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| REPORT FOR: | | CABINET | | |
| Date of meeting: | | 09 July 2020 | | |
| Subject: | | Revenue and Capital Outturn 2019/20 | | |
| Key Decision: | | Yes | | |
| Responsible Officer: | | Dawn Calvert, Director of Finance and Assurance | | |
| Portfolio Holder: | | Councillor Adam Swersky, Portfolio Holder for Finance and Resources | | |
| Exempt: | | No | | |
| Decision subject to Call-in: | | Yes | | |
| Wards affected: | | All wards | |
| Enclosures: | | Appendix 1 - Revenue Carry Forward Schedule 2019/20.  Appendix 2 - Capital Receipts Flexibility Outturn 2019/20.  Appendix 3 - Movement in Reserves 2019/20.  Appendix 4 - 2019/20 MTFS Savings Tracker.  Appendix 5 - Capital Outturn and Funding 2019/20.  Appendix 6 - Council Trading Company Outturn 2019/20. | | |
| Section 1 – Summary and Recommendations | | | | | | |
| This report sets out the Council’s revenue and capital outturn position for 2019/20.  **Recommendations:**   1. That Cabinet notes the revenue and capital outturn position for 2019/20 as summarised in paragraphs 1 to 1.2.      1. That Cabinet notes the movement between reserves as summarised in table 2, paragraphs 2.41 to 2.53. 2. That Cabinet notes the revenue carry forwards as summarised in table 3, paragraph 2.54, which have been approved under delegated authority by the Director of Finance. 3. That Cabinet notes the slippages on the Capital Programme, summarised in tables 6 and 7 that have been approved under delegated authority by the Director of Finance for carry forward into 2020/21. 4. That Cabinet approve the proposed addition to the Capital Programme as set out in paragraphs 3.23 to 3.24. 5. That Cabinet notes the Council’s Trading Company’s outturn position, as detailed in Appendix 6.   **Reason (for recommendation)**  To report the final position for the financial year 2019/20 | | | | | |

# Section 2 – Report

**EXECUTIVE SUMMARY**

1. The revenue outturn position for the Council’s General Fund at the end of the financial year 2019/20 shows a balanced position after a transfer to reserves.

* + 1. The balanced budget position assumes a total revenue budget carry forward of £3.171m on general fund budgets and £52k on HRA budgets, which are added to reserves in 2019/20 for use in 2020/21.

1. Total spend on the Capital Programme for the year is £90.586m against a budget of £319.069m, giving a variance of £228.483m. The variance of £228.483m is made up of a total slippage of £215.731m which will be carried forward into 2020/21 and underspends of £12.752m across the General Fund and HRA.
2. **REVENUE OUTTURN**

The revenue outturn position for the Council’s General Fund at the end of the financial year 2019/20 year shows a balanced position after transfers to and from reserves. The outturn position is summarised below:

£m

* Overspend on Directorates 2.451
* Directorates Carry forward 2.637
* Corporate Items (0.387)
* Technical and Corporate Adjustments (6.670)
* Corporate Carry Forward 0.534
* Corporate Contingency (1.248)
* one-off WLWA Income (0.289)
* Sub Total transfer to reserves as follows: (2.972)
* Business Rate Pool Income built into 2020/21 budget 1.800
* Pinner Wood income transfer to Capacity/Transformation reserve 1.172

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* The Council’s net position after a net Directorate overspend of £5.088m and Corporate adjustments is a balanced position. This is after a total contribution to reserve of £2.972m, which is made up of, (£1.800m) 2019/20 Business Rate Pool income that is built into the 2020/21 budget and a one-off income of (£1.172m) received from the Department for Education for the Pinner Wood School which is transferred into the Council’s Capacity Built/Transformation Reserve.

1. Table 1 below sets out the Summary Revenue Outturn position

**Table 1: Revenue Outturn 2019/20 Summary** 

**Directorates’ Outturn**

1. The outturn for the Directorates is a net over spend of £5.088m after taking into consideration carry forwards of £2.637m. The position for each directorate is summarised as follows:

**RESOURCES**

1. The outturn position for Resources is an under spend of (£390k) after allowing for a carry forward of £439k. The key reasons for the under spend are detailed below:

* Customers Services are reporting a net (£163k) underspend. This mainly relates to a reduction in BT charges, lower Sopra Steria charges, lower printing costs and staff savings due to the rescheduled delivery of the MyHarrow Account replacement by Capita which enabled existing staff to carry out work rather than bringing in additional resource.
* Revenues and Benefits are reporting a (£511k) net underspend. £260k relates to the Revenues section and reflects higher than expected summons income, an under spend in concessionary travel assessments caused by policy change, an underspend in Cashier’s caused by staff vacancies and reduced credit/debit card fees. A further £251k underspend relates to Benefits and is due to a cumulative collection of housing benefits overpayments and the DWP compensation exceeding the original overpayment amount.
* The Finance division is reporting a net (£95k) underspend, which largely relates to increased insurance recoveries throughout the year and a number of other minor variances across the service. This underspend is after allowing for a transfer into an Investment Property Reserve of £7k to contribute towards potential future repairs and voids.
* Legal and Governance are reporting an overall net (£395k) under spend due to a higher than anticipated demand for Land Charges, Registration and Legal Services.
* Other net minor under spends across the services of (£107k).

1. The above underspends are partly offset by a number of over spends:

• Human Resources are reporting a net £227k overspend which is the additional cost of bringing the HR service back in house on 1 October 2019.

* The Strategy division is reporting a net overspend of £654k after allowing for a £439k grant funded carry forward. The variance relates mainly to £414k in the communication service; of which £300k had been anticipated and reflects budget growth which has been included in the 2020/21 budget. The further overspend of £114k relates to increased demand higher than in previous years for internal communication, cost of essential software and loss of external income and sponsorship due to COVID-19. The remaining overspend of £240k relates mainly to loss of income from schools and additional staff cost required to meet the increased service demands.

1. The recommended carry forward requests of £439k are set out in Appendix 1

**COMMUNITY**

1. The outturn position for the Community directorate is an over spend of £4.585m after taking into consideration £445k of carry forwards.

Commissioning, Environment and Culture Services

1. The Commissioning, Environment and Culture service has an overspend of £3.783m, which is made-up of the following:

Environment and Culture

1. Environment and Culture services have an over spend of £643k, the key reasons for the over spend are detailed below:

●Waste Management £497k**:** There was a cost pressure in waste disposal due primarily to the increasing cost of disposing of dry recycling waste.

* Interim management arrangements were in place for the majority of the year, resulting in an overspend in staffing costs of £188k.
* Public Protection £168k: There was an underachievement of Health & Safety SLA income (£52k) due to the reduced uptake of the service by schools. Income from licensing activities was less than budgeted (£100k).
* Cultural Services £16k: There was an underachievement of income relating to the MTFS target for the Harrow Arts Centre £106k, which was partially offset by an under spend on the expenditure budgets within the Music Services (£91k).
* Libraries and Leisure (£132k): The libraries service underspent on salaries due to vacancies and the changes to the staffing structure following operational changes. There was also an overachievement of income from school SLAs. The unachieved MTFS target relating to the Harrow Leisure Centre (£100k) was offset by a planned drawdown from the Library reserve.
* Clean & Green (£92k): The under spend was the result of a lower than anticipated spend on agency staff. In addition, there was an overachievement of income from grounds maintenance works.

Commissioning and Commercial Services

1. Commissioning and Commercial services has an over spend of £3.108m, which is made-up of the following:

* Facilities Management £2.873m: The building maintenance and cleaning budget overspent by £2m. There was a cost pressure on repairs and maintenance works across the corporate property portfolio. The budget was insufficient to fund all planned preventative maintenance and reactive maintenance works. A growth budget of £500k has been provided as part of the 2020/21 MTFS, and the Service is being reviewed to ensure that better cost controls and budgetary management are put in place in 2020/21. The school building cleaning service overspent by £760k, which is a combination of an underachievement of income budget and additional service costs resulting in an under recovery of costs from schools. Other overspends in the service also included utilities costs at Civic Centre.
* Catering Services £134k: There was an over spend of £158k for both canteens in Civic Centre and the depot, primarily due to an increased spend on staffing costs and a shortfall in income. This was partially offset by the management fee generated from the school meals managed service (£15k).
* Contracts Management £133k: There was a cost pressure on Public Mortuary SLA £38k. Staffing costs for the year overspent by £54k. In addition, there was an unachieved procurement MTFS target £40k.
* Corporate Estates £113k: There was a net underachievement of rental income across the corporate property portfolio.
* Business and Commercial £43k: The cost pressures in commercial grounds maintenance, meals on wheels and advertising were partially offset by an overachievement of income in Trade Waste, resulting in a net overspend of £43k in the service.
* Parking and Network Management (£94k): Parking Service had a net overspend of £53k due mainly to a reduced parking income in March 2020 amid COVID-19 pandemic. This is offset by an overachievement of income from street works (£147k).

1. The above pressures were mitigated in part by a net underspend of (£94k) achieved in other service areas in the Commissioning and Commercial area.

Directorate Management

1. There was a net overspend of £35k, due mainly to an increase in bad debt provision across the directorate.

Housing General Fund

1. Housing General Fundshows an under spend of (£110k) which is attributable to the following:

* The (£110k) underspend is from the additional receipts from a Housing Association in exchange for release of Council nomination rights secured on properties sold and a loan repayment.

1. Following the transfer of the 72 Gayton Road affordable units to the HRA from 1st of October 2019, there was a shortfall of £241k against the Community MTFS saving which has been met corporately.

Regeneration, Enterprise and Planning

1. The Regeneration, Enterprise and Planning services achieved a break-even position.
2. The revenue costs of regeneration activity totalled £2.21m. £1.3m of this is funded from capacity already set aside within the Minimum Revenue Position (MRP). This is inclusive of regeneration programme delivery costs, staff time and additional consultancy advice costs. The outturn position includes the write off of abortive costs associated with Vaughan Road disposal (£910k).
3. The recommended carry forward requests of £445k for Community are set out in Appendix 1.

**PEOPLE SERVICES**

1. The outturn position for People’s directorate is an over spend of £893k after taking into consideration a £1.753m carry forward.

Adult Services

1. The final outturn for Adult Services is an over spend of £330k. This is due to the abortive costs of Project Infinity being written off from capital to revenue following the cessation of the IBM agreement in May 2019.
2. In 2019/20, £2.6m of additional funding was received for social care. As this funding was announced for 1 year only, it was not built into the budget and held centrally. At year end, £2.4m of this grant was drawn down and the balance has been put in the reserve.
3. The final outturn position required a £665k additional draw down from the £2.4m budget set aside from the corporate budgets, leaving a balance of £1.753m that is been carried forward for Adult Social care pressure in 2020/21.

Public Health

1. Public Health is reporting a balanced position after drawing down £279k from the Public health reserve in relation to 2019/20. Underspends within the Sexual Health, Health check and Tobacco control services have been offset against overspends in the wider determinants of health and wider health improvement service, which led to a need for a drawdown from the reserves.

Children’s Services

1. Children’s services has an over spend of £563k detailed as follows:

* Special Educational Needs Transport £823k: There is reliance on commissioned taxi provision and ongoing use of agency staff to cover driver and escort vacancies as well as an increase in demand. SEN Transport is subject to a whole systems review commissioned by the Corporate Director Resources.
* Frontline Teams Staffing & Resources £512k: In order to manage caseloads agency staff are required to cover vacant Social Work posts, including sickness and maternity cover. There are around 18%-20% of frontline posts which are covered by agency and ‘As and when’ workers to provide statutory supervised contact sessions.

* Alexandra Avenue £159k : These are costs for relocation and refurbishment of Civic 5/6 to allow staff from Alexandra Avenue (SEN Service, Educational Psychology, Children & Young Adults with Disabilities) and staff from CNWL to relocate to Alexandra Avenue. In the longer term there will be a saving from not paying the rent and for 2020/21 the £196k lease budget will be transferred permanently out of Children’s Services to Corporate.
* Mosaic team Staffing £126k: This overspend is mainly due to specialist agency staff required to cover vacancies during the implementation of a new social care system Mosaic.
* Schools Private Finance Initiative £111k: This is as a result of a contribution to the PFI sinking fund to ensure the PFI contract is affordable in future years.
* Section 17 and Client Related Spend £83k: Expenditure to support families with children subject to a Child Protection or Children in Need plan, to help children remain at home where it is safe to do so.
* External Legal costs £60k: These are legal disbursement costs in relation to care proceedings, including expenditure on barristers, court fees, expert fees and solicitor fees. The use of external barristers is increasing. Also during proceedings the Court can require specific assessments to be completed by experts.

1. The above pressures have been partially mitigated by the maximisation of grants, additional one off income and centrally held management actions.

Dedicated Schools Grant (DSG)

1. The Dedicated Schools Grant (DSG) is a ring-fenced grant of which the majority is used to fund individual school budgets in maintained schools, academies and free schools in Harrow. It also funds Early Years nursery free entitlement places for 2, 3 and 4 year olds in maintained council nursery classes and private, voluntary and independent (PVI) nurseries as well as provision for pupils with High Needs including those with Education Health & Care Plans (EHCPs) in special schools and special provision and mainstream schools in Harrow and out of borough. The DSG is split into blocks: schools block, early years block and high needs block.
2. There is an underspend on the Schools, Early Years and Central Blocks of (£1.250m) which will be transferred to a reserve which is held and controlled by Schools Forum. There is an over spend on the High Needs Block of £2.944m which will be transferred to a separate reserve which will hold a deficit balance which sits with the LA.

DSG Deficits

1. The government consulted on the accounting treatments of deficits on the DSG. The consultation focussed on changing the conditions of grant and regulations applying to the DSG so as to clarify that the DSG is a ring-fenced specific grant separate from the general funding of local authorities. Therefore any deficits an authority may have on its DSG account is expected to be carried forward and does not require to be covered by the authority’s general reserves.
2. With effect from 2019-20 the DfE has tightened up the rules under which local authorities have to explain their plans for bringing the DSG account back into balance.
3. The DfE will require a report from any LA that has a cumulative DSG deficit of more than 1% at the end of the financial year. The 1% calculation will be based on the latest published DSG allocations for 2019-20 compared with the deficit shown it he authority’s published draft accounts.
4. The final deficit in 2019-20 of £2.944m represents 1.35% of the overall DSG allocation (including academy funding).
5. Recovery plans will need to be discussed with Schools Forum and should set out the authority’s plans for bringing the DSG account back into balance. The Chief Finance Officer (CFO) must also review and sign off the report before submitting to the DfE. If the LA judges that it cannot recover the whole of its cumulative DSG deficit within a timely period it must explain the reasons for this.
6. The deficit of £2.944m will be carried forward into the next or subsequent years. Plans are continuing to be developed to discover ways to be more efficient on spending on services for children and young people with Special Educational Needs and Disabilities, in particular focusing on increasing certain provision within the borough and thereby reducing the council’s reliance on expensive out-of-borough provision.
7. A recent survey by the Association of Local Authority Treasurers reveals that 83% of responding LAs reported a HNB deficit in 2018-19 totalling £210m rising to 88% (90% in London) forecasting a deficit in 2019-20.
8. For Harrow there has been an increase in the HNB budget since 2013 of £6.908m (29%) compared with an increase in HNB spend of £9.4 (38%) over the same period and increase in Education Health and Care Plans from 1,168 January 2014 to 1,796 January 2020 (54%).
9. The recommended carry forward requests of £1.753m for People’s directorate are set out in Appendix 1

**CORPORATE**

Corporate Items

1. Corporate items are underspent by (£387k) as follows:

* (£244k) under spend against the Pension Augmentation budget of £3m.
* (£80k) underspend on subscription charges paid in the year.
* (£63k) underspend on external audit fees.

Technical and Corporate Adjustments

1. The variance of (£6.671m) on Technical and Corporate Adjustments, after allowing for a carry forward of £534k, is detailed as follows:

* (£2.316m) is the saving against capital financing charges due to a reduced spends against the Capital Programme and securing in-year borrowing at a rate lower than budgeted.
* (£411k) is a net underspend as a result of the final value of the goods or services received and invoiced been lower than the original purchase order commitment amounts.
* (£1.8m) is the 2019/20 Business Rates Retention Pilot income which is built into the 2020/21 budget.
* Other underspends on the technical budget of (£153k).

1. Additional grant income of (£1.456m) was received after the budget was set:

* (£151k) from the 2018/19 Section 31 grant finalised after the audit process.
* (£133k) Levy Account Surplus that was announced in December 2019 as part of the 2019/20 financial settlement.
* (£1.172m) of one-off income was received from the Department for Education (DFE) toward the expenditure incurred for Pinner Wood school. This will be transferred to the Capacity Build/Transformation Reserve.

1. The council also received (£289k) one-off income from the West London Waste Authority which relates to a rebate on the 2018/19 waste levy.

Contingency

1. There have been no calls against the (£1.248m) contingency for unforeseen items this year.

Capital Receipts Flexibility 2019/20

1. The budgeted £3.1m capital receipt to be applied to Capital Flexibility was fully applied. A detailed breakdown of the £3.1m applied is included in Appendix 2.
2. The recommended carry forward requests of £534k on Corporate budgets are set out in Appendix 1

RESERVES

1. The main reserves are set out in the following table, supported by narrative. A more detailed analysis of the movement in reserves is set out in Appendix 3.

**Table 2: Movement In Reserves** 

1. **CIL Harrow Reserve** – The **Community** **Infrastructure** **Levy** is a planning charge introduced by the Planning Act 2008 as a tool for local authorities in England and Wales to help deliver infrastructure to support the development of their area. Harrow has £8.948m in the reserve as at 31st March 2019, £2.452m has been added during the year and £3.612m drawn down, giving a closing balance of £7.788m. This will be used to support the Capital Programme.
2. **Business Risk –** Established to cover potential shortfall/risk of achieving sufficient savings to cover future year budget gaps. £3m from the reserve is planned for investment in front line priorities at £1m per annum. The remaining balance of £4.526m is built into the MTFS in 2020/21 and 2021/22.
3. **Budget Planning Reserve** – The balance at the beginning of the year was £6.829m. £4.2m has been drawn down in year leaving a balance of £2.629m which is built into the 2020/21 budget. The full balance of £2.629m on this reserve has been applied to the 2020/21 budget.
4. **Revenue Grant Reserve –** This reserve holds revenue grants to be used for specific purposes or which may be subject to claw back if conditions of the grant are not met. The net contribution to this reserve in 2019/20 is £2.145m, bringing the total to £7.085m as at 31st March 2020.
5. **Business Rate Pool Reserve –** This reserve of £1.8m relates to the funding from the 2019/20 Business Rates Pool. The full value is built into the 2020/21 budget.
6. **Capacity Building/Transformation Reserve –** The balance of this reserve at the beginning of the year was £4.261m. £2.212m has been drawn down in year and £1.172m added which leaves a balance of £3.221m. The balance is ear marked for organisational transformation costs.
7. **Public Health Reserve –** This reserve relates to unspent government grant paid in relation to the delivery of public health responsibilities. The conditions which apply to the use of the ring-fenced grant also apply to unspent balances, with the Department of Health reserving the right to reduce future year allocations where underspends are considered material.
8. **MTFS Implementation Reserve –** This reserve is earmarked to facilitate the achievement of MTFS savings. The balance at the start of the year was £2.067m, £280k has been drawn down in the year to fund redundancy and pension strain costs, which leaves a balance of £1.847m at 31st of March 2020.
9. **Legal Services Contingency –** This reserve is a contingency to cover any possible income shortfalls from the legal shared services arrangement with other local Authorities.
10. **Commercialisation Reserve** – The balance on this reserve is £1.265m. This is ear marked to support the Community directorates.
11. **HRA Transformation Reserve** – This reserve will be used to support funding of the new mandatory replacement Housing IT system.
12. **Other HRA Reserves** – These reserves will support the BCHfL programme, housing repairs and the impact of welfare reforms on Council tenants.
13. **Projects in Progress (c/fwds)** – This reserve holds the revenue carry forward requests from the 2019/20 outturn process. The carry forward requests are summarised below in table 5 and detailed in Appendix 1.

**Table 3: Summary of Revenue Carry Forwards**



**GENERAL FUND BALANCES**

1. General Fund balances remain at £10.008m.

**MTFS Implementation Tracker**

1. The 2019/20 budget includes approved savings of £5.946m. The actual achievement of savings is summarised in table 4 below and shown in detail in Appendix 4:

**Table 4: Savings Tracker 2019/20 summary of MTFS Tracker**



1. Of the £5.946m of savings in 2019/20, a total of £776k are being categorised as red savings which means they were not achieved in 2019/20.

Analysis of the Red Savings

1. In **Community** directorate, £776k of savings were classified as red:
   * Income from depot expansion £246k: This saving reflects the repayment of borrowing costs of the capital investment of £24.2m. The timeline for completion has been revised due to having to go back to planning for additional floors and car parking. The result is a delay in the completion of workshops/warehouses which were originally planned for 2019/20 in order to generate additional rent income to meet the target. This target was partially mitigated by the rent income within the corporate property portfolio.
   * Partial reversal of Environment growth £255k: This is unachievable as a reduction in budget in Waste Services will adversely impact on the capacity to deliver front line services. This shortfall was met by corporate contingency in 2019/20.
   * Food Waste route optimization £75k: There is a saving target of £150k profiled over 18/19 and 19/20. The food waste related initiatives are being progressed as part of the implementation of Waste Review. However, this has not been achieved but was mitigated by salaries underspend within Waste Services in 2019/20.
   * Phoenix – commercialization of CCTV operations £200k: Commercial activities are linked to the creation of a new Alarm Receiving Centre at the depot. The procurement of CCTV infrastructure will be undertaken in line with the depot construction timeline. This pressure was mitigated by an over-achievement of parking permits income in 2019/20.

Analysis of the Amber Savings

1. The amber rating indicates that a saving was partially achieved in the year but not fully achieved. The £1.251m of amber savings (in Table 5) have been further analysed to show how much was achieved (green) and the amount of unachieved savings (Red).

**Table 5: Analysis of 2019/20 Amber Savings.**



1. **Community** -Of the£530k savings categorised as amber in Community, the following savings of £197k has been re-categorised as red:

* Harrow Arts Centre £107k: A delay in implementing the capital project to refurbish buildings and bring redundant units into use resulted in a shortfall of income. This savings is expected to be fully achieved in 2020/21.
* Vernon Lodge and Atkins House £50k: the MTFS target of £130k profiled in 2019/20 relates to Atkins House. The delay in completing the refurbishment works resulted in a part-year occupancy of the units and hence a part-year rental income only.
* Contract re-procurement £40k: Of the MTFS target of £250k profiled in 2019/20, procurement savings of £210k were achieved from highway works contract and vehicles contract, leaving a residual £40k that remained unachieved. This savings is expected to be fully achieved in 2020/21.
* The remaining £333k of amber savings were re-categorised as green as these were achieved

1. **People Services** – Of the £1.251m Home in Harrow savings (PA 05), £1.175m has been re-classified as green while £76k is re-classified as red.
2. Of the £76k now rated red, £17k shortfall is due to the commissioning moves with the most complex individuals that are taking longer than expected. The remaining shortfall of £59k relates to targeted reviews. In relation to these, both shortfalls have been mitigated within the services’ budgets*.*

**HOUSING REVENUE ACCOUNT (HRA)**

1. HRA achieved a surplus of (£52k), after reserve transfers to support the new Housing IT system and repairs programme. The under spend will be used to support a carry forward request of £52k for a stock condition survey, resulting in an overall neutral position.
2. Pressures on repairs have been offset by capacities in staffing, utilities and other operating expenditure combined with unutilised contingency and increased capitalisation of regeneration costs as a result of progress in the Building Council Homes for Londoners' (BCHfL) programme.
3. The management restructure, implemented 2nd December 2019, and service reviews are aimed at achieving permanent revenue cost reductions of £1.9m by March 2021.
4. Data underpinning 2019/20 results, impact of COVID-19 on both revenue and capital accounts together with future Government announcements will have to be evaluated through the HRA Business Plan. This will be reported to Cabinet to gauge the impact of unprecedented events on the property and construction industries together with broader macro-economic assumptions.
5. **CAPITAL**
6. Total spend on the Capital Programme for the year is £90.586m, which is 28% of the approved budget of £319.069m. The variance of £228.483m comprises slippage of £215.731m and an under spend of £12.752m.

* £7.735m of the under spend relates to HRA which is due mainly to Gayton Road as set out in paragraph 3.21 and £5.017m is for the General Fund.
* Of the £5.017m underspend on General Fund budget, £2.797m mainly relates to the historical capital projects write offs, within the Community and People directorate and other budget adjustments. This leaves a net balance of £2.219m real underspend, £1.745m of this has already been taken into account as part of the 2020/21 budget setting leaving a balance of £474k. £435k will remain in the Capital programme as a budget to fund future Capital projects and the balance of £39k will be removed from the Capital programme.

**Table 6: Summary of Capital Outturn**



1. The slippage identified in Table 7 below and detailed in Appendix 5 has been approved under delegated authority as carry forwards by the Chief Finance Officer.

**Table 7: Capital Outturn 2019/20**



**DIRECTORATE PERFORMANCE ON CAPITAL**

1. The capital programme by directorate is included in Appendix 5 showing performance against the latest approved budget for each programme line. Set out below is narrative to explain the capital outturn and the major variances:

**Resources**

1. The directorate spent £36.269m against a budget of £143.434m, a 25% spend and a variance of £107.165m of which £106.268m will all be slipped to 2020/21 The remaining balance of £897k is reported as an underspend. There are no revenue budget implications as a result of this slippage. The key reasons for slippage are listed below:

* Devolved Application (£927k) expenditure has been re-profiled to better reflect millstone delivery. The remaining work will be delivered in 2020/21.
* Property Investment (£94.407m) slippage reflects the delay in the purchase of investment properties. Recent CIPFA guidance on this subject has been to inform Local Authorities that borrowing solely for the purpose of purchasing investment properties will no longer be regarded as prudent borrowing. Given there is an income target attached to investment property purchases in 2021/22, this will need to be addressed as part of the 2021/22 budget setting process.
* The on-going refresh and enhancement of ICT (£4.483m), the expenditure has been re-profiled to reflect revised delivery plans. The projects must be delivered by 2020/21.
* ABAVUS (£513k), the slippage reflects planned expenditure in the second final year of project delivery.
* Enterprise Resource Planning System ERP: (£2.362m) will be slipped into 2020/21 to reflect planned schedule of delivery of new ERP system in 2020/21.
* ICT Recommissioning (£1.044m) the slippage reflects planned schedule of project completion and corresponding cost to be incurred in 2020/21.
* Other Council Wide under spend (£2.202m) will be slipped into 2020/21.
* The remainder relates to numbers of smaller amounts which will be used to complete projects in 2020/21

**Community**

1. The net position for the Community Directorate is an outturn of £40.369m against the budget of £114.021m, a 35% spend. The variance is £73.652m, £70.082m will be slipped to 2020/21 while £3.569m underspend will be removed from the programme.

Commissioning, Environmental and Culture Services

1. The services spent £28.141m against a budget of £62.959m. £34.291m is requested to be slipped into 2020/21 and relates mainly to the following projects.

Commissioning, Environmental

1. The services spent £25.987m against a budget of £58.303m. £31.791m is requested to be slipped into 2020/21 and relates mainly to the following projects

* Depot redevelopment (£8.921m). The construction completion timeline has been revised following the addition of additional floors and car park on the development and various changes made to the programme. The project is now scheduled to be completed in April 2021.

There are MTFS targets of £246k and £1.154m in 2019/20 and 2020/21 respectively associated with this project. The MTFS target for 2019/20 was not achieved but was partly offset by an over-achievement of rent income within the corporate property portfolio. The achievement of future year savings is being assessed by the directorate.

* Redevelopment of Vernon Lodge (£7.858m) and Probation Centre (£2m). The originally planned scheme at Vernon Lodge is no longer progressed. A revised business case for the project is currently being reviewed, along with the inclusion of the Probation Centre as part of a wider proposal to provide homeless accommodation, to assess the financial viability of the scheme.
* There are MTFS savings targets of £80k and £643k in 2020/21 and 2021/22 respectively associated with Vernon Lodge and £275k in 2021/22 associated with Probation Centre. The delay may have an impact on the achievement of the MTFS savings and this will be assessed once the scheme redesign is complete.
* Vehicle procurement (£7.659m). The original vehicle replacement programme was complete in 2019/20. The remaining budget will be used to fund vehicle replacement in future as part of the rolling programme. A contribution of £100k saving to the MTFS target relating to contract re-procurement was achieved in 2019/20.
* CCTV Infrastructure (£1.265m) and Unmanned Aerial Vehicles UAV (£400k). The CCTV project originally covered the replacement of aged CCTV equipment and the building of a new Alarm Receiving Centre. Following a review of the original business case, subsequent changes have been made to deliver a CCTV Control Room instead. The CCTV Control Room will be located in the depot and is scheduled to be completed in line with the depot redevelopment project.
* There is a MTFS target of £200k in 2019/20 in relation to CCTV commercialisation, which was not achieved but was mitigated within Parking & Network Management Services to offset this pressure.
* There is also a MTFS target of £92k in 2021/22 in relation to UAV to reflect the capital financing costs associated with the project. The financial viability of the project is being assessed by the directorate to inform a decision on this.
* Headstone Manor Park for People project (£897k). This project is externally funded by Heritage Lottery Fund and other match funding. The delay is due to winter storms and wet ground conditions, which prevented works from being completed as per original timeline. The slippage has no implications on the revenue budget.
* Redevelopment of Rayners Lane toilet block (£71k), Harrow Weald toilet block (£149k) and the former civil defence building at Bannister Sports Centre (£348k). Due to the delay in obtaining planning permission, these projects are now expected to be completed in early 2020/21. The redeveloped buildings are expected to generate a rent income which has been assumed in the existing MTFS with savings of £36k profiled in 2021/22. As the works are due to be completed in 2020/21, there should not be any significant impact on the achievement of MTFS targets.
* Parks Infrastructure (£276k) and Parks Playground Improvement (£123k). The improvement works on park path network and playground replacement are on-going. Due to the impact of health pandemic, the work programme has been put on hold and will resume once the social distancing restrictions are eased. The slippage has no implications on the revenue budget.
* High Priority Planned Maintenance (£248k) and Corporate Accommodation (£174k). Some improvement works were planned at Sancroft to utilise the budget. Due to the impact of health pandemic, this project, along with works at other corporate sites which already started during the year, were not completed in 2019/20. In addition, the results of a Conditions Survey commissioned during 2019/20 were not yet available to help identify and prioritise building works. The slippage could potentially increase the revenue reactive repair costs until the capital works are completed.
* Harrow Weald Pavilion (£209k). Works were delayed due to a health and safety issue. The improved pavilion will enable a sustainable future for Kodak FC following their relocation from the Kodak site which has been redeveloped.
* Bannister Sports Centre (£950k). A 3G Artificial Grass Pitch is to be installed at Bannister Sports Centre from April 2020. There have been delays in getting full planning permission due to the site being located within the green belt. Pitch works are a planning condition requirement relating to the redevelopment of Harrow View West.
* Other projects (£245k) including Trade waste bins and Green Grid. These projects are on-going and are scheduled to be completed in 2020/21. The slippage has no implications on the revenue budget.

Culture

1. The services spent £2.154m against a budget of £4.656m. £2.501m is requested to be slipped into 2020/21 and relates mainly to the following projects.

* New Town Centre library (£1.009m). The new library is required to replace the current Gayton Library which is to be redeveloped by the landlord. The fit out of the library was originally scheduled to be completed by the end of April 2020 with the new library due to open in mid-May 2020. This is now further delayed due to the health pandemic.
* Harrow Arts Centre refurbishment project (£1.110m): This project is funded by the GLA and BCIL. The Masterplan for HAC has been completed that suggests a strategy for phases 1 & 2 that were different from the initial GLA Bid. This along with the findings of a Building Condition survey and a couple of procurement exercises resulted in delays from the initial timeframes
* Libraries projects (£232k). Delays in completing priority health and safety works at Kenton Library due to the requirement for a listed building consent.
* Refurbishment of Libraries (£150k). This project is assumed to be NCIL funded. The refurbishment work was not undertaken in 2019/20 due to the new Town Centre Library project being prioritised. Wealdstone Library is planned to be refurbished subject to members’ agreement for the NCIL funding. The refurbishment will result in a library that better meets user needs in the future and therefore increased usage.

1. The slippage of the above projects has no implications on the revenue budget.

Housing General Fund

1. The services spent £10.102m against a budget of £18.482m. £7.425m is requested to be slipped into 2020/21 with the remaining £955k treated as underspend:

* Additional Property Purchase Acquisition Programme £7.411m slippage relates to the completion of the Council’s acquisition of properties which, in addition to the one hundred already acquired and let, will be used to mitigate the costs of homelessness. As at 31st March 2020, twenty four properties had been acquired with remainder to be acquired in 2020/21. A review of the financial performance of the programme has shown it continues to be viable although will have to be kept under review with regard to costs of borrowing and other factors.
* DFGs and the Council’s Careline scheme £14k slippage will support continued support of disabled owner occupiers in the Borough in 2020/21 with remaining £848k treated as underspend.

The remainder of the £955k underspend relates to Empty Property Grants which have experienced a lower than expected demand. There are no implications on the revenue budgets as a result of the above slippage.

Enterprise and Planning

1. The service spent £1.122m against a budget of £3.524m. £2.401m is requested to be slipped into 2020/21 and relates to the following projects.

* Lyon Road project (£481k): This is a multiple year project. The project is slipped due to a delay in tenders with sub-contractors and the production of technical drawings.
* Harrow High Street Fund (£737k): This project is CIL funded. The community consultation and engagement has been carried out, in addition to ward member consultation, and a list of projects for delivery for 20/21 have been agreed in principle.
* Wealdstone Square (£151k): The project is near completion with some minor works remaining at year-end.
* Planning IT replacement (£875k): This is a multiple-year project. The procurement was delayed pending wider IT review corporately.
* The slippage on NCIL funded projects of (157k).

The slippage of the above projects has no implications on the revenue budget.

Regeneration

1. The main regeneration programme spent £1.005m against a budget of £29.056m. £25,964m is requested to be slipped into 2020/21.
2. Of the £2.087m underspend, £910k relates to the write off to revenue of the abortive costs associated with the sale of Vaughan Road site, as scheme is no longer going ahead and will be funded from underspends and other corporate provision.
3. There are no further revenue implications as a result of this slippage that are listed below:

* Haslam House (£1.625m): the contractor is now in place following a retender exercise, which has resulted in a slippage to the scheme with completion, expected mid 2021.
* Waxwell lane (£824k): following delayed procurement process which resulted in the direct appoint of the contractor. This has resulted in delays to the scheme with completion now anticipated by September 2021.
* Client contingency (£1.700m): the client contingency budget is being carried forward as there will be cost implications as a result of covid 19.
* Gayton Rd (£2.298m): this slippage relates to the commercial unit at Gayton road for which options are currently being worked up.
* Harrow Strategic Development Partnership set aside (£19.515m): this is funding that is set aside to seek a Strategic Development Partner for three core sites within the borough; Poets Corner, Byron Quarter (Phase 1), and Peel Road Car Park. Due to delays in the procurement process this funding is requested to be carried forward into 2020/21.

**People Services**

1. The net position for People Service is an outturn of £4.464m against the budget of £29.049m, a 15% spend, with a variance of £24.585m. £24.034m of which is slippage and £550k is an under spend.

Adults Services

1. The net outturn position for the Adults services is (£267k) against a budget of £391k, with a variance of (£517k), £140k is requested to be slipped as follows:

* Integrated Health Model £85k: whilst this project has been finalised, the under spend is being carried forward as there may be some WLA functionality around Care Place and bedded care to be developed in 2020-21.  Adults do not have any other additional capital to vire for this purpose should this be required, hence this being carried forward to fund these works if required in 2020-21.
* In House Residential £55k: £46k of this relates to a delay to capital works at Wiseworks Day Centre, with the work expected to be completed in 2020/21 and the slippage required in order to complete these works. The remainder relates to charging required to be finalised in relation to the Vaughan Party wall in 2020/21.
* The net underspend of £517k relates to In house services budget which is no longer required as there is a separate budget assigned for In house services in 2020-21 of £0.125m, and the £327k project infinity write-off to revenue following the cessation of the IBM agreement in May 2019.

Public Health

1. The service had been given Healthy Pupils Capital Fund ring fenced grant of £174k in 2018/19 for the Water Fountain Project of which £39k was spent in 2018-19 and £57k spent in 2019-20, with the balance of £78k slipping into 2020-21 for expenditure committed.

Children’s Services

1. The final outturn in 2019-20 for the schools capital programme is expenditure of £4.712m against a total budget of £28.524m. This represents expenditure of 17% against the budget. £23.850m of the variance will be slipped into 2020-21 and there is a small net underspend on the capital programme of £33k
2. There are no revenue implications as a result of this slippage. The majority of these items are set out as follows:

* £13.233m relates to funding set aside for secondary expansions for projected shortfall in the number of secondary school places. It is proposed to slip the funding to 2021-22 and ensure that the secondary school place numbers continue to be monitored so that a local solution to meet the growing need is developed with the High Schools.
* Special Educational Needs provision slippage totals £5.965m. Funding has been included in the capital programme to support additional in-borough SEND provision will be delivered in line with the SEND Strategy reported to Cabinet in February 2019.
* Slippage of £1.266m relates to the previous SEP2 schools expansion programme. There was an ongoing contractual dispute which was resolved in December 2019. The remaining grant funding will be slipped to 2020-21 and considered within the context of the overall need for secondary and SEN expansion.
* The remainder of the slippage is for IT, capital maintenance, funding for bulge classes and amalgamations which were not needed this financial year.

**Housing Revenue Account**

1. HRA spent £9.483m against a budget of £32.565m, including Homes-4-Harrow, a spend of 29%, generating an underspend of £23.082m. £15.347m will be slipped to 2020/21 leaving an under spend of £7.737m.
2. This underspend relates to the Gayton Road project. Cabinet approved, on 12th September 2019, the transfer of seventy-two units at Gayton Road from the General Fund to the HRA effective 1st October 2019. In line with regulations this was dealt with as an exchange of capital resources between the two funds and therefore did not go through the Capital programme as an expenditure item which has therefore resulted in an underspend against budget. However, the HRA has transferred funds to the General Fund of £8.208m to reflect the value of the seventy two units. This was higher than the original expected valuation of £7.696m as the value of the units had increase at the date of transfer.

1. The main items of slippage of £15.347m are detailed below:

* Homes-4-Harrow, £10.130m comprises Grange Farm £3.522m which has a contractor appointed and is undertaking works to enable demolition prior to construction of the new homes. A further £6.608m relates to BCHfL which, combined with Grange Farm, will contribute towards the overall programme approved by Council 27th February 2020 to deliver some six hundred and sixty new homes across the Borough.
* The remaining £5.217m comprises £3.694m including some compliance and health & safety works for existing Council houses identified earlier in 2019/20 for delivery in 2020/21, £0.736m earmarked for the set up of a client contingency to support the BCHfL programme and £0.785m for the mandatory Housing IT system replacement.

**Amendment to the Capital Programme**

1. The Council has received the announcement of the 2020/21Capital maintenance grant of £1.708m from the Department for Education. The grant will be used to maintain and improve the condition of school buildings and grounds. The grant announcement was made after the approval of the 2020/21 Capital Programme in February. It is therefore requested that this grant is added to the 2020/21 schools Capital programme.
2. Realignment of Schools capital funding and increase to the Corporate Capital budget – a £13.233m budget for secondary expansions will be slipped to 2021-21. This budget has been funded from borrowing; however, a capital grant of £6.797m has been allocated from the DFE for this programme which means that this sum of borrowing will be replaced by grant funding. The Schools capital budget will remain the same but with a reduction in borrowing as a funding source to be replaced with grant funding. An additional budget of £6.797m will be added to the Capital programme which will be funded from borrowing. This new budget will be held as a Corporate Capital budget to be utilised for any Capital requirement in 2020/21 with no impact on the revenue budget.
3. **COMMERCIALISATION UPDATE**
4. The Council’s 2019/20 Trading Company’s Outturn is included as Appendix 6.
5. **TIMETABLE FOR PREPARATION OF DRAFT STATEMENT OF ACCOUNTS AND EXTERNAL AUDIT REVIEW.**
6. All Local Authorities have statutory deadlines to adhere to for the production of their draft statement of accounts (31st May each year) and for the external audit of those accounts (31st July each year).
7. As a consequence of the COVID19 pandemic the MHCLG has granted a one year concession to allow Local Authorities until 31st August 2020 to produce their draft Statement of Accounts and until 30th November 2020 to have those accounts audited.
8. This Authority is working to an earlier deadline of 10th July 2020 to have its draft accounts published and with the external audit to commence in the middle of July 2020 for sign off by the external auditors by the new extended deadline of 30th November 2020.
9. **IMPLICATIONS OF THE RECOMMENDATIONS**

The recommendations are asking the Cabinet mainly to:

* To note the revenue and capital outturn position for the 2019/20
* To note the movement between reserves
* To note the revenue carry forwards
* To note the slippages on the Capital Programme
* To note the Council’s Trading Company’s outturn position, as detailed in Appendix 6.

1. These recommendations do not affect the Council’s staffing / workforce and have no equalities, procurement, data protection or community safety impact.

**7.0 PERFORMANCE ISSUES**

Financial performance is considered quarterly to Cabinet.

**8.0 ENVIRONMENTAL IMPACT**

There is no direct environmental impact

**9.0 RISK MANAGEMENT IMPLICATIONS**

The key financial risks are managed through the risk management strategy. There is one significant financial risks currently included on the Corporate Risk Register:

* + Inability to deliver the Council’s approved MTFS over the next 3 years leading to an inability to set a balanced budget and provide core services.
  + This is currently a red risk rated as a B2, a high likelihood with a critical impact.

**10.0 PROCUREMENT IMPLICATIONS**

There are no procurement implications arising from this report

1. **LEGAL IMPLICATIONS**

Section 151 of the Local Government Act 1972 states that, “without prejudice to section 111, every local authority shall make arrangements for the proper administration of their financial affairs and shall secure that one of their officers has responsibility for the administration of those affairs”

Section 28 of the Local government Act 2003 imposes a statutory duty on a billing or major precepting authority to monitor, during the financial year, its income and expenditure against budget calculations.

Under B67 of the Financial Regulations, a year-end balance is the amount by which actual income and expenditure varies from the final budget, normally identified down to budget manager level. Unspent balances will not be carried forward, except with the permission of the CFO. Unspent balances will only be considered for carry forward where;

* There is an unspent ring fenced grant and grant must be repaid if it is not spent on its intended purpose.
* Funding has been allocated to a specific project and the project is not yet complete, and both the directorate and the Council in total are not overspent.
* External funding has been received for a specific project which is not yet complete.
* Under B48 of the Financial Regulations Cabinet can approve up to £20million

additional capital spending.

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1. **FINANCIAL IMPLICATIONS**

Financial implications are contained within the body of the report.

1. **EQUALITIES IMPLICATIONS / PUBLIC SECTOR EQUALITY DUTY**

There is no direct equalities impact.

The MTFS savings have had equality impact assessments completed on them where required and these have been published with the budget setting report.

**14.0 CORPORATE PRIORITIES**

The Council’s Outturn Report for 2019/20 has been prepared in line with the Council’s priorities:

* Building a Better Harrow
* Supporting Those Most in Need
* Protecting Vital Public Services
* Delivering a Strong Local Economy for All
* Modernising Harrow Council

**Section 3 - Statutory Officer Clearance**

|  |  |  |  |
| --- | --- | --- | --- |
|  |  |  |  |
| Name: Dawn Calvert | x |  | Director of Finance and Assurance |
| Date: 29th June 2020 |  |  |  |
|  |  |  | on behalf of the |
| Name: Jessica Farmer | x |  | Monitoring Officer |
| Date 15th June 2020 |  |  |  |
|  |  |  | on behalf of the |
| Name: Nimesh Mehta | X |  | Head of Procurement |
| Date: 15th June 2020 |  |  |  |

|  |  |  |  |
| --- | --- | --- | --- |
|  |  |  |  |
| Name: Charlie Stewart | x |  | Corporate Director |
| Date: 29th June 2020 |  |  |  |

|  |  |
| --- | --- |
| Ward Councillors notified: | NO |
| EqIA carried out:  EqIA cleared by: | NO  N/A |

# Section 4 - Contact Details and Background Papers

**Contact:** Sharon Daniels, Head of Strategic and Technical Finance (Deputy S151), Telephone 0208 424 7544. ([Sharon.daniels@harrow.gov.uk](mailto:Sharon.daniels@harrow.gov.uk))

**Background Papers:**

* **MTFS 2019/20 to 2021/22**
* **2019/20 Budget Report**
* **2019/20 to 2021/22 Capital Programme Report**

[**http://moderngov:8080/documents/g64382/Public%20reports%20pack%20Thursday%2021-Feb-2019%2018.30%20Cabinet.pdf?T=10**](http://moderngov:8080/documents/g64382/Public%20reports%20pack%20Thursday%2021-Feb-2019%2018.30%20Cabinet.pdf?T=10)

|  |  |  |
| --- | --- | --- |
| Call-In Waived by the Chair of Overview and Scrutiny Committee |  | **NOT APPLICABLE**  *[Call –in applies]* |