

ANGUS COUNCIL

POLICY & RESOURCES COMMITTEE – 4 MAY 2021

CAPITAL MONITORING – GENERAL FUND CAPITAL PROGRAMME – 2020/21

REPORT BY THE DIRECTOR OF FINANCE

ABSTRACT

This report appraises members of the capital expenditure incurred for the period from 1 April 2020 to 28 February 2021 and measures projected capital expenditure for the year against budgeted provision.

1. RECOMMENDATION

- 1.1 It is recommended that the committee reviews and scrutinises the expenditure to date and projected outturn position on the General Fund Capital Programme as per Tables 1 and 2 below and the accompanying capital monitoring statement (**Appendix 1**).

2. ALIGNMENT TO COUNCIL PLAN / COMMUNITY PLAN

- 2.1 The projects undertaken through the council's capital programme reflect the council's corporate priorities and contribute as a whole to the local outcomes contained within the Council Plan and the Community Plan.

3. BACKGROUND

- 3.1 The responsibilities of chief officers with regard to capital monitoring are set out in Section 7 of the council's Financial Regulations. This report seeks to ensure that budgetary control is exercised in line with those regulations through the early identification of variances and the appropriate actions for dealing with these.
- 3.2 Where the possibility of significant expenditure slippage arises, the director of finance must ensure that an assessment of the relevant programme is carried out and must consider what resultant action needs to be taken. Accordingly, it is important that directors identify and notify significant potential under and over spends to the director of finance at the earliest opportunity.
- 3.3 Report 212/20 to Angus Council on 10 September 2020 approved the 2020/21 Final Capital Budget Volume, detailing the updated 2019/2024 Capital Plan which includes the capital monitoring budget for 2020/21. The 2020/21 gross and net budgets detailed in Tables 1 and 2 below, and **Appendix 1**, are the budgets against which services must monitor their spend for the remainder of the financial year. Report 212/20 also provided detail of the strategy that has been put in place to fund the financial impact of the COVID-19 pandemic.

4. CURRENT POSITION

- 4.1 Tables 1 and 2 below summarise the current position on the overall general fund capital programme for 2020/21 as at 28 February 2021 on a gross and net (after the deduction of funding contributions) basis respectively. **Appendix 1** gives further detail in respect of the 2020/21 position of all capital projects. It may be noted that a line for ANGUSalive has been included in both tables as projects relating to buildings and other physical assets occupied / used by ANGUSalive are now separately identified within the capital programme. Angus Council continues however to own, replace, upgrade and maintain these assets.

Table 1 – GROSS Capital Expenditure

Programme	Gross Budget £000	Actual To 28 Feb 2021 £000	Actual Against Budget %	Latest Year End Estimate £000	Projected Under / (Over) Spend £000
Strategic Policy & Economy	957	38	4.0	576	381
Communities – Planning & Communities	1,154	199	17.2	318	836
Communities – Environmental Services	3,927	1,047	26.7	3,007	920
Infrastructure – Property Asset	1,153	657	57.0	901	252
Infrastructure – Roads & Transportation	13,123	4,767	36.3	7,370	5,753
Education & Lifelong Learning	10,695	7,230	67.6	9,627	1,068
Information Technology	1,253	488	38.9	730	523
Angus Health & Social Care Partnership	1,009	68	6.7	114	895
ANGUSalive	576	43	7.5	94	482
Net Total	33,847	14,537	42.9	22,737	11,110

Table 2 – NET Capital Expenditure

Programme	Net Budget £000	Actual To 28 Feb 2021 £000	Actual Against Budget %	Latest Year End Estimate £000	Projected Under / (Over) Spend £000
Strategic Policy & Economy	610	38	6.2	188	422
Communities – Planning & Communities	0	0	0	0	0
Communities – Environmental Services	3,799	714	18.8	2,554	1,245
Infrastructure – Property Asset	355	657	185.1	595	(240)
Infrastructure – Roads & Transportation	10,587	4,709	44.5	5,657	4,930
Education & Lifelong Learning *	2,622	1,820	69.4	2,190	432
Information Technology	1,035	488	47.1	512	523
Angus Health & Social Care Partnership	1,004	68	6.8	109	895
ANGUSalive	114	2	1.8	74	40
Net Total	20,126	8,496	42.2	11,879	8,247

*The actual spend of £1.820m is net of early years revenue funding of £3.421m and Scottish Government specific capital grant of £1.780m. This funding will be drawn down at the year end.

- 4.2 A small number of projects detailed on **Appendix 1** are classified as non-enhancing expenditure. This may be because the expenditure (for accounting purposes) is revenue in nature, or is capital expenditure on a third party's asset, and therefore must be transferred back to revenue at the year end. These projects are not included within the summaries of gross and net capital expenditure detailed in **Appendix 1** (page 1) or within Tables 1 and 2, above, but will continue to be monitored through the capital monitoring process
- 4.3 With eleven months (91.67 per cent) of the financial year gone the actual spend levels presented in Tables 1 and 2 are extremely low, at 42.9 per cent on a gross basis and 42.2 per cent on a net basis respectively. This unprecedented low level of actual expenditure to date is a direct result of the lockdown imposed during the COVID-19 pandemic, in particular the

shutdown of the construction industry and the delay in reopening sites (which must be compliant with new protocols introduced to ensure the health and safety of personnel on site).

- 4.4 Furthermore around 10 per cent of capital spend comes through as accruals at the year end. The value of work completed up to 31 March 2021 will be assessed as part of the year end process and expenditure accrued accordingly, hence the reason why spend can increase significantly in the final month of the year. It should also be noted that work is ongoing on a number of significant projects for which no payment has yet been made by virtue of the phasing of such projects. For information purposes, the 2019/20 actual spend outturn was 75.9 per cent (gross) and 80.4 per cent (net).
- 4.5 The projected net expenditure of £11.879million (reflected in Table 2) will be indicatively funded from the sources detailed in Table 3 below (the monitoring budget figures are presented for information purposes):

Table 3 – Funding

Expenditure / Funding Source	Monitoring Budget £000	Latest Projection £000	Variance £000
Projected net expenditure	20,126	11,879	8,247
Borrowing	6,289	-	6,289
General capital grant (balance)	12,084	11,879	205
CFCR (Balance of Special Repayments)	1,042	-	1,042
Corporate capital receipts	711	-	711
Total funding	20,126	11,879	8,247

- 4.6 Due to the significant levels of slippage that have arisen in 2020/21, the funding requiring to be applied has changed, as noted in Table 3 above. General capital grant from the Scottish Government must be used first to fund expenditure and used in year – it cannot be carried forward into 2021/22 in the same way some other grants and funding sources can. In order to ensure the council's full allocation of general capital grant is used in 2020/21 the application of other forms of capital funding dedicated to specific projects in 2020/21 (e.g. capital fund, revenue funding, etc.) will require to be deferred until 2021/22. This position continues to be monitored by Finance officers and the necessary action to ensure full use of general capital grant will be taken as part of the forthcoming year end accounts process.
- 4.7 Report 212/20 to Angus Council on 10 September approved a number of measures for dealing with any unavoidable additional costs beyond current budget allowances which may arise in the months ahead, including the use of the capital contingency and the Seagreen Wind Energy capital receipt.
- 4.8 In summary, the strategy now in place ensures that:
- budgets are adjusted where currently needed, but not before;
 - there is an agreed approach to managing and funding cost increases which may arise in the coming months;
 - a reasonable level of capital contingency is retained; and
 - compensating savings being required on a large scale, which may hurt service provision and the wider economy, are avoided.
- 4.9 As part of the capital monitoring process going forward, departmental officers are required to specifically highlight any additional known costs coming through (or those that can be reasonably estimated based on the provisions in the contract) as a direct result of the pandemic, in order for the appropriate funding to be applied. Any such costs will be reported through the regular capital budget monitoring reports submitted to this committee. No additional costs were highlighted during this particular round of capital monitoring.
- 4.10 With regard to the loans fund review, Link have concluded their review and provided a draft report, the application of the review findings (in particular the phasing of the savings) still requires to be finalised. As part of the 2021/22 budget setting on 4 March 2021 Council approved deferral of the loans fund review (originally intended to be implemented in 2020/21) – report 76/21 refers. This deferral will allow the council to conclude on whether it requires to use the COVID-19 fiscal flexibilities

prior to implementation of the savings from the loans fund review. This will allow full exploration of the various options for maximum benefit to the council.

5. COMMENTARY ON SIGNIFICANT MONITORING ISSUES

5.1 The following table(s) detail those departments / services which are currently anticipating significant under or overspends of overall gross expenditure. Only the main areas making up each overall variance have been highlighted, along with a brief commentary on the reasons for that variance.

5.2 Individual variances of lesser value are reflected in the 'Other Minor Variances' line (where applicable). While these individual variances may actually total a significant level, particularly for the bigger capital programmes, no specific commentary has been provided. If members require specific detail on individual projects beyond the summary position presented in this report, they should contact the relevant director.

5.3 Table 4 – Strategic Policy & Economy

Project Nos.	Project	Gross Under/ (Over)spend £000	Commentary
1	Montrose South Regeneration	404	Awaiting date for Lands Tribunal to determine compensation payments
	Other Minor Variances	(23)	
	Gross Under / (Over)spend	381	

Table 5 – Communities – Planning & Communities

Project Nos.	Project	Gross Under/ (Over)spend £000	Commentary
9	Town Centre Fund	753	COVID-19 restrictions have delayed the delivery of projects agreed with elected members.
	Other Minor Variances	83	
	Gross Under / (Over)spend	836	

Table 6 – Communities – Environmental Services

Project Nos.	Project	Gross Under/ (Over)spend £000	Commentary
16	Restenneth Landfill Site – Phase 3B Capping	250	Delay in signing off the agreement with regulators and contractor for the initial works required to enable capping works to proceed.
24	Future Burial Provision, Arbroath	141	Slipped to next year as still in the process of identifying and purchasing land. This is taking longer than first anticipated.
25	Kirriemuir Cemetery Extension	106	Unable to proceed this year due to adverse weather.
26	Development of Transfer Area at Restenneth Landfill Site	132	Slipped to 2021/22. Property Services have had to delay this project due to other demands. Now progressing and currently at the design stage.
	Other Minor Variances	291	
	Gross Under / (Over)spend	920	

Table 7 – Property Asset

Project Nos.	Project	Gross Under/ (Over)spend £000	Commentary
41	Provision for Agile Angus/Estates Review – Locality Hubs	186	Furniture requirements have been reduced, however the funding has been used to offset additional costs identified on the buildings as works have progressed.
	Other Minor Variances	66	
	Gross Under / (Over)spend	252	

Table 8 Infrastructure – Roads & Transportation

Project Nos.	Project	Gross Under/ (Over)spend £000	Commentary
46	Arbroath (Brothock Water) Flood Protection Scheme	2,184	The delivery programme of the project has been under detailed review with the appointed contractor. A revised expenditure profile has been prepared, which has resulted in an underspend in 2020/21, which will be reprofiled into future years.
48	Conversion to LED Street Lighting	307	Limited staff resource within Angus Council and the Lighting Partnership together with COVID-19 restrictions. Delivery will be in early 2021/22 to complete this funding phase.
50	Spaces for People	406	tba
52	Carriageway/Footway Reconstruction	550	Additional spend on surface dressing cost will be met from Revenue Budget funds (£500k). Slippage £900k due to winter weather, which the service is looking to mitigate against as much as possible.
53	Road Structure Repairs/ Strengthening	292	Limited staff resource to design, award and deliver work within timescale and impact of winter weather, which the service is looking to mitigate against as much as possible.
55	Coastal Protection/River Flood Alleviation	294	Limited staff resources to design, award and deliver work within timescale.
59	Route Action Plan – Montrose to A90 Link Road	939	The original phasing of this project allowed for an initial phase of construction works in this year. This has been deferred based on the developing transport appraisal and design development per schedule 1 of report 368/19. A more substantive re-profiling of the updated capital budget is required and will be reported to committee in due course, once the preferred route(s) stage has been reached (which is forecast to be by the end of 2020/21).

62	Arbroath Active Travel Active Town	624	Project re-profiled due to delays caused by COVID-19
63	Montrose Coastal Protection- Preliminary Works	237	Limited staff resources to award and deliver work within timescales.
	Other Minor Variances	(80)	
	Gross Under / (Over)spend	5,753	

Table 9 – Education & Lifelong Learning

Project Nos.	Project	Gross Under/ (Over)spend £000	Commentary
66	Arbroath Schools Project (Phases 2 & 3a) – Ladyloan PS and Muirfield PS	468	Reprofiled to take account of COVID-19 costs. Replacement play structures will now be installed in 21/22.
87	Early Years Expansion – Existing Space Conversion at Inverbrothock PS	200	Actual works required to complete the project were lower than initially costed
91	Early Years Expansion – Contribution to Replacement of Monifieth High School	500	This project has been re-phased to align with other proposals for the Monifieth school estate.
	Other Minor Variances	(100)	
	Gross Under / (Over)spend	1,068	

Table 10 – Information Technology

Project Nos.	Project	Gross Under/ (Over)spend £000	Commentary
111	DSE IT Provision work from home	368	Due to the impact of COVID-19 on the global supply chain, some expenditure will be deferred until 2021/22.
	Other Minor Variances	155	
	Gross Under / (Over)spend	523	

Table 11– Angus Health & Social Care Partnership

Project Nos.	Project	Gross Under/ (Over)spend £000	Commentary
114	Provision for The Gables Replacement	500	The project timeline has slipped due to unexpected issues. Moved to 21/22 per updated Capital Plan.
115	Provision for Complex Care Accommodation	250	Expenditure has been re-profiled due to changes within the Care Home sector. AHSCP need to review the opportunities within the overall care home market with Procurement, and revisit options of Mental Health provision, previously assumed to be at Seaton Grove.
116	Analogue to Digital Community Alarm	145	Delay to control room upgrade due to COVID-19 resulted in further delays to ordering and replacing alarm units.
	Gross Under / (Over)spend	895	

Table 12 – ANGUSalive

Project Nos.	Project	Gross Under/ (Over)spend £000	Commentary
122	Leisure / Cultural Equipment Replacement Programme	387	Due to current circumstances surrounding COVID-19, it is now anticipated that there will be little spend on the R&R fund this year.
	Other Minor Variances	95	
	Gross Under / (Over)spend	482	

6. HOUSING CAPITAL MONITORING

- 6.1 Table 13 below sets out for information purposes, a summary of the position on the Housing Revenue Account (HRA) capital monitoring which was last reported to the Special Communities Committee of 9 February 2021 (report 25/21 refers).

Table 13– Housing Capital Programme

Expenditure / Funding Source	Monitoring Budget £000	Latest Projection £000	Variance £000
Projected net expenditure	13,943	13,243	700
Borrowing (including Survive & Thrive)	4,861	3,746	1,115
Capital receipts	-	415	(415)
Capital Funded from Current Revenue	8,231	8,231	-
Affordable Housing Reserve	500	500	-
Transfer from Earmarked Reserves	351	351	-
Total funding	13,943	13,243	700

- 6.2 Members may wish to refer to report 25/21 for further detail.

7. CAPITAL PROJECTS MONITORING GROUP

- 7.1 The first Capital Projects Monitoring Group (CPMG) meeting of the 2020/21 financial year, which took place on 6 August 2020, considered and made recommendations regarding the updated 2019/2024 Capital Plan and proposed 2020/21 capital monitoring budget.
- 7.2 The fifth meeting of the CPMG took place on 17 March 2021, where actual expenditure to 31 January 2021, projected outturns and any necessary remedial action were discussed. Should members wish to see the full minute of CPMG meetings, these are available from the Democratic & Members Services section of Legal & Democratic Services.

8. FINANCIAL IMPLICATIONS

- 8.1 The financial implications for the council arising from this report are as detailed in the body of the report. Any future variances of projected spend against available budget will be subject to ongoing review and the need for corrective action will be raised with the appropriate director where considered appropriate.

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NOTE: No background papers as defined by Section 50D of the Local Government (Scotland) Act 1973 (other than any containing confidential or exempt information) were relied on to any material extent in preparing this Report.

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List of Appendices: Appendix 1 – Capital Monitoring Statement