

Item: 5

Policy and Resources Committee: 22 November 2022.

Capital Expenditure Monitoring.

Report by Head of Finance.

1. Purpose of Report

To advise of progress, as at 30 September 2022, of projects within the approved capital programmes.

2. Recommendations

The Committee is invited to note:

2.1.

The summary financial position, as at 30 September 2022, in respect of the approved General Fund and Non-General Fund capital programmes, as detailed in section 3.1 of this report, indicating the following:

- Actual expenditure incurred as at 30 September 2022 of £9,962,000.
- Annual budget of £39,600,000 which reflects slippage and current timescales for completion of individual projects, as recommended by the Policy and Resources Committee on 20 September 2022.
- Probable outturn as at 31 March 2023 of £27,389,000.

The Committee is invited to scrutinise:

2.2.

The detailed analysis of capital expenditure, together with project updates in respect of the General Fund and the Non-General Fund capital programmes, attached as Appendix 1 to this report, in order to obtain assurance with regard to significant budget variances and on progress being made with delivery of the approved capital programmes.

3. Financial Summary

3.1.

The tables below provide a summary of the position as at 30 September 2022, across both General Fund and Non-General Fund capital programmes.

General Fund	Actual Spend £000	Annual Budget £000	Estimated Out-turn £000's	Variance £000
Service Committee				
Orkney Health and Care	836.	6,159.	2,300.	(3,859).
Education, Leisure and Housing	2,136.	5,478.	5,437.	(41).
Development and Infrastructure	1,337.	4,644.	3,429.	(1,215).
Policy and Resources	1,798.	5,106.	4,060.	(1,046).
Expenditure Totals	6,107.	21,387.	15,226.	(6,161).

Non-General Fund	Actual Spend £000	Annual Budget £000	Estimated Out-turn £000's	Variance £000
Service Committee				
Education, Leisure and Housing	(64.)	6,857.	1,553.	(5,304).
Development and Infrastructure	3,919.	11,356.	10,610.	(746).
Expenditure Totals	3,855.	18,213.	12,163.	(6,050).

Total Capital Programme	9,962.	39,600.	27,389.	(12,211).
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3.2.

Appendix 1 advises of progress on each project. The accompanying notes have been prepared jointly with Service project leads and indicate the current status of the projects and are intended to highlight whether there are any budget or timescale issues with the projects.

3.3.

It is notable that steps have been taken to improve delivery of the capital programme going forward, including programme oversight, development of a project management approach and a review of the Capital Project Appraisal process which sits in front of the capital programme. Work to improve monitoring and reporting procedures also remains ongoing.

3.3.1.

It is however recognised that much of these improvements will only benefit those new projects that are added to the capital programme going forward, rather than the existing approved 5-year capital programme that was approved under the previous governance “lite” approach.

3.3.2.

Also, it is considered that the steady stream of exception Capital Project Appraisals that are being fast tracked through the process at present appears to be having an adverse impact in terms of increasing the workload of the delivery teams whilst at the same time preventing improvements in working practices and process from becoming embedded. In some cases, these exceptions, which have become the new “norm”, are now actually contributing to the level of recurring slippage within the capital programme.

3.4.

It should be noted that delivery of the capital programme for 2022/23 has been impacted by material shortages. Contractors will endeavour to bring projects back in-line with target deadlines over the remainder of the financial year, but it should be recognised that further slippage could be realised at 31 March 2023.

4. Corporate Governance

This report relates to the Council complying with scrutiny and its financial processes and procedures and therefore does not directly support and contribute to improved outcomes for communities as outlined in the Council Plan and the Local Outcomes Improvement Plan.

5. Financial Implications

The Council’s Financial Regulations in respect of capital expenditure state the following:

- Approval by the Council of the capital programme constitutes approval of the individual projects or provisions contained therein.
- Any requests to incur expenditure out with the provisions included in the approved capital programme shall be reported to the Policy and Resources Committee for approval, prior to any commitment being made.
- The Chief Executive and Executive Directors cannot exercise virements within the capital programme, except in exceptional circumstances and only after consultation with the Head of Finance. The action taken and reasons for such virement must be reported to the next meeting of the Policy and Resources Committee.
- Where no contractual commitment exists or will be made in the current or previous financial years for an approved capital project, the relevant programme provision(s) may be redeployed by the Policy and Resources Committee.

- If the cost is likely to exceed the approved capital programme the shortfall must be reported to the next meeting of the appropriate Service Committee before the project is reconsidered by the Policy and Resources Committee, where additional budget can be allocated or the existing provision redeployed.

6. Legal Aspects

Financial monitoring and reporting help the Council meet its statutory obligation to secure best value.

7. Contact Officers

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Shonagh Merriman, Service Manager (Corporate Finance), extension 2105, Email shonagh.merriman@orkney.gov.uk.

8. Appendix

Appendix 1: Capital Expenditure Monitoring as at 30 September 2022.

Approved Capital Programme	Project Lead	Financial Year 2022/23				Future Years		Total Project Summary			
		Spend to 30-Sep £000's	Approved Budget £000's	Estimated Out-turn £000's	Over/(Under) Spend £000's	Budget 2022/23 £000's	Budget 2023/24 £000's	Spend to Date £000's	Project Budget £000's	Estimated Out-turn £000's	Over/(Under) Spend £000's
Operational Environmental Services											
Burial Grounds - Mainland Extensions	Lorna Richardson	68	164	164	0	0	0	821	917	917	0
Four Mainland extensions are now complete. Contractor progressing with the accessible entrance to St Olaf and with the installation of plinths but all other works are complete.											
Burial Grounds - Mainland Major Improvements	Lorna Richardson	0	55	55	0	0	0	95	150	150	0
The list of major improvements is substantially complete and now being reviewed, with some works which have arisen during the life of the programme, as identified by Community Councils or other organisations being included. Plinths are being installed at a number of grounds to ensure adequate future capacity.											
Burial Grounds - Island Extensions	Lorna Richardson	0	73	73	0	0	0	427	500	500	0
Sanday and Stronsay extensions are complete. There is likely to be a requirement for the remaining budget to be added to the Mainland Major Improvements Programme, to ensure that the appropriate level of work can be carried out.											
Burial Grounds - Island Major Improvements	Lorna Richardson	1	85	85	0	0	0	16	100	100	0
The work items identified in this programme have now largely been addressed where practicable with only two items still to complete. Any underspend will be used for additional costs for Mainland extensions and/or to cover the improvements where costs have risen due to price increases in recent months.											
Integrated Waste Facility	Lorna Richardson	0	500	0	(500)	4,286	9,585	0	17,206	17,206	0
The Council is still waiting on the outcome of the grant funding application to the Recycling Improvement Fund to cover the costs of this project. As a result it is likely to be delayed by a year.											
Total Operational Environmental Services		69	877	377	(500)	4,286	9,585	1,359	18,873	18,873	0
Roads											
Cycling, Walking & Safer Routes / 20 mph scheme	Lorna Richardson	65	192	192	0	0	0	Annual Programme			
Programme of works approved and monitored by Development and Infrastructure Committee.											
Road Asset Replacement Programme	Lorna Richardson	733	1,550	1,550	0	950	950	Annual Programme			
Programme of works approved and monitored by Development and Infrastructure Committee.											
Cursiter Quarry Expansion	Lorna Richardson	470	1,832	1,250	(582)	350	0	470	3,732	3,732	0
New screening mounds complete, topsoiled and seeded. Approx. 15,000 cu.m overburden stripped to clear approx. 6,000sq.m ready for extraction. Walling and fencing progressing to programme.											
Coastal Change Adaptation	Lorna Richardson	0	160	0	(160)	0	0	0	160	160	0
Tender for LiDAR surveys this financial year achieved low interest ie. one tender only which was overbudget. To be retendered to commence Spring 2023 with more generous timescales to reduce contractor risk. Funding by General Capital Grant has been confirmed as being suitable to move to 2023/24 by Scottish Government.											
Total Roads		1,268	3,734	2,992	(742)	1,300	950	470	3,892	3,892	0
Transportation											
Electric vehicle charging infrastructure	Jim Buck	0	33	60	27	0	0	599	753	753	0
New grant funding scheme for EV infrastructure by Transport Scotland in place - grant award for this FY of £60,000 for the development of Council EV infrastructure strategy and forward planning of infrastructure delivery with this being delivered through collaboration with HITRANS											
Total Transportation		0	33	60	27	0	0	599	753	753	0
Scapa Flow Oil Port											
Minor Improvements	Jim Buck	0	380	85	(295)	150	150	Annual Programme			
Programme of works approved and monitored by Harbour Authority Sub-committee.											
Replacement Tug No 3	Jim Buck	3,876	7,385	7,385	0	175	175	3,869	7,565	7,565	0
Replacement Tug No 3 has been delivered, with a retention payment due in one year.											
Total Scapa Flow Oil Port		3,876	7,765	7,470	(295)	325	325	3,869	7,565	7,565	0

Approved Capital Programme	Project Lead	Financial Year 2022/23				Future Years		Total Project Summary			
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Miscellaneous Piers											
Minor Improvements	Jim Buck	31	732	550	(182)	300	300	Annual Programme			
Programme of works approved and monitored by Harbour Authority Sub-committee.											
Hatston Pier Road Reconstruction	Jim Buck	0	295	295	0	0	0	65	360	360	0
Hatston Pier Road reconstruction completed in 2019/20. Remaining budget allocation relates to traffic management alterations to marshalling area / new lighting - currently on hold (whilst wider Harbours masterplan changes considered).											
Hatston Terminal Passenger Walkway	Jim Buck	0	42	42	0	0	0	450	492	492	0
Project complete. New control system installation completed and commissioned in May 2021.											
Stromness Terminal Passenger Walkway	Jim Buck	0	44	44	0	0	0	448	492	492	0
Project complete. New control system installation completed and commissioned in January 2021.											
Kirkwall Pier Water Break Tank System	Jim Buck	0	170	20	(150)	30	0	0	200	200	0
Outline design and specification by external contractor complete, tender package for design and construction of break tanks in development, expected to be issued before end of calendar year.											
Reclamation at Hatston Pier - Ph 1	Jim Buck	0	2,189	2,189	0	4,917	686	1	7,793	7,793	0
Outline design complete. Consents and approvals underway. Target date for submission of EIAR, Marine license and planning 30 April 2023.											
Total Miscellaneous Piers		31	3,472	3,140	(332)	5,247	986	964	9,337	9,337	0

Approved Capital Programme	Project Lead	Financial Year 2022/23				Future Years		Total Project Summary			
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Other Housing											
Housing Loans	Frances Troup	40	500	500	0	500	500	Annual Programme			
Due to the nature of the programme, spend against the annual programme will be solely dependent on the number of loan requests received and subsequently approved or not.											
Soullisquoy OH infrastructure	Frances Troup	0	530	530	0	1,500	226	0	2,256	2,256	0
The project is funded from both the General Fund and Housing Revenue Account and this section relates to the General Fund budget. Design work is nearing completion along with the preparation of the contract documents. The tender documents are due to be issued in December 2022 with a early January return.											
Total Other Housing		40	1,030	1,030	0	2,000	726	0	2,256	2,256	0
Orkney College											
Orkney College Plant and Vehicles	Frances Troup	17	17	17	0	0	0	356	356	356	0
Orkney College purchase vehicles when programmed for replacement using capital funding received as part of their annual settlement from the Scottish Funding Council.											
Total Orkney College		17	17	17	0	0	0	356	356	356	0
Housing Revenue Account											
Carness	Frances Troup	(61)	0	0	0	0	0	4,697	4,736	4,807	71
Project reached practicable completion in November 2021 with the Defects period due to be completed in November 2022. Final retention to be issued once certificate of making good defects has been issued.											
Moar Drive	Frances Troup	0	751	250	(501)	0	0	4	755	755	0
The Design and Build Contract was accepted in July 2022 and the Contractor has been developing the designs to allow submissions of statutory approvals which would then allow works to commence on site. The Contractor has not yet submitted any applications for the statutory approvals and this is being reviewed to find out the implications to the construction programme. The current completion date for the project is June 2023.											
Repeater Road	Frances Troup	0	52	0	(52)	0	0	312	364	330	(34)
The project was completed in July 2021. The defects period was completed in July 2022 and final defects list has been issued to the Contractor. Final retention to be issued once certificate of making good defects has been issued.											
McDonald Park	Frances Troup	(5)	84	0	(84)	0	0	229	318	250	(68)
The project was completed in May 2021 The defects period was completed in May 2022 and final defects list has been issued to the Contractor. Final retention to be issued once certificate of making good defects has been issued.											
Coplands Road, Garson	Frances Troup	(15)	80	36	(44)	0	0	1,005	1,100	1,100	0
The Project was completed in January 2022 and was within budget. The defects period is due to be completed in January 2023. Final retention to be issued once certificate of making good defects has been issued.											
Design and Build	Frances Troup	0	3,395	10	(3,385)	0	0	5	3,400	3,400	0
The project tenders were issued on 17 October with a tender return date in 29 November 2022. It is expected that works will commence on site in late spring, following the approval of Planning, Building Warrant and other Statutory Approvals.											
Heating Upgrade	Frances Troup	0	322	0	(322)	0	0	0	322	322	0
Tenders were received on 18 March 2022, unfortunately, the returned tenders were in excess of the approved budget. There have been ongoing discussions with Scottish Government with regard to additional funding, however this has not been possible within the tender offer open period. Tender expired on 16 July 2022 after a month's agreed extension with the preferred bidder. Further approvals are required to increase the project budget from both Scottish Government and the Council. In addition as the tenders have expired the project will require to be retendered. No expenditure is expected this Financial Year.											
Carness Phase 2	Frances Troup	0	1,666	750	(916)	656	0	42	2,364	2,882	518
Tenders were received on 26 August 2022. Tenders have been evaluated and ongoing discussions are being held with the Scottish Government over the overall funding package. It is expected this will be completed shortly to allow the contract to progress to the construction phase.											
Soullisquoy HRA Infrastructure	Frances Troup	0	490	490	0	1,380	201	0	2,071	2,071	0
The project is funded from both the General Fund and Housing Revenue Account and this section relates to the Housing Revenue Account budget. Design work is nearing completion along with the preparation of the contract documents. The tender documents are due to be issued in December 2022 with a early January return.											
Total Housing Revenue Account		(81)	6,840	1,536	(5,304)	2,036	201	6,294	15,430	15,917	487

Approved Capital Programme	Project Lead	Financial Year 2022/23				Future Years		Total Project Summary			
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Education											
Extension to St Andrew's School	Peter Diamond	1,189	2,160	2,160	0	78	0	3,275	4,324	4,324	0
<p>There were delays during the design stage of the project due to internal resourcing capacity and competing capital project priorities. The construction element of the project is progressing on-site with some delays encountered in obtaining necessary materials from the supply-chain, which is not unique to this project and is a UK wide issue following COVID and Brexit, with construction of Phase 1 (the new build elements of the project) currently estimated to be completed by the end of 2022. Works will then continue with the alteration works to the existing building and this will require to be programmed to suit the school operations. Discussions are ongoing to see what mitigation can be put in place to expediate the completion. Expenditure in this financial year has also been affected by this delay. Overall the project is within budget.</p>											
New Kirkwall Nursery	Peter Diamond	4	289	289	0	1,881	350	4	2,520	2,520	0
<p>The Design work is now complete and contract documents have been issued on 4 November 2022 with a return date of 2 December 2022. Works are programmed to commence on site in February 2023. The project completion is programmed for March 2024.</p>											
		1,193	2,449	2,449	0	1,959	350	3,279	6,844	6,844	0
Leisure & Cultural											
Refurb. improve Scapa Flow Visitor Centre and Museum	Frances Troup	492	1,306	1,306	0	0	0	3,885	4,699	4,636	(63)
<p>Works are now complete. The museum opened to the public in July 2022. Refurbishment of the existing Romney Hut was part of the original Scapa Flow Museum project, but was removed due to cost. However, as a result of accessing Scottish Government Islands Infrastructure Funding works to the Romney hut have been added back in to the project with work starting on site September 2022, and have an estimated completion date of 25 November 2022.</p>											
Leisure Properties General	Frances Troup	75	0	75	75	0	0	75	0	75	75
<p>Funding was received in 2021/22 through the Scottish Government Island Infrastructure Fund to be used to fund works not already in the approved capital programme. This funding was used to make improvements at the Stromness Swimming Pool, Kirkwall Library and the OIC leisure centres and Healthy Living Centres.</p>											
St Magnus Cathedral Doors	Frances Troup	(13)	22	0	(22)	0	0	221	256	256	0
<p>Works on the vestibule are completed. The defects period is due to be completed on this phase of the project in January 2023. Design works continue on the external access with engagement ongoing with the statutory authorities to enable an alternative solution to be developed to allow level access to the West Door. Once a solution has been developed this will be provided for consultation with all relevant stakeholders.</p>											
Papdale East Play Park	Frances Troup	221	426	307	(119)	0	0	544	749	749	0
<p>Works completed 28 September 2022, and the project is now within the defects rectification period. Final costs for the project have not yet been processed at the time of this report and will be incurred during the following reporting period.</p>											
Ness Campsite	Frances Troup	128	245	270	25	0	0	240	357	357	0
<p>All works other than the connection to the public sewer have been completed and the site opened to the public on 23 May 2022. The works to connect the waste water disposal to the public sewer are due to take place when the site is closed over the winter period. This has been discussed with the funding body VisitScotland who have confirmed that there will be no impact on the funding award, just an extension of the project completion deadline. Discussions are taking place with Scottish Water to allow the connection to be made to the public sewer which is taking longer to conclude than programmed.</p>											
Total Leisure & Cultural		903	1,999	1,958	(41)	0	0	4,965	6,061	6,073	12

<i>Approved Capital Programme</i>	<i>Project Lead</i>	<i>Financial Year 2022/23</i>				<i>Future Years</i>		<i>Total Project Summary</i>			
		<i>Spend to 30-Sep £000's</i>	<i>Approved Budget £000's</i>	<i>Estimated Out-turn £000's</i>	<i>Over/(Under) Spend £000's</i>	<i>Budget 2022/23 £000's</i>	<i>Budget 2023/24 £000's</i>	<i>Spend to Date £000's</i>	<i>Project Budget £000's</i>	<i>Estimated Out-turn £000's</i>	<i>Over/(Under) Spend £000's</i>
Social Care											
New Care Facility, Kirkwall	Stephen Brown	836	6,159	2,300	(3,859)	7,208	0	1,588	14,119	14,119	0
Works are progressing on site with the contractor continuing with foundations and ground works including drainage. The contractor has encountered some delays due to material supplies and weather, however not all elements are on the critical path and the contractor is endeavouring to make up time as the project progresses. Completion is due in September 2024.											
Total Social Care		836	6,159	2,300	(3,859)	7,208	0	1,588	14,119	14,119	0

Approved Capital Programme	Project Lead	Financial Year 2022/23				Future Years		Total Project Summary			
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Central Administration and Asset Replacement											
IT replacement programme	Kenny Macpherson	296	1,768	398	(1,370)	420	420	Annual Programme			
Programme of works approved and monitored by Asset Management Sub-committee.											
Plant & Vehicle Replacement	Lorna Richardson	536	1,734	1,734	0	1,200	1,200	Annual Programme			
Programme of works approved and monitored by Asset Management Sub-committee.											
Alterations to Garden House	Kenny Macpherson	(7)	534	10	(524)	0	0	439	980	1,080	100
Contract documents nearing completion, however, tender documents will not be released until the issues around the stopping up of Scapa Crescent are completed. The report on the consultation to the stopping up order was considered by Development and Infrastructure Committee on 15 February 2022. There have been objections so the stopping order which is now in the hands of the Scottish Government, with the Council waiting the outcome of their decision, which was expected in October. Tender documents will be ready for issue as soon as we have clearance to proceed. It is likely that construction costs will increase due to increased cost of materials and issues with the supply chain. A report will be submitted to the Policy and Resources Committee regarding the additional costs.											
Disaster recovery and business continuity suite	Kenny Macpherson	0	3	0	(3)	0	0	257	260	257	(3)
The new disaster recover site within the Harbour Master's Offices at Scapa is now complete and operational following the installation of the power, cabling, air-conditioning and racks. This has been handed over to IT in full for normal operations. Any additional work on Disaster Recovery will be part of normal Business Continuity as an ongoing continuous improvement process.											
Replacement audio-casting equipment	Karen Greaves	(7)	0	15	15	0	0	24	31	31	0
The audio-casting system is fully operational and the additional screens for hybrid Council meetings are complete. This project can be closed as complete and handed over to normal operations.											
Replacement telephone system	Kenny Macpherson	0	10	7	(3)	0	0	230	240	237	(3)
The new telephone system is complete and fully operational. Following an update from the supplier it has been recommended to de-scope Teams integration from this as the product is not ready from the vendor. A project closure report will be presented to the Information Systems Programme Board in December to explain in detail.											
Total Central Administration and Asset Replacement		818	4,049	2,164	(1,885)	1,620	1,620	950	1,511	1,605	94
Corporate Property Improvements											
Corporate Improvement Programme	Kenny Macpherson	980	1,057	1,896	839	1,351	1,351	Annual Programme			
Programme of works approved and monitored by Asset Management Sub-committee.											
SRF Property Maintenance	Kenny Macpherson	12	119	0	(119)	0	0	Annual Programme			
Programme of works approved and monitored by Asset Management Sub-committee.											
Total Corporate Property Improvements		992	1,176	1,896	720	1,351	1,351	0	0	0	0

Approved Capital Programme Service Summary	Financial Year 2022/23				Future Years		Total Project Summary			
	Actual Spend £000's	Annual Budget £000's	Estimated Out-turn £000's	Over/(Under) Spend £000's	Budget 2022/23 £000's	Budget 2023/24 £000's	Spend to Date £000's	Project Total £000's	Estimated Out-turn £000's	Over/(Under) Spend £000's
General Fund Summary										
Other Housing	40	1,030	1,030	0	2,000	726		Annual Programme		
Social Care	836	6,159	2,300	(3,859)	7,208	0	1,588	14,119	14,119	0
Education	1,193	2,449	2,449	0	1,959	350	3,279	6,844	6,844	0
Leisure and Cultural	903	1,999	1,958	(41)	0	0	4,965	6,061	6,073	12
Roads	1,268	3,734	2,992	(742)	1,300	950	470	3,892	3,892	0
Transportation	0	33	60	27	0	0	599	753	753	0
Operational Environmental Services	69	877	377	(500)	4,286	9,585	1,359	18,873	18,873	0
Central Administration and Asset Replacement	818	4,049	2,164	(1,885)	1,620	1,620	950	1,511	1,605	94
Corporate Property Improvements	980	1,057	1,896	839	1,351	1,351		Annual Programme		
Planning	0	0	0	0	0	0	0	0	0	0
	6,107	21,387	15,226	(6,161)	19,724	14,582	13,210	52,053	52,159	106
Non-General Fund Summary										
Housing Revenue Account	(81)	6,840	1,536	(5,304)	2,036	201	6,294	15,430	15,917	487
Orkney College	17	17	17	0	0	0	356	356	356	0
Scapa Flow Oil Port	3,876	7,765	7,470	(295)	325	325	3,869	7,565	7,565	0
Miscellaneous Piers	31	3,472	3,140	(332)	5,247	986	964	9,337	9,337	0
Strategic Reserve Fund	12	119	0	(119)	0	0		Annual Programme		
	3,855	18,213	12,163	(6,050)	7,608	1,512	11,483	32,688	33,175	487
Total Capital Programme	9,962	39,600	27,389	(12,211)	27,332	16,094	24,693	84,741	85,334	593