1.0 Capital Programme Update State of the County 2018/19

1.1 Table 1 summarises the movements to the approved programme 2018-23 since budget setting in February 2018. The changes have included year-end and other re-profiling in line with updated information and with the approved governance and variation process. The changes are summarised in table 1 below.

Table 1 – Capital Programme Mov	ements updated for	State of the	County (SOC)
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Movements (£m)	Ref	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	Total
Approved programme		86.2	99.3	88.6	65.0	47.0	58.1	444.2
at Feb 2018								
Re-profiling of 2017/18	(a)	(5.8)	0.0	13.70	(1.0)	(5.8)	(1.1)	0.0
slippage/spend in								
advance and further								
departmental review								
Approved Variations	(b)	1.3	7.2	3.8	1.0	1.0	1.0	15.3
Less 2017/18	(c)	(81.7)						(81.7)
expenditure								
Proposed 2018 -2023			106.5	106.1	65.0	42.2	58.0	377.8
programme at SOC								
2018								

1.2 The current programme runs from 2018/19 to 2022/23 (current year plus 4). The paragraphs below provide further detail behind the movements summarised in table 1.

1.3 2017/18 outturn

At the end of 2017/18 capital expenditure was £81.7m (ref c) against a budget of £87.5m, a net variation of £5.8m (ref a).

- 1.4 As part of the ongoing RPPR process, departments have been asked to review spending profiles across all years, including slippage from 2017/18, to ensure projected expenditure is as realistic as current information allows. These amendments are shown across future years in table 1 (ref a) above.
- 1.5 Additionally since February 2018, there are some net nil approved variations which amount to £1.3m in 2017/18 (ref b). These include additional Highways pothole grant of £0.6m, additional schools delegated capital funding of £0.6m and additional grant for Lansdowne Secure Unit Phase 1 of £0.1m.
- 1.6 Approved variations for 2018/19 onwards (ref b) are further detailed in table 2 below and have been added to the proposed programme from 2018/19.

Table 2 – Approved Variations 2018-23

Table 2 – Approved Variations 2018-23	
	Total £m
2017/18 variations.	1.3
Lansdown Secure Accommodation Grant – On 4 th May 2018 it was confirmed that the Council would receive a grant from the Department for Education for Lansdown Secure Accommodation Phase 2, to provide additional welfare beds and a high dependency provision.	7.3
Highways Footway and Drainage agreed in February 2017 (£1.3m per annum 2018/19 – 2022/23)	6.5
Pothole and Flood Resilience Grant – On the 29 th March 2018 it was confirmed that additional grant would be received from the Department for Transport to fund additional capital pothole and flood resilience works.	1.2
Hailsham Household Waste and Recycling Site (HWRS) – The additional use of s106 funding for waste facilities in the Hailsham area that could not otherwise be used. This will provide additional waste and recycling facilities on the site. The proposed changes will also improve the customer experience and increase the capacity of the site to accommodate the recent and future planned housing growth.	0.1
School Condition Grant reduction – This grant supports 100% of school condition works, therefore expenditure reduces in line with grant reduction	(1.4)
Total	15.0
Variations supported by business case and approved by the Capital a Asset Board (CSAB):	nd Strategic
Conquest Centre - A business case has been approved by the CSAB in support of improvement works at the Conquest Centre, Hastings. The proposed work enables the rationalisation of staff and resources to support revenue savings. In return for £0.3m of capital investment, there is a revenue saving of £0.04m p.a. Although this (including MRP and interest forgone) would be 13+ years payback, the business case is considered robust as additionally it releases surplus property budget of £0.06m annually and a capital receipt likely to be in excess of £0.9m.	0.3
Total (ref b-1.3m for 2017/18)	15.3

1.7 Property Building Maintenance

Ongoing budget monitoring suggests there is scope to reduce this budget and therefore a review is underway to establish how much this budget can potentially be reduced by and to realistically profile planned work. Any reduction would result in a reduced borrowing requirement.

1.8 <u>Transport Infrastructure requirements/Community Infrastructure Levy (CIL)</u> Communities, Environment and Transport (CET) have identified £27m of basic need transport infrastructure requirements necessary up to 2024 to support the delivery of growth allocated in Local Plans across the County. These have been identified through joint infrastructure work with district, boroughs and the South Downs

National Park Authority during the production of Local Plans and are included in the Infrastructure Delivery Plans which authorities have produced to outline essential infrastructure required to support these Local Plans. CET have confirmed these schemes will be principally funded by Development Contributions including the Community Infrastructure Levy (CIL) and external funding sources. These will therefore enter the programme in line with the current variation process as and when funding streams are confirmed.

1.9 <u>Property Asset Disposal and Investment strategy</u>

At State of the County 2017 it was agreed to set some money aside in the Financing Reserve to help realise returns in future years through support for investment and/or for reduced borrowing in the capital programme. The Property Asset Disposal and Investment Strategy was approved at Cabinet on 24 April 2018. During 2018 opportunities will be considered that align with the priorities within the strategy which can now be facilitated by the use of some of these funds to bring forward the development of potential investment sites. Updates will be provided to this through the RPRR process as necessary.

1.10 Capital Risk Provision

There are a number of risks and uncertainties regarding the programme to 2022/23 and beyond which have necessitated holding a risk provision, these include:

- inflationary pressures on construction costs;
- uncertainty about delivery of projects in the programme, e.g. highways and infrastructure requirements;
- any as yet unknown requirements; and
- uncertainty regarding the level of government grants.
- 1.11 At February 2018, the Capital Risk Provision was £11.2m, reducing to £10.9m the Conquest Centre provision (noted above). This represents 2.9% of the overall programme, proportionally higher than the risk provision previously held of 2.5%, which also covered a longer time period. The programme has now reduced to current year plus 4 years, and therefore it is proposed that this provision is reduced to 2% (£7.5m). While capacity within borrowing arrangements is ensured through treasury management for this provision no borrowing for this is planned to be undertaken currently. This is not funds that are in the Council's accounts, but is permission to borrow for future emerging risks.

2.0 Funding updates

2.1 The capital programme is funded by a combination of government grants, capital receipts and s106 contributions. As these do not cover the required investment in basic need the programme is also supported by borrowing and the revenue contribution to capital (RCCO). Both of which directly impact the revenue budget. The following paragraphs provide updates to these funding sources.

2.2 Capital receipts

When the programme was approved in February 2018, capital receipts previously identified of £13.1m were profiled towards the end of the programme to allow the development and approval of the Property Asset Disposal and Investment Strategy and help facilitate the focus on the maximisation of capital receipts in the short term.

Since then detailed work has been completed and the Property Asset Disposal and Investment Strategy approved.

2.3 Property Services have now provided an update of capital receipts available to support the Capital Programme. This increases the capital receipts available to £21.8m, an increase of £8.7m. This is based on Property Officers' professional judgement and is on a site by site basis. This profile, however, is subject to change should any assets which have been declared surplus have that decision rescinded (i.e they are re used for another purpose), or if the asset is retained but transferred under a long term lease at below market value (i.e. under the Council's Community Asset Transfer policy for 99 years at a peppercorn rent).

2.4 Non-specific grants

There continues to be uncertainty in relation to the £127.8m Government Grants supporting the programme, 68% of which remain unconfirmed. These estimates are based on current levels and formula projections.

- 2.5 In March 2018 the Government announced the Healthy Pupils Capital Fund, in addition to the basic need grant. ESCC will receive £0.4m which can offset planned improvements to children's and young people's physical and mental health by improving and increasing availability to facilities for physical activity, healthy eating, mental health and wellbeing and medical conditions.
- 2.6 In May 2018, the Government announced an additional £50m for the Special Provision Capital Funding, with ESCC receiving a further £0.4m towards provision of Special School places. The Council also received a further £0.9m grant towards Priority School Build Programme, and a minor increase in Highways funding of £0.1m . These are offset by a reduction in School Condition grant (for which expenditure is reduced accordingly) of £1.4m (£0.3m per annum).

2.7 Section 106

A review of s106 has been undertaken and has identified further s106's of £0.1m for early years that can be applied to the programme. This will be used to offset borrowing.

2.8 S106 agreements are being replaced by the Community Infrastructure Levy (CIL) and the County Council will have to bid to boroughs and districts for this money, there is therefore a risk that the income from CIL will not match the current levels arising from s106 agreements. Work is ongoing to establish what funding is expected from CIL and the process that the Council will need to undertake to obtain CIL contributions. The County Council will need to work closely with the Borough and District Councils to ensure basic needs are prioritised effectively and ensure CIL funding is secured where appropriate.

2.9 Summary of Funding

The funding has been updated for the paragraphs above and table 3 below shows the updated position.

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Table 3 – Summary of	f fundina	2018-23
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Funding Source (£m)	2018/19	2019/20	2020/21	2021/22	2022/23	Total
Capital receipts (para 2.3)	(7.0)	(1.7)	(8.2)	(4.9)	-	(21.8)
Non-specific grants (para 2.4)	(22.5)	(36.5)	(18.0)	(24.4)	(26.4)	(127.8)
S106 Contributions (para 2.5)	(3.7)	(1.5)	(8.0)	(1.7)	(0.9)	(15.8)
Specific Grants/External contributions	(34.4)	(25.9)	(11.2)	(2.5)	(2.4)	(76.4)
VPN receipts	(0.6)	(1.5)	(0.4)	-	-	(2.5)
Contributions from revenue reserves set aside	(2.8)	(0.5)	-	-	-	(3.3)
Capital reserves	(21.0)	-	-	-	-	(21.0)
Revenue Contribution to capital (RCCO)	(4.0)	(4.0)	(4.0)	(4.0)	(4.0)	(20.0)
Other departmental revenue contributions	(0.9)	(0.9)	(0.6)	-	-	(2.4)
New Homes Bonus	(1.2)	-				(1.2)
Borrowing (excl. contingency)	(8.4)	(33.6)	(14.6)	(4.7)	(24.3)	(85.6)
Total	(106.5)	(106.1)	(65.0)	(42.2)	(58.0)	(377.8)

2.10 Revenue supported funding (borrowing and revenue contribution to capital (RCCO))

When the Capital Programme was set in February 2018 the borrowing requirement for the period 2017-23 was £109.7m (before the £11.2m Capital Risk Provision). In recognition of the revenue strain borrowing incurs and the continued need for investment post 2023 opportunities within treasury management capacity have been taken when they have arisen to reduce this.

- 2.11 After taking into account 2017/18 year end financing, there remained a borrowing requirement of £95.8m for the period 2018-23. After use of borrowing to fund the Conquest Centre £0.3m, borrowing has been reduced for: additional capital receipts of £8.7m, offsetting non-specific grants of £1.8m, offsetting s106 contributions of £0.1m. This will reduce the need to borrow to £85.6m plus £7.5m Capital Risk Provision.
- 2.12 The previously reduced revenue contribution is currently proposed to remain at £4m per annum. This is a minimum level because it supports investment in short life assets (including ICT), that currently average £4.6m annually, as borrowing for these assets would not be sustainable.
- 2.13 Furthermore assets with a medium life of 5-10 years, including house adaptation are also supported by the balance of the revenue contribution to capital as well as capital receipts and the capital reserve. Maintaining a revenue contribution also allows for a degree of flexibility for future strategic programme planning.
- 2.14 The prudential code allows the option to borrow for investment in assets with a longer life (20 years or more), e.g. schools, other buildings and highways infrastructure. In the current programme annual borrowing supports 46% additional

Appendix 11

expenditure on highways over and above the grant received by the Council and an additional 51% over and above government grant for school basic need places.

3.0 Future Programme

- 3.1 The capital programme from 2023/24 onwards will require consideration and planning. The level of resources available to fund capital expenditure post 2022/23 will be significantly reduced due to the use in its entirety of the capital programme reserve, potential reductions in government grants, and a reducing potential to generate further capital receipts.
- 3.2 This will be at a time of increasing spending pressures for the Council and the requirement to continue to provide the infrastructure to support District and Boroughs' extensive Local Growth Plans as well as other basic need requirements.
- 3.3 The Council will therefore need to give careful consideration to how to spend the limited capital resources to best meet the delivery of the Council's priority outcomes.
- 3.4 There needs to be consideration given to any future programme affordability and, if needs be, to ensure a measured reduction in investment in basic need, as current levels of borrowing are not sustainable. The Council's capacity to borrow at current levels runs out by circa 2024 without additional budget provision for borrowing. To continue at the same level of basic need investment high level estimates suggest there would be a requirement to add in excess of £8m to base treasury management budget by 2026/27 (circa £1.5m as soon as 2023/24). Any decision to reduce the RCCO this would increase this.

4.0 Ongoing work

4.1 Work continues to refine and update the Capital Programme through the normal RPPR process. The Children's Services Sub-Board continues to scrutinise the £81.3m School Basic Need programme at a more granular level with an aim to manage and, where possible, drive down costs further. The Capital Strategic Asset Board has built in further in-year scrutiny of the Programme in line with the Quarterly monitoring cycle and there are regular reviews of income streams, including a new sub board specifically looking at maximising and managing CIL.

5.0 Conclusion

- 5.1 Taking into account the movements set out above, the proposed 2018-23 Capital Programme is now £377.8m gross, funded by £92.1m specific income, giving a net programme to be financed of £285.7m (before contingency of £7.5m) and comprises the current year +4. Consideration needs to be given to how to plan for additional years and there affordability. This could be delayed in light of the ongoing revenue uncertainty, however, it is important that revenue decisions are taken with an understanding of the impact on future capital planning and affordability.
- 5.2 The detailed 2018-23 Programme is set out below.

	Total Budget	Previous Spend	18/19	19/20	20/21	21/22	22/23	Total Remaining
CAPITAL PROGRAMME 2017-23	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Adult Social Care								
Older People's Service Improvements (formerly Opportunities)	536	406	130					130
Greenacres	2,350	45	1,000	1,200	105			2,305
Grant Funding	(1,250)		(1,000)	(250)				(1,250)
LD Service Opportunities PSS Grant - 94189	5,092 (1,900)	4,997 (1,900)	95					95
Refurbishment of Facilities to meet Care Quality Commission Standards	2,373	2,360	13					13
House Adaptations	2,719	732	387	400	400	400	400	1,987
Gross Scheme Specific Resource - Grant/External Contribution	13,070 (3,150)	8,540 (1,900)	1,625 (1,000)	1,600 (250)	505	400	400	4,530 (1,250)
Scheme Specific Resource - S106 Contrinution Net	9,920	6,640	625	1,350	505	400	400	3,280
Business Services	0,020	0,010	020	1,000		.00		0,200
Business Services								
SALIX Contract SALIX Grant - 94106	4,235 (3,965)	2,099 (1,829)	736 (736)	350 (350)	350 (350)	350 (350)	350 (350)	2,136 (2,136)
Property Agile Works	9,606	9,256	350					350
CERA Contribution	(509)	(509)						
Early Years Nurseries	2,437	1,543	858	36				894
Early Years Capital Fund	(1,406)	(1,383)	(23)					(23)
Schools Contribution Section 106 - D&Bs	(50) (150)	(50) (19)	(131)					(131)
Lansdowne Secure Unit - Phase 2	7,600	297	4,597	2,706				7,303
Grant - 94104	(7,600)	(297)	(4,597)	(2,706)				(7,303)
Universal Infant Free School Meals Free School Meals Grant - 94194	1,901 (1,901)	1,891 (1,891)	10 (10)					10 (10)
Core Programme - Schools Basic Need School Contribution	148,171 (41)	66,857 (41)	14,226	22,926	16,289	6,980	20,893	81,314
Section 106 - D&Bs	(15,079)	(717)	(2,955)	(871)	(8,026)	(1,710)	(800)	(14,362)
Further S106 and Grant	(148)	(148)						
Core Programme - Capital Building Improvements	84,373	41,308	9,209	11,674	6,907	7,603	7,672	43,065
Core Programme - Libraries Basic Need Section 106 - D&Bs	2,244		366	491	634	227	526 (80)	2,244 (80)
	` ′	45.040	4.070	4074	0.000	0.005		
Core Programme - IT & Digital Strategy Implementation	31,543	15,942	4,072	4,374	2,300	2,305	2,550	15,601
Gross Scheme Specific Resource - Grant/External Contribution	292,110 (15,620)	139,193 (6,148)	34,424 (5,366)	42,557 (3,056)	26,480 (350)	17,465 (350)	31,991 (350)	152,917 (9,472)
Scheme Specific Resource - S106 Contrinution	(15,309)	(736)	(3,086)	(871)	(8,026)	(1,710)	(880)	(14,573)
Net Children's Services	261,181	132,309	25,972	38,630	18,104	15,405	30,761	128,872
Seven Sisters Canoe Barn	24	22	2					2
Grant - 94994	(24)	(22)	(2)					(2)
Family Contact	188	174	14					14
House Adaptations for Disabled Children's Carers Homes	1,468	763	145	140	140	140	140	705
Schools Delegated Capital	13,311	9,348	859	824	791	760	729	3,963
Grant - 94977	(13,311)	(9,348)	(859)	(824)	(791)	(760)	(729)	(3,963)
Conquest Centre redevelopment	350		350					350
Gross Scheme Specific Resource - Grant/External Contribution Scheme Specific Resource - S106 Contrinution	15,341 (13,335)	10,307 (9,370)	1,370 (861)	964 (824)	931 (791)	900 (760)	869 (729)	5,034 (3,965)
Net	2,006	937	509	140	140	140	140	1,069

CAPITAL PROGRAMME 2017-23	Total Budget	Previous Spend	18/19	19/20	20/21	21/22	22/23	Total Remaining
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Communities, Economy & Transport								
New Archive and Record Office - "The Keep" - Phase 1 & 2 Other Contributions - 94642	20,178 (6,969)	20,154 (6,969)	24					24
Registration Ceremonies Website CERA Contribution	30 (30)	8 (30)	22					22
Hastings Library CERA Contribution	9,503 (43)	8,169 (43)	645	689				1,334
Newhaven Library	1,713	1,674	39					39
Southover Grange (formerly The Maltings)	1,257	1,209	48					48
Library Refurbishment Programme Section 106 - 94318	1,473 (93)	1,306 (93)	167					167
Travellers Site Bridies Tan	1,347	1,340	7					7
Broadband	33,800	20,777	4,335	5,047	1,821		1,820	13,023
BDUK Grant - 94191 Broadband Clawback	(13,640) (5,200)	(10,640)	(3,000)	(5,047)	(153)			(3,000) (5,200)
Bexhill and Hastings Link Road	126,247	121,335	2,912	1,062	765	173		4,912
LEP Funding (SELEP)	(1,586)	(1,586)	(00)	(4.4)	(4.4)			74.45
Rental Income from Acton's Farm Historic England Grant	(44) (407)	(187)	(22) (20)	(11) (67)	(11) (67)	(66)		(44) (220)
NB Roundabout Contribution	(12)	(12)		(- /	(- /	(/		()
BHLR Complementary Measures Section 106 - 94350	1,800 (36)	1,121 (36)	679					679
Reshaping Uckfield Town Centre Section 106 - 94366	2,500 (2,500)	2,487 (2,487)	13 (13)					13 (13)
Exceat Bridge Replacement (Formerly Maintenance) National Productivity Investment Fund	2,633 (2,133)	91	447 (300)	2,095 (1,833)				2,542 (2,133)
Economic Growth & Strategic Infrastructure Programme								
Economic Intervention Fund	9,791	5,111	1,549	1,650	1,481			4,680
Recycled Loan Repayments	(1,700)	(700)		(435)	(565)			(1,000)
CERA Contributions Bond Repayment	(900) (80)	(900) (80)						
Stalled Sites	916	319	200	397				597
EDS Upgrading Empty Commercial Properties	500	149	200	151				351
EDS Incubation Units North Bexhill Access Road	1,000 18,600	250 16,600	750 2,000					750 2,000
LEP Funding (SELEP)	(17,010)	(15,010)	(2,000)					(2,000)
Queensway Gateway Road	10,000	7,540	2,460					2,460
LEP Funding (SELEP) East Sussex Strategic Growth Package	(5,559) 8,200	(3,099) 3,550	(2,460) 4,650					(2,460) 4,650
LEP Funding (SELEP)	(8,076)	(3,550)	(4,526)					(4,526)
A22/A27 Junction Improvement Package	1,500			500	1,000			1,500
LEP Funding (SELEP) \$106 Contributions - D&B held	(1,000) (500)			(500)	(1,000)			(1,000) (500)
LGF Business Case Development	196	30	166	(500)				166
Integrated Transport - LTP plus Externally Funded Hastings and Bexhill Movement & Access Package	9,643	345	1,913	3,937	3,448			9,298
LEP Funding (SELEP)	(8,961)	(345)	(1,873)	(3,295)	(3,448)			(8,616)
Eastbourne Town Centre Phase 2	3,000			1,000	2,000			3,000
LEP Funding (SELEP) Eastbourne/South Wealden Walking & Cycling Package	(3,000) 7,450	2,717	805	(1,000) 2,428	(2,000) 1,500			(3,000) 4,733
LEP Funding (SELEP)	(6,058)	(2,058)	(805)	(1,695)	(1,500)			(4,000)
Section 106 - 94806	(250)	(250)						
Hailsham/Polegate/Eastbourne Movement & Access Corridor	2,350	405 (254)	600	1,345				1,945
LEP Funding (SELEP) Section 106 - 94806	(1,564) (250)	(151)	(64)	(1,246) (99)				(1,310) (99)
Other Integrated Transport Schemes	37,288	22,117	3,224	3,190	2,919	2,919	2,919	15,171
Developer and Other Contributions - Various	(6,534) (3,423)	(4,009)	(1,631)	(894)				(2,525)
Section 106 - Various LEP Funding (SELEP)	(3,423)	(3,423)						
 		(/						
Community Match Fund CERA Contributions	150 (150)	(150)	150					150
Terminus Road Improvements External Contributions - Various	8,250 (450)	1,269	6,481 (450)	500				6,981 (450)
Section 106 - C.8.18.004.1	(352)		(352)					(352)
LEP Funding (SELEP)	(3,055)	(550)	(2,505)					(2,505)
Newhaven Port Access Road DFT Funding	23,271 (10,000)	1,317	7,548 (5,000)	13,522 (5,000)	884			21,954 (10,000)
	1		1					
Real Time Passenger Information	2,449	2,313	136					136

CAPITAL PROGRAMME 2017-23	Total Budget	Previous Spend	18/19	19/20	20/21	21/22	22/23	Total Remaining
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Communities, Economy & Transport								
Parking Ticket Machine Renewal	1,700		1,150	550				1,700
Queensway Depot Development (Formerly Eastern)	1,586	268	1,318					1,318
Hailsham HWRS	97		97					97
Section 106	(97)		(97)					(97)
Speed Management	2,948	2,928	20					20
Core Programme - Highways Structural Maintenance	236,113	140,333	21,873	20,050	18,476	17,850	17,531	95,780
CERA Contributions	(7,800)	(1,300)	(1,300)	(1,300)	(1,300)	(1,300)	(1,300)	(6,500)
DoT Highways Network Grant	(2,300)	(2,300)						
DfT Pothole Grant	(1,767)	(589)	(1,178)					(1,178)
LEP Funding (SELEP)	(8,074)	(8,074)						
External Contributions - Various	(61)	(61)						
Core Programme - Bridge Assessment Strengthening	13,310	6,880	1,000	1,382	1,425	1,325	1,298	6,430
Core Programme - Street Lighting and Traffic Signals - life expired equipment	10,133	5,622	991	1,030	970	780	740	4,511
Core Programme - Rights of Way Surface Repairs and Bridge Replacement Pro	4,883	2,753	410	430	430	430	430	2,130
Gross	617,805	402,487	69,029	60,955	37,119	23,477	24,738	215,318
Scheme Specific Resource - Grant/External Contribution	(124,325)	(62,658)	(27,134)	(21,823)	(10,044)	(1,366)	(1,300)	(61,667)
Scheme Specific Resource - S106 Contrinution	(8,018)	(6,836)	(583)	(599)				(1,182)
Net	485,462	332,993	41,312	38,533	27,075	22,111	23,438	152,469
Total Gross	938,326		106,448	106,076	65,035	42,242	57,998	
Scheme Specific Resource - Grant/External Contribution	(156,430)	(80,076)	(34,361)	(25,953)	(11,185)	(2,476)	(2,379)	
Scheme Specific Resource - S106 Contrinution	(23,327)	(7,572)	(3,669)	(1,470)	(8,026)	(1,710)	(880)	
Total Net	758,569	472,879	68,418	78,653	45,824	38,056	54,739	285,690