DRAFT 2015-16 CAPITAL PROGRAMME AND CAPITAL PRIORITISATION

To: General Purposes Committee

Meeting Date: 7th October 2014

From: Chief Finance Officer

Electoral division(s): All

Forward Plan ref: Not applicable Key decision: No

Purpose: This report provides the Committee with an overview of

the full draft Business Plan Capital Programme and

results from the capital prioritisation process.

Recommendation: It is recommended that the General Purposes Committee:

a) Note the overview and context provided for the 2015-16

Capital Programme;

b) Note and comment on the results of the capital prioritisation process, taking into consideration the most up to date estimations for financing costs and the

overall revenue position; and

c) Comment on the draft proposals for the full 2015-16 Capital Programme and endorse their development.

Name: Officer contact:

Name: Chris Malyon

Post: Chief Finance Officer

Email: chris.malyon@cambridgeshire.gov.uk

Tel: 01223 699796

1. CAPITAL STRATEGY

- 1.1 The Council achieves its vision through delivery of its Business Plan. To assist in delivering the Plan the Council needs to provide, maintain and update long term assets (often referred to as 'fixed assets'), which are defined as those that have an economic life of more than one year. Expenditure on these long term assets is categorised as capital expenditure, and is detailed within the Capital Programme for the Authority.
- 1.2 Each year the Council adopts a ten year rolling capital programme as part of the Business Plan. The very nature of capital planning necessitates alteration and refinement to proposals and funding during the planning period; therefore whilst the early years of the Business Plan provide robust, detailed estimates of schemes, the later years only provide indicative forecasts of the likely infrastructure needs and revenue streams for the Council.
- 1.3 This report forms part of the process set out in the Capital Strategy whereby the Council updates, alters and refines its capital planning over an extended planning period. New schemes have been developed by Services and all existing schemes have been reviewed and updated as required before being presented to Service Committees in September for further review and development. An Investment Appraisal of each capital scheme (excluding committed schemes and schemes with 100% ring-fenced funding) has also been undertaken or revised in order to determine a prioritisation score.
- 1.4 Once the prioritisation of schemes has been reviewed across the whole programme by General Purposes Committee (GPC), firm spending plans will be considered by Service Committees in November. GPC will review the final overall programme in December, in particular regarding the overall levels of borrowing and financing costs, before recommending the programme in January as part of the overarching Business Plan for Full Council to consider in February.

2. REVENUE IMPLICATIONS

- 2.1 All capital schemes can have a potential two-fold impact on the revenue position, relating to the cost of borrowing through interest payments and repayment of principal and the ongoing revenue costs or benefits of the scheme. Conversely, not undertaking schemes can also have an impact via needing to provide alternative solutions, such as Home to School Transport.
- 2.2 The Council is required by the Chartered Institute of Public Finance and Accountancy's (CIPFA) Prudential Code for Capital Finance in Local Authorities 2011 to ensure that it undertakes borrowing in an affordable and sustainable manner. In order to ensure that it achieves this, Full Council has agreed that GPC will recommend an advisory limit on the annual financing costs of borrowing (debt charges) over the life of the Plan. In order to afford a degree of flexibility from year to year, changes to the phasing of the limit is allowed within any three-year block (starting from 2015-16), so long as the aggregate limit remains unchanged.
- 2.3 For the 2015-16 Business Plan, Council has agreed that this should equate to the level of revenue debt charges as set out in the 2014-15 Business Plan for the next five years, and limited to £45m annually from 2019-20 onwards. As such, any new or additional borrowing required as a result of revision to the

overall programme would need to be offset by reductions in borrowing elsewhere in order to remain within the advisory levels.

3. SUMMARY OF THE DRAFT CAPITAL PROGRAMME

3.1 Following on from September service committees, the revised draft Capital Programme is as follows (please see **Appendix D** for the full programme):

Service Block	2015-16 £'000	2016-17 £'000	2017-18 £'000	2018-19 £'000	2019-20 £'000	Later Yrs £'000
Children, Families and Adults	88,805	52,198	54,971	45,127	40,938	204,924
Economy, Transport and Environment	91,401	83,456	48,315	47,724	40,456	47,678
Public Health	-	-	-	-	-	-
Corporate and Managed Services	20,012	10,678	6,460	6,460	5,460	3,260
LGSS Operational	-	-	-	-	-	-
Total	200,218	146,332	109,746	99,311	86,854	255,862

3.2 This is anticipated to be funded by the following resources:

Funding Source	2015-16 £'000	2016-17 £'000	2017-18 £'000	2018-19 £'000	2019-20 £'000	Later Yrs £'000
Grants	55,340	53,047	52,248	52,198	51,725	101,220
Contributions	62,122	34,250	35,873	23,489	10,384	71,611
Capital Receipts	4,531	29,074	6,331	5,749	4,592	9,967
Borrowing	58,241	49,719	27,227	13,639	19,508	89,344
Borrowing (Repayable)*	19,984	-19,758	-11,933	4,236	645	-16,280
Total	200,218	146,332	109,746	99,311	86,854	255,862

^{*} Prudential Borrowing (Repayable) refers to borrowing that is undertaken to bridge a funding gap, such as between expenditure on infrastructure for a new development and receipt of the developer contributions to fund that infrastructure. Repayment of the borrowing is also included as negative figures, and as such the level of borrowing included on this line will ultimately net off to zero.

3.3 The following table shows how each service's borrowing position has changed since the 2014-15 Capital Programme was set (negative figures represent a reduction in borrowing):

Service Block	2014-15 £'000	2015-16 £'000	2016-17 £'000	2017-18 £'000	2018-19 £'000	2019-20 £'000
Children, Families and Adults	-703	12,392	12,287	-8,941	-543	2,203
Economy, Transport and Environment	-12,401	-31,057	-6,309	-113	6,832	8,631
Public Health	-	-	-	-	-	-
Corporate and Managed Services	-4,321	1,506	-112	1,996	-690	-40
Corporate and Managed Services – relating to general capital receipts	-1,973	-890	-475	-1,781	-1,034	-1,881
LGSS Operational		-	-	-	-	-
Total	-19,398	-18,049	5,391	-8,839	4,565	8,913

- 3.4 Since the September committees, there has been some movement regarding the levels of borrowing and financing costs, mainly relating to:
 - Updates for the Ely Crossing scheme, including rephasing, increased cost (£1m) and reduction of other funding sources (-£5m).
 - Updates to the general capital receipts estimates, including rephasing and increased receipts (£1.7m).
 - Reduction in capital receipts for Morley Memorial (£1m).

However, as the table above indicates, borrowing is still anticipated to be lower than the figures included within the 2014-15 Business Plan.

3.5 The table below categorises the reasons for these changes (negative figures represent a reduction in borrowing):

Reasons for change in borrowing	2014-15 £'000	2015-16 £'000	2016-17 £'000	2017-18 £'000	2018-19 £'000	2019-20 £'000
New	-	320	20	20	20	20
Removed/Ended	-3,803	-1,767	-3,016	-582	-168	-549
Minor Changes/Rephasing*	-2,724	-1,532	-20,886	-79	8,373	8,730
Increased Cost (includes rephasing)	776	-14,729	22,136	902	800	150
Reduced Cost (includes rephasing)	-1	2,700	-1,800	-6,326	-417	143
Remaining Gap related to Basic Need Funding Shortfall	1	1	11,490	ı	-	ı
Change to other funding (includes rephasing)**	-13,541	-3,041	-2,553	-2,774	-4,043	419
Other	-105	-	-	-	-	-
Total	-19,398	-18,049	5,391	-8,839	4,565	8,913

^{*}This does not off-set to zero across the years because the rephasing also relates to both pre-2014-15 and also later years.

3.6 Significant changes for individual schemes within the above table include (for a further breakdown of table 3.5, please see **Appendix A**):

Scheme	2015-16 £'000	2016-17 £'000	2017-18 £'000	2018-19 £'000	2019-20 £'000	Later £'000
REMOVED						
Huntingdon, Ermine St School	-	-584	-432	-	-	-
Wintringham Park 1 st Primary	-	-	-	-	-180	-3,730
Wintringham Park 2 nd Primary	-	-	-	-	-	-9,313
Waste Schemes	-267	-282	-150	-2,168	-369	-10,098
Street Lighting - Central Management System	-500	-	-	-	-	-
MAC Joint Operations Centre	-1,000	-2,150	-	2,000	-	-
MINOR CHANGES / REPHASING						
Schools	9,626	-1,758	-3,280	2,433	2,790	3,944
Highways Maintenance	-13,075	-19,000	6,000	6,000	6,000	18,000

^{**}This includes an increase in the level of general capital receipts expected to be available to fund the overall programme.

Waste - Cambridge Area Growth	-479	-581	-2,739	-	-	3,704
Huntingdon West of Town Centre Link Road	864	-	-	-	-	-
Community Hub Schemes	1,592	13	-	-	-	-
IT Schemes	-	500	-	-	-	-
INCREASED COST (INCLUDES REPHASING)						
Swavesey Primary	806	60	-	-	-	-
Westwood Junior School	-	-	400	1,300	150	-
Littleport Secondary / Special	-5,235	6,482	226	-	-	-
Ely Crossing	-10,800	15,094	776	-	-	-
Microsoft Enterprise Agreement REDUCED COST	500	500	-500	-500	-	-
(INCLUDES REPHASING)						
North Cambridgeshire School	-300	200	-3,326	-417	143	-
Development of Archives Centre	3,000	-2,000	-3,000	-	-	-
CHANGE TO OTHER FUDNING (INCLUDES						
REPHASING) Trumpington Meadows Primary	-1,998	-	-	-	-	-
Isle of Ely Primary	5,144	-700	-700	-3,859	-700	-
Morley Memorial Primary	-	-60	1,550	-	-	-
Southern Fringe Primary	4,349	-2,843	-3,379	-	-	-
Cambridge Science Park Station	-14,800	-624	3,000	3,000	3,000	18,000
Ely Crossing	5,000	-	-	-	-	-
King's Dyke	-	1,084	-4,000	-	-	-
MAC Market Towns Project	154	1,065	2,536	-2,150	-	-
General Capital Receipts	-890	-475	-1,781	-1,034	-1,881	-4,927

3.7 The revised levels of borrowing result in the following overall levels of financing costs:

Financing Costs	2015-16 £'000	2016-17 £'000	2017-18 £'000	2018-19 £'000	2019-20 £'000
2015-16 draft BP	37,592	41,808	42,620	42,813	42,989
2014-15 agreed BP	39,227	43,577	44,382	44,870	-
CHANGE	-1,635	-1,769	-1,762	-2,057	-

NB Both sets of figures include a £1m allowance for slippage, agreed as part of the 2014-15 Business Plan.

3.8 Some of the key issues to be taken into account:

 Children's, Families and Adults have been working to absorb as much of the £32m Department for Education Basic Need funding shortfall into their programme as possible, without adversely impacting upon the Council's financing costs. So far, the £32m gap has been reduced to £11.4m, currently included as additional borrowing in 2016-17. However, despite this increase, the levels of financing costs have not increased since the 2014-15 plan due to the reductions and rephasing elsewhere in the programme.

- Removal, reduction or delay in return of some Invest to Save schemes has resulted in delayed, or additional revenue pressures.
- 3.9 The following work remains outstanding and will be completed by the November Service Committees:
 - Applying updated inflation indices to some CFA schemes
 - Updates as a result of outstanding milestone reports

4. CAPITAL PRIORITISATION

- 4.1 An Investment Appraisal is undertaken or revised for each capital scheme included within the draft Business Plan, which allows the schemes to be scored against a weighted set of criteria such as strategic fit, statutory obligations, business continuity, joint working, investment payback and resource use. Schemes that are already committed (i.e. where the asset is already part constructed, or we have entered into a commitment to incur expenditure) are not subsequently scored; nor are schemes that are fully funded by non-borrowing resources.
- 4.2 This process allows schemes within and across all Services to be ranked and prioritised against each other, in light of the finite resources available to fund the overall Programme and in order to ensure the schemes included within the Programme are aligned to assist the Council with achieving its priorities. A summary of results for all scored schemes (excludes committed and fully funded schemes) is included in **Appendix B**.
- 4.3 It should be noted that it is difficult to score a lot of the school schemes for use of non-borrowing funding, as the allocation of Basic Need / Capital Maintenance grants and prudential borrowing is often arbitrary and could in theory be moved around.
- 4.4 The table below ranks the scored schemes in order of priority, and provides detail of cost and borrowing figures. For further detail on flexibility of timing of spend or alternative methods of delivery (which is particularly helpful with regard to assessing the school schemes) please see the full table in **Appendix C**.

Priority Score (/100)	Class	Service Area	Ref	Title	Total Scheme Cost £m	Total Prudential Borrowing £m
76	Invest to Save	CS	C/C.1.013	MAC Market Towns Project (March)	1,780	-2,695
70	Invest to Save	CS	C/C.1.005	Housing provision (primarily for rent) on CCC portfolio	17,500	-3,500
59	Other	ETE	B/C.4.023	King's Dyke	13,629	2,084
57	Statutory	CFA	A/C.01.004	Alconbury 1st primary	10,250	516
57	Statutory	CFA	A/C.01.005	Bearscroft, Godmanchester	7,000	1,265
57	Statutory	CFA	A/C.02.016	Wisbech	2,709	461
57	Statutory	CFA	A/C.02.018	Fordham	925	18

52 52 52	Invest to Save Statutory	ETE	B/C.4.005	Northstowe	15,000	
52 52		0=4			13,000	-
52	.	CFA	A/C.01.011	The Shade	2,200	-
	Statutory	CFA	A/C.02.012	Swavesey Primary	2,325	1,176
EO	Statutory	CFA	A/C.02.019	Burwell	1,000	-
52	Statutory	CFA	A/C.02.026	Benwick Primary	500	-
52	Statutory	CFA	A/C.02.027	Harston Primary	500	-
52	Statutory	CFA	A/C.02.028	Melbourn Primary	500	-
52	Statutory	CFA	A/C.02.032	March	8,770	1,630
52	Statutory	CFA	A/C.04.002	North West Fringe	18,360	-
52	Statutory	CFA	A/C.05.011	Cambourne secondary	4,600	160
	Statutory	CFA	A/C.10.001	School Condition, Maintenance & Suitability	47,257	2,797
	Statutory	CFA	A/C.12.001	Temporary Accommodation	8,748	1,547
	Statutory	CFA	A/C.01.016	NIAB 2nd primary	10,950	2,635
	Statutory	CFA	A/C.02.031	Wisbech	8,770	2,644
	Statutory	CFA	A/C.05.006	St Peters, Huntingdon	3,250	1,065
	Statutory	CFA	A/C.05.007	Bottisham Village College	3,250	1,070
	Statutory	CFA	A/C.15.003	Trinity School Hartford, Huntingdon	5,500	5,500
	Statutory	ETE	B/C.3.101	Development of Archives Centre premises	4,131	4,131
49	Statutory	CFA	A/C.02.009	St Neots, Loves Farm (Joint Scheme with Huntingdonshire District Council)	670	460
48	Statutory	CFA	A/C.02.025	Sawston Primary	5,250	2,300
48	Statutory	CFA	A/C.05.004	Littleport	34,650	27,248
48	Statutory	CFA	A/C.05.010	8-10 Form Entry additional secondary capacity to serve March & Wisbech	47,600	21,965
47	Statutory	CFA	A/C.01.003	North West Cambridge (NIAB site)	9,151	1,123
	Statutory	CFA	A/C.02.015	Maple Grove	1,500	820
	Statutory	CFA	A/C.04.003	Northstowe	20,815	11,007
	Statutory	CFA	A/C.05.009	Cromwell community college, Chatteris	3,700	200
	Statutory	CFA	A/C.05.012	St Neots Secondary - additional basic need capacity	10,940	700
	Other	ETE	B/C.3.001	Highways Maintenance including Footways and Signals	90,000	87,011
	Statutory	ETE	B/C.3.012	Waste - Cambridge Area Growth	5,000	3,704
	Invest to Save	CS	C/C.1.012	Disposal / Relocation of Huntingdon Highways Depot	1,625	-1,375
	Statutory	CFA	A/C.05.005	North Cambridgeshire	15,500	8,741
	Statutory	CFA	A/C.02.024	Wyton Primary	5,750	3,591
	Statutory	CFA	A/C.04.005	Cambridge City	20,000	6,612
	Statutory	CFA	A/C.02.029	Robert Arkenstall Primary	500	362
	Statutory	CFA CFA	A/C.01.010	Chatteris Alconbury 1st primary	7,625	86
	Statutory	CFA	A/C.01.012 A/C.01.020	Alconbury 1st primary	2,600	420
	Statutory Statutory	CFA	A/C.01.020 A/C.02.021	Alconbury 2nd primary Orchard Park	10,050 400	1,140
	Statutory	CFA	A/C.02.021 A/C.04.004	Alconbury Secondary	30,000	5,520
	Statutory	CFA	A/C.04.004 A/C.01.007	Clay Farm / Showground	7,600	1,708
	Statutory	CFA	A/C.01.007 A/C.03.002	Dry Drayton	1,200	1,708
	Invest to Save	CS	C/C.1.016	Renewable Energy - Soham	10,245	10,245
	Statutory	CFA	A/C.01.014	Loves Farm primary	8,700	8,550
	Statutory	CFA	A/C.01.015	Littleport 3rd primary	8,770	8,580
	Statutory	CFA	A/C.02.022	St Ives, Eastfield / Westfield /	3,000	900

				Wheatfields		
40	Statutory	CFA	A/C.02.030	Wilburton Primary	500	500
40	Statutory	CFA	A/C.15.002	LA maintained Early Years Provision	2,900	2,057
39	Statutory	CS	C/C.1.001	Shire Hall	6,524	4,500
38	Other	ETE	B/C.4.024	Soham Station	6,200	4,700
37	Statutory	CFA	A/C.02.013	Brampton Primary	5,190	2,645
37	Statutory	CFA	A/C.02.017	Little Paxton Primary	800	135
37	Statutory	CS	C/C.1.004	Building Maintenance	6,000	6,000
36	Statutory	CFA	A/C.01.019	Northstowe 3rd primary	11,900	7,000
36	Statutory	CFA	A/C.03.001	Hauxton	1,120	297
35	Statutory	CFA	A/C.02.023	Westwood Junior	1,900	1,850
35	Statutory	CFA	A/C.05.013	Northstowe secondary - expansion 4 Form Entry. Phase 2	11,640	7,654
34	Statutory	CFA	A/C.01.017	Northstowe 2nd primary	11,250	8,408
34	Other	ETE	B/C.3.103	Public PC replacement programme: libraries and learning centre	256	256
32	Statutory	CFA	A/C.03.003	Morley Memorial	3,000	1,650
29	Statutory	CS	C/C.1.003	County Farms investment (Viability)	8,031	6,047
28	Statutory	CS	C/C.1.019	Equality Act Works in Corporate Offices	200	200
23	Other	CS	C/C.1.002	Local Plans - representations	1,548	1,390
23	Other	CS	C/C.2.002	Implementing IT Resilience Strategy for Data Centres	500	500
23	Other	CS	C/C.2.009	Communications & Storage Infrastructure Refresh	1,000	1,000
20	Other	CFA	A/C.15.001	Cambridgeshire Alternative Education Service Minor Works	229	29
18	Other	CS	C/C.3.001	Essential CCC Business Systems Upgrade	300	300

4.5 As a result of a combination of removal of schemes, reduction in costs and rephasing, borrowing levels have decreased and therefore the Council will not breach the recommended debt charges limit as a result of the proposed Capital Programme. However, the Council is facing increasing difficulty in determining proposals to meet its revenue savings targets. Therefore, it is still prudent to give consideration to the Capital Programme and prioritisation ranking in light of the revenue position, in order to determine whether the Council should seek any further reduction in financing costs by amending schemes within the Capital Programme.

5. ALIGNMENT WITH CORPORATE PRIORITIES

5.1 Developing the local economy for the benefit of all

For detail on significant implications within this category, please see the September Service Committee reports.

5.2 Helping people live healthy and independent lives

For detail on significant implications within this category, please see the September Service Committee reports.

5.3 Supporting and protecting vulnerable people

For detail on significant implications within this category, please see the September Service Committee reports.

6. SIGNIFICANT IMPLICATIONS

6.1 Resource Implications

The report above is entirely concerned with resource issues and the significant implications are included throughout the report.

6.2 Statutory, Risk and Legal Implications

For detail on significant implications within this category, please see the September Service Committee reports.

6.3 Equality and Diversity Implications

There are no significant implications within this category.

6.4 Engagement and Consultation Implications

The significant engagement and consultation implications will be addressed as part of the overarching Business Planning Process.

6.5 Localism and Local Member Involvement

There are no significant implications within this category.

6.6 Public Health Implications

There are no significant implications within this category.

Source Documents	Location
2014-15 Business Plan	http://www.cambridgeshir e.gov.uk/info/20043/financ e and budget/90/busines s plan 2014 to 2015
September Service Committee reports; General Purposes Committee	http://www2.cambridgeshi re.gov.uk/CommitteeMinu tes/Committees/Agendalt em.aspx?agendaltemID= 10229
Adults Committee	http://www2.cambridgeshi re.gov.uk/CommitteeMinu tes/Committees/Agendalt em.aspx?agendaltemID= 10214
Children and Young People Committee	http://www2.cambridgeshi re.gov.uk/CommitteeMinu tes/Committees/Agendalt em.aspx?agendaltemID= 10281
Economy and Environment Committee	http://www2.cambridgeshi re.gov.uk/CommitteeMinu tes/Committees/Agendalt em.aspx?agendaltemID= 10304
Highways and Community Infrastructure Committee	http://www2.cambridgeshire.gov.uk/CommitteeMinutes/Committees/Agendaltem.aspx?agendaltemID=

APPENDIX A

Changes to Borrowing for Individual Schemes

Scheme	2015-16 £'000	2016-17 £'000	2017-18 £'000	2018-19 £'000	2019-20 £'000	Later £'000
NEW	320	20	20	20	20	100
Equality Act Works in Corporate Offices Essential CCC Business Systems Upgrade	20 300	20	20	20	20	100
REMOVED	-1,767	-3,016	-582	-168	-549	-23,141
Huntingdon, Ermine St School	-	-584	-432	-	-	-
Wintringham Park 1 st Primary	-	-	-	-	-180	-3,730
Wintringham Park 2 nd Primary	-	-	-	-	-	-9,313
Waste Schemes	-267	-282	-150	-2,168	-369	-10,098
Street Lighting - Central Management System	-500	-	-	-	-	-
MAC Joint Operations Centre	-1,000	-2,150	-	2,000	-	-
MINOR CHANGES / REPHASING	-1,532	-20,886	-79	8,373	8,730	25,648
Schools	9,626	-1,758	-3,280	2,433	2,790	3,944
Highways Maintenance	-13,075	-19,000	6,000	6,000	6,000	18,000
Waste - Cambridge Area Growth	-479	-581	-2,739	-	-	3,704
Huntingdon West of Town Centre Link Road	864	-	-	-	-	-
Shire Hall	-60	-60	-60	-60	-60	-
Community Hub Schemes	1,592	13	-	-	-	-
IT Schemes	-	500	-	-	-	-
INCREASED COST (INCLUDES REPHASING)	-14,729	22,136	902	800	150	-
Swavesey Primary	806	60	-	-	-	-
Westwood Junior School	-	-	400	1,300	150	-
Littleport Secondary / Special	-5,235	6,482	226	-	-	-
Ely Crossing	-10,800	15,094	776	-	-	-
Microsoft Enterprise Agreement	500	500	-500	-500	-	-
REDUCED COST (INCLUDES REPHASING)	2,700	-1,800	-6,326	-417	143	-
North Cambridgeshire School	-300	200	-3,326	-417	143	-
Development of Archives Centre	3,000	-2,000	-3,000	-	-	-
REMAINIG GAP RELATED TO BASIC NEED SHORTFALL	-	11,490	-	-	-	-
CHANGE TO OTHER FUDNING (INCLUDES REPHASING)	-3,041	-2,553	-2,774	-4,043	419	13,073
Trumpington Meadows Primary	-1,998	-	-	-	-	-

OTHER Total	- -18,049	5,391	-8,839	4,565	- 8,913	600 16,280
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General Capital Receipts	-890	-475	-1,781	-1.034	-1.881	-4,927
MAC Market Towns Project	154	1,065	2,536	-2,150	-	-
King's Dyke	-	1,084	-4,000	-	-	-
Ely Crossing	5,000	-	-	-	-	-
Cambridge Science Park Station	-14,800	-624	3,000	3,000	3,000	18,000
Southern Fringe Primary	4,349	-2,843	-3,379	-	-	-
Morley Memorial Primary	-	-60	1,550	-	-	-
Isle of Ely Primary	5,144	-700	-700	-3,859	-700	-