

Creating Central Bedfordshire

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Chief Executive
Jaki Salisbury

TO EACH MEMBER OF THE CENTRAL BEDFORDSHIRE SHADOW EXECUTIVE

12 January 2009

Dear Councillor

CENTRAL BEDFORDSHIRE SHADOW EXECUTIVE - Tuesday 20 January 2009

Further to the Agenda and papers for the above meeting, previously circulated, please find attached the following supplementary report(s).

Agenda Item	Description
CR4.	CAPITAL PROGRAMME 2009/10 - 2012/13 Appendix J <i>(To consider a draft Capital Programme for Central Bedfordshire. (Report of the Director of Corporate Resources (Contact Officer: Brian Mew Tel: 01462 611070)))</i>

Should you have any queries regarding the above please contact Democratic Services on Tel: 01462 611032.

Yours sincerely

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**CENTRAL BEDFORDSHIRE COUNCIL
DRAFT CAPITAL PROGRAMME 2008/09 – 2012/13**

SUPPORTING NOTES AND SUPPLEMENTARY INFORMATION

1. Children, Families and Learning – Education

1.1 Cranfield Lower, Etonbury Middle, Holmemead Middle, Marston Moretaine, Edward Peake Middle

These potential schemes have been retained in the draft programme as a marker that additional provision and funding will be required at these schools in future as residential developments progress. These schemes will be funded mainly through Section 106 Agreements.

1.2 Roecroft Lower Relocation

The project to relocate to a new site in new buildings is a top priority in the Primary Capital Programme (PCP) submission made by Bedfordshire CC, and the allocation for Central Bedfordshire for 2009/10 has been approved by the DCSF. Detailed discussions about the project are taking place with the School and Mouchel. The project could start in September 2009 and finish in March 2011. Overall cost is likely to be around £ 5.5m. In 2009/10, PCP grant of around £ 1.7 m can be spent on this project. There will be a capital receipt from the sale of the existing site, which should be sufficient to cover the remaining costs but cash flow needs to be carefully considered. PCP grant must be spent in 2009/10 and this is the most advanced project amongst the three schools identified by Bedfordshire CC as the top priorities.

1.3 Greenfield Lower

This project is included as a top priority in the PCP, but there is a need to review the project with the school and undertake a feasibility study in 2009/10. Discussions with the school will be resumed. In 2009/10, funding for feasibility will be needed.

1.4 Tithe Farm Lower

This is also a top priority in the PCP and discussions with the school are ongoing. The project is estimated to cost around £950,000 and could start in Sept 2009 and finish in July 2010. It is anticipated that the school will also provide funding of £50,000.

1.5 Primary Capital Programme (PCP) Unallocated

This figure represents the balance of PCP grant funding unallocated to specific projects at this stage. Bedfordshire CC has submitted further information requested by the DCSF prior to confirming the PCP allocation for 2010/11. It is anticipated that the DCSF will respond by March 2009. In addition, PCP funding is likely to be allocated in 2011/12 and beyond.

1.6 NDS Modernisation

There is a backlog of urgent health and safety works related to roofs, boilers and windows, which have been prioritised by BCC staff using the condition survey undertaken in 2005/06. Schools identified in the programme will be required to make a contribution to the costing in accordance with existing policy. Mouchel are contracted to deliver this programme and are also updating the condition surveys for lower and upper schools at present. It is proposed that condition surveys for middle schools be undertaken in the summer term 2009. The updated survey results can be used to determine the 2010/11 programme. The programme for 2009/10 consists of £1m for urgent health and safety works and £50,000 for the surveys. The programme for 2010/11 consists of £3m for condition works as well as suitability works. This will be an ongoing programme for several years until the backlog of works in schools is minimised. Funding for this programme is available through grant funding in 2010/11. A supported borrowing allocation has been made for 2009/10.

1.7 Temporary Accommodation

This programme is required to ensure that there is sufficient teaching space in schools. Officers review pupil numbers in schools and determine the temporary accommodation needed in individual schools. It is estimated that £500,000 will be needed for this programme in each of the financial years 2009/10 to 2011/12.

1.8 Oak Bank Special School Improvements

This project is in the list of 2008/09 starts but is unlikely to start before March 2009. Funding of £652,000 has been allocated by Bedfordshire CC, but the likely cost of the project will now exceed this and additional provision of £104,000 has been shown in the programme. This scheme is effectively an invest to save project as ensuring sufficient capacity at Oak Bank reduces the need for expensive out of area provision. Oak Bank has been agreed as a shared service between Central Beds and Bedford Borough.

1.9 Feasibility Studies

A programme of feasibility studies needs to be established so that projects are ready to start as soon as funding is confirmed. Feasibility studies will be needed, for example, for schools in the PCP, or schools anticipating significant housing developments. It is proposed that a feasibility budget of £100,000 be established in each of the financial years 2009/10 and 2010/11.

2. Children, Families and Learning – Other

2.1 Capital Grant Aid

The annual number and value of grants awarded varies. The 33 grants awarded in 2007/08 totalled £213,096 and 8 of these grants were used to help Mid Beds organisations to access a total of £438,394 from the Landfill Communities Fund. Grant aid awarded during 2008/09, with one round of applications still to be considered (March 2009) totals £124,186, against the current annual budget of £135,000. Seven of these grants will potentially help Mid Beds organisations to access £374,163 from the Landfill Communities Fund. It is anticipated that South Beds based organisations will also have need of this funding opportunity and therefore it is recommended that the capital budget should be increased from £135,000 to £270,000 per year, with effect from 2009/2010, to meet the anticipated demand.

2.2 Play & Open Space Strategy

This fund is available to Town and Parish Councils to help them to provide additional play and improved play facilities and areas. Awards totalling £34,183 have been awarded during 2008/09, with one round of applications still to be considered (March 2009). These awards are often required to access funding from the Landfill Communities Fund. In view of the anticipated demand from South Beds based communities it is recommended that the budget should be increased from £75,000 to £150,000 per year, with effect from 2009/2010, to meet the anticipated demand.

2.3 Cemeteries

This fund is available to Town and Parish Councils to help them to provide additional burial facilities. There are no other funding opportunities available for these important local facilities. Such projects take a long time to come to fruition and applications are therefore few and far between (only one grant was awarded during 2007/08, for £4,700). However, with the anticipated additional demand from Town and Parish Councils it is recommended that the budget should be increased by £50,000 for 2009/10.

2.4 Community Football Development Centre (Dunstable)
Community Football Development Centre (Leighton)
Houghton Regis Pavilion and Pitch

The South Beds Executive will be considering a report on these schemes at its meeting on 13 January 2009. As a result of the current situation regarding Section 106 contributions and Football Foundation funding, that report is recommending the provision of additional funding for the Dunstable scheme (Creasey Park) and the Leighton scheme (Astral Park), and the discontinuation of the Houghton Regis scheme (Windsor Drive). The additional funding proposed for Creasey Park would be reimbursed as and when section 106 contributions were made. £50,000 has been committed in respect of consultants for the Dunstable scheme, and £76,000 has been committed in respect of preparation work for the Houghton Regis scheme.

2.5 Public Open Space

£651k has been received from the Highways Agency (66K in 2007/08 and 535K in 2008/09) and has been earmarked for the provision and enhancement of public open space; together with funding from Growth Area Funding (GAF) III for Green Infrastructure enhancements in the Chalk Arc and Leighton Linlade area. No funding is required from Central Bedfordshire at this stage.

2.6 Flitwick Leisure Centre

This project is currently under consideration by Flitwick Town Council as a third party partner based on land arrangements for the siting of the centre. A report on options for Heads of Terms is due to be considered at the next meeting of the Mid Beds Executive.

2.7 Stotfold Leisure Centre

The budget shown for this scheme represents the contribution towards the overall cost of this project previously approved by Mid Beds DC. Stotfold Town Council are currently considering options for this project, as land transactions are yet to be completed and have been affected by the economic climate.

3. Sustainable Communities

3.1 Affordable Housing Capital Programme

The overall budget of £10,085,300 is the remaining approved capital budget available for Affordable Housing (from the Original £6m approved Mid Beds Full Council 15/4/04, and the additional £6m approved Mid Beds Full Council 31/1/08). It was always expected that the actual spend would be erratic due to the constraints of planning permissions, availability of sites and more recently the decline in actual builds. For this reason, this fund is regarded as committed with carry forward each year. The projected spend for 2008/09 represents committed monies for the following schemes 58 Bluebell Close, Flitwick £84,200, 40 St Peters Close, Flitwick £79,500, Stanford Road, Shefford £156,000 and St John's Road, Arlesey £180,000. From 2009/10 the budget has been re-profiled accordingly and categorised as a priority 5 item.

3.2 Sandringham Drive, Houghton Regis - innovation works

This is external funding from EERA Innovation funding that South Beds DC is holding until certain milestones have been achieved on the development. It is likely that £100,000 will be payable before end March 09. The development has full planning consent and is nearing completion of the Section 106 agreement. Nearly £4.5M of HCA funding is committed. The development consists of approx 180 dwellings and is being monitored by EERA through the Innovation programme.

3.3 Neighbourhood Agenda - priority estates

This is a committed Rolling Programme in future years. There is a commitment to the Parkside estate for a programme of grounds maintenance improvements, also addressing Community Safety issues. The Tithe Farm allocation is for Hillsborough Crescent improvements, and the Downside allocation is for Morton Road playground improvements, with funds from the Arts Council and Big Lottery. The Neighbourhood Plan for Tithe Farm and Parkside is still being finalised and is likely to identify future needs, which will continue to call on this budget.

3.4 General Town Centre Initiatives

This residual budget rolled forward from 2006/07 is earmarked for Flitwick Town Centre enhancements.

3.5 Community Safety Initiatives

This is a rolling programme to support community safety capital projects/activities to address community safety priorities from the partnership and community safety forums; includes supporting local CCTV .An early review of CCTV service in Central Bedfordshire planned during first 6 months.

3.6 Development Proposals Flitwick Town Centre

This scheme relating to the ongoing development / financial appraisal of the Flitwick Town Centre may slip to 2009/10. This includes GAF funding of £3.5 million.

3.7 Housing Association Assistance – General

This is funding committed to Aragon HA for a priority Supported Housing Project for Bedfordshire, based in Dunstable. The development is a Corporate Priority in South Beds Council Plan and will receive significant external funding from HCA and Aragon themselves. Planning permission should be obtained early in 2009, with a start on site feasible before the end of 08/09. If there is slippage, start will be very early in 2009/10.

3.8 Dunstable Masterplan Schemes

It is intended to fund schemes arising from the Dunstable Masterplan in future years through earmarked LABGI funding of £1.504 million. Earmarked GAF funding of £250,000 is also included in respect of this.

3.9 Leighton Linlade Town Centre, Dunstable Town Centre, Houghton Regis Town Centre – Priority 6 Schemes

These items are the uncommitted elements of these rolling programmes, which are all subject to consideration by the relevant Town Centre Management Committees.

3.10 Ouzel Valley Development, Leighton Buzzard

This item is a growth item to pump prime further development of open space, including land purchase, and is intended to lever in external funding.

3.11 CCTV Expansion and Enhancements

This scheme relates to physical improvements to CCTV operating room (Dunstable) to meet CCTV essential standard operating and health and safety requirements, and provision of mobile equipment to improve service capability. This was agreed by the South Beds Executive following a task and finish review and as part of the CCTV strategy. Work is underway and finances have been committed.

3.12 Bedford Square, Houghton Regis

GAF funding of £2.450 million is earmarked for this scheme.

3.13 Luton / Dunstable Guided Busway

This is a Luton BC led scheme. The figures shown represent the potential shortfall on the project, which would be a shared cost with Luton BC. Section 106 contributions may be available in this area.

3.14 Energy from Waste Project

The figure of £1.75 million in the draft programme represents the Central Bedfordshire share of estimated land purchase costs of £5.25 million, which would be shared with Bedford BC and Luton BC.

3.15 Waste Processing & Recycling Centre Thorn Turn

This estimate is for a new depot, civic amenity site, waste transfer and composting facility.

3.16 Job Growth Investment Schemes

A £1 million per annum rolling programme is proposed to pump prime external funding.

3.17 Highways Programmes – Structural Maintenance Block; parish partnership; Transport Infrastructure Development; Lump Sums (Contracted Overheads)

A separate report on these areas is attached as Appendix J (1).

3.18 New Highways Depots

The provision of depot facilities will need to be reviewed early in the life of the new authority. This provision in the programme is based on disaggregation of an existing Bedfordshire CC capital budget.

3.19 Fleet Replacement Programme

The value and timing of this item will be further informed by the disaggregation of the Bedfordshire CC vehicle fleet.

4. Social Care, Health, and Housing (General Fund)

4.1 Housing Association Assistance - London Road

The budget for this scheme has been increased in 2009/10 to meet the commitment of £825,000 grant for practical completion. The 2008/09 budget was increased to £894,000 by South Beds DC, with the additional funding being transferred from discretionary renovation grants.

4.2 Development of Community Bases

This Bedfordshire CC scheme to replace 3 existing day centres based in Bedford, Biggleswade and Dunstable with 4 Community bases is underway. The additional one being in Flitwick. Spend in 2008/9 is to be managed by South Beds DC and Aldwyck HA. A countywide figure is shown for 2008/09, with a 60% allocation to Central Bedfordshire shown for 2009/10 onwards.

4.3 Re-provision of Hostel Accommodation

This Bedfordshire CC scheme is part of the DoH campus closure programme and relates to Downing View.

5. Corporate Resources

5.1 Corporate Property Block Budget

The key cost drivers for the area are the number of buildings that the authority required to support service delivery. Linked with this are variables such as the age and location, construction type, and efficiency of the buildings themselves. The future shape of service delivery (across the council) will therefore determine the nature and size of the property portfolio and the management arrangements that must be in place to fully support this. Other factors such as the Local Development Framework will influence decisions and opportunities around property assets.

A more detailed understanding of these issues will be gained as the services take shape, and describe their activities through their business plans. It will be the intention of the corporate property function to fully engage and consult with service areas on their needs and respond appropriately.

The reason for a block bid approach on this scheme is to demonstrate that while taking account of the past and arrangements of predecessor authorities, CBC will undertake its programme planning and management of its portfolio in the most effective and efficient manner for the delivery of its services in accordance with its own agreed strategic objectives. The block bid will allow a flexibility of approach within the block allowing for movement to meet changing demands, methods ensuring that resources are prioritised and deployed effectively. The block bid will also take into account the legacy elements from the predecessor organisations.

The Scheme will include the following legacy elements:

- Office Accommodation – general
- Property Capital Maintenance
- Asbestos Management
- Accessibility of Buildings
- Industrial Estates

The budget is significant and will be spread across the Medium Term. This would be in the region of £16m over 4 yrs not including any investment to provide any new corporate accommodation. This is a year on year increase over and above existing allocations of around £2m per year.

This approach makes it more flexible and responsive to year on year demands. It allows the Budget Manager and Portfolio Holder to meet service delivery requirements as these change.

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APPENDIX J (1) – HIGHWAYS CAPITAL ISSUES

1.0 Street Lighting.

1.1 Background

From 1st April 2009 Central Bedfordshire Council will be responsible for the maintenance of over 21,000 lighting columns. Each column has an average design life of 30 years and the cost of replacing life-expired street lighting stock over a 30 year cycle, is approximately £520,000 pa.

For many years, County Council investment in street lighting has been less than a third of the required level and has focussed on replacing the stock of concrete columns which have been identified as a priority for both road safety and structural integrity reasons. Despite this strategy, and because of poor investment over time, a backlog of aging columns exists. Based on sample surveys that have been carried out, it is estimated that up to 25% of columns are life expired.

1.2 Finance

The cost of replacing the aged stock of lighting columns is approximately £2.2m per year over the next 4 years. Thereafter, £520k pa will be needed to keep the stock properly maintained.

1.3 Risk

Section 41 of the Highways Act places highways authorities under a duty to maintain the highway. Failure to maintain an asset which is known to be life expired would place the Authority and its staff at risk of prosecution under Health and Safety legislation in the event that someone is injured as a result of structural failure.

2.0 Bridges

2.1 Background

Since the introduction of 40 tonne lorries on European roads, the Department for Transport has required local highway authorities to assess the load bearing capacity of the existing bridge stock and to take appropriate measures to ensure their safety. Of the 400 structures in Central Beds, 25 structures remain to be assessed and 10 structures need to be reassessed to see if a more detailed analysis will show that they are able to carry the required load. Strengthening measures are planned on 10 structures known to be under capacity.

2.2 Finance

Number of road structures (excluding rights of way)	400
Number of structures which have failed their initial assessment	35
Number of structures in need of reassessment	10
Number of structures which are awaiting their initial assessment	25

Budget requirements	Capital £	Revenue £
Estimated cost to complete the assessment / reassessment of structures.		500,000
Estimated cost to complete the strengthening programme	3,000,000	
Estimated cost of width restrictions proposed	100,000	
Estimated cost of weight restrictions proposed to safeguard weak or bridges not to be assessed this year		33,000
Annual cost of monitoring weak bridges		25,000
Total	3,100,000	558,000

A capital budget of £620k is needed over the next 5 years in order to complete the bridge strengthening and assessment programme

2.3 Risk

Section 41 of the Highways Act places Highways Authorities under a duty to maintain the highway. Regular bridge inspections ensure that any serious maintenance issues are dealt with but potential structural failure under load would not be picked up during an inspection. There have been 3 separate bridge collapses in the United States in the last 10 years but none in this country. Failure to assess a structure which subsequently collapsed under a 40 tonne load would place the Authority and its staff at risk under Health and Safety legislation in the event that someone is injured as a result of structural failure.

3.0 Roads

3.1 Background

In common with other local authorities in England, Bedfordshire County Council's highways maintenance capital allocation from Central Government has been insufficient to allow the Council to maintain the value of its existing highways asset over the long term. In order to respond to this challenge, the County Council injected additional capital funding into roads infrastructure maintenance for the past 3 years to raise the budget to a level that would maintain its roads and footways at target levels.

In order to deal with possible strains on capital budgets, officers have identified a strategy that seeks to meet Member priorities and table 2 sets out the proposed budget to meet targets and proposed reductions in the capital programme if budgets are cut by £1m increments up to £5m.

A £1m cut would mean dropping 26 resurfacing schemes on unclassified roads from the programme (equivalent to 12.7km), and 12 local footway schemes (equivalent to 2.5km). These schemes are necessary to maintain public satisfaction levels but do not contribute significantly to the economy or to the objective of encouraging walking.

In addition to the above, a £2m cut would lead to 4 resurfacing schemes being dropped on B and C class roads (equivalent to 2.5km) as well as abandoning the parish partnership scheme which is used to deliver road and footway improvements in local parishes that do not have sufficient priority to be entered into the main programme. Abandoning the parish partnership scheme would adversely affect public satisfaction levels. The reduction in maintenance on B&C class roads will affect targets vital to the economy and to managing growth.

In addition to the above, a £3m cut would lead to a further 12 resurfacing schemes being dropped on B and C class roads (equivalent to 7.6km) which will again affect targets vital to the economy and to managing growth.

In addition to the above, a £4m cut would lead to 44 surface dressing schemes on unclassified roads being dropped from the programme (equivalent to 34km). These schemes have already had preparatory work carried out in 2008-09, which would be abortive if cancelled from the programme. They are also necessary to maintain public satisfaction levels but do not contribute significantly to the economy.

In addition to the above, a £5m cut would lead to 4 resurfacing schemes (equivalent to 3km) being dropped on A class roads which will affect targets vital to the economy and to managing growth.

Preparatory work on B&C class roads would need to be cancelled, leading to a reduction in surface dressing schemes the following year and hence a reduction in value for money, and 8 drainage schemes would also need to be dropped, which are regarded by the public as high priority.

3.2 Finance

The ongoing cost of maintaining Central Bedfordshire's roads and footways at target levels is approximately £7.5m per annum as set out in table 1 below and the effect of incremental £1m cuts in the budget up to £5m is set out in Table 2.

Table 1, Central Beds (carriageway length as of 1/4/08)

Class of road	Length (km)	Latest BVPI for % of roads in need of repair	Target % of roads in need of repair	Annual cost to maintain in target condition (£m)
A	151	2.8%	3.5%	1.73
B	73	4.7% cvi	7.5% cvi	0.67
C	392	6.3% cvi	7.5% cvi	2.15
U/C	769	9.38%	7.5%	1.94
ALL	1385			6.49

Table 2, Central Beds (Footway length as of 1/4/08)

Class of footway	Length (km)	Latest BVPI for % of footways in need of repair	Target % of roads in need of repair	Annual cost to maintain in target condition (£000's)
Primary	12	14.88%	12%	27
Secondary	27	14.88%	12%	35
Link	151	Repair every 40 years		107
Local access	1,001	Repair every 50 years		567
ALL	1191			736

Table 3

CENTRAL BEDFORDSHIRE BUDGET ALLOCATION 09-10

	09/10 Budget allocation to meet Targets £1,000's	Effect of £1m reduction in budget	Effect of £2m reduction in budget	Effect of £3m reduction in budget	Effect of £4m reduction in budget	Effect of £5m reduction in budget
CAPITAL FUNDING						
DFT LTP Allocation - Integrated Schemes	2590					
DFT LTP Allocation - Maintenance	3664					
Central Beds Allocation - Maintenance	3979					
Central Beds Parish Partnership	640					
Central Beds Transport Infrastructure Dev	665					
Central Beds Major Schemes	0					
Total Capital Funding	11537					
BEDFORDSHIRE HIGHWAYS ALLOCATION						
Integrated Schemes						
Public Transport	182	182	182	182	182	182
Walking, Cycling, Motorcycling	595	595	595	595	595	595
Local Safety Schemes	277	277	277	277	277	277
UTC & Traffic Management	456	456	456	456	456	456
Travel Plans & Safer Routes to Schools	266	266	266	266	266	266
Corporate Advanced Preparation	0	0	0	0	0	0
	<u>1,775</u>	<u>1,775</u>	<u>1,775</u>	<u>1,775</u>	<u>1,775</u>	<u>1,775</u>
Structural Maintenance Block						
Bridges & Structures	502	502	502	502	502	502
Street Lighting	320	320	320	320	320	320

Carriageway & Footway Schemes												
A Roads	1,730	1,730	1,730	1,730	1,730	1,730	1,730	1,730	1,730	1,730	1,230	4 schemes dropped equivalent to 3km
B & C Roads	2,820	2,820	2,460	4 resurfacing schemes dropped equivalent to 2.5km	1,460	12 resurfacing schemes dropped equivalent to 7.6km	1,460	1,460	0	44 surface dressing schemes dropped equivalent to 34km	1,160	prepatching for following year dropped
Local Roads	1,840	936	26 resurfacing schemes dropped equivalent to 12.7km	936	936	0	0	0	0	0	0	
Hierarchy 1 & 2 Footways	64	64		64	64		64	0	0	0	0	
Other Local Footways	96	0	12 schemes dropped equivalent to 2.5km	0	0		0	0	0	0	0	
Drainage & Other	200	200		200	200		200	200	200	0	0	8 drainage schemes dropped
	7,570	6,570		6,211	5,211		4,211	3,211	3,211	0	0	
Central Beds Parish Partnership	640	640		0	0		0	0	0	0	0	
Central Beds Transport Infrastructure Dev	665	665		665	665		665	665	665	665	665	
Central Beds Major Schemes Lump Sums (Contracted Overheads)	0	887		0	887		0	887	887	0	887	
Total Capital Budget Allocation	11,537	10,537		9,537	8,537		7,538	6,538	6,538	6,538	6,538	