

Greater Manchester Combined Authority

Date: 29th July 2022

Subject: GMCA Revenue Update Quarter 1 - 2022/23

Report of: Cllr David Molyneux, Portfolio Lead - Resources & Investment

Steve Wilson, Treasurer to GMCA

PURPOSE OF REPORT

To inform GMCA of the 2022/23 financial position at the end of June 2022 (quarter 1) and forecast revenue outturn position for the 2022/23 financial year.

RECOMMENDATIONS:

The GMCA is recommended to:

- 1. Note the 2022/23 forecast outturn position for the GMCA budgets at the end of June 2022 (quarter 1).
- 2. Approve the changes to the GMCA General budget following the confirmation of additional funding since the budget was approved in February 2022 as set out in section 2.1.
- Approve £10m of 2021/22 Waste reserves to be returned to the nine Greater Manchester local authorities and delegate approval to the GMCA Treasurer to agree the basis of distribution with local authority Treasurers.

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Equalities Impact, Carbon and Sustainability Assessment:

N/A

Risk Management

An assessment of major budget risks faced by the authority are carried out quarterly as part of the reporting process – the risks are identified within the report.

Legal Considerations

There are no specific legal implications with regards to the 2022/23 budget update.

Financial Consequences – Revenue

Revenue – The report sets out the forecast outturn position for 2022/23.

Financial Consequences - Capital

There are no specific capital considerations contained within the report.

Number of attachments to the report: n/a

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

Reports to Greater Manchester Combined Authority:

GMCA Budget Reports – 11th February 2022

GMCA Provisional Revenue Outturn 2021/22 – 24th June 2022

Tracking/ Process

Does this report relate to a major strategic decision, as set out in the GMCA Constitution?

No

Exemption from call in

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

N/A

GM Transport Committee

N/A

1. INTRODUCTION

Summary 2022/23	Approved Budget		Forecast Outturn			Variance			
Quarter 1	Exp	Income	Total	Ехр	Income	Total	Ехр	Income	Total
	£000	£000	£000	£000	£000	£000	£000	£000	£000
GMCA General	242,621	-242,621	0	255,749	-255,749	0	13,128	-13,128	0
Mayoral	139,020	-139,020	0	139,020	-139,020	0	0	0	0
GMFRS	119,543	-119,543	0	119,200	-119,793	-593	-343	-250	-593
Waste & Resources	164,840	-164,840	0	162,109	-164,840	-2,731	-2,731	0	-2,731
Transport	269,353	-269,353	0	269,353	-269,353	0	0	0	0
Memorandum item TfGM	190,725	-190,725	0	191,725	-191,725	0	1,000	-1,000	0

- 1.1 The report details the GMCA actual position to 30th June 2022 (quarter 1) and forecast revenue outturn position for 2022/23, covering Mayoral General Budget, Mayoral GM Fire and Rescue Budget (GMFRS), GMCA General Budgets, GM Waste and Transport including Transport for Greater Manchester (TfGM).
- 1.2 The position at Quarter 1 is summarised in the table below with further detail on the variances provided in the report.

2. GMCA GENERAL BUDGET

- 2.1 The GMCA General revenue budget approved by the GMCA in February 2022 was £242.621m and the forecast outturn expenditure at the end of June 2022 (quarter 1) is £255.749m which is an increase of £13.128m fully funded from new external income resulting in a breakeven position for the overall budget.
- 2.2 The increase in expenditure relates to additional external funding for key GMCA programmes which has been confirmed since the budget was approved in February 2022. The most significant changes in expenditure relate to funding for the following programmes:
 - Department for Education Skills Boot Camp grant funding of £7.515m;
 - ESF Not in Education, Employment or Training reprofiling of funding for delivery fees of £1.967m;
 - Community Accommodation grant funding received of £3.342m for the period 2022/23 to 2026/27;
 - Ageing Better pathfinder grant funding of £529k in 2022/23 which is part of £2.152m received for the period up to 2025/26.
 - Environment Ignition grant funding received of £1.033m;
 - Five Year Environment Plan funding of £874k reprofiled into 2022/23;
- 2.3 For the Economy Directorate there has been a reduction in projected expenditure of £1.863m in relation to changes in government funding and reprofiling of expenditure into 2023/24 for the GM Local Industrial Strategy.

2.4 The table below provides a breakdown of the position including the original budget, actual expenditure to the end of quarter 1, forecast outturn and variance:

GMCA General Budget 2022/23	Original	Actual	Forecast	Forecast
Quarter 1	Budget	Quarter 1	Outturn	Variance
	£000	£000	£000	£000
Expenditure				
GMCA Corporate	27,320	13,361	27,322	2
Digital	2,597	846	2,475	-122
Economy	18,499	3,734	16,636	-1,863
Environment	758	656	3,530	2,772
Place Making	6,707	2,676	10,623	3,916
Public Service Reform	30,961	-1,628	34,573	3,612
Education, Work and Skills	155,779	27,458	160,590	4,811
Total Expenditure	242,621	47,102	255,749	13,128
Total Funding	-242,621	-98,579	-255,749	-13,128
Net Expenditure	0	-51,477	0	0

3. MAYORAL BUDGET

3.1 The Mayoral budget for 2022/23 approved by GMCA in February 2022 is £139.020m. For quarter 1 the forecast position for the Mayoral budget is breakeven. The table below provides a breakdown on the position including the original budget, actual expenditure to the end of quarter 1, forecast outturn and variance:

Mayoral Budget 2022/23 Quarter 1	Original Budget	Actual to Quarter 1	Forecast Outturn	Forecast Variance
	£000	£000	£000	£000
Expenditure:				
Mayors Office	531	131	531	0
Corporate Recharge	794	199	794	0
Total Mayoral Priorities	3,600	1,088	3,600	0
Total Mayoral Transport	134,095	33,524	134,095	0
Gross Expenditure	139,020	34,941	139,020	0
Funded by:				
Mayoral Precept	-24,717	-6,179	-24,717	0
Collection Fund Surplus /-Deficit	-1,445	-361	-1,445	0
Collection Fund Compensation	0	0	0	0
BSOG grant	-13,150	-13,151	-13,150	0
Mayoral Capacity grant	-1,000	0	-1,000	0
Earnback revenue grant	-9,750	0	-9,750	0
Statutory charge	-86,700	-26,010	-86,700	0
Use of Reserves	-1,408	0	-1,408	0
External Income	-850	0	-850	0
Total Funding	-139,020	-45,701	-139,020	0

Net expenditure	0 -10,761	0	0

4. GM FIRE AND RESCUE SERVICE

4.1 The 2022/23 budget for GM Fire and Rescue Service (GMFRS) in February 2022 was approved at £119.543m. The forecast revenue outturn position at quarter 1 is an underspend of £0.592m. The table below provides a summary of the position including the original budget, actual expenditure to the end of quarter 1, forecast outturn and variance:

GMFRS Budget 2022/23 Quarter 1	Original Budget	Actual Quarter 1	Forecast Outturn	Forecast Variance
	£000	£000	£000	£000
Employees	91,112	21,796	90,347	-766
Indirect Employees	1,940	277	2,222	282
Premises	4,875	1,146	4,927	52
Transport	2,203	443	2,196	-7
Supplies & Services	8,458	3,056	8,595	137
Support Services	7,387	0	7,662	275
Government Grants	-769	-203	-1,000	-231
Other Grants & Contributions	-215	-54	-244	-29
Customer & Client Receipts	-2,386	-53	-2,442	-56
Capital Financing Costs	1,692	0	1,692	0
Tfr to Earmarked Reserve	5,245	0	5,245	0
Total Expenditure	119,543	26,409	119,200	-343
Localised Business Rates	-9,368	-4,587	-9,521	-152
Baseline Funding	-43,131	-11,601	-43,131	0
Section 31 - Business Rates	-5,452	-1,325	-5,300	152
Section 31 - Pension Related	-5,605	-5,605	-5,605	0
Precept Income	-55,429	-13,857	-55,429	0
Collection Fund Surplus/Deficit	2,637	2,866	2,637	0
Trf from Earmarked Reserve	-3,194	2,952	-3,444	-250
Total Funding	-119,543	-31,157	-119,793	-250
Net Expenditure	0	-4,749	-592	-592

- 4.2 Employees pay and pensions is a forecast underspend of £0.766m. This forecast is based on the headcount plus the expected future costs associated to new firefighter recruit cohorts throughout the financial year. The figure do not include any assumptions of leavers in future quarters and does include an assumption of current vacancies being recruited to.
- 4.3 The pay underspend is mainly attributable to current vacancies extrapolated to an estimated period of recruitment. Pre-arranged overtime has been included in the forecast based on average cost to date for the hours required to maintain ridership.

- 4.4 Indirect Employee Allowances position is an overspend of £282k. The underspend is mainly in relation to training expenses in year.
- 4.5 Premises Related expenditure is forecast to overspend by £52k based on current spend, mainly in the area of repairs and maintenance. Premises costs are likely to increase further due to utilities costs once assessed, largely to reflect electricity and gas price increases. A budget increase was provided for this area of spend, however, early indications are showing further cost increase than budgeted. This will continue to be monitored and reported in future reports.
- 4.6 Transport Related forecast is in line with budget, however, however, costs may rise in line with an expected increased staff travel.
- 4.7 Supplies and Services is forecasting an overspend of £137k which is mainly as a result of ICT related contract price increases.
- 4.8 Support Services budget incorporates the central recharges received from the wider Combined Authority. Further charges for specific additional support from HROD for the whole-time firefighter recruitment and selection process and Communications for various projects and strategies outside of central recharges have been forecast which result in an overspend of £275k.
- 4.9 Income is expected to overachieve and is forecasting a minor favourable variance of £85k. The forecast includes estimated apprenticeship levy income against the cost of training. This and other elements of income will be closely monitored to identify any future variances.
- 4.10 The Service requests approval for use of reserves for the utilisation of revenue grants unapplied for Protection and National Resilience plus earmarked reserves in relation to additional ICT resource activities totalling £250k.

5. WASTE AND RESOURCES

5.1 The Waste & Resources budget approved in February 2022 was £164.840m and at the end of quarter 1 there is a forecast underspend of £2.731m as detailed in the table below.

Waste and Resources 2022/23 Quarter 1	Approved Budget	Forecast Outturn	Forecast Variance
	£000	£000	£000
Operational Costs	107,872	105,052	-2,820
Operational Financing	50,614	50,359	-255
Office Costs	6,318	6,318	0
Non-Operational Financing	510	491	-19
Total Budget	165,314	162,220	-3,094
Levy Adjustment	0	363	363
Transfer (from)/to reserves	-474	-474	0
Levy	164,840	162,109	-2,731

5.2 Operational costs element of the budget is forecast to underspend by £2.820m due to tonnages for the first two months being lower than budget and income from pulpables and recyclates being higher than budget. Given the volatility in the

- market the current high recyclate prices have not been factored into the forecast for the remainder of the year.
- 5.3 An underspend on capital financing of £255k is forecast relating to lower than budgeted Minimum Revenue Provision and slightly higher interest costs. The levy adjustment payment of £363k is a reflection of lower than budgeted tonnages delivered by local authorities and is a cost to the GMCA. Tonnages will be monitored monthly through the remainder of the year as there are many factors which can affect the tonnage of waste collected and delivered to GMCA such as economic activity, seasonal effects, weather and timing of Bank Holidays, all of which could result in increased volumes of waste being presented.
- 5.4 At the GMCA meeting of 11 February 2022 it was noted that there is an intention to return £10m of 2021/22 reserves as a minimum. Approval is sought to delegate to GMCA Treasurer the distribution of £10m of reserves in 2022/23 in consultation with the nine Greater Manchester local authorities.

6. TRANSPORT REVENUE BUDGET

- 6.1 The Transport revenue budget approved by GMCA in February 2022 was £269.353m, which includes funding from the Transport Levy and Statutory Charge, Mayoral precept, grants and reserves. The majority of the Transport revenue budget is paid to Transport for Greater Manchester (TfGM) for transport delivery and the budget approved for 2021/22 was £190.725m. The remainder of the Transport revenue budget is retained by GMCA for capital financing costs for Metrolink and other programmes. The position against the capital financing budget is breakeven.
- 6.2 The table below summarises the original approved budget for TfGM for 2022/23 and the proposed revised budget at quarter 1 of £191.725m, an increase of £1m. A commentary on the key changes is provided below the table.

TfGM Revenue Budget 2022/23 Quarter 1	Approved Budget	Forecast Outturn	Variance
	£000	£000	£000
Expenditure			
Concessionary Support	75,600	75,600	0
Supported Services	36,000	36,000	0
Accessible Transport	3,700	3,700	0
Operational Costs	36,920	36,920	0
Clean Air Plan Costs	400	1,400	1,000
Scheme development Costs	15,900	15,900	0
Bus Franchising costs	15,895	15,895	0
Financing	6,310	6,310	0
Total Expenditure	190,725	191,725	1,000
Funded by			
Levy Allocated to TfGM	-28,380	-34,653	-6,273
Statutory Charge	-86,700	-86,700	0
Mayoral Budget	-19,750	-19,750	0
Rail Grant	-1,900	-1,900	0
Metrolink funding from Revenue / Reserves	-18,800	-12,527	6,273
Clean Air Plan grants	-400	-1,400	-1,000

TCF2 funding for Scheme Development	-15,900	-11,650	4,250
ICTS funding for Scheme Development	0	-4,250	-4,250
Bus Franchising funding	-15,895	-15,895	0
Utilisation of Reserves/other Grants	-3,000	-3,000	0
Total Funding	-190,725	-191,725	-1,000
Net Expenditure	0	0	0

- 6.3 At this early point in the financial year, the costs of concessionary reimbursement are currently forecast to outturn in line with budget. TfGM has, in line with previous Department for Transport (DfT) guidance, continued to reimburse bus operators for concessionary reimbursement in line with pre COVID-19 volumes, adjusted, in line with further DfT guidance, where operated mileage has been less than 100% of pre COVID-19 levels.
- 6.4 It should be noted that the cost impact of the recently announced Mayoral initiative for 'capped' bus fares, which is due to come into effect in September and will be funded from GM's funding from BSIP, is currently being further reviewed and no costs are included in the forecast for this at the moment. This will be included in the Q2 forecast which will be presented to GMCA in October.
- 6.5 The costs of Supported Service are currently shown as outturning in line with budget. However, the impact of service withdrawals and reductions from early October onwards, following the end of DfT recovery funding are currently being reviewed as part of the Network Review and there is a strong likelihood that this cost will increase in the year. This will continue to be reviewed and assessed over the next few months and an updated expenditure and funding position will be included in the Q2 forecast in October.
- 6.6 Costs of Accessible services and Operational costs are currently forecast to outturn in line with budget.
- 6.7 Clean Air Plan costs are currently forecast to outturn £1m higher than budget due to the additional work required to review and republish the proposed Clean Air Plan scheme from 1 July 2022. As in previous years, all of these costs are funded by grants from the Government's Joint Air Quality Unit.
- 6.8 The budget approved for 2022/23 to progress the further development of GM's pipeline of future transport schemes was £15.9m. This will be part funded from the DfT through £4.25m from the Intra-City Transport Settlement funding for financial year 2022/23, in addition to a further £11.65m of previously approved funding from GM's previous award of Transforming Cities funding (TCF2). TCF2 has now been amalgamated within GM's CRSTS award and this funding will be drawn down through a 'capital revenue switch'.
- 6.9 The Mayoral General Budget included an estimated sum of £15.9m for the revenue costs for the implementation plans for the introduction of Bus Franchising. The quarter 1 outturn for these costs is in line with the Budget.
- 6.10 During the pandemic, Metrolink service levels were reduced by up to 20%. Metrolink patronage and revenue have recovered to approximately two thirds of pre-COVID 19 levels but have plateaued in recent months at c65% and, after allowing for the £20.5m Local Transport Fund grant made available for light rail for the period to 4 October 2022, there is still expected to be a funding gap in 2022/23 of c. £16m (net of the available funding of £20.5m). This deficit, including amounts to repay historic

borrowing costs, is forecast to increase in future years, as, whilst patronage is projected to increase to c80% of pre-COVID 19 levels, inflation driven cost increases, on both contract fees and energy costs, are expected to largely offset additional revenues and the government funding is due to end.

- 6.11 To overcome these challenges and prepare GM's public transport network for the delivery of the Bee Network, GMCA is undertaking a programme of work focused on Network Review and Market Renewal (NRMR).
- 6.12 The initial budget for 2022/23 was agreed prior to the DfT funding for 2022/23 being agreed. The Q1 Outturn has been updated to reflect the expected funding from DfT which has impacted the amount of Levy forecast to be allocated to TfGM (with the amount of Levy overall remaining unaltered) and the associated required reserves transfers.

7. Recommendations

7.1 Recommendations are included at the front of the report.

Appendix 1

USABLE REVENUE RESERVES AND BALANCES 2021/22	Opening Balance 01/04/21	2021/22 Planned Use as per approved budget	Projected Balance 31/03/22
	£000s	£000s	£000s
GENERAL RESERVES			
GMCA	-4,245		-4,245
Transport	-1,085		-1,085
Mayoral & GMFRS	-12,093		-12,093
Waste	-12,132		-12,132
TOTAL GENERAL RESERVES	-29,555	0	-29,555
EARMARKED RESERVES AND REVENUE GRANTS U	JNAPPLIED		
GMCA Earmarked Reserves			
Business Rates Growth Pilot & Levy	-33,193	24,569	-8,624
14-19	-22		-22
2017-18 EX Funding fo the LEP Reserve	-340		-340
Ageing Well	-830		-830
Armed Forces	-6		-6
Business Growth Hub	-323		-323
Churchgate House Accommodation	-700		-700
Digital Bootcamp managment fee	-49		-49
Domestic Energy	-45		-45
Economic Intelligence Gathering	-150	_	-150
Flexible Public Service Reform	-11	2	-9
GM Age Hub	-38		-38
GM Connect	-693	171	-522
GM Covid Fund	-589		-589
GM Skills for Employment Pilot	0		0
GPF-RGF Interest and Arrangement Fees	-8,892		-8,892
Greater Manchester Resilience Forum	-297		-297
Housing Investment Fund	-10,987	1,000	-9,987
Independent inquality commission	-152	68	-85
Innovate UK (GM LIS)	-8		-8
Local data review	-25		-25
MappingGM Funding	-10		-10

Maternity Mental Health Services/ Perinatal Infant		1	
Programme/School Readiness	-53		-53
MHCLG Brexit Preparation	-88	20	-68
NEDO	-17	20	-17
Oldham Technical Project	-17		-17
Pathways to Talking project contribution	-10		-10
Personal, Health, Social and Economic (PHSE)	-11		-11
Pioneer City	-112		-112
Regional Growth Fund Deposit Interest	-113		-113
Rogue Landlord Funds	-42		-42
Smart Sustems and Heat	-43		-43
Working Well- Trafford	-250	250	0
Working Well-Care and Support	-365	242	-122
	-58,483	26,322	-32,161
GMCA Revenue Grants Unapplied		,	,
Adult Education Budget Devolution	-4,445		-4,445
Age	-459		-459
BAME-5 Cities Project	-13		-13
Brownfield Fund	-1,551		-1,551
Careers & Enterprise Grant	-38	115	77
Changing Futures Programme	-15		-15
City Deal	-1,128	653	-475
Creative Scale Up Project	-365	97	-268
Digital Funding (Alpha Projects)	-32		-32
GM Trailblazer	-38		-38
Growing Places Fund	-1,554		-1,554
Housing First Pilot	-466	346	-120
LEP Strategic Plans Funding (LEP)	-396	145	-251
Life Chances	-4,715		-4,715
One Public Estate	-367		-367
Planning & Delivery Fund	-447	55	-392
Reform and Investment Fund	-390		-390
Rough Sleeper Initiative	-80		-80
Smarter Cities	-69		-69
Social Impact Bond	-24		-24
Youth Contract	-1,868		-1,868
	-18,458	1,411	-17,047
Total GMCA	-76,942	27,733	-49,208
GMFRS - Earmarked Reserves	40.000	0.700	7 000
Capital Reserve**	-10,600	2,700	-7,900
nnovation and Partnership CYP	-127		-127
Restructuring Reserve Business Rates Reserve	-418 1 605		-418 1 605
	-1,605		-1,605
nsurance Reserve	-2,849	250	-2,849
Arena Insurance	-250	250	0
Calcott Beds	-80		-80
Earmarked Budgets Reserve - Summary	400	400	0
EFAD Trainers	-122	122	0
Emergency Response	-234		-234
CT	-300		-300
Littleborough Funds	-16	0.4	-16
MTA Capability	-81	81	0

	1	1	1
New Dimensions Grant	-23		-23
People & Organisational Development	-34		-34
PFI Earmarked Reserve	-131		-131
Prevention & Protection	-36		-36
Prevention Campaigns	-24		-24
Safe Drive Stay Alive	-15		-15
Shaghai Chairs	-77		-77
TDC Admin	-100	100	0
Training Plan	-332		-332
Transformation Fund	-3,604		-3,604
	-21,057	3,253	-17,804
GMFRS - Revenue Grants Unapplied			
Building Risk (High Rise)	-76		-76
COVID-19	-1,252		-1,252
ESMCP	-548		-548
Grenfell Infrastructure	-97		-97
ISAR Grant	-102		-102
New Dimensions Grant	-82		-82
New Risks Program	-181		-181
NNDR Additional S31 Grant	-4,891	4,798	-93
NNDR Compensation Grant	-345	204	-141
Pension Admin Grant	-113		-113
Protection Board Accreditation Grant	-66		-66
Protection Uplift (High Risk)	-157		-157
Revenue Grants Unapplied - Summary	0		0
USAR Grant	-214		-214
Wigan funding - buses for Bury safety centre	-9		-9
WWRF (New Burdens Fund)	-41		-41
,	-8,172	5,002	-3,170
Total GMFRS	-29,229	8,255	-20,974
Mayoral Farmankad Dagamas			
Mayoral Earmarked Reserves	0.000	0.000	
A Bed Every Night	-2,000	2,000	0
Our Pass Reserve	-7,021	1,884	-5,137
	-9,021	3,884	-5,137
Mayoral Revenue Grants Unapplied			
Bus Services Operators Grant	-4,290	2,750	-1,540
Council Tax Compensation Grant	-319		-319
	-4,609	2,750	-1,859
Total Mayoral	-13,630	6,634	-6,996
Towns and Francisco L. D. Common			
Transport Earmarked Reserves	00.004	0.000	00.004
Capital Programme Reserve	-88,891	6,060	-82,831
Business Rates Top Up (needed for LGF)	-35,483		-35,483
HS2 Growth Strategy	0		0
Integrated Ticketing Reserve	-11,703		-11,703
	-136,077	6,060	-130,017
Transport Revenue Grants Unapplied			
Access Fund- Active Travel	-3		-3
Active Travel Fund	-2,759		-2,759
CCAG Evaluation	-17		-17
Cycle and Walking to Work Scheme 2018-19	0		0
Cycling & Walking to Work	•	ı	• 1

Earnback Revenue GM Clean Air Plan Local Sustainable Transport Fund Made Smarter Manchester Western Loop SEMMMs Study	-22,359 -2,921 -191 0 -332 -9	11,558	-10,801 -2,921 -191 0 -332 -9
Total Transport Pilot Fund	-7 -28,598	11 FEO	-7 -17 040
Total Transport	-164,675	11,558 17,618	-17,040 -147,057
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Waste Earmarked Reserves			
Waste Composition Analysis	0		0
Waste Engagement Activities Reserve	-753		-753
Waste Interest Rate Reserve	-2,000		-2,000
Waste Lifecycle Reserve	-3,911		-3,911
Waste MTFP Funding Reserve	-11,885	270	-11,615
Waste Optimisation and Efficiency	0		0
Waste pension Deficit Funding Reserve	-812		-812
Waste Disposal Insurance Reserve	-12,694		-12,694
Total Waste	-32,056	270	-31,766
Total Earmarked Reserves & Revenue Grants			
Unapplied	-316,532	60,510	-256,021