

**Report to  
Report by**

**Cabinet  
Councillor Gareth Molineux  
Portfolio Holder Resources**

**Date  
Report Prepared by**

**3<sup>rd</sup> February 2016  
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Deputy Chief Executive**

**GENERAL FUND**  
**CAPITAL PROGRAMME**  
**2016/17**

## **Purpose of the Report**

To invite the Cabinet to consider the Council's capital investment priorities for 2016/17 and to recommend to the Council a capital programme for approval at its meeting on the 25<sup>th</sup> February 2016, having regard to key linkages between the management of the Council's capital and revenue resources.

## **Recommendations**

I recommend that the Cabinet proposes to Council

1. A Capital Programme for 2016/17 of £5,503,903 as set out in Appendix 1.
2. That the programme is funded by anticipated direct external grants and other funding streams of £4,356,958 and £1,146,945 of new resources from within the Council. External grant funding must be secured

before any internal funds are committed to projects that rely on external funding to proceed.

3. That delegated authority is given to the Deputy Chief Executive, in consultation with the Portfolio Holder for Resources to flex the programme in accordance with the available funding, provided this does not require any additional borrowing.
4. That the individual projects within the Capital Programme require the written authorisation of the Deputy Chief Executive following consultation with the Portfolio Holder for Resources before commencing and incurring expenditure and that Service Managers provide the Deputy Chief Executive, with written details of estimated costs of schemes with full justification of the need and benefits from undertaking the capital investments before approval is provided and that approval to commence is delegated to the Deputy Chief Executive, in consultation with the Portfolio Holder for Resources.
5. That Projects are timed to minimise the need for borrowing and the Deputy Chief Executive be requested to seek project start dates after September 2016 whenever this is practical.
6. That in-year underspends are not made available to fund new projects during the year.

## **Summary**

The Report sets out the Council's Capital Programme for 2016/17. In recent years, the Council has funded significant programmes of Capital Expenditure which have

exceeded £15m per annum. In these more austere times it is not possible to fund investment into the local community at these levels. However the Council is able to put forward a substantial capital investment programme of over £5.5m, despite the severe reductions in public spending that have been necessary due to the Recession. This has only been made possible by the Council's effective financial management over recent years, which has seen it avoid additional borrowing and increased its revenue reserves, while reducing its operating costs.

It is intended that the Council will continue these strong policies of financial management and this year will again avoid increasing its borrowing. It will rely on securing external sources of funding, using capital receipts, making revenue contributions to capital projects and use unspent monies to fund its programme. It will also apply a rigorous approach to selecting projects to fund by examining all proposals against its corporate objectives and only selecting the most pressing and deserving projects to fund. This is in accordance with the Council policy of limiting the increase in debt and borrowing costs, while ensuring the Council's objectives are met.

The Revenue implications of the strategy to finance the Capital Programme are a key element in the affordability issues on the Revenue Budget this year. The programme contains a limited amount of risk this year. The level of risk is significantly down from previous financial years. This is largely due to the smaller programme and the removal of much of the risk around the level of available capital funds to meet the proposed expenditure. The main risks within the programme relates to the potential volatility around costs within the Housing Regeneration Programme as the project enters its final phase and the usual risks around inflation and project management.

The Council's overall resources and management systems are believed to be sufficiently robust to effectively monitor these risks and ensure appropriate action is taken if they should materialise.

The Council will continue with its strategy adopted 10 years ago to reduce significantly its level of debt wherever possible by restricting borrowing and repaying debt and will continue to work extensively with external funders to bring forward realistic plans for Capital investment in the area.

## **Detail**

1. The Council fundamentally altered its capital investment strategy with the Capital Programme it announced in March 2004. Up until that point, the Council had looked to maximise the capital investment it made each year. The upper limit of investment each year was the Basic Credit Approval provided by the Government plus any specific Supplementary Credit Approvals. This system of Capital Credit Approvals allowed local authorities to spend up to a maximum amount each year on Capital Schemes. This figure was pre-determined by the Government.
2. By taking advantage of these Credit Approvals, the Council made significant investments in the local infrastructure, however this came at the cost of steep increases in revenue costs to meet the interest payments in relation to these borrowings. Further underlying problems were also being built-up by the use of Capital Receipts to further support more Capital expenditure rather than

repaying existing debt. The issue of debt repayment was accentuated still further by the significant reduction in Grant Commutation which was impacting on the revenue costs of the Council.

3. Work undertaken in 2004, showed the Council was moving on a course that would see its General Fund Debt rise from £16.3m in 2002/3 to £27.5m by March 2007 and would see its financing costs rise from just over £1m in 2002/3 to almost £2.9m by 2006/7. This analysis predicted the proportion of the General Fund Revenue Account required to fund debt-financing would rise from around 8% in 2002/3 to almost 25% by 2006/7 and continue on an upward path in subsequent years. At times of increased pressure on the General Fund from a wide variety of sources it was recognised that the previous strategy was unsustainable and a new approach was developed around limiting capital investment to essential projects and using capital receipts to repay debt. This strategy has proved very successful and the predicted debt financing costs in 2016/17 are expected to be 4% or less of general revenue spend. This transformation has saved the Council around £2.275m per year over the last 9 years, based on the current ratio of cost to total net expenditure. This action, in light of the severe reduction in funding the Council has faced over the last 5 years, has ensured that the Council has been able to manage its financial position appropriately. If the Council still had the levels debt it had in 2003/4 or had allowed the amounts borrowed to grow over the last 10 years its financial position would have been precarious under the present financial climate.
4. Debt financing costs are expected to remain stable over the next 3 years. Our loan portfolio has interest rates that are unlikely to significantly alter over the

period of the Medium Term Financial Strategy (MTFS). Interest rates, with the Bank of England Base Rate currently at 0.5% are not expected to increase until 2017 at the earliest. The increase when it comes in 2017 is only expected to be by 25 base points, raising it to 0.75% and further increases are expected to be limited to 25 base points and only introduced on a quarter year basis at the most.

5. The Council via its successful financial management of its resources repaid the last of its short term loans during 2015/16 and now only has long term debts of just under £10m that it cannot repay for around 25 years. The loans outstanding are held as “lender option, borrower option” (LOBO) loans and interest rate increases are not expected to change sufficiently for our lenders to exercise their options to “call” the loan and have it repaid within 6 months in the expectation that they can produce a better return on their money. At some point in the future the Council should consider starting to build sufficient cash reserves to effectively terminate these loans when they are either “called” or mature. However the current pressure on the Council’s financial position over the next few years and the remote likelihood of any “call” in that period suggest this would not be an effective strategy at the present time.
6. The current Capital Projections for 2016/17 show that our estimated debt has decreased from the projected £27m in 2004 to under £10m currently and that we do not estimate that there will be a need for this position to worsen in the near future.

7. This demonstrates that our early prudent action in the management of the debt position has produced a significant improvement in our debt position and we have achieved our objectives as detailed in last year's Capital Programme.
8. The Capital Programme Working Group (CPWG) received bids considerably in excess of the available resources for the 2016/17 year and all of these applications have gone through a process of rationalisation to come up with a proposed programme for 2016/17.
9. The proposed programme is outlined in Appendix 1 and a summary of the major projects are given below.
  - a) The Council is committing over £2.3m into Housing and Town Centre Renewal Projects with £643,000 for the Accrington Town Centre Improvement Project, further works taking place in Woodnook and West Accrington, money is earmarked for regeneration in Rishton and funds set aside to complete changes to Pendle Street
  - b) There is also almost £1.7m for Parks and Leisure services activities to support our drive to encourage people to be active with £1.4m to revitalise Rhyddings Park and £150,000 to help Hyndburn Leisure provide its sport and leisure facilities, as well as £71,000 for the development of the Aspen Colliery Coke Oven heritage site.
  - c) This year we are also providing £650,000 of funds for our cemetery and crematory service so that we can create a new cemetery facility for the people of Great Harwood and Rishton and replace our aging cremators at Accrington Cemetery.
  - d) The Council will continue to prioritise expenditure to assist the community within Hyndburn. Despite all the budget pressures the

Council faces we will spend almost £449,000 this year on Disabled Facility Grants. This will ensure that the Council continues to provide all the assistance it can to ensure that the disabled are able to continue to live dignified and safe lives in their own homes by providing direct grants for the provision of stair lifts, walk-in showers and other adjustments. We will also provide funds to assist with the establishment of facilities for those suffering from domestic violence.

- e) We will also spend over £296,000 on a variety of projects and purchases such as improving our assets, upgrading our ICT systems and fire alarm system at the Market Hall, replacing vehicles and buying Christmas decorations.

## **Improving the Management of Capital Investments**

10. The Council needs to continue to develop its financial control over its major capital investment programme. It is critical that during 2016/17 the Council continues to adequately manage this spend, to ensure it gains as much benefit from this investment as possible and effectively controls its costs.

11. The 2016/17 Capital Programme outline of schemes can be seen in Appendix 1. However the Council needs to ensure these schemes can provide the positive benefits the level of spend requires. Following on from the successful approach introduced 10 years ago, each scheme is required to provide more detailed analysis, if requested, before final spending is committed to ensure that the project can be delivered within the funds made available, that revenue costs of the schemes can be accommodated within existing revenue budgets



and most importantly that the benefits from the scheme are clearly identified and delivered.

12. The Deputy Chief Executive, will be instructed only to release funds for capital investment once the required written detail has been submitted to him for approval. Until this has been given, Service Managers are not allowed to commit expenditure. Additional projects may be authorised by the Deputy Chief Executive, in consultation with the Portfolio Holder for Resources during the year if the projects have sufficient external funding to meet their costs or other funding sources can be obtained.

13. Under the previous regime of Credit Approvals from the Government there was an in-built incentive to spend up to the maximum each year—as failure to do so, might have led to reduced credit approvals in the future and subsequently lost the Council flexibility in future spending decisions. Therefore if parts of the Capital Programme slipped, came in under budget or were cancelled, there was a strong tendency to seek to replace these with other projects, to maintain the overall spend close to the maximum Credit Approval.

14. Under the new regime of Prudential Borrowing, there is no requirement to spend up to a budgeted amount. The Council should determine its needs for Capital spend purely on rational grounds and underspends in the programme should not automatically lead to other projects being brought forward to soak up potentially available funds. Given that a rigorous process of determining the need for Capital spend has taken place at the start of the year and the Council's strong commitment for reducing the overall level of debt, there

should be a major predisposition to continued banking of these underspends as a genuine saving to the Council.

## **Conclusion**

15. Overall the Council will be investing £5.5m in Capital investment in 2016/17.

Almost £2.4m will be invested in the regeneration of our housing and town centres and almost £1.7m will be spent to improve the leisure, sporting and community facilities provided by the Council. The Cemetery and Cremation Service will benefit from £650,000 of investment in new equipment and facilities. In addition there is also almost £449,000 to assist the disabled to continue to live in their own homes, and a further £328,000 on various other projects, investing in services to the public and protecting our assets.

16. The details behind all of these proposals remain at the outline stage only and further work is required to ensure that these projects provide positive benefits to the Community and the Council. Each project is therefore required to submit further detailed plans if required in order to obtain final approval for expenditure to occur and to obtain final clearance from the Deputy Chief Executive, in consultation with the Portfolio Holder for Resources.

17. The Capital Programme does require a degree of flexibility within it, to respond to sudden demands for Capital expenditure, actions to be taken on the receipts of monies and revisions to proposals as projects are not financially viable or encounter other problems such as securing external funding. CPWG will report back to Cabinet at frequent intervals throughout the year to ensure

Cabinet is kept appraised of the current situation and any approvals necessary for alteration are obtained.

## **CONSULTATIONS**

A variety of schemes are recommended from a number of sources to the Council. These are considered by the Council's CPWG against a list of corporate priorities and other assessment criteria before the final list is determined.

## **REASONS FOR RECOMMENDATIONS**

These schemes represent the best value for money and meet the Council's overall corporate policy objectives, within the funding envelop for the year.

## **ALTERNATIVE OPTIONS CONSIDERED AND REASONS FOR REJECTION**

A wider programme of funding has not been considered due to the Council's policy commitment to limiting Capital Expenditure to affordable levels and seeking to repay debt.

## **BUDGET IMPLICATIONS**

As outlined in the report.

## **Risk Management**

The programme for 2016/17 should be low risk and has much less risk attached to it compared to recent years, due to its decreased size and the level of certainty around its

funding. As with previous years we look to monitor the individual transactions closely and arrange the overall programme so that we do not commit expenditure in areas where we have some degree of control, until these risky transactions are concluded.

## **LINKS TO CORPORATE PRIORITIES**

The Council's Corporate Objectives are delivered through its Capital and Revenue Budget.

## **EQUALITY**

The report is for information and does not contain any changes to Council Policies which would require an equality impact assessment to take place.

## **LEGAL IMPLICATIONS**

Not applicable

## **LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985**

No specific background papers applicable, other than previous reports on this subject in previous years but they do not relate directly to the content of this report.

## **APPENDIX 1**

### **Capital Programme**

**2016/17**

<b>Scheme</b>	<b>Gross Cost</b>	<b>External Funding</b>	<b>Other Funding</b>	<b>Net Cost 2016/17</b>
Rhyddings Heritage Lottery Fund	1,461,000	1,411,000		50,000
Accrington Townscape Heritage Initiative	643,000	432,500	210,500	0
Rishton Regeneration	600,000		600,000	0
Transitional Housing Programme	535,597	495,591	40,006	0
New Cremators for Accrington Crematorium (VAT implication?)	450,000			450,000
Disabled Facilities Grant	448,935	448,935		0
Pendle Street	373,839		373,839	0
Clusters of Empty Homes	241,961	241,961		0
New Cemetery on Lee Lane	200,000			200,000
Planned Asset Improvement	100,000			100,000
Hyndburn Leisure centres Energy Efficiency Improvements	75,000			75,000
Hyndburn Leisure Centres Mechanical and electrical Plant Replacement	75,000			75,000
Aspen Colliery Coke ovens	71,500	71,500		0
Capitalised Salaries	57,945			57,945
Future Vehicle Set Aside	50,000			50,000
Safe Houses	31,126	31,126		0
Accrington Market Hall fire systems renewal	30,000			30,000
Technology refresh scheme	25,000			25,000
Vehicle replacement	19,000			19,000
Christmas Decoration Replacement	15,000			15,000
<b>Total Expenditure 2016/17</b>	<b>5,503,903</b>	<b>3,132,613</b>	<b>1,224,345</b>	<b>1,146,945</b>