

CABINET

Date of Meeting	Tuesday, 19 th November 2019
Report Subject	Capital Programme Monitoring 2019/20 (Month 6)
Cabinet Member	Cabinet Member for Finance
Report Author	Corporate Finance Manager
Type of Report	Operational

EXECUTIVE SUMMARY

The report summarises changes made to the Capital Programme 2019/20 since it was set in February 2019 to the end of Month 6 (September 2019), along with expenditure to date and projected outturn.

The Capital Programme has seen a net increase of £6.948m during the period. This is comprised of:-

- Net increases in the programme of £7.365m (Council Fund (CF) £7.365m, Housing Revenue Account (HRA) £0.000m);
- Carry Forward to 2020/21, approved at Month 4 of (£0.417m) (all CF)

Actual expenditure was £26.247m.

The Capital Programme Monitoring 2018/19 final outturn position, for the 3 year budget set in February 2018 ending in 2020/21, reflected a deficit of £1.187m. The reported Month 4 funding position for the 3 year period ending in 2021/22 was a shortfall of £1.230m. In year receipts received as at Month 6 amount to £0.160m. Savings have been identified from the Disabled Facilities Grant (DFG) budget, (£0.350m) and have been added to the programme, which combine to give a revised projected shortfall in the Capital Programme at Month 6 of £0.723m, prior to the realisation of additional capital receipts and/or other funding sources.

RECO	MMENDATIONS
1	Cabinet are requested to approve the overall report.
2	Cabinet are requested to approve the carry forward adjustments set out at 1.14.

3	Cabinet are requested to approve the funding of schemes from the current 'headroom' and IT savings identified, as set out in 1.17.
4	Cabinet are requested to approve the use of the Economic Stimulus funding, as set out in 1.18.

REPORT DETAILS

1.00	EXPLAINING THE MONTH 6 CAPITAL PROGRAMME MONITORING
	POSITION - 2019/20
1.01	Background The Council approved a Council Fund (CF) Capital Programme of £27.751m and a Housing Revenue Account (HRA) Capital Programme of £34.208m for 2019/20 at its meeting of 19 th February, 2019.
1.02	For presentational purposes the Capital Programme is shown as a whole, with sub-totals for the Council Fund and HRA. In reality the HRA programme is 'ring fenced' and can only be used for HRA purposes.
1.03	Changes since Budget approval
	Table 1 below sets out how the programme has changed during 2019/20. More detailed cumulative information relating to each Portfolio is provided in Appendix A:-

Table 1

REVISED PROGRAMME	Original	Carry	2019/20 Previously Reported			Changes -	Revised	
	Budget 2019/20	Forward from 2018/19	Changes	Carry Forward to 2020/21	Savings	This Period	Budget 2019/20	
	£m	£m	£m	£m	£m	£m	£m	
People & Resources	0.250	0.203	0.000	0.000	0.000	(0.125)	0.328	
Governance	1.057	0.199	0.000	0.000	0.000	0.001	1.25	
Education & Youth	9.943	4.336	0.585	0.200	0.000	3.610	18.67	
Social Services	1.001	3.084	6.150	0.000	0.000	0.085	10.32	
Planning, Environment & Economy	0.000	0.661	0.247	0.000	0.000	0.552	1.46	
Streetscene & Transportation	0.600	1.403	8.337	(0.497)	0.000	1.300	11.14	
Strategic Programmes	0.700	0.424	0.027	(0.120)	0.000	1.148	2.17	
Housing & Assets	14.200	1.620	0.044	0.000	0.000	0.794	16.65	
Council Fund Total	27.751	11.930	15.390	(0.417)	0.000	7.365	62.01	
HRA Total	34.208	0.000	0.524	0.000	0.000	0.000	34.73	
Programme Total	61.959	11.930	15.914	(0.417)	0.000	7,365	96.75	

1.04 **Carry Forward from 2018/19**

Carry forward sums from 2018/19 to 2019/20, totalling £11.930m (CF £11.930m, HRA £0.000m), were approved as a result of the quarterly monitoring reports presented to Cabinet during 2018/19.

1.05 Changes during this period

Funding changes during this period have resulted in a net increase in the programme total of £7.365m (CF £7.365m, HRA £0.000m). A summary of the changes, detailing major items, is shown in Table 2 below:-

Table 2

CHANGES DURING THIS PERIOD		
	Para	£m
COUNCIL FUND		
Increases		
Education - General	1.06	3.610
Local Transport Grant	1.07	1.300
Theatr Clwyd	1.08	1.012
NEW Homes	1.09	0.744
Targeted Regneration Investment	1.10	0.474
Other Aggregate Increases		0.350
		7.490
Decreases		
Other Aggregate Decreases		(0.125)
		(0.125)
Total		7.365
<u>HRA</u>		
Increases		
Other Aggregate Increases		0.000
		0.000
Decreases		
Other Aggregate Decreases		0.000
		0.000
Total		0.000

- 1.06 Following increased expenditure in the last quarter, the following budgets have been introduced across the Education portfolio:
 - Prudential borrowing and Section 106 monies totalling £2.213m for the new build project at Ysgol Penyffordd following fully claiming Welsh Government (WG) grant monies.
 - Introduction of WG funding for the infant class size grant at Ysgol Glan Aber, £1.125m.
 - Additional WG funding and other contributions for works on Voluntary Aided (VA) Schools, £0.190m
 - Introduction of £0.040m from 'headroom' and other Section 106s monies across Education budgets, £0.042m.

Budget re-profiling has been completed to move funding from generic Education budgets to Primary and Secondary School budgets.

1.07 Additional grant funding has been received from WG for the construction of Park and Ride site on Deeside Industrial Park.

1.08	Introduction of grant funding from Arts Council Wales for the development stage of the refurbishment and enhancement of Theatr Clwyd.
1.09	Introduction of Section 106 monies as budget to fund expenditure on NEW Homes schemes.
1.10	Introduction of Target Regeneration Investment grant funding from WG for the de-pedestrianisation works in Holywell town centre.
1.11	Capital Expenditure compared to Budget
	Expenditure as at Month 6, across the whole of the Capital Programme was £26.247m. The breakdown of expenditure is analysed in Table 3, along with the percentage spend against budget. This shows that 27.13% of the budget has been spent (CF 23.28%, HRA 34.00%). Corresponding

1.12 The table also shows a projected underspend (pending carry forward and other adjustments) of £5.585m on the Council Fund and a break even position on the HRA.

figures for Month 6 2018/19 were 36.97% (CF 34.41%, HRA 40.85%).

Table 3

EXPENDITURE	Revised Budget	Outturn Expenditure	Percentage Spend v Budget	Projected Outturn	Variance Budget v Outturn (Under)/Over
	£m	£m	%	£m	£m
People & Resources	0.328	0.000	0.00	0.328	0.000
Governance	1.257	0.111	8.83	1.037	(0.220)
Education & Youth	18.674	6.381	34.17	13.674	(5.000)
Social Services	10.320	1.367	13.25	10.320	0.000
Planning, Environment & Economy	1.460	0.364	24.93	1.460	0.000
Streetscene & Transportation	11.143	2.926	26.26	11.143	0.000
Strategic Programmes	2.179	1.124	51.58	2.164	(0.015)
Housing & Assets	16.658	2.165	13.00	16.308	(0.350)
Council Fund Total	62.019	14.438	23.28	56.434	(5.585)
Disabled Adaptations	1.082	0.420	38.82	1.082	0.000
Energy Schemes	0.639	0.320	50.08	0.639	0.000
Major Works	1.871	1.033	55.21	1.871	0.000
Accelerated Programmes	0.728	0.160	21.98	0.728	0.000
WHQS Improvements	18.624	7.422	39.85	18.624	0.000
SHARP Programme	11.788	2.454	20.82	11.788	0.000
Housing Revenue Account Total	34.732	11.809	34.00	34.732	0.000
Programme Total	96.751	26.247	27.13	91.166	(5.585)

1.13 Details of the variances for individual programme areas are listed in Appendix B, which includes the reasons, and remedial actions which may be required, where those variances exceed +/- 10% of the revised budget.

In addition, where carry forward into 2020/21 has been identified, this is
also included in the narrative.

1.14 | Carry Forward into 2020/21

During the quarter carry forward of £5.115m (all CF) has been identified which reflects reviewed spending plans across all programme areas; these committed amounts have been identified as now required to meet the cost of programme works and/or retention payments in 2020/21.

1.15 Information relating to each programme area is contained in Appendix B and summarised in Table 4 below:-

Table 4

			Total
CARRY FORWARD INTO	Month 4	Month 6	
2020/21	£m	£m	£m
Streetscene & Transportation	0.497	0.000	0.497
Strategic Programmes	0.120	0.015	0.135
Governance	0.000	0.100	0.100
Education & Youth	(0.200)	5.000	4.800
Council Fund	0.417	5.115	5.532
TOTAL	0.417	5.115	5.532

1.16 | Savings

The following savings have been identified in the programme in this quarter.

- Server Technologies £0.120m. A budget of £0.120m can be released back into the Capital Programme as the IT service will be moving the Councils email and Skype over to Office 365. The current servers that deliver these systems can last up to the replacement date of 2021/22. The server replacement has been recommended for inclusion in the Capital Programme 2020/21 2022/23 report also included on this agenda. It is recommended this is used to support the additional allocations identified in the programme this quarter.
- Disabled Facilities Grants (DFG) £0.350m. A saving has been identified in relation to the DFG budget. The DFG budget is customer driven and subject to change each year, however the service have reviewed the in-year position carefully and the accrued total budget will not be fully utilised. This one-off saving can be released back into the Capital Programme.
- 1.17 Additional allocations have been identified in the programme in this quarter as follows:

- Flintshire Food Enterprise £0.100m. Following approval at Cabinet on the 24th September 2019, the Council are to invest £0.150m over a two year period, £0.100m in 2019/20 and £0.050m in 2020/21 to deliver a new social enterprise business with Clwyd Alun and Can Cook to develop a longer term and sustainable solution to food poverty.
- Flint Library Refurbishment Works £0.030m. Aura have recently received grant funding of £0.300m from WG for refurbishment works at Flint Library. Total cost of the works are circa £0.350m, leaving the scheme with a £0.050m shortfall. To mitigate this, a £0.020m contribution can made from existing Libraries and Leisure budgets funded by Aura. A request has been made for the Council to contribute £0.030m for the replacement windows and fascia boards at the site from within the Capital Programme. This will improve the condition of the building which is owned by the Council.
- Holywell Leisure Centre (HLC) Structural Works £0.110m.
 Following the Community Asset Transfer of HLC, the Council as the Landlord, retain the responsibility of works relating to the structure of the building. HLC have secured grant funding for improvements at the Spa, which has identified works required around asbestos removal, new heating installation and structural repairs. Failure to complete the works could result in closure of the spa facility, resulting in revenue pressures through loss of income and reduction in business to the leisure centre.

It is recommended that the saving identified from the Server Technologies in Month 6 of £0.120m, be used to contribute towards the additional allocations discussed above, along with funding from within the current 'headroom' provision.

This would leave a remaining balance in 'headroom' of £0.185m.

1.18 | Economic Stimulus Funding

WG have recently announced the details of an additional £20m capital funding for local government in Wales, of which Flintshire's allocation is £0.922m. The purpose is to support the economy of Wales in the event of a 'no deal' Brexit.

It is recommended that the funding is used for the following schemes:

- Holywell Town Centre De-pedestrianisation £0.120m. Total projected cost of the works in Holywell town centre are £0.844m. The Council have received funding from the Local Transport Fund, £0.150m and Target Regeneration Investment, £0.474m grants for the works. The Council seek to contribute £0.120m towards the scheme along with match funding of £0.100m from Holywell Town Council.
- Flooding impact on Highway Network, June 2019 £0.350m.
 Following the pressure created in the Capital Programme due to the extreme weather event, a grant funding request was submitted to

WG to mitigate this pressure. The Council were informed on 08/10/2019 that the funding request submitted was unsuccessful. Using this grant alleviates any additional funding requirements on the Council's Capital Programme.

This would leave a remaining balance of £0.452m which is being worked on to identify schemes which fit with the purpose of this additional funding.

1.19 Funding of 2019/20 Approved Schemes

The position at Month 6 is summarised in Table 5 below:-

Table 5

FUNDING OF APPROVED SCHEMES		
	£m	£m
Capital Receipts Available as at 31/03/19		(13.633)
Carry Forward to 2019/20 - Approved	11.930	
Assumed in 2019/20 - 2021/22 Budget	2.562	14.492
		0.859
Increases Shortfall in 2019/20 to 2021/22 Budget	0.374	0.374
Decreases		
Actual In year receipts	(0.160)	
Savings from Disabled Facilities Grant	(0.350)	(0.510)
Funding - (Available)/Shortfall		0.723

1.20 The final outturn funding deficit from 2018/19 – 2020/21 was £1.187m.

In addition, schemes put forward for the years 2019/20 - 2021/22 showed a potential shortfall in funding of £0.374m. The supporting detail can be found in the report 'Development of 2019/20 - 2021/22 Capital Programme' which was presented to Council on 19th February 2019.

The reported Month 4 funding position for the 3 year period was a shortfall of £1.230m.

In year receipts as at Month 6 amount to £0.160m. Savings identified from the DFG budget (£0.350m) have been added to the programme, which give a revised projected shortfall in the Capital Programme at Month 6 of £0.723m, prior to the realisation of additional capital receipts and/or other funding sources.

1.21 Investment in County Towns

At its meeting on 12th December 2017, the Council approved a Notice of Motion relating to the reporting of investment in county towns. The extent

	and format of the reporting was agreed at the Corporate Resources Overview and Scrutiny Committee on 14 th June 2018.						
1.22	Table 6 below shows a summary of the 2018/19 actual expenditure, the 2019/20 revised budget and budgets for future years as approved by Council at its meeting of 19 th February, 2019. Further detail can be found in Appendix C, including details of the 2019/20 spend to Month 6. Table 6 INVESTMENT IN COUNTY TOWNS						
	INVESTMENT IN COUNTY TOWN	2018/19 Actual £m	2019/20 Revised Budget £m	2020 - 2022 Budget £m			
	Buckley / Penyffordd Connah's Quay / Shotton Flint / Bagillt Holywell / Caerwys / Mostyn Mold / Treuddyn / Cilcain Queensferry / Hawarden / Sealand Saltney / Broughton / Hope Unallocated / To Be Confirmed	3.485 10.903 2.209 3.905 1.897 5.661 0.548 3.202	9.623 4.591 3.332 7.575 2.263 10.211 7.832 14.602	1.381 0.000 0.000 0.000 0.500 0.000 0.207 23.695			
	Total	31.810	60.029	25.783			
1.23	The inclusion of actuals for 2018/19 and approved schemes for future years allows a slightly fuller picture of investment plans. However, expenditure which has occurred in years' prior to 2018/19 has not be included, and the expenditure and budgets reported should be considered in that context.						
1.24	There are two significant factors which increase allocations to particular areas, which are homes developed under SHARP, and new or remodelled schools. The impact of these can be seen in the detail shown in Appendix C.						
1.25	Some expenditure cannot yet be allocated to specific towns as schemes are not yet fully developed or are generic in nature and not easily identifiable to one of the seven areas. As such schemes are identified the expenditure will be allocated to the relevant area.						
1.26	Information on the split between internal and external funding can be found in Appendix C.						
1.27	In addition to the information contained in Appendix C, there is also considerable capital expenditure on the HRA Welsh Housing Quality Standard (WHQS), which was originally outside the scope of this analysis. A summary is provided in Table 7 below, albeit using a slightly different catchment area basis.						

WHQS Programme		
	2018/19	2019/20
	Actual	Budget
	£m	£m
Holywell	0.800	2.400
Flint	3.040	2.100
Deeside & Saltney	4.400	0.300
Buckley	2.400	0.300
Mold	1.230	7.200
Connah's Quay & Shotton	1.740	0.300

2.00	RESOURCE IMPLICATIONS
2.01	Financial implications - As set out in the body of the report.
2.02	Personnel implications - None directly as a result of this report.

3.00	IMPACT ASSESSMENT AND RISK MANAGEMENT
3.01	At this stage in the financial year and given the size and complexity of schemes within the programme, it is considered that the level of spend against budget is appropriate and poses no risk or negative impact for the Council e.g. loss of external funding.
	The Council has developed a prudent policy of allocating its own capital receipts to fund capital projects only when receipts are actually received rather than when it is anticipated the receipt will be received, and this position continues to be the case. In recent years, much of the Council's investment programme has been funded from capital receipts. Whilst the Council's ability to generate significant capital receipts is getting harder the Council is in the process of negotiating a number of capital receipts and will wherever possible seek to identify assets for sale (as appropriate) which will address the funding shortfall in the current 3 year Capital Programme. There is risk relating to such receipts due to their size and complexity. The timing of these receipts are also subject to market forces outside of the Council's control. In line with current policy no allowance has been made for these receipts in reporting the Council's capital funding position.
	When shortfalls in the Capital Programme are approved the funding is kept flexible. Options include a combination of future capital receipts, alternative grants (if available), prudential borrowing or the re-phasing of

schemes can be considered. Capital budgets and funding options will be closely monitored and considered throughout the year.

4.00	CONSULTATIONS REQUIRED/CARRIED OUT
4.01	No consultation is required as a direct result of this report.

5.00	APPENDICES
5.01	Appendix A: Capital Programme - Changes during 2019/20
	Appendix B: Variances
	Appendix C: Investment in Towns

6.00	LIST OF ACCESSIBLE BACKGROUND DOCUMENTS
6.01	Capital Programme monitoring papers 2019/20.

7.00	CONTACT OFFICER DETAILS
7.01	Contact Officer: Chris Taylor, Principal Accountant Telephone: 01352 703309 E-mail: christopher.taylor@flintshire.gov.uk

8.00	GLOSSARY OF TERMS
	Budget Re-profiling: Capital schemes are very dynamic and a number of factors can influence their timing and funding. Budget re-profiling assures that the correct resources are available in the correct accounting period to finance the actual level of expenditure.
	Capital Expenditure: Expenditure on the acquisition of non-current assets or expenditure which extends the useful life of an existing asset
	Capital Programme: The Council's financial plan covering capital schemes and expenditure proposals for the current year and a number of future years. It also includes estimates of the capital resources available to finance the programme.
	Capital Receipts: Receipts (in excess of £10,000) realised from the disposal of assets.
	Carry Forward: Carry forward occurs when schemes due to be completed in a given financial year are delayed until a subsequent year. In this case the relevant funding is carried forward to meet the delayed, contractually committed expenditure.

CERA: Capital Expenditure charged to Revenue Account. The Council is allowed to use its revenue resources to fund capital expenditure. However the opposite is not permissible.

Council Fund (CF): The fund to which all the Council's revenue and capital expenditure is charged.

Housing Revenue Account (HRA): The fund to which all the Council's revenue and capital expenditure relating to its housing stock is charged.

MRA: Major Repairs Allowance. A general capital grant from WG for HRA purposes.

Non-current Asset: A resource controlled (but not necessarily owned) by the Council, from which economic benefits or service potential are expected to flow to the Council for more than 12 months.

Section 106: Monies are received from developers/contractors pursuant to Section 106 of the Town & Country Planning Act 1990. These sums are available for use once the relevant terms of the individual agreement have been met. The monies are most commonly used for educational enhancement, play areas, highways and affordable housing.

Target Hardening: Measures taken to prevent unauthorised access to Council sites.

Unhypothecated Supported Borrowing (USB), commonly referred to as Supported Borrowing - Each year Welsh Government provide Councils with a Supported Borrowing allocation. Councils borrow to fund capital expenditure equivalent to that annual allocation, Welsh Government then include funding to cover the revenue costs associated with the borrowing for future years within the Revenue Support Grant. The Council decides how this funding is spent.

Unsupported (Prudential) Borrowing: Borrowing administered under the Prudential Code, whereby Authorities can set their own policies on acceptable levels and types of borrowing. The Prudential Framework allows Authorities to take out loans in response to overall cash flow forecasts and other factors provided they can show that the borrowing is to meet planned capital expenditure in the current year or the next three years.