TRAFFORD COUNCIL

Report to: Executive and Council

Date: 18 February 2015

Report for: Decision

Report of: The Executive Member for Finance and the Director of Finance

Report Title

CAPITAL PROGRAMME & PRUDENTIAL INDICATORS 2015/18

Summary

This report consists of two main areas for the Executive to consider:

Capital Programme – This report highlights the Council's investment plans for the next three years taking into account the estimated resources to be made available from Government as well as the Council's own resources. The level of resources forecasted to be available for capital investment purposes during the period 2015/18 is £79.2m.

New schemes with a value of £9.6m are recommended for approval. If agreed this would result in a total Capital Programme for 2015/18 of £79.7m (see Appendix 2).

There may be further additions to the capital programme arising from the Joint Venture procurement exercise and also discussions with Trafford Community Leisure Trust, both currently on-going. These will be the subject of further reports.

Prudential Indicators – the Council is required to set indicators in accordance with the CIPFA Prudential Code which are designed to support and record decisions taken on affordability, sustainability and professional good practice and these are outlined at Appendix 3.

Recommendations

That the Executive:

- 1) approve the Capital Programme as detailed in the report.
- 2) notes that additional schemes may be added to the Capital Programme following the Joint Venture procurement exercise.
- 3) recommends the Council to approve the Capital Programme in the sum of £79.7m for the period 2015-18.
- 4) recommends the Council to approve the Prudential Indicators as set out at Appendix 3 of this report.

Contact person for access to background papers and further information:

Name: Mark Hughes

Extension: 2072

Relationship to Policy Framework/Corporate Priorities	Value for Money
Financial Implications	Planned capital expenditure over the next three year period will be contained within available capital resources.
Legal Implications:	None arising out of this report
Equality/Diversity Implications	None arising out of this report
Sustainability Implications	None arising out of this report
Staffing/E-Government/Asset Management Implications	A number of improvement schemes are being undertaken in 2015/18.
Risk Management Implications	Not Applicable
Health and Safety Implications	A number of schemes are being undertaken in 2015/18 on the grounds of health and safety.

INTRODUCTION

- 1. Annually the Council sets a three year Capital Programme and the purpose of this report is to :
 - review the decisions taken in February 2014 with regard to the 2015/2016 and 2016/2017 budgets in light of any new priorities and bids for capital support
 - to amend 2015/16 and 2016/17 budgets for any updated central government grant allocations
 - propose an indicative 2015/18 Capital Programme taking into account the issues reported above and
 - ensure that there are adequate levels of resources available to finance the three year Capital Programme.

STRATEGIC CONTEXT

- 2. The Capital Strategy outlines the Council's approach to capital investment with the purpose of providing clear direction for the Council's capital investment plans in order to ensure that capital investment assists in achieving its priorities.
- 3. The Council, along with its partners in the Local Strategic Partnership (LSP) is focused on ensuring Trafford is a
 - "Great place for everyone to live, learn, work and relax."
- 4. To achieve this overall aim the LSP has developed a Community Strategy, "Trafford 2021 a blueprint", that has a number of objectives to realise this vision. The Council's contribution to each of those objectives is contained within the Corporate Plan and is something the Council has consulted on widely in order to develop the following priority areas for medium term planning.
- 5. The aim of the Capital Strategy is to:
 Link capital investment to Council priorities by ensuring resources are allocated to schemes using a transparent prioritisation process.
 - Achieve value for money from available capital resources by using options appraisal techniques for all new projects and adopting the Council's Procurement Policies for managing capital projects.

Develop an affordable Capital Programme by:-

- Adopting a robust budget preparation and challenge process
- Ensuring compliance with the CIPFA Prudential Code to ensure spending plans are prudent, affordable and sustainable
- Considering the full extent of revenue implications in the Medium Term Financial Plan
- Optimising the level of capital receipts from asset disposals
- Maximising the use of external support towards capital projects

Manage the Capital Programme effectively with projects completed on time and within budget by:-

- Effective budget monitoring and reporting, including milestone monitoring
- Effective project management methods
- Identifying and managing risks; and implementing measures to mitigate them

CURRENT CAPITAL PROGRAMME 2014-17

6. The current forecasted expenditure for 2014/15 to 2016/17 is £96.7m with estimated resources available to support this programme of £97.6m, summarised below

2014-17 Capital Programme	2014/15	2015/16	2016/17	Total
& Resourcing	£'000	£'000	£'000	£'000
Service Area				
Children, Families & Wellbeing	23,341	20,107	9,255	52,703
 Economic Growth, Environment & Infrastructure 	15,270	15,857	8,350	39,477
 Transformation & Resources 	4,338	135		4,473
Capital Programme total	42,949	36,099	17,605	96,653
Resourcing				
Capital Grants	27,049	21,619	10,005	58,673
 External contributions 	2,625	2,806	250	5,681
External Resources	29,674	24,425	10,255	64,354
 Capital Receipts 	7,732	5,777		13,509
Borrowing	1,208	4,700	4,600	10,508
LSVT VAT Income	7,717			7,717
Revenue & Reserves	1,279	185		1,464
Internal Resources	17,936	10,662	4,600	33,198
Resourcing total	47,610	35,087	14,855	97,552
(Surplus) / Deficit	(4,661)	1,012	2,750	(899)

 As part of the budget process the Programme has been reviewed to ensure it continues to meet Council priorities and remains affordable within the level of resources available.

- 8. The 2014/15 programme of £42.9m includes the delivery of a number of key projects including:-
 - Schools additional places and improvement programmes £18.6m
 - Highways Improvements £9.1m: includes road safety, street lighting and structural maintenance.
 - Housing Grants £2.2m: Includes Disabled Facilities Grants and grants to home owners & programmes to bring neglected properties up to decency standards.
 - ICT Programmes £4.2m: including CRM at £2.4m EDRMS at £0.6m Web Strategy & CMS at £0.4m and superfast broadband at £0.3m.
 - Adult Social Care £2.7m Includes Telecare, integrated adult social care ICT system and support for Extra Care Housing for the elderly.
 - Environmental Programmes £1.6m: includes Parks & Open Space, Waste Management & Bereavement Services
 - Corporate Landlord & Asset Management £2.3m: a range of works including mechanical, electrical, DDA and other improvements to council facilities.
 - Altrincham Town Centre Regeneration and Altair land assembly costs -£2.0m
- The current 2014/15 programme is funded from external grants and contributions of £29.7m, 69% of the overall budget. The balance £13.2m being internally resourced, including borrowing, reserves, LSVT VAT income and receipts from the sale of assets.

EXTERNAL RESOURCE AVAILABILITY 2015/16 to 2017/18 - £56.8m

- 10. External resources available to support the Capital Programme are received from a number of sources. Grants from central government departments and agencies, developer contributions in the form of S.106 agreements and contributions from bodies interested in specific projects.
- 11. Government grants are awarded for specific schemes, for example school building improvements, provision of additional school places or highway structural maintenance and are notified annually. In order to propose a 3 year investment programme, assumptions are made on the level of support in later years. We have now been advised of the grants we will receive in 2015/16 and 2016/17 and budgets in those years have been amended accordingly. In line with these notifications budgets have also been built in to 2017/18 resulting in a total increase of £9.9m across the 3 years.
- 12. As well as the government department grant awards we have also been notified of £1.6m of grants from Transport for Greater Manchester to support works in Altrincham Town Centre and the Trans Pennine Trail.
- 13. In December 2014 it was agreed the Council would contribute £20m over the next 5 years towards the Metrolink extension through Trafford Park to the Trafford Centre. The contribution is to be financed primarily from S.106 agreement receipts, will be released in stages and £7.0m has been added to the 2015-18 Capital Programme. The balance is payable in 2018-19 and 2019-20
- 14. Altrincham and Stretford town centres are undergoing major re-development financed by developer contributions, TfGM grants and internal resources. In addition to the resources already included in the Capital Programme a further

- £1.9m of S106 contributions and £1.8m of TfGM grant are to be included in 2016/17.
- 15. The table below provides a breakdown of the £22.1m of updated and new resources to be added to the Capital Programme.

Additional Grants & External Contributions	2015/16 £'000	2016/17 £'000	2017/18 £'000
Government Grants			
Schools Basic Need			4,200
Schools Devolved Formula			390
Schools Maintenance			1,929
Adult Social Care			500
Disabled Facility			750
Highways Structural Maintenance	150*	(47)*	2,069
Sub-total	150	(47)	9,838
Other Grants			
Transport for Greater Manchester	1,625	1,750	
 Veolia – Longford Park, Stretford 	50		
Sub-total	1,675	1,750	
Developer Contributions			
S.106 – Metrolink extension	3,000	2,000	2,000
 S.106 – Water Taxi Project ** 	(114)		
S.106 – Altrincham Town Centre		1,850	
Sub-total	2,886	3,850	2,000
Total	4,711	5,553	11,838

^{*}Amendments to grants already included in the Capital Programme

16. As a result of the additional resources reported above estimated external resources total £56.8m are available across the three year programme. A breakdown across years is shown in below.

External Resources	2015/16	2016/17	2017/18	Total
	£'000	£'000	£'000	£'000
Current Resources				
Capital Grants				
Schools	16,857	6,755		23,612
Adult Social Services	1,441	1,250		2,691
Highways	3,321	2,000		5,321
Sub-total	21,619	10,005		31,624
External contributions	841	250		1,091
S.106 contributions	1,965			1,865
Sub-total	2,806	250		3,056
Total current resources	24,425	10,255		34,680
Additional Resources				
Government Grants	150	(47)	9,838	9,941
Other Grants	1,675	1,750		3,425
Developer Contributions	2,886	3,850	2,000	8,736
Total additional resources	4,711	5,553	11,838	22,102
Total External Resources	29,136	15,808	11,838	56,782

^{**} Scheme no-longer going ahead.

INTERNAL RESOURCE AVAILABILITY 2015/16 to 2017/18 - £22.4m

- 17. Internal resources mainly comprise of capital receipts from the disposal of surplus assets, LSVT VAT receipts and borrowing. The 2014/17 programme is fully funded and there is currently a £0.9m surplus of internal resources.
- 18. The latest estimate of capital receipts from the disposal of surplus assets is £9.8m (which is net of any adjustment for disposal costs and £0.6m use of receipts to support the cost of the PFI scheme at Sale Waterside). At this stage no estimate has been made on levels of capital receipts beyond 2015/16. The majority of the proceeds are already committed to support existing capital priorities such as the disabled facilities grants, integrated transport schemes and schemes to protect assets.
- 19. In addition other resources are expected to be available to support future years investment:-
 - The Local Authority Mortgage Scheme (LAMS) was first included in the Capital Programme in 2012/13 and we are due to receive a £1.5m repayment of our 1st tranche of investment in 2017/18.
 - The Old Trafford Masterplan has identified sites which can be released for sale. Receipts of £1.0m are expected to be realised in later years.
- 20. The receipt of LSVT VAT shelter receipts from Trafford Housing Trust ceases in 2014/15 and the majority has now been applied to schemes in the 2014/15 capital programme. There is however a small balance of £600k remaining and this is to be applied to support new projects.
- 21. Borrowing of £9.3m to support major investment in LED street lighting is included in the current capital programme. This is expected to achieve savings in energy and running costs sufficient to repay the borrowing costs and provide for additional savings to the revenue budget. A final decision is still to be taken on this, likely to be in March as part of the Joint Venture procurement process.
- 22. The table below provides a breakdown of the internal resources available to support to the Capital Programme:

Internal Resources	2015/16 £000	2016/17 £000	2017/18 £000	Total £000
Current Resources				
Capital Receipts	9,829			9,829
Prudential Borrowing	4,700	4,600		9,300
Revenue & Reserves	185			185
Total current resources	14,714	4,600		19,314
New Resources				
Capital Receipts (para 19)			2,500	2,500
LSVT VAT Income	600			600
Revenue & Reserves	33	10	10	53
Total new resources	633	10	2,510	3,153
Total Internal Resources	15,347	4,610	2,510	22,467

23. The overall resources available for investment totals £79.2m as summarised below. The vast majority of which is already committed to schemes or ringfenced for specific use.

Total Resource Availability	2015/16	2016/17	2017/18	Total
Total Resource Availability	£000	£000	£000	£000
External Resources				
Capital Grants	23,344	11,708	9,838	44,890
External Contributions	5,792	4,100	2,000	11,892
Sub-total	29,136	15,808	11,838	56,782
Internal Resources				
Capital Receipts	9,829		2,500	12,329
Prudential Borrowing	4,700	4,600		9,300
LSVT VAT Income	600			600
Revenue & Reserves	218	10	10	238
Sub-total	15,347	4,610	2,510	22,467
Total Resources	44,483	20,418	14,348	79,249

NEW START PROPOSALS

- 24. It is important to ensure scarce capital resources are used to support capital schemes that make a major contribution to ensuring the Council's assets are suitable for delivering future priorities, improving service delivery and generating revenue savings. These resources are allocated in accordance with the prioritisation process included in the Council's Capital Strategy which gives priority to:-
 - Schemes of a mandatory nature e.g. health & safety;
 - Invest to Save
 - Supporting the Asset Base (backlog maintenance)
 - Council priorities
 - Other remaining projects
- 25. There are a number of budgets included in the current 2015/16 and 2016/17 programme, resourced internally, that have yet to be committed to specific projects (see appendix 1). These resources totalling £5.8m could be redirected in support of new priorities and have been reviewed in light of new bids coming forward, requirements for the 2017/18 programme and estimates of the level of future resources. Details are included below:

Amount Available to Support New Projects	Total
	£000
Capital Receipts Surplus (see para 17)	899
Set aside to offset the cost of Sale PFI (3 years)	(609)
Add resources supporting schemes not yet committed (appendix 1)	5,775
Add income from LAMS & Old Trafford Masterplan (see para 19)	2,500
LSVT VAT Receipts (see para 20)	600
Total Available	9,165

26. The value of new bids to be financed from internal resources is £9.6m which are summarised below. Appendix 1 provides a breakdown of the current internally funded schemes and a proposal of the budgets for inclusion in the 2015/18 Capital Programme.

Summary of New Start Proposals 2015/18	Total
	£000
Schemes of a mandatory nature	3,000
Invest to save schemes	0
Schemes that protect the asset base	3,700
Council Priorities	2,858
Other Priorities	90
Total	9,648

27. The capital bids summarised above and detailed in Appendix 1 exceed the resources available by £0.5m but on the basis that the Land sales Programme beyond 2015-16 has not yet been determined this is a position that is low risk and will be kept under review during the normal monitoring cycle.

2015/18 INDICATIVE PROGRAMME

28. The value of the indicative three year Capital Programme is £79.7m and is detailed in Appendix 2 with a summary shown in the table below. At this stage the figures for 2015/16 are known in detail, whereas the resource position for 2016/17 and 2017/18 is less certain, which means that the programme we are aware of for those two years is at a lower level than in 2015/16, but may increase as additional resources are confirmed.

Capital Programme 2015/18 : Analysis by Priority	Budget 2015/16	Budget 2016/17	Budget 2017/18	Budget Total
	£000	£000	£000	£000
Protecting the Asset Base	1,962	1,600	925	4,487
Supporting Service Provision	18,645	7,384	7,079	33,108
Supporting the Local Economy	6,781	4,650	1,750	13,181
Investing in New Technology	1,108			1,108
Investing in Major Infrastructure	13,345	9,934	4,569	27,848
Total Investment	41,841	23,568	14,323	79,732

Protecting the Asset Base – This includes investment in public buildings and infrastructure which is crucial in ensuring much needed facilities, used by the public, are kept open as lack of investment will lead to health and safety issues and potential closures.

Supporting Service Provision – This predominantly relates to the continuation of investment in school buildings including a programme that will create 1,750 additional school places across the Borough to address the shortage of primary school places as well as addressing priority condition needs.

Supporting the Local Economy – Includes major investment in the Borough's town centres

Investing in New Technology – This investment will support the completion of a number of corporate improvements. Also investment in Telecare products which monitor people at risk in their own homes, improving their safety and helping them to stay independent and healthy for longer.

Investing in Major Infrastructure – This investment includes improvements to 65km of carriageway, 66km of footways, 750 new street lighting columns and replacement of all luminaires, major bridge refurbishments and junction improvements.

FURTHER POSSIBLE CALLS ON THE CAPITAL PROGRAMME

- 29. The Council is nearing the conclusion of its Joint Venture procurement exercise for "street scene" activities, property management and technical services. Some of the tenderers have indicated that additional savings may be possible if the Council was prepared to use its borrowing powers to secure lower rates of interest. These options will not be taken in account in the award of the contract(s) but may be the subject of further negotiations following the award of the contract. If it is considered to be of financial benefit to the Council then this would be the subject of a further report.
- 30. There are active discussions with Trafford Community Leisure Trust and the annual fee payable to them. As with all revenue expenditure the Council is exploring how we can reduce the cost of leisure provision and revised arrangements could involve a capital contribution but this will be the subject to a future report.

PRUDENTIAL INDICATORS

- 31. The Council is required to set indicators that are designed to support and record decisions taken on affordability and sustainability. There is also a requirement to impose *limits* on the Council's treasury management activities to ensure decisions are made in accordance with professional good practice and risks are appropriate (These are included in the Treasury Management Strategy Report). The Director of Finance will monitor these and report on them at appropriate times. The Council can revise these indicators and limits at any time.
- 32. All the indicators take account of the proposals in this report and a list of Prudential Indicators is included at Appendix 3.

RECOMMENDATIONS

- 33. That the Executive:-
 - approve the Capital Programme as detailed in the report.
 - recommend the Council approve the Capital Programme in the sum of £79.7m for the period 2015-18.
 - recommend the Council approve the Prudential Indicators.

Other Options

The Executive could decide to use capital receipts to repay debt which would generate revenue savings on the Medium Term Financial Plan. Based on the level of receipts available this could save approximately £825k per annum. However, the proposed application of the capital receipts are to schemes with mandatory requirements or schemes to protect the long-term viability of the Council's assets; enabling efficient and effective service delivery and avoiding potential increases in maintenance costs in future years, the benefits of which are greater than just using the receipts to repay debt.

Consultation

Consultation has taken place with budget holders, responsible officers and professional services to ascertain the new projects to be put forward for inclusion in the Capital Investment Programme for 2015/18.

Reasons for the Recommendation

The Authority is regularly assessed on the performance of its Capital Programme and how delivery matches corporate policies and proposed spending plans. To reflect budgets in line with revised expectations will assist in evidencing that compliance with the above is being met.

Finance Officer Clearance	(type in initials)GB
Legal Officer Clearance	(type in initials)JLF
Director of Finance	
To confirm that the Financial ar	nd Legal Implications have been considered and the
Executive Member has cleared	the report.

Appendix 1

2015/2018 NEW START PROPOSALS								
	CU	CURRENT PROGRAMME 2					IME PROPO	SALS
	2015/16	2016/17	2017/18	Total	2015/16	2016/17	2017/18	Total
	£000	£000	£000	£000	£000	£000	£000	£000
Asbestos Management	50	50		100	50	50	50	150
Legionella Control Remedial Works	50	50		100	50	50	50	150
Energy Efficiency & Sustainability Schemes	50	50		100	50	50	25	125
DDA Compliance	100	100		200	100	100	100	300
Mechanical & Electrical Works	200	200		400	200	200	200	600
Public Building Repairs	300	300		600	300	300	300	900
Community Asset Transfer	500			500		500		500
Allotments - Welfare & Security Works	50	50		100	50	50		100
Countryside Infrastructure	75	75		150	75	75		150
Parks Infrastructure		225		225		225	200	425
Assistance to Owner Occupiers	50	50		100	50	50	50	150
Housing Standards / Empty Property Initiatives	100	100		200	100)		100
Disabled Facility Grants	1,000	1,000		2,000	1,000	1,000	1,000	3,000
Integrated Transport Schemes	500	500		1,000	500	500	500	1,500
Assistive Technology – Care Support					300			300
Cecil Road, Hale - Residents parking scheme					90			90
GM Broadband Contribution					68	5		65
ICT Projects :								
Disaster Recovery Firewall					16	6		16
VMware ESX Memory Capacity Upgrade					25	5		25
SAP SRM Upgrade					40)		40
System Disaster Recovery					102	2		102
CRM Upgrade & Project Team					660			660
SAP Development					200)		200
TOTAL CAPITAL PROGRAMME	3,025	2,750	0	5,775	4,023	3,150	2,475	9,648

	2015/16	2016/17	2017/18
DESCRIPTION	£000	£000	£000
Children's			
Basic Need : School Places & Condition Issues	14,067	4,505	4,20
Devolved Formula Capital	894	390	39
Capital Maintenance Grant	2,429	1,929	1,92
Schools Access Initiative Programme	99	0	
Youth Offending Service – Case Management System	33	10	10
Sub-total	17,522	6,834	6,529
Adults			
Adult Personal Social Care - Community Capacity Grant	527	500	50
Assistive Technology – Care Support	300		
Disabled Facility Grants	1,914	1,750	1,75
Sub-total	2,741	2,250	2,250
Economic Growth, Environment & Infrastructure			
Mechanical & Electrical Works	200	200	20
Asbestos Management	50	50	5
Legionella Control Remedial Works	50	50	5
Energy Efficiency & Sustainability Schemes	50	50	2
DDA Compliance	100	100	10
Public Building Repairs	300	300	30
Community Asset Transfer		500	
Cecil Road, Hale - Residents parking scheme	90		
Altrincham Town Centre – Public Realm	1,700	1,150	
Stretford Town Centre – Public Realm		1,750	
Altrincham : Library / Community Facility	1,984		
Altair Development, Altrincham	998		
Bringing Town Centres Alive	50		
Assistance to Owner Occupiers	50	50	5
Housing Standards / Empty Property Initiatives	246		
Integrated Transport Schemes	500	500	50

	2015/16	2016/17	2017/18
DESCRIPTION	£000	£000	£000
Congestion Performance Works	78		
Altrincham Interchange	150	700	
Bridgewater Way Improvements	213	, 55	
Junction Improvement – A56 / Davyhulme Rd East, Stretford	50		
Cycle City Ambition Grant	300		
Trans Pennine Trail – Urmston to Ashton-on-Mersey	140		
Altrincham Town Centre – Cycle Link	535		
Public Transport - S106s Projects	103		
Trafford Park Metrolink - S106 Contribution	3,000	2,000	2,000
Highways Structural Maintenance	2,228	2,134	2,069
Street Lighting – LED Programme	4,694	4,600	
Bridge Assessments & Strengthening	99		
A56 / West Timperley - Improvements	1,255		
Additional Burial Land	300		
Altrincham Crematorium - Cremators	150		
Parks Infrastructure	404	225	200
Countryside Infrastructure	75	75	
Allotments - Welfare & Security Works	50	50	
Parks, Open Space & RRF - S.106 Projects	143		
Sub-total	20,335	14,484	5,544
Transformation & Resources			
Timperley Sports Club – Artificial Pitch	135		
Greater Manchester Broadband Contribution	65		
CRM Upgrade & Project Team	660		
SAP Development	200		
System Disaster Recovery	102		
Disaster Recovery Firewall	16		
SAP SRM Upgrade	40		
VMWare EXS Memory Capacity Upgrade	25		
Sub-total Sub-total	1,243		
TOTAL	41,841	23,568	14,323

Prudential Indicators – Estimates 2015/18

Capital Prudential Indicators	2014/15 Estimate £m	2015/16 Estimate £m	2016/17 Estimate £m	2017/18 Estimate
Capital Expenditure	42.9	41.8	23.6	14.3

Capital expenditure - the table above shows the estimated capital expenditure to be incurred for 2014/15 and the following three years.

Requirement as at 31 March

Capital Financing Requirement (CFR) - this reflects the estimated need to borrow for capital investment (i.e. the anticipated level of capital expenditure not financed from capital grants and contributions, revenue or capital receipts).

Financing Cost to Net	7.0%	7.3%	7.1%	7.0%
Revenue Stream	7.0%	7.3%	7.1%	7.0%

Financing costs to net revenue stream - this indicator shows the trend in the cost of capital (borrowing and other long term obligation costs net of investment income) against the Council's net revenue stream.

Incremental Impact on Band	0.00	0.00	0.00	0.00
D Council Tax (£)				

Incremental impact on band D council tax – reflects the incremental impact on the Council Tax arising from new borrowing undertaken in order to finance the capital investment decisions taken by the Council during the budget cycle. The figures above, reflects the movement away from borrowing to grant funding for future years spend.

All the prudential indicators are monitored on a regular basis. If the situation arises that any of the prudential indicators appear that they will be breached for a sustained period, then this will be reported to the Council at the earliest opportunity.