Item: 7

Policy and Resources Committee: 19 September 2023.

Capital Slippage and Acceleration.

Report by Head of Finance.

1. Purpose of Report

To consider slippage in relation to the General Fund and Non-General Fund capital programmes for financial year 2022/23.

2. Recommendations

The Committee is invited to note:

2.1.

Net slippage amounting to £6,304,000 in relation to the approved General Fund and Non-General Fund capital programmes as at 31 March 2023.

2.2.

That the Head of Finance has re-profiled the five-year General Fund and the Non-General Fund capital programmes, in order to reflect the net slippage and current timescales for completion of individual capital projects, with the revised programmes attached as Appendix 2 to the report.

It is recommended:

2.3.

That the sum of £4,916,000 be carried forward from financial year 2022/23 to financial years 2023/24 and onwards in respect of net slippage on projects contained within the General Fund capital programme.

2.4.

That the sum of £1,388,000 be carried forward from 2022/23 to 2023/24 and onwards in respect of slippage on projects contained within the Non-General Fund capital programme.

2.5.

That the revised five-year General Fund and the Non-General Fund capital programmes, attached as Appendix 2 to the report, be approved.

3. General Fund

3.1.

A total of £4,684,000 net slippage was recorded on General Fund projects in 2022/23. After allowing for overspends on completed projects, underspends/ overspends on annual programmes of expenditure funded from the current year General Capital Grant or other funding sources and, following consideration of project updates, a total of £4,916,000 is recommended for carrying forward and reprofiling.

3.2.

The total of £4,916,000 includes reprofiling of the project budgets for the New Care Facility, Kirkwall, the Cursiter Quarry Expansion, and the Integrated Waste Facility, across more than one financial year due to delays with project commencement.

3.3.

In addition to the reprofiling of the aforementioned projects, it has also been necessary to reprofile for an overspend of £265,000 on the annual Corporate Improvement Programme 2022/23 budget, in relation to works on Kirkwall Library.

4. Non-General Fund

A total of £1,331,000 net slippage was recorded on Non-General Fund projects in 2022/23. After allowing for overspends on completed projects, underspends/ overspends on annual programmes of expenditure and, following consideration of project updates, a total of £1,388,000 is recommended for carry forward and reprofiling.

5. Corporate Governance

This report relates to the Council complying with its governance and financial processes and procedures and therefore does not directly support and contribute to improved outcomes for communities as outlined in the Council Plan and the Local Outcomes Improvement Plan.

6. Financial Implications

6.1.

The report is primarily concerned with the financial implications of underspends on the capital programme and the mechanisms available to ensure that adequate provision is made to meet the Council's commitments.

6.2.

As a whole the 2022/23 capital programme was established on the basis of a programme expenditure limit of £34,382,000, including £18,177,000 of General Fund projects and £16,205,000 of Non-General Fund projects.

6.3.

During financial year 2022/23 further projects were added and/or removed from the capital programme and a reprofiling exercise took place, resulting in a revised expenditure limit of £30,216,000.

6.4.

This report does not seek to increase any levels of expenditure; it does however seek to obtain agreement to a revised spend profile for a previously approved programme.

6.5.

In accordance with the Financial Regulations:

- Capital slippage is defined as capital projects which have not progressed in accordance with the provisions made within the approved capital programme.
- Where no contractual commitment exists from previous financial years or will be made in the current year for an approved capital project, the relevant programme provision(s) may be redeployed by the Policy and Resources Committee.
- Where a contractual commitment does exist, an appropriate provision shall be made in the capital programme for the following financial year to permit the completion of the project.
- Where slippage in capital projects is identified, the Chief Executive and Corporate Directors are responsible for informing the Head of Finance and for reporting delays and revised timescales to the Policy and Resources Committee.

6.6.

Aside from the delay in delivery of the Council's agreed capital project priorities there are both positive and negative financial consequences of slippage on the capital programme:

6.6.1.

Slippage on the capital programme can have a positive impact on the Council's cashflow over the short term. For financial year 2022/23, reprofiling and slippage has resulted in an additional cash balance of £6,304,000 being held by the Council at 31 March 2023. The Council has to hold sufficient liquid resources to meet contractual commitments when they fall due for payment. The approximate interest earned on short term cash balances of £6,304,000 over 12 months at a return of 1.75% per annum equates to £110,320.

6.6.2.

However, in the current economic climate the effect of delaying delivery of the capital programme can have a serious adverse impact on future cashflow and budgets as the cost of the works themselves can increase due to the effects of inflation. The Building Costs Information Service currently forecasts that the cost of construction works across the United Kingdom will increase by 13% over the period 2023 to 2027, with material costs increasing by 14% over the forecast period.

6.6.3.

The main risks to material prices continues to be disruption of world supply chains, with suppliers unwilling to quote prices for more than 30 day in advance. There is also a skills and apprentice shortage across the industry which is affecting the ability of contractors to deliver projects. The forecast tender prices increase by the end of 2023 is 4.1% which means a one-year delay on delivery of works totalling £6,304,000 could cost an additional £258,000.

6.6.4.

While the level of development undertaken for the detailed Stage 2 Capital Project Appraisals, together with the capacity of the in-house team to deliver the capital programme are relevant factors, the Council also has to ensure that it has in place the finances necessary to deliver its approved capital programme. With a volatile financial market, it may be beneficial to establish these financial arrangements in advance of need, if favourable terms are available. There is a cost for this borrowing and if there is slippage on the capital programme the cost is incurred for longer. The cost of borrowing the capital programme slippage and reprofiling total of £6,304,000 at an average rate of 3.06% per annum would represent an interest cost of £192,902 per annum.

6.6.5.

In setting a capital programme the Council has to ensure that its investment plans are affordable, prudent and sustainable, having due regard to both the capital and associated revenue implications for each project. This is particularly important now that the level of loan charges support the Council receives from Scottish Government is diminishing, having been replaced with an annual General Capital Grant allocation. This means that local authorities are responsible for financing a greater proportion of their capital investment plans from within existing resources, so any slippage on the existing 5-year approved capital programme will impact on the affordability of the capital programme in the future and may restrict the ability to add new projects to the programme.

6.6.6.

In managing the financing of the capital programme as a whole, the above cost pressures are offset to a degree where projects are either delivered for less than the approved budget, or where planned projects are removed from the approved capital programme due to a lack of progress and/or changing Council priorities.

6.7.

Appendix 1 to this report details the net slippage on both the General Fund and Non-General Fund Capital Programmes.

6.8.

With programme slippage from 2022/23 being carried forward into financial years 2023/24 to reflect current timescales for completion, individual capital projects have been re-profiled in order to improve budget monitoring and reporting arrangements going forward. The revised capital programmes are attached as Appendix 2 to this report.

7. Legal Aspects

7.1.

Section 95 of the Local Government (Scotland) Act 1973 requires the Council to make arrangements for the proper administration of its financial affairs, and as part of that to secure economy, efficiency and effectiveness in its use of resources.

7.2.

Sections 35(1) and (2) of the Local Government in Scotland Act 2003 require the Council to determine and keep under review the maximum amount which it can afford to allocate to capital expenditure. In so doing, the Council must comply with regulations made by Scottish Ministers.

8. Contact Officers

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9. Appendices

Appendix 1: Capital Slippage and Acceleration 2022/23.

Appendix 2: Revised Capital Programmes.

	1 Apr 20)22 - 31 Mar	ch 2023		
	Actual	Revised	Over/(Under)	(Slippage)/	
	Spend	Budget		Acceleration	
	£000's	£000's	£000's	£000's	Comment
General Fund Capital Programme					
Operational Environmental Services					
Burial Grounds - Mainland Extensions	214	164	50	0	Project on-going
Burial Grounds - Mainland Major Improvements	1	55	(54)	(54)	Project on-going
Burial Grounds - Island Extensions	0	0	0	0	Project on-going
Burial Grounds - Island Major Improvements	10	11	(1)	(1)	Project on-going
Integrated Waste Facility	0	500	(500)	(500)	Project delayed
Roads					
Cycling, Walking & Safer Routes / 20 mph scheme	205	192	13	13	Acceleration of grant as approved by the Scottish Government
Roads Asset Replacement Programme	1,226	1,550	(324)	0	Annual programme - no carry forward of unspent budget
Car Park Ticket Machines	4	0	4		Project complete and no further costs will be incurred
Cursiter Quarry Expansion	1,257	1,832	(575)		Project on-going
Coastal Change Adaptation	0	160	(160)		Grant funded project - approval for carry forward of grant received from Scot Govt.
Salt Storage Facility	0	40	(40)		Project on-going
Transportation	0	40	(40)	(40)	
Electric vehicle charging infrastructure	83	33	50	0	Grant funded project
Social Care	00	00	00	0	
New Care Facility, Kirkwall	2,958	5,430	(2,472)	(2 472)	Project on-going
Other Housing	2,950	5,450	(2,472)	(2,472)	
Housing Loans	384	585	(201)	0	Annual programme - no carry forward of unspent budget
Soulisquoy OH infrastructure	29	100	(201)		Project on-going
Education	29	100	(71)	(71)	r loject on-going
	1 767	1 760	7	7	Broject on going
Extension to St Andrew's School	1,767	1,760			Project on-going
New Kirkwall Nursery	62	60	2		Project on-going
School Kitchen Improvements	6	245	(239)	(239)	Grant funded project
Leisure & Cultural			(00)	(0.0)	
Refurb improve Scapa Flow Visitor Centre and Museum	1,102	1,190	(88)		Project complete but retention monies still due
Leisure Properties General	335	331	4		Unbudgeted works funded by Island Infrastructure Funding
St Magnus Cathedral Doors	10	22	(12)		Project complete but retention monies still due
Papdale East Playpark	352	384	(32)		Project complete but retention monies still due
Ness Campsite	220	301	(81)		Project on-going
Playpark Renewals	26	26	0	0	Grant funded project
Central Administration and Asset Replacement					
IT replacement programme	1,196	1,768	(572)	0	Annual programme - additional costs funded by Covid-19 recovery funding
					Annual programme - carry forward of £357K budget due to delivery delays due to COVID-19
	1,512	1,377	135	(357)	agreed by Head of Finance. Budget figure includes General Fund and Non-General Fund
Plant & Vehicle Replacement					purchases
Miscellaneous Property Purchases	325	0	325	0	Internal transfers during 2022/23.
Alterations to Garden House, Kirkwall	13	534	(521)	(521)	Project on-going
Disaster recovery and business continuity suite	0	3	(3)	0	Project complete
Scottish Water Vesting	1	0	1	0	Project on-going with possible refund of costs from Scottish Water
Replacement Audio Casting	2	0	2	0	Project complete
Replacement Telephone System	0	10	(10)	0	Project complete
Corporate Property Improvements					
	4 750	4 07 1	070	0.0-	Annual programme - acceleration of £265k budget in relation to overspend on works at
Corporate Improvement Programme	1,750	1,071	679	265	Orkney Library.
	15,050	19,734	(4,684)	(4,916)	

	1 Apr 20	22 - 31 Mar	ch 2023		
	Actual	Revised	Over/(Under)	(Slippage)/	
	Spend	Budget	Spend	Acceleration	
	£000's	£000's	£000's	£000's	Comment
Non-General Fund Capital Programme					
Housing Revenue Account					
House Purchases	720	0	720	0	Purchase complete
Carness	4	0	4	0	Project complete
Moar Drive	37	700	(663)	(663)	Project on-going
Repeater Road	0	52	(52)	0	Project complete
McDonald Park	0	84	(84)	0	Project complete
Coplands Road, Garson	40	80	(40)	0	Project complete
Design and Build	6	0	6	6	Project on-going
Carness Phase 2	493	350	143	143	Project on-going
Soulisquoy HRA Infrastructure	20	100	(80)	(80)	Project on-going
Drkney College					
Plant & Vehicle Replacement	44	17	27	0	Grant funded project
Scapa Flow Oil Port					
Replacement Tug No 3	6,854	7,385	(531)	(531)	Project complete but retention monies still due
Minor Improvements	99	380	(281)	0	Annual programme - no carry forward of unspent budget
Environmental Levy - SFOP	8	0	8	0	Annual programme - funded by environmental levy
Miscellaneous Piers					
Minor Improvements	148	732	(584)	0	Annual programme - no carry forward of unspent budget
Low Carbon Transport and Active Travel Hub	17	0	17	0	Project complete
Hatston Pier Road Reconstruction	0	0	0	0	Project on-going
Hatston Terminal Passenger Walkway	1	42	(41)	0	Project complete
Stromness Terminal Passenger Walkway	1	44	(43)	0	Project complete
Kirkwall Pier Water Break Tank System	5	170	(165)	(165)	Project on-going
Reclamation at Hatston Pier - Phase 1	91	189	(98)		Project on-going
Environmental Levy - MPH	8	0	8		Annual programme - funded by environmental levy
Harbour Property General	505	0	505		Purhase complete
Corporate Property Improvements					
SRF Property Maintenance	50	157	(107)	0	Annual programme - no carry forward of unspent budget
	9.151	10.482	(1,331)	(1,388)	

Appendix 2

		Total Budget £000	2022/23 £000	2023/24 £000	2024/25 £000	2025/26 £000	2026/27 £000
	General Fund Summary						
	A Other Housing	5,181	614	2,586	811	585	585
	B Community Social Services	13,367	2,958	8,784	1,625	0	0
	C Education	5,633	1,835	3,538	260	0	0
	D Cultural and Recreational Services	2,673	2,041	427	77	128	0
	E Roads	8,658	3,012	2,776	970	950	950
	F Transportation Services	948	33	915	0	0	0
	G Environmental services	17,583	175	4,988	9,585	2,835	0
	H Planning & Protective Services	0	0	0	0	0	0
	J Administration Services	16,739	4,507	3,584	2,706	2,971	2,971
	Expenditure Total	70,782	15,175	27,598	16,034	7,469	4,506
	Other Housing						
OH1	Housing Loans	2,925	585	585	585	585	585
OH7	Soulisquoy OH infrastructure	2,256	29	2,001	226	0	0
	A	5,181	614	2,586	811	585	585
	Social Care	40.007	0.050	0.704	4 005	0	2
SC10	New Care Facility, Kirkwall	13,367	2,958	8,784	1,625	0	0
	В	13,367	2,958	8,784	1,625	0	0
	Education						
ED12	Extension to St Andrew's School	2,238	1,767	471	0	0	0
ED13	New Kirkwall Nursery	3,150	62	2,828	260	0	0
ED14	School Kitchen Improvements	245	6	239	0	0	0
	С	5,633	1,835	3,538	260	0	0
	Leisure and Cultural						
LC9	Refurb. improve Scapa Flow Visitor Centre and Museum	1,311	1,102	209	0	0	0
LC11	Leisure Properties General	331	331	0	0	0	0
LC12	St Magnus Cathedral Doors	22	10	12	0	0	0
LC13	Papdale East Play Park	426	352	74	0	0	0
LC14	Ness Campsite	301	220	81	0	0	0
LC15	Playpark Renewals	282	26	51	77	128	0
	D	2,673	2,041	427	77	128	0
	Roads						
RD5	Cycling, Walking & Safer Routes / 20 mph scheme	290	205	85	0	0	0
RD6	Roads Asset Replacement Programme	5,350	1,550	950	950	950	950
RD25	Cursiter Quarry Expansion	2,182	1,257	925	0	0	0
RD26	Coastal Change Adaptation	160	0	160	0	0	0
RD27	Salt Storage Facility (Cursiter Quarry)	676	0	656	20	0	0
	E	8,658	3,012	2,776	970	950	950
	Transportation						
TR8	Electric vehicle charging infrastructure	33	33	0	0	0	0
TR17	Airfield buildings - Papay and Stronsay	915	0	915	0	0	0
	F	948	33	915	0	0	0
	Central Administration and Asset Replacement						
CA1	General Capital Grant	0	0	0	0	0	0
CA2	IT replacement programme	3,448	1,768	420	420	420	420
CA4	Plant & Vehicle Replacement	6,534	1,377	1,557	1,200	1,200	1,200
CA12	Alterations to Garden House, Kirkwall	534	13	521	0	0	0
CA13	Disaster recovery and business continuity suite	3	3	0	0	0	0
CA17	Replacement telephone system	10	10	0	0	0	0
CA20	SRF contribution to General Fund Capital Programme	0	0	0	0	0	0
	J	10,529	3,171	2,498	1,620	1,620	1,620
	Corporate Property						
	Corporate Improvement Programme	6,210	1,336	1,086	1,086	1,351	1,351
	J	6,210	1,336	1,086	1,086	1,351	1,351
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			Total Budget £000	2022/23 £000	2023/24 £000	2024/25 £000	2025/26 £000	2026/27 £000
	Plar	nning						
	н		0	0	0	0	0	0
0500	Оре	erational Environmental Services	464	404	0	0	0	0
OES2 OES3		Burial Grounds - Mainland Extensions Burial Grounds - Mainland Major Improvements	164 55	164 1	0 54	0 0	0 0	0 0
OES4		Burial Grounds - Island Extensions	73	0	73	0	0	0
OES5		Burial Grounds - Island Major Improvements	85	10	75	Õ	Õ	0
OES7		Integrated Waste Facility	17,206	0	4,786	9,585	2,835	0
	G		17,583	175	4,988	9,585	2,835	0
	Non	General Fund Summary						
	K	Housing Revenue Account	8,755	772	6,637	1,346	0	0
	L	Orkney College	17	17	0	0	0	0
	М	Scapa Flow Oil Port	8,670	7,234	986	150	150	150
	Ν	Miscellaneous Piers and Harbours	10,996	914	8,496	986	300	300
	0	Strategic Reserve Fund	633	157	119	119	119	119
		Expenditure Total	29,071	9,094	16,238	2,601	569	569
	Ноц	sing Revenue Account						
HRA18		Moar Drive	751	37	714	0	0	0
HRA19		Repeater Road	52	52	0	0	0	0
HRA20		McDonald Park	84	84	0	0	0	0
HRA21		Garson	80	80	0	0	0	0
HRA22		Design and Build	3,395	6	2,244	1,145	0	0
HRA24		Carness Phase 2	2,322	493	1,829	0	0	0
HRA25	к	Soulisquoy HRA infrastructure	2,071	20 772	1,850	201	0	0
	ĸ		8,755	112	6,637	1,346	0	0
OC1	L	Plant & Vehicles	17	17	0	0	0	0
			17	17	0	0	0	0
	Sca	pa Flow Oil Port						
SF7		Minor Improvements	1,110	380	280	150	150	150
SF8		Replacement Tug No 3	7,560	6,854	706	0	0	0
	М		8,670	7,234	986	150	150	150
	Mis	cellaneous Piers						
MP1		Minor Improvements	2,623	732	991	300	300	300
MP14		Hatston Pier Road Reconstruction	295	0	295	0	0	0
MP15		Hatston Terminal Passenger Walkway	42	42	0	0	0	0
MP16		Stromness Terminal Passenger Walkway	44	44	0	0	0	0
MP17		Kirkwall Pier Water Break Tank System	200	5	195	0	0	0
MP18		Reclamation at Hatston Pier - Ph 1	7,792	91	7,015	686	0	0
	Ν		10,996	914	8,496	986	300	300
	Stra	tegic Reserve Fund						
SRF1		SRF Property Maintenance	633	157	119	119	119	119
SRF3	~	Investment Properties buy /sell	0	0	0	0	0	0
	0		633	157	119	119	119	119