# **Bolton Council**

Report to:	Environmental Services Scrutiny Committee				
Date:	18 <sup>th</sup> August 2016				
Report of:	Director of Place Borough Treasurer	Report No: ESSC/08/16a			
Contact Officer:	Janet Pollard - Head of Strategic Finance and Accountancy	<b>Tele No:</b> 01204 336710			
Report Title:	Environmental Services and Housing S 2015/16 – Final Outturn	Services – Finance Report			
Non Confidential:	This report does <b>not</b> contain information in the absence of the press or members of				
Purpose:	This report provides the Executive Cabinet Member with information relating to the financial final outturn position for the Environmental Services and Housing Services portfolios, which are part of the Place department, for the 2015/16 financial year.				
Recommendations:	<ul> <li>It is recommended that the Environmentation</li> <li>notes the final outturn financial position and Housing Service s Portfolios.</li> </ul>				
Decision:					
Background Doc(s):					
(for use on Exec Rep) Signed:					
Date:	Leader / Executive Cabinet Member	Monitoring Officer			
Dais.	This report does not require an equality impact to being outside the high and medium relevan				

This report outlines the financial final outturn position in respect of Environmental Services and Housing Services portfolios for the 2015/16 financial year.

#### **Key Issues**

#### Revenue Expenditure:

Revenue expenditure as at final outturn showed an underspend against the budget of £146k after planned reserve movements.

The main variance is the Albert Halls division.

## Capital Expenditure:

Capital expenditure as at final outturn was £24.122m against a revised budget at quarter 3 of £25.279m.

#### Reserves:

The Services have a year end balance on their general reserves of  $\pounds 25,491$  at the end of the year.

## Efficiency targets:

The budgeted efficiency savings for 2015/16 for Environmental Services were £2,146,000.

All planned efficiencies have been achieved.

#### <u>Risk:</u>

Specific areas of financial risk identified for the year related to loss of income due to the economic downturn and energy prices for street lighting.

#### 1 Introduction

This report provides the Executive Cabinet Member with the financial position relating to Environmental Services and Housing Services portfolios for the final outturn of the 2015/16 financial year.

The information is divided into five elements.

- Revenue expenditure
- Capital expenditure
- Reserve movements
- Efficiency targets
- Areas of financial risk

#### 2 Revenue expenditure

#### 2.1 Revenue budget

The approved revenue budget for the department totals:

#### Table One: Approved Revenue Budget 2015/16

	<u>£'000</u>	<u>£'000</u>
Original Approved Budget 2015/16 Recharges 2015/16 Original Manager's Controllable Budget 2015/16		<b>30,941</b> 3,135 <b>27,806</b>
Strategic Options taken Admin post transferred to Chief Executives IT budgets moved into recharges Revised Insurance estimate	-2,146 -15 -97 -46	-2,304
Adjusted Manager's Controllable Budget 2015/16		25,502
Recharges 2015/16 Adjusted Budget as at Quarter 4		3,232 <b>28,734</b>

#### 2.2 In year revenue changes

There have been no budget adjustments made in the last quarter.

#### 2.3 Financial position – as at final outturn

Table two below outlines the Environmental Services Department's financial position, after movements to reserves, as at 31<sup>st</sup> March 2016.

Table Two – financial	position final outturn 2015/16
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<u>Service</u>	Net Budget	Year End Variance	Year End Variances Transfer to General Reserves	Final Outturn
Environmental Services	<u>£'000</u>	<u>£'000</u>	<u>£'000</u>	£'000
Standard Spending Accounts				
Highways & Engineering	8,182	-26	26	8,182
Parking Services	-121	-4	4	-121
Neighbourhood Services	7,843	-67	67	7,843
Community Safety & Neighbourhood Management	1,379	-16	16	1,379
Waste	7,955	-8	8	7,955
Trade Waste	0	-72	72	0,500
Civil Contingencies	288	0	0	288
Bereavement Services	-221	-49	49	-221
Albert Halls	306	171	-171	306
Subtotal	25,611	-71	71	25,611
Trading Accounts				
Building Cleaning	272	0	0	272
School Meals	399	-24	24	399
Transport	-17	-20	20	-17
Social Needs Transport	-31	0	0	-31
Supported Employment	80	0	0	80
Heaton Fold	-4	0	0	-4
Security Services	64	0	0	64
Markets	-81	0	0	-81
Subtotal	682	-44	44	682
Overhead Accounts				
Corporate & Democratic Core	88	0	0	88
Apportionable Overheads	-5	0	0	-5
Subtotal	83	0	0	83
Cross Departmental	436	0	0	436
Net Budget Environmental Services	26,812	-115	115	26,812
Housing Services				
Housing - General/Miscellaneous	680	-38	38	680
Accommodation	442	-17	17	442

Bolton Community Homes (BCH) Options and Advice Services	285 515	0 24	0 -24	285 515
Net Budget Housing Services	1,922	-31	31	1,922
Total Net Budget	28,734	-146	146	28,734

#### Variance analysis

The overall financial position for the services amounts to a final outturn position of an underspend of £146k of the net budget.

#### 2.3.1 Environmental Services Standard spending accounts

The final outturn position for the Environmental Services standard spending accounts amounts to an underspend of £71,000.

#### Albert Halls £171,000

The Albert Halls closed in February 2015 for refurbishment works. However, there was a gradual phasing of closure beginning with the Dido suite in October 2014.

The impact on the revenue account relating to the closure has been planned for and is reflected within this report.

Moss Bank Park Pavilion and Queens Park Pavilions both completed there first full year's activity. In both venues, additional staffing costs were incurred as a result of increased opening hours being worked during the year and the cost of additional sickness cover. Income achieved was slightly below the original expectation for the facilities despite the increased opening hours.

#### 2.3.2 Trading accounts

The final outturn position in relation to the trading accounts was an underspend of £44,000.

#### 2.3.3 Housing Services

The final outturn position in relation to Housing Services was an underspend of £31,000.

#### 3 Saving and efficiency reductions

In setting the Strategic Budget for the year, the department was required to implement £1,700,000 of saving and efficiency reductions in respect of Environmental Services and £446,000 in respect of Housing Services.

Action has been taken to implement the reductions and ongoing monitoring of expenditure against specific options was incorporated into the financial monitoring.

Appendix A provides details of the approved options and the year end position. 100% of the approved options have been achieved.

#### 4 Capital programme monitoring

Appendix B outlines the capital programme position for the Department and Housing Services for 2015/16 at final outturn. Capital expenditure for the year is £18.995m against the revised budget at quarter 3 of £20.439m.

#### 4.1 Highway programmes

The highways capital programme achieved a final spend of £13.003m against a revised projection of £15.163m at quarter 3. The programme had approvals totalling £19.911m which comprised of the original approval of £13.493m in the Capital Programme report to Council on  $25^{\text{th}}$  February 2015, £2.344m brought forward from the residual 2014/15 programme and an additional £4.074m approved in year. £6.908m of these approvals are carried forward into 2016/17 for completion of schemes in progress.

<u>f</u>m

	£M
2015/16 Original Approval	13.493
Brought forward from 2014/15	2.344
Additions in year	4.074
Total available funding:	19.911
Quarter 3 revised projection	15.163
Actual spend 2015/16	13.003
Approvals carried forward to 2016/17	6.908

The LED lantern and concrete column replacement programme have now been aligned to ensure a one-stop upgrade of the lighting infrastructure. This has meant that the spend profile has had to be adjusted but will now be consistent and predictable going forward.

The spend on the Strategic Investment on carriageway works was able to reach it's predicted annual spend and the carryover from previous years will now reduce as the 2yr programme was approved in 2015/16 to enable continuous procurement and

construction across the first year end. Savings made on early schemes will also allow some reserve schemes to be funded now. The footway programme was late to start in the financial year due to changes in the assessment process and then gaining approval, however this is now a rolling process and will be updated in the 2016/17 Highways Capital Programme.

The policy to deliver the 'Road Safety Near Schools' programme was approved in November 2015, implementation began in January 2016 and this is now a continuous programme that will continue into early 2017.

The successful bid for the major maintenance scheme on A666 St Peters Way was awarded in July 2015. It was agreed at that time with the Department for Transport that the work would be substantially completed during 2016/17 so although initial funding was made available the spend was to be minimal for preparation, design and procurement in 2015/17. The project will commence on site in July 2016.

The cycle schemes are funded through Transport for Greater Manchester and are part of wider GM programmes. Funding is only awarded in principle subject to a TfGM business case process; final approvals have not yet been achieved on all schemes so these will roll forward until/ if TfGM award funding.

#### 4.2 Other departmental programmes

The non-highways capital programme achieved a final spend of £5.992m against a revised projection of £5.276m at quarter 3. The programme had approvals totalling £15.936m which comprised of the original approval of £15.548m in the Capital Programme report to Council on 25<sup>th</sup> February 2015, £0.137m brought forward from the residual 2014/15 programme and an additional £0.251m approvals in year. £9.944m of these approvals are carried forward into 2016/17 for completion of schemes in progress.

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£M
15.548
0.137
0.251
15.936
5.276
5.992
9.944

The main variances where funds have been reprofiled to continue works in 2016/17 are the Albert Halls Refurbishment, fleet vehicle replacement and Greenspace and park facilities.

The Albert Halls closed in the final quarter of 2014/15 and work commenced on the refurbishment during 2015/16. Good progress was made in quarter four with spend ahead of the quarter 3 projection and the balance of approved funding of £3.92m is carried forward to 2016/17 for an expected completion by November 2016.

Funding was approved for both new waste vehicles £0.736m and replacement of fleet vehicles £3.01m. A limited number of vehicles have been replaced through both programmes in 2015/16 to be able to respond to the changing requirements of the services following implementation of savings programmes and agreed service changes. Procurement of new vehicles will continue into 2016/17 and the remaining balance of £3.162m approved funding is carried forward into 2016/17.

A programme of works was approved over a number of years to utilise one off funding for Greenspace Investment and equipped play areas. The agreed sequence of schemes continues into 2016/17 with £1.317m carried forward.

#### 4.3 One Off Investment

As part of the 2013/15 Budget Report to Council, £22.1m one off funding was approved for a range of strategic investments covering both capital and revenue schemes over four years. The 2014/15 Budget Report to Council identified and allocated a further £7m to services. The table below shows funding currently earmarked to Environmental Service areas.

# Table Three - One Off Strategic Investment – monitored through the capital programmes

	Re- aligned One Off Allocation	2013-15 Expenditure	Budget allocated to 2015/16	2015/16 Expenditure at Q4	Remaining Budget allocated to 2016/17
Environmental Services	£000	£000	£000	£000	£000
2013/14 Strategic Budget & Capital Programme					
Highways Maintenance	4,000	4,000	0		
Footpaths	1,000	672	328	328	0
Greenspace	1,000	850	150	150	0
Albert Halls Refurbishment	1,000	0	1,000	1,000	0
Sporting / Leisure Facilities	1,500	224	350	350	926
	8,500	5,746	1,828	1,828	926
2014/15 Strategic Budget					
Highways - principle and residential roads	2,000	1,078	922	922	0
	2,000	1,078	922	922	0
2015/16 Strategic Budget					
Clean Up of Neighbourhoods (capital)	200	0	85	85	115
Highways match funding	5,000	0	1,433	1,433	3,567
Road safety near schools	500	0	115	115	385
Clean Up of Neighbourhoods (revenue)	1,300	0	530	530	770
	7,000	0	2,163	2,163	4,837
Total Environmental Services	17,500	6,824	4,913	4,913	5,763

	Re- aligned One Off Allocation	2013-15 Expenditure	Budget allocated to 2015/16	2015/16 Expenditure at Q4	Remaining Budget allocated to 2016/17
	£000	£000	£000	£000	£000
Housing Services					
2013/14 Strategic Budget & Capital Programme					
Private Sector Renewal	4,000	1,328	1,221	1,221	1,451
2015/16 Strategic Budget					
Housing Schemes	1,000		457	457	543
Aids and Adaptations in private homes	1,000		500	500	500
	2,000				
Total Housing	8,000	1,328	2,178	2,178	2,494
TOTAL	25,500	8,152	7,091	7,091	8,257

#### 5 Reserve movements

#### Table four – Reserves position 2015/16 financial year

Reserves	Opening Balance at 1.4.15 £	Requests in Year £	Closing Balance at 31.3.16 £	
Legal requirements	-3,225,472	-,506,585	-6,732,057	
Existing commitments	-5,562,178	1,582,133	-3,980,045	
To cover key areas of future spend	-1,876,643	602,823	-1,273,820	
To cover key areas of risk	-1,603,513	-115,383	-1,718,896	
Service general contingencies	0	0	0	
Available for re-allocation	-312,472	286,980	-25,491	
Total	-12,580,277	1,849,967	-10,730,310	

Outlined above are movements in the Department's reserves for 2015/16 summarised into corporately reported categories based on the reason for holding a reserve. These categories clearly rank the reserves in importance from top down. The in year column represents the impact upon reserves of the final position shown at table two of the report.

Detailed reserve tables for Environmental Services and Housing Services can be found in appendix Ci and Cii respectively.

The departmental specific reserves are to be used for identified schemes. There are a number of reserves that are significant in value:

#### Fleet Purchases

A review of the vehicle requirements of services was undertaken in light of the service reviews that have taken place and a tendering exercise undertaken. The programme is currently being rolled out with further waste and other fleet vehicles to be procured in 2016/17. The Executive Member approved this programme on the 16<sup>th</sup> June 2014.

#### Asset Management

The department has continued to identify schemes that require investment to ensure they do not fall into a state of disrepair or mitigate a potential Health & Safety risk. Funding has been set aside to continue previous and commence new schemes over the coming year for completion in 2016/17 or beyond.

#### 6 Risk areas

During the year a number of potential risks were identified.

#### 6.1 Loss of income due to the economic downturn

This is being felt across the Department, particularly impacting on:

- Trade waste income
- Reduction in external income as a result of the current financial climate
- Income from Schools
- Impact of the accommodation project on Civic Catering / Albert Halls
- Markets

One of the main risks will be ensuring improvements in satisfaction whilst managing expectations in the current economic climate coupled with the efficiency agenda.

#### 6.2 Increases in energy costs

Environmental Services has a potential risk if energy prices inflate more than anticipated during the financial year. Areas are monitored each month with particular attention being made to street lighting. As a result of the LED streetlighting replacement programme energy savings have been achieved which have contributed to departmental savings targets.

#### 6.3 Waste minimization and recycling initiatives

The waste levy has the capability to place an ever increasing strain on the Council's budget, with rising landfill tax levys. The costs could increase even further if residents are not continually encouraged to recycle more and reduce their black bin waste

quantities. Bolton is actively encouraging recycling initiatives and is carrying out a door knocking exercise leading up to the replacement to slimmer bins over the summer.

#### 7 Conclusions and recommendations

This report has provided information relating to the financial position at final outturn for the Environmental Services portfolio for the 2015/16 financial year. It is recommended that the Environmental Services Scrutiny Committee:

• notes the financial position of the Department as at final outturn

Appendix A

# Efficiency Options for 2015/16

Division	Description of Option 15/16	£'000
Highways	Reduction in Insurance Electrical Energy	500 100
	Total Highways	600
Community Services	Reduce subsidy in School Meals	600
Departmental	Joint Wigan Partnership	500
Environmental Services	Total Strategic Redirections	1,700
Division	Description of Option 15/16	£'000
Housing Services	Management of Cash Limited Budgets	446
Housing	Total Strategic Redirections	446

# <u>Appendix B</u>

# Capital Programme 2015/16

	Original Allocation	Available Budget	Q3 projection	Q4 Actual Outturn	Budget carried forward to
	2015/16	2015/16	2015/16	2015/16	2016/17
	£000s	£000s	£000s	£000s	£000s
Highways:					
DfT Highways LTP	3,451	3,452	3,336	3,452	0
DfT Additional Highways Maintenance	0	359	359	308	-51
Orlando Bridge	0	14	0	14	0
Highways Flood Damage - Dft	0	119	0	119	0
Concrete lighting columns over 40 years	_		-		-
old renewals	1,365	1,295	1,295	925	-370
Street Lighting LED Programme	4,590	4,598	3,183	2,838	-1,760
Depot Improvement Plan	50	170	120	33	-137
Business Support Systems	32	29	0	0	-29
Pitt Review	0	12	12	0	-12
Surface Water Run Off / Highway					
Drainage Improvement	100	108	100	108	0
Public Rights of Way Improvement Plan	150	150	150	104	-46
Safety Barrier Replacement Programme	0	35	25	18	-17
Highways Ashburner Street	0	79	36	32	-47
Highways Strategic Investment	2,350	2,922	2,922	2,013	-909
Footpaths Strategic Investment	600	828	828	670	-158
Road safety near schools Cabinet Feb					
2015	500	500	200	115	-385
Ravenden Clough Culvert (Harricroft	100	205	270	244	61
Farm)	100	305	270	244	-61
Casualty Reduction	180	173	173	119	-54
LSTF Bolton - Bury Cycle Route Local Pinch Point - Logistics North Access	0	386	608	386	0
(TfGM)	0	688	453	688	0
Environment agency (Culvert	, , , , , , , , , , , , , , , , , , ,				C
Investigations & Red Bridge)	3	3	3	0	-3
A666 Challenge Fund St Peters Way					
Improvement	0	2,900	500	287	-2,613
Bolton Salford Quality Bus Network	0	326	245	326	0
Cycle Acces to Town Centre (TfGM)	0	125	125	69	-56
Cycle Access to Bolton: East					
(Middlebrook Way)	0	150	150	115	-35
Cycle Access to Stations	0	100	20	0	-100
City Cycle Ambition	0	85	50	20	-65
Non Highways:					
Bow Street demolition	870	750	105	100	-650
Moss Bank Park Rock Garden	0	2	2	2	0
Queens Park (Grant)	900	774	604	558	-216
Potters Hill	0	114	112	114	0
Equipped Play Area Strategy (S106)	168	604	490	429	-175
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	Original Allocation	Available Budget	Q3 projection	Q4 Actual Outturn	Budget carried forward to
	2015/16	2015/16	2015/16	2015/16	2016/17
	£000s	£000s	£000s	£000s	£000s
Access To Nature	106	164	61	57	-107
Neighbourhood Services Asset &					
Infrastructure Programme	200	90	76	90	0
Greenspace - Playing Pitches & Changing Facilities	1,080	983	313	219	-764
Greenspace - Tennis Court	1,000	505	515	213	, 01
Refurbishment/Reinstatement	0	0	0	0	0
Greenspace - Multi Use Games Areas	256	271	246	171	-100
Greenspace - Outdoor Gyms/Health					
Trails	6	59	20	19	-40
Greenspace - Parks Facility Improvement	0	42	39	42	0
Greenspace - Woodland Family Trail	130	0	0	0	0
Replacement of Waste bins	453	587	587	535	-52
Heaton Cemetery extension	64	0	0	0	0
Replacement of Fleet Vehicles (Prudential)	736	736	68	63	-673
New Waste vehicles	3,010	3,067	578	578	-2,489
Vehicle Wash area Improvements	0	97	72	97	0
SNT Client Buses	675	190	0	0	-190
ICT	97	98	0	0	-98
Property	347	284	0	0	-284
Emergency Control Centre	0	22	22	22	0
Dawes Street Skate Park	0	30	30	30	0
Octagon Square (Elephant Square)	0	250	250	171	-79
Street scene Cabinet Feb 2015	200	200	100	85	-115
Albert Halls Refurbishment	6,250	6,500	1,500	2,580	-3,920
Environmental Services Total	29,041	35,825	20,438	18,965	-16,860
Housing:					
Disabled Facilities Grants 1	1,347	2,579	1,579	1,959	-620
Private Sector Renewal Commitments	2,450	2,373	1,072	1,939	-1,000
Private Sector Renewal new programme	1,000	1,268	268	149	-1,119
Private landlords/ empty dwellings	1,000	85	200	145	-67
Caravan Park	0	48	2	20	-46
Housing Improvements Cabinet Feb 2015	1,000	1,185	400	457	-728
New Build Affordable Homes	0	1,555	1,500	1,500	-55
Housing Services Total	5,797	8,792	4,841	5,157	-3,635
Total Capital		44,617	25,279		

Monitoring is against the quarter 3 projection (shaded)

# Environmental Services Reserves 2015/16

	Opening Balance	Requests	Closing Balance	
Environmental Services Reserves	at 1.4.15	in Year	at 31.3.16	
	£	£	£	
Model Railway	(18,641)	(1,860)	(20,500)	
Graves In Perpetuity (Formerly a Trust Fund)	(297,126)		(297,126)	
Asset Management Liability	(2,047,621)	(,770,520)	(2,818,141)	
NCP CCTV sinking fund	(486,868)	195,892	(290,976)	
Proceeds of Crime	(23,511)	15,000	(8,511)	
Regulatory Services	(367,705)	0	(367,705)	
Emergency Control Centre	(24,000)	7,427	(16,573)	
Footpath Strategic Improvements	(500,000)	500,000	0	
Trading Income Loss	(741,443)	27,600	(713,843)	
Highways Works Area Forum	(246,043)	199,370	(46,673)	
Neighbourhood Management	(333,992)	(41,530)	(375,522)	
Community Safety	(524,195)		(524,195)	
Halliwell N mgmnt	(49,800)	1,600	(48,200)	
Farnworth Neighbourhood Mgmnt cont	(7,956)		(7,956)	
Reserve Funding for Fleet Purchases	(1,955,390)	250,026	(1,705,364)	
Bow Street MSCP	(1,070,191)	1,070,191	0	
Kitchen Investment	(135,000)	87,234	(47,766)	
Cremator	(12,867)		(12,867)	
Waste Initiatives	(594,000)		(594,000)	
Winter Maintenance	(132,546)	(202,257)	(334,803)	
Health & Safety	(75,000)	75,000	0	
LED Streetlighting	(875,000)	685,580	(189,420)	
Pay & Display Contract	(113,000)		(113,000)	
War Memorial	(45,050)	45,050	0	
Rechargeable Works S278	0	(242,782)	(242,782)	
Rechargeable Works S38 Bridges	0	(294,918)	(294,918)	
Rechargeable Works	0	(1,805)	(1,805)	
Total Specific Reserves	(10,676,945)	1,604,299	(9,072,646)	
General Reserve	(104,536)	85,247	(19,288)	
Total ES Reserves	(10,781,480)	1,689,546	(9,091,934)	

# Appendix C ii

# Housing Services Reserves 2015/16

Housing Services Reserves	Opening Balance at 1.4.15 £	Requests in Year £	Closing Balance at 31.3.16 £	
Affordable/Private Housing Reserves				
Private Sector Renewal	-55,000	0	-55,000	
Housing Needs and Stock Condition	-49,600	13,140	-36,460	
% For Art	-2,188	2,188	0	
Accommodation				
Pinpoint (CBL)	-196,936	17,604	-179,332	
Property Maintenance	-48,503	1,592	-46,911	
Lease Management	-109,924	-10,050	-119,974	
Housing Standards/Empty Homes	-57,814	-2,429	-60,243	
Housing Standards General	-2,429	2,429	0	
Furnished Tenancy	-373,934	0	-373,934	
Rogue Landlord Scheme	-13,580	13,580	0	
Options & Homelessness				
Homelessness	-327,779	22,383	-305,396	
Welfare Reform	-113,554	-92,416	-205,970	
GM Homelessness Group	-16,004	0	-16,004	
Safeguarding Implementation	-32,050	17,050	-15,000	
Mental Health Discharge	-15,366	15,366	0	
Mediation	-4,978	-90,000	-94,978	
Prevention of Repossession	-171,222	48,251	-122,971	
General Reserves	-207,936	201,733	-6,203	
	-1,798,797	160,421	-1,638,376	