

EXECUTIVE

8th June 2023

Report Title	Capital Outturn 2022/23 – Provisional Outturn as at Period 12
Report Authors	Janice Gotts, Executive Director of Finance and Performance Janice.gotts@northnorthants.gov.uk
Lead Member	Councillor Lloyd Bunday, Executive Member for Finance and Transformation

Key Decision	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Are there public sector equality duty implications?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information (whether in appendices or not)?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Applicable paragraph number for exemption from publication under Schedule 12A Local Government Act 1974	

List of Appendices

Appendix A – General Fund Provisional Capital Outturn 2022/23

Appendix B – HRA Provisional Capital Outturn 2022/23

1. Purpose of Report

- 1.1 This report sets out the provisional capital outturn position for 2022/23 for North Northamptonshire Council (NNC), and the subsequent proposed carry forward requests due to the rephasing of scheme expenditure profiles.
- 1.2 This report also includes requests to approve schemes, which during the process of closing the year end for 2022/23, have been identified as capital expenditure and need to be reclassified and included within the Council's Capital Programme.
- 1.3 The report also details the latest revised capital budgets (2022/23) for the General Fund (GF) and the Housing Revenue Account (HRA) Capital Programme, including new schemes which have been approved since 1st April 2022.

- 1.4 The report also updates the outturn position for 2021/22, based on the provisional outturn reported to Executive in July 2022.

2. Executive Summary

- 2.1 This report sets out the draft 2022/23 outturn for the capital programme. The position is provisional as the annual statutory audit of accounts for the authority is still to be completed. As part of the outturn process, active capital schemes have been identified which will carry forward and form part of the revised capital programme for 2023/24.

- 2.2 This report also identifies a small number of projects which should be reclassified as capital. These technical amendments relate to projects which either:

- were inherited from the legacy authorities and due to different policies and accounting conventions adopted, these projects were not included within the legacy capital programmes which transferred to the new Council.

Or,

- following year-end review of the nature of the spend, accounting conventions state that the spend is capital in nature and therefore these require transferring into the capital programme.

- 2.3 Within the report there is a commentary on the Council's current financial outturn position for 2022/23 for both the GF and the HRA Capital Programmes. A number of the schemes were inherited from the North Northamptonshire legacy Councils into the new Unitary Council with effect from 1st April 2021. It should also be recognised that the final outturn position may be affected by any changes arising from the outstanding audit for Northamptonshire County Council for 2020/21, Corby Borough Council for 2020/21 and North Northamptonshire Council audits for 2021/22 and 2022/23.

- 2.4 The Council will continue to assess and refine its capital profiling as part of the capital monitoring for 2023/24.

3. Recommendations

- 3.1 It is recommended that the Executive:
- a. Note the update to the provisional capital outturn for the General Fund (GF) Capital Programme and Housing Revenue Account (HRA) Capital Programme for 2021/22.
 - b. Note the provisional capital outturn position for the General Fund (GF) Capital Programme and Housing Revenue Account (HRA) Capital Programme for 2022/23.

c. Approve the proposed capital carry forwards 2022/23 into 2023/24 for the GF and HRA capital programmes as detailed in Appendices A and B.

d. Approve year end budget adjustments for the GF as shown in **Appendix A**.

3.2 Reasons for Recommendations: This is in line with the Council's constitution and financial regulations in relation to governance.

3.3 Alternative Options Considered: By not approving these recommendations there would be an adverse impact on service provision in North Northamptonshire.

4. Report Background

4.1 The Capital Programme is the Council's plan for investing in assets to efficiently deliver its statutory services, and to improve and shape the local infrastructure of North Northamptonshire, with the benefits lasting over several years.

4.2 Resources come from several sources including Government grants, capital receipts from surplus land and buildings, revenue contributions, other external contributions and borrowing. The Council is required to set a balanced revenue budget and therefore must ensure that where borrowing is proposed to fund the cost of capital that the cost of servicing the debt is affordable within the Council's revenue budget.

4.3 The Council captures its projected capital expenditure within the Capital Programme to monitor the same, help to control costs and ensure transparency. Given that the Capital Programme is approved by Executive, changes to it are also approved by Executive unless authority has been delegated in accordance with the Council's constitution.

4.4 This report provides an update to the Capital Programme 2022/23 as adopted by the Council in February 2022, and updates provisional outturn figures for 2021/22 as reported to Executive in July 2022.

4.5 The programme has been split into three areas:

- General Fund Committed Capital Programme containing schemes approved by predecessor councils, the majority of which are in the process of being delivered.
- General Fund Development Pool containing schemes which are in the early stages of their lifecycle and are not ready to commence. The Development Pool comprises the schemes that the Council would be prepared to take forward, subject to final negotiations, confirmation and evidencing of funding and submission of robust business cases to the Capital Approvals Board for approval by Cabinet.

- Housing Revenue Account Capital Programme which contains schemes that are either committed or in their early stages of their life cycle.

Capital Approval Process

4.6 The Capital Approval Governance process for North Northamptonshire Council was presented to the Finance and Governance Scrutiny Committee on 13th July 2021. The process aims to:

- provided greater emphasis on the link to strategic priorities and achievement of benefits and outcomes.
- ensure each submission identifies any contribution to reducing carbon and/or how the development or investment will support a zero-carbon agenda.

4.7 The governance process consists of Directorate Portfolio Boards which develop schemes and then submit business cases to the Strategic Capital Board. Each scheme requiring approval to enter the development pool or as a commitment in the main programme must submit a business case setting out the requirement for funding, how it meets the Council's strategic priorities, benefits identification include environmental benefits, risk analysis and expected outcomes.

4.8 The Strategic Capital Board meets monthly to scrutinise new proposals and progress/risks in relation to schemes already in delivery as well as update on potential schemes which may be in the future pipeline. The board is chaired by the Executive Director of Finance and consists of the other Directors and finance/project management support.

4.9 In line with the agreed process, schemes progress from the Strategic Capital Board to be considered by the Deputy Leader and the Executive Member for Finance and Transformation. Following review, the capital scheme proposals are reported to Executive for approval each month through the Capital Update Report. These proposals will be changes to the programme for the year as originally approved by Executive.

5. Issues and Choices – Update to Draft Outturn 2021/22 and Draft Outturn 2022/23

2021/22 Update to Draft Capital Outturn GF

5.1 The draft outturn for 2021/22 was presented to Executive in July 2022. As part of this outturn, and in line with International Accounting Standards, assumptions were made in terms of the final year end positions, based on the information available at the time. Since then, and as part of our continual review of all capital schemes, there have been a number of adjustments required to the reported 2021/22 position that impacts both the reported outturn figure and the budget figure. The table below sets out the updated position, and are detailed within **Appendix A:**

Table 1

Directorate	Draft P12 Outturn 2021/22					Revised P12 Draft Outturn 2021/22				
	Original Budget	Revised Budget	P12 Outturn	Variance to Budget	Proposed Budget C/fwd.	Amendment to P12 Outturn 21/22	Revised P12 Outturn 21/22	Amendment to Revised Budget 21/22	Revised 21/22 budget	Amended C/fwd. into 22/23
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Place	20,412	53,337	23,185	(30,152)	30,152	(58)	23,127	*(117)	53,220	30,093
Children & Education	8,971	21,020	10,340	(10,680)	10,680	67	10,407	0	21,020	10,613
Adults, Communities and Wellbeing	11,784	25,991	11,140	(14,851)	14,851	(1)	11,139	0	25,991	14,852
Enabling and Support Services	2,245	3,034	790	(2,244)	2,244	(360)	430	0	3,034	2,604
Total	43,413	103,378	45,455	(57,854)	57,919	(353)	45,102	(117)	103,265	58,163

* Budget adjustment in 21/22 was already approved by Executive Committee but was not reflected in the revised budget position in 21/22.

Draft Capital Outturn P12 2022/23

5.2 The outturn for 2022/23 in respect of the GF Capital Programme shows a revised capital budget position of £109.3m, including slippage and in-year approved programmes. The spend is £35.4m, which represents movement (slippage/underspend) of £73.9m against the revised budget. The table below sets out the position by Directorate.

Table 2

Directorate	General Fund Capital Programme Draft P12 outturn 2022/23									
	Original Budget	Re-Profile/ Slippage from prior years plus 21/22 amendments (Table 1 £353k)	Approved in year	Year End Approvals	Revised Budget	P9 Outturn	P12 Out-turn - YTD Actuals	Movement to P9	Variance to Budget	Proposed Budget C/fwd.
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Place and Economy	2,472	30,259	33,025	24	65,780	26,083	22,260	(3,823)	(43,520)	(14,954)
Children and Education	6,544	5,079	2,730	477	14,830	8,666	5,834	(2,832)	(8,996)	(7,997)
Adults, Communities and Wellbeing Services	4,796	* Note 1 15,452	1,998	116	22,361	6,977	6,884	(93)	(15,477)	(5,447)
Enabling and Support Services	2,520	2,604	1,210	0	6,334	1,106	452	(654)	(5,883)	(1,501)
Total	16,332	53,394	38,963	617	109,305	42,832	35,430	(7,402)	(73,876)	(29,898)

* Note 1 – Adjusted by £580k, increase in budget for Rough Sleepers programme, approved at Council in November 2021 and carried forward into 22/23

5.3 The range of schemes delivered or in progress during 2022/23 include support for housing and homelessness (including rough sleeping), Alfred East Museum

Extension, Heritage Action Zone, a number of school related improvements such as continuing the work on a new Primary School at Stanton Cross which is due to complete in 2023/24, infrastructure related schemes such as the Isham Bypass, A43 Urban Extension, Hanwood Park Junctions in Kettering and maintenance schemes across a number of roads within North Northamptonshire as well as the finalisation of the main works on the Chester House Estate, which opened successfully in October 2021.

- 5.4 A significant proportion of the capital programme delivered in 2022/23 includes projects that were already in flight within the legacy authorities as well as new schemes. Focus has also been on those projects which have grant funding in order to ensure that any grant terms and conditions are met and minimise any potential risk of repayment/loss of grant.
- 5.5 As noted above, a significant proportion of the budget was not spent in 2022/23 as initially planned. The detail of the position against each scheme is set out in **Appendix A**. Reasons for the movement against budget vary and include delays due to discoveries on site, either during or in advance of works, finalising agreements and resource availability.
- 5.6 However, as part of the budget setting for 2023/24, all service areas were requested to review their projects within the capital programme in order to confirm the likely profile of spend, together with a consistent approach in how schemes are shown within the capital programme (Up front whole life costs v's profiled over medium-term financial plan). As reported to Executive in the P9 Outturn report in February 2023, £43m of budget was reviewed and re-profiled into the 2023/24 budget, therefore the proposed carry forward request from 2022/23 is only £29.9m out of the reported underspend of £73.9m.

Approval at Year End – Increase to Capital Programme including Reclassified Capital Expenditure

- 5.7 In reviewing revenue expenditure and grant funding there were items of expenditure identified that should have been shown as a capital project. Also, one scheme with additional S106 funding was identified. In total £617k has been identified to be reclassified/added to the capital programme, the adjustments are required for the following:

Table 3

Directorate	Scheme	Budget Increase £'000	Fully funded?	Comment
Place	Energy Saving Scheme	24	Yes - External Grant	Existing energy saving project which is fully funded by grant funding
Children & Education	Stanton Cross Primary School	137	Yes - S106 Contribution	Additional spend requirements identified which is fully funded by S106 Contributions
Children & Education	Schools Minor Works	340	Yes - Insurance Claim	Monies received from insurance pay out for a school roof repair, to be added back into budget where spend was originally made.
Adults, Communities and Wellbeing	Chester House Estate	98	Yes - External Grant	Items of capital spend identified within revenue, which is fully funded by external grant that can be applied to capital or revenue expenditure.
Adults, Communities and Wellbeing	Discover North Northants Tourism Hub 2022-23	18	Yes - External Grant	Items of capital spend identified within revenue, which is fully funded by external grant that can be applied to capital or revenue expenditure.
Total		617		

MTFS budget of £16.3m, together with funding for the slippage (£53.5) and in-year approved schemes (£39.2m). Below shows the expected funding for the in-year expenditure for 2022/23 (note this is estimated until the 2022/23 Statement of Accounts work is complete).

Table 4

Directorate	Discretionary Funding	Capital Reserves	Capital Grants	Total
Place and Economy	767	4,131	17,362	22,260
Children and Education	2	0	5,833	5,834
Adults, Communities and Wellbeing Services	1,427	569	4,889	6,884
Enabling and Support Services	138	280	34	452
Total	2,334	4,980	28,117	35,430

Development Pool

5.10 As part of reviewing all capital schemes to determine the carry forward budget that is required, the following schemes have been identified to transfer into the development pool, where there are uncertainties over the timing or scope of delivery, and therefore a further business case will be needed in the future to request approval back into the capital programme if the scheme is to progress.

Table 5

Directorate	Scheme	£'000
Place	Future Fleet (Ex- Wellingborough Norse)	397
Place	Residential Zones / CPE	20
Place	Electric Vehicle Charging	64
Place	CPO Fund (potential to be re-purposed for Smiths Land Scheme)	601
Adults	Social Care system replacement	939
Adults	Castle Theatre	740
Adults	Rockingham Road Pavillion	300
Adults	Empty Properties	308
Adults	Burton Latimer Community Leisure	790
TOTAL		4,160

HRA Capital Programme

2021/22 Update to Draft Capital Outturn HRA

5.11 The draft outturn for 2021/22 was presented to Executive in July 2022. As part of this outturn, and in line with International Accounting Standards, assumptions were made in terms of the final year end positions, based on the information available at the time. Since then, and as part of our continual review of all capital schemes, there have been a number of adjustments required to the reported 2021/22 position that impacts both the reported outturn figure and the budget carry forwards to ensure the correct costs are reflected in the correct financial period. The table below sets out the updated position:

Housing Account	Original Budget	Budget C/wd	Revised Budget	Original P12 Outturn	Revised P12 Outturn	Variance to draft outturn	Revised Budget C/fwd
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Corby	7,638	5,618	13,256	3,543	3,691	(148)	9,565
Kettering	6,104	5,971	12,075	6,122	7,433	(1,311)	4,642
Total	13,742	11,589	25,331	9,665	11,124	(1,460)	14,207

Draft HRA Capital Outturn 2022/23

5.12 The outturn for the HRA Capital Programme shows a revised a budget for 2022/23 of £28.3m, including slippage from 2021/22 of £14.3m and approvals in year of £0.610m. The outturn is showing a spend of £9.6m, which represents an underspend of £18.7m compared to budget, and which will be reviewed and re-profiled considering the latest position. Detailed analysis by project shown in **Appendix B**.

Table 6

Housing Revenue Account 2022/23									
	Original Budget	Slippage*	Revised Budget		P12 Outturn	P9 Outturn	Variance to Budget	Budget re-profiled as part of 2023/24 budget setting	Revised estimated variance to reprofiled budget
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Corby	8,968	9,733	0	18,701	5,192	8,043	(13,509)	(7,803)	(5,706)
Kettering	4,333	4,642	610	9,585	4,373	3,843	(5,212)	(2,202)	(3,010)
Total	13,301	14,375	610	28,286	9,564	11,886	(18,722)	(10,005)	(8,717)

5.12 As noted above, a significant proportion of the budget was not spent in 2022/23 as initially planned. The detail of the position against each scheme is set out in **Appendix B**. Some schemes are forecast to underspend due to experiencing delays in finalising new contractual arrangements and implications arising from architecture plans, but the more significant change is the reprofiling of the housing development programme for new build properties which is currently being reviewed by officers.

5.13 As part of the 2023/24 budget setting and Medium-Term Financial Planning process, several budgets have been identified to either be reprofiled into the next financial year to align with realistic dates of delivery, or to be allocated to the development pool for reconsideration and further updated business cases. Therefore, of this £18.7m estimated slippage/underspend, £10.0m of this underspend relates to schemes that have been reviewed/ reprofiled into the Capital Programme or Development Pool for 2023/4, resulting in a revised budget carry forward of £8.7m.

6 Next Steps

6.1 If approved, the proposed carry forwards will be added to the approved 2023/24 Capital Programme, as adopted by Council in February 2023. Any further adjustments required as a result of the outstanding audits for legacy authorities and the Council for 2021/22 and 2022/23 will be reported back to Executive.

7 Implications (including financial implications)

7.1 Resources, Financial and Transformation

7.1.1 The financial implications are set out in the detail of the report.

7.2 Legal and Governance

7.2.1 The council must utilise funding and deliver schemes in line with the restrictions and requirements as set out in the agreements linked to that funding and the requirements as set out in the Council's Constitution, in particular the budget setting and policy framework and the financial regulations.

7.3 Relevant Policies and Plans

7.3.1 The schemes provide a strategic fit with the Council's priorities as set out within the corporate plan.

7.4 Risk

7.4.1 The deliverability of the 2022/23 Capital Programme is monitored by the relevant accountable project manager and senior officer. There are a number of risks to be managed throughout the year and these are highlighted in the paragraphs below.

7.4.2 With most capital projects there is a risk that delays, and cost increases may arise as a result of the impact of inflation. Generally, this relates to the supply and price of materials with projects requiring increased lead in times. Whilst every attempt is made to cost these implications into the project, the risks remain. However, it must be recognised that the current "Cost of Living Crisis" has driven up the level of inflation, which is much higher than in previous periods and indeed when funding bids were originally submitted. This therefore poses a risk to the deliverability of the projects as originally envisaged, where reductions to the scope of projects may be required to ensure budgets are not overspent.

7.4.3 If any overspends or emerging pressures are identified during the year for whatever reason, then mitigating actions will be sought and management interventions undertaken.

7.4.4 There is a risk in relation to funding, particularly S106 where works may be required to take place in advance of S106 triggers/funding being payable. This occurs where a road or school is needed to provide infrastructure for the first residents/businesses utilising the site. Where this is the required, the Council will fund costs at risk in relation to the funding being received to reimburse its costs.

7.5 Consultation

7.5.1 The 2022/23 Capital Strategy and Capital Programme were subject to consultation prior to approval by the North Northamptonshire Shadow Authority in February 2020.

7.6 Consideration by Executive Advisory Panel

7.6.1 Not applicable

7.7 Consideration by Scrutiny

7.7.1 The report will be considered at a future meeting of the Finance and Resources Scrutiny Committee.

7.8 Equality Implications

7.8.1 None specific within this report

7.9 Climate and Environment Impact

7.9.1 The climate impact of each capital project will be considered and managed within the relevant scheme.

7.9.2 A number of the capital schemes include initiatives to offset/reduce carbon impact as a priority for the Council and in recognition of the Climate Emergency declared by the Council.

7.10 Community Impact

7.10.1 These proposals can be considered to have a positive impact on the community as the Capital Programme delivers the infrastructure to support, educate, connect and regenerate communities. This includes enhancing the cultural offer and promoting a positive environmental impact.

7.11 Crime and Disorder Impact

7.11.1 None specific within this report

8. Background Documents

8.1 The following background papers can be considered in relation to this report:

Capital Programme Budget 2022/23, North Northamptonshire Council, 24th February 2022

[Capital cover report.pdf \(moderngov.co.uk\)](#)

Capital Programme Budget 2023/24, North Northamptonshire Council, 23rd February 2023

[Capital Programme Report 2023-26 - Feb Council.pdf \(moderngov.co.uk\)](#)

Capital Outturn 2021-22 – Draft Outturn as at Period 12, Executive, 14th July 2022

[P12 Draft Capital Outturn Report vdraft - report to Exec Members 1.pdf \(moderngov.co.uk\)](#)