

## **Cabinet** 10 February 2020

# **Report from the Director of Finance**

# **Draft Capital Programme Budget 2020/21 – 2024/25**

Wards Affected:	All					
Key or Non-Key Decision:	Key					
Open or Part/Fully Exempt:	Open					
No. of Appendices:	Six Appendix 1: Detailed Capital Programme Appendix 2: Pipeline Schemes Appendix 3: Capital Strategy 2020/21 Appendix 4: Investment Strategy 2020/21 Appendix 5: Treasury Management Strategy2020/21 Appendix 6: Minimum Revenue Provision (MRP) Statement 2020/21					
Background Papers:	None					
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#### 1.0 Purpose of the Report

1.1 The purpose of this report is to set out the Council's Capital Programme budget including new capital bids proposed for the medium term financial planning period 2020/21 to 2024/25.

## 2.0 Recommendation(s)

#### **That Cabinet:**

- 2.1 Note the five year Capital Programme position (Table 1);
- 2.2 Agree to recommend to full Council the Capital Programme 2020/21 2024/25 as set out in Appendix 1 and that the Chief Officers be authorised to take all the necessary actions for implementation of the programmes;
- 2.3 Agree to recommend to full Council the changes to the existing Capital Programme in relation to additions of new projects as set out in Appendix 1;
- 2.4 Agree that the Director of Finance be authorised to make the necessary adjustments to the Capital Programme to account for the final 2019/20 outturn position and any associated programme slippage; and
- 2.5 Agree to recommend to full Council the Capital Strategy, Investment Strategy, Treasury Management Strategy and Minimum Revenue Provision Policy in Appendices 3 6.

## 3.0 Background and overview

- 3.1 The Capital Programme is a key part of the overall budget setting process. It is focused on supporting the delivery of the Council's statutory responsibility in relation to ensuring there are sufficient school places available for children and young people whilst, investing in new affordable housing and in our existing housing stock, town centres, public realm and community facilities across Brent.
- 3.2 A key element of the Council's successful financial strategy has been to expand the capital investment programme and enable it to deliver substantial revenue savings over the medium term financial planning (MTFP) period. For example, the £12.5m investment in the Digital Strategy implementation is expected to generate savings of £4.2m over the five-year period.
- 3.3 The Capital and Investment Strategies (Appendix 3 & 4) provide further details on the overall capital strategy, which sets out how capital investment supports the delivery of the Council's objectives. It sets out the main objectives for the Council over the Medium Term Financial Plan (MTFP) period 2020/21 2024/25.

- 3.4 Until recently the Council has utilised internal cash resources to fund the elements of the Capital Programme in lieu of borrowing, this has kept the interest costs low as it delays the requirement to undertake new external borrowing. Looking ahead borrowing will be undertaken for specific schemes and prioritised where it can have a net positive impact on the revenue budget and there is a clear repayment plan for the capital.
- 3.5 The Capital Programme schemes which are funded using a combination of external grants and borrowing will only be undertaken once the external funding is secure; amounts of council borrowing shown are indicative. Table 1 shows the Council will require c£471m of borrowing over the 5 year period to fund the Capital Programme of which the interest costs will be charged to the revenue capital financing budget.
- 3.6 Looking further ahead there are plans to utilise S106/Community Infrastructure Levy (CIL) to undertake major infrastructure projects meeting the conditions or terms for funding (e.g. £15.2m allocated from Strategic CIL to pay for the build of the education centre and workspace on the Morland Gardens project).
- 3.7 The Council has embarked on an extensive Capital Programme to invest c£779m over 5 years, 2020/21 to 2024/25. The sum includes significant spend across the General Fund and Housing Revenue Account (HRA) to support the strategic vision of the Council across the borough. Since the capital budget was agreed by Council in February 2019 the pipeline projects approved and promoted during the year have been included in the 2020/21 to 2024/25 Capital Programme. The balance of provisional schemes held in the pipeline is currently £545m for 32 projects. The pipeline provision has not been included in the Capital Programme set out in Table 1 and Appendix 1 but are shown as a separate summary in Appendix 2.
- 3.8 A summary of Capital Programme and financing arranged according to portfolio (excluding pipeline provision) for 2020/21 to 2024/25 is set out in Table 1. The detailed Capital Programme is set out in Appendix 1.
- 3.9 The 2019/20 revised budget reported to cabinet in January 2020 was £246.7m. The revised budget is subject to change as new schemes are approved prior to Council in February 2020. The budget changes since the Quarter 3 monitoring reported to cabinet is c£14.4m and is comprised of the following:
  - £3.45m total budget on Picture Palace approved by cabinet in October 2019. £2m was allocated in 2019/20 and £1.45m in 2020/21.
  - £7.3m re-profiled RTB Affordable Housing spend from future years to meet 2019/20 target spend.
  - £1.86m re-profiled budget on South Kilburn due to increased purchasing activity.
  - £1.1m additional budget due to TfL bus improvements projects to be funded from S106.

Table 1 – Summary Capital Programme

Portfolio	BOARD (PROGRAMME)	2019/20 (Revised Budget)	2020/21 Budget	2021/22 Budget	2022/23 Budget	2023/24 Budget	2024/25 Budget	TOTAL 2020/21 to 2024/25
		£M	£M	£M	£M	£M	£M	£M
Resources: Cllr Margaret McLennan	Corporate Landlord	10.553	22.100	53.000	8.500	1.500	-	85.100
Regeneration: Highways, Planning: Cllr Tatler	South Kilburn	10.628	23.972	23.805	15.014	5.931	5.452	74.174
	Regeneration	4.049	18.726	19.150	23.450	_	_	61.326
St Raphael's : Cllr Tatler	St Raphael's	0.988	0.300	_	-	_	-	0.300
Regeneration: Highways, Planning: Cllr Tatler	Public Realm	18.509	23.477	5.729	5.651	5.645	-	40.502
Public Health: Culture & Leisure: Cllr Krupesh Hirani	Public Realm	1.048	0.105	-	-	-	-	0.105
Environment: Cllr Krupa Sheth	Public Realm	1.615	0.360	_	_	_	_	0.360
Schools: Employment & Skills: Cllr Amer Agha	Schools	10.790	11.474	16.376	16.937	_	-	44.787
Housing & Welfare Reform: Cllr Eleanor Southwood	Housing GF	23.190	70.696	63.044	55.170	28.600	-	217.510
	HRA	110.032	92.080	74.133	8.057	0.895	-	175.165
	i4B – Phase 1 & 2	69.749	27.403	23.500	23.500	_	-	74.403
	Capitalisation	_	1.776	1.776	1.776	-	-	5.328
	Total	261.151	292.470	280.514	158.054	42.570	5.452	779.060

- 3.10 The Capital Programme is comprised of projects approved by annually by Cabinet as well as new approvals in year. New capital schemes and projects will usually be added to the Capital Programme as part of the annual budget setting process, however, the governance arrangements allow for new schemes and projects to be added in year, subject to appropriate approval.
- 3.11 The Capital Programme detailed in Table 1 above currently excludes slippage from the 2019/20 Capital Programme. Estimated slippage and re-profiled projects are detailed in the quarter 3 capital monitoring report to Cabinet in January 2020. The potential slippage from 2019/20 will be reviewed at the end of the financial year and reported to Cabinet in July 2020.
- 3.12 There are a number of key projects supported in the 2020/21 2024/25 Capital Programme, including:

### 4.0 Corporate Landlord

Oracle Cloud [New]

4.1 £5.5m proposed expenditure for the migration to Oracle Cloud by the end of 2021 involving implementation of a new Enterprise Resource Planning (ERP) over an 18 month period. The Council's current version of the Oracle ERP system will cease to be supported and will need to be upgraded by December 2021 in order to be fully supported. Migrating to Oracle Cloud will provide the Council with a modern, flexible and agile system, enabling the Council to future proof adoption of related technologies such as robotics, improved and automated processing, and enforce the adoption of efficient ways of working by users.

**Digital Strategy** 

4.2 In October 2019 Cabinet approved the Digital Strategy 2019-23, including the funding estimated at £12.5m from 2020/21 to 2022/23 required to deliver the programme. This investment will be used to support and develop the programme with governance and coordination, further embed a digital strategy and to maximise benefits from initial pilots such as Robotic Process Automation and Artificial Intelligence. The investment of £12.5m will bring an estimated £4.2m of revenue savings or income over the period, including savings from online forms, process automation, increased debt recovery and new commercial opportunities.

**Property Management** 

United Colleges Group (UCG) [New]

- 4.3 In July 2019 Cabinet approved a bridging loan facility of up to £50m for the United Colleges Group to develop a new campus in Wembley Park with modern facilities and enhance the post 16 educational development. This is an increase of £38.5m on the Capital Programme budget of £11.5m approved in February 2019.
- 4.4 United Colleges intend to swap the former College of North West London (CNWL) site at Wembley with Quintain for the site currently occupied by

Network Homes. This latter site would in turn be redeveloped to provide the long-term, and substantially enhanced educational facilities for United Colleges, and the former CNWL site for housing, in line with the existing masterplan for Wembley Park. The current Willesden site would be developed to provide new housing, including affordable housing. This would happen in stages, so that there would be continuity of educational provision during the development. United Colleges would use the proceeds from the sale of their Willesden site to fund the development of what is currently the Network Homes site. Since this will, be before the whole of Willesden is sold, United Colleges need the bridging finance set out in this report.

#### Civic Centre [New]

4.5 A number of upgrades have been identified that are needed to keep the Civic Centre in good condition, including improvement works to the ground floor toilets, LED screen enhancements and upgrades to the reception kiosk. The costs of the works is estimated at in £0.350m in 2020/21. In addition, from 2020/21 onwards, an annual budget of £0.5m has been allowed for Civic Centre capital works.

## 5.0 Regeneration

South Kilburn Estate Regeneration

- 5.1 The development in South Kilburn is a continuing multi-award winning programme that has been ongoing since 2004 and it aims to transform the area into a sustainable and mixed neighbourhood and deliver 2,400 new high quality homes of which around 1,400 will be made available to existing South Kilburn existing secure tenants, new larger high quality urban park, improved public realm, new primary school and health facilities, and improved environmental standards and a site-wide energy solution.
- 5.2 Over 1,000 homes have been delivered to date with approximately 60% of those being affordable rent for existing secure tenants of South Kilburn. With over 500 homes currently on site and a further c450 homes going to planning this year; the regeneration is on track for delivery following the successful result of the ballot and high community support.
- 5.3 The planned expenditure from 2020/21 over 5 years is £74.2m which includes £10m for highways infrastructure works to unlock the delivery of homes. The programme is self-financing and is expected to be fully funded by a combination of capital receipts and grants.

Wembley Housing Zones

£110m has been approved under the Strategic Projects Pipeline for delivery of this development over the planning period, for a mixed-use scheme on land to the east of Cecil Avenue in Wembley, incorporating 250 new homes with 26% or 64 larger family 3 and 4 bedroom homes, 3,600sqm commercial and community floor space, and a publicly accessible landscaped courtyard. The

- masterplan vision is to revitalise the eastern stretch of Wembley High Road between Park Lane and Wembley Triangle. The housing-led mixed use developments will deliver a minimum 35% affordable housing by unit, with the remaining homes for private sale to help cross subsidise the affordable housing.
- 5.5 Successful regeneration of this gateway location within the Wembley Opportunity Area will help link the established Wembley Central town centre with the new Wembley Park regeneration around the Stadium.
  - Olympic Way Pedestrian Improvements
- 5.6 In July 2017, Cabinet approved for funds of up to £17.8m (spend to date is £6m on Olympic Way Zone B and Fulton Road works) from Strategic CIL. The funding is to be used to improve the public realm along Olympic Way to create a positive experience for residents and visitors and to create an environment, which will encourage people to remain in the area before and after events.
- 5.7 The desired outcomes for the project are to: significantly enhance Olympic Way and reflect its importance as an arrival point for visitors, residents, students and businesses; create an attractive route that enables the area to benefit economically from visitor activity; improve public safety of the area; create new opportunities to generate income from the assets on Olympic Way.
  - Harlesden Regeneration Town Centre [New]
- 5.8 £3.8m (as well as £2.1m in 2019/20) of Council capital funding set aside over the planning period 2020/21 to 2023/24 for the Harlesden Regeneration programme.
- In November 2019, Cabinet approved investment of £6.9 million to support a place-based approach to economic development in Harlesden Town Centre. This includes £4.9m to acquire and fit-out Picture Palace and £1m to take Design works to planning, which will deliver much needed cultural, community and workspace to support the vibrancy of the high street and quality of life of local communities. A further £1m was approved that is a combination of revenue and potential Neighbourhood CIL funding.
  - Stonebridge Regeneration Morland Gardens [New]
- 5.10 This is a proposal for a £43m scheme to deliver 65 new council homes, a new adult education centre, affordable workspace and a public facing café. Capital for the housing is a mix of £6.5m GLA grant for affordable housing with £19.7m HRA borrowing, and £15.2m Strategic Community Infrastructure Levy (SCIL) to pay for the build of the education centre and workspace. Up to £1.5m of Capital Transformation Funding is to be used for decant of the adult education service for a 2 year period.
  - Liveable Neighbourhood Park Royal [New]
- 5.11 Transport for London (TfL) have an annual discretionary fund for Boroughs to bid for up to £10m to deliver transformational schemes to improve neighbourhoods for walking, cycling and public transport whilst reducing the dominance of the private car. The Council has partnered with Ealing Council

and Old Oak Park Royal Development Corporation (OPDC) to improve the Park Royal industrial area. The Council has agreed to commit up to £1.1m as Brent's contribution towards cost of implementing the proposed works if the submission is successful. Delivery would be over 3 to 5 years. Brent's contribution was approved by Cabinet in December 2019. The Council's contribution will be funded by Strategic CIL.

#### 6.0 Public Realm

- 6.1 Continued investment in public realm to ensure the infrastructure is fit-forpurpose and achieves our vision of making use of the opportunities presented by developments within the borough.
- £27.5m planned expenditure in highways maintenance and footways over 4 years. This includes expenditure on resurfacing, preventative maintenance, injection patching, highways structures, public realm works, surveys, road markings, carriageways and footways. The Highways Capital Scheme Programme 2019/20 approved by Cabinet includes a £20m investment for the borough's footways (2019/20: £6.5m, 2020/21: £13.5m). This investment is in addition to the £3.5m annual highways capital maintenance budget used to maintain carriageways and structures. The costs of these works are funded by the Council.
- 6.3 Wembley Transport Improvements £2.5m planned expenditure in 2020/21 to be funded by Strategic CIL.
- In November 2019, Cabinet approved the proposed 2020/21 programme of LIP Corridors, Neighbourhoods and Supporting Measures schemes and its delivery subject to TfL funding allocation approval in December 2019. The Council receives a fixed block of capital funding annually from TfL. A provisional sum of £8.7m (£2.2m approved in 2020/21 and £2.1m per annum over the subsequent 3 years to 2023/24). The programme will be amended accordingly in line with the outcomes from the prioritisation matrix should the final funding allocation change.

## 7.0 Schools

Schools Expansion Programme [New]

7.1 The Brent School Place Planning Strategy 2019 - 2023, that was refreshed and approved by Cabinet in November 2019, identifies a need for an additional 10 secondary forms of entry (FE) by 2023/24 to meet forecast demand and ensure there is sufficient capacity to manage in-year admissions and unanticipated demand. It also identifies need for special school provision.

The 2020/21 budget therefore includes £35.1m investment in the secondary school estate over the planning period 2020/21 to 2024/25 to provide 4FE out of the total 10FE places required. This expansion of secondary capacity is expected to be funded by the Basic Need Education Grant from Central

Government. The proposed delivery date for the first phase of the expansions projects that would provide this additional capacity is 2022/23 academic year.

The North Brent Free School on the Chancel House site is expected to provide the remaining 6FE required by 2023/24.

## Schools Capital Improvement

- 7.2 Total sum of £9.4m allocated over the planning period (2020/21: £4.2m; 2021/22: £2.3m and 2022/23: £2.9m).
- 7.3 The Council is responsible for 39 nursery schools, community and foundation primary schools, special schools and pupil referral units spread across 42 sites: Nursery (4), Primary (32), Special (1) and PRU (2).
- 7.4 The Council has a statutory duty to undertake major projects at these schools to ensure the buildings are weather tight and provide a safe environment for education.
- 7.5 Funding is provided to carry out these works by the Education and Skills Funding Agency (ESFA) via the School Condition Funding (SCF). This funding is provided each year based on an assessment by the ESFA of high level building condition need and is provided to meet Brent's local condition priorities across its schools. The Council places SCF monies in a specific capital budget, the School Asset Management Programme (AMP) budget, to meet its statutory requirement.

## 8.0 Housing Programme

- 8.1 The development and management of new affordable council homes remains a key priority of the council's Housing Strategy and of the HRA Asset Management Strategy. Alongside this housing building programme, there is continuing investment in housing repairs, maintenance and improvements.
- 8.2 Brent has been awarded c£71m by GLA under the New Building Council Homes for Londoners Programme, of which £65.6m is to deliver 817 new council homes during the next 3 years (2019/20 2021/2022) and £5.7m to support development of supported living units at Knowles House (NAIL).

#### General Fund Housing

- 8.3 Continued investment of £198m in mixed development sites over the 4 years to deliver 610 homes for General Fund. Phases 2&3 will deliver 73 properties in the Stonebridge development and Phases 3&4 will deliver 136 (there is plan to increase the number of homes to 170) properties in London Road start on site in 2020/21. Where GLA grant is utilised the properties will transfer to HRA upon completion of the scheme.
- 8.4 An investment of £19.3m is planned in NAIL (Adult Supported Living) over 4 years to deliver 74 homes.

#### i4B Holdings

- 8.5 i4B is acquiring units across the borough and purchasing street properties as affordable rented homes to alleviate the housing pressures, reduce the financial pressure and number of families in temporary accommodation with the Council acting as lender for the balance of the funds.
- 8.6 In October 2019, Cabinet approved a mix of equity investment and loan up to £110.5m to supplement the existing i4B street purchases programme. The 2020/21 Capital Programme includes c£75m planned expenditure over 3 years (2020/21 to 2023/24). The programme includes:
  - 60 Street Properties currently in the pipeline to be purchased with more to be identified.
  - Acquisition of 153 Keyworker Units.

## 9.0 New Council Homes Programme (HRA)

9.1 In 2019/20 the planned expenditure is £17.8m on new council homes and acquisition. Continued investment of £83m in new council homes programme is planned including sites feasibility over the next 4 years to deliver 310 homes. The new build budget for 2020/21 is c£28m towards the delivery of 260 homes.

#### RTB Affordable Housing

- 9.2 The Council retains capital receipts from Right-to-Buy (RTB) sales after deducting debt repayment and other costs. The Council has 3 years to spend the receipts on affordable programmes, capped at 30% of the construction cost. The Right-to-Buy receipts cannot be combined with other funds provided by the GLA.
- 9.3 Council is required to spend RTB receipts received in year 2016/2017 to 2018/19. All RTB receipts from 2019/20 are now being passed to the GLA to hold for Brent and will be ring fenced for new affordable homes.
- 9.4 The Council is required to spend £26m to meet RTB targets. £6m will be utilised towards new build programme to increase the provision of new council homes. £20m has been set aside in 2020/21 for affordable housing provision in the borough which could include acquisition of street properties.
  - In Borough Acquisition Strategy
- 9.5 £100m has been set aside for In Borough Acquisitions including £37m planned expenditure over 4 years of the planning period to deliver the increase to the Council's housing assets.
- 9.6 As part of the acquisition strategy the Council recently purchased the leasehold interest in two housing blocks known as Gloucester & Durham from Telford Homes and Network Housing Group.
  - Major Repairs & Maintenance of council stock

- 9.7 A key aim for the Council has been the government target of bringing 100% of social homes up to the decent home standard. The Council has invested in its HRA properties to ensure that it meets, and continue to achieve the decent homes standard.
- 9.8 The Council continues to invest in repairs, maintenance and improvement works in order to maximise the life of the assets. The HRA Capital Programme set out in Appendix 1 shows planned expenditure in 2019/20 is £18.5m and total of £34m over the next two years which includes £5.2m for fire safety works.
- 9.9 The safety of our residents is our main priority and we take a robust approach to our statutory duties under health and safety. Following the Grenfell fire incident, we have reviewed our approach to fire safety, specifically in high-rise blocks, and have built on this to provide and deliver reassurance to our residents.
- 9.10 Our new build programme is growing, with the borough plan committing to 5000 new affordable homes in Brent, and we are ensuring that components in builds can be economically maintained once properties are being lived in.

## 10.0 Capitalisation [New]

10.1 The Capital Programme includes £5.4m over 3 years of capitalised attributable support staff costs chargeable to schemes. Under capital accounting guidance issued by CIPFA, the Council is permitted to charge as part of the cost of capital schemes any employee costs that are directly attributable to the creation or enhancement of an asset, where it can be properly demonstrated that related staff costs satisfy the conditions of directly attributable costs.

#### 11.0 Statutory Capital & Treasury Reports

- 11.1 In recognition of the importance of capital investment in asset and treasury management to Council activities, CIPFA and central government have compiled codes of practice and regulations for Councils to follow. These ensure that Councils have effective processes and practices in place to control, manage and govern capital investment decisions, that include borrowing and treasury management practices.
- 11.2 The requirement on local authorities in relation to this statutory guidance is that they should "have regard" to such guidance and each year must produce a number of documents/strategies for approval by council or a nominated body.
- 11.3 The various statutory reports are as follows:
  - Capital Strategy (high-level report covering the basics of capital programme, treasury management and investments for service commercial reasons) – Appendix 3.

- Investment Strategy (disclose the contribution that investments make "towards the service delivery objectives and / or place making role of the local authority Appendix 4.
- Treasury Management Strategy (the Chartered Institute of Public Finance and Accountancy's Treasury Management in the Public Services: Code of Practice 2017 Edition (the CIPFA Code) requires the Council to approve a treasury management strategy before the start of each financial year. The strategy outlines a framework within which the Council manages its cash flows, borrowing and investments, and the associated risks – Appendix 5.
- Minimum Revenue Provision (the process for calculating the annual charge to the revenue account of provision to repay debt incurred in respect of capital expenditure financed by borrowing or other long term credit arrangements (such as PFI) Appendix 6.
- 11.4 The statutory capital and treasury reports have been included here for noting in Appendices 3 6.

## 12.0 Financial Implications

12.1 The high-level financial implications are contained throughout this report and the detailed financial implications are reported within the individual project business cases.

## 13.0 Legal Implications

13.1 As noted above in paragraph 11.2, in setting and preparing the capital budgets the Council is required to "have regard" to various primary legislation, regulation and professional standards produced periodically by MHCLG and CIPFA.

## Codes of Practice and Regulations

The Prudential Code for Capital Finance in Local Authorities

13.2 A professional code of practice to help Councils govern capital investment decisions by providing a framework to support Councils and help them show effective control levels of decisions relating to capital investment activity, including borrowing. This includes Indicators to demonstrate affordability and sustainability. The Code requires all local authorities to draw up rolling threeyear plans for capital expenditure.

## Local Government Act 2003

13.3 Under part 1 chapter 1 of the Local Government Act 2003 ("LGA"), a local authority may borrow for any purpose relevant to its functions or for "the prudent management of its financial affairs". The LGA is supported by The Local Authorities (Capital Finance and Accounting) (England) Regulations 2003 (SI

2003/3146), as amended. The legislation provides a framework that encourages investment in the capital assets that local government needs to improve services and relies on accounting concepts, plus professional and self-regulation. It allows local authorities to raise finance for capital expenditure, without government consent, where they can afford to service the debt without extra government support.

- 13.4 Each authority must set a total borrowing limit for itself in accordance with the principles of the Prudential Code. The borrowing should be related to the revenue streams available to the local authority, with which it can repay the debt.
- 13.5 The total amount that a local authority may borrow is governed by the requirements of CIPFA's Prudential Code for Capital Finance in Local Authorities; and by the Local Authorities (Capital Finance and Accounting) (England) Regulations 2003 (SI 2003/3146), as amended.
- 13.6 Legal advice will be provided as needed on projects within the Council's Capital Programme as they progress.

## 14.0 Equality Implications

14.1 None directly arising from this report

## 15.0 Human Resources / Property Implications

15.1 None directly arising from this report

## Report sign off:

Minesh Patel

Director of Finance