



Item: 25

Policy and Resources Committee: 25 November 2025.

Capital Expenditure Monitoring.

Report by Head of Finance.

1. Overview

- 1.1. To demonstrate a focus on maintaining existing assets of the Council and ensuring that our buildings and infrastructure are maintained at levels expected by the Orkney public, and that our IT, plant and vehicles achieve modern standards of security, safety and emissions, annual capital improvement and replacement programmes of work are agreed by the relevant service Committee or Sub-committee.
- 1.2. Delivery of these planned programmes of work are thereafter monitored throughout the financial year by the relevant service Committee or Sub-committee.
- 1.3. For all other capital projects, the Council has adopted a Capital Project Appraisal process in order to prioritise projects to be added to the capital programme. The Policy and Resources Committee then recommends whether or not individual capital projects that come forward as part of the Capital Project Appraisal process should be added to the programme.
- 1.4. Delivery of the approved capital programmes are thereafter monitored throughout the financial year by the Policy and Resources Committee.
- 1.5. On 23 September 2025, the Policy and Resources Committee recommended approval of the revised capital programmes for 2025/26, which will be updated throughout the year for any exceptional items added through delegated authority, or Committee approval, where required.
- 1.6. The table below provides a summary of the position as at 30 September 2025, across both General Fund and Non-General Fund capital programmes in respect of the actual expenditure incurred against the budgets for financial year 2025/26.

General Fund	Actual Spend £000	Annual Budget £000	Estimated Out-turn £000	Variance £000
Service Committee				
Orkney Health and Care	1,939	1,367	2,620	1,253
Education, Leisure and Housing	(48)	1,377	1,380	3
Development and Infrastructure	1,166	7,633	6,206	(1,427)
Policy and Resources	2,164	4,698	4,803	105
Expenditure Totals	5,221	15,075	15,009	(66)

Non-General Fund	Actual Spend £000	Annual Budget £000	Estimated Out-turn £000	Variance £000
Service Committee				
Education, Leisure and Housing	1,863	2,827	2,843	16
Development and Infrastructure	23	6,353	1,113	(5,240)
Policy and Resources	2,225	10,019	5,760	(4,259)
Expenditure Totals	4,111	19,199	9,716	(9,483)

Total Capital Programme	9,332	34,274	24,725	(9,549)
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1.7. Appendix 1 to this report provides a detailed analysis of capital expenditure, together with project updates received from the Services in respect of the General Fund and Non-General Fund capital programmes.

2. Recommendations

2.1. It is recommended that members of the Committee:

- i. Note the summary financial position as at 30 September 2025, in respect of the General Fund and Non-General Fund capital programmes, as detailed in section 1.6 of this report.
- ii. Note the detailed analysis of expenditure figures and project updates in respect of the approved General Fund and Non-General Fund capital programmes, attached as Appendix 1 to this report.

For Further Information please contact:

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Implications of Report

1. **Financial:** The Financial Regulations state that approval by the Council of the Capital Programme constitutes approval of the individual projects or provisions contained therein. Corporate Directors can incur expenditure within approved revenue and capital budgets. Such expenditure must be in accordance with the Council's policies and objectives and subject to compliance with the Financial Regulations.
2. **Legal:** Regular financial monitoring and reporting helps the Council meet its statutory obligation to secure best value.
3. **Corporate Governance:** In terms of the Scheme of Administration, monitoring the levels of capital expenditure incurred against approved budgets within the General and Non-General Fund capital programmes is referred to the Policy and Resources Committee.
4. **Human Resources:** N/A
5. **Equalities:** An Equality Impact Assessment is not required for financial monitoring.
6. **Island Communities Impact:** An Island Communities Impact Assessment is not required for financial monitoring.
7. **Links to Council Plan:** The proposals in this report support and contribute to improved outcomes for communities as outlined in the following Council Plan strategic priorities:
 - Growing our economy.
 - Strengthening our communities.
 - Developing our Infrastructure.
 - Transforming our Council.
8. **Links to Local Outcomes Improvement Plan:** The proposals in this report support and contribute to improved outcomes for communities as outlined in the following Local Outcomes Improvement Plan priorities:
 - Cost of Living.
 - Sustainable Development.
 - Local Equality.
 - Improving Population Health.
9. **Environmental and Climate Risk:** Where resources allow, improvement works can include 'greener' solutions.
10. **Risk:** Improvement of existing assets can help reduce risks associated with these assets.

- 11. Procurement:** Any contractual arrangements require to comply with the Financial Regulations and Contract Standing Orders.
- 12. Health and Safety:** Well-maintained assets will assist the Council in complying with relevant Health and Safety requirements for both staff and the public.
- 13. Property and Assets:** Included throughout the report and detailed in the Appendix.
- 14. Information Technology:** Up to date IT systems should help reduce risk to the Council.
- 15. Cost of Living:** N/A

List of Background Papers

Policy and Resources Committee: 23 September 2025 - Capital Slippage and Acceleration

Appendix

Appendix 1 – Capital Expenditure Monitoring as at 30 September 2025.

Approved Capital Programme	Project Lead	Spend to 30-Sep £000's	Financial Year 2025/26			Over/(Under) Spend £000's	Future Years		Total Project Summary		
			Approved Budget £000's	Estimated Out-turn £000's	Budget 2026/27 £000's		Budget 2027/28 £000's	Spend to Date £000's	Project Budget £000's	Estimated Out-turn £000's	Over/(Under) Spend £000's
Planning											
Nature Restoration Fund	Gavin Barr	0	79	79	0	0	0	32	111	111	0
2025/26 allocation from the Scottish Government of £79K. Funding has been allocated to the North Isles Landscape Partnership and to support supplemental nature based landscape and planting works at the new Kirkwall Care Home.											
Active Travel Fund	Gavin Barr	18	357	60	(297)	0	0	303	649	649	0
2025/26 allocation from the Scottish Government of £108K. This budget also includes COVID recovery outdoor access fund. Permission was granted by Scottish Government to carry forward £214k of unspent funding from 2024/25. A report will be taken to the November 2025 P&R Committee outlining the proposed future spend priorities for this fund.											
Total Planning		18	436	139	(297)	0	0	335	760	760	0
Development											
Dounby Visitor Infrastructure Hub	Sweyn Johnston	285	607	607	0	0	0	681	1,003	1,003	0
The project, at the Market Green in Dounby - situated between the Smithfield Hotel and the Community School pitch - has delivered a new toilet block with campervan waste disposal facilities, a car park with electric vehicle chargers, and associated landscaping and access alterations. The main construction phase is complete and the site is now open to the public. The final outstanding task is the demolition of the old toilet block which will proceed once utility disconnections are confirmed. Subject to SSE and Scottish Water processes, this is expected to be completed by the end of October. In the interim, a few minor finishing touches remain, including grouting around the seating/Christmas tree area within the community garden and installation of additional signage.											
Total Development		285	607	607	0	0	0	681	1,003	1,003	0
Operational Environmental Services											
Burial Grounds - Mainland Extensions	Lorna Richardson	0	78	48	(30)	0	0	1,013	1,062	1,032	(30)
All cemetery extensions on the Mainland have also been completed. The projected underspend from this project will be reallocated to support additional costs within the Mainland Major Improvements programme, as detailed below.											
Burial Grounds - Mainland Major Improvements	Lorna Richardson	0	0	30	30	0	0	124	146	176	30
All originally identified Mainland major improvements have been completed, however, some urgent improvements and repairs to boundary walls have since been identified. These additional works will be funded through the Mainland Major Improvements Programme, using the projected underspend from the Mainland extensions programme.											
Total Operational Environmental Services		0	78	78	0	0	0	1,137	1,208	1,208	0
Roads											
Roads Asset Replacement Programme	Lorna Richardson	234	1,500	1,499	(1)	1,500	1,500	Annual Programme			
Programme of works approved and monitored by Development and Infrastructure Committee.											
Cursiter Quarry Expansion	Lorna Richardson	130	599	130	(469)	0	0	1,713	2,182	1,701	(481)
Phase 2 expansion works are complete with the exception of the overburden strip, restoration works within the existing quarry and planting works. Equipment has been purchased to enable this work to be carried out in-house. Phase 3 expansion of the Cursiter Quarry Expansion was removed from the Capital Programme following a recommendation by the Policy and Resources Committee on 18 June 2024.											
Coastal Change Adaptation	Lorna Richardson	57	442	442	0	0	0	251	676	676	0
A Light Detection and Ranging (LiDAR) survey, completed in 2023, has provided essential data to assess potential coastal erosion and flooding risks across Orkney. This data is now being used by the Council to develop a Coastal Change Adaptation Plan (CCAP). The contract for the CCAP was awarded in early March 2025, and work on the project is now underway. The plan's development is scheduled to span an 18-month period, covering 2025/26 and extending into 2026/27											
Salt Storage Facility	Lorna Richardson	6	35	35	0	0	0	647	676	676	0
The facility is now complete, with retention funds currently being held in accordance with the standard contract terms.											
Total Roads		427	2,576	2,106	(470)	1,500	1,500	2,611	3,534	3,053	(481)

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Transportation											
Airfield Buildings - Papay and Stronsay	Jim Buck	382	632	632	0	0	0	762	1,012	1,012	0
Construction of new airfield terminal buildings and car-parks commenced at Papa Westray in July 2024 and Stronsay in August 2024.											
Papa Westray	– currently waiting for the electricity meters to be installed to enable commissioning. Following commissioning, Building Standards will be requested to inspect for approval. Once we have approval, it will be a matter of transferring all airfield related equipment to the new facility. We should be fully handed over by the end of November.										
Stronsay	– SSEN are to connect the power at the end of October. The carpark areas can then be completed. The remainder of the outstanding works should also be finished by this time. It will then be the same process as for Papa Westray. A January 2026 handover is now being anticipated although if power is connected early enough handover may be just before Christmas.										
Airfield Buildings - Eday and Westray	Jim Buck	29	1,060	400	(660)	266	30	57	1,384	1,384	0
Contracts were awarded in March 2025 to the same local contractor delivering the Papa Westray and Stronsay Airfield Buildings. Works on the capital projects are delayed by around 12 months, with resources to be reassigned once the Papa Westray and Stronsay airfield projects concludes. Planning applications for Eday and Westray were resubmitted following design adjustments — in Eday to address flood risk, and in Westray to refine the building's position.											
Westray	– Foundations are complete as is all the drainage. The floor slab was due to be poured on 14/10/25, with the frame scheduled to be erected on the 19/11/25. SSEN have quoted for power connection and should be able to connect the power supply before the end of the calendar year. Building completion is scheduled for 20/05/2026.										
Eday	– The temporary building is in place, but is yet to have services and airfield equipment transferred. SSEN are also providing power connections for this project, but looking at installation in the new year. Building completion is scheduled for 07/07/2026.										
Inter-Islands Connectivity	Jim Buck	0	2,000	2,000	0	0	0	0	2,000	2,000	0
The Policy and Resource Committee meeting of 17 June 2025 recommended the utilisation of the award of £2M of Inter Island Connectivity General Capital Grant funding on the acquisition of a second hand landing craft, a second hand Brittan Norman Islander aircraft and the purchase of a runway roller/compactor for island airfield maintenance. A procurement exercise has been conducted for the second hand landing craft and the evaluation is nearing completion. A procurement exercise has been conducted for the runway roller/compactor and an order has been placed with delivery awaited. The documentation for a procurement exercise for the second hand Brittan Norman Islander aircraft has required specialist advice and is nearing completion which will allow the procurement exercise to be undertaken.											
Bus Infrastructure Fund	Jim Buck	25	244	244	0	0	0	25	244	244	0
A tendering exercise is underway for a range of new/replacement bus and cycle shelters, timetable display boards and real time information displays. The outcome of the tender exercise is anticipated towards the end of October with delivery and installation to be arranged thereafter.											
Total Transportation		436	3,936	3,276	(660)	266	30	844	4,640	4,640	0
Scapa Flow Oil Port											
Minor Improvements	Jim Buck	13	150	150	0	150	150		Annual Programme		
Programme of works approved and monitored by Harbour Authority Sub-committee.											
Total Scapa Flow Oil Port		13	150	150	0	150	150	0	0	0	0
Miscellaneous Piers											
Minor Improvements	Jim Buck	10	1,615	963	(652)	300	300		Annual Programme		
Programme of works approved and monitored by Harbour Authority Sub-committee.											
Reclamation at Hatston Pier - Ph 1	Jim Buck	0	4,588	0	(4,588)	2,944	115	146	7,793	7,793	0
The development of Phase 1 of the Orkney Logistics Base is currently delayed due to pending statutory consents from the Planning and Marine Departments. Procurement for the design and construction of Phase 1 began in April 2024, with the initial stage of supplier selection now complete. The second stage of procurement is expected to start in late 2025, contingent upon obtaining the necessary consents. Consequently, the revised completion date for Phase 1 is now projected for 2028.											
Total Miscellaneous Piers		10	6,203	963	(5,240)	3,244	415	146	7,793	7,793	0

Approved Capital Programme	Project Lead	Spend to 30-Sep £000's	Financial Year 2025/26			Future Years		Total Project Summary		
			Approved Budget £000's	Estimated Out-turn £000's	Over/(Under) Spend £000's	Budget 2026/27 £000's	Budget 2027/28 £000's	Spend to Date £000's	Project Budget £000's	Estimated Out-turn £000's
Other Housing										
Housing Loans	Frances Troup	0	585	585	0	585	585		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.										
Total Other Housing		0	585	585	0	585	585	0	0	0
Housing Revenue Account										
House Purchases	Frances Troup	1,791	1,791	1,791	0	0	0	4,908	4,908	4,908
Purchase of 10 properties - all purchases will attract Scottish Government funding to cover some of the costs.										
Continuation of upgrades to 4 properties acquired in 2024/25, to ensure compliance with the Scottish Housing Quality Standard (SHQS) and Energy Efficiency Standard for Social Housing (EESSH).										
Moar Drive	Frances Troup	0	0	16	16	0	0	819	755	835
Project was completed on 27 February 2025. Retention to be released at the end of the 12 months defects period in February 2026, following the rectification of any snagging items.										
Carness Phase 2	Frances Troup	0	310	310	0	0	0	2,572	2,882	2,882
Works were completed and handed over to Housing in July 2024 with a 12-month construction retention period for defects (July 2025), which has not been billed for yet.										
Houton Infrastructure	Frances Troup	0	507	507	0	15	0	0	522	522
This project for temporary housing at the Houton Site was recommended for approval by Policy and Resources Committee on 17 June 2025, with full funding sources for the project identified. No costs have been incurred to 30 September 2025.										
Total Housing Revenue Account		1,791	2,608	2,624	16	15	0	8,299	9,067	9,147
Education										
New Kirkwall Nursery	Peter Diamond	(102)	390	390	0	0	0	2,658	3,150	3,150
Construction of the new nursery adjacent to UHI Orkney campus in Kirkwall was completed in June 2025, followed by a period of snagging, with building now ready for occupation.										
Total Education		(102)	390	390	0	0	0	2,658	3,150	3,150
Leisure & Cultural										
Ness Campsite	Garry Burton	3	0	3	3	0	0	483	413	480
Works to the existing campsite building and grounds were complete in April 2022, however, the sewerage connection works were delayed a year to allow for SEPA approval, and for Scottish Water time to undertake their Drainage Impact Assessment. Following this period, the scheme was re-designed to connect to the mains sewerage network in Stromness, via a new pumping chamber. The specification and works involved were considerably greater than initially designed and budgeted for. Retention has been paid and the project is complete and closed.										
Playpark Renewals	Garry Burton	0	164	164	0	0	0	118	282	282
This work is 100% funded with grant allocated to OIC, as part of the General Capital Grant from the Scottish Government. In 2025/26 the Council was awarded £128k which will be used to make small improvements to playparks under the Council's control. Permission was granted by Scottish Government to carry forward £36k of unspent funding from 2024/25 under a substitution arrangement.										
Shipwreck Tank	Sweyn Johnston	0	5	5	0	0	0	56	77	56
National Heritage Memorial Fund funded project to build a custom designed 8m stainless steel tank for the 17th Century shipwreck discovered in Sanday. The freshwater tank has been fabricated with the shipwreck timbers submerged in September 2024 to prevent deterioration for two to three years while research is carried out into the ship's identity and significance. This fully grant-funded project was added to the capital programme under delegated authority and is now complete. Total costs, and therefore total grant drawdown, were less than anticipated. The Finance Service is currently liaising with the grant funder to arrange repayment of approximately £4.8k of overpaid grant funding.										
Viking Gallery	Sweyn Johnston	51	0	0	0	0	0	317	264	328
The Viking Gallery in the Orkney Museum was relatively small. This project aimed to redevelop three areas: the Viking, Pict, and Iron Age galleries. The interpretations were outdated, presenting these periods as distinct phases with abrupt transitions, rather than the gradual evolution that actually occurred. The new galleries feature the best of contemporary museum practices, incorporating a mix of interpretive techniques such as written text, images, cased artefacts, film, and interactive technology (e.g., VR, touchscreens). This project was added to the capital programme under delegated authority and is fully funded by a generous bequest to Orkney Islands Council. Changes to the gallery design have resulted in additional costs, however construction and exhibition works are complete and the gallery is open to the public - retention of £13.2k to be paid in May 2026.										
Birsay Campsite Development	Garry Burton	0	233	233	0	694	18	0	945	945
This project is to establish 18 hard standing sites at the Birsay Campsite, replace the temporary buildings with a permanent amenity block with modern facilities, and make further improvements to the site area including waste disposal, demolition of buildings, recycling and the installation of renewable energy sources. The project was recommended for approval by Policy and Resources Committee on 25 September 2025 and has attracted funding from the Visit Scotland Rural Tourism Infrastructure Fund and the Scottish Government Climate Emergency Capital Fund.										
Total Leisure & Cultural		54	402	405	3	694	18	974	1,981	2,091
UHI Orkney										
Plant & Vehicle Purchases	Peter Diamond	72	219	219	0	0	0	72	219	219
Purchase of specialist equipment & mobile laboratory, at a total cost of £218k and fully funded by a Research Council UK (RCUK) grant from the Arts and Humanities Research Council (AHRC) Research Infrastructure for Conservation and Heritage Science (RICHeS) funding scheme. Approved as an addition to the capital programme by the Head of Finance, in consultation with the Leader, the Depute Leader and the Chief Executive, on 2 June 2025.										
Purchase of specialised agricultural equipment to support a crop trial programme, fully funded by a grant from the European Marine Energy Centre (EMEC) under the Islands Centre for Net Zero (ICNZ) initiative.										
Total UHI Orkney		72	219	219	0	0	0	72	219	219

Approved Capital Programme	Project Lead	Financial Year 2025/26			Future Years		Total Project Summary					
		Spend to 30-Sep £000's	Approved Budget £000's	Estimated Over/(Under) Out-turn £000's	Budget 2026/27 £000's	Budget 2027/28 £000's	Spend to Date £000's	Project Budget £000's	Estimated Out-turn £000's	Over/(Under) Spend £000's		
Social Care												
New Care Facility, Kirkwall	Stephen Brown	1,939	1,354	2,607	1,253	0	0	14,704	14,119	14,750	631	
The project costs to date include costs associated with the wider Soulisquoy site infrastructure and the impact of £500K of material Contract Fluctuations on this project. The costs were incurred on the understanding that the additional infrastructure would be used for future housing projects. Combining the site works in one contract allowed economies of scale, effective use of resources and Best Value to be achieved. Unfortunately, the anticipated external funding for the Housing infrastructure development did not materialise, and the Care Home had to cover the full cost of the works undertaken.												
Housing projects are anticipated on this site in the future, and the infrastructure costs incurred to date will increase the value of the land involved in any transfer to any housing provider. The final costs for the project are still to be quantified, and a post project review will look at this project in due course.												
Rendall Road Bike Shelter	Stephen Brown	0	13	13	0	0	0	0	13	13	0	
Installation of a bike shelter at Rendall Road, fully funded by a HiTRANS grant, approved as an addition to the capital programme by the Head of Finance, in consultation with the Leader, the Depute Leader and the Chief Executive, in September 2025.												
Total Social Care		1,939	1,367	2,620	1,253	0	0	14,704	14,132	14,763	631	

Approved Capital Programme	Project Lead	Financial Year 2025/26					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 2026/27 £000's	Budget 2027/28 £000's	Spend to Date £000's	Project Budget £000's	Estimated Out-turn £000's	Over/(Under) Spend £000's		
Central Administration and Asset Replacement													
IT replacement programme	Kenny MacPherson	253	600	600	0	600	600					Annual Programme	
Programme of works approved and monitored by Asset Management Sub-committee.													
Plant & Vehicle Replacement	Lorna Richardson	996	1,783	1,603	(180)	1,400	1,400					Annual Programme	
Programme of works approved and monitored by Asset Management Sub-committee.													
Miscellaneous Property	Kenny MacPherson	276	0	276	276	0	0	624	0	624	624		
Internal asset transfer from Strategic Reserve Fund to General Fund - 6 Broad Street - approved under delegated authority by the Director of Infrastructure and Organisational Development. The spend to date on this project line is cumulative and includes miscellaneous properties purchased in previous financial years													
Total Central Administration and Asset Replacement		1,525	2,383	2,479	96	2,000	2,000	624	0	624	624		
Corporate Property Improvements													
Corporate Improvement Programme	Kenny MacPherson	639	2,315	2,324	9	2,000	2,000					Annual Programme	
Programme of works approved and monitored by Asset Management Sub-committee.													
SRF Property Maintenance	Kenny MacPherson	0	119	0	(119)	119	119					Annual Programme	
Programme of works approved and monitored by Asset Management Sub-committee.													
Soulisquoy	Kenny MacPherson	90	0	90	90	0	0	2,186	1,459	2,186	727		
Costs associated with water main connection at Soulisquoy site.													
Quanterness Windfarm	Sweyn Johnston	2,135	9,900	5,670	(4,230)	6,500	26,000	2,135	50,375	50,375	0		
Turbine Contracts awarded to Nordex in July 2025. £62.1m loan agreement now signed with National Wealth Fund for the build out of Quanterness wind farm. Procurement of Balance of Plant contract underway. Scottish Hydro Electric Power Distribution undertaking design analysis of the cable route back to Finstown Substation. Discharge of planning conditions underway. Project on schedule, with construction due to commence Q1 2027, with erection of turbines Q2 2028.													
Total Corporate Property Improvements		2,864	12,334	8,084	(4,250)	8,619	28,119	4,321	51,834	52,561	727		

Approved Capital Programme Service Summary	Financial Year 2025/26				Future Years		Total Project Summary			
	Actual Spend £000's	Annual Budget £000's	Estimated Out-turn £000's	Over/ (Under) Spend £000's	Budget 2026/27 £000's	Budget 2027/28 £000's	Spend to Date £000's	Project Total £000's	Estimated Out-turn £000's	Over/ (Under) Spend £000's
	General Fund Summary				Annual Programme				Annual Programme	
Other Housing	0	585	585	0	585	585				
Social Care	1,939	1,367	2,620	1,253	0	0	14,704	14,132	14,763	631
Education	-102	390	390	0	0	0	2,658	3,150	3,150	0
Leisure and Cultural	54	402	405	3	694	18	974	1,981	2,091	110
Planning	18	436	139	(297)	0	0	335	760	760	0
Development	285	607	607	0	0	0	681	1,003	1,003	0
Roads	427	2,576	2,106	(470)	1,500	1,500	2,611	3,534	3,053	(481)
Transportation	436	3,936	3,276	(660)	266	30	844	4,640	4,640	0
Operational Environmental Services	0	78	78	0	0	0	1,137	1,208	1,208	0
Central Administration and Asset Replacement	1,525	2,383	2,479	96	2,000	2,000	624	0	624	624
Corporate Property Improvements	639	2,315	2,324	9	2,000	2,000				
	5,221	15,075	15,009	(66)	7,045	6,133	24,568	30,408	31,292	884
Non-General Fund Summary										
Housing Revenue Account	1,791	2,608	2,624	16	15	0	8,299	9,067	9,147	80
UHI Orkney	72	219	219	0	0	0	72	219	219	0
Scapa Flow Oil Port	13	150	150	0	150	150	0	0	0	0
Miscellaneous Piers	10	6,203	963	(5,240)	3,244	415	146	7,793	7,793	0
Strategic Reserve Fund	2,225	10,019	5,760	(4,259)	6,619	26,119				
	4,111	19,199	9,716	(9,483)	10,028	26,684	8,517	17,079	17,159	80
Total Capital Programme	9,332	34,274	24,725	(9,549)	17,073	32,817	33,085	47,487	48,451	964