

ISLE OF ANGLESEY COUNTY COUNCIL	
Report to:	COUNTY COUNCIL
Date:	10 MARCH 2022
Subject:	CAPITAL STRATEGY
Portfolio Holder(s):	COUNCILLOR ROBIN WYN WILLIAMS
Head of Service / Director:	MARC JONES – DIRECTOR OF FUNCTION (RESOURCES) / S151 OFFICER
Report Author:	CLAIRE KLIMASZEWSKI – FINANCE MANAGER
Tel:	01248 752133
E-mail:	ClaireKlimaszewski@ynysmon.gov.uk
Local Members:	
<b>A – Recommendation/s and reason/s</b>	
<p>The revised CIPFA Prudential Code, September 2017, introduced the requirement that all authorities must produce a capital strategy. This must set out the long-term context in which capital expenditure and investment decisions are made. This requirement is aimed at ensuring that authorities take capital and investment decisions in line with service objectives and properly take into account stewardship, value for money, prudence, sustainability and affordability.</p> <p>CIPFA have published additional guidance on Capital Strategies in 2021, which includes good practice examples. This Capital Strategy aims to incorporate these requirements as much as possible within the short timeframe before the deadline for the 2022/23 Capital Strategy. The guidance acknowledges that Councils might not have the capacity to fully meet the guidance and encourages local authorities to develop their capital strategies as time goes on. The Executive Manager is leading on a revised approach to the Capital Strategy for the period 2023/24 onwards.</p> <p><b>Recommendations</b></p> <p>The Council is requested to :-</p> <ul style="list-style-type: none"> <li>• Approve the Capital Strategy for 2022/23 as detailed in Appendices 1 and 2 below.</li> </ul>	
<b>B – What other options did you consider and why did you reject them and/or opt for this option?</b>	
Not applicable as this is required by CIPFA.	
<b>C – Why is this a decision for the County Council?</b>	
In accordance with CIPFA requirements and the Council's Constitution where it is recommended that Full Council approve the Capital Strategy 2022/23.	
<b>CH – Is this decision consistent with policy approved by the full Council?</b>	
The Capital Strategy will be discussed at full Council, where approval of the Capital Strategy 2022/23 will be requested.	

**D – Is this decision within the budget approved by the Council?**

The Capital Strategy guides what is included in each annual Capital Budget which will be approved by full Council.

**Dd – Assessing the potential impact (if relevant):**

<b>1</b>	How does this decision impact on our long term needs as an Island?	The Capital Strategy includes long-term strategy in relation to the Sustainable Communities for Learning for long-term improvements to schools, long-term investment in HRA Council Dwellings and long-term support for the Council's existing assets / replacement IT equipment.
<b>2</b>	Is this a decision which it is envisaged will prevent future costs / dependencies on the Authority? If so, how?	No
<b>3</b>	Have we been working collaboratively with other organisations to come to this decision? If so, please advise whom	The Capital Strategy acknowledges the important role of partnership working, particularly in relation to the North Wales Growth bid.
<b>4</b>	Have Anglesey citizens played a part in drafting this way forward, including those directly affected by the decision? Please explain how.	Yes, indirectly through the consultation on the Council Plan and relevant operational plans and consultation as part of the annual capital budget setting.
<b>5</b>	Note any potential impact that this decision would have on the groups protected under the Equality Act 2010.	The Capital Strategy helps to ensure that buildings are accessible to enable equal access and the strategy earmarks funding for Disabled Facilities Grants for individuals with disabilities.
<b>6</b>	If this is a strategic decision, note any potential impact that the decision would have on those experiencing socio-economic disadvantage.	The Capital Strategy will directly support social-economic disadvantage through improvements to school facilities, increased and refurbished Council housing, among other projects.
<b>7</b>	Note any potential impact that this decision would have on opportunities for people to use the Welsh language and on treating the Welsh language no less favourably than the English language.	The capital projects benefit Welsh, English and individuals who speak other languages. More directly, new schools and refurbished schools will benefit Welsh speakers as most Anglesey schools teach through the medium of Welsh and teach English language and literature. The requirements to support Smallholdings helps preserve the agricultural culture of Anglesey, including the Welsh Language which is spoken by many tenants.

<b>E - Who did you consult?</b>		<b>What did they say?</b>
<b>1</b>	<b>Chief Executive / Strategic Leadership Team (SLT)</b> (mandatory)	To be discussed
<b>2</b>	<b>Finance / Section 151</b> (mandatory)	Report of the Section 151 Officer
<b>3</b>	<b>Legal / Monitoring Officer</b> (mandatory)	To be discussed at SLT.
<b>4</b>	<b>Human Resources (HR)</b>	Not applicable – no staffing implications.
<b>5</b>	<b>Property</b>	The Smallholdings Section has input into the Capital Strategy.
<b>6</b>	<b>Information Communication Technology (ICT)</b>	The Digital Schools Strategy 2022/23 is discussed in the Capital Strategy.
<b>7</b>	<b>Scrutiny</b>	
<b>8</b>	<b>Local Members</b>	
<b>9</b>	<b>Any external bodies / other/s</b>	This Strategy includes commitment for the Council to work as part of the North Wales Growth Deal
<b>F - Appendices:</b>		
Appendix 1 – Capital Strategy 2022/23 Appendix 2 – Summary of Draft Proposed Capital Programme 2022/23		
<b>FF - Background papers (please contact the author of the Report for any further information):</b>		
Treasury Management Strategy Statement 2022/23, the Executive, 3 March 2022; Medium Term Financial Plan 2022/23 to 2023/24, the Executive, 27 September 2021; Draft Capital Budget 2022/23, Initial Proposals, the Executive, 24 January 2022; Capital Programme 2022/23 Report, the Executive, 3 March 2022; Revenue Budget 2022/23, the Executive, 3 March 2022; Council Transitional Plan 2022/23.		

# **Isle of Anglesey County Council**

## **Capital Strategy 2022/23**

### **1. Introduction**

- 1.1** The Capital Strategy is a key part of the Council's strategic planning for the short, medium and long term. Strategic planning is the process the Council uses to help identify what its key priorities and objectives should be for the next year and into the future. This involves significant work and consultation as the Council needs to set its priorities and target its funding on the right services to meet the needs of the citizens of Anglesey, and the Island itself as a place of special significance. The key objectives of the Council are outlined in the Council Plan. This capital strategy looks at what new assets, or improvements to assets such as council buildings, schools, houses, regeneration projects, social care facilities, leisure facilities, are needed to help the Council deliver its key objectives along with its many statutory obligations.
- 1.2** The strategic planning diagram below shows that the starting point of reference, and at the core of the work of the Council, is the Council Plan. This is supplemented by the Council's key strategic plans, some of which are discussed below. The next layer is the Capital Strategy, Treasury Management Strategy and the Medium Term Financial Plan, which are very closely linked and all interconnect. The Capital Strategy builds in key information and requirements from all of these plans. The circle also shows two outer layers, these must align with all of the strategic documents before them.



- 1.3** The current Council Plan 2017/2022 expires in March 2022. Usually, a five-year plan would follow on from this plan. However, the Coronavirus Pandemic has, since March 2020 (in the UK), caused widespread disruption on every level: global, national, local and to individuals. Governments have taken unprecedented actions to mitigate the impact of Covid-19 and to save lives. The impact of the pandemic has been compared to the two World Wars, both financially and on its impact on every aspect of life. The Government has taken out record breaking borrowing to mitigate the crisis which, two years on, is still not over. This means that future funding for the public sector could be at risk, particularly for capital investment. It is difficult to provide a medium-term plan when so much uncertainty exists due to Covid-19 and its variants. The Council has, instead, produced a transitional plan for 2022/23, which takes stock of the events of the past two years and seeks to identify what a new normal would look like for Anglesey and for when Covid-19 becomes more endemic. Alongside this, the Council will complete extensive work to produce a more medium-term Council Plan for 2023/24 and beyond.
- 1.4** The Council's aspiration for the Capital Strategy for Anglesey is that it will not only plan for the short and medium term, but intends to plan for the long term of 20 years. Council assets can cost significant sums of money which in return for the investment tend to last many years. A long term focus is important, not only due to the longevity of the Council's assets, but long term plans can aim for a more transformational change and to ensure that sustainability is a key consideration. There are some objectives that are of such importance and require significant changes, such as Low Carbon targets culminating in the public sector net Zero Carbon target by 2030 to limit climate change. This change will start now with capital projects integrating Low Carbon alternatives and with specific assets such as electric vehicles but also requires sustained, long term transformational change. This Capital Strategy 2022/23 is limited on its long term objectives while the Council re-orientates itself on its journey out of the Pandemic. The Capital Strategy 2023/2024 will provide a more substantial long term view aided by the new Council Plan 2022/27 and as Anglesey's new normal takes shape.
- 1.5** The governance of this strategy follows the same process as the Revenue and Capital Budget Setting Processes and will be presented to the Executive, which will make recommendations to full Council for approval.

## **2. How the Strategy fits with other documents**

### **2.1 The Council Plan**

The Council Plan is the prime document which outlines what the Council aims to achieve during the medium term, usually a period of five years. All other strategies and plans must be aligned to the Council Plan, as shown in the strategic circle in 1.2. Section 1 above highlights that the most recent five year plan expired in March 2022, and a Transitional Plan for 2022/23 has been published as the Council starts to move forward as the Covid-19 becomes a more endemic disease. The three key strategic objectives in the Transitional Plan for 2022/23 are:-

- A.** Re-energising the local economy and embedding positive economic change.
- B.** Enabling the visitor and hospitality sector to capitalise on the Island's increased popularity, whilst protecting our assets and communities.
- C.** Maintaining and modernising critical community services, such as Care and Education across the Island.

<https://www.anglesey.gov.uk/documents/Docs-en/Council/Democracy/Measuring-our-performance/Transitional-Plan/Anglesey-Transitional-Plan.pdf>

A key objective of the Capital Strategy is to ensure that the capital funding available to the Council is spent on projects that assist the Council to deliver its priorities, including maintaining, replacing or / and upgrading existing assets. There are several other key strategic documents which align with the Council Plan. These guide how the Authority works on specific aspects affecting the Council.

The Transitional Plan 2022/23 highlights the important role of the Capital Strategy and capital projects in achieving the Council's three strategic objectives. In total, there are twenty four tasks listed across the three objectives. Half of these are capital projects, with most helping to deliver objectives A and C. The diagram below shows the capital projects mentioned explicitly in the Transitional Plan across the three objectives. This Capital Strategy is, therefore, fundamental to the achievement of the Council's Transitional Plan. The Capital Programme for 2022/23, and potentially 2023/24 should include the below projects / work streams. The numbering on the diagram corresponds to the numbering in the [Council Transitional Plan 2022/23](#).

These are the projects directly named in the Transitional Plan, however, there are capital projects included in the Draft Capital Programme for 2022/23 which are not named in the Council Plan but which are important and contribute to these objectives, such as the public conveniences improvements and the flood alleviation works which will help achieve objective B to help support the Island's increased popularity. There are also capital projects included in the Draft Capital Programme which help to achieve the Capital Strategy objectives, including those highlighted in other strategic plans, such as the requirement to invest in the Council's assets each year.

Capital projects highlighted in the Council Transitional Plan 2022/23 as key actions to help achieve the Council's three key objectives

## Objective A: Re-energising the local economy and embedding positive economic change, by:-

01: Constructing 6 new business units on Bryn Cefni Business Park, Llangefni and prepare 6 plots for sale.

01: Constructing 7 new business units at Penrhos, Holyhead in partnership with Welsh Government .

03: Delivering projects with any capital elements identified in the North Anglesey Economic Regeneration Action Plan, for example, potential new business units.

02: Strengthening the role of Holyhead and the Port as a key international "Gateway" by working with partners to: substantially repair the Breakwater, development of the Port including land reclamation; Holyhead Hydrogen Hub; Station improvements.

04: Implementing capital projects which would support the delivery of the North Wales Growth Deal (Covid Recovery prospectus) to support the priority areas to help our economy to recover in the short term.

06: Targeting capital funding to address empty and problematic buildings and deliver any capital green projects to continue to deliver as green, sustainable recovery and to enhance the vitality and viability of Town Centres.

07: Implementing capital projects which help progress the Energy Island Programme, such as those which align with Central and Welsh Government's climate and energy change commitments .

## B. Enabling the visitor and hospitality sector to capitalise on the Island's increased popularity whilst protecting our assets, by:-

02: Investing to improve the quality and enjoyment in the Breakwater Country Park, Dingle and maritime infrastructure for the benefit of local residents and visitors.

## C. Maintaining and modernising critical community services, such as Care and Education across the Island, by:-

01: Sourcing permanent homes for individuals residing in temporary accommodation.

03: Building 83 new energy efficient homes with A energy performance in line with the Council's Low Carbon Strategy and to increase Council dwellings and affordable homes to meet individuals' housing needs.

04: Further developing Cartrefi Clyd on Anglesey in Rhosybol, Holyhead and Llangristiolus to offer respite and day services for children with disabilities.

05: Progressing a new Extra Care facility in the South of the Island

08: Progressing new primary school facilities in Llangefni.



## **2.2 The Treasury Management Strategy Statement (TMSS)**

This Capital Strategy and the TMSS are very closely linked and both are revised annually. The Capital Strategy will define how the Council spends its capital funding and the TMSS sets out how this will be funded and its impact on the overall financial standing of the Council. Borrowing is a key part of the funding strategy. The details of how the borrowing is undertaken and controlled is also set out in the TMSS.

## **2.2 The Medium Term Financial Plan**

The Medium Term Financial Plan (MTFP) is the fundamental part of financial planning which estimates the Council's revenue requirements over the next three years, and how this will be balanced to the funding available. Capital expenditure will impact on the revenue budget through the Minimum Revenue Provision and the interest payable on borrowing. The Capital Strategy helps to inform the Medium Term Financial Plan.

Regular budget monitoring and review of the MTFP helps to monitor the impact of financial performance and issues on the delivery of the Council Plan. Linked to the financial monitoring is also the monitoring of performance and corporate and service risks, some of which are identified as financial risks. The Council's Performance Management Framework and Risk Management Strategy govern how performance and risk is managed.

## **2.3 Operational, service specific statutory plans and service plans**

While the Council Plan is the key strategic document, this is supported by several key more detailed operational plans, many of which highlight that capital expenditure is key to achieving the respective plan's objectives. Each of these plans are based on research, identifying the current position, analysis to identify needs and plans of how the service aims to meet the needs and consultation with stakeholders.

### **Towards Net Zero Plan 2022/25**

The first Towards Net Zero Plan will be presented to the Executive on 3 March 2022. This plan is fundamental to the Council as it strives to achieve the public sector net zero target by 2030, as required by Welsh Government. The target for Wales as a whole is for net zero by 2050, however, public sector organisations are required to achieve this much earlier. The plan has three scopes, the first two are easier as they relate to cleaner choices over Council controlled facilities, such as offices, schools, vehicles etc. A big barrier to these two scopes will be finding adequate funding to achieve the target. Scope 3 is more challenging as it relates to choices others make, such as employees as they conduct Council business and whether tenants of Council dwellings or investment properties follow clean living guidance.

This capital strategy, therefore, has a key objective that capital projects must have regard to the net zero carbon targets. Much of the changes needed to achieve the net zero plan will involve capital expenditure, therefore, Net Zero projects are likely to be part of the future capital programmes until the targets are achieved and beyond for replacement programmes. The Capital Strategy plays an important part of this critical agenda.

## **Corporate Asset Management Plan**

The Executive Summary of the draft Corporate Asset Management plan for Land and Buildings 2021 to 2026 example states “the maintenance of buildings requires substantial capital and revenue budgets to keep them safe and in optimal condition... the estimated capital maintenance requirement is in the region of £27m, based on condition surveys completed in 2019/20...The Council’s assets play a vital role in the effective delivery of the Council’s priorities and services...The drive to become a net zero Council ..in line with Government’s expectations, means we must invest to improve our existing assets and construct new carbon neutral buildings... ”. While this strategic plan is draft, it highlights the condition of the Council’s assets following surveys in 2019/20. Therefore, a key objective of the Capital strategy is that each year capital funding is provided for improvements to the Council’s buildings.

## **Draft Council Smallholdings Estate Asset Management Policy 2021/30**

The Council’s smallholdings comprise of approximate 5,800 acres, ranging from 2 acres to 170 acres parcelled into 92 tenancies. The policy is being consulted on with stakeholders, including tenants. “The main aim for the policy is to maintain and create short and long term economic, social, cultural and environmental benefits to contribute towards safeguarding the well-being and sustainability of Anglesey’s rural communities”. The smallholdings help towards meeting the Council’s Destination Management Plan and the Welsh Government’s Strategy for Tourism. Agriculture is ingrained in the history and culture of Anglesey as is the Welsh Language which is spoken by many tenants of the Estate. There is a commercial objective to ensure that the estate continues to provide a sustainable financial return. However, due to its wider objectives, the smallholdings are not classed as investment properties which relates to properties which are held only for collecting income and increasing the value of the properties. In order to support the Smallholdings’ objectives and their contribution to the Council Plan, the Capital Strategy acknowledges that the smallholdings require capital investment on refurbishment works. The above strategy estimates that £2.9m of capital funding is needed over the period 2021-30. £1.9m of this is for low carbon renewable heating systems and energy efficiency by increasing insulation in properties. It is recommended that any capital receipts generated from sale of any Smallholding Estate should be ring-fenced for reinvestment into the Estate. The smallholding team are encouraged to apply for external funding particularly from Welsh Government, in relation to low carbon renewable heating systems and energy efficiency projects.

## **Digital Schools Strategy 2022-2024**

The Authority’s first Digital Strategy for Schools was presented to the Executive and approved on 13 December 2021. This is key to supporting the educational priorities of the Council and to meet the new Curriculum for Wales. The strategy highlights the Council’s overall aim to create an Anglesey that is healthy and prosperous, where families can thrive which includes ensuring the people of Anglesey achieve their long term potential. Digital competence is key to this and is included as a mandatory cross-curricular skill. Working in partnership with Welsh Government, whose multi-million pound programme has funded most of the infrastructure and Chromebooks for pupils, and the Hwb digital platform for teaching and learning in Wales, has been key and provides a robust basis for the Digital Schools Strategy.

The key priorities of the strategy are: the Council will fully migrate to and make use of HWB, sufficient network infrastructure will be provided for all schools, the Council will provide schools and classrooms with the hardware needed to enable access to innovative technologies that will support learners. £0.343m of grant was provided by Welsh Government, and hardware which cost £1.536m was funded by Welsh Government, between the period 2019/20 to 2021/22. Without this funding and the HWB infrastructure, software and equipment, the schools would not have been able to deliver home-learning when the schools were closed to most pupils due to Covid-19.

The Digital Schools Strategy has revenue consequences to support schools but also future capital requirements. In return for the significant funding from Welsh Government for the first 3 years of the project, this was conditional on the Council funding replacement hardware at the end of the current Chromebooks, hardware and ICT infrastructure usable lives. This is staggered depending on the useful lives of the hardware, for example, the network for the schools cost £890k in 2019, and this will need replacing in 10 years, so a bid for funding before 2029 should be expected. There is likely to be an even longer term impact as the Chromebooks or equivalent technology will need replacing every 6 years.

### **Anglesey and Gwynedd Joint Local Development Plan 2011 to 2026**

The Council works in partnership with Gwynedd on the statutory Local Development Plan (LDP). This helps create efficiencies and the non-financial benefits gained from working together. This is because both counties share common characteristics and enables both Counties to achieve well-being objectives and the Future Wales: The National Plan 2020 (2021). The joint LDP is currently being reviewed due to the long period it covers, and was consulted on in November 2021. All projects in the Capital Strategy and Capital Programme will need to comply with the LDP. The review includes reference to the North Wales Economic Ambition Board, which has secured funding of £240m from the Welsh and UK Governments. This Board, as mentioned below, is an important part of this Capital Strategy.

### **Council Housing (Housing Revenue Account) Asset Management Strategy 2018-2023 and HRA Business Plan 2021 to 2051**

Council Houses are managed by the Housing Revenue Account (HRA), which is a substantial part of the Housing service. The HRA operates as a self-funding entity, but is a crucial part of the Council which helps the Council deliver several Council Plan objectives in relation to housing. All aspects of finance are reported separately to the rest of the Council's finances (Council Fund) to ensure that the HRA (HRA Fund) funds its expenditure and that surplus income is reinvested into the housing stock. The vision of this strategy is to provide "Quality Homes: sustainable communities".

All six priorities of the current 30 year plan will contribute to the Council's key objectives. The priorities which relate to the Capital Strategy, and will be delivered as part of the capital programme and result in a long-term programme of the below works, are:-

- To increase the provision of affordable housing across Anglesey – the HRA continues to increase its housing stock through targets each year to build new houses and buy-back former Council Houses. The Council no longer sells Council Housing since the abolition of the Right-to-Buy scheme. The below is a new Council Estate in Rhosybol, these houses were built with low carbon heating and modern insulation to help reduce carbon and, as shown below, solar panels.



- To promote estate regeneration, increasing tenant participation and community safety – in addition to increasing the number of Council Houses, the HRA implements refurbishment works each year, such as provision of new kitchens, roofing and necessary improvement works to increase the life of the housing. This leads to regeneration of the Council estates. The HRA works with tenants to ensure that tenants participate to influence the work on the estate.
- The HRA also aims to provide accommodation for individuals with specific needs, such as people with mental health issues, moving people on from emergency accommodation to social housing and older people, such as the Llawr Y Dref accommodation. The HRA also plans to develop an extra-care housing facility in the South of the Island for older people.
- The HRA's aim to address efficiency, tackle climate change and fuel poverty can be progressed through its new builds and refurbishments.

### **North Wales Economic Ambition Board (NWEAB) – North Wales Growth Deal Business Plan 2020/23**

Working in partnership is important to the Council. Working together on common goals can bring synergy where more can be achieved together and results in efficiencies, as duplication of effort can be reduced. The North Wales Economic Ambition Board is a partnership between the six North Wales local authorities, Bangor University, Glyndŵr University, Grŵp Llandrillo Menai, Coleg Cambria and other commercial partners and will help the Council achieve its key objectives such as that the people of Anglesey and North Wales can thrive and realise their long term potential. The Board is the first partnership function to transfer to the new North Wales Corporate Joint Committee which is required by law and is an independent corporate body.

The three key principles of the Growth Deal are for:-

- A smart North Wales – with a focus on innovation and high value economic sectors to advance economic performance;
- A resilient North Wales – with a focus on retaining young people, increasing employment levels and skills to achieve industrial growth;
- A connected North Wales – with a focus on improving transport and digital infrastructure to enhance strategic connectivity to and within the region.

The partnership has secured £240m from the Growth Deal with Welsh and Central Government and will be received over a 15 year period. The Growth Deal aims to try to reduce the persistent productivity gap between North Wales and the UK, to build a vibrant, sustainable and inclusive economy for North Wales.

There will be a medium term funding gap (negative cash flow) which will be managed by the lead authority but with corresponding annual partner contributions. Anglesey's borrowing towards the funding gap is estimated to be between £0.700m to £1.00m. This would result in an annual MRP charge of between £0.047m and £0.067m each year for the 15 years. In addition, Anglesey will be required to contribute £90k towards the core and supplementary budget of the Board each year.

The total capital funding profile per programme is:-

<b>Table 1 : North Wales Growth Deal Financial Summary</b>				
<b>Programme Area</b>	<b>Government Contribution</b>	<b>Public Contribution</b>	<b>Private Contribution</b>	<b>Total Programme Costs</b>
	<b>(£m)</b>	<b>(£m)</b>	<b>(£m)</b>	<b>(£m)</b>
Innovation in High Value Manufacturing	13.0	26.5	0.0	39.5
Digital Connectivity	37.0	3.1	1.6	41.7
Agrifood & Tourism	24.5	12.4	4.4	41.3
Land and Property	79.1	1.9	274.4	355.4
Low Carbon Energy	86.4	140.4	441.7	668.5
<b>Total</b>	<b>240.0</b>	<b>184.3</b>	<b>722.1</b>	<b>1,146.4</b>

There are 14 transformational capital projects, all of which benefit the whole of North Wales.

The projects more directly linked to Anglesey are:-

- Sites and Premises – the Growth Deal programme will address the shortages of sites and premises in North Wales and investment to enable the growth of Holyhead Port;
- the Holyhead Gateway scheme is a series of targeted investments to address life expired assets essential to the operation of the port and to increase capacity for both vehicle and ship movements for both passenger and freight traffic;
- the digital connectivity project will increase high-speed broadband and mobile connectivity across North Wales. This will benefit the whole region and, as the four North-West counties of North Wales rank in the bottom 25% of UK areas for superfast broadband coverage this will feel a more significant improvement to Anglesey, Gwynedd, Conwy and Denbighshire;
- the Morlais project – constructing the infrastructure that connects the Morlais zone with the electricity grid system and readying the site for private sector developments investing to lease parts of the zone for deploying tidal technologies.

More information is available on the Board's website <https://ambitionnorth.wales/>

## 2.4 Statutory Requirements

The Council, along with all other public bodies, is required to comply with the Well-being of Future Generations (Wales) 2015 Act. This legislates for the well-being of current and future generations for people and our planet. This is to ensure that future generations have at least the same quality of life as the current generations. The Act encourages collaborative working to achieve the goals of the Act. The Council's Transitional Plan highlights that the plan's three objectives intertwine with the Council's and National Wellbeing Goals, with the Council's mission statement for wellbeing being "working towards an Anglesey that is healthy and prosperous where families can thrive".

This Capital Strategy will help the Council achieve this important goal through directing funding to schemes which both comply with the Council Plan as well as contributing directly to the wellbeing of both current and future generations. Investment in buildings, school improvements, the purchase of electric vehicles, investing in low carbon alternatives such as heat pump generators, building new Council Houses with low carbon heating etc. all contributes to well-being now and well into the future.

Equality and Diversity legislation and guidance also cuts across all services and work of the Council. The Capital Strategy enables increased accessibility through specific adaptations work in schools, other Council buildings and provision of Disabled Facilities Grants (DFGs) and refurbishments and new buildings will need to be Equality Act compliant.

In addition, the Capital Strategy acknowledges that capital investment is required to help the Council run statutory services to ensure that the assets used to run statutory services such as Social Care, Schools, Housing, etc., are safe and comply with required standards.

The below diagram summarises how the Capital Strategy is connected to key strategies and the annual revenue and capital budget setting.

## The Council Plan and key Operational Plans

The key strategies and plans below are important and inter-related to help identify an affordable level of revenue and capital resources needed to deliver the key priorities of the Council Plan and key operational plans. These also provide a framework for robust financial management of Council resources.

### The Medium Term Financial Plan (MTFP)

This is revised regularly to help set out the likely resource requirement for the next three years and how the Council plans to balance the resource requirement. This includes the impact of revenue and capital issues on the Council Fund.

### Capital Strategy

The Capital Strategy sets out the key priorities on how capital expenditure should be spent to help deliver the Council Plan 2017/22. It acknowledges that capital expenditure leads to revenue capital financing costs which must be kept affordable. The Capital Strategy impacts on, and is impacted by, the MTFP, the TMSS, the Annual Revenue Budget and the Annual Capital Programme.

### Treasury Management Strategy (TMS)

This sets out the Annual Investment Strategy, Minimum Revenue Provisions Policy and Treasury Management Policy Statement for the year. These provide the framework and controls needed to ensure that there is enough cash to pay suppliers for revenue and capital costs, that surplus cash is invested safely and is accessible and that borrowing to fund capital expenditure does not go beyond an affordable level.

### The Annual Revenue Budget

is supported by the MTFP, Capital Strategy and TMS - Each year, the revenue capital financing costs are reviewed and revised as part of revenue budget -setting. Revenue contributions are sometimes used to fund capital costs.

### The annual Capital Programme

- The level of capital expenditure and borrowing impacts on the revenue budget due to capital financing costs and any ongoing revenue costs, such as maintenance.



### 3. Objectives of the Capital Strategy

The Council Transitional Plan 2022/23, the key operational/statutory plans mentioned above and statutory requirements provide clear direction on what the priorities of the Capital Strategy should be to help the Council achieve its priorities. The Objectives of the Capital Strategy are, therefore:-

Capital projects must relate to assets which help the Council achieve its key objectives outlined in the Council Plan and key operational strategies.



Each year, when reviewing this strategy and developing the annual Capital Programme, the Council must take into account stewardship, value for money, prudence, sustainability and affordability.



Each year, capital funding will be allocated to ensure an investment in existing assets to protect them into the future.



The Council will maximise external capital funding wherever possible and affordable.



Capital funding will also be prioritised on assets required to help the Council deliver its statutory responsibilities.



The Council remains committed to the Sustainable Communities for Learning Programme and will continue to fully utilise Sustainable Communities for Learning external funding. This is a substantial programme which will result in Sustainable Communities for Learning capital school improvements or new builds into the longterm.



Capital projects must have regard to the net zero carbon targets and must use clean alternatives where, traditionally, carbon generating equipment/facilities/assets have been used.



Each year, capital receipts received from the sale of Council Smallholdings will be ring-fenced for refurbishments of smallholdings the Council retains. This will help ensure the properties are fit for the longterm.



The Council will continue to work with its strategic partners and is committed to working as part of the North Wales Economic Ambition Board to deliver capital projects across North Wales.



Annual consultation is required with stakeholders and citizens of Anglesey for their opinions on any proposed new capital projects.



## **Principles which help support the achievement of the above key objectives:-**

- 3.1** That the Sustainable Communities for Learning programme is considered separately from the remainder of the general Council capital programme. The Sustainable Communities for Learning programme is a longterm, significant commitment to building and/or refurbishing schools so that Anglesey's schools are fit to last and meet the longer term requirements. The Sustainable Communities for Learning programme helps the school modernisation agenda and supports the Council's key objective to ensure that the people of Anglesey can thrive and realise their long term potential. This principle also meets the Wellbeing of Future Generations Act 2015 to ensure educational settings are suitable in the long term. An element of the expenditure on the Sustainable Communities for Learning programme will be funded from the capital receipts from the sale of schools vacated, with the remaining balance being funded from unsupported borrowing. This will ensure that the capital general grant and supported borrowing are available to fund investment in existing and new assets needed to achieve the objectives of the Council Plan and ensure that the Council's existing assets are maintained.
- 3.2** That a sum is allocated in the capital programme each year to fund the major improvement to, or the replacement of, existing IT equipment, vehicles and Council buildings.
- 3.3** That a sum is allocated in the capital programme to meet the Council's statutory requirement to offer disabled facilities grants. This helps deliver statutory responsibilities and supports the key objective of the Council to support vulnerable adults and families to keep them safe, healthy and as independent as possible.
- 3.4** That a level of road improvement works is funded from the capital programme each year. The sum allocated will be dependent on the funding required to achieve any minimum contract value guarantees, the level of funding available and an assessment of the state of repair of the Authority's roads. Improvements to the roads will help the Council ensure the highway network is sustainable in the longer term. It also underpins all of the Council key priorities due to the rural nature of Anglesey and the importance of the highway network to many aspects of the Council's work.
- 3.5** Projects that require a level of match funding to enable grant funding to be drawn down, will be assessed on a case-by-case basis by the Section 151 Officer, with a recommendation being made to the Executive. The decision whether to commit funding will be dependent on the project, how it fits into the Council's corporate priorities, any ongoing revenue implications and the ratio of Council funding to grant funding.
- 3.6** To reduce the revenue impact of the capital programme i.e. capital financing costs from interest payable and the Minimum Revenue Provision (MRP) which creates funding to help repay loans, unsupported borrowing will only be used to fund projects if:-
- the project is an approved Sustainable Communities for Learning;
  - the project is an invest-to-save project, which will cover the capital financing costs i.e. interest payable and Minimum Revenue Provision (MRP);
  - the project attracts substantial external funding of at least 75% and will help deliver at least one of the Council's key priorities.
- 3.7** Where cash balances allow, actual borrowing will be delayed and cash balances will be used to delay and save interest payable and MRP charges to revenue. This is known as internal borrowing. When cash balances need to be replenished, the borrowing will be taken out and the internal borrowing will be externalised. Where interest rates are likely to rise significantly, internal borrowing should be externalised to reduce risk but not in advance of need.

- 3.8** Capital funding, with the exception of grants awarded for specific projects, will ultimately be allocated to minimise capital financing costs and to ensure the capital programme has the flexibility to maximise funding. This is common practice in local authorities. The actual funding allocated at the end of each financial year might be different to that reported as part of the capital budget. General grant will be allocated first to ensure that this is spent in full at year-end, unless Welsh Government has approved carry-forward of the grant. Flexibility in funding is fundamental to ensure the Council maximises funding opportunities such as managing specific grants awarded in the last quarter of the year, which allows use of the specific grant on other locally determined capital expenditure in year if it cannot be spent on the specific grant conditions by year end. This on the basis that the Council allocates funding from the next year's programme to fund the specific projects for which the original funding was awarded.

## **4. Corporate Strategy and Capital Programme Process**

### **4.1 Developing the Capital Strategy**

The Capital Strategy is revised each year taking into account the most recent Council Plan, the Medium Term Financial Plan, the budgetary pressures expected, the Treasury Management Plan and the Operational Plans discussed above. It also considers the prior year's capital programme and the level of reserves and the revenue budget. The capital strategy then outlines the key objectives and principles which then helps to develop the annual Capital Programme each year. Capital expenditure is expenditure to acquire or create new assets or to refurbish existing assets where the life of the asset is greater than one financial year. The assets can be tangible (buildings, vehicles and infrastructure) or intangible (software licences). Non-current assets which are £10k or more will be considered as capital expenditure. £10k is the Council's recommended de minimis level to qualify as part of the capital programme. Non-current assets less than £10k will be charged to revenue in most cases. The Council reserves the right to waive the de minimis if appropriate.

### **4.2 Developing the Annual Capital Programme**

#### **4.2.1 Bidding Process and Scoring**

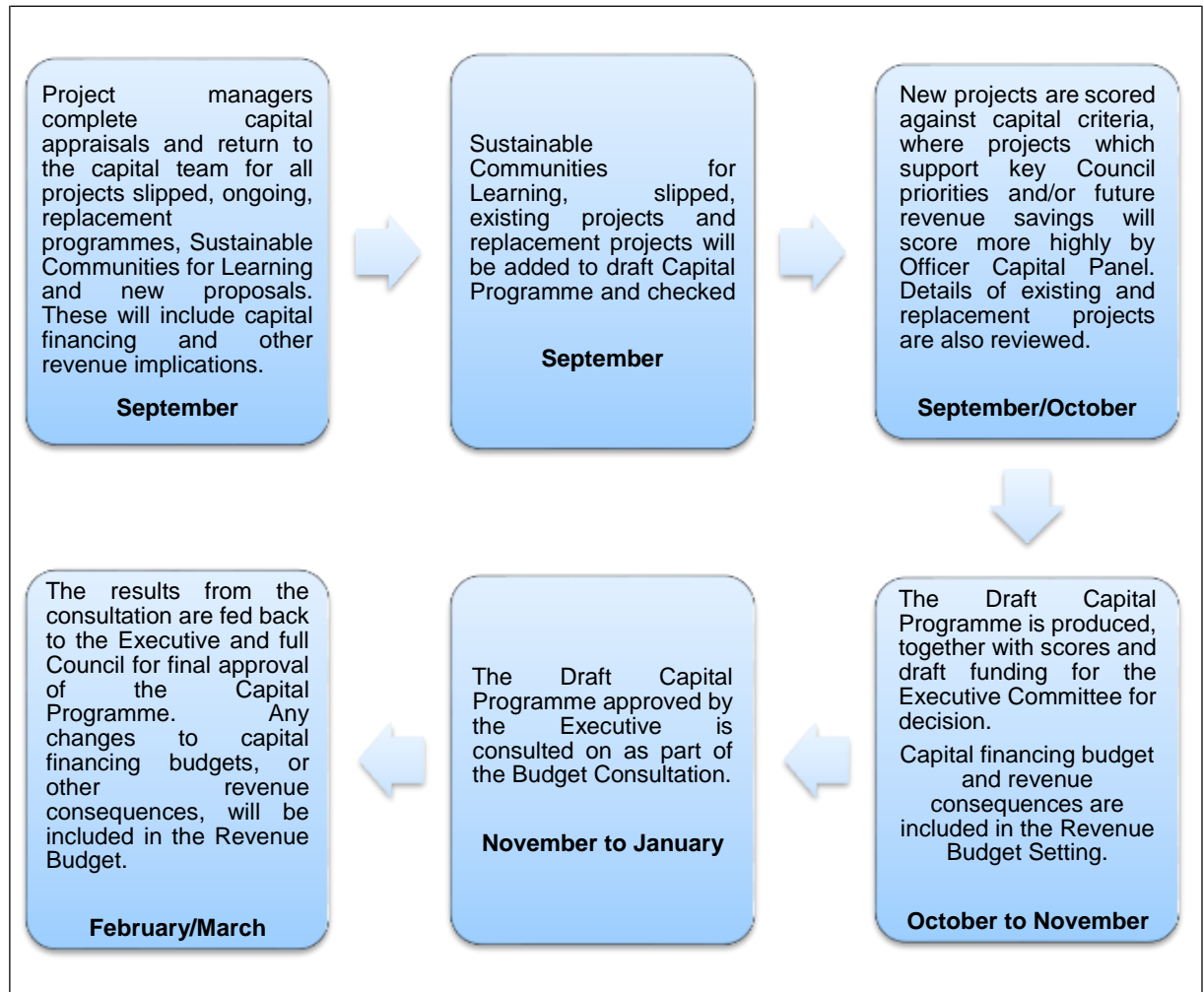
In determining which projects are included in the Capital Programme, new bids must not only be affordable, but also help deliver the key priorities of the Council Plan and meet the objectives and principles of the Capital Strategy. Each year, Services are asked to submit new capital appraisals/bids and update information for ongoing projects. The appraisals should demonstrate how each project meet the criteria (set out below) and all ongoing revenue implications from the project will be included e.g. maintenance costs. The scoring of new capital appraisals/bids helps to introduce a degree of objectivity and ensure the projects are relevant to the key objectives of the Council Plan and this Strategy. The most important criterion is how closely a project will contribute to the delivery of the Council Plan, hence the greater weighting given to this criterion. Initial scoring is undertaken by the Accountancy Service. The scores are then considered and ratified by the Executive, as part of the drafting of the annual capital programme.

<b>Criteria</b>	<b>Score</b>
How closely the project will contribute to the priorities in the Council Plan and key operational plans	20
The project attracts significant external funding	10
The project will lead to revenue savings	10
The project will help mitigate Corporate Risk	10
<b>Total highest score</b>	<b>50</b>

The strategy also allocates funding to the maintenance and upgrade of existing assets. Asset Managers determine their funding need and this is balanced against the funding available in order to allocate funding to each main assets group (buildings, vehicles, IT, roads).

#### 4.2.2 Timetable

The Capital Strategy approval process follows the timetable for revenue budget-setting and the development of the Capital Programme. The timetable for the development of the Capital Programme is summarised below:-



#### 4.2.3 Authorisation

Responsibility for ratifying the Capital Programme each year rests with the full Council, based on the recommendation made by the Executive. In exceptional cases, new capital projects arising during the year will be considered by Members as part of the quarterly reports to the Executive. In-year projects are likely to be approved if the projects are significantly funded from external grants or contributions, or in response to an emergency e.g. landslide, or if an approved project in the programme is cancelled and there is funding available. A capital appraisal is required for in-year projects and projects will need to help the Authority achieve its key objectives.

#### 4.2.4 Monitoring the Capital Strategy and Capital Programme

Each quarter, a Capital Monitoring report is produced and presented to SLT and the Executive. This considers spend to date, forecast spend to year-end and narrative to explain the progress or lack of progress of schemes. SLT have requested more detailed monitoring of the Capital Programme, to include non-financial performance and wider performance, such as the impact of the capital projects on employment, inward investment, etc. An increased performance management framework will be developed during the year 2022/23, as this strategy is reviewed.

## 5. Looking Back – Achievements of the Capital Strategy and Programmes 2016/17 to 2020/21

The Council has spent nearly £160m on capital projects over the above 5 year period. £79m was funded from capital grants, which is 49.36% of the total capital expenditure. This shows the value of including significant grant funding as one of the objectives of the Capital Strategy. The services with the highest spend evidence that capital projects were aligned to the Council Plan 2017/2022. Housing, including housing of vulnerable people, Lifelong Learning to provide assets to help provide services to help individuals achieve their potential, and the legal requirement to refurbish highways and the priority to improve the Island. This is shown in the table below:-

Service	2016/17 £'000	2017/18 £'000	2018/19 £'000	2019/20 £'000	2020/21 £'000	Total £'000
Housing GF	2,090	1,224	1,108	1,252	1,212	6,886
Housing HRA	8,607	9,291	9,028	11,812	12,622	51,360
Lifelong Learning	10,633	6,318	7,233	2,982	3,878	31,044
Economic & Regeneration	1,180	788	4,017	2,993	2,714	11,692
Highways	8,747	6,004	6,055	7,176	5,382	33,364
Waste Management	480	66	84	180	3,213	4,023
Property	1,394	786	697	990	2,405	6,272
Transformation	1,353	587	448	1,297	771	4,456
Equal Pay - Capitalisation Directive	-	2,566	-	-	-	2,566
Planning	916	1,031	1,839	755	52	4,593
Adult Services	1,240	694	168	577	880	3,559
<b>Total Expenditure</b>	<b>36,640</b>	<b>29,355</b>	<b>30,677</b>	<b>30,014</b>	<b>33,129</b>	<b>159,815</b>
<b>Capital Grants</b>	<b>13,356</b>	<b>11,801</b>	<b>16,629</b>	<b>18,156</b>	<b>18,948</b>	<b>78,890</b>
<b>Percentage of capital costs funded by Grants</b>	<b>36.45%</b>	<b>40.20%</b>	<b>54.21%</b>	<b>60.49%</b>	<b>57.19%</b>	<b>49.36%</b>

In addition, analysis of the Council's news published over the past 1.5 years highlights the important role of the Capital Strategy in delivering the Council's priorities. The section below includes links to all capital projects reported in the Council's news stories during this time, including where buildings such as the new build Ysgol Santes Dwywnwen and the significant refurbishment of Market Hall, Holyhead, have won awards for excellence.

News published about Capital Projects and demonstrate their role in providing of priority Council Services

<https://www.anglesey.gov.uk/en/newsroom/news/more-new-quality-council-housing-on-the-way>

<https://www.anglesey.gov.uk/en/newsroom/news/more-new-business-units-coming-to-former-heliport-site>

<https://www.anglesey.gov.uk/en/newsroom/news/ysgol-santes-dwynwen-wins-national-building-award>

<https://www.anglesey.gov.uk/en/newsroom/news/pioneering-market-hall-project-wins-another-award>

<https://www.anglesey.gov.uk/en/newsroom/news/clean-electricity-pledge-a-boost-for-new-energy-projects>

<https://www.anglesey.gov.uk/en/newsroom/news/tenants-to-move-into-fifteen-new-council-homes-in-rhosybol>

<https://www.anglesey.gov.uk/en/newsroom/news/opportunity-for-community-asset-transfer-melin-y-graig-craig-fawr-llangefni>

<https://www.anglesey.gov.uk/en/newsroom/news/opportunity-for-community-asset-transfer-bodorgan>

<https://www.anglesey.gov.uk/en/newsroom/news/residents-feedback-key-to-red-wharf-bay-flood-alleviation-plans>

<https://www.anglesey.gov.uk/en/newsroom/news/new-holyhead-3g-sports-pitch-now-open>

<https://www.anglesey.gov.uk/en/newsroom/news/new-childrens-play-area-for-holyhead-breakwater-country-park>

<https://www.anglesey.gov.uk/en/newsroom/news/ground-breaking-ceremony-marks-construction-of-new-primary-school>

<https://www.anglesey.gov.uk/en/newsroom/news/expanded-anglesey-business-centre-welcomes-new-tenants>

<https://www.anglesey.gov.uk/en/newsroom/news/work-to-begin-soon-on-new-ysgol-corn-hir>

<https://www.anglesey.gov.uk/en/newsroom/news/upgraded-gritting-fleet-proves-its-worth-this-winter>

<https://www.anglesey.gov.uk/en/newsroom/news/housing-service-to-build-on-excellent-progress>

<https://www.anglesey.gov.uk/en/newsroom/news/re-fit-helps-council-make-major-cut-in-carbon-emissions>

<https://www.anglesey.gov.uk/en/newsroom/news/more-new-sites-ready-as-part-of-anglesey-childcare-offer-capital-project>

## **6. Current Financial Context and Funding**

### **6.1 Revenue Constraints**

- 6.1.1** The initial Medium Term Financial Plan (MTFP) for 2022/23 to 2023/24 was presented to the Executive on 27 September 2021. This acknowledged the difficulty in financial planning beyond one year due to the lack of three year budget forecasts from Central and Welsh Governments. Brexit alone caused significant uncertainty for the economy, and still does. The Coronavirus Pandemic, however, put the impact of Brexit in the shade with an extremely fragile economy after nearly two years of Covid-19 restrictions. Public sector borrowing for 2020/21 is at its highest in one year since WWII.
- 6.1.2** The Bank of England's action to reduce the base interest rate to 0.1% in response to the economic impact of Covid-19 restrictions has led to pitiful returns on treasury management investments. However, the recent increase to 0.25% in December 2021 and to 0.50% on 3 February 2022 would normally be an indicator of an improved economy. Some of the increase is due to this, but inflation is at its highest since 1990 driven by significant energy price increases such as gas, electricity, etc. The Bank of England has hinted at further increases during the year to try to reduce inflation. While this will mean improved returns on treasury management investments, this inflationary pressure means that the Council will pay more for all of its expenditure. In addition, the Council's funding is always at risk from financial pressures on the Government and Welsh Government.
- 6.1.3** The revised MTFP for 2022/23, reported as part of revenue budget-setting for 2022/23 to the Executive on 24 January 2022, highlights a significantly better than expected provisional settlement for 2022/23 at 9.23%. This is the highest settlement the Council has received in years and is especially welcome after nearly a decade of funding cuts from 2010/11. However, in light of the inflationary pressures which continue to increase it is evident why such a generous settlement has been announced. This settlement has meant that no budget cuts are required for 2022/23, and it has also allowed funding for increased capacity to services previously cut.
- 6.1.4** Welsh Government's provisional settlement also includes details of the capital funding provided to the Council for 2022/23. The Council will provisionally receive a general capital grant of £1.486m and £2.157m in supported borrowing which, together, amount to £3.643m. In order to keep capital financing costs affordable for the revenue budget, particularly with the uncertainty about future revenue funding levels, it is a key principle of this strategy that capital programmes should not exceed this available funding from Welsh Government, with the exception of unsupported borrowing for the Council's element of funding the Sustainable Communities for Learning Programme. It is predicted that Welsh Government will keep this level of funding the same, or less, in the future.
- 6.1.5** Increasing the life of the Council's aging assets, and keeping up-to-date with technological upgrades will have the first call against this funding. This will, therefore, mean that there will not be significant funding for new projects. Under this strategy, new projects should only be considered when there is significant grant funding to undertake a specific project, or could be funded from unsupported borrowing if the project meets the requirement of the Prudential code in terms of being able to fund the capital financing costs from additional income or expenditure savings/cost avoidance. Council reserves could be used to fund capital projects, but using reserves is not sustainable and should only be considered when the general reserve is above its recommended minimum level. Use of surplus reserves to fund match-funding for grant funded projects can be considered.
- 6.1.6** As stated previously, funding the capital programme will have a significant impact on the revenue budget, and the Capital Strategy takes into account affordability as it is drawn up, and the Treasury Management Strategy Statement ensures that the Council minimises borrowing costs through the best use of the Council's own cash balances to fund capital expenditure.

## 6.2 Funding the Modernisation of Schools

- 6.2.1** The Council is currently progressing through an ambitious programme to modernise schools through the Sustainable Communities for Learning (formerly known as the 21<sup>st</sup> Century Schools) programme, with Band A coming to an end in 2022 and Band B running until 2027.
- 6.2.2** There were previously four phases to the programme, identified as Band A, B, C and CH. However, Bands C and Band CH have been abolished in name. The revised Sustainable Communities for Learning programme will continue to provide funding for school improvements into the long term, but details of the new programme will not be released until after the elections in May 2022. The Band A programme is now nearing completion, three brand new schools have been completed and are operational, Ysgol Cybi, Ysgol Rhyd y Llan and Ysgol Santes Dwynwen. Refurbishments are also complete at Ysgol Parc y Bont and Brynsiencyn. Building works on Ysgol Corn Hir in Llangejni have started.
- 6.2.3** Band B was previously estimated to be £36m. This is now a reduced programme of £19m which will cover projects running from 2018/19 to 2027/28.
- 6.2.4** Band A of the Sustainable Communities for Learning programme is funded by 50% additional funding from the Welsh Government and 50% via unsupported borrowing. The Welsh Government's 50% funding is partly grant funding (67% of the 50%) and partly supported borrowing (33% of the 50%). The Welsh Government has announced that the intervention rate for Band B has increased to 65%.
- 6.2.5** The Welsh Government has also introduced a mutual investment model for Band B (MIM), where the capital cost of the project is funded by the private sector and the Council then pays a rental fee to the investor for a prescribed period (expected to be 25 years). Welsh Government make a contribution to the rental fee each year (expected to be at least 70%).
- 6.2.6** The Council's Strategic Outline Programme for Band B was submitted to Welsh Government in July (approved by the Executive 17 July 2017). The table below shows the estimated expenditure and funding for 2022/23:-

Estimated Funding for 2022/23 for Band A and Proposed Band B Projects				
Band	Region	Self-funded Element £'m	Welsh Government Support £'m	Total £'m
	<b>TOTAL BAND A</b>	<b>3.8</b>	<b>-</b>	<b>3.8</b>
	<b>TOTAL BAND B</b>	<b>1.5</b>	<b>3.3</b>	<b>4.8</b>

- 6.2.7** It is assumed that all of the unsupported and supported borrowing would be undertaken through new PWLB loans over a length of time which matches the expected life of the asset (50 years).
- 6.2.8** Additional supported or unsupported borrowing will increase the Council's CFR which, in turn, will increase the annual MRP charge to the revenue account, and will result in additional annual interest payments.
- 6.2.9** The additional unsupported borrowing for Band B (based on a 50 year repayment period and annual interest at 3.2%) would result in additional capital financing charges to the revenue budget of £0.341m per annum (£0.210m interest payable and £0.131m MRP) once the Programme is completed in full. In practice, these costs would be phased in as each project commences and once the loans are taken out to carry out the work. MRP would be charged once the schools become operational.

**6.2.10** It should be noted that the delivery of the Band B projects will eliminate the need to undertake backlog maintenance work at the various schools.

**6.3 Funding Sources** – the Capital Programme is funded from the following sources:-

- **General Capital Grant** – This is a sum of money which is provided by the Welsh Government as part of the annual settlement. The Council is free to use the capital grant on any capital project it wishes. This must be spent by 31 March of the financial year it relates to.
- **Supported Borrowing** – The Council will borrow from the Public Works Loans Board (PWLb) to fund the expenditure. The revenue costs arising from the borrowing (Interest Costs and Minimum Revenue Provision) are funded by the Welsh Government through the annual revenue settlement, hence the term “Supported Borrowing”.
- **Unsupported Borrowing** – Again, the Council borrows the funding from the PWLB or elsewhere, but is required to finance the revenue costs from its own resources. Projects funded by means of unsupported borrowing tend to be projects which deliver revenue savings, and it is these savings that are used to meet the additional revenue costs arising from the borrowing.
- **Specific Capital Grants** – The Council will be awarded capital grants which partly or fully fund the cost of a project. Capital grants usually come with restrictions surrounding the expenditure which can be funded and by when the expenditure must be incurred.
- **Revenue Contribution** – Services can make a contribution from their revenue budgets to fund projects. These contributions tend to be as a match funding to a project which is mainly funded from a specific capital grant.
- **Capital Receipts** – The funds generated from the sale of assets can be used to contribute to the funding of the capital programme. These are usually generated from the sale of surplus assets (normally land or buildings).
- **Reserves** – Funding held in reserve, e.g. unapplied capital receipts, can be used to support the capital programme.

**6.4 Impact of differing capital**

**6.4.1** Funding that is received in the form of grants (general or specific) does not have any impact on the long term financial position of the Council as any grant received is used to fund the capital expenditure. There may be timing differences which can lead to grants being unapplied and carried from one year to the next via the Council's balance sheet.

**6.4.2** Capital receipts result in surplus assets being converted into cash which, in turn, results in the creation of a new asset. Again, this type of funding has little long term impact on the Council's financial position, but there will come a point where all surplus assets have been disposed of and the level of funding available through capital receipts will fall.

**6.4.3** The Housing Revenue Account uses the surplus on the HRA account (excess of rental income over expenditure) to fund capital expenditure. This is reflected in the HRA business plan and does not impact on the Council Fund.

**6.4.4** The use of revenue funding will reduce the value of funds held in reserves or the sum transferred to the general Council balances at the year end, i.e. it converts surplus cash into a new asset.

**6.4.5** Both supported and unsupported borrowing impacts on the Council's Capital Financing Requirement (CFR) which, in turn, has implications on the Revenue budget in the form of increased Minimum Revenue Provision (MRP) and annual interest payments.

**6.4.6** Although the Housing Revenue Account operates separately from the Council Fund, the Council does not borrow separately for Council Fund and HRA expenditure, all borrowing is combined and the costs apportioned to the two funds based on the level of expenditure funded from borrowing for the two funds. The apportionment method is kept under review to ensure that it remains the most equitable method.



## **6.5 Funding Constraints**

- 6.5.1** The uncertain financial context the Council continues to operate within is discussed in section 5, and highlights that there are limitations on the Council's funding of capital expenditure. One of the main priorities for the Council is to reduce revenue expenditure in order to deliver a balanced budget, whilst minimising the reduction in service budgets. It is reasonable for the Council to minimise the increase required to the capital financing budget. It will be necessary to provide additional capital funding, but this should be maintained at a level that is funded through the settlement (general capital grant and supported borrowing) so that the increase in the capital financing costs is funded through capital receipts and any specific grants that are available.
- 6.5.2** Unsupported borrowing (outside the Sustainable Communities for Learning programme) should only be considered where the relevant service budget can be reduced by a sum greater than the MRP and interest costs or to fund the Council's share of a scheme which is funded predominately from external grant.
- 6.5.3** It has been Welsh Government's policy over a number of years to maintain the level of general capital grant and supported borrowing on or about the level in previous years, with additional capital funding being directed to schools, road improvements etc. The general grant funding was increased for 2019/20, 2020/21 and 2021/22. The capital funding has been reduced to original levels in the provisional settlement for 2022/23. However, additional general capital grant was awarded in February 2022 for all local authorities in Wales. The Isle of Anglesey County Council's share of the additional funding is forecast to be £1.7m, which can be carried over to 2022/23, which is a significant increase for the year.
- 6.5.4** The Council, as a landlord of housing stock, will also receive a major repair allowance following the submission and approval of the 30 year business plan for the Housing Revenue Account. Capital expenditure on the HRA is supplemented with the use of the HRA reserve and by the borrowing powers which the HRA can utilise.
- 6.5.5** Specific grants which have been approved, likely to be approved or that result from successful bids, will also be available to fund capital schemes. In some cases, it may be necessary for the Council to contribute a sum of its own capital funding as match funding to enable the grant funding to be drawn down. The grants and contributions which have been currently identified as sources of funding for 2022/23 amount to £8m, including the general capital grant. The Council has received substantial funding in previous years from the EU. This source of funding will not be available from 2022/23 and onwards, but the Council will seek to identify alternative sources of grant funding where possible.
- 6.5.6** As stated previously, any unsupported borrowing must generate additional income / revenue expenditure savings to fund the additional capital financing costs (MRP and interest charges) which will be charged to the revenue account. Any proposed schemes funded by unsupported borrowing will be assessed on a scheme-by-scheme basis.
- 6.5.7** In addition to the sources of funding noted above, the Council holds a capital funding reserve, the balance on this reserve at 31 March 2021 was £1.207m, and this includes revenue contributions which have not yet been applied.
- 6.5.8** Unallocated capital receipts are held in a reserve. The balance of the reserve at 31 March 2021 was £0.767m. These receipts will be used as a funding source for the 2021/22 programme, or will help fund slipped expenditure in 2022/23 and beyond, as needed.
- 6.5.9** In summary, the funding for new capital projects in 2022/23 should be limited to the level of general capital grant (£1.486m), supported borrowing (£2.157m) and any unallocated capital receipts generated in the year. This would give a total budget available in the region of £3.643m, excluding grants, Sustainable Communities for Learning funding and HRA funding. This principle will be applied into the medium term and longer term to ensure the capital programme is affordable, particularly in the context of continual funding cuts.

## 6.6 Estimated Funding Profile 2022/23 to 2023/24

**6.6.1** The external Welsh Government funding (excluding Sustainable Communities for Learning) for the period 2022/23 to 2024/25 is shown in the table below. It should be noted that the Council will also receive a number of minor capital grants.

### Estimated Welsh Government Capital Funding 2022/23– 2024/25

	2022/23 £'m	2023/24 £'m	2024/25 £'m
General Capital Grant	1.486	1.783	1.783
Supported Borrowing	2.157	2.588	2.588
Major Repairs Allowance	2.660	2.660	2.660
Decarbonisation grant	-	0.500	0.500
<b>Total Welsh Government Capital Funding</b>	<b>6.303</b>	<b>7.531</b>	<b>7.531</b>

**6.6.2** Most new projects proposed for 2022/23 will be funded from reserves due to the limited capital funding above. Unsupported borrowing is possible but, unless the projects generate revenue savings or significant grant funding, then the additional MRP charge and interest costs will increase the revenue budget which must be funded by increased Council Tax or by making revenue savings elsewhere. Therefore, the Council can ensure the capital financing costs are affordable and sustainable by limiting capital expenditure funded by unsupported borrowing to the Sustainable Communities for Learning Programme and capital projects which lead to revenue savings higher than the MRP and interest payable charges incurred from the capital funding. The Draft Capital Programme Report 2022/23, summarised below, proposes an affordable programme with limited use of unsupported borrowing.

## 7. The Draft Capital Programme 2022/23

- 7.1 The draft capital programme for 2022/23 will be presented alongside this capital strategy to the Executive on 3 March 2022 and full Council on 10 March 2022. The table below summarises the proposed capital programme, including funding sources. Additional detail is provided in Appendix 2.

### Summary Draft Capital Programme 2022/23

	Ref	£'000
2021/22 Schemes Brought Forward	Para 4.1 & Table 2	1,322
Refurbishment / Replacement of Assets	Para 4.2	5,042
New One Off Capital Projects	Para 5.2 & Table 3	1,432
New One Off Capital Projects (Funded from Reserves and Unsupported Borrowing)	Para 5.3 & Table 4	783
21 <sup>st</sup> Century Schools	Para 6	8,598
Housing Revenue Account	Para 7	18,784
<b>Total Recommended Capital Programme 2022/23</b>		<b>35,961</b>
<b>Funded By:</b>		
General Capital Grant		1,486
Supported Borrowing General		2,157
General Balances		1,681
21 <sup>st</sup> Century Schools Supported Borrowing		1,168
21 <sup>st</sup> Century Schools Unsupported Borrowing		5,261
HRA Reserve & In Year Surplus		10,099
HRA Unsupported Borrowing		6,000
Capital Receipts		600
External Grants		4,854
Earmarked Reserves		1,195
General Fund Unsupported Borrowing		138
2021/22 Funding Brought Forward		1,322
<b>2022/23 Total Capital Funding</b>		<b>35,961</b>

## 7.2 Longer term Capital Expenditure Plans

- 7.2.1 The below capital programme provides a forecast which is in line with the Medium Term Financial Plan and the projects listed in Council Transitional Plan 2022/23, operational plan and Treasury Management Strategy Statement. This capital strategy also communicates the long term intentions with regard to the Sustainable Communities for Learning Programme Band B. It is difficult to know whether longer term projects will be funded as part of the new focus of the Sustainable Communities for Learning. The revised programme will be published after the elections in May 2022, however, the website does indicate that it is for long-term funding of school improvements. It is also difficult to produce longer term plans as part of this strategy while Covid-19 still has a significant impact. Longer term plans will be outlined in the Capital Strategy 2023/24. The HRA has a clear long-term plan of investment in Council housing as part of the rolling 30 year business plans. A long term programme for refurbishing existing assets is also needed.

## 8. Non-Treasury Management Investment Strategy

- 8.1** The Treasury Management Investment Strategy is included in the TMSS discussed below. In addition, the Council holds a number of non-treasury management investments. These are the investment properties from which the Council earns rental income. These help provide a long term revenue stream for the Council. The investment property portfolio held approximately 70 properties at 31 March 2021, which were valued at £6.2m. These include retail properties, office units and commercial units. In 2020/21, £340k of rental income was collected from investment properties. Costs of £111k were spent on maintenance etc., which resulted in a net operational income of £262k from rental income and other income. In terms of future plans for the investment properties, the buildings will continue to be maintained to legal standards. In addition, a new industrial unit complex was recently constructed and is operational in Llangefni. The Council is also working in partnership with Welsh Government on the construction of Industrial Units at Penrhos, Holyhead. These are likely to become operational in 2022/23. This project has been extended to build additional units at Holyhead and the new scheme for additional units in Llangefni, as stated in the Transitional Plan.
- 8.2** Local Authorities have the power to purchase or develop properties as investments in order to improve the economic activity within the Council area or as a means of generating additional income for the Council. At present, the Council has no plans to use these powers more widely than on the plans detailed above, but the use of these powers remains an option and the Strategy allows the Council to incur expenditure on investment properties in order to meet key Council objectives or to take advantage of any significant external funding which may become available.

## 9 Borrowing and Treasury Management

- 9.1** The Treasury Management Strategy Statement (TMSS) and Treasury Management Practices (TMPs) provide the framework to ensure there is sufficient cash to pay suppliers, ensure that any surplus cash is invested safely and that borrowing to fund the capital programme 2022/23 is affordable. The TMSS will be presented to the full Council on 10 March 2022.
- 9.2** Appendix 11 of the TMSS 2024/25 provides the prudential and treasury indicators for the periods 2020/21 to 2023/24, which help determine whether borrowing plans are affordable.
- 9.3** A measure of affordability is the ratio of financing costs to net revenue streams. The estimated ratio of financing costs to net revenue streams are as follows:-

2020/21 (Actual)	6.12%
2021/22 (Projected)	5.08%
2022/23(Projected)	5.42%
2023/24 (Projected)	5.57%
2024/25 (Projected)	5.56%

Based on the above, the proposed capital programme remains affordable in terms of the revenue implications.

- 9.4** In 2018/19, the Council revised its Minimum Revenue Provision (MRP) policy and was able to back-date the changes. The revision of the policy was designed to ensure a prudent provision is charged to the revenue account each year. However, a consequence of this change was that it identified an over-provision in previous years and this over provision can be used in future years to ensure that the annual financing costs remain affordable. The Section 151 Officer will take this into account when determining the annual MRP charge.
- 9.5** The Treasury Management Strategy aims to utilise the Council's internal cash balances, wherever possible, in place of external borrowing. In determining the level of internal borrowing, sufficient cash balances must be maintained to meet the daily cash needs of the Council i.e. paying staff, suppliers etc.

## 9.6 Treasury Management Investments, 10 February 2022

Bank	Amount Invested	Interest Rate
Santander	£7,406,043	0.02%
Bank of Scotland	£7,206,584	0.01%
Royal Bank of Scotland	£1,673	0.01%
NatWest	£30,000,505	0.01%
Goldman Sachs	£7,500,000	0.765%
<b>Total</b>	<b>£52,114,805</b>	

The Treasury Management team are currently in the process of arranging two more fixed term accounts which have significantly higher interest rates, in addition to the recent deposit in Goldman Sachs above.

## 10. Potential Risks arising from the Capital Strategy

- 10.1** The biggest challenge and risk is the uncertainty about future funding for revenue and capital. The Council has underspent considerably in 2020/21, and is likely to underspend in 2021/22, which helps provide a safety net which is shown by the healthy investments in banks shown above.
- 10.2** The Council's Capital Strategy is based on an assumed level of funding from Welsh Government and via external grants. Given the continued uncertainty over budgets and the loss of substantial grant funding currently received from the European Union, there is a risk that this assumed level of grant funding may not be received as set out in the strategy. Any changes to funding will require a reassessment of the capital strategy and annual capital programme.
- 10.3** The strategy acknowledges the importance of maintaining existing Council assets. There is a risk that the replacement programme is not sufficient and that the standard of the assets falls to such a point that a greater level of investment is required in order to maintain services. This additional investment may not be affordable or it will require other new projects to be removed from the programme.
- 10.4** The Sustainable Communities for Learning Programme is such an aspirational and substantial programme there is a risk that the Council will not be able to afford the programmes post Band B, though the increased usable cash backed reserves will help with investment in schools.
- 10.5** External borrowing results in a significant interest cost each year. The majority of the Council's loans are fixed and are not affected by any interest rate rises. However, any sharp rise in interest rates may impact on the affordability of future projects which are funded from borrowing. Steps are outlined in the Treasury Management Strategy which mitigate this risk to some extent. The current small stepped increases in the Base Rate will increase PWLB borrowing rates, though currently these are all well below many of the fixed rates on current loans.

## 11. Knowledge and Skills

- 11.1** The Resources accounting team has four qualified accountants, including the Director of Function (Resources) / Section 151 Officer, who look after the capital programme and treasury management function. There is also a qualified accounting technician who has substantial experience in capital and treasury management. The team attend CIPFA courses on capital and treasury management and have a sound knowledge of this specialised accounting area. There is also a team of professionals within services such as architects, project managers, engineers, which support the Council with delivering the Capital Programme. The Council also commissions specialist advice from Link Asset Services. This service is currently being retendered in line with procurement rules. The decision-makers of the Council receive regular reports on capital and treasury management and Members are offered treasury management training. The governance arrangements are outlined in the Constitution and the Treasury Management Strategy Statement.

## Appendix 2

### Proposed Capital Programme 2022/23

SCHEME		BUDGET 2022/23 £'000	FUNDED BY								
			External Grants £'000	General Capital Grant £'000	Supported Borrowing £'000	Unsupported Borrowing £'000	HRA Reserve £'000	Capital Receipts Reserve £'000	Earmarked Reserve £'000	General Balances £'000	
	2021/22 Committed schemes b/f										
Penrhos Phase II		493	493								
Llangefni Joint Venture		119	119								
Tourism Gateway		170	170								
Holyhead Landscape Partnership		190	190								
Holyhead Regeneration (THI Phase II)		350	350								
TOTAL 2020/21 Committed schemes b/f		1,322	1,322	-	-	-	-	-	-	-	
	Refurbishment / Replacement of Assets										
Disabled Facilities Grants		750		750							
Refurbishment of Schools		1,000			1,000						
Refurbishment of Non School Buildings		700		450					250		
Highways		2,000		14	876					1,110	
Vehicles		300		100					200		
I.T Assets		292						292			
TOTAL Refurbishment / Replacement of Assets		5,042	-	1,314	1,876	-	-	292	450	1,110	

			FUNDED BY						
SCHEME	BUDGET 2022/23 £'000	External Grants £'000	General Capital Grant £'000	Supported Borrowing £'000	Unsupported Borrowing £'000	HRA Reserve £'000	Capital Receipts Reserve £'000	Earmarked Reserve £'000	General Balances £'000
New One Off Capital Projects									
Flood Relief Schemes	281			281					
Econ Dev - Match Funding pot	100		100						
Upgrade of Public Conveniences	480		72				308	100	
External Canopies (3 secondary schools)	371								371
Maritime Infrastructure	200								200
<b>TOTAL New One Off Capital Projects</b>	<b>1,432</b>	<b>-</b>	<b>172</b>	<b>281</b>	<b>-</b>	<b>-</b>	<b>308</b>	<b>100</b>	<b>571</b>
New One Off Capital Projects (Earmarked & Service Reserves & Unsupported borrowing)									
Visitor Infrastructure	200							200	
Repairs to Melin Llynnon	103				38			65	
Recycling Equipment	380							380	
Fitness Equipment (David Hughes Leisure Centre)	100				100				
<b>TOTAL New One Off Capital Projects (Earmarked &amp; Service Reserves &amp; Unsupported borrowing)</b>	<b>783</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>138</b>	<b>-</b>	<b>-</b>	<b>645</b>	<b>-</b>
Sustainable Communities for Learning									
Band A	3,768	-		-	3,768				
Band B	4,830	2,169		1,168	1,493				
<b>TOTAL</b>	<b>8,598</b>	<b>2,169</b>	<b>-</b>	<b>1,168</b>	<b>5,261</b>	<b>-</b>			<b>-</b>
<b>TOTAL GENERAL FUND</b>	<b>17,177</b>	<b>3,491</b>	<b>1,486</b>	<b>3,325</b>	<b>5,399</b>	<b>-</b>	<b>600</b>	<b>1,195</b>	<b>1,681</b>

			FUNDED BY							
SCHEME	BUDGET 2022/23 £'000	External Grants £'000	General Capital Grant £'000	Supported Borrowing £'000	Unsupported Borrowing £'000	HRA Reserve £'000	Capital Receipts Reserve £'000	Earmarked Reserve £'000	General Balances £'000	
	Housing Revenue Account									
WHQS Traditional Planned Maintenance Programme	9,555	2,685				6,870				
New Developments and re-purchase of RTB properties	9,229				6,000	3,229				
TOTAL HOUSING REVENUE ACCOUNT	18,784	2,685	-	-	6,000	10,099	-	-	-	

<b>TOTAL CAPITAL PROGRAMME 2022/23</b>	<b>35,961</b>	<b>6,176</b>	<b>1,486</b>	<b>3,325</b>	<b>11,399</b>	<b>10,099</b>	<b>600</b>	<b>1,195</b>	<b>1,681</b>
--	---------------	--------------	--------------	--------------	---------------	---------------	------------	--------------	--------------





# Isle of Anglesey Capital Strategy

2022/23



CYNGOR SIR  
YNYS MÔN  
ISLE OF ANGLESEY  
COUNTY COUNCIL