67/12

Summary:

The report provides an update to RD46/12, which was considered by the Executive on 19 November and has been updated to reflect the Executive's budget proposals together with any other known changes.

The report summarises the implications of the changes on the proposed programme for 2013/14 to 2017/18 in light of the capital bids submitted to date for consideration. It summarises the estimated and much reduced capital resources available to fund the programme.

Recommendations:

The Executive is asked to:

- (i) Make recommendations to Council on the Provisional Capital Programme for 2013/14 to 2017/18 in the light of the capital bids submitted to date together with the estimated available capital resources, and to approve carry forwards (£3,000,000) from 2012/13 into 2013/14 and savings (£2,080,300).
- (ii) Recommend that any capital scheme for which funding has been approved by Council may only proceed after a full report, including business case and financial appraisal, has been approved by the Executive, following detailed consideration by the Corporate Programme Board.

Contact Officer: Peter Mason

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CITY OF CARLISLE

To: The Executive
14 January 2013

RD67/12

PROVISIONAL CAPITAL PROGRAMME 2012/13 TO 2017/18

1. INTRODUCTION

- 1.1 This report provides an update to RD46/12 which was considered by the Executive on 19 November and summarises the revised capital programme for 2012/13 and proposed capital programme for 2013/14 to 2017/18, together with the proposed methods of financing.
- 1.2 The Project Assurance Group (PAG) of senior officers which took the lead on the prioritisation of investment and the monitoring and evaluation of schemes is being reviewed and will be replaced by a Corporate Programme Board. Any changes introduced will maintain the terms of reference of the PAG of improving performance monitoring and business case analysis of capital projects.

2. CAPITAL RESOURCES

- 2.1 There are several sources of capital resources available to the Council to fund capital expenditure, the main ones being:
- Borrowing (Prudential Code - see paragraph 5.2)
 - Capital Grants e.g. DFG, specific capital grants
 - Capital Receipts e.g. proceeds from the sale of assets
 - Council Reserves e.g. Projects Reserve
- 2.2 In accordance with the Capital Strategy, the Director of Resources will make recommendations on the most effective way of financing the Capital Programme to optimise the overall use of resources.
- 2.3 It should be noted that capital resources can only be used to fund capital expenditure and cannot (with the exception of the Council's own Reserves), be used to fund revenue expenditure. There are strict definitions of what constitutes capital expenditure.
- 2.4 It should also be noted that the resources available to support the capital programme can only be estimated during the year. The final position is dependent in particular on how successful the Council has been in achieving Capital Receipts

from the sale of assets against its target i.e. the more receipts generated, the less is required to be taken from Borrowing and Council Reserves (and vice versa).

- 2.5 The cost of borrowing £1m to fund the capital programme will result in a charge to the revenue account in the next full year of approximately £85,000. This is made up of £45,000 for the cost of the interest payable (4.50% of £1m equates to £45,000) and a principal repayment provision of 4% of the outstanding sum (4% of £1m equates to £40,000).

3. REVISED CAPITAL PROGRAMME 2012/13

- 3.1 The capital programme for 2012/13 totalling £12,728,300 was approved by Council on 17 July 2012 as detailed in the 2011/12 out-turn report (RD10/12).
- 3.2 The revised capital programme for 2012/13 now totals £7,929,800 as detailed in **Appendix A**. This is a result of the reprofiling exercise and review of the capital programme that has been carried out and other in year adjustments, and is subject to approval by Council.

An adjudication notice received on the Resource Centre awarded a final account payment to the contractor of £218,603.41. Approval to pay this was received through an Officer Decision presented to Executive on 19 November 2012. The projected final overspend on this project due to the adjudication and increased retentions from contractors is £250,100. It is proposed to fund the additional costs from underspends on other projects. Full Council considered the transfers from underspends on Kingstown Industrial Estate (£150,100) and Families Accommodation replacement (£100,000) to fund the additional costs on the Resource Centre on 8th January 2013.

- 3.3 **Appendix B** details the revised anticipated resources available and their use to fund the capital programme. These have been revised to take account of revised projections and valuations of asset sales.
- 3.4 It is anticipated that there will be a significant shortfall on anticipated capital receipts generated during 2012/13, estimated at a net figure of £15,806,600 below the current projections.

Source	Original £	Revised £	Difference £
PRTB Agreement	(150,000)	(235,000)	(85,000)
Lovells Sales	(180,000)	(10,000)	170,000
Asset Sales - General	(500,000)	(250,000)	250,000
Asset Sales - Asset Review (Reprofiling)	(19,339,600)	(3,868,000)	15,471,600
Anticipated Capital Receipts 2012/13	(20,169,600)	(4,363,000)	15,806,600

3.5 A summary of the revised programme for 2012/13 is shown below:

Summary Programme	£	Appx
2012/13 Original Capital Programme	12,728,300	A
Reprofiling (result of review of programme)	(3,000,000)	
Reduction in Programme	(2,080,300)	
Other adjustments	281,800	
Revised Capital Programme (Sept 2012)	7,929,800	A
Estimated Capital Resources available	(12,330,950)	B
Projected (Surplus) capital resources	(4,401,150)	

3.6 The revised programme for 2012/13 (£7,929,800) includes the revised project for the Old Town Hall approved by Council on 13th November 2012.

4. NEW CAPITALSPENDING PROPOSALS 2013/14 TO 2017/18

4.1 The existing and new capital spending proposals are summarised in the following table.

Capital Scheme	App/ Para	2013/14 £000	2014/15 £000	2015/16 £000	2016/17 £000	2017/18 £000
Current Commitments:						
Disabled Facilities Grants		863	863	863	863	663
Planned Enhancements to Council Property		300	300	300	300	300
Vehicles & Plant	4.3	259	279	1,901	200	200
Asset Management Plan	4.4	4,773	1,038	4,046	0	0
ICT Shared Service		193	0	0	0	0
Public Realm Work S106		330	0	0	0	0
Clean Up Carlisle		12	0	0	0	0
Total Existing Commitments		6,730	2,480	7,110	1,363	1,163
New Spending Proposals						
Arts Centre	4.5	250	161	175	0	0
Public Realm Work	4.6	100	0	0	0	0
Harraby School and Community Campus Capital Contribution	4.7	600	500	500	0	0
Old Town Hall/Greenmarket	4.8	0	1,500	0	0	0
Leisure Facilities	4.9	0	0	5,000	0	0
Paternoster Row	4.10	100	0	0	0	0
Total New Proposals		1,050	2,161	5,675	0	0
TOTAL POTENTIAL PROGRAMME		7,780	4,641	12,785	1,363	1,163

4.2 Many of the new spending proposals have not yet been considered by the Project Assurance Group. Therefore should they be approved for inclusion in the Council's Capital Programme as part of this budget process, the release of any budget would be subject to verification of the business case by the Corporate Programme Board and a report to the Executive as appropriate.

Likewise details of the proposals for spend in committed areas will be subject to a full report and Business Case to the Corporate Programme Board before the release of any budget.

4.3 The anticipated additional budgets for replacement of the Council's vehicle fleet are included in the table above and have been amended to reflect revised requirements within service areas.

4.4 Asset Management Plan expenditure has been revised to reflect an updated investment plan in revenue generating assets.

- 4.5 A 3 year programme of works to develop a sustainable Arts Centre. If this scheme is approved there may be a requirement to utilise some of this funding in 2012/13.
- 4.6 A series of Public Realm improvement works around the City Centre, Botchergate and Rickergate areas
- 4.7 The Harraby School and Community Project is a capital new build scheme designed to deliver a three form entry primary school, community centre, library, theatre and other sports facilities on the former North Cumbria Technology College site.
- 4.8 This project seeks to improve the facilities, appearance and services of the buildings in this small part of the city. The project also seeks to include other iconic properties such as the Crown and Mitre.
- 4.9 Sports and leisure facilities will be significantly improved through a capital scheme which will address the need of appropriate wet and dry facilities servicing the whole of the district. It will be informed by a sports facility strategy which is currently in production.
- 4.10 Capital investment to establish a Business Interactive Centre at Paternoster Row. Further details on this scheme were considered and approved by Executive on 17th December 2012 (ED37/12).

5. POTENTIAL CAPITAL RESOURCES AVAILABLE

- 5.1 The table below sets out the estimated revised resources available to finance the capital programme for 2013/14 to 2017/18 based on the announcements by Government in the spending review.

Source of Funding	Para	2013/14 £000	2014/15 £000	2015/16 £000	2016/17 £000	2017/18 £000
Capital Grants:						
• Disabled Facilities Grant	5.3	(663)	(663)	(663)	(663)	(663)
• General Grants/Contributions	5.4	(330)	0	0	0	0
Internal Borrowing	5.5	(271)	(334)	(1,956)	(290)	0
External Borrowing	5.5	0	0	(5,000)	0	0
Capital Receipts:						
• Generated in year – General	5.6	(660)	(260)	(260)	(260)	(260)
• Generated in year – Asset Business Plan	5.7	(20,148)	(3,265)	(1,340)	0	0
• Generated in year – PRTB	5.8	(150)	(150)	(150)	(150)	(150)
Direct Revenue Financing / Invest to Save	5.9	(84)	(35)	(35)	0	0
TOTAL		(22,306)	(4,707)	(9,404)	(1,363)	(1,073)

5.2 The Prudential Code which was introduced in 2004, gives authorities freedom to borrow to fund capital schemes subject to the over-riding principles of Affordability, Prudence and Sustainability. Whilst the new freedoms could significantly impact on the capital resources available to the Authority, the principles referred to in effect mean that the Council is limited by the ongoing cost of any borrowing (i.e. the cost of prudential borrowing falls to be met from the General Fund recurring expenditure). The Prudential Code requires authorities to develop their own programmes for investment in fixed assets, based upon what the authority and local taxpayers can afford, and subject to a full Business Case and Options appraisal process. Further details on the Code can be found elsewhere on the agenda in the Treasury Management Report (RD68/12).

The Council in the current financial climate is not considering any prudential borrowing, however this will be kept under review. It is likely that, subject to the outcome of service reviews, borrowing may be required to fund the vehicle and plant replacements in future years or other alternative sources of funding identified.

5.3 Disabled facilities grant allocation will not be announced until January 2013, although it has been indicated that this grant will be protected at the 2012/13 levels. A further report will be presented to the Executive once the 2013/14 allocation has been received.

5.4 Section 106 contributions towards Public Realm Work.

5.5 Internal and external borrowing to fund vehicle replacements and Sands Centre.

- 5.6 Capital receipts from the sale of fixed assets, including the sale of the Council's interest in land on the Raffles estate and other specific asset disposals have been revised downwards based on updated projections from Property Services. The receipt from the Families Accommodation (£250,000) has been moved from 2012/13 into 2013/14. A revised valuation of the property is required to ascertain whether this figure can be realised.
- 5.7 Capital receipts from the sale of Assets as part of the Asset Management Plan have been reprofiled between years to reflect sales and purchase activity to date.
- 5.8 The Preserved Right to Buy (PRTB) sharing arrangement with Riverside Group is for a fifteen year period with the Council being entitled to a pre-agreed reducing percentage of the receipts. Right to Buy sales are predicted to be in line with the original projections.

6. SUMMARY PROVISIONAL CAPITAL PROGRAMME 2013/14 TO 2017/18

A summary of the estimated resources compared to the proposed programme year on year is set out below:

	2013/14 £000	2014/15 £000	2015/16 £000	2016/17 £000	2017/18 £000
Estimated in year Resources available (para 5.1)	(22,306)	(4,707)	(9,404)	(1,363)	(1,073)
Proposed Programme (para 4.1)	7,780	4,641	12,785	1,363	1,163
Projected (Surplus)/Deficit	(14,526)	(66)	3,381	0	90
Cumulative B/Fwd Balance	(4,401)	(18,927)	(18,993)	(15,612)	(15,612)
Cumulative year end Position					
• Capital (Surplus) / Deficit	(18,927)	(18,993)	(15,612)	(15,612)	(15,522)
Capital Receipts Set Aside	15,000	15,000	15,000	15,000	15,000
Net Year end Position	(3,927)	(3,993)	(612)	(612)	(522)

7. CONSULTATION

- 7.1 The Executives draft budget will be issued for consultation on 17 December. The consultation feedback will be considered by the Executive on 14 January, following which the Executive will make final budget recommendations to Council on 5 February 2013.

8. RECOMMENDATIONS

The Executive is asked to:

- (i) Make recommendations to Council on the Provisional Capital Programme for 2013/14 to 2017/18 in the light of the capital bids submitted to date together with the estimated available capital resources, and to approve carry forwards (£3,000,000) from 2012/13 into 2013/14 and savings (£2,080,300).
- (ii) Recommend that any capital scheme for which funding has been approved by Council may only proceed after a full report, including business case and financial appraisal, has been approved by the Executive, following detailed consideration by the Corporate Programme Board.

9. IMPLICATIONS

- Staffing/Resources – as detailed on the individual appraisal forms
- Financial – included within the report
- Legal – none
- Corporate – SMT and JMT have considered the new spending proposals contained within this report.
- Risk Management – as detailed on the individual appraisal forms
- Equality Issues – none
- Environmental – as detailed on the individual appraisal forms
- Crime and Disorder – as detailed on the individual appraisal forms

10. IMPACT ASSESSMENTS

Does the change have an impact on the following?

Assessment	Impact Yes/No?	Is the impact positive or negative?
Equality Impact Screening Does the policy/service impact on the following?		
Age	Yes	Positive
Disability	Yes	Positive and negative
Race	Yes	Positive
Gender/ Transgender	No	
Sexual Orientation	No	
Religion or belief	No	
Human Rights	No	
Social exclusion	Yes	Positive
Health inequalities	Yes	Positive
Rurality	Yes	Positive

If you consider there is either no impact or no negative impact, please give reasons:

Future year budgets for Disabled Facilities Grant is protected at 2012/13 levels. Further impact assessment work will take place once allocation is announced.

Capital Programme includes a range of positive projects that will directly benefit the people of Carlisle.

If an equality Impact is necessary, please contact the P&P team.

PETER MASON
Director of Resources

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Scheme	2012/13 Original July 2012 £	2012/13 Revised Dec 2012 £	Notes
Customer Contact Centre	10,000	10,000	
Resource Centre	11,000	261,100	4
Environmental Enhancements	37,900	37,900	
Document Image Processing	22,000	22,000	
Planned Enhancements to Council Property	403,000	353,000	3
Kingstown Industrial Estate	468,000	317,900	4
Play Area Developments	66,900	66,900	
Vehicles, Plant & Equipment	1,333,000	1,040,400	2 / 3
IT Equipment	99,000	99,000	
ICT Shared Service	232,800	232,800	
Families Accommodation Replacement	1,716,900	1,616,900	4
Old Town Hall - Strategic TIC	588,700	490,200	2 / 3
Disabled Facilities Grants	863,000	863,000	
Trinity Church MUGA	7,700	7,700	
Connect 2 Cycleway	15,000	15,000	
Historic Quarter	70,000	70,000	
Regeneration Projects	35,600	0	3
ODPM Private Sector Renewal	4,500	4,500	
Mechanical Sweepers	100,000	100,000	
Economic Development Environmental Enhancements	1,778,800	0	3
Asset Review Purchases	4,709,500	1,709,500	1
Crematorium Extension	60,000	60,000	
Talkin Tarn	95,000	95,000	
Castleway Cycle Ramp	0	370,000	3
Public Realm Work S106	0	40,000	3
Clean Up Carlisle	0	47,000	3
TOTAL	12,728,300	7,929,800	

Notes:

1. Budget reprofiled to future years.
2. Savings / Projects to be removed from capital programme.
3. Other variations relate to virements between schemes or additional/reduced contributions as set out in previous Executive reports.
4. Adjustments proposed to fund additional expenditure on Resource Centre.

REVISED CAPITAL PROGRAMME 2012/13 – PROPOSED FINANCING

Source of funding	2012/13 Original £	2012/13 Revised £	Notes
Capital Grants:			
• DFG	663,000	663,000	
• Old Town Hall	255,000	79,600	1
Capital Receipts:			
• B/fwd from previous year	6,198,850	6,198,850	
• PRTB receipts	150,000	235,000	2
• Generated in year	680,000	260,000	3
• Generated in year (Asset Review)	19,339,600	3,868,000	4
Capital Contributions			
• General	45,000	455,000	5
• Slippage from 2011/12	14,800	14,800	
Use of Reserves/Internal Borrowing	1,878,200	0	6
Direct Revenue Financing	379,500	556,700	7
TOTAL FINANCE AVAILABLE	29,603,950	12,330,950	
TOTAL PROGRAMME (SEE APP A)	12,728,300	7,929,800	
PROJECTED SURPLUS CAPITAL RESOURCES AVAILABLE	16,875,650	4,401,150	

Notes:

1. Revised grant award from English Heritage (£55,800) and Housing Planning Delivery Grant (£23,800).
2. The revised projection from Riverside Group for 2012/13 is for 12 sales realising a receipt of £236,000.
3. Receipts from the Lovells Agreement have been reduced in line with revised expectations and the receipt from the Families Accommodation (£250,000) has been reprofiled in 2013/14.
4. The anticipated receipts from the Asset Management Plan have been reprofiled into future years in line with revised projections.
5. Changes to general receipts relate to Castle Way Cycle Ramp S106 (£370,000) and Public Realm Works S106 (£40,000).
6. Resources have been removed due to deletion/reduction of schemes from capital programme.
7. Changes to Direct Revenue Financing relate to Clean Up Carlisle (£47,000), Vehicle Replacements (£8,900), Insurance Claim (£130,000) and Old Town Hall (-£8,700).