

**COPELAND BOROUGH COUNCIL
CAPITAL STRATEGY AND ASSET MANAGEMENT PLAN 2005/6**

ASSET MANAGEMENT PLAN

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1 INTRODUCTION

The Asset Management Plan confirms the Council policy for the contribution of land and property assets towards meeting corporate targets.

- providing access to customers, maximising service delivery.
- through partnership providing benefit to, and used by the community.
- produce revenue for the Council through letting.
- providing capital receipts from sale of surplus or underused assets.
- Supporting the Councils economic and physical development strategy.

Through the management of property the Council has the ability to positively influence customer and working environments, changes and developments within the Borough of Copeland.

The Council's Mission Statement Within the 2020 Plan is repeated here:

“Through partnership and teamwork, we will develop new job opportunities, ensure everyone has access to value for money services and achieve the best possible quality of life for the people of Copeland”.

The key objectives are:

- Improving Job Opportunities
- Health and Community Safety
- An Accountable, Efficient and Effective Council
- Improving and Protecting The Environment
- Making Copeland A Better Place to Live and Work

AMP & CAPITAL STRATEGY ACTION PLAN 2005		
Action	Responsible Officer	Target date
Review office accommodation needs related to restructure.	C A Lloyd	Completed December 2005
Implement programme of disposals to generate capital receipts.	C A Lloyd	Started April 2005, ongoing
Review disposals when Local Plan and Enquiry completed.	C A Lloyd	March/April 2006
Review leased property to assess vfm/disposal prospects	C A Lloyd	2006
Engage in partnership acquisitions for regeneration	C A Lloyd	2006
Review the potential of individual property assets in delivering Regeneration plans	Mike Tichford	2007

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2 ORGANISATIONAL ARRANGEMENTS FOR CORPORATE ASSET MANAGEMENT

As a result of reorganisation it is appropriate to review and update the previous arrangements for Asset management.

The Corporate Property Officer role is undertaken by the Business Development Manager, responsible to the Head of Finance and Business Development, Executive Portfolio Holder and Executive for all Asset Management. This was approved by Cabinet and Full Council some four years ago.

A job description has been issued for the CPO role. This has been approved by Executive and Full Council, and advised to the Council's Corporate Team and Management Group. Any matter relating to, or that has an effect on, land or property owned or used by the Council is subject of consultation with the CPO.

The CPO heads an Asset Management Group, which meets at agree intervals to debate and agree actions, developments, and reporting requirements.

It is proposed to re-establish an AMP Group to lead both the development of the Capital Strategy and the Asset Management Plan, this will comprises representatives from the following:

Finance and Business Development	-	CPO, Valuation, Public Buildings
	-	Accounting
Regeneration	-	Regeneration Strategy
Economic Development	-	Community renewal
	-	Economic Regeneration
Policy and Performance	-	Communications

The Council has, within the Executive, established a Member responsible for the Asset Management Portfolio, with one Overview and Scrutiny Committee having responsibility for Policy Development.

The CPO is accountable for and takes proposals through the consultation/approval processes outlined below:

Consultation level

AMP Group → Management Group → Corporate Team → Portfolio Holder
Property Forum →

Policy making level

AMP Group → CPO → Overview and Scrutiny Committee Performance and
Resources → Executive → Full Council

Decision making level

(Officer) – AMP Group → CPO → Head of Regeneration/Head of Finance
and Business Development → Corporate Team

(Member) – Portfolio Holder → Executive → Full Council

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It is proposed that the following Service units are represented on a Client Property Forum. Whilst the CPO retains overall responsibility for the Assets it is recognised that each Client department has the responsibility for operational management. The Forum generally meets biannually, or on an exception basis if necessary.

As a result of the restructure, AND THE Housing Stock transfer and leisure trust outsourcing it may be appropriate to review the previous arrangements, and views on this proposal are invited. Currently income from property rents and leases is spread over a range of departments, whilst responsibility for maintenance leasing, selling, purchasing rests with CPO. With the Housing Stock now transferred and a diminishing number of properties remaining this could simplify management. Some adjustment to budgets would be needed with funding from maintenance coming from income, and realignment of funding to Service units.

Service units involved are:

- Leisure, Amenity & Environmental Services
 - Regeneration
 - Finance and Business Development
 - Policy and Performance

Due to the size of the Authority (relatively small) "Forum" business is principally channelled through the Corporate Team where developments and changes to Policy and Strategy are discussed and reviewed.

The Capital Strategy and AMP prepared by the CPO and AMP Group and are both taken through the Corporate Team, OSC Policy and resources (which comprises Heads of Service Units and Chief Executive), Executive and Full Council for approval annually. Through this process, it is considered that full and wide discussion and consultation is achieved

The Corporate 2020 Plan provides the Council key objectives and this is in the process of being developed in the Community Plan through the LSP

The Service Plans for all Business Units respond to the Corporate Plan and the Capital Strategy and Asset Management Plan draw together the proposals to respond to the objectives.

The terms of reference for the Forum include reinforcing CPO role, consultation on proposals affecting property, decisions to be taken through Corporate Team prior to Member reporting, crosscutting implications, reference to Council Objectives. In practice many matters are directed to Corporate Team but with annual review dealt with through the Forum.

Due to the size of the Authority and number of assets the forum has a relatively light touch with principal matters being taken through the formal process described earlier.

The CPO, through the Asset Management Group and Corporate Team responds to developments and changes both in the Authorities requirements, customer expectations, and the local economic climate, to provide a match of resource against policy/demand. .

Principles for challenging and reviewing the use, provision and performance of the Council Assets are set out below. These are amplified further under programme Plan Development and Implementation.

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Acquisition

- Where regeneration can be positively encouraged through acquisition the Council, through partnership funding and working seeks to acquire suitable property. Partners are sought to assist with funding and delivery to make best use of resources. Such properties will remain in Council ownership only long enough to achieve corporate regeneration objectives

Disposal

- Property for disposal is identified with information retained on a schedule (see Capital Programme). This is monitored monthly.
- External consultant provides estate management function through term contract.
- Planning Approval for specific sales to enhance disposal prospects.
- Disposal generally by advertisement securing expressions of interest followed by sealed bids.
- Gradual release so as not to flood the market with property for sale.
- Purpose is to dispose of assets which cease to be used for operational purposes and which will generate a stream of capital receipts
- Where regeneration can be positively encouraged through specific methods of disposal or joint ownerships the latter will be fully considered and pursued as appropriate.

Investment

- The authority will join with partners to encourage use and development of investment property in the borough, and where appropriate will consider injecting funds where a perceived quantifiable benefit can be demonstrated.
- The Council will develop an integrated approach to investment and disposal which supports the ongoing delivery of regeneration programmes.

Development

- The Authority will seek to obtain external funding where property development will enhance regeneration within the borough, particularly to encourage new businesses to start up. Potential grant sources are continually monitored to enable this process

Maintenance

- This is ongoing with an annual revenue budget, with annual bids made for capital to address the backlog of repair. Limited by constraints on availability of funds.

Surplus/Under performing

- Through the Property Forum, Best Value Service Reviews, PI's and monthly monitoring of vacant property/property for sale a continuous process to deal with under performing property and surplus property is in place

Shared use/Location

- The Council is already sharing wherever space is possible with internal/external partners within buildings. The aim being to widen the scope of services available to local customers.

The Finance and Business Development Service Plan contains objectives in respect of Asset Management. These are reproduced in the BVPP and Corporate Plan. There is a process of Performance Management where progress is monitored against objectives on a three monthly basis with reporting back to the Council Executive. Where remedial action is required this must be dealt with in the report.

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3. CONSULTATION

Consultation on provision of accommodation and working conditions is undertaken through review at the Property Forum/Corporate Team.

Regular meetings are held between the CPO and client departments for three purposes.

- To review service provision from buildings, suitability, change
- To confirm the budgetary provision sought for each year's bidding process and decide and agree on implementation of condition surveys and/or other works becoming apparent between surveys
- To monitor responsive and programmed repairs, identify any shortcomings and obtain feedback from customers.

Specific consultation through Best Value Service Reviews enables further feedback to be gathered but also enables consideration of future requirements and changes to be assessed and included in the improvement plans.

The Council has consulted on a programme for compliance with the DDA Part III 2004, and as a result a four-year programme has now all but been completed, confirming that 885 of public Buildings are compliant (median is approx 60%).

When leases reach the end of their term or approach review personal contact is made with the lessee and discussions are opened to explain the Council's obligations. This is done to smooth out the process and reduce potential for misunderstanding or conflict.

Other areas for consultation are included in the Capital Strategy

4 DATA MANAGEMENT

The Council Consultant operates a computerised system to record and maintain details of all Council land and property (Prop man). These have been divided into the ODPM use categories, condition reference categories, and UPRN and priority status along with other data used for management purposes.

Public Buildings Records – in 2002/3 a sample audit of contracts was undertaken which indicated that the records and administration was correctly carried out.

Condition Surveys – Qualified Consultants are used that operate Quality Assurance systems, they are required to self-test and certify accuracy.

The Council Audit section also has an annual work plan with time allocated against Asset Management.

The core information will be used and developed in the management of the property portfolio.

All principal Public Buildings are subject to a full condition survey with recommendations for future maintenance and a costed minimum 5 year plan indicating separately any urgent or Health and Safety issues that may require addressing. Other minor assets have been subject to a less intensive condition survey. Pl's 1 a and b provide detail.

An Asbestos Management Policy has been written and adopted by the Council. Current asbestos surveys are being undertaken, with any further work to follow.

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A Legoinalla Policy has been written and adopted, inspection testing etc is in place through measured term contracts.

The Finance Department is about to select new software for the Financial management of the Authority. Consideration is being given to the capability of linking to the Land terrier system to enable electronic ordering and or invoice payment to be electronically linked to this new system, as part of continuing improvements.

The existing software already has the facility for intermediate data, for example to give advance warning of lease reviews and renewals to enable staff to respond within the required timescale and ensure increases in income are received. This will be replicated and improved on the new system.

At present there is a paper system for dating condition surveys.

The Capital Finance asset register is cross-referenced to the Terrier

5 PERFORMANCE MANAGEMENT MONITORING

Service Plans for each year now include a schedule of P.I.s and Principal Objectives that are linked to the Council's key priorities and objectives, there is also a review of achievement against the previous year.

The CPO Asset Management is included within the Service Plan for the Business Unit. This includes the CPA PI and the 5 ODPM P.I.s, local P.I.s with an explanation and comparison with previous year figures.

The P.I.s will also be used to contribute towards and direct future changes and development.

ODPM PI	DESCRIPTION	Previous Year	Current Year	Targets	
		2003/4	2004/5	2005/6	2006/7
ODPM 1	A - % GIA in Cond. Cats A-D A	16%	20%	17%	20%
	B	58%	56%	80%	78%
	C	19%	18%	3%	2%
	D	7%	6%	0%	0%
	B - Backlog of maintenance: Total	£3,580,000	£2,800,000	£1,947,528	£1,800,000
	% in priority levels 1 –3: 1	12%	10%	9%	10%
	2	61%	59%	61%	6%
	3	27%	31%	30%	29%
ODPM 2	A - IRR for Industrial Property	13%	13%	N/A	N/A
	B - IRR for Retail Property	12%	12%	15.2%	13.2%
	C - IRR for Agricultural	N/A	N/A	N/A	N/A
ODPM 3	Mgt costs / sq m	£1.59	£1.83	£1.59	£1.83
	B - Mgt costs / sq m - Non- Prop	N/A	N/A	N/A	N/A
ODPM 4	A - R & M costs /sq m – Op Prop	£13.87	£13.97	£13.87	£13.97
	B - Energy & utility cost / sq m – Op Prop	£6.87	£6.80	£6.87	£6.80
	C - Water costs / sq m – Op Prop	£2.03	£2.01	£2.03	£2.01
	D - CO ₂ emissions in T /sq m – Op Prop	0.0596	0.0584	0.0596	0.0584
ODPM 5	A - % capital projects +/- 5% outturn	100%	100%	100%	100%

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	B - % capital projects +5% timescale N B Only one project in this financial year	100%	100%	100%	100%
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See also Appendix A for graphs

Expenditure of revenue budget for responsive and planned repairs is reported at six and twelve month stages within each financial year. Expenditure is split on a building-by-building basis now indicating separately cyclical maintenance and building and mechanical/electrical expenditure against budgets.

Members have approved a limited pot of funding (£75,000) to pump prime disposals. Funds are used to secure planning approvals and other expenditure, on completion of successful sales expended costs are refunded to the pot to enable further sales as an ongoing process.

A target programme for generating income from final disposal of assets has been established at a level of £300,000 per annum. To date this has been successfully achieved with over double expected this financial year and achievements are confirmed in the bi-annual reports. The chart below summarises the expected income (figures exclude potential income from Preston St development).

Specific property details are not included as they are/will be commercially sensitive.

As a result of the Housing Stock Transfer there are a number of small sites having development potential for sale to developers. These form the second tranche of the disposal policy and are expected to further enhance the income from disposals. Sales have now commenced and are well in advance of profile.

The capital programme is discussed in the Capital Strategy. In summary terms the four-year programme is monitored in detail within each year. The CPO and Service Accountant discuss each project with the Project Managers, this information is provided for regular meetings that take place between CPO, Finance and Portfolio holder to discuss progress and identify changes. These are reported to the Council Executive for approval. The entire annual programme is provided to all Members and specifically to the Executive.

Developments now require a project initiation document to be provided by the Project Manager to demonstrate how the project meets the Council priorities and delivers the Council's objectives, to consider resources, timescales, options, risks and exit strategy

Consultation does take place with adjacent authorities to share details of processes and their performance achievements.

There has been considerable activity in reviewing the Council operational requirements during the past two years. These have included relocation into purpose built accommodation, transfer of the Council housing stock and TUPE of related staff, these followed with a complete restructure of the remaining Council services, finally completed in October 2005, which include substantial changes in front/back office split and call centre facilities, all resulting in a more compact and relevant portfolio of operational accommodation.

The current operational buildings comprise

- The Copeland Centre Whitehaven (PFI – to 17 09 2029)

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This is jointly occupied with the Department for Work and pensions, Copeland Homes.

- Moresby Parks Freehold tenure (part subject to sale)

This is jointly occupied by The Council, Copeland Homes and Friaken (Lex Transfleet)

- Cleator Moor Area Office Freehold tenure

This is jointly occupied by The Council, Cleator Moor Business Centre, Credit Union.

- Millom Area Office leased

This is occupied with the County Council as landlord operating a local office/centre.

- Egremont Area Office Freehold tenure

This is currently leased to Copeland Homes with minimal Council activity remaining.

There are also Tourist information centres within jointly occupied buildings at:

- Market Hall Whitehaven
- Museum, Millom Station

The Council non operational Buildings are also considered (leased to provider):

Leisure:

Whitehaven Sports Centre
Whitehaven Swimming Pool
Whitehaven Civic Hall
Cleator Moor Civic Hall
Cleator Moor Bowling Centre

Regeneration:

The Beacon

Responsive Maintenance is prioritised and Contractor performance is monitored to identify number of orders completed within timescale. The results are discussed monthly with Contractors to generate improvement. This obviously has an effect on efficiency of/ability to provide services where repairs are outstanding. Consultation with user units on performance and satisfaction through cards with orders and monthly consultative meetings provides useful feedback

A case has been made the Council OSC (P &R) and Executive identifying the maintenance backlog and seeking funding to address this, so that Council members are aware of its existence. The Reports have also sought consideration for the release of part of capital receipts from property sales to be used towards clearing the backlog; this was approved in principle but administered through the annual bidding process. Members have to prioritise the bids against the Council objectives with limited capital available. For the past four years strong annual budget bids have been made for funding towards the backlog. This year £200,000 capital has been provided (against £100,000) each of last four years. The capital bid is in addition to £330,000 for Revenue maintenance.

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6 PROGRAMME AND PLAN DEVELOPMENT AND IMPLEMENTATION

The Asset Management Plan considers the Council's objectives and identifies the implications for property in order direct available resources to these priority areas

The property implications relate to the full spectrum of Council activities, and it has been accepted that in being able to manage operations, various service departments require the input and guidance of the CPO on a corporate basis to enable change and improvement to take place.

In order to demonstrate what the Council is doing a chart is provided below that identifies activity to rationalise surplus/under performing assets

Council Objective	Property	Problem	- Action –	Result	£
Tourism/Museum Services	Beacon refurbishment	Refocus attraction now/at end of life & retain home for museum services	Consultant report lottery bid	Bid approved, entering procurement stage	£2.2m funding package secured.

Examples of underused property are also given:

Council Objective	Property	Problem	- Action –	Result	£
Delivery of Services Access to Services	Moresby Parks	Approx 50% of area comprises empty warehouse	Advertised for sale	Potential sale – offers received	Capital receipt – avoids maintenance liability
Policy and resources	Civic Dunboyne hall space below etc	Under utilisation	In abeyance	Leisure section making use of areas.	Business Case Review
Making Copeland a better place to work and live. Improving Job opportunities	Cleator Moor Bowls centre	Trust collapse running building – empty for some time could not find tenant	Canvassed local bowlers, put together business plan obtained support – Council to operate for limited period with intention of securing private sector interest.	Opened Sept 2002. Receipts on target	Ongoing maintenance, all built into Business Plan. Business Case continually monitored
Making Copeland a better place to work and live.	Community Centres	Some problems with location/tenants	Rationalised with two buildings demolished, upgrading works to remainder	-	-

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Examples of Shared use Co-location are also provided on the following chart:

Council Objective	Property	Proposal	- Action –	Result	£
Policy and Resources. Council services Making Copeland a better place to work and live.	New Council centre	Assist affordability - Joint occupier Department for Work and Pensions	Negotiated rent	Back to back 25 year agreement	£240,000 p.a. income
	New Council centre	Mitigate effect of Housing Stock transfer Joint occupier Copeland Homes	Negotiated rent	Back to back 10/25 year agreement	£127,000 p.a. income.
Policy and Resources. Council services	Moresby Lex warehouse Moresby Parks	Lease portion to Lex, encourage Lex to relocate and take on some Council staff. Reduce cost of transfer to large new premises.	Negotiated rent	Lex in occupation	Services in lieu of rent
Delivery of Services Access to Services	Cleator Moor Area Office	Office shared with County Council Voluntary Organisations	Good example of sharing/co-location	Areas leased	Rental income
Delivery of Services Access to Services	Millom Area Office	County Council office – CBC tenant	Good example of sharing co/location		
Regeneration Delivery of Services Tourism	Millom Station Museum	Project to provide museum, Tourist Information Centre, small workshop & Café	Provides private sector opportunities with council support operating TIC	Business plan provides basis of	
Delivery of Services Tourism	Market Hall Whitehaven	Building re-vitalised using grant	Part let to Health Authority Part occupied by TIC		Rental income. Sales income

Evidence that continuing Review Challenge is undertaken is provided:

Council Objective	Property	Problem	- Action –	Result	£
Regeneration Policy and Resources.	Sneckyeat Factory units/sites	Release run down property NWDA interest in purchase. Would	Negotiate	Sale	£272,000 Capital receipt, although

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		involve large cash injection not available to Council.			reduction in income.
Policy and Resources. Council services	Frizington Factory unit	Release run down property - sought NWDA agreement to add on to above deal – this failed – advertised for sale.	Negotiate	Sale	Bid received for one.
Generate capital receipts	Remove bar on release of large land parcels for housing Land at Harras Moor	Previous committee decision in earlier economic situation – now changed First parcel plus joint exercise with County Council	Held back pending New Local Plan	Releases parcels for sale Regeneration, new homes jobs income	£ Large potential depending on market response.
	Birks Road	Produce income	Sold	Regeneration, new home	£30,000

The Authority is adopting Project Management principles and requires all capital projects to be presented in the form of a Project Initiation Document. This is required to demonstrate how it will meet the Council objectives, what internal external resources are needed what outcomes will be delivered, and timescales required.

There is a resources and steering group (of which the CPO is a member) that considers the Council's position each year and commences the process of preparing for the forthcoming year. The Group reports through to Corporate Team, and then to a Member Working Party and the Executive and Full Council for approval of the forthcoming year's budget.

Bids are invited for Service Units in the form of PIDs and these are scored against the Council objectives to establish a priority list. Members are provided details of funds available, options for the Capital Programme and then consider the ranking for the prioritised bids.

The Council's Capital Programme is summarised on the Context Sheet provided with this Plan.

The Projects are then monitored through the Capital Programme with changes or proposals reported to the Executive, as previously discussed.

Property used to provide Council services

- Addressing Council's key objectives.
- Identifying the services provided from each property.
- Identifying the use and adequacy of space for the service and for occupants.
- Enabling decisions to be made to make efficient use of the property and or if disposal is appropriate.
- Measuring energy efficiency, benchmarking enabling improvements
- Identifying full revenue costs.
- Deciding if the community benefit is justifiable.
- Deciding if maintenance funding is adequate, if backlog may generate review of suitability for purpose.

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Investment Property

- The data needs to inform the Council.
- Are rent levels appropriate.
- Are they reviewed at appropriate periods to maximise income.
- How long are the leases.
- Is the investment return beneficial?
- Is management cost appropriate.
- Is property maintained at an adequate level?

Development Property

Council services are concentrated on: -

- Main Council Offices, Whitehaven, Moresby
- Leisure Buildings: Civic Halls, Sports Centre, Swimming Pool and Bowls Centre

The Council also operates area offices at

- Cleator Moor
- Egremont
- Millom

The use and appropriateness of these has been subject to review. However, the Council has limited opportunities to utilise alternative accommodation without significant investment that is not available. Account has to be taken that because of this the cost of relocating to apparently more efficient accommodation is unlikely to be justified by the level of savings that can be made. The collection and use of data must be applied to those areas where it can be of benefit. In a small authority that does not possess a wide range of alternative premises the requirement must be kept in perspective.

Consideration is given to known future requirements. This is not always easy to assess as changes are always developing, such as community initiatives, partnerships, Unitary Authorities. What is important is that property implications are considered before changes are implemented. Any new initiatives are reported to the Council's Executive including resource implications that include property needs.

For information on other Council Strategies, Policies and Plans please refer to the Council website: www.copelandbc.gov.uk

The CPO has established a list of target Capital receipts based on assets available for disposal, target and actual income from Capital receipts is summarised below:

	2004/5	2005/6	2006/7	2007/8
TARGET INCOME	300,000	300,000	300,000	300,000
ACTUAL/ESTIMATED CAPITAL RECEIPTS	140,630	525,460	855,280	1,919,930
SURPLUS	(£159,370)	£225,460	£555,280	£!

Please note that complexities in contracts is likely to delay receipt of income for the larger disposals.