

CABINET

Date of Meeting	Tuesday, 22 nd September 2020
Report Subject	Capital Programme Monitoring 2020/21 (Month 4)
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 2020/21 since it was set in January 2020 to the end of Month 4 (July 2020), along with expenditure to date and projected outturn.

The Capital Programme has seen a net increase in budget of £6.829 during the period which comprises of:-

- Net budget reduction in the programme of £12.287m (See Table 2 - Council Fund (CF) £0.837m, Housing Revenue Account (HRA) (£13.124m));
- Introduction of Carry Forward from 2019/20 of £19.766m (CF £19.766m, HRA £0.000m)
- Identified savings at Month 4 (£0.650m) (CF).

Actual expenditure was £9.512m (See Table 3).

The final outturn funding surplus from the 2019/20 – 2021/22 Capital Programme was £1.145m. The 2020/21 – 2022/23 Capital Programme was approved on the 28th January 2020, with a funding deficit of £2.264m. The surplus carried forward led to an opening funding position deficit of £1.119m.

Capital receipts received in the first quarter of 2020/21, along with savings identified, total £0.948m. A request for an additional allocation of £0.217m towards the Queensferry Campus project, puts the current funding deficit, for the 3 year period, at £0.388m. This is in advance of any capital receipts or other funding being realised.

RECOMMENDATIONS

1	Cabinet are requested to approve the overall report.
2	Cabinet are requested to approve the carry forward adjustments set out at 1.16.
3	Cabinet are requested to approve the additional allocations, as set out in 1.19.

REPORT DETAILS

1.00	EXPLAINING THE CAPITAL PROGRAMME MONITORING POSITION – MONTH 4 2020/21
1.01	Background The Council approved a Council Fund (CF) Capital Programme of £42.582m and a Housing Revenue Account (HRA) Capital Programme of £30.464m for 2020/21 at its meeting of 28 th January, 2020.
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 2020/21. More detailed cumulative information relating to each Portfolio is provided in Appendix A:-

Table 1

REVISED PROGRAMME	Original Budget 2020/21	Carry Forward from 2019/20	2020/21 Savings	Changes - This Period	Revised Budget 2020/21
	£m	£m	£m	£m	£m
People & Resources	0.400	0.170	0.000	(0.170)	0.400
Governance	1.176	0.975	0.000	0.000	2.151
Education & Youth	10.166	8.519	0.000	(1.582)	17.103
Social Services	1.247	4.188	0.000	3.780	9.215
Planning, Environment & Economy	3.078	0.905	0.000	0.204	4.187
Streetscene & Transportation	3.030	1.302	0.000	10.001	14.333
Strategic Programmes	0.985	0.636	0.000	0.160	1.781
Housing & Assets	22.500	3.071	(0.650)	(11.556)	13.365
Council Fund Total	42.582	19.766	(0.650)	0.837	62.535
HRA Total	30.464	0.000	0.000	(13.124)	17.340
Programme Total	73.046	19.766	(0.650)	(12.287)	79.875

1.04 Carry Forward from 2019/20

Carry forward sums from 2019/20 to 2020/21, totalling £19.766m (CF £19.766m, HRA £0.000m), were approved as a result of the quarterly monitoring reports presented to Cabinet during 2019/20.

1.05 Changes during this period

Funding changes during this period have resulted in a net decrease in the programme total of £12.287m (CF £0.837m, HRA (£13.124m)). A summary of the changes, detailing major items, is shown in Table 2 below:-

Table 2

CHANGES DURING THIS PERIOD		
	Para	£m
<u>COUNCIL FUND</u>		
Increases		
Transportation Grants	1.06	10.884
Programme	1.07	3.778
Gypsy and Traveller Capital Grant	1.08	0.286
Other Aggregate Increases		0.718
		15.666
Decreases		
Affordable Housing	1.09	(11.700)
School Moderisation	1.10	(1.590)
Waste Services	1.11	(1.200)
Other Aggregate Decreases		(0.339)
		(14.829)
Total		0.837
<u>HRA</u>		
Increases		
Other Aggregate Increases		0.000
Decreases		
Across Programme Areas	1.12	(13.124)
		(13.124)
Total		(13.124)

1.06	It is usual in the early part of the financial year to receive notification of funding allocations that were not available at budget setting time. This is the case with the Local Transport, Active Travel, Road Safety and Safe Routes grants from Welsh Government (WG). These grants will provide a range of transportation schemes across the County.
1.07	In addition to the above, the Council also received monies from WG relating to Intermediate Care Fund (ICF) and Innovative Housing Programme (IHP) for works taking place at Marleyfield House Care Home, Buckley.
1.08	There has also been an introduction of grant funding from WG for refurbishment work at the Riverside Traveller site in Queensferry.
1.09	As part of the Strategic Housing and Regeneration Programme (SHARP), the Council are building new social and affordable houses. An additional £20m loan to NEW Homes was approved in the Capital Programme for

	2020/21. Re-profiling of the prudential borrowing has been carried out to match projected actual expenditure in this financial year.
1.10	Re-profiling of prudential borrowing for school modernisation schemes to next financial year has also been carried out. The service will utilise WG grant funding in the first instance in 2020/21.
1.11	<p>Approval for capital funding for Standard Waste Transfer Station, was subject to receipt of Welsh Government 'Invest to Save' (£1.2m) funding which is no longer available due to COVID-19.</p> <p>Given that replacing Standard is a critical element of the Streetscene Service, it will be necessary for the service to submit a bid for a second element of funding from the Council fund to replace the 'Invest to Save' funds for the 2021/22 programme.</p>
1.12	Re-profiling of budget across all programme areas of the HRA. The current forecast is based on current government advice on the pandemic and subsequent public health guidance for construction work. Due to the social distancing measures in place, this has prevented works from continuing as planned.
1.13	<p>Capital Expenditure compared to Budget</p> <p>Expenditure as at Month 4, across the whole of the Capital Programme was £9.512m. The breakdown of expenditure is analysed in Table 3, along with the percentage spend against budget.</p> <p>This shows that 11.91% of the budget has been spent (CF 9.10%, HRA 22.02%). Corresponding figures for Month 4 2019/20 were 16.82% (CF 16.13%, HRA 17.91%).</p>
1.14	The table also shows a projected underspend (pending carry forward and other adjustments) of £6.420m on the Council Fund and a break even position on the HRA.

Table 3

EXPENDITURE	Revised Budget	Cumulative Expenditure Month 4	Percentage Spend v Budget	Projected Outturn	Variance Budget v Outturn (Under)/Over
	£m	£m	%	£m	£m
People & Resources	0.400	0.000	0.00	0.400	0.000
Governance	2.151	0.029	1.35	1.980	(0.171)
Education & Youth	17.103	0.784	4.58	12.564	(4.539)
Social Services	9.215	1.812	19.66	9.215	0.000
Planning, Environment & Economy	4.187	0.271	6.47	4.000	(0.187)
Streetscene & Transportation	14.333	0.998	6.96	13.790	(0.543)
Strategic Programmes	1.781	0.122	6.85	1.581	(0.200)
Housing & Assets	13.365	1.677	12.55	12.585	(0.780)
Council Fund Total	62.535	5.693	9.10	56.115	(6.420)
Disabled Adaptations	0.737	0.137	18.59	0.737	0.000
Energy Schemes	0.275	0.126	45.82	0.275	0.000
Major Works	1.311	0.403	30.74	1.311	0.000
Accelerated Programmes	0.371	0.045	12.13	0.371	0.000
WHQS Improvements	9.060	2.615	28.86	9.060	0.000
SHARP Programme	5.586	0.493	8.83	5.586	0.000
Housing Revenue Account Total	17.340	3.819	22.02	17.340	0.000
Programme Total	79.875	9.512	11.91	73.455	(6.420)

1.15 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 2021/22 has been identified, this is also included in the narrative.

1.16 **Carry Forward into 2021/22**
During the quarter, carry forward of £6.420m (all CF) has been identified which reflects reviewed spending plans across all programme areas; these amounts can be split into 2 areas, those required to meet the cost of programme works and/or retention payments in 2021/22 and Corporate provision that are allocated as requested and approved.

1.17 The Corporate provision is as follows:-

- Community Asset Transfers - Community groups have a number of years to draw down their funding once approved. These sums are set aside to ensure that funds are available when called upon.

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

Table 4

CARRY FORWARD INTO 2021/22	Month 4 £m
Governance	0.171
Education & Youth	4.539
Planning, Environment & Economy	0.187
Streetscene & Transportation	0.543
Strategic Programmes	0.200
Housing & Assets	0.780
Council Fund	6.420
TOTAL	6.420

1.19

Additional Allocations

Additional allocations have been identified in the programme in this quarter as follows:

- Arosfa Extension - £0.090m. Arosfa is a short term care facility supporting children and young people who have a physical or learning disability. The facility is regularly oversubscribed meaning short term care has to be purchased Out of County, at additional cost.

Following an assessment of works, revised extension and refurbishment costs of this existing scheme estimate a £0.090m shortfall against allocated funding. Development will generate revenue savings by reducing the costs of Out of County placements, and provide additional, higher quality short term care within the County.

This can be funded from within the current 'headroom' provision.

- Development of Queensferry Campus - £0.217m. Works at Queensferry Campus include the refurbishment of Queensferry CP, the creation of a new Pupil Referral Unit and the development of a new Community Hub building that will cater for local groups. The proposals form part of the WG 21st Century Schools and Education programme.

Following market testing, the total cost of the project is £0.217m in excess of the current funding envelop. Cabinet is requested to approve additional capital resources of £0.217m towards these works.

1.20	<p>Savings</p> <p>The following saving have been identified in the programme in this quarter.</p> <ul style="list-style-type: none"> Disabled Facilities Grants (DFG) - £0.650m. 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. 																																	
1.21	<p>Funding of 2020/21 Approved Schemes</p> <p>The position at Month 4 is summarised in Table 5 below for the three year Capital Programme between 2020/21 – 2022/23:-</p> <p>Table 5</p> <table border="1" data-bbox="432 734 1369 1406"> <thead> <tr> <th colspan="3">FUNDING OF APPROVED SCHEMES 2020/21 - 2022/23</th> </tr> <tr> <th></th> <th>£m</th> <th>£m</th> </tr> </thead> <tbody> <tr> <td>Balance carried forward from 2019/20</td> <td></td> <td>(1.145)</td> </tr> <tr> <td>Increases</td> <td></td> <td></td> </tr> <tr> <td>Shortfall in 2020/21 to 2022/23 Budget</td> <td>2.264</td> <td></td> </tr> <tr> <td>Additional allocation to Queensferry Campus</td> <td>0.217</td> <td></td> </tr> <tr> <td></td> <td></td> <td style="border-top: 1px solid black;">2.481</td> </tr> <tr> <td>Decreases</td> <td></td> <td></td> </tr> <tr> <td>Actual In year receipts</td> <td>(0.298)</td> <td></td> </tr> <tr> <td>Savings from Disabled Facilities Grant</td> <td>(0.650)</td> <td>(0.948)</td> </tr> <tr> <td>Funding - (Available)/Shortfall</td> <td></td> <td style="border-top: 1px solid black; border-bottom: 3px double black;">0.388</td> </tr> </tbody> </table>	FUNDING OF APPROVED SCHEMES 2020/21 - 2022/23				£m	£m	Balance carried forward from 2019/20		(1.145)	Increases			Shortfall in 2020/21 to 2022/23 Budget	2.264		Additional allocation to Queensferry Campus	0.217				2.481	Decreases			Actual In year receipts	(0.298)		Savings from Disabled Facilities Grant	(0.650)	(0.948)	Funding - (Available)/Shortfall		0.388
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1.22	<p>The final outturn funding surplus from the 2019/20 – 2021/22 Capital Programme was £1.145m.</p> <p>The 2020/21 – 2022/23 Capital Programme was approved on the 28th January 2020, with a funding deficit of £2.264m. The surplus carried forward will lead to an opening funding position deficit of £1.119m.</p> <p>Capital receipts received in the first quarter of 2020/21, along with savings identified total £0.948m.</p> <p>A request for an additional allocation of £0.217m towards the Queensferry Campus project, puts the current funding deficit, for the 3 year period, at £0.388m. This is in advance of any capital receipts or other funding being realised.</p>																																	
1.23	<p>Investment in County Towns</p> <p>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</p>																																	

and format of the reporting was agreed at the Corporate Resources Overview and Scrutiny Committee on 14th June 2018.

1.24 Table 6 below shows a summary of the 2019/20 actual expenditure, the 2020/21 revised budget and budgets for future years as approved by Council at its meeting of 28th January, 2020. Further detail can be found in Appendix C, including details of the 2020/21 spend to Month 4.

Table 6

INVESTMENT IN COUNTY TOWNS			
	2019/20 Actual £m	2020/21 Revised Budget £m	2021 - 2023 Budget £m
Buckley / Penyffordd	7.729	12.073	0.656
Connah's Quay / Shotton	3.844	6.031	0.000
Flint / Bagillt	3.048	3.587	0.000
Holywell / Caerwys / Mostyn	3.291	1.326	2.956
Mold / Treuddyn / Cilcain	3.406	5.816	3.038
Queensferry / Hawarden / Sealand	5.925	10.160	2.856
Saltney / Broughton / Hope	0.748	2.932	4.222
Unallocated / To Be Confirmed	0.728	7.996	33.920
Total	28.719	49.921	47.648

1.25 The inclusion of actuals for 2019/20 and approved schemes for future years allows a slightly fuller picture of investment plans. However, expenditure which has occurred in years' prior to 2019/20 has not be included, and the expenditure and budgets reported should be considered in that context.

1.26 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.

1.27 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.

1.28 Information on the split between internal and external funding can be found in Appendix C.

1.29 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.

Table 7

WHQS Programme		
	2019/20 Actual £m	2020/21 Budget £m
Holywell	2.950	0.300
Flint	2.110	0.300
Deeside & Saltney	0.420	2.611
Buckley	0.600	4.579
Mold	7.130	1.432
Connah's Quay & Shotton	0.480	1.400
Total	13.690	10.622

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	<p>This is still an early position in the financial year and some service areas have stated they are likely to have a better position of where schemes stand within the next quarter of the year. COVID-19 recovery plans may also impact on the Programme, causing delays to core funded schemes which may result in them being re-profiled into the next financial year.</p> <p>These delays could impact the delivery of the programme in 2021/22, which could result in future schemes being stalled in order to deliver the schemes carried forward from 2020/21. There is a risk around having resources available to manage and deliver schemes.</p> <p>Grants received in year will be monitored closely to ensure that expenditure is incurred within the terms and conditions of the grant. The capital team will work with project leads to report potential risks of achieving spend within timescales and assist in liaising with the grant provider.</p> <p>The Council has 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. Due to the pandemic there may be a delay in obtaining capital receipts as 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</p>

	been made for these receipts in reporting the Council's capital funding position.
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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 2020/21
5.02	Appendix B: Variances
5.03	Appendix C: Investment in Towns

6.00	LIST OF ACCESSIBLE BACKGROUND DOCUMENTS
6.01	Capital Programme monitoring papers 2020/21.

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
8.01	<p>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.</p> <p>Capital Expenditure: Expenditure on the acquisition of non-current assets or expenditure which extends the useful life of an existing asset</p> <p>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.</p> <p>Capital Receipts: Receipts (in excess of £10,000) realised from the disposal of assets.</p> <p>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</p>

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.