

CABINET

Date of Meeting	Tuesday, 23 rd July 2024
Report Subject	Capital Programme Monitoring 2023/24 (Outturn)
Cabinet Member	Cabinet Member for Finance and Social Value
Report Author	Corporate Finance Manager
Type of Report	Operational

EXECUTIVE SUMMARY

The report summarises the final outturn position for 2023/24 and changes made to the Capital Programme during the last quarter.

The Capital Programme has seen a net decrease in budget of (£16.834m) during the last quarter which comprises of:-

- Net budget decrease in the programme of (£12.875m) (See Table 2 – Council Fund (CF) (£10.125m), Housing Revenue Account (HRA) (£2.750m);
- Carry Forward to 2024/25 approved at Month 9 of (£1.810m)
- Switch of School Maintenance grant (£0.401m) and Additional Learning Needs grant (£1.575m) (all CF)
- Identified savings at outturn of (£0.173m) (CF)

Actual expenditure for the year was £69.807m (See Table 3).

The final outturn funding surplus from the 2023/24 – 2025/26 Capital Programme is £2.815m which is £0.819m more than the projected £1.996m when the 2024/25 – 2026/27 Capital Programme was approved on the 6th December 2023.

Following receipt of the final local government settlement, the Council will receive a reduced allocation of £0.017m per year compared to the estimated funding when the budget was set.

The final outturn for 2023/24 therefore has the impact of a revised opening funding position surplus of £0.820m (compared to £0.052m when the budget was set), prior to the realisation of additional capital receipts and/or other funding sources.

RECOMMENDATIONS

	Cabinet are requested to:
1	Approve the overall report.
2	Approve the carry forward adjustments, as set out at 1.15.
3	Approve the additional allocation, as set out in 1.19

REPORT DETAILS

1.00	EXPLAINING CAPITAL PROGRAMME MONITORING POSITION – OUTTURN 2023/24
1.01	Background Council approved a Council Fund (CF) Capital Programme of £33.041m and a Housing Revenue Account (HRA) Capital Programme of £29.457m for 2023/24 at its meeting on 24 January 2023.
1.02	For presentational purposes the Capital Programme is shown as a whole, with sub-totals for the Council Fund and HRA. 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 2023/24. More detailed cumulative information relating to each Portfolio is provided in Appendix A:-

Table 1

REVISED PROGRAMME	Original Budget 2023/24	Carry Forward from 2022/23	2023/24 Previously Reported			Savings - This Period	Changes - This Period	Revised Budget 2023/24
			Changes	Carry Forward to 2024/25	Savings			
			£m	£m	£m			
People & Resources	0.350	0.150	(0.136)	0.000	0.000	0.000	0.000	0.364
Governance	0.357	0.294	0.608	(0.188)	(0.055)	(0.098)	0.492	1.410
Education & Youth	3.696	8.462	3.334	(3.747)	(0.120)	0.000	0.039	11.664
Social Services	3.680	0.171	3.179	(1.411)	0.000	(0.010)	(0.538)	5.071
Planning, Environment & Economy	0.040	1.018	1.801	(0.725)	0.000	(0.065)	(0.485)	1.584
Streetscene & Transportation	1.500	5.756	9.396	(0.872)	0.000	0.000	(5.501)	10.279
Housing and Communities	1.660	0.186	0.987	0.000	0.000	0.000	(0.564)	2.269
Capital Programme and Assets	21.758	1.992	0.746	(1.074)	0.000	0.000	(3.568)	19.854
Council Fund Total	33.041	18.029	19.915	(8.017)	(0.175)	(0.173)	(10.125)	52.495
HRA Total	29.457	0.000	(3.177)	0.000	0.000	0.000	(2.750)	23.530
Programme Total	62.498	18.029	16.738	(8.017)	(0.175)	(0.173)	(12.875)	76.025

1.04

Carry Forward from 2022/23

Carry forward sums from 2022/23 to 2023/24, totalling £18.029m (all CF), were approved as a result of the quarterly monitoring reports presented to Cabinet during 2022/23.

1.05

Changes during this period

Funding changes during this period have resulted in a net decrease in the programme total of £12.875m (CF (£10.125m), HRA (£2.750m)). 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		
Other Aggregate Increases	1.11	1.496
		1.496
Decreases		
Transportation Grants	1.06	(5.280)
Theatr Clwyd	1.07	(3.728)
Affordable Housing	1.08	(0.700)
Other Aggregate Decreases	1.11	(1.913)
		(11.621)
Total		(10.125)
<u>HRA</u>		
Increases		
Buy Backs	1.09	1.052
Other Aggregate Increases	1.11	0.020
		1.072
Decreases		
Estate Modernisation	1.10	(2.200)
Other Aggregate Decreases	1.11	(1.622)
		(3.822)
Total		(2.750)

1.06	A number of Local Transport Fund grant schemes have been re-profiled to match expenditure across financial years.
1.07	Re-profiling of prudential borrowing and grant funding for in year expenditure in relation to the redevelopment scheme at Theatr Clwyd.
1.08	As part of the Strategic Housing and Regeneration Programme (SHARP), the Council are building and purchasing affordable housing. Re-profiling of prudential borrowing has been carried out due to the purchase of a number of properties identified to be completed in 2024/25.
1.09	Introduction of Transitional Accommodation funding from Welsh Government to purchase existing properties for Homelessness accommodation.
1.10	No schemes have commenced in year. Re-profiling of prudential borrowing for working in 2024/25.
1.11	During the final quarter of the year there have been a number of adjustments made to schemes that are funded from grants, revenue contributions and prudential borrowing, reflecting the need to re-profile funding between financial years to align expenditure incurred with the relevant funding source.

1.12

Capital Expenditure compared to Budget

Outturn expenditure, across the whole of the Capital Programme was £69.807m. The breakdown of expenditure is analysed in Table 3, along with the percentage spend against budget.

This shows that 91.82% of the budget has been spent (CF 88.15%, HRA 100%). Corresponding figures for Outturn 2022/23 were 93.51% (CF 88.72%, HRA 100%).

1.13

The table also shows a projected underspend (pending carry forward and other adjustments) of £6.218m on the Council Fund and a break-even position on the HRA.

Table 3

EXPENDITURE	Revised Budget	Outturn Expenditure	Percentage Spend v Budget	Variance Budget v Outturn (Under)/Over
	£m	£m	%	£m
People & Resources	0.364	0.000	0.00	(0.364)
Governance	1.410	1.315	93.26	(0.095)
Education & Youth	11.664	10.266	88.01	(1.398)
Social Services	5.071	5.062	99.82	(0.009)
Planning, Environment & Economy	1.584	1.530	96.59	(0.054)
Streetscene & Transportation	10.279	6.530	63.53	(3.749)
Housing & Communities	2.269	2.240	98.72	(0.029)
Capital Programme & Assets	19.854	19.334	97.38	(0.520)
Council Fund Total	52.495	46.277	88.15	(6.218)
Buy Backs	1.052	1.052	100.00	0.000
Disabled Adaptations	1.120	1.120	100.00	0.000
Energy Schemes	4.427	4.427	100.00	0.000
Major Works	2.768	2.768	100.00	0.000
Accelerated Programmes	0.399	0.399	100.00	0.000
WHQS Improvements	12.417	12.417	100.00	0.000
SHARP Programme	1.347	1.347	100.00	0.000
Housing Revenue Account Total	23.530	23.530	100.00	0.000
Programme Total	76.025	69.807	91.82	(6.218)

1.14

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 2024/25 has been identified, this is also included in the narrative.

1.15

Carry Forward into 2024/25

During the quarter, carry forward requirements of £6.218m (all CF) have been identified which reflects reviewed spending plans across all

	programme areas. These amounts can be split into two areas, those required to meet the cost of programme works and/or retention payments in 2024/25 and Corporate provisions that are allocated as requested and approved.																																																																		
1.16	<p>The Corporate provisions are as follows:-</p> <ul style="list-style-type: none"> • 'Headroom' – A sum set aside for urgent works for which no other funding is available; and • 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. 																																																																		
1.17	<p>Information relating to each programme area is contained in Appendix B and summarised in Table 4 below:</p> <p>Table 4</p> <table border="1" data-bbox="408 775 1347 1765"> <thead> <tr> <th colspan="3" style="text-align: left;">OUTTURN CARRY FORWARD - ANALYSIS</th> </tr> <tr> <th></th> <th style="text-align: right;">£m</th> <th style="text-align: right;">£m</th> </tr> </thead> <tbody> <tr> <td colspan="3">Contractually Committed</td> </tr> <tr> <td>Governance</td> <td style="text-align: right;">0.095</td> <td></td> </tr> <tr> <td>Education - General</td> <td style="text-align: right;">1.025</td> <td></td> </tr> <tr> <td>Primary Schools</td> <td style="text-align: right;">0.228</td> <td></td> </tr> <tr> <td>Secondary Schools</td> <td style="text-align: right;">0.099</td> <td></td> </tr> <tr> <td>Special Education</td> <td style="text-align: right;">0.044</td> <td></td> </tr> <tr> <td>Children's Services</td> <td style="text-align: right;">0.009</td> <td></td> </tr> <tr> <td>Engineering</td> <td style="text-align: right;">0.027</td> <td></td> </tr> <tr> <td>Town Centre Regeneration</td> <td style="text-align: right;">0.022</td> <td></td> </tr> <tr> <td>Private Sector Renewal/Improvement</td> <td style="text-align: right;">0.005</td> <td></td> </tr> <tr> <td>Waste Services</td> <td style="text-align: right;">3.405</td> <td></td> </tr> <tr> <td>Highways</td> <td style="text-align: right;">0.344</td> <td></td> </tr> <tr> <td>Play Areas</td> <td style="text-align: right;">0.026</td> <td></td> </tr> <tr> <td>Administrative Buildings</td> <td style="text-align: right;">0.457</td> <td></td> </tr> <tr> <td>Disabled Facilities Grants</td> <td style="text-align: right;">0.029</td> <td style="text-align: right;">5.815</td> </tr> <tr> <td></td> <td></td> <td style="text-align: right;">5.815</td> </tr> <tr> <td colspan="3">Corporate Allocations</td> </tr> <tr> <td>'Headroom'</td> <td style="text-align: right;">0.364</td> <td></td> </tr> <tr> <td>Community Asset Transfers</td> <td style="text-align: right;">0.039</td> <td style="text-align: right;">0.403</td> </tr> <tr> <td>Total</td> <td></td> <td style="text-align: right;">6.218</td> </tr> </tbody> </table>	OUTTURN CARRY FORWARD - ANALYSIS				£m	£m	Contractually Committed			Governance	0.095		Education - General	1.025		Primary Schools	0.228		Secondary Schools	0.099		Special Education	0.044		Children's Services	0.009		Engineering	0.027		Town Centre Regeneration	0.022		Private Sector Renewal/Improvement	0.005		Waste Services	3.405		Highways	0.344		Play Areas	0.026		Administrative Buildings	0.457		Disabled Facilities Grants	0.029	5.815			5.815	Corporate Allocations			'Headroom'	0.364		Community Asset Transfers	0.039	0.403	Total		6.218
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1.18	An overall amount of £0.111m which had previously been identified as requiring carry forward has now been reversed due to the expenditure being incurred in the 2023/24 financial year. Information relating to each programme area is contained in Appendix B and summarised in Table 5 below:-																																																																		

Table 5

CARRY FORWARD INTO 2024/25								Total
	Month 4	Month 6	Month 9	WG Grant	Reversed	Sub Total	Outturn	
	£m	£m	£m	£m	£m	£m	£m	£m
People & Resources	0.000	0.000	0.000	0.000	0.000	0.000	0.364	0.364
Governance	0.143	0.012	0.088	0.000	(0.055)	0.188	0.095	0.283
Education & Youth	0.197	0.330	1.244	1.976	0.000	3.747	1.398	5.145
Social Services	1.337	0.000	0.074	0.000	0.000	1.411	0.009	1.420
Planning, Environment & Economy	0.508	0.217	0.000	0.000	0.000	0.725	0.054	0.779
Streetscene & Transportation	0.046	0.500	0.326	0.000	0.000	0.872	3.749	4.621
Housing & Communities	0.000	0.000	0.000	0.000	0.000	0.000	0.029	0.029
Capital Programme & Assets	0.898	0.154	0.078	0.000	(0.056)	1.074	0.520	1.594
Council Fund	3.129	1.213	1.810	1.976	(0.111)	8.017	6.218	14.235
TOTAL	3.129	1.213	1.810	1.976	(0.111)	8.017	6.218	14.235

1.19

Additional Allocations

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

- Ysgol Treffynnon - £0.140m. Commercial agreement resulting in contribution towards the replacement of brise soleil and coloured spandrel panels to all elevations, providing an enhanced specification and longevity of future maintenance at the school.
- A550 Tinkersdale - £0.173m. Funding required for urgent structural works to reinstate the road at Tinkersdale, Hawarden which is currently closed.

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

1.20

Savings

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

Table 6

IDENTIFIED SAVINGS	
	Savings
	£m
Information Technology	0.098
Services to Older People	0.010
Regeneration	0.065
Total	0.173

1.21

Funding of 2023/24 Approved Schemes

The funding position at outturn is summarised in Table 7 below for the three year Capital Programme between 2023/24 – 2025/26:-

Table 7

FUNDING OF APPROVED SCHEMES 2023/24 - 2025/26		
	£m	£m
Balance carried forward from 2022/23		(0.937)
Increases		
Surplus in 2023/24 to 2025/26 Budget	(0.365)	
		<u>(0.365)</u>
Decreases		
Actual In year receipts	(1.165)	
Savings	(0.348)	<u>(1.513)</u>
Funding - (Available)/Shortfall		(2.815)

1.22

The final outturn funding surplus from the 2023/24 – 2025/26 Capital Programme is £2.815m which is £0.819m more than the projected £1.996m when the 2024/25 – 2026/27 Capital Programme was approved on the 6th December 2023.

Following receipt of the final local government settlement, the Council will receive a reduced allocation of £0.017m per year compared to the estimated funding when the budget was set.

The final outturn for 2023/24 therefore has the impact of a revised opening funding position surplus of £0.820m (compared to £0.052m when the budget was set), prior to the realisation of additional capital receipts and/or other funding sources

1.23

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 14th June 2018.

1.24

Table 8 below shows a summary of the 2022/23 actual expenditure, the 2023/24 revised budget and budgets for future years as approved by Council at its meeting of 6th December, 2023. Further detail can be found in Appendix C, including details of the 2023/24 spend.

Table 8

INVESTMENT IN COUNTY TOWNS			
	2022/23	2023/24	2024 -
	Actual	Revised	2027
	£m	Budget	Budget
		£m	£m
Buckley / Penyffordd	0.745	5.367	9.288
Connah's Quay / Shotton	2.225	1.150	0.000
Flint / Bagillt	2.135	5.452	27.557
Holywell / Caerwys / Mostyn	4.195	1.894	0.000
Mold / Treuddyn / Cilcain	5.713	17.880	40.373
Queensferry / Hawarden / Sealand	0.520	0.582	0.000
Saltney / Broughton / Hope	1.250	0.835	16.000
Unallocated / To Be Confirmed	0.980	1.200	28.490
Total	17.763	34.360	121.708

- 1.25 The inclusion of actuals for 2022/23 and approved schemes for future years allows a slightly fuller picture of investment plans. However, expenditure which has occurred in years prior to 2022/23 has not been included, and the expenditure and budgets reported should be considered in that context.
- 1.26 There are two significant factors which increase allocations to 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 9 below, albeit using a slightly different catchment area basis.

Table 9

WHQS Programme			
	2022/23 Actual £m	2023/24 Budget £m	2023/24 Actual £m
Holywell	3.380	4.210	5.588
Flint	1.450	1.390	1.610
Deeside & Saltney	2.250	1.390	1.410
Buckley	1.060	1.390	1.360
Mold	3.000	3.451	2.289
Connah's Quay & Shotton	1.970	1.390	0.160
Total	13.110	13.221	12.417

1.30 The 2021 Prudential Code introduced a new requirement that monitoring of prudential indicators should be reported quarterly as part of capital monitoring. As per previous years, a separate Prudential Indicators Actuals report has been produced and is reported elsewhere on this agenda.

2.00 RESOURCE IMPLICATIONS

2.01 Financial implications - As set out in the report.

2.02 Personnel implications - None directly as a result of this report.

3.00 IMPACT ASSESSMENT AND RISK MANAGEMENT

3.01 There are no risks associated with the information contained herein relating to capital outturn.

Grants received will also to be closely monitored 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.

The Council has a prudent policy of allocating its own capital receipts to fund capital projects only when receipts are received rather than when it is anticipated the receipt will be received, and this position continues to be the case. In line with current policy no allowance has been made for these receipts in reporting the Council's capital funding position.

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 2023/24
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 2023/24.

7.00	CONTACT OFFICER DETAILS
7.01	<p>Contact Officer: Chris Taylor, Strategic Finance Manager Telephone: 01352 703309 E-mail: christopher.taylor@flintshire.gov.uk</p>

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 the relevant funding is carried forward to meet the delayed, contractually committed expenditure.</p>

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.