

DECISION-MAKER:	COUNCIL		
SUBJECT:	GENERAL FUND AND HOUSING REVENUE ACCOUNT CAPITAL PROGRAMME OUTTURN 2018/19		
DATE OF DECISION:	17 JULY 2019		
REPORT OF:	CABINET MEMBER FOR RESOURCES		
<u>CONTACT DETAILS</u>			
AUTHOR:	Name:	Vicki Remsbery	Tel: 023 8083 3376
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Director	Name:	John Harrison	Tel: 023 8083 4897
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STATEMENT OF CONFIDENTIALITY

NOT APPLICABLE

BRIEF SUMMARY

The purpose of this report is to outline the General Fund and Housing Revenue Account (HRA) capital outturn position for 2018/19 and seek approval for the proposed financing of the expenditure. This report also highlights the major variances against the approved estimates and sets out the revised estimates for 2019/20 which take account of slippage and re-phasing. There was an overall underspend on the General Fund and HRA capital programme of £33.47M (26.81%), £22.07M relating to slippage and £11.40M of underspends.

RECOMMENDATIONS:

	(i)	Notes the actual capital spending in 2018/19 for the General Fund was £48.15M and for the HRA was £43.24M, as shown in paragraphs 3 to 5 and notes the major variances in Appendix 1 with explanations for them in Appendix 4.
	(ii)	Notes the revised estimates for 2019/20, adjusted for slippage and re-phasing and additions contained within this report, as shown in Appendix 2.
	(iii)	Approves the proposed capital financing in 2018/19 as shown in paragraph 6.
	(iv)	Approves the proposed revised General Fund capital programme to 2022/23 and its financing as shown in paragraphs 22 & 25.
	(v)	Approves the proposed revised HRA capital programme to 2022/23 and its financing as shown in paragraphs 29 & 31.
	(vi)	Notes that the capital programme remains fully funded up to 2022/23 based on the latest forecast of available resources although the forecast can be subject to change; most notably with regard to the value and timing of anticipated capital receipts and the use of prudent assumptions of future Government Grants to be received.

	(vii)	Notes the addition of £0.67M to the programme since the last reported position in February 19, under delegated powers. As detailed in paragraph 24 and Appendix 3.
	(viii)	Approves the addition and spend of £0.45M in 2019/20, to the Aspiration, Schools and Lifelong Learning programme. As detailed in Appendix 6 paragraph 1.
	(ix)	Approves the addition and spend of £2.25M in 2019/20, £2.25M in 2020/21 and £2.25M in 2021/22 to the Community Wellbeing programme. As detailed in Appendix 6 paragraph 2.
	(x)	Approves the addition and spend of £11.13M in 2019/20 and £3.10M in 2020/21 to the Transport and Public Realm programme. As detailed in Appendix 6 paragraphs 3-9.

REASONS FOR REPORT RECOMMENDATIONS

1.	The reporting of the outturn position for 2018/19 forms part of the approval of the statutory accounts.
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ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

2.	None, as the outturn and financing for 2018/19 have been prepared in accordance with statutory accounting principles.
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DETAIL (Including consultation carried out)

	CAPITAL OUTTURN 2018/19
3.	The total General Fund capital expenditure in 2018/19 was £48.15M compared to an estimate of £71.70M, giving a variance of £23.55M or 32.85% of the programme. The variance is comprised of £22.07M slippage and £1.48M of underspends.
4.	The total HRA capital expenditure in 2018/19 was £43.24M compared to an estimate of £53.16M, giving a variance of £9.92M or 18.66% of the programme. This variance is comprised entirely of underspends.
5.	The performance of individual capital programmes in 2018/19 is summarised in table 1 below.

<u>Table 1 – Summary of the General Fund & HRA Capital Outturn 2018/19</u>				
Portfolio	Latest Programme	Actual	Variance	
	£M	£M	£M	%
Adults	0.73	0.34	(0.39)	(53.42)
Aspiration, Schools and Lifelong Learning	12.92	8.68	(4.24)	(32.82)
Clean Growth & Development	10.56	10.36	(0.20)	(1.89)
Community Wellbeing	2.73	1.53	(1.20)	(43.95)
Finance and Customer Experience	5.74	2.34	(3.40)	(59.23)
Homes and Culture	0.60	0.30	(0.30)	(50.00)
Transport and Public Realm	38.42	24.60	(13.82)	(35.97)
Total GF Capital Programme	71.70	48.15	(23.55)	(32.85)
Total HRA Capital Programme	53.16	43.24	(9.92)	(18.66)
Total Capital Programme	124.86	91.39	(33.47)	(26.81)
Funded by:				
Council Resources	57.87	49.27	(8.60)	(14.86)
Capital Receipts	18.43	10.88	(7.55)	(40.97)
Contributions	10.66	7.55	(3.11)	(29.17)
Capital Grants	24.94	18.23	(6.71)	(26.91)
Revenue Financing	12.96	5.46	(7.50)	(57.87)
Total Financing	124.86	91.39	(33.47)	(26.81)
6.	Table 2 below shows the split of financing of the General Fund and HRA capital programmes. Council is asked to approve this financing.			
<u>Table 2 – Capital Financing 2018/19</u>				
	General Fund	HRA		
	£M	£M		
Total Financing Required	48.15	43.24		
Financed By: -				
Council Resources	19.42	29.85		
Capital Receipts	5.43	5.45		
Capital Contributions	4.49	3.06		
Capital Grants	18.23	0.00		
Revenue Funding	0.58	4.88		
Total	48.15	43.24		
7.	Table 3 below summarises the capital expenditure for the General Fund by Outcome.			

	<p>Table 3 – General Fund Capital 2018/19 Outturn By Outcome</p> <table border="1"> <thead> <tr> <th rowspan="2">Outcome</th> <th>Latest Programme</th> <th>Actual</th> <th colspan="2">Variance</th> </tr> <tr> <th>£M</th> <th>£M</th> <th>£M</th> <th>%</th> </tr> </thead> <tbody> <tr> <td>Southampton is a modern, attractive city where people are proud to live and work</td> <td>26.96</td> <td>20.04</td> <td>(6.92)</td> <td>(25.67)</td> </tr> <tr> <td>Children in Southampton have a good start in life</td> <td>13.30</td> <td>8.82</td> <td>(4.48)</td> <td>(33.68)</td> </tr> <tr> <td>People in Southampton live safe, healthy independent lives</td> <td>3.50</td> <td>2.45</td> <td>(1.05)</td> <td>(30.00)</td> </tr> <tr> <td>Southampton is a city with strong, sustainable economic growth</td> <td>22.19</td> <td>14.50</td> <td>(7.69)</td> <td>(34.66)</td> </tr> <tr> <td>A modern sustainable council</td> <td>5.75</td> <td>2.34</td> <td>(3.41)</td> <td>(59.30)</td> </tr> <tr> <td>Total</td> <td>71.70</td> <td>48.15</td> <td>(23.55)</td> <td>(32.85)</td> </tr> </tbody> </table>	Outcome	Latest Programme	Actual	Variance		£M	£M	£M	%	Southampton is a modern, attractive city where people are proud to live and work	26.96	20.04	(6.92)	(25.67)	Children in Southampton have a good start in life	13.30	8.82	(4.48)	(33.68)	People in Southampton live safe, healthy independent lives	3.50	2.45	(1.05)	(30.00)	Southampton is a city with strong, sustainable economic growth	22.19	14.50	(7.69)	(34.66)	A modern sustainable council	5.75	2.34	(3.41)	(59.30)	Total	71.70	48.15	(23.55)	(32.85)
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Total	71.70	48.15	(23.55)	(32.85)																																				
8.	Table 4 below summarises the capital expenditure for the HRA by section.																																							
	<p>Table 4 – HRA Capital Outturn By Section</p> <table border="1"> <thead> <tr> <th rowspan="2">Section</th> <th>Latest Programme</th> <th>Actual</th> <th colspan="2">Variance</th> </tr> <tr> <th>£M</th> <th>£M</th> <th>£M</th> <th>%</th> </tr> </thead> <tbody> <tr> <td>Safe Wind and Weather Tight</td> <td>21.30</td> <td>20.29</td> <td>(1.01)</td> <td>(4.74)</td> </tr> <tr> <td>Modern Facilities</td> <td>3.84</td> <td>3.43</td> <td>(0.41)</td> <td>(10.68)</td> </tr> <tr> <td>Well Maintained Communal Facilities</td> <td>2.86</td> <td>2.31</td> <td>(0.55)</td> <td>(19.23)</td> </tr> <tr> <td>Warm & Energy Efficient</td> <td>8.58</td> <td>1.73</td> <td>(6.85)</td> <td>(79.84)</td> </tr> <tr> <td>Estate Regeneration & New Build</td> <td>16.58</td> <td>15.48</td> <td>(1.10)</td> <td>(6.63)</td> </tr> <tr> <td>Total</td> <td>53.16</td> <td>43.24</td> <td>(9.92)</td> <td>(18.66)</td> </tr> </tbody> </table>	Section	Latest Programme	Actual	Variance		£M	£M	£M	%	Safe Wind and Weather Tight	21.30	20.29	(1.01)	(4.74)	Modern Facilities	3.84	3.43	(0.41)	(10.68)	Well Maintained Communal Facilities	2.86	2.31	(0.55)	(19.23)	Warm & Energy Efficient	8.58	1.73	(6.85)	(79.84)	Estate Regeneration & New Build	16.58	15.48	(1.10)	(6.63)	Total	53.16	43.24	(9.92)	(18.66)
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	OUTTURN VARIANCE ANALYSIS																																							
9.	Appendix 1 shows the 2018/19 latest approved estimate compared to the actual spend.																																							
10.	Slippage accounted for £22.45M of the variance offset by bringing £0.38M of expenditure forward. The remaining £11.40M being true under spends. Table 5 below shows the breakdown by portfolio and Appendix 1 provides a more detailed breakdown of the variance by scheme.																																							
11.	<u>Table 5 – 2018/19 Variance By Portfolio</u>																																							

	Portfolio	Slippage/ (Rephasing) £M	(Under)/ Over Spend £M	Variance £M
	Adults	(0.01)	(0.38)	(0.39)
	Aspiration, Schools and Lifelong Learning	(4.11)	(0.13)	(4.24)
	Clean Growth & Development	(0.37)	0.17	(0.20)
	Community Wellbeing	(1.20)	0.00	(1.20)
	Finance and Customer Experience	(3.35)	(0.05)	(3.40)
	Homes and Culture	(0.22)	(0.08)	(0.30)
	Transport and Public Realm	(12.81)	(1.01)	(13.82)
	GF Total	(22.07)	(1.48)	(23.55)
	HRA Total	(0.00)	(9.92)	(9.92)
	Total Capital Programme	(22.07)	(11.40)	(33.47)
12.	Reasons for major variances on individual schemes are detailed for each Portfolio in Appendix 4.			
13.	The revised estimates for 2019/20, adjusted for slippage and re-phasing and changes to programme are shown in Appendix 2.			
14.	Any over spends on individual schemes are financed from identified additional funding or from savings elsewhere within the programme. Portfolios are required to balance their capital programmes within the resources available to them, this may result in reduced outputs where an overspend results in reductions being made elsewhere in the programme.			
15.	The impact of scheme variances for 2018/19 on future years' capital expenditure will be reported to Council Capital Board and will feed into future capital programme updates aligned to Council Priorities and Outcomes.			
	PRUDENTIAL INDICATORS			
16.	The Prudential Code requires the Prudential Indicator for Actual Capital Expenditure to be reported against the estimates previously reported. The estimates shown in the tables in Appendix 5 are those reported to Council as part of the February 2019 Annual Treasury Management Strategy and Prudential Limits report.			
	CAPITAL PROGRAMME FUNDING			
17.	The current Capital Strategy was approved by Council in February 2019. This includes the process for implementing and approving changes to the current capital programme and for allocating funding to new schemes linked to the Council's key strategic priorities and outcomes.			
18.	Table 6 below shows the previous and current capital receipt assumptions, together with the actual receipts received in year for the General Fund. It should be noted that both the previous and latest forecast positions have been adjusted to remove receipts for properties not yet on the market.			

19.	<p><u>Table 6 – General Fund Capital Receipts Estimates</u></p> <table border="1"> <thead> <tr> <th></th> <th>2018/19 £M</th> <th>2019/20 £M</th> <th>2020/21 £M</th> <th>2021/22 £M</th> <th>2022/23 £M</th> <th>Total £M</th> </tr> </thead> <tbody> <tr> <td>Actual 2018/19 /Latest Forecast</td> <td>1.72</td> <td>4.04</td> <td>0.00</td> <td>0.00</td> <td>0.00</td> <td>5.76</td> </tr> <tr> <td>Previous Forecast</td> <td>5.98</td> <td>0.67</td> <td>0.00</td> <td>0.00</td> <td>0.00</td> <td>6.65</td> </tr> <tr> <td>Variance</td> <td>(4.26)</td> <td>3.37</td> <td>0.00</td> <td>0.00</td> <td>0.00</td> <td>(0.89)</td> </tr> </tbody> </table>		2018/19 £M	2019/20 £M	2020/21 £M	2021/22 £M	2022/23 £M	Total £M	Actual 2018/19 /Latest Forecast	1.72	4.04	0.00	0.00	0.00	5.76	Previous Forecast	5.98	0.67	0.00	0.00	0.00	6.65	Variance	(4.26)	3.37	0.00	0.00	0.00	(0.89)														
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Variance	(4.26)	3.37	0.00	0.00	0.00	(0.89)																																					
20.	The variance in 2018/19 is due to a number of disposals which have slipped into 2019/20 due to extended negotiations on a number of contracts. The total receipts expected has fallen due to changes in expected sale price.																																										
	OVERALL CAPITAL PROGRAMME																																										
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21.	Additions to the General Fund capital programme which require approval are detailed in Appendix 6.																																										
22.	Table 7 shows a comparison of the latest forecast planned General Fund capital programme for the period 2018/19 to 2022/23, including any amendments noted elsewhere within this report, compared to the previously reported programme.																																										
	<p><u>Table 7 – General Fund Programme Comparison</u></p> <table border="1"> <thead> <tr> <th></th> <th>2018/19 £M</th> <th>2019/20 £M</th> <th>2020/21 £M</th> <th>2021/22 £M</th> <th>2022/23 £M</th> <th>Total £M</th> </tr> </thead> <tbody> <tr> <td>Latest Programme</td> <td>48.15</td> <td>86.42</td> <td>37.13</td> <td>14.40</td> <td>18.63</td> <td>204.73</td> </tr> <tr> <td>Previous Programme</td> <td>71.41</td> <td>50.32</td> <td>31.78</td> <td>11.96</td> <td>18.63</td> <td>184.10</td> </tr> <tr> <td>Variance</td> <td>(23.26)</td> <td>36.10</td> <td>5.35</td> <td>2.44</td> <td>0.00</td> <td>20.63</td> </tr> </tbody> </table>		2018/19 £M	2019/20 £M	2020/21 £M	2021/22 £M	2022/23 £M	Total £M	Latest Programme	48.15	86.42	37.13	14.40	18.63	204.73	Previous Programme	71.41	50.32	31.78	11.96	18.63	184.10	Variance	(23.26)	36.10	5.35	2.44	0.00	20.63														
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Variance	(23.26)	36.10	5.35	2.44	0.00	20.63																																					
23.	The above table shows that the General Fund capital programme has increased by £20.63M to £204.73M.																																										
24.	There have been a number of Delegated Decision Notices (DDN) since the previous programme, totalling £0.26M in 2018/19 and £0.41M in 2019/20. These additions are detailed in Appendix 3.																																										
25.	Table 8 shows the use of resources to finance the General Fund Capital Programme up to and including 2022/23.																																										
	<p><u>Table 8 – Use of Resources</u></p> <table border="1"> <thead> <tr> <th></th> <th>2018/19 £M</th> <th>2019/20 £M</th> <th>2020/21 £M</th> <th>2021/22 £M</th> <th>2022/23 £M</th> <th>Total £M</th> </tr> </thead> <tbody> <tr> <td>Council Resources</td> <td>24.85</td> <td>27.91</td> <td>11.88</td> <td>12.21</td> <td>18.59</td> <td>95.44</td> </tr> <tr> <td>Contributions</td> <td>4.49</td> <td>9.67</td> <td>1.00</td> <td>0.00</td> <td>0.00</td> <td>15.16</td> </tr> <tr> <td>Capital Grants</td> <td>18.23</td> <td>42.83</td> <td>24.20</td> <td>2.19</td> <td>0.04</td> <td>87.49</td> </tr> <tr> <td>DRF (Portfolios)</td> <td>0.58</td> <td>6.01</td> <td>0.05</td> <td>0.00</td> <td>0.00</td> <td>6.64</td> </tr> <tr> <td></td> <td>48.15</td> <td>86.42</td> <td>37.13</td> <td>14.40</td> <td>18.63</td> <td>204.73</td> </tr> </tbody> </table>		2018/19 £M	2019/20 £M	2020/21 £M	2021/22 £M	2022/23 £M	Total £M	Council Resources	24.85	27.91	11.88	12.21	18.59	95.44	Contributions	4.49	9.67	1.00	0.00	0.00	15.16	Capital Grants	18.23	42.83	24.20	2.19	0.04	87.49	DRF (Portfolios)	0.58	6.01	0.05	0.00	0.00	6.64		48.15	86.42	37.13	14.40	18.63	204.73
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26.	Table 8 above, demonstrates that the most significant amount for funding is provided by Council Resources, which at present, will be mainly through borrowing. Borrowing costs are in the main met within a central provision.																																																	
27.	The revised General Fund Capital Programme is based on prudent assumptions of future Government Grants to be received. The majority of these grants relate to funding for schools and transport and are unringfenced. However since 2016/17 these grants have been passported to these areas.																																																	
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28.	The HRA programme for 2019/20 has been reviewed in line with the current anticipated need for works on the HRA stock. This has resulted in the need to reallocate budgets in 2019/20 with a net reduction of £8.72M. This reduction has reduced the MRA funding requirement for the year.																																																	
29.	Table 9 below shows a comparison of the latest forecast planned HRA capital programme for the period 2018/19 to 2022/23, including any amendments noted elsewhere within this report, compared to the previously reported programme.																																																	
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	<p><u>Table 10 – Use of Resources</u></p> <table border="1"> <thead> <tr> <th></th> <th>2018/19 £M</th> <th>2019/20 £M</th> <th>2020/21 £M</th> <th>2021/22 £M</th> <th>2022/23 £M</th> <th>Total £M</th> </tr> </thead> <tbody> <tr> <td>Council Resources</td> <td>15.76</td> <td>17.56</td> <td>11.40</td> <td>6.77</td> <td>9.34</td> <td>60.83</td> </tr> <tr> <td>Contributions</td> <td>3.06</td> <td>0.26</td> <td>0.19</td> <td>0.00</td> <td>0.00</td> <td>3.51</td> </tr> <tr> <td>Capital Grants</td> <td>0.00</td> <td>0.19</td> <td>0.00</td> <td>0.00</td> <td>0.00</td> <td>0.19</td> </tr> <tr> <td>Direct Revenue Financing</td> <td>4.88</td> <td>7.94</td> <td>7.18</td> <td>7.79</td> <td>8.13</td> <td>35.92</td> </tr> <tr> <td>Major Repairs Allowance</td> <td>19.54</td> <td>19.96</td> <td>20.44</td> <td>21.04</td> <td>21.52</td> <td>102.50</td> </tr> <tr> <td></td> <td>43.24</td> <td>45.91</td> <td>39.21</td> <td>35.60</td> <td>38.99</td> <td>202.95</td> </tr> </tbody> </table>		2018/19 £M	2019/20 £M	2020/21 £M	2021/22 £M	2022/23 £M	Total £M	Council Resources	15.76	17.56	11.40	6.77	9.34	60.83	Contributions	3.06	0.26	0.19	0.00	0.00	3.51	Capital Grants	0.00	0.19	0.00	0.00	0.00	0.19	Direct Revenue Financing	4.88	7.94	7.18	7.79	8.13	35.92	Major Repairs Allowance	19.54	19.96	20.44	21.04	21.52	102.50		43.24	45.91	39.21	35.60	38.99	202.95
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RESOURCE IMPLICATIONS																																																		
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32.	This report principally deals with capital and the implications are set out in the main body of the report. In addition any revenue consequences arising from new capital schemes are considered as part of the approval process for each individual scheme.																																																	

<u>Property/Other</u>	
33.	There are no specific property implications arising from this report other than the schemes already referred to within the main body of the report.
LEGAL IMPLICATIONS	
<u>Statutory power to undertake proposals in the report:</u>	
34.	Financial reporting is consistent with the Chief Financial Officer's duty to ensure good financial administration within the Council. The Capital Outturn Report is prepared in accordance with the Local Government Acts 1972 – 2003.
<u>Other Legal Implications:</u>	
35.	None directly, but in preparing this report, the Council has had regard to the Human Rights Act 1998, the Equality Act 2010, the duty to achieve best value and statutory guidance issued associated with that, and other associated legislation.
RISK MANAGEMENT IMPLICATIONS	
36.	None.
POLICY FRAMEWORK IMPLICATIONS	
37.	The outturn for 2018/19 forms part of the overall statutory accounts.
CONSULTATION	
38.	Service Directors, Service Leads and Project Managers have been consulted in preparing the reasons for variations. The General Fund and HRA capital programme outturn summarises additions to the capital programme and slippage and rephasing since the last approved programme reported in February 2019. Each addition has been subject to the relevant consultation process which reflects the role played by Council Capital Board. The content of this report has been subject to consultation with Finance Officers for each service.

KEY DECISION?	Yes/No
WARDS/COMMUNITIES AFFECTED:	NONE
<u>SUPPORTING DOCUMENTATION</u>	
Appendices	
1.	Scheme Budget Variances 2018/19
2.	Revised Estimates 2019/20
3.	Variations to 2018/19 Since February 19 Update
4.	Variance Explanations by Portfolio
5.	Capital Prudential Indicator Tables
6.	Proposed Programme Changes For Approval

Documents In Members' Rooms	
1.	None
Equality Impact Assessment	
Do the implications/subject of the report require an Equality and Safety Impact Assessments (ESIA) to be carried out.	Yes/No
Privacy Impact Assessment	
Do the implications/subject of the report require a Privacy Impact Assessment (PIA) to be carried out.	Yes/No
Other Background Documents	
Equality Impact Assessment and Other Background documents available for inspection at:	
Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)
1.	None