

Greater Manchester Combined Authority

Date: 10th September 2021

Subject: GMCA Capital Update 2021/2022 - Quarter 1

Report of: Cllr David Molyneux, Portfolio Leader for Resources
Steve Wilson, Treasurer to GMCA

PURPOSE OF REPORT

To present an update in relation to Greater Manchester Combined Authority 2021/22 capital expenditure programme.

RECOMMENDATIONS:

GMCA is requested to;

1. Note the current 2021/22 forecast of £681m million compared to the 2021/22 capital budget of £439m;
2. Approve the addition to the Capital Programme of the GM Clean Air Zone (part of the Greater Manchester Clean Air Plan) as outlined in section 9 of this report with a current forecast expenditure of £18.4 million in 2021/22, £18.8 million in 2022/23 and £9.5 million in 2023/24;
3. Approve the addition to the Capital Programme of the Clean Funds Scheme (part of the Greater Manchester Clean Air Plan) as outlined in section 9 of this report with a current forecast expenditure of £5.1 million in 2021/22, £73.2 million in 2022/23 and £31.3 million in 2023/24;
4. Note the addition of Bus Franchising to the Capital Programme and approve additional capital expenditure of £24.6 million in 2021/22 as outlined in section 10 of this report;
5. Approve, in line with the financial strategy, incremental prudential borrowings of up to £15.7 million in 2021/22 to finance depot and land acquisition capital expenditure for Bus Franchising;
6. Note that Bus Franchising capital expenditure, and the related interest and repayment costs, are, as appropriate, funded from the overall financial strategy which the GMCA has previously approved; and

7. With respect to the capital expenditure referred to above, delegate authority to the GMCA Treasurer and the TfGM Finance and Corporate Services Director to determine the optimum funding mix between Earnback Capital grant and Prudential Borrowings.
8. Approve the addition to the capital programme of the Affordable Homes, Public Sector Decarbonisation, Homelessness Rough Sleeper Programme and Green Homes Grant schemes outlined in section 14 of this report.

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Risk Management – An assessment of major budget risks faced by the authority are carried out quarterly as part of the reporting process – at the present time a significant proportion of the capital budget is funded through grant. In order to mitigate the risk of monetary claw back the full programme is carefully monitored against the grant conditions and further action would be taken as necessary.

Legal Considerations – There are no specific legal implications contained within the report.

Financial Consequences – Revenue – There are no specific revenue considerations contained within the report, however the revenue budget contains resources to meet the capital costs of the authority. Changes in the capital programme can affect the budget to meet these costs.

Financial Consequences – Capital – The report sets out the expenditure for 2021/22.

Number of attachments included in the report: None

BACKGROUND PAPERS:

Reports to Greater Manchester Combined Authority:

Bus Reform - 27 November 2020

GMCA Capital Programme 2020/21 – 2023/24 - 12 February 2021

Bus Reform: Consultation and the GMCA Response - 23 March 2021

Local Growth Deal Funding and Approvals - 28 May 2021
 Local Transport Grant and Pothole Challenge Funding – 25 June 2021
 Clean Air Plan Update - 25 June 2021

TRACKING/PROCESS		
Does this report relate to a major strategic decision, as set out in the GMCA Constitution		No
EXEMPTION FROM CALL IN		
Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?		N/A
TfGMC	Overview & Scrutiny Committee	
N/A	Corporate Issues & Reform 7 th Sept 2021	

1. INTRODUCTION AND BACKGROUND

1.1 The Greater Manchester Combined Authority (GMCA) approved the 2021/22 Capital Programme at its meeting on 12 February 2021.

1.2 GMCA's capital programme includes Greater Manchester Fire and Rescue Services, Economic Development and Regeneration programmes and the continuation of the programme of activity currently being delivered by Transport for Greater Manchester ("TfGM") and Local Authorities including the following elements:

- The Greater Manchester Transport Fund ('GMTF');
- Metrolink Phase 3 extensions, legacy works;
- Metrolink Trafford Park Line Extension;
- Other Metrolink Schemes;
- Transport Interchanges;
- Bus Priority;
- Other capital projects and programmes including Transforming Cities, Active Travel, Cycle City Ambition Grant (CCAG 2), Joint Air Quality Unit (JAQU) Early Measures Investment Fund (EMIF), Clean Bus Initiatives, OLEV-EV Taxi, Rail – Access for All, Clean Air Zones (CAZ), Clean Fund Scheme (CFS), and Bus Franchising;
- Transport Growth Deal Major Schemes;
- Minor Works (including schemes funded by Integrated Transport Capital Block and Growth Deal);
- Capital Highways Maintenance, Traffic Signals and Full Fibre;
- Investments including Growing Places, Regional Growth Fund and Housing Investment Fund; and
- Economic Development and Regeneration Growth Deal Schemes.

1.3 The 2021/22 Capital Programme is summarised in Appendix A and the major variances are described in this report.

2. IMPACT OF COVID-19

2.1 The progression of a significant number of schemes and their associated expenditure profiles has continued to be impacted by the pandemic. TfGM and Local Authority Delivery Partners will continue to work with their respective supply chains to keep these impacts to a minimum; whilst simultaneously prioritising the need to ensure that all work continues to be carried out in a manner which is both safe and compliant with national guidance.

2.2 Some of these impacts manifested themselves on the capital expenditure forecasts figures reported within this update, and it is anticipated that these impacts will continue to varying degrees into the future in respect of expenditure within 2021/22. These impacts are being kept under regular review and will continue to be reported to the GMCA through future capital programme updates.

3. GREATER MANCHESTER TRANSPORT FUND (GMTF)

- 3.1 The GMTF programme is funded from a combination of grants from the Department for Transport; a 'top slice' from the Greater Manchester Integrated Transport Block (ITB) LTP funding; and from a combination of borrowings, to be undertaken by GMCA, and partly from local/third party contributions and local resources (including LTP and prudential borrowings).
- 3.2 The GMTF was established on the basis that GMCA would repay the borrowings in full by 2045, in part through the application of Metrolink net revenues (being Metrolink revenues, net of operating, maintenance and other related costs); in part by the application of the annual ring-fenced levy contributions, which will be raised by GMCA, under its levying powers; and in part from local, third party, revenue contributions.
- 3.3 The GMCA and TfGM hold earmarked reserves which are ring-fenced to pay for and manage the risks of delivering their ongoing capital programme. This includes the capital programme reserve which will be utilised as the financing costs (which include both the interest costs and minimum revenue provision with respect to the borrowings, which have been or will be taken out to fund the delivery of the schemes). As reported previously to GMCA, due to the impact of COVID-19, Metrolink has suffered a significant reduction in farebox revenues. In the period to 19 July 2021, the loss in net revenues has been offset by grant funding confirmed to date from DfT, however the ongoing funding position is currently uncertain.

Metrolink Programme

- 3.4 The Metrolink Programme includes the close out of certain activities relating to the Phase 3 expansion programme as well as other service and operational improvement works to the network.
- 3.5 The current forecast expenditure for 2021/22 on residual works is £6.4 million, compared to a budget of £5.8 million. The variance is primarily due to an underspend in the prior year (2020/21), as a result of COVID-19, with the deferred works now being undertaken in 2021/22.
- 3.6 The total forecast outturn cost is within the total approved budget.

Metrolink Renewal and Enhancement Capital Programme

- 3.7 The Metrolink Renewals and Enhancements programme has historically been funded by prudential borrowings, with repayments being made from Metrolink net revenues. However, as result of COVID19 and the associated impact on Metrolink revenues referred to at 3.3 above, the programme was reprioritised, with only works that are either safety or operationally critical currently being delivered.
- 3.8 The current forecast expenditure for 2021/22 of £8.6 million is in line with the budget of £8.4 million.
- 3.9 The total forecast outturn cost is within the total approved budget.

Park and Ride

3.10 The current forecast for 2021/22 of £0.1 million relates to the close out of previously delivered schemes.

3.11 The total forecast outturn cost is within the total approved budget.

Bus Priority Programme

3.12 The current forecast for 2021/22 is £0.2 million, compared to a budget of £0.1million, with the variance being due to a rephasing of expenditure from prior years.

3.13 The total forecast outturn cost is within the total approved budget.

Interchanges

3.14 The current forecast net expenditure for 2020/21 of £0.2 million relates to previously deferred expenditure in relation to defect rectification works.

3.15 The total forecast outturn cost is within the total approved budget.

A6 to Manchester Airport Relief Road (A6MARR)

3.16 Stockport Council is responsible for the delivery of the A6MARR, resulting in the expenditure largely comprising grant payments to Stockport MBC.

3.17 The current forecast expenditure for 2021/22 is £3.5 million, compared to a budget of £5.6 million. The variance of £2.1 million predominantly relates to the phasing of final accounts for land transactions.

3.18 The total forecast outturn cost is within the total approved budget.

4. METROLINK TRAFFORD EXTENSION

4.1 The current forecast expenditure in 2021/22 is £1.0 million, compared to a budget of £0.2 million. The variance is predominately due to phasing of final accounts for land transactions.

4.2 The total forecast outturn cost is within the total approved budget.

5. TRANSFORMING CITIES FUND (TCF)

5.1 This programme includes:

- Metrolink Additional Capacity; and
- Cycling and Walking Mayoral Challenge Fund (MCF)

5.2 The Metrolink Additional Capacity programme includes the purchase of 27 additional trams and additional supporting infrastructure. The current forecast expenditure of £18.4 million in 2021/22 is in line with the budget of £18.1 million.

5.3 The Cycling and Walking Challenge Fund 2021/22 current forecast spend is £43.9 million, compared to a budget of £54.3 million. This £10.4 million variance follows a fundamental review of all 89 schemes incorporating risks, opportunities, business case status, resource levels and historic delivery metrics.

5.4 Total forecast outturn costs are within the total approved budgets.

6. TRANSFORMING CITIES FUND -SECOND ALLOCATION (TCF2)

6.1 The Government announced a second allocation of the TCF i.e., TCF Tranche 2 in January 2019, with Greater Manchester being awarded £69.5 million. A '*Prioritisation of the Second Tranche of Transforming Cities Funding*' report was approved by the GMCA on the 29 January 2021.

6.2 The current TCF2 forecast expenditure of £2.6 million in 2021/22 is in line with the budget.

6.3 The total forecast outturn cost is within the total approved budget.

7. ACTIVE TRAVEL FUND (ATF)

7.1 The Active Travel Fund (ATF) programme comprises 26 cycling and walking infrastructure schemes located on the public highway, which are to be delivered by the 10 Greater Manchester Authorities. The current ATF forecast expenditure in 2021/22 of £6.4 million is in line with the budget of £6.7 million.

7.2 Total forecast outturn costs are within the total approved budgets.

8. OTHER CAPITAL SCHEMES AND PROGRAMMES

8.1 The other capital schemes and programmes include:

- Cycle City Ambition Grant 2 (CCAG2);
- Joint Air Quality Unit (JAQU) Early Measures;
- Clean Bus Initiatives;
- OZEV EV Taxi Project; and
- Rail - Access for All

8.2 The current forecast expenditure in 2021/22 on the CCAG 2 programme is £1.7 million, compared to a budget of £2.2 million. The variance is primarily due to phasing.

8.3 Joint Air Quality Unit (JAQU) Early Measures Investment Funding (EMIF) 2021/22 current forecast expenditure is £0.6 million compared to a budget of £0.3 million. The variance is due to re-alignment of revenue and capital expenditure following a review of risk allowances.

8.4 The Clean Bus Fund and Clean Bus Technology Fund current expenditure forecast is £11.6 million compared to a budget of £13.3 million. The variance is due to a

revised bus retrofit schedule, as all Grant agreements required legal review to ensure state aid compliance, following modifications to The State Aid Regulation 2020.

- 8.5 The OZEV EV Taxi Project current expenditure forecast is £1.6 million compared to a budget of £2.0 million. The variance is primarily due to the phasing of the installation schedule for the electric vehicle rapid charging posts to enable further taxi trade engagement and the finalisation of site selection shortlisting.
- 8.6 The Greater Manchester Rail Access for All Programme consists of £6.7 million of funding, awarded by the Department for Transport (DfT) to Network Rail. The Access for All Programme current expenditure forecast is £1.2 million compared to a budget of £1.8 million. The variance is due to ongoing development of the programme of works between TfGM and Network Rail.
- 8.7 The total forecast outturn costs are within the total approved budgets for these programmes.

9. CLEAN AIR ZONES (CAZ) and CLEAN FUND SCHEME (CFS)

- 9.1 The final Business Case for the GM Clean Air Zone (CAZ) is in the process of being finalised for submission to the Joint Air Quality Unit (JAQU).
- 9.2 The Clean Funds Scheme (CFS) has been awarded £109.7 million funding by the Joint Air Quality Unit (JAQU), as part of the Clean Air Programme, which will provide financial support for Greater Manchester based businesses to upgrade non-CAZ (Clean Air Zone) compliant vehicles.
- 9.3 A Clean Air Plan Update was included on the agenda for the June GMCA meeting.
- 9.4 The 2021/22 current forecast of capital expenditure is £5.1 million.
- 9.5 The total forecast outturn cost is within the total approved budget for both projects.

10. BUS FRANCHISING

- 10.1 On 23 March 2021 the GMCA considered a consultation report prepared by TfGM and recommended that the Mayor introduce the proposed bus franchising scheme.
- 10.2 On 25 March 2021 the Mayor made his decision to make the franchising scheme and that scheme was formally made on 30 March. Work has subsequently been undertaken to further develop the 2021/22 budget for the implementation of bus franchising.
- 10.3 The funding proposal for these costs was set out in the financial strategy for funding Bus Reform as reported to GMCA in November 2020, and was originally approved by GMCA in October 2019. The financial strategy included a total budgeted cost to implement Bus Franchising of £134.5 million over the period to 2025/26; and that these costs would be funded from a combination of Earnback; a "one off" Local Authority contribution; Business rates pooling receipts; existing 2019/20 precept for bus reform; and a requirement from future years' precept.

- 10.4 The total forecast costs and funding sources for the implementation of bus franchising is unchanged from the £134.5 million previously reported to GMCA. However the year on year phasing of the costs and funding sources have been reviewed following the decision taken in March to implement the Franchising Scheme.
- 10.5 The forecast expenditure in 2021/22 is in line with the next steps required for the implementation and operation of the franchising scheme following the making of the scheme by the Mayor in March 2021, as set out in the May 2021 'Bus Reform: The Greater Manchester Franchising Scheme for Buses 2021 - Implementation and Operation'; and as set out in the Revenue Outturn report that is also on the agenda for this meeting.
- 10.6 Approval is sought for capital expenditure of £24.6 million in total in the current 2021/22 financial year to implement the franchising scheme. Capital expenditure principally relates to bus depot and land acquisition costs and the development of Information Systems (IS) to support the management of franchised bus services. The capital expenditure total includes an initial drawdown for a land acquisition previously approved by GMCA in June 2021.
- 10.7 The 2021/22 capital expenditure is funded from the overall financial strategy to implement bus franchising, which GMCA has previously approved. The 2021/22 revenue costs and budget to implement the franchising scheme are included for approval within the Revenue Outturn report.

11. TRANSPORT LOCAL GROWTH DEAL 1 MAJORS SCHEMES AND 3 (Major and Minor Schemes)

- 11.1 The Transport Local Growth Deal 1 & 3 Majors Programme consists of 17 major schemes (excluding Stockport TCAP) which are being delivered by TfGM and the Local Authorities. The total current forecast expenditure in 2021/22 of £34.2 million is in line with the budget of £34.5 million.
- 11.2 The Local Growth Deal 3 Minor Works schemes are also being delivered by TfGM and the Local Authorities. The current forecast expenditure in 2021/22 is £3.2 million compared to a budget of £2.4 million. The variance is primarily due to year on year phasing.
- 11.3 Total forecast outturn costs are within the total approved budgets.

12. MINOR WORKS

- 12.1 The 2021/22 current expenditure forecast for these schemes is £5.3 million compared to a budget of £8.7 million. The variance relates to the Growth Deal minor works programme and primarily to the rephasing of certain construction works from the current financial year into 2022/23.
- 12.2 Total forecast outturn costs are within the total approved budgets.

13. GMCA CONTROLLED TRANSPORT SCHEMES

- 13.1 The final allocation of the devolved Local Transport Grant, which includes funding for the Integrated Transport Block and Highways Maintenance Block and Incentive Element totalling £35.7m was confirmed later than in previous years and was not received in time to be included in the 2021/22 budget approved by GMCA on 12 February 2021. The Government also confirmed the allocation for the Pothole and Challenge Fund of £15.5m. The update to the capital programme and allocations to GM local authorities was agreed by GMCA on 25th June 2021.

14. ECONOMIC DEVELOPMENT AND REGENERATION FUNCTIONS

14.1 Former Growth Deal

The 2021/22 current expenditure forecast for these schemes is £6.7m compared to a budget of £12.2m. The variance relates to rephasing of the works since the budget was approved in February 2021.

14.2 Housing Investment Fund

The Greater Manchester Housing Investment Fund has been designed to accelerate and unlock housing schemes. It will help build the new homes to support the growth ambitions across Greater Manchester. To facilitate this DCLG have provided a £300 million loan to provide the up-front funding and loans are approved by GMCA. Forecasts drawdowns for 2021/22 currently stand at £169.694m, an increase to the capital programme of £79.522m. The forecast includes all pipeline projects and will be subject to change once specific loans are approved and the timing of payments confirmed. This means the forecast expenditure may come to fruition during 2021/22 but may be carried forward in to 2022/23.

14.3 Getting Building Fund

The 2021/22 current expenditure forecast is £34.6m compared to a budget of £31.3m. The variance relates to rephasing and timing of drawdowns by participants.

14.4 Brownfield Land

The 2021/22 current expenditure forecast is £37.5m compared to a budget of £30m. The variance relates to rephasing and timing of drawdowns by participants.

14.5 Public Sector Decarbonisation Scheme

The 2021/22 current expenditure forecast is £78.2m. The submission of a bid for the Public Sector Decarbonisation Scheme (PSDC) was reported to the 27 November 2020 meeting of the GMCA. The purpose of the grant via Salix is to half carbon emissions from the Public Estate by 2032, through the deployment of energy efficiency and heating measures, excluding gas powered boilers and Combined Heat and Power (CHP).

14.6 Homelessness Rough Sleeper Programme

The 2021/22 current expenditure forecast is £1.3m and was approved at the 27 November 2020 meeting of the GMCA.

14.7 Green Homes Grant

The 2021/22 current expenditure forecast is £27.2m which includes phases 1a, 1b and 2 and is to support domestic retrofit projects fully funded by UK central government.

15. **GREATER MANCHESTER FIRE AND RESCUE SERVICE**

15.1 Estates

A long-term Estates Strategy is being formulated, the approved Phase 1 of the scheme is reflected in the revised budget. Plans for extension and refurbishment works on Littleborough Fire Station are underway with the remainder of the Phase 1 plan to commence from 2022/23 and complete by 2025/26. Alongside this is the Bury Training and Safety Centre scheme which is also underway and due to complete in the first quarter of 2022/23.

15.2 ICT

Further detail has been mapped which identified revenue requirement as part of the previous Programme for Change projects, therefore, has been reflected by a reduced Capital budget requirement. Work is on-going with the ICT Governance Group to identify future investment requirements to underpin the Fire Plan and Annual Delivery Plan using digital solutions.

15.3 Vehicles and Equipment

Forecasts have been reprofiled from 2020/21 and for the remainder of the year for vehicle and equipment deliveries.

15.4 Waking Watch Relief

This scheme is administered by GMFRS for the City Region and funded by Government Grant. The funding is for the implementation of alarm systems to allow the release of costs of employing a waking watch. The full allocation of the grant has been successfully awarded under the governance of a panel and reported back to Government.

16. **WASTE**

16.1 Operational Assets

The 2021/22 current expenditure forecast has increased from budget by £2.7m. This is largely due to the reprofiling of works at Longley Lane, Sharston from 2020/21.

16.2 Non-Operational Assets

The 2021/22 current expenditure forecast has decreased by £0.6m due to projects being reprofiled into 2022/23 to allow for the works on the operational assets to continue.

17. RECOMMENDATIONS

17.1 The recommendations appear at the front of this report.

Appendix A	Budget 2021/22 £'000	Current 2021/22 Forecast £'000	Variance £'000
<u>TRANSPORT</u>			
Greater Manchester Transport Fund			
Metrolink Programme	5,770	6,494	(724)
Metrolink Renewals and Enhancements	8,394	8,614	(220)
Park and Ride	-	129	(129)
Bus Priority Programme	77	216	(139)
Interchanges	-	212	(212)
Greater Manchester Transport Fund	14,241	15,665	(1,424)
Road Schemes (Stockport)			
Stockport Town Centre Access Plan (DfT retained scheme)	-	-	-
A6 MARR / SEMMMS	5,552	3,493	2,059
Stockport Council Schemes total	5,552	3,493	2,059
Other Metrolink Schemes			
Trafford Extension	196	976	(780)
Other Metrolink Schemes total	196	976	(780)
Other Capital Schemes			
Other Capital Schemes	51	51	-
Cycling-CCAG 2	2,179	1,736	443
TCF - Mayors Challenge Fund	54,290	43,889	10,401
TCF - Metrolink Capacity Improvement Programme	18,132	18,358	(226)
Transforming Cities 2	2,625	2,625	-
Active Travel Fund	6,697	6,368	329
Access For All	1,788	1,245	543
Bus Franchising	-	24,600	(24,600)
Cycle Safety	-	-	-
OLEV Taxi	1,986	1,579	407
Clean Funds Scheme (CFS)	-	5,137	(5,137)
Clean Air Zone (CAZ)	-	18,358	(18,358)
Clean Bus Technology Fund	1,733	2,071	(338)
Clean Bus Fund	11,571	9,571	2,000
Early Measures	342	563	(221)
Other Capital Schemes total	101,394	136,151	(34,757)
Growth Deal - Transport			
TfGM Majors	22,117	20,715	1,402
Local Authorities Majors	12,418	13,508	(1,090)
Growth Deal 3 TfGM schemes	1,347	3,169	(1,822)
Growth Deal 3 Local Authorities	1,040	56	984

Appendix A	Budget 2021/22 £'000	Current 2021/22 Forecast £'000	Variance £'000
Growth Deal total	36,922	37,448	(526)
Minor Works			
ITB Local Authorities and TfGM	849	1,047	(198)
Growth Deal 1&2 Local Authorities	6,932	3,563	3,369
Growth Deal 2 TfGM Schemes	910	725	185
Minor Works total	8,691	5,335	3,356
GMCA Transport Schemes			
Traffic Signals	2,500	2,500	-
Full Fibre Network	17,252	17,252	-
Highways Maintenance	27,202	34,940	(7,738)
GMCA Transport Schemes	46,954	54,692	(7,738)
Total - Transport	213,950	253,760	(39,810)
<u>ECONOMIC DEVELOPMENT & REGENERATION</u>			
Growth Deal - ED&R			
Skills Capital Round 2 & 3	9,673	5,932	3,741
Life Sciences Fund	1,749	814	935
Pankhurst Institute	793	-	793
Other ED&R Schemes			
Recycled GF / RGF Capital Receipts	5,000	7,950	(2,950)
Growing Places	20,000	20,000	-
Housing Investment Fund	90,142	169,694	(79,522)
Getting Building Fund	31,316	34,612	(3,296)
Brownfield Land Fund	30,000	37,500	(7,500)
Affordable Homes	-	200	(200)
Public Sector Decarbonisation	-	78,237	(78,237)
Homelessness Rough Sleeper Grant	-	1,355	(1,355)
Green Homes	-	27,222	(27,222)
Total - Economic Development & Regeneration	188,673	383,496	(194,823)
<u>GM FIRE AND RESCUE</u>			
Estates	4,999	6,372	(1,373)
ICT	4,017	2,218	1,799

Appendix A	Budget 2021/22 £'000	Current 2021/22 Forecast £'000	Variance £'000
Vehicles & Equipment	4,186	7,162	(2,976)
Sustainability	75	471	(396)
Waking Watch Relief Fund	-	2,050	(2,050)
Total - GM Fire & Rescue	13,277	18,273	(4,996)
<u>WASTE AND RESOURCES</u>			
Operational Sites	21,300	24,050	(2,750)
Non-Operational - Sites	1,750	1,110	640
Total - Waste and Resources	23,050	25,160	(2,110)
TOTAL CAPITAL	438,950	680,689	(241,739)