## Agenda Item No:7

# DRAFT 2019-20 CAPITAL PROGRAMME AND CAPITAL PRIORITISATION

To: General Purposes Committee

Meeting Date: 27th November 2018

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 requested that the Committee:

a) Note the overview and context provided for the 2019-20 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 2019-20 Capital Programme and endorse their development.

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#### 1. CAPITAL STRATEGY

- 1.1 The Council strives to achieve 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 Council.
- 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 the Capital Programme Board and subsequently Service Committees in September for further review and development.
- 1.4 An Investment Appraisal of each capital scheme (excluding committed schemes and schemes with 100% ring-fenced funding) has also been undertaken / revised in order to determine a prioritisation score. This score 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 outcomes.

### 2. DEVELOPMENT OF THE 2019-20 CAPITAL PROGRAMME

- 2.1 Service Capital Programmes have been reviewed individually by Service Committees in October, alongside the addition, revision and update of schemes. Once the prioritisation of schemes across the whole programme has been reviewed by GPC as part of this report, firm capital and revenue spending plans will be considered by Service Committees in December, before GPC also review the final overall programme in December. In particular, GPC will review 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.
- 2.2 All capital schemes are funded using capital resources or borrowing, as this is the most financially sensible option for the Council due to the ability to borrow money for capital schemes and defray the cost of that expenditure to the Council over the life of the asset. Therefore any Invest to Save or Earn schemes will continue to be funded over time by the revenue payback they produce via savings or increased income; this means the Transformation Fund can be prioritised towards revenue investment.
- 2.3 Feedback from Services Committees in October required the following actions:
  - Highways and Community Infrastructure (H&CI) Committee noted that in-depth analysis to facilitate informed decision making in future is required with respect to the Highways Maintenance £90m expenditure (ending in 2022-23), as it is unsustainable in the long-term to fund highways maintenance expenditure via borrowing. A one-page summary on this issue will be circulated to Members before the next H&CI Committee meeting. More recently as part of the Autumn Budget, the Government has announced additional funding for road maintenance; the implications of this for Cambridgeshire are currently being assessed.

- H&Cl Committee discussed the Community Hub schemes in relation to the minimal investment in workspaces and digital access that is required to turn these into touchdown facilities. This information will also be circulated to Committee.
- The St Ives Eastfield/Westfield/Wheatfields scheme was excluded from Children and Young People (CYP) Committee's endorsement of the development of the CYP programme, as a separate paper was to be taken to CYP committee in November regarding this scheme. A decision about the scheme was deferred again to December Committee, where a more thorough review will be undertaken (in conjunction with some other CYP schemes, including Spring Common, detailed below). In the meantime, the scheme remains in the programme as it was originally calculated.
- CYP Committee requested further sufficiency work to be carried out regarding the Spring Common Special School scheme in order to determine whether this scheme should be brought back into the programme.
- 2.4 There are several schemes in progress where work is underway to develop the scheme, however they are either not sufficiently far enough forward to be able to include any capital estimate within the Business Plan, or a draft set of figures have been included but they are, at this stage, highly indicative. The following are the main schemes that this applies to:
  - The Adults Committee first considered the Older People's Accommodation Strategy in 2016, and in September 2017 agreed a blended approach for increasing capacity for residential/nursing care. One element of this was to procure an increase in capacity through a number of new build sites, which has potential for implications for the Council's capital plans through provision of land or other assets, or involvement with construction. The Council is engaged with health partners on these challenges, to maximise a 'one public estate' approach. A strategic dialogue tender process is currently underway to appoint a partner for the operation and delivery of this project.
  - The Council, in cooperation with health partners, is reviewing the care that is provided to service-users with learning disabilities, particular those placed out-of-county due to lack of suitable local provision. One option being considered is the acquisition of land and/or buildings that could provide bespoke services to groups of individuals with high needs reducing the need to source high-cost residential placements while improving outcomes. This would have an impact on the Council's capital plans through provision of land or other assets, or involvement with construction. This will only be done where the new provision is more cost-effective than current arrangements.
  - The Cambs 2020 project is moving forward with pace; one element of this project relates to the Shire Hall Relocation capital scheme where the Council is looking to change ways of working and move out of its current premises. However, there is still significant work to be undertaken to determine the capital investment required to enable the Hub and Spokes model to be implemented, as well as the revenue impacts of the project. The revised phasing and cost for the relocation element of the project has been reviewed by C&I Committee in November and has been included within the figures in this report.
  - The St Ives Eastfield/Westfield/Wheatfields scheme has been increased within the programme in support of the provision of an all-through primary school; however as already noted this proposal is due to be reviewed individually by CYP committee again in December, and will be amended accordingly once this has taken place.

### 3. REVENUE IMPLICATIONS

3.1 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 (e.g. transporting children to schools with capacity rather than investing in capacity in oversubscribed areas).

- 3.2 The Council is required by the Charted Institute of Public Finance and Accountancy's (CIPFA's) Prudential Code for Capital Finance in Local Authorities 2017 to ensure that it undertakes borrowing in an affordable and sustainable manner. In order to ensure that it achieves this, GPC recommends 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 (the next block starts in 2018-19), so long as the aggregate limit remains unchanged.
- 3.3 For the 2019-20 Business Plan, GPC has agreed as part of the Capital Strategy paper that went to September committee that this should equate to the level of revenue debt charges as set out in the 2014-15 Business Plan and then limited to around £39m annually from 2019-20 onwards (restated to take into account the change to the Minimum Revenue Policy agreed by GPC in February 2016).

### 4. SUMMARY OF THE DRAFT CAPITAL PROGRAMME

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

Service Block	2019-20 £'000	2020-21 £'000	2021-22 £'000	2022-23 £'000	2023-24 £'000	Later Yrs £'000
People and Communities	125,124	90,657	69,727	66,713	50,316	52,085
Place and Economy	44,941	25,953	19,352	18,768	15,114	16,800
Commercial and Investment	85,503	32,801	954	800	800	4,000
Corporate and Managed Services	5,458	2,514	2,294	-	-	-
Total	261,026	151,925	92,327	86,281	66,230	72,885

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

Funding Source	2019-20 £'000	2020-21 £'000	2021-22 £'000	2022-23 £'000	2023-24 £'000	Later Yrs £'000
Grants	36,569	48,520	37,053	37,078	32,754	43,134
Contributions	54,150	28,105	40,051	33,264	10,848	170,899
Capital Receipts	47,688	5,098	6,493	500	500	2,000
Borrowing	81,488	71,999	22,821	17,479	22,378	1,430
Borrowing (Repayable)*	41,131	-1,797	-14,091	-2,040	-250	-144,578
Total	261,026	151,925	92,327	86,281	66,230	72,885

<sup>\*</sup> Repayable borrowing nets off to zero over the life of each scheme and is used to bridge timing gaps between delivery of a scheme and receiving other funding to pay for it.

4.3 The following table shows how each Service's borrowing position has changed since the 2018-19 Capital Programme was set:

Service Block	2019-20 £'000	2020-21 £'000	2021-22 £'000	2022-23 £'000	2023-24 £'000	Later Yrs £'000
People and Communities	14,437	15,978	1,668	8,743	8,727	1,202
Place and Economy	1,624	2,097	335	-2,563	-4,396	3,911
Corporate and Managed Services	2,431	-459	-459			-
Commercial and Investment Committee	7,170	44,750	-11,097	2,706	1,838	19,970
Corporate and Managed Services – relating to general capital receipts	-	-	-		1	-
Total	25,662	62,366	-9,553	8,886	6,169	25,083

4.4 The table below categorises the reasons for these changes:

Reasons for change in borrowing	2019-20 £'000	2020-21 £'000	2021-22 £'000	2022-23 £'000	2023-24 £'000	Later Yrs £'000
New	15,590	32,018	-4,577	370	2,750	15,590
Removed/Ended	-1,327	-150	-1,601	-2,800	-2,059	-1,327
Minor Changes/Rephasing*	31,138	16,758	-10,943	1,341	2,188	31,138
Increased Cost (includes rephasing)	-6,383	38,926	14,339	13,675	14,074	-6,383
Reduced Cost (includes rephasing)	0	0	0	0	-4,000	0
Change to other funding (includes rephasing)	237	-14,756	-3,868	-796	-2,222	237
Variation Budget	-13,593	-10,430	-2,903	-2,904	-4,562	-13,593
Total	25,662	62,366	-9,553	8,886	6,169	25,662

<sup>\*</sup>This does not off-set to zero across the years because the rephasing also relates to pre-2019-20.

4.5 In addition to rephasing, the main changes to borrowing relate to (this includes any costs incurred pre-2019-20):

#### New schemes

- Six school schemes, at a total borrowing cost of £14.6m, to respond to anticipated demand for new school places
- Four energy schemes at a cost of £30.1m, which are expected to generate a total net income of £30m over the life of the scheme (25 years)
- A new Children's Services IT system at a total cost of £2.5m

#### Removed schemes

- Three school schemes, at a total borrowing cost of £7.1m, to reflect where need is now required
- Removal of Soham Station, at a total borrowing cost of £5.0m, as this is being delivered by the Cambridgeshire and Peterborough Combined Authority

#### Increased cost of schemes

 Increased borrowing costs of £56.5m for 13 school schemes, including £7.2m for St Ives Eastfield/Westfield/Wheatfields, £15.8m for new secondary capacity to serve Wisbech and £19.0m for Cambourne West secondary

### Change in funding:

- Additional Basic Need funding for 2020-21 of £13.6m over the Council's original forecast, which reduces borrowing by the same amount
- 4.6 Since the October committees, there has been some movement regarding the levels of borrowing included within the above figures, mainly relating to:
  - Change in phasing, and therefore funding profile, for:
    - Connecting Cambridgeshire
    - Community Hubs East Barnwell
    - CPSN Replacement
    - Smart Energy Grid Demonstrator scheme at the St Ives Park and Ride
    - Babraham and Trumpington Smart Energy Grids
    - Stanground and Woodston Closed Landfill Energy Projects
  - Additional costs of £1.8m and revised phasing for the Shire Hall Relocation scheme
  - Minor changes/rephasing of school schemes
- 4.7 The revised levels of borrowing result in the following overall levels of financing costs:

Financing Costs	2019-20 £'000	2020-21 £'000	2021-22 £'000	2022-23 £'000	2023-24 £'000
2018-19 agreed BP	29.0	34.7	36.7	38.5	-
2019-20 draft BP	28.3	34.4	39.1	40.8	42.6
CHANGE (+) increase / (-) decrease	-0.6	-0.3	2.4	2.3	42.6

<sup>\*</sup>This is a large increase due to having a new year 5 (i.e. there was no budget for 2023-24 in the 2018-19 BP).

- 4.8 Financing costs have decreased in 2019-20 and 2020-21, despite an increase in the levels of borrowing forecast in those years, due to a reset of the financing costs model. This has taken into account revised levels of forecast spend for both the latter period of 2017-18 and current forecasts for 2018-19, as well as updated projections on levels of internal cash balances held by the Council and also expectations regarding future interest rates.
- 4.9 Invest to Save / Earn schemes are excluded from the advisory financing costs limit the following table therefore compares revised net financing costs excluding these schemes. In order to afford a degree of flexibility from year to year, the limit is reviewed over a three-year period based on the revised programme, the advisory limit is not exceeded for either of these 3 year blocks.

Financing Costs	2018-19 £m	2019-20 £m	2020-21 £m	2021-22 £m	2022-23 £m	2023-24 £m
2019-20 draft BP (net figures excluding Invest to Save / Earn schemes)	23.9	27.0	32.2	36.0	37.9	39.7
Recommend limit	37.9	38.6	39.2	39.7	40.3	40.8
HEADROOM	-14.0	-11.6	-7.0	-3.7	-2.4	-1.2
Recommend limit (3 years)		115.7			120.8	
HEADROOM (3 years)		-32.6			-7.3	

4.10 Whilst the limit has not been exceeded, the Business Plan is still under review and as such adjustments to schemes and phasing will continue over the next month.

### 5. CAPITAL PRIORITISATION

- 5.1 An Investment Appraisal of each capital scheme (excluding schemes with 100% ring-fenced funding) is undertaken / revised as part of the Investment Proposal, which allows the scheme to be scored against a weighted set of criteria such as strategic fit, business continuity, joint working, investment payback and resource use (see **Appendix B** for criteria). 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.
- 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 targeted outcomes. A summary of results for all scored schemes (excludes committed and fully funded schemes) is included in **Appendix B**.
- 5.3 It should be noted that it is difficult to score many 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.
- 5.4 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 £000	Total Prudential Borrowing £000
70	Invest to Save	C&I	F/C.2.240	Housing Schemes	148,172	4,655
61	Statutory	P&C	A/C.01.067	WING Development - Cambridge	9,850	-
56	Statutory	P&C	A/C.02.015	Sir Harry Smith	5,000	-
54	Statutory	P&C	A/C.01.043	Littleport 3rd primary	5,300	596
54	Statutory	P&C	A/C.01.050	March new primary	8,770	230
54	Statutory	P&C	A/C.01.052	NIAB 2nd primary	11,900	430

54	Statutory	P&C	A/C.05.001	School Condition, Maintenance & Suitability	24,350	-
53	Statutory	P&C	A/C.08.007	Samuel Pepys	3,600	2,188
52	Statutory	P&C	A/C.05.002	Kitchen Ventilation	1,650	240
52	Other	P&E	B/C.3.001	Highways Maintenance (carriageways only from 2015/16 onwards)	78,700	73,768
51	Statutory	P&C	A/C.01.068	St Philips Primary School	3,500	790
51	Invest to Save	C&I	F/C.2.119	Babraham Smart Energy Grid	11,399	11,399
51	Invest to Save	C&I	F/C.2.120	Trumpington Smart Energy Grid	6,969	6,969
50	Statutory	P&C	A/C.08.006	Highfields Phase 2	6,870	5,637
49	Statutory	P&C	A/C.02.013	St. Neots secondary	11,130	700
49	Statutory	P&C	A/C.10.001	Temporary Accommodation	12,500	7,520
49	Statutory	P&C	A/C.12.005	Integrated Community Equipment Service	13,000	13,000
48	Statutory	P&C	A/C.02.012	Cromwell Community College	8,320	2,980
48	Invest to Save	C&I	F/C.2.114	MAC Joint Highways Depot	5,198	398
45	Statutory	P&C	A/C.02.011	New secondary capacity to serve Wisbech	38,800	34,846
45	Statutory	P&C	A/C.02.016	Cambourne West secondary	38,500	23,690
45	Statutory	P&C	A/C.08.003	SEN Pupil Adaptations	600	600
44	Statutory	P&C	A/C.01.040	Ermine Street, Alconbury, Phase 2	3,350	-
44	Statutory	P&C	A/C.01.044	Loves Farm primary, St Neots	11,660	10,156
44	Statutory	P&C	A/C.01.049	Northstowe 2nd primary	11,590	-
44	Statutory	P&C	A/C.01.056	Alconbury Weald 2nd primary	11,750	-
44	Statutory	P&C	A/C.01.066	Bassingbourn Primary	3,050	2,883
44	Statutory	P&E	B/C.5.012	Waste - Household Recycling Centre (HRC) Improvements	8,183	5,580
43	Statutory	P&C	A/C.01.051	Wisbech new primary	8,940	4,458
43	Invest to Save	C&I	F/C.2.116	Shire Hall Relocation	18,326	18,326
43	Invest to Save	C&I	F/C.2.121	Stanground Closed Landfill Energy Project	9,745	9,745
43	Invest to Save	C&I	F/C.2.122	Woodston Closed Landfill Energy Project	2,526	2,526
42	Statutory	P&C	A/C.01.046	Sawston Primary	2,460	2,401
42	Statutory	P&C	A/C.01.057	Northstowe 3rd primary	11,900	-
42	Statutory	P&C	A/C.01.069	Caldecote Primary	3,890	2,898
36	Statutory	P&C	A/C.02.014	Northstowe secondary, phase 2	11,860	8,690

35	Other	cs	C/C.2.006	CPSN Replacement	5,500	5,500
35	Other	C&I	F/C.2.111	Shire Hall	5,439	3,016
34	Other	P&C	A/C.09.001	Site Acquisition, Development, Analysis and Investigations	600	500
34	Other	P&E	B/C.6.108	New Community Hub/ Library Service Provision Darwin Green	340	41
32	Statutory	P&C	A/C.08.004	Replacement Pilgrim Pupil Referral Unit - Medical Provision	4,000	4,000
29	Other	cs	C/C.1.005	Children's Services IT System	2,545	2,545
28	Other	C&I	F/C.2.109	Community Hubs - East Barnwell	1,950	1,659
28	Other	C&I	F/C.2.112	Building Maintenance	6,000	6,000
26	Invest to Save	C&I	F/C.2.101	County Farms investment (Viability)	3,000	3,000
25	Statutory	P&C	A/C.04.007	William Westley	351	351
25	Other	C&I	F/C.2.103	Local Plans - representations	1,000	1,000
21	Other	P&C	A/C.12.002	Enhanced Frontline in Adult Social Care	635	635
21	Invest to Save	cs	C/C.1.003	Citizen First, Digital First	3,546	3,546
20	Other	cs	C/C.3.001	Capitalisation of Transformation Team	6,465	-
16	Other	P&E	B/C.6.112	Open access & touchdown facilities	567	567
14	Invest to Save	P&E	B/C.5.029	Energy Efficiency Fund	1,000	1,000
12	Other	P&C	A/C.11.001	Children's Minor Works and Adaptions	75	75
12	Other	P&E	B/C.6.113	Library Service Transformation mixed model provision	148	148
12	Other	cs	C/C.3.002	Capitalisation of Redundancies	5,000	-

### 6. NEXT STEPS

- 6.1 The following amendments are expected to be made before the Service Capital Programmes are presented to Service committees again in December:
  - Updates to the forecast general capital receipts figures
  - Updated capitalisation of interest figures

## 7. ALIGNMENT WITH CORPORATE PRIORITIES

# 7.1 Developing the local economy for the benefit of all

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

# 7.2 Helping people live healthy and independent lives

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

# 7.3 Supporting and protecting vulnerable people

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

#### 8. SIGNIFICANT IMPLICATIONS

# 8.1 Resource Implications

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

## 8.2 Procurement/Contractual/Council Contract Procedure Rules Implications

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

# 8.3 Statutory, Risk and Legal Implications

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

# 8.4 Equality and Diversity Implications

There are no significant implications within this category.

## 8.5 Engagement and Consultation Implications

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

### 8.6 Localism and Local Member Involvement

There are no significant implications within this category.

## 8.7 Public Health Implications

There are no significant implications within this category.

Implications	Officer Clearance
Have the resource implications been	Yes
cleared by Finance?	Tom Kelly
Have the procurement/contractual/	N/A
Council Contract Procedure Rules	
implications been cleared by Finance?	
	21/2
Has the impact on Statutory, Legal and	N/A
Risk implications been cleared by LGSS Law?	
Law:	
Are there any Equality and Diversity	N/A
implications?	
•	
Have any engagement and	N/A
communication implications been cleared	
by Communications?	
Are there any Localism and Local	N/A
Member involvement issues?	
Have any Public Health implications been	N/A
cleared by Public Health	

Source Documents	Location
2018-19 Business Plan	https://www.cambridgeshire.gov.uk/council/finance-and-budget/business-plans/
October 2018 Service Committee reports;	
General Purposes Committee	https://cmis.cambridgeshire.gov.uk/ccc_live/Meetings/tabid/70/ctl/View MeetingPublic/mid/397/Meeting/911/Committee/2/Default.aspx
Adults Committee	https://cmis.cambridgeshire.gov.uk/ccc_live/Meetings/tabid/70/ctl/View_MeetingPublic/mid/397/Meeting/803/Committee/3/Default.aspx_
Children and Young People Committee	https://cmis.cambridgeshire.gov.uk/ccc_live/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/831/Committee/4/Default.aspx
Economy and Environment Committee	https://cmis.cambridgeshire.gov.uk/ccc_live/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/867/Committee/5/Default.aspx
Highways and Community Infrastructure Committee	https://cmis.cambridgeshire.gov.uk/ccc_live/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/781/Committee/7/Default.aspx
Commercial & Investment Committee	https://cmis.cambridgeshire.gov.uk/ccc_live/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/769/Committee/31/Default.aspx