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Legal and Democratic Services



To: All Members of the Financial Policy Panel

Dear Councillor

FINANCIAL POLICY PANEL - TUESDAY, 1ST DECEMBER, 2020 ,
<https://attendee.gotowebinar.com/register/4770215115599722510>

Please find attached the following report for the meeting of the Financial Policy Panel to be held on Tuesday, 1st December, 2020. This was not included in the original Agenda pack published previously.

1. **CAPITAL PROGRAMME 2021/22** (Pages 3 - 14)

This report summarises the proposed 2021/22 capital programme and seeks the Panel's approval for it to be submitted to Council in February 2020.

For further information, please contact Democratic Services, Democraticservices@epsom-ewell.gov.uk or tel: 01372 732000

Yours sincerely

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Chief Executive

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CAPITAL PROGRAMME 2021/22

Head of Service:	Lee Duffy, Chief Finance Officer
Wards affected:	(All Wards);
Urgent Decision?(yes/no)	No
If yes, reason urgent decision required:	N/A
Appendices (attached):	Appendix 1: Capital Bids Ranked in Order of Priority and Revised Programme Appendix 2: Capital Reserves Forecast

Summary

This report summarises the proposed 2021/22 capital programme and seeks the Panel's approval for it to be submitted to Council in February 2020.

Recommendation (s)

The Panel is asked to agree:

With the advice of the Capital Member Group to submit the following 2021/22 capital programme to Council for approval in February 2021, subject to the relevant policy committees first approving project appraisals:-:

- (1) Prioritised schemes totalling £885,000, funded from Community Infrastructure Levy receipts of £500,000; S106 funds of £110,000; a budgeted revenue contribution of £255,000; and external grant of £20,000, subject to a successful grant application.**
- (2) A Disabled Facilities Grant scheme totalling £600,000, subject to external funding sources.**

1 Reason for Recommendation

- 1.1 To seek the Panel's approval to submit the proposed capital programme for 2021/22 to Council in February 2021.

2 Background

- 2.1 At its meeting on 30 July 2019, the Strategy and Resources Committee considered appointments to a Capital Member Group (CMG) to assist in the formulation of the new capital programme. Accordingly, the Committee appointed Councillors Eber Kington, Neil Dallen, Colin Keane, Barry Nash, and Kate Chinn.
- 2.2 The Capital Member Group met in September and received a list of potential projects. Using the criteria set out in the report to S&R Committee in July, the Group excluded outline projects that would not qualify under the approved capital strategy.
- 2.3 Project appraisals were updated by budget managers and full bids considered by the Leadership Team in October. The officer group suggested amendments to the bids and also advised on a prioritisation of the proposals.
- 2.4 In November the Capital Member Group met to validate the bids and to recommend the schemes that should be progressed through the policy committees in January.
- 2.5 In reviewing the capital programme CMG focused on prioritised schemes for 2021/22 that meet at least one of the following agreed criteria:-
 - 2.5.1 Investment required to meet statutory obligations;
 - 2.5.2 Investment essential to maintain service delivery;
 - 2.5.3 Investment that can be funded from external funds and is classed as a high priority (section 106 agreements or grants);
 - 2.5.4 Investment that will provide net revenue savings (spend to save).
 - 2.5.5 Where the scheme is consistent with the Council's Climate Change Action Plan, subject to affordability, supported by a robust business case and value for money can be demonstrated through a maximum payback period of 10 years.
- 2.6 The Medium Term Financial Strategy also requires that the Council retains a minimum level of capital reserves of £1 million.

3 Draft Programme

- 3.1 The Capital Member Group received twenty initial bids for 2021/22, totalling £4.87 million. Of these, twelve bids totalling £1.9 million were not selected to be taken forward by CMG. The remaining eight bids were worked into detailed submissions for review by both senior officers at Leadership Team and by members on CMG. One of these bids for drainage works to football pitches was split into two, to allow the two different pitches to be considered independently, therefore nine bids in total were considered.
- 3.2 After review and challenge of the nine remaining detailed bids at Leadership Team and CMG, two were not supported, and the remaining seven have been put forward by CMG for the proposed programme. Appendix 1 comprises a summary of the capital programme recommended by the Capital Member Group.
- 3.3 The proposed programme for 2021/22 comprises: -

	£'000
Core Programme of Priority Works (funded by capital reserves and revenue*)	885
Disabled Facilities Grant Scheme to be progressed subject to external funding being achieved	600
Total	1,485

- 3.4 The funding recommended comprises:-

	£'000
Use of Community Infrastructure Levy receipts	500
Use of planned revenue contribution	255
Use of S106 developer contributions	110
Use of grants for externally funded schemes	620
Total	1,485

- 3.5 The draft 2021/22 revenue budget includes a £300k contribution to fund capital schemes, in order to slow the depletion of capital receipt reserves. This revenue funding is subject to Council approval in February of the proposed 2021/22 budget. As the proposed capital programme for 2021/22 only requires £255k of the planned revenue contribution, it is recommended that the balance of £45k be held in a reserve to be used for future capital programmes.
- 3.6 Two projects within the 2021/22 programme meet the criteria for CIL funding, these are the Lamp Column replacement project and Improvements to Great Dam. These projects have therefore been included in the programme as to be funded from CIL receipts.

4 Capital Reserves

- 4.1 The forecast of capital reserves shows that the balance as at 31 March 2021 would be £2.57 million, if the proposed programme is supported.
- 4.2 The capital reserves forecast at Appendix 2 has been updated for the next two years using the following assumptions:-
 - 4.2.1 The current approved programme is delivered this year in line with the current forecast.
 - 4.2.2 No new capital receipts are received in this financial year, in line with current forecast.
 - 4.2.3 The proposed capital programme for 2021/22 proceeds as per appendix 1.
 - 4.2.4 £500k of CIL receipts is used to fund the two infrastructure projects in the programme.
 - 4.2.5 £110k of S106 receipts for Outdoor Sports Facilities are used to fund the two sports facilities projects in the programme.
 - 4.2.6 A £300k planned revenue contribution in 2021/22 to fund the proposed capital programme with a balance of £45k held in a reserve for future years.
 - 4.2.7 External funding for the Disabled Facilities Grant is assumed at £600k for 2021/22.
 - 4.2.8 A bid of £20k to the Football Foundation for football pitch drainage funding is successful.

5 Community Infrastructure Levy (CIL) and S106

- 5.1 A report to the panel on the same agenda provides an update of CIL and S106 balances. There are two projects to be funded by CIL within the proposed Capital Programme for 2021/22, and two schemes to be funded by S106. The update report highlights the limited balance of CIL and S106 funds currently available for funding capital schemes, due to existing commitments.
- 5.2 Uncommitted S106 balances, as detailed in the update report, stand at £1.36 million of which £1.16 million are restricted to Affordable Housing schemes. Uncommitted CIL balances stand at £2.5 million within the main fund, and £605k within the community fund.

6 Core Programme Funded from Capital Reserves

- 6.1 The Capital Member Group carefully considered the bids submitted and confirmed that only prioritised schemes should be considered for funding from capital reserves or schemes where investment would generate savings. This required a pay-back within 5 years (10 years for energy initiatives).
- 6.2 The proposed core programme proposed for 2021/22 requiring funding from capital reserves is as follows:-

Scheme/Funding from Capital Reserves & Revenue	2021/22
	£,000
Planned revenue contribution	255
Community Infrastructure Levy	500
Section 106 Developer Contributions	110
Total	865

The CMG noted that the schemes would be considered by the policy committees in January as part of the capital programme review.

7 External Funding

- 7.1 The Council receives a fixed government grant allocation for disabled facility grants (DFG) via the Better Care Fund. The following table shows capital schemes where external funding has been identified to enable schemes to proceed in 2021/22:-

Scheme	Estimate (£'000)	Funding
Mandatory Disabled Facilities Grant	600	Better Care Fund DFG
Football Pitch Drainage	20	Football Foundation
Total externally funded schemes	620	

- 7.2 The amount of Disabled Facilities Grant in the table above is an estimate of the funding anticipated for 2021/22 and the exact amount is expected to be communicated in April 2021. Once the exact amount is confirmed, the budget in the capital programme will be adjusted accordingly.
- 7.3 It is proposed that this scheme be added to the capital programme, subject to support by the relevant policy committee, receipt of external funds and the identification of funding for any revenue implications within approved budgets.
- 7.4 The grant from the Football Foundation is subject to a successful application. Should this application not be successful then it is proposed the balance of funding be met from Section 106 funds in the first instance.

8 Proposals

- 8.1 The Panel is asked to confirm the recommendation of the Capital Member Group:-
- 8.1.1 Schemes, identified in section 6, totalling £865k in 2020/21 and funded from capital reserves, revenue and S106 should be included in the capital programme, subject to the relevant policy committees receiving and approving project appraisals;
- 8.1.2 Schemes identified in section 7 totalling £620k be included in the capital programme subject to support for the project appraisals by the relevant policy committees and subject to external funding being received before expenditure is committed.

9 Risk Assessment

Legal or other duties

- 9.1 Impact Assessment
- 9.1.1 None for the purposes of this report.
- 9.2 Crime & Disorder
- 9.2.1 None for the purposes of this report.

9.3 Safeguarding

9.3.1 None for the purpose of this report.

9.4 Dependencies

9.4.1 Two projects within the proposed capital programme are dependent upon external funding. As a statutory duty, there is a high likelihood that the Disabled Facilities Grant will be granted, and if the amount differs to that agreed in the programme, the scale of the programme will be amended accordingly. Should the Football Foundation grant application be unsuccessful, then it is proposed to use Section 106 funds to fund the balance.

9.5 Other

9.5.1 With limited capital receipts available to fund investment, the CMG's proposals try to balance the risk by measuring essential investment needs against resource limitations. Business case investment has been prioritised where it demonstrates a payback within 5 years or 10 years for renewable energy projects.

9.5.2 In the long term the Council is considering alternative funding sources to finance capital investment or the further sale of Council assets. The Medium Term Financial Strategy will aim to address this by proposing revenue contributions to fund capital expenditure from 2021/22, in order to reduce the reliance on capital receipts.

10 Financial Implications

10.1 The policy committees will receive appraisals for 2021/22 projects in late January and early February, including revenue cost implications.

10.2 If all schemes are progressed between 2021 and 2024 the capital receipts reserves will remain at its estimated level of £2.57 million at 1 April 2021 at 31 March 2022. This is a sufficient level of contingency in the short term. For the longer term, the Council is building annual revenue contributions to fund capital expenditure, into the draft Medium Term Financial Strategy, in order to support a sustainable capital programme for the future. However members should note the following risks;

10.2.1 Should additional unavoidable projects arise during the period, schemes may either need to be shelved, assets disposed of to generate additional receipts or a borrowing strategy considered.

10.2.2 Interest earned on cash balances and available to help fund services may reduce as capital reserves are depleted. The projected use of reserves over the period is up to £865k; with an average medium term rate of 0.5% over this period it could reduce revenue funding by £4,325 per annum.

- 10.3 **Section 151 Officer's comments:** All financial implications have been included within the body of this report.

11 Legal Implications

- 11.1 Investment is needed in Council buildings and other assets to ensure that working environments are suitable and that health and safety standards are maintained towards users of the service.
- 11.2 **Monitoring Officer's comments:** none arising from the contents of this report.

12 Policies, Plans & Partnerships

- 12.1 **Council's Key Priorities:** The following Key Priority is engaged: Effective Council.
- 12.2 **Service Plans:** The matter is included within the current Service Delivery Plan.
- 12.3 **Climate & Environmental Impact of recommendations:** none for the purposes of this report.
- 12.4 **Sustainability Policy & Community Safety Implications:** none for the purposes of this report.
- 12.5 **Partnerships:** none for the purposes of this report.

13 Background papers

- 13.1 The documents referred to in compiling this report are as follows:

Previous reports:

- S106 and CIL Update Report to FPP 1 December 2020

Other papers:

- Capital bids

Appendix 1 - Updated Summary of 2021/22 Capital Programme bids for consideration

Criteria	Officer Submitting Bid	Bid Number	Project Put Forward as a Potential Bid	Comments from Leadership Team- 14 October 2020	Full bid required - Comments from Capital Member Group - 9 September 2020	Priority Ranking	Scheme Capital Expenditure 2021/22	Scheme Capital Expenditure in 2021/22 Funded from Capital Reserves	2022/23	2023/24	Scheme Total	Capital Reserves	Govt Grant	Other External Funding- \$106, CIL, etc.
							£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Externally Funded	Rachel Jackson	Community & Wellbeing Bid 1	The Disabled Facilities Grant Programme	As a statutory duty and externally funded, this project was supported.	As a statutory duty and externally funded this scheme is supported, however, Members should be aware that there is a risk that Central Government may prevent us carrying underspends forward another year. Covid has delayed works for the start of 2020-21 and although these are back to normal levels now, we have a £1.1m budget this year, yet only £0.2m expenditure to P5.	1	600	-	600	600	1,800	-	1,800	-
Business Continuity	Tony Foxwell	Environment & Safe Communities Bid 1	Ashley Centre Car Park Expansion Joints	This project is supported and it was felt it should not be deferred as the wetter weather has led to complaints of leaks confirming the urgency of the works. The works cannot be brought forward as they need to be done in the drier weather.	Recommend progressing to final bid, which should address the following points: - what would be the consequences of delaying this by 12 months - would the bill increase if delayed? - is it leaking currently?	2	30	30	-	-	30	30	-	-
Business Continuity	Judith Doney	Strategy & Resources Bid 1	ICT Programme of works	The existing ICT capital programme has been assessed and £50k of works will be deferred as a result of a change of priorities due to Covid. £275k is sought for the 2021/22 programme, therefore it is proposed that this project is allocated £225k of capital resources and any underspend from the 2020/21 programme up to a maximum of £50k. The project is supported but greater clarity is required around each of the projects.	IT investment is critical for the Council to keep developing in the digital age, so recommended to progress this to final bid stage. The final bid should address the following: - provide an update on the existing IT capital projects for 2020-21 and whether some funds from 2020/21 could be diverted into 2021/22's new schemes? - the 20-21 programme was put together pre-Covid, have our priorities changed post-Covid? If so, perhaps some schemes could be delayed? Anything we do needs to take into account post-Covid working methods. - the £10k endpoint device refresh looks like revenue expenditure and should be removed. - each IT scheme within the bid should have an individual business case to explain how it benefits the Council and meets our capital criteria.	3	225	225			225	225	-	-
Business Continuity	Stewart Cocker	Community & Wellbeing Bid 4	Improvements to Great Dam - EC LNR	Leadership Team were supportive of this bid but agreed that it should be stripped back to essential H&S works and investigate grant funding sources.	The full bid should investigate whether there is any external funding available for this scheme and also whether it would qualify for CIL funding.	4	75	-	-	-	75	-	-	75
Business Continuity	Ian Dyer	Community & Wellbeing Bid 3	Harrier Centre repairs - track and hammer cage	Whilst Leadership Team supported the bid in terms of H&S considerations, the Head of Service highlighted the risk of higher capital investment being required should the facility not be maintained. This facility provides an income stream, £6k for the running track lease with the Harriers and about £8k from ad-hoc hires. The track repairs could be considered separately from the hammer cage, and the Harrier Club could be approached regarding a matched funding request.	Recommended to proceed to final stage but it needs to include: - information regarding usage of the site/facilities. - Information about possible grant funding that could be sought. - options for a sustainable future operational model which may involve a long-lease to a provider who would take on repair and maintenance responsibility.	5	40	-	-	-	40	-	-	40
Business Continuity	Tony Foxwell	Environment & Safe Communities Bid 3	Replacement of EEBC lamp columns	Leadership Team agreed a phased approach should be considered across a number of financial years.	Progress to final bid, which should address the following: - information confirming where these lamp columns are, and confirming EEBC ownership. - the scheme should be broken down into individual groups and prioritised with possible funding sources identified, which may differ across the different groups. - could CIL funding be used to fund some of them? - are some of them on housing estates and therefore would Rosebery HA be responsible? Any on highways that should be SCC responsibility?	6	425	-	-	-	425	-	-	425
Business Continuity	Tony Foxwell	Community & Wellbeing Bid 2a	Football Pitch Drainage Systems - King George's Field, Poole Road	The Head of Service felt there was little scope for generating additional income from football pitches. Although logged pitches result in refunded fees for ad hoc hires, the income is fairly safe as matches can be played on alternative dates. The ground will not suffer long-term from not having drainage work done. Giving the limited S106 funding available, this might be better invested in the Harrier Centre where lack of maintenance could result in additional costs at a later date.	The majority of this could be met from Outdoor Sports facilities S106 funds, to support the £40k external grant funding that is being sought. However, there may not be enough S106 remaining to support both this and bid 3 below, therefore could the balance be met from increased fees and charges for the pitches?	7	90	-	10	-	100	-	-	100
Total Potential Bids							1,485	255	610	600	2,695	255	1,800	640

Appendix 1 - Updated Summary of 2021/22 Capital Programme bids for consideration

Criteria	Officer Submitting Bid	Bid Number	Project Put Forward as a Potential Bid	Comments from Leadership Team- 14 October 2020	Full bid required - Comments from Capital Member Group - 9 September 2020	Priority Ranking	Scheme Capital Expenditure 2021/22	Scheme Capital Expenditure in 2021/22 Funded from Capital Reserves	2022/23	2023/24	Scheme Total	Capital Reserves	Govt Grant	Other External Funding- S106, CIL, etc.
							£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Bids Not Meeting Necessary Assessment Criteria - as assessed by Leadership Team 14 October 2020														
Business Continuity	Richard Chevalier	Environment & Safe Communities Bid 2	Barrier Controlled Car Park System	It was felt that car parking needs a transformation project to consider a payment strategy across the whole car park network, which looks at removing cash and reducing costs. Given the limited scope of this project it was therefore not supported in preference of an holistic approach to all car parks.	Progress to final bid but for this to qualify as spend to save, there need to be greater savings than £5k a year identified to support such an investment. Are there efficiency savings that can be made from new technology that would require less staff? Are there any studies from elsewhere to show additional use of other car parks and consequently income as a result of this technology? The final bid should also address whether the project is time critical and cost effective?		230	230	150	0	380	380	0	0
Business Continuity	Tony Foxwell	Community & Wellbeing Bid 2b	Football Pitch Drainage Systems - Gibraltar Rec	Gibraltar Rec is in a better condition than Poole Road, and there are some other works due to take place there which might improve conditions for the football pitch. The project is therefore deferred until the impact of these works can be assessed.	The majority of this could be met from Outdoor Sports facilities S106 funds, to support the £40k external grant funding that is being sought. However, there may not be enough S106 remaining to support both this and bid 3 below, therefore could the balance be met from increased fees and charges for the pitches?		70	0	2	0	72	0	0	72
Bids That Were Rejected at Initial Bid Stage														
Spend to Save	Tony Foxwell	Strategy & Resources Bid 2	Town Hall Energy Saving Lights		Capital Member Group has identified the need for a report that sets out the future office accommodation needs of the Council, with recommended solution(s) supported by a business case, detailing investment needs for the Town Hall and how maintenance can be funded. This would provide an opportunity to address the various maintenance needs at Town Hall in a coordinated and cost effective approach, rather than the current piecemeal approach. It was therefore decided that		50	50	-	-	50	50	-	-
Service Enhancement	Tony Foxwell	Strategy & Resources Bid 3	Town Hall air conditioning replacement				80	80	-	-	80	80	-	-
Business Continuity	Tony Foxwell	Strategy & Resources Bid 4	Old Town Hall flat roof				150	150	-	-	150	150	-	-
Service Enhancement	Tony Foxwell	Strategy & Resources Bid 5	Town Hall refurbishment of ground floor toilets				50	50	50	-	100	100	-	-
Service Enhancement	Shona Mason	Strategy & Resources Bid 6	Developing Social Media & Customer Services		These are below the £20k capital de-minimis and also looks like revenue growth items, as there are going revenue implications. The correct route for these would be a report to Leadership Team in the first instance, with a clear business case and		7	7	-	-	7	7	-	-
Service Enhancement	Shona Mason	Strategy & Resources Bid 7	Delivering modern e-communications				12	12	-	-	12	12	-	-
Business Continuity	Tony Foxwell	Community & Wellbeing Bid 5	Bourne Hall Replacement Dome Roof		The four Bourne Hall bids at a combined £1.3m are not affordable, given the Council's limited capital reserves. Capital Member Group has identified the need for a review of the building and all aspects for its long term future. There is a draft business plan but this needs to include an assessment of the capital needs of the building and how it can be run as a sustainable operation. It was therefore decided that these capital bids for Bourne Hall works should be deferred until the		230	230	-	-	230	230	-	-
Business Continuity	Tony Foxwell	Community & Wellbeing Bid 6	Bourne Hall Replacement of Heating and Cooling Plant				673	673	-	-	673	673	-	-
Spend to Save	Tony Foxwell	Community & Wellbeing Bid 7	Bourne Hall Energy Saving Replacement Lights				50	50	-	-	50	50	-	-
Service Enhancement	Tony Foxwell	Community & Wellbeing Bid 8	Bourne Hall Replacement of windows				300	300	-	-	300	300	-	-
Service Enhancement	Tony Foxwell	Community & Wellbeing Bid 9	Playhouse Front of House Women's toilets		It was decided that this project should be deferred until we know the future of theatres post-Covid. If any capital grant funding is made available to theatres in the future, it would make better financial sense to bid for those funds than invest scarce council resources at this stage.		65	65	-	-	65	65	-	-
Service Enhancement	Rod Brown	Community & Wellbeing Bid 10	Transit Sites		Although the arguments for Transit Sites were agreed, it was acknowledged that the Council doesn't currently have a policy on them and it is therefore not for Capital Member Group to presume that policy and recommend investing council resources in this scheme. The principle of Transit Sites should therefore be put to Members for discussion before any capital investment decisions are taken.		150	150	-	-	150	150	-	-

Appendix 2 - Provisional Capital Programme Funding Summary

	Community Infrastructure Levy - 80%	Section 106 S106	Capital Grant-DFG	Capital Receipts	Repairs and Renewals Reserves	Residential Property Fund	External Grant	Other Contributions	Borrowing	Total
	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m
Available Capital Resources at 1/4/2020	5.73	0.20	0.41	3.77	0.36	1.37	0.00	0.00	49.57	61.40
Anticipated Receipts in 2020/21	1.20	0.00	0.69	0.00	0.00	0.00	0.00	0.20	0.00	2.09
Funding the 2020/21 Capital Programme	-2.73	-0.02	-1.10	-1.20	-0.03	0.00	0.00	-0.20	0.00	-5.28
Estimated available Capital Resources at 31/3/2021	4.20	0.18	0.00	2.57	0.33	1.37	0.00	0.00	49.57	58.21
Estimated available Capital Resources at 1/4/2021	4.20	0.18	0.00	2.57	0.33	1.37	0.00	0.00	49.57	58.21
Anticipated Receipts in 2021/22	1.04	0.00	0.60	0.00	0.00	0.00	0.02	0.30	0.00	1.96
Proposed New Bids for 2021/22	-0.50	-0.11	-0.60	0.00	0.00	0.00	-0.02	-0.26	0.00	-1.49
Estimated available Capital Resources at 31/3/2022	4.74	0.07	0.00	2.57	0.33	1.37	0.00	0.05	49.57	58.68
Estimated available Capital Resources at 1/4/2022	4.74	0.07	0.00	2.57	0.33	1.37	0.00	0.05	49.57	58.68
Anticipated Receipts in 2022/23	1.04	0.00	0.60	0.00	0.00	0.00	0.00	0.40	0.00	2.04
Proposed New Bids for 2022/23	0.00	-0.01	-0.60	0.00	0.00	0.00	0.00	0.00	0.00	-0.61
Estimated available Capital Resources at 31/3/2023	5.78	0.06	0.00	2.57	0.33	1.37	0.00	0.45	49.57	60.11

Notes:

1. The majority of bids have been initially been allocated funding from Capital Receipts, however alternative funding sources could be used e.g Repairs and Renewals, CIL and Section 106.
2. Other contributions relates to the £200k revenue contribution to fund capital schemes in 2020/21; increasing by £100k each year.
3. CIL receipts are 80% of the total collected less funds of £500k earmarked for Stoneleigh Station accessibility works.
4. Affordable Housing S106 funds have been excluded from the above figures as these are generally allocated to Registered Providers of social housing, and not able to be used to fund the Council's capital programme.
5. No expenditure has been entered for the residential and commercial property funds but this will occur when opportunities arise.
6. Borrowing is only available to fund the In-Borough Commercial Property Acquisition Fund.

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