CABINET

2 July 2014

THE OVERVIEW & SCRUTINY COMMITTEE

7 July 2014

CAPITAL EXPENDITURE OUTTURN 2013/14

REPORT OF CHIEF FINANCE OFFICER

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RECENT REFERENCES:

CAB2378: Capital Strategy & Programme 2012/13 – 2015/16, 12 September 2012

CAB2453: Capital Programme 2012/13 to 2015/16, 13 February 2013

CAB2454: Budget & Council Tax 2013/14, 13 February 2013

CAB2510: Capital Strategy 2013, 11 September 2013

CAB2555: Budget & Council Tax 2014/15, 12 February 2014

EXECUTIVE SUMMARY:

Total capital expenditure for the year 2013/14 was £18.050m; £2.764m less than the Working Budget of £20.813m. Of the £2.764m underspend, £2.705m is being requested for budget carry forward to 2014/15.

The financing of capital expenditure is shown at Appendix B; unfinanced General Fund capital expenditure in the year amounted to £6.617m compared with a budget of £7.366m, mainly caused by slippage in two projects.

The closing balance on the Usable Capital Receipts Reserve was £2.681m at 31 March 2014 which is £0.807m higher than budgeted; this is a consequence of both higher than expected receipts and lower than expected use for financing. The effect on other Usable Reserves is explained in the General Fund Revenue Outturn Report elsewhere on this agenda.

RECOMMENDATIONS:

That Cabinet:

- 1. Notes the capital expenditure and financing for 2013/14 and the implications on the future capital programme, and
- 2. That, subject to the matter not being called in by The Overview and Scrutiny Committee, a supplementary capital estimate of £250,000, funded by useable capital receipts is approved, in accordance with financial procedure rule 7.2, for the purposes of supporting the Hampshire Community Bank, and
- 3. That it be recommended to Council:

THAT THE CARRY FORWARD OF CAPITAL BUDGET TOTALLING £2.705M FROM 2013/14 (AS DETAILED IN APPENDIX A OF THE REPORT) BE APPROVED, IN ACCORDANCE WITH FINANCIAL PROCEDURE RULE 7.9.

That The Overview & Scrutiny Committee:

- 1. Considers whether there are any matters of significance that it wants to draw to the attention of Cabinet, a portfolio holder or the Council, and
- 2. Considers whether it wishes to call-in the supplementary estimate of £250,000 for the purposes of supporting the Hampshire Community Bank.

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CAPITAL EXPENDITURE OUTTURN 2013/14

REPORT OF CHIEF FINANCE OFFICER

1 Introduction

- 1.1 This report provides an overview of the actual (outturn) capital expenditure for the financial year 2013/14 and the associated financing, compared with the Revised Capital Budget.
- 1.2 The Treasury Management Strategy approved by the Council in February (CAB2455) includes Prudential Indicators for 2013/14 reflecting the expected capital activities (as required by the CIPFA Prudential Code for Capital Finance in Local Government) and the Treasury Management Prudential Indicators. The Treasury Management Stewardship Report on the outturn Prudential Indicators for 2013/14, including those relating to capital expenditure, will be reported to the Audit Committee in September.
- 1.3 The Original capital expenditure budget for the year was set in February 2013 at £30.231m (CAB2453). The Programme was revised in February 2014 to £20.813m (CAB2555). The actual capital expenditure in the year amounted to £18.050m.

2 Capital Expenditure

2.1 Appendix A provides a list of capital expenditure by project for the year compared with the Revised Budget, plus requests for budget to be carried forward. The highest spending items in 2013/14 are listed below:

TABLE 1	2013/14
CAPITAL EXPENDITURE OUTTURN	£'000
Major Repairs (HRA)	6,232
Property Acquisition – Silver Hill	5,000
New Build (HRA)	2,695
Depot	851
Disabled adaptations (HRA)	780
Abbey Mill	763
Disabled Facility Grants (DFGs)	557
Information Technology (IMT)	255
Improvements and Loft conversions (HRA)	232
Open Space & Recreation facilities	166

TABLE 1	2013/14
CAPITAL EXPENDITURE OUTTURN	£'000
Car Parks	120
Other projects	399
Total	18,050

Further details are provided in Appendix A. The impact of the proposed carry forward budgets on the 2014/15 budget can be seen at Appendix D.

3 Capital financing

- 3.1 The sources of finance available for capital projects are; capital receipts; Major Investment Reserve; grants; earmarked reserves; revenue contributions and Capital Finance Requirement. Under the Prudential Code, the Council can invest in a capital programme so long as its capital spending plans are "affordable, prudent and sustainable".
- 3.2 More detail on the financing of capital expenditure in 2013/14, together with the proposed financing of requests for budget carry forward is provided at Appendix B.
- 3.3 Where capital expenditure is to be financed in future years by charges to revenue, as assets are used by the Council, the expenditure results in an increase in the Capital Financing Requirement (CFR); a measure of the capital expenditure incurred historically by the Council that has yet to be financed.
- 3.4 General Fund unfinanced capital expenditure in 2013/14 amounted to £6,617m which was slightly lower than the Budget because of slippage in the Abbey Mill and Avalon House projects. This will have the impact of reducing the Minimum Revenue Charges (MRP) in 2014/15 by circa £27k.
- 3.5 The position for the Housing Revenue Account was different and £3m of internal debt was repaid in 2013/14, having the effect of reducing the Capital Financing Requirement for the HRA. The HRA outturn position is being reported on separately, in more detail, to the Cabinet (Housing) Committee in July.
- 3.6 The Council's Capital Financing Requirement position is summarised at Appendix C.

4 <u>Usable Capital Receipts Reserve</u>

4.1 The movement on the Usable Capital Receipts Reserve in 2013/14 compared with the Working Budget assumptions is shown at Appendix C. The closing balance at 31 March 2014 is £2.681m compared with the Working Budget of £1.874m; a favourable variance of £0.807m; £0.341m General Fund and £0.466m Housing.

4.2 The effect on other Useable Reserves is explained in the General Fund Revenue Outturn Report elsewhere on this agenda.

5 Hampshire Community Bank

- 5.1 The Council has been asked, alongside other Local Authorities, universities and colleges in Hampshire and similar public interest organisations, to indicate its willingness to provide some funding towards the set up of a Hampshire Community Bank. For all written commitments provided, the project is hoping to receive match funding from the British Business Bank (BIS). For this purpose it is seeking to achieve a total in excess of £14m (including match funding).
- 5.2 The bank is offering preference shares in Hampshire Community Bank Holding Ltd. (HCB Holding). It is proposed that Hampshire Community Bank Ltd. will be a wholly owned subsidiary of HCB Holding which in turn will be fully owned and controlled by a charitable foundation with an objective to ensure that the bank would continue in perpetuity to support social, environmental, educational, research and cultural projects.
- 5.3 The minimum issue of preference shares is proposed at £250k. This would be classified as capital expenditure in the Council's accounts and may need a revision to the Treasury Management Strategy by full Council before any expenditure could be legally committed.
- The aim of the bank is to help secure a strong and sustainable local economy. It will operate with a focus on Hampshire and in time provide a full range of banking services to individuals, businesses and social enterprises that live, work or operate in the county. Whilst there are no guarantees of support to Winchester businesses, it is consistent with the Council's commitment to the local economy and it is thought likely local business will benefit from a successful Community Bank.
- 5.5 At this stage, it is proposed that the Council includes an amount of £250k in its capital programme for 2014/15, financed by the useable capital receipts reserve, to allow Winchester City Council to indicate its support for this scheme. Before any expenditure is actually committed under Financial Procedure Rule 6.4, a full business case will be presented for approval, plus if any revisions to the Treasury Management Strategy and Prudential Indicators are required, this would need to be brought back to Full Council.

OTHER CONSIDERATIONS:

6 <u>COMMUNITY STRATEGY AND PORTFOLIO PLANS (RELEVANCE TO)</u>:

6.1 The preparation of the capital budget for 2013/14 was aligned to the Sustainable Community Strategy and Capital Strategy to support the achievement of the corporate priorities. The main corporate priority is identified for each line of capital expenditure in the programme. Capital Expenditure in 2013/14 was identified against the corporate priorities as follows:

TABLE 3 Corporate Priority	Revised Budget 2013/14 £000	Actual 2013/14 £000	
Active Communities	11,493	10,550	
Prosperous Economy	71	46	
High Quality Environment	616	462	
Efficient & Effective	8,633	6,992	
Total	20,813	18,050	

For more detail see Appendix A.

7 RESOURCE IMPLICATIONS:

- 7.1 The revenue consequences of the outturn capital expenditure are reflected in the Revenue outturn report, elsewhere on this agenda (CAB2595). Lower than budgeted capital expenditure has resulted in higher cash balances, which is beneficial to interest income, albeit at modest interest rates.
- 7.2 All other resource implications are explained in the report.

8 RISK MANAGEMENT ISSUES

- 8.1 The main risk in relation to actual capital expenditure is to ensure that spending does not occur in advance of funding being available. This particularly applies where spend is to be funded by forecast capital receipts. This is monitored closely during the year.
- 8.2 The levels of other earmarked reserves which are also used to support the capital programme expenditure are considered in the General Fund Revenue outturn report, elsewhere on this agenda (CAB2595).

BACKGROUND DOCUMENTS:

None

APPENDICES:

Appendix A: Capital Expenditure Outturn 2013/14 compared with Revised Estimate

- and Budget Carry Forward Requests

Appendix B: Financing of Capital Expenditure 2013/14

Appendix C: Usable Capital Receipts Reserve

Appendix D: Capital Programme 2014/15 to 2018/19

CAPITAL EXPENDITURE OUTTURN 2013/14

			CALL	AL EXI ENDITO	VE OUTTOKIN 201	3/17	·
	Funding *	Working Budget	Actual Expenditure	Lower / (Higher) than Budget	Carry Forward Requested	Commitments @ 31 March 2014	Additional Information
		£000	£000	£000	£000	£000	
General Fund							
ACTIVE COMMUNITIES							
Disabled Facility Grants	EF/CR	768	557	211	206	206	Carry forward for grants approved in 2013/14 but committed to be spent in 2014/15
Portable Event Space	MIR	15	0	15	15	15	Project delay - contract awarded and works commenced in 2014/15
North Walls Skate Park	EF	0	6	(6)	(6)	270	Commitment to carry out works on the Skate Park in 2014/15
River park Leisure Centre - Essential Repairs	CR	10	0	10	0	0	Actual expenditure classified as Revenue.
		793	563	230	215	491	
Prosperous Economy							
High Speed Broadband for Hampshire	MIR	46	46		0	92	
Winchester Cathedral Roof	MIR	25	0	25	25	0	Contributions to commence in 2014/15
		71	46	25	25	92	
HIGH QUALITY ENVIRONMENT							
Car parks	ER	94	120	(26)	(26)	7	CCTV completed in 2013/14 with £26k of budget brought forward from 2014/15.
Footway Lighting at North Walls (Town A/c)	MIR (Town)	24	15	9	0		Project complete
Great Minster Street	MIR	60	60		0		Project complete
Hockley Viaduct	EF/MIR	41	26	15	7		To complete signage (work started but delayed by flooding).
Market Lane Toilet Works	MIR	45	1	44	44		Project delayed to 2014/15
Open Space & Recreation Facilities	EF	171	166	5	0	0	1 Toject delayed to 2011/15
River Itchen Maintenance	CR	100	42	58	58	0	To be carried forward for for flood remediation works in 2014/15
Streetcare Jetting machine	MIR	31	31	30	0		Project complete
Wickham Toilet Works	ER	50	0	50	50		Project complete Project delayed to 2014/15
WICKHAITI TORCE WORKS	LIK	616	462	154	133	7	1 roject delayed to 2014/15
EFFICIENT & EFFECTIVE		010	-102	154	133	, , , , , , , , , , , , , , , , , , ,	
ASSET MANAGEMENT							
Abbey Gardens - environmental improvements	ER	75	73	2	0	0	Project complete
Abbey House	ER	59	0	59	59	0	Substantial works to be commenced in 2014/15 including structural repairs
Abbey Mill	CFR	829	763	66	66	222	Project timescale delayed and will complete in 2014/15
Abbey Mill - hydro	ER	50	0	50	50	0	Delayed to 2014/15 due to complexities in project
Archaeological Storage Facility	MIR	100	0	100	100	0	Delayed to 2014/15 when museum enters Cultural Trust
Asset Management Plans	ER	64	0	64	64	0	To be used for decoration works to Guildhall and West Wing in 2014/15
Avalon House	CFR	500	3	497	497		Works have commenced in June 2014 having secured tenant
Carfax	MIR	262	17	245	245		Purchase terms being finalised
City Offices & Annexe Works	CR/ER	70	0	70	70		Contingency due to City Offices' poor state of repair
Depot	CFR	1,037	851	185	70		Required for completion of works in 2014/15
Guildhall staff office to changing rooms	CR	5	8	(3)	0		Project complete
Guildhall Toilets	CR	67	0	67	67		Works due to complete in June 2014/15
Old Chesil Rectory	CR	36	0	36	36		Required for emergency works in 2014/15
Silver Hill Property Acquisition	CFR	5,000	5,000		0		Completed
West Wing Lift	ER	21	21		0		Completed
TOTAL ASSET MANAGEMENT PLAN		8,175	6,737	1,439	1,324	324	

IMT ASSET MANAGEMENT	Funding *	Working Budget £000	Actual Expenditure £000	Lower / (Higher) than Budget £000	Carry Forward Requested £000	Commitments @ 31 March 2014 £000	Additional Information
Electronic Document Retrieval Management System (EDRMS)	MIR	87	54	33	33	0	Project to move from Retriever (Opentext) to SharePoint; delayed pending Project Management resource and need to upgrade Retriever to enable data migration.
E-govt	MIR	15	0	15	15	0	Work flow processes being developed during 2014-15 to support the consolidation and rationalisation of physical data to electronic formats.
Equipment	MIR	59	30	29	29	0	This "refresh" budget for desktop equipment is required to complete the Citrix project roll- out (replacement of desktop) due to finish in early 2014/15.
Hardware	MIR	106	23	83	42	0	Main underspend is due to the timing of the refreshment programme for infrastructure and carry forward relates to the replacement Storage Area Network.
Multi Functional Devices (MFDs)	ER	76	75	1	0	0	Project complete
Software	MIR	85	43	42	11	0	To complete software upgrade project. Underspend on server licences due need to assure best value on number of Server 2012 licences puchased.
Telephony	MIR	30	30		0	0	
TOTAL IMT ASSET MANAGEMENT		458	255	203	130	0	
TOTAL GENERAL FUND		10,113	8,062	2,051	1,827	914	
HOUSING REVENUE ACCOUNT					2,027		
ACTIVE COMMUNITIES							
Major repairs	MRR	6,160	6,232	(72)	0	0	Overspend offset by revenue contribution to capital underspend
New Build	CR - H / EF / RCC	3,456	2,695	761	785	254	c/f of all underspent new build budgets (construction delays, final costs, and scheme deferrals to 2014/15). Difference to underspend (£24k) relates to Extra Care scheme
Improvements & Loft Conversions	RCC	250	232	18	40	15	Carry forward of underspent Loft Conversions and Sheltered Housing Improvements - projects now being tendered. Estate improvements overspent by £22k
Disabled Adaptations	MRR	700	780	(80)	0	0	Overspend offset by revenue contribution to capital underspend
Orchard Upgrade	RCC	24	15	9	9	0	Final module outstanding
Asset Management Solution	RCC	10	7	3	0	0	
Sewage Treatment Works	RCC	100	26	74	44		Outstanding works to be completed in 2014/15.
TOTAL HOUSING REVENUE ACCOUNT		10,700	9,987	713	878	269	
TOTAL CAPITAL PROGRAMME		20,813	18,050	2,764	2,705	1,183	
* Key - Funding		Major Repairs R			MRR		
Capital Financing Requirement	CFR	External Fundin	-		EF		
Capital Receipts	CR	Major Investme			MIR		
Capital Receipts - Housing	CR - H	Revenue Contril			RCC		
Earmarked Reserves	ER	Rechargeable to	tne Iown A/C		MIR (Town)		

CAPITAL PROGRAMME FINANCING 2013/14							
		WORKING BUDGET	ACTUAL	LOWER / (HIGHER) THAN BUDGET	CARRY FORWARD FINANCING		
		£000	£000	£000	£000		
General Fund							
EXTERNALLY FUNDED							
Government Grants							
Capital Grant (DFG)	CG	443	443	-	-		
Total Government grants		443	443	33 33 <u>-</u> 33			
External contributions Hockley Viaduct Open Space Fund	various OS	23 171	23 172	- (1)	- (6)		
Total External Contributions		194	195	(1)			
TOTAL EXTERNALLY FUNDED		637	638	(1)	(6)		
Earmarked Reserves							
Car Park Property	ER	94	120	(26)	(26)		
IT Equipment	ER	89	88	1	1		
Property Repairs & Renewals (AMP)	ER	369	95	274	270		
Winchester Town	ER	24	15	9	-		
Total Earmarked Reserves		576	319	257	245		
Capital Receipts (Excluding Housing)	CR	763	164	600	472		
Capital Financing Requirement	CFR	7,366	6,617	749	633		
Major Investment Reserve	MIR	740	325	416	483		
Revenue Contribution to Capital	RCC	31		31	•		

<u>Housing</u>					
Major Repairs Reserve	ER	6,106	6,117	(11)	-
Revenue Contribution to Capital	RCC	3,186	1,782	1,404	878
Capital Receipts	CR - H	100	211	(111)	-
Capital Grants	CG	70	70	-	-
Developers' Contributions	DC	-	694	(694)	-
Right to Buy Receipts	RTB	1,238	1,113	125	-
Total Housing		10,700	9,987	713	878
Total Financing of Capital programme		20,813	18,050	2,763	2,705

USABLE CAPITAL RECEIPTS RESERVE							
Non Housing	Working Budget 2013/14 £000	Actual 2013/14 £000	Variance favourable/ (adverse) 2013/14 £000				
USABLE CAPITAL RECEIPTS RESERVE (Non-Housing) Opening Balance b/fwd Asset Sales (RTB)	2,134 358	2,134 359	1				
Asset Sales (Other)	100	52	(48)				
Financing of Proposed Capital Programme	(763)	(375)	388				
Closing Balance c/fwd	1,829	2,170	341				
Housing USABLE CAPITAL RECEIPTS RESERVE (Housing)							
Opening Balance b/fwd	304	304	044				
Asset Sales (RTB) HRA Attributable Debt	979	1,220 100	241 100				
Asset Sales (Other HRA) Financing of Proposed Capital Programme	(1,238)	(1,113)	125				
Closing Balance c/fwd	45	511	466				
Total Closing Balance c/fwd	1,874	2,681	807				

CAPITAL FINANCING REQUIREMENT								
		Housing						
	Conoral Fund	Revenue	Total					
General Fund Account £000 £000								
Capital Financing Requirement (CFR) - b/f	(965)	163,353	£000 162,388					
Unfinanced Capital Expenditure - in year	6,617	0	6,617					
MRP/VRC/Debt repayments*	0	(3,000)	(3,000)					
Embedded lease amortisation in year	(321)	0	(321)					
Capital Financing Requirement (CFR) - closing position	5,331	160,353	165,684					
* Minimum Revenue Provision / Voluntary Revenue Contribution/ F	HRA debt repayment							

CAPITAL PROGRAMME 2014/15 TO 2018/19

		2014/15		2015/16	2016/17	2017/18	2018/19	TOTAL
	Original Budget	b/fwd from 2013/14	Revised total	Forecast	Forecast	Forecast	Forecast	Forecast
	£000	£000	£000	£000	£000	£000	£000	£000
GENERAL FUND								
ACTIVE COMMUNITIES								
Capital Grants - Chesil theatre	60	-	60	-	-	-	-	60
Changing Pavilions (Town A/C)	457	-	457	-	-	-	-	457
Disabled Facility Grants	500	206	706	500	500	500	500	2,706
River Park Leisure Centre - Essential Repairs	4,190	-	4,190	-	-	-	-	4,190
Portable Event Space	5	15	20	-	-	-	-	20
Total Active Communities	5,212	221	5,433	500	500	500	500	7,433
PROSPEROUS ECONOMY								
Enterprise Centre managed workspace	6,000	-	6,000	-	-	-	-	6,000
High Speed Broadband for Hampshire	46	-	46	46	-	-	-	93
Winchester Cathedral Roof	25	25	50	25	25	-	-	100
Hampshire Community Bank		250	250	-	-	-	-	250
Total Prosperous Economy	6,071	275	6,346	71	25	-	-	6,443
HIGH QUALITY ENVIRONMENT								
Car Parks	326	(26)	300	92	180	180	180	932
Hockley Viaduct	-	7	7	-	-	-	-	7
Magdalen Hill Cemetery - Extension	135	-	135	-	-	-	-	135
Market Lane Toilet Works	-	44	44	-	-	-	-	44
Open Space & Recreation Facilities	330	(6)	324	-	-	-	-	324
River Itchen Maintenance	75	58	133	-	-	-	-	133
Wet Shelter	50	-	50	-	-	-	-	50
Wickham Toilet Works	-	50	50	-	-	-	-	50
Total High Quality Environment	916	127	1,043	92	180	180	180	1,675

CAPITAL PROGRAMME 2014/15 TO 2018/19 2014/15 2015/16 2016/17 2017/18 2018/19 **TOTAL** Original b/fwd from Revised total **Forecast Forecast Forecast** Forecast Forecast **Budget** 2013/14 £000 £000 £000 £000 £000 £000 £000 £000 **EFFICIENT & EFFECTIVE ASSET MANAGEMENT** Abbey Gardens - environmental improvements 150 150 150 Abbey House 59 59 59 **Abbey Mill** 166 66 232 232 Abbey Mill - hydro 100 50 150 150 Archaeological Storage Facility 600 500 100 600 Asset Management Plans 30 94 64 64 **Avalon House** 741 497 1,238 1,238 559 559 559 Avalon House - tenant fit out 2-3 Bridge St 100 100 100 CarFax 2,361 245 2,606 2,606 City Offices & Annexe Works 332 170 70 402 572 70 Depot 70 70 **Guildhall Toilets** 67 67 67 **Old Chesil Rectory** 36 36 36 Property Acquisition & Development 4,000 4,000 4,000 Silver Hill associated development 7,000 7,000 7,000 150 Winchester Town Access Plan 150 **Total Asset Management Plan** 16,009 1,324 17,333 17,683 350

CAPITAL PROGRAMME 2014/15 TO 2018/19 2014/15 2015/16 2016/17 2017/18 2018/19 **TOTAL** Original b/fwd from Revised total **Forecast Forecast** Forecast Forecast Forecast **Budget** 2013/14 £000 £000 £000 £000 £000 £000 £000 £000 **IMT ASSET MANAGEMENT** E-govt 15 15 15 43 29 72 78 60 20 20 250 **Equipment** Electronic Document System & SharePoint 11 33 44 44 5 47 Hardware 42 47 7 228 Infrastructure 109 109 45 67 Software 226 11 237 165 402 **Total IMT Asset Management** 394 130 524 78 67 65 252 986 **Total General Fund** 28,602 2,077 30,679 1,091 745 932 34,220 772 HOUSING REVENUE ACCOUNT **ACTIVE COMMUNITIES** Major repairs 7,474 7,474 6,791 6,944 6,015 33,418 6,194 Stock Condition Survey 1,093 1,123 2,216 **New Build** 7,310 785 8,095 12,883 5,736 5,308 5,400 37,422 Improvements and Loft Conversions 1,454 4,292 1,414 40 681 698 719 740 **Disabled Adaptations** 715 715 733 752 797 3,771 774 Other Capital Spends 139 53 106 108 111 192 114 631 17,052 **Total Housing Revenue Account** 878 17,930 21,194 14,238 14,020 14,368 99,680 45,654 2,955 15,010 14,765 **Grand Total** 164,579 48.609 22,285 15,300