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**REPORT FOR: CABINET**

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**Date of Meeting:** 7 December 2017

**Subject:** Draft Capital Programme 2018/19 to 2020/21

**Key Decision:** Yes

**Responsible Officer:** Dawn Calvert, Director of Finance

**Portfolio Holder:** Councillor Adam Swersky, Portfolio Holder for Finance and Commercialisation

**Exempt:** No

**Decision subject to Call-in:** Yes

**Wards affected:** All

**Enclosures:** Appendix 1 – Draft of Proposed New(additions) to Capital Programme 2018/19 to 2020/21  
Appendix 2 – Draft of amendments to the Existing Capital Programme 2017/18 to 2019/20

## **Section 1 – Summary and Recommendations**

This report sets out the new draft General Fund capital programmes which have been proposed as part of the 2018/19 budget process and also sets out budgets within the existing Capital Programme which have been amended/reduced between 2017/18 and 2019/20.

### **Recommendations:**

1. Cabinet is requested to note the new draft capital proposals, as detailed within Appendix 1 which will be brought back to Cabinet in February for approval.
2. Cabinet is asked to approve the amendments to the budgets set out in Appendix 2.

The final version of the Capital Programme 2018/19 to 2020/21 will be brought back to Cabinet in February for recommendation to Council in February.

**Reason:** To enable the Council to have an approved capital programme for 2018/19 to 2020/21 and to enable preparation work to be undertaken for future years.

## **Section 2 – Report**

### **Development of the Capital Programme**

1. The purpose of this draft Capital Programme report is to set out the Council's draft additional capital proposals for investment over the next three years 2018/19 to 2020/21 which have been proposed as part of the Annual budget setting process. It also sets out the existing Capital Programme budgets which need to be amended between 2018/19 to 2020/21 in order to reflect revised expenditure plans.
2. The final Capital programme report which will be presented to Cabinet in February 2018 will show the total Capital Programme for 2018/19 to 2020/21 incorporating the new capital proposals as well as the reprofiling of existing capital budgets.

### **New Capital proposals 2018/19 to 2020/21**

3. The new capital proposals have been prepared in the current climate of increased demand pressures and reduced external funding from Central Government.
4. Service directorates were invited to bid for capital resources, as part of their service proposals for 2018/19 to 2020/21. The proposals which have been put forward take into account the council's strategic vision of

“Working together to make a difference for Harrow”, the Council’s priorities and equalities or other statutory duties.

5. In addition to reduced external funding from grants etc, flexibility in the capital programme is also constrained by a number of factors:
  - Unavoidable spending requirements such as the need to provide school places for the increasing school age population and major repairs to the Council’s buildings and carriageway and footway resurfacing.
  - Restrictions in the way funding can be used e.g. ring fenced funding such as Transport for London and DfE grants for schools.
  - A limited capacity to fund borrowing. Although there are no specific limits to borrowing in order to fund capital expenditure, Councils must however consider the revenue implications in the context of the overall revenue budget commitments in the medium term and the Capital Programme must be affordable.
  
6. Services were asked to limit new Capital proposals to the following categories:
  - a. Life and Limb/Health and Safety.
  - b. Statutory Requirement/legislation.
  - c. Schemes fully funded by external sources.
  - d. Invest to Save Schemes (the capital expenditure must generate a revenue stream to cover the capital financing costs and make a savings contribution).

A list of the new proposed projects within the programme is detailed in appendix 1 and summarised in Table 1 below:

Table 1

<b>Summary New Capital Bids 2018/19 to 2020/21</b>												
	2018/19			2019/20			2020/21			TOTAL		
Project Title	Gross Value £000	External Funding £000	Net Value £000	Gross Value £000	External Funding £000	Net Value £000	Gross Value £000	External Funding £000	Net Value £000	Gross Bid Value	Grant Funding	Net Bid Value
Resources	0	0	0	0	0	0	4,700	0	4,700	4,700	0	4,700
Community (excl Hsg)	1,820	0	1,820	10,747	1,497	9,250	12,823	2,060	10,763	25,390	3,557	21,833
Housing Gen Fund	0	0	0	0	0	0	2,550	1,180	1,370	2,550	1,180	1,370
Regen	900	900	0	835	835	0	233	233	0	1,968	1,968	0
<b>Total</b>	<b>2,720</b>	<b>900</b>	<b>1,820</b>	<b>11,582</b>	<b>2,332</b>	<b>9,250</b>	<b>20,306</b>	<b>3,473</b>	<b>16,833</b>	<b>34,608</b>	<b>6,705</b>	<b>27,903</b>

7. The gross value of the proposed General Fund programme is £34.608m, with external funding of £6.705m and a net increase in the programme of £27.903m.
8. Between now and approval of the Final Capital Programme by Cabinet in February 2018, the draft capital proposals set out in Appendix 1 will be reviewed and given further consideration as to whether they are included in the Final Capital programme 2018/19 to 2020/21.

### Capital Funding for the New Capital Additions

9. It is anticipated that the new capital additions to the General Fund programme for 2018/19 and 2019/20 will only be included if they are invest to save projects or can be funded from other external funding. Any borrowing costs that arise from new capital additions in 2018/19 and 2019/20 will be funded from additional income and therefore no impact in terms of revenue implications. For new schemes agreed in 2020/21, the same will apply, plus there is an allowance of £500k in additional borrowing costs for new schemes included in 2020/21. The revenue implications of this new borrowing, in the context of the Council's treasury management activity, are set out in table 2 below. The revenue implications are factored in to the draft revenue budget report for 2018/19 to 2020/21 being considered by Cabinet elsewhere on this agenda. The table only includes the additional revenue effects of the additional programme that is proposed and excludes the revenue implications of previous years' capital programmes which are already accounted for in the current MTFS.

**Table 2: Capital Financing Implications of New Additions**

Capital Financing Costs	2018/19	2019/20	2020/21
	£000	£000	£000
Minimum Revenue Provision (MRP)	-	131	184
Interest	55	332	837
Total Capital Financing Costs	55	463	1,021
Invest to save income	(55)	(463)	(521)
Net impact on Revenue Budget	0	0	500

10. The table above reflects the total cost in each year of financing the 2018/19 to 2020/21 additions to the programme. The incremental revenue budget increases included in the MTFS for each year is as follows: £0k 2018/19, £0k 2019/20 and £0.5m in 2020/21.
11. There is no MRP impact in 2018/19 as MRP in relation to expenditure in any particular year, does not impact until the following year, so 2019/20 in this case.
12. It should be noted that the capital financing costs are based on a number of assumptions about the level of capital expenditure, timing of any borrowing, PWLB interest rates and asset lives used in estimating of the

minimum revenue provision. The revenue budget reflects the best estimate based on these assumptions and will be reviewed and refined as part of the Final Budget Report which will be presented to Cabinet in February 2018.

### Community Infrastructure Levy (CIL) Funding

13. The Community Infrastructure Levy (CIL) enables the council to raise funds for infrastructure from new development. It is levied on the net increase in floorspace arising from new development and is paid when that development starts. The Community Infrastructure Levy (CIL) is a tool for local authorities to support the development of their area by funding the provision, improvement, replacement, operation or maintenance of infrastructure. However the focus of CIL is on the delivery of new infrastructure to meet and mitigate the impacts of new development in an area.
14. CIL receipts can be used to fund a wide range of infrastructure including transport, schools, health and social care facilities, libraries, play areas, green spaces and sports facilities. Harrow’s list of strategic infrastructure requirements known as a Regulation 123 list is shown below:

**Regulation 123 List**

The following table comprises Harrow Council’s Regulation 123 List. It includes the strategic infrastructure that the Council currently considers it is likely to apply CIL revenues to. The Regulation 123 List will be kept under review and may change depending upon the following:

- Changes to local or national funding streams in respect of CIL eligible infrastructure; and
- The requirements of the regulations governing the level of the “meaningful proportion” of CIL that is to be passed to local communities.

Infrastructure currently considered likely to benefit from the application of CIL funding	
Education facilities	Early years, primary and secondary schools
Health services	GPs, acute healthcare
Social care	Supported accommodation
Emergency services	Police, Ambulance and Fire Services
Cultural and community facilities	Libraries and community halls
Improvements to public open space	Parks, natural green space, civic space and green corridors and green grid
Improvements to biodiversity	
Public recreation and leisure facilities	Neighbourhood and Youth Play space, sports and leisure centres, swimming pools and playing pitches
Cemeteries and burial space	
Strategic transport facilities	Roads, buses, cycling, rail and underground
Strategic flood mitigation	

15. Of all CIL monies collected, 85% is used to fund strategic borough wide infrastructure projects, which includes a 5% allowance to cover the administrative costs of CIL. The decisions on where to spend CIL at a borough-wide level is determined by the Council. The remaining 15% is allocated to Neighbourhood CIL (NCIL) and must be spent on projects that have taken account of the views of the communities in which the income was generated and these projects should support the development of the area.

16. A report was presented to the Major Development Panel (MDP) on 14<sup>th</sup> November 2017, recommending that the allocation of Borough and Neighbourhood CIL is included as part of the Annual Budget Setting process and included in the Capital Programme report which goes to Cabinet in draft in December (this report) and in February in its final version. The recommendations from the Major Development Panel (MDP) report are being considered separately at this December Cabinet meeting.
17. The Borough CIL element will be used to fund the core Capital programme and will be considered as a funding source for the new capital bids set out at Appendix 1.
18. The Neighbourhood element of CIL will be included in the Capital Programme as a broad allocation to indicate the total amount of NCIL available. A sum of £800k will be included in the 2018/19 Capital Programme. A sum of £200k has also been included for 2017/18 as reported in the revenue and Capital monitoring report Quarter 2 which is elsewhere on this agenda. Both sums will be funded by the NCIL payments already received to date. Yearly allocations of NCIL will be added to the Capital Programme, subject to confirmation of likely CIL receipts.
19. Specific projects to be funded by NCIL will be put forward by the relevant Directorates / Ward members and assessed against the criteria outlined in the CIL Allocations report, (the recommendations of which are elsewhere on this agenda). The final decision on what projects are funded from the agreed NCIL allocations will be delegated to the Divisional Director – Regeneration and Planning, in consultation with the Portfolio Holders for Regeneration and Planning, and Finance and Commercialisation.
20. Recognising the growing CIL balance and pressures on the Council's overall financial position, as part of the 2017/18 Budget setting, Cabinet agreed on 16th February 2017 to allocate £4.8 million of CIL funds over a 2 year period on Highway improvements.
21. After allowing for the allocation of £4.8m, there is still a balance remaining from the monies collected as at 31<sup>st</sup> March 2017 of £106,055 in relation to BCIL to spend (once the NCIL and CIL administration top slice is deducted). In addition, at 31<sup>st</sup> October 2017, a further £2.403 million of Harrow CIL had been received during the 2017/18 financial year, representing £1.922 million of Borough-wide CIL once Neighbourhood CIL and administration top-slice is deducted. This totals £2.028m of BCIL. This figure represents the income received to date and so will be higher by the 31<sup>st</sup> March 2018.
22. As BCIL becomes available in future years it will be applied as a funding source for the Capital Programme.

## Amendments to the existing Capital programme budgets

23. As part of the Budget setting process for 2018/19, it was decided to review the current capital programme with a view to re-prioritise investment and thereby make reductions in order to assist with closing the budget gap of £8.043m in 2018/19 and £8.998m for 2019/20 as set out in the Revenue Budget and Medium Term Financial Strategy 2017/18 to 2019/20 as reported to Cabinet in February 2017.
24. Directorates were asked to re-prioritise their capital programme to accommodate a reduction of approximately 25% across each year from 2017/18 to 2019/20. Directorates have re-prioritised and reduced their capital programmes and overall the Capital Programme has been reduced by £ 8.747m in 2017/18, £2.366m in 2018/19 and £2.271m in 2019/20. This report does not deal with the 2017/18 Capital budget and so these reductions are captured as part of the 2017/18 Revenue and Capital Monitoring Report as at 30<sup>th</sup> September 2017 as reported elsewhere on the agenda.
25. The following table summarises the reductions made across Directorates with the detail set out in Appendix 2. The savings in Capital Financing charges are £1.144m (2018/19) , £355k (2019/20) and £45k (2020/21), a total of £1.544m and have been included in the Draft 2018/19 Revenue Budget and MTFs 2018/19 to 2020/21 elsewhere on this agenda:

Table 3: Amendments to the Capital Programme 2017/18 to 2019/20

Directorate	2017.18 Net Budget £'000	2017-18 In year reduction £'000	2017/18 budget after reduction £'000	Net Total 2018-19 £'000	2018/19 In year budget reduction £'000	2018/19 budget after reduction £'000	Net Total 2019-20 £'000	2019/20 In year budget reduction £'000	2019/20 budget after reduction £'000	Total In year budget reduction £'000
<b>People</b>	20,015	-1,500	18,515	8,670	-800	7,870	7,000	200	7,200	-2,100
Adult	8,276	-1,500	6,776	1,000	-800	200	250	200	450	-2,100
Children	11,739	0	11,739	7,670	0	7,670	6,750	0	6,750	0
<b>Community</b>	41,202	-131	41,071	37,328	-411	36,918	16,703	-1,471	15,233	-2,012
Environment	17,028	0	17,028	28,075	-253	27,823	14,330	-1,337	12,994	-1,589
Culture	2,326	0	2,326	1,337	-77	1,260	1,203	-53	1,150	-130
Housing General Fund	21,848	-131	21,717	7,916	-81	7,835	1,170	-81	1,089	-293
<b>Resources</b>	33,538	-7,116	26,422	4,893	-1,155	3,738	6,700	-1,000	5,700	-9,271
<b>Regeneration</b>	55,771	0	55,771	197,870	0	197,870	81,638	0	81,638	0
HRA (Housing Revenue Account)	30,976	0	30,976	8,639	0	8,639	8,639	0	8,639	0
<b>Total</b>	181,502	-8,747	172,755	257,400	-2,366	255,035	120,680	-2,271	118,410	-13,383

## **HOUSING REVENUE ACCOUNT (HRA)**

26. The proposed HRA Capital Programme is detailed in a separate report to Cabinet elsewhere on this agenda. Any implications from the HRA Capital Programme are funded from the Housing Revenue Account and do not impact upon the General Fund Budget. The report sets out the detail, but in summary, the HRA general capital programme has been reduced from £8.6m to £5.45m with the focus being on Health & Safety works and statutory requirements as part of the wider service review aimed at restricting expenditure to essential works only.

### **Options considered**

27. A number of capital proposals are considered during the budget setting process.

### **Legal Implications**

28. Under the Financial Regulations paragraph B2 full council is responsible for agreeing the authorities policy framework which are proposed by the cabinet and this includes the capital programme. Under B41 the Director of Finance is responsible for producing an annual capital strategy for Cabinet to recommend to Council.

### **Financial Implications**

29. Financial matters are integral to the report. The capital financing costs of all capital proposals must be included in the revenue budget.

### **Performance Issues**

30. The capital programme proposed represents a significant investment by the Council in infrastructure. This will have an impact on a range of performance indicators across the Council's services.

31. Monitoring of the approved programme is ongoing and is essential for good financial management.

32. It is proposed that a performance target is set of 90% of the approved budget to be spent in year. Having approved an investment programme it is important that the programme is then substantially delivered in the planned timeframe, in line with member priorities.

### **Risk Management Implications**

33. The individual schemes within the programme will either be incorporated within departmental registers or have individual registers. A significant consideration in developing the programme has been the risks arising from not keeping our infrastructure in good order. Not doing so would lead to an increase in health and safety risks and additional costs in replacing assets when they deteriorate too much to repair.



## Equalities implications / Public Sector Equality Duty

34. One of the aims of the Capital Strategy is to ensure the responsible allocation of funding in line with the Council's priorities and legislative requirements such as equalities legislation. Equalities implications form part of the way that the projects are prioritised. The officer's initial views are that no protected group is adversely affected by the proposals. A number of the projects proposed in the programme will require full Equality Impact Assessments before they commence. Following consultation the impact will be further reviewed before the programme is finalised.
35. Decision makers should have due regard to the public sector equality duty in making their decisions. Consideration of the duties should precede the decision. It is important that Cabinet has regard to the statutory grounds in the light of all available material such as material in the press and letters from residents. The statutory grounds of the public sector equality duty are found at section 149 of the Equality Act 2010 and are as follows:  
*A public authority must, in the exercise of its functions, have due regard to the need to:*
- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;*
  - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*
  - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*
- The relevant protected characteristics are:*
- *Age*
  - *Disability*
  - *Gender reassignment*
  - *Pregnancy and maternity*
  - *Race,*
  - *Religion or belief*
  - *Sex*
  - *Sexual orientation*
  - *Marriage and Civil partnership*
36. Consultation responses received on this draft programme will be taken into account in drafting the final EIA.

## Council Priorities

The Council's vision is:

### Working Together to Make a Difference for Harrow

This report deals with the use of financial resources which is key to delivering the priorities of the Harrow Ambition Plan:

- Build a Better Harrow
- Be More Business-Like and Business Friendly
- Protecting the most Vulnerable and Support Families.

### Section 3 - Statutory Officer Clearance

Name: Dawn Calvert	<input checked="" type="checkbox"/>	Chief Financial Officer
Date: 27 January 2017		
Name: Jessica Farmer	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 27 January 2017		

<b>Ward Councillors notified:</b>	<b>NO, as it impacts on all Wards</b>
<b>EqIA carried out:</b>	<b>NO</b>
<b>EqIA cleared by:</b>	Any projects with potential impacts will separately be required to do an impact assessment.

### Section 4 - Contact Details and Background Papers

**Contact:** Sharon Daniels, Head of Strategic and Technical Finance (Deputy S151)

Email: [sharon.daniels@harrow.gov.uk](mailto:sharon.daniels@harrow.gov.uk)

**Background Papers:** [Community Infrastructure Levy \(CIL\)- Proposed Allocations Process report to Major Development Panel - 14th November 2017](#)

<b>Call-In Waived by the Chairman of Overview and Scrutiny Committee</b>	<b>NOT APPLICABLE</b> <i>[Call-in applies]</i>
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