

Finance and Resources Committee

10.00am, Thursday, 27 November 2014

Revenue Budget 2015/18 and Capital Budget 2015/2020 – update

Item number	7.3
Report number	
Executive/routine	
Wards	

Executive summary

Following consideration by Council of a number of “early approval” budget proposals for 2015/16, subject to approval of the remaining proposals and management of a range of relevant risks and pressures, there remains the potential for up to £6.5m of revenue investment in the Capital Coalition’s priorities. This report sets out a number of possible applications of this investment.

In addition, the provisional 2015/16 Finance Settlement in July included an additional £7.5m of General Capital Grant relative to the previous estimate factored in to the 2014-2019 approved Capital Investment Programme (CIP), of which £5.819m remains to be allocated. Members will therefore require to consider the allocation of this balance in the context of the up-to-date analysis of priorities and pressures collated from each service Director outlined within this report.

Links

Coalition pledges	P3; P8; P30; P31; P33; P42
Council outcomes	CO1; CO16; CO20; CO23; CO25
Single Outcome Agreement	SO3; SO4

Revenue Budget 2015/18 and Capital Budget 2015/2020 - update

Recommendations

- 1.1 Members of the Finance and Resources Committee are requested to:
 - 1.1.1 Note the potential, subject to approval of the proposals that are currently the subject of public engagement and management of other risks and pressures, for an element of additional service investment to be included in the 2015/16 revenue budget and the uses to which this might be put; and
 - 1.1.2 Note the remaining net balance of £5.819m of additional General Capital Grant available in 2015/16 and consider, as part of the capital budget framework, how this might be allocated in the context of the up-to-date analysis of service priorities and pressures set out within this report.

Background

- 2.1 At its meeting on 30 September, the Finance and Resources Committee approved the release for public engagement of the Council's 2015/18 revenue and capital budget framework. A number of "early approval" revenue savings proposals to a total value of £5.163m in 2015/16 were also agreed by Council on 23 October. A review of the framework, however, has resulted in no changes to the underlying income and expenditure assumptions.
- 2.2 Specific net revenue savings proposals of a further £23.337m have been identified for 2015/16 which, subject to approval and management of pressures and other risks, provide the potential for up to £6.5m of additional investment in the Capital Coalition's priorities. The earlier report to this Committee also noted the availability of £5.819m of as-yet unallocated General Capital Grant in 2015/16.
- 2.3 In approving the issuing of the budget framework, the Finance and Resources Committee noted the intention for the Director of Corporate Governance to report in November on potential uses of each of these elements of unallocated funding. It is important to re-emphasise, however, that in the absence of a balanced overall position within the revenue framework in 2016/17 and 2017/18, no additional borrowing to fund capital expenditure can be supported at this

time.

Main report

Revenue investment

- 3.1 Whilst the focus of any revenue budget process is, by its nature, almost invariably on savings, it is important not to lose sight of the still-substantial resources available to the Council. The starting point within the revenue budget framework assumes on-going additional annual demographic-related investment of almost £10m, reflecting incremental provision for increasing numbers of school pupils, older people and those with physical and/or learning disabilities. Making this level of investment affordable within the confines of a “flat-cash” overall level of Settlement, however, requires the identification of corresponding additional savings.
- 3.2 The revenue framework also includes on-going provision for the Edinburgh Guarantee, additional Scottish Government funding to support the introduction of free school meals for all P1 to P3 pupils from January 2015 and the full-year effect of expanding the provision of free early learning and childcare to greater numbers of two year-olds. Associated capital funding has furthermore been made available by the Scottish Government for the free school meals and early learning and childcare policies.
- 3.3 Following further review, Service Directors have now advised of a number of additional revenue budget-related pressures that cannot currently be contained within the framework, alongside potential areas for one-off investment that could deliver savings in future years. These pressures and investment opportunities are summarised in Appendix 1. In the case of service pressures, relevant Directors have been asked to review these with a view to identifying any potential mitigating actions as part of the update to be reported back to Committee in January.
- 3.4 The Directors of Corporate Governance and Economic Development have not advised as to any further demand-led pressures beyond those which have already been reported to Committee at this time. A number of potential areas for investment have also been identified through the BOLD programme and work is on-going to develop relevant business cases.
- 3.5 While some potential applications of this funding are set out, members should again note that the ability to make additional investment is subject to the on-going review of the robustness and deliverability of the savings comprising the framework, an update on which will be considered by this Committee in January, and decisions on savings proposals made in February.

Capital investment

- 3.6 Council approved the five-year capital programme for the period 2014-2019 in February 2014. A revised programme, incorporating both net slippage/acceleration from 2013/14 and the outcome of a re-phasing exercise, was reported to the Finance and Resources Committee in August 2014. The capital programme is based on the ten-year capital plan originally set out in 2009, which has subsequently been rolled forward on an indicative basis to 2024 on broadly similar terms as before.
- 3.7 The Scottish Government has intimated the provisional amount of General Capital Grant that will be provided for 2015/16. Beyond this, however, no firm allocations have been advised, with the level of available funding being linked to subsequent Spending Reviews and, potentially, revised constitutional arrangements. The situation will be subject to on-going review as additional details become available.
- 3.8 The indicative allocation of capital funding set out in the 2015/16 Finance Settlement in July confirmed an additional £7.5m of General Capital Grant relative to the previous estimate factored in to the 2014-2019 approved CIP.
- 3.9 On 21 August 2014, Council approved that £0.833m of this sum be allocated towards the balance of funding required to provide replacement physical education facilities at Liberton High School.
- 3.10 On 25 September 2014, Council further approved a submission to the Scottish Government identifying the replacement of Queensferry High School as the project to be considered for funding under the Scotland's Schools for the Future programme. This approved that the balance of capital funding needed to deliver the project of £0.848m be earmarked from the additional General Capital Grant to be provided in 2015/16.
- 3.11 Based on the projects approved above, the balance on this additional General Capital Grant for 2015/16 stands at £5.819m. As part of the budget framework process, members are asked to consider how this balance should be allocated.
- 3.12 In making this decision, members are asked to consider the current unfunded capital priorities over the period 2015-2020, including an element of essential works across the Council estate collated from each service Director totalling approximately £187m, as summarised in Appendix 2. This is an up-to-date list of priorities superseding those presented in the report to Finance and Resources Committee on 7 May 2014, recognising the fact that priorities can change even in the short term.
- 3.13 Members are also reminded of the likely future infrastructure requirements as a consequence of housing growth in the city initiated through the Local Development Plan which were described on a high-level basis in a report to Finance and Resources Committee on 7 May 2014. Although the assumption is

that capital costs associated with providing this (currently estimated at circa £200m) will be fully funded by developers through Section 75 contributions, there remains a risk both on the timing and achievement of these contributions which could create a short-term or overall funding pressure. No allowance has been provided for this potential future pressure (which is currently estimated at £0.755m in 2015/16 and a further £0.150m in 2016/17 for early design works on likely transport and education infrastructure) in the current capital programme or within the indicative five-year capital plan 2019-2024; members will therefore require to consider the allocation of net additional General Capital Grant in the context of these priorities and pressures.

Measures of success

- 4.1 For the revenue budget, relevant measures include:
- Accurate capturing and quantification of the key determinants of the Council's overall expenditure requirement and available sources of income, allowing a balanced overall budget for 2015/16 to be set as part of a longer-term framework;
 - Development of savings and investment options aligned to the Council's priority outcomes, with due opportunity provided for public consultation and engagement; and
 - Subsequent delivery of the approved savings, particularly where these are linked to additional service investment.
- 4.2 In the case of capital, the prime objective is to set a budget which adheres to the key objectives of the Prudential Code. These are to ensure, within a clear framework, that the capital plans of the Council are affordable, prudent and sustainable.

Financial impact

- 5.1 Inclusion of additional revenue investment within the framework is contingent upon the development, and subsequent delivery, of corresponding savings.
- 5.2 The revenue funding required to support the borrowing costs associated with the five-year capital programme (2015-2020) is provided for in the long-term financial plan.
- 5.3 Council can only commit to further capital expenditure if revenue expenditure plans are affordable and sustainable. As the budget framework identifies only broad themes in later years, no such additional investment is included within the framework at this stage. In addition, the emphasis within a number of revenue

investments is on using this short-term investment to develop sustainable recurring savings going forward.

Risk, policy, compliance and governance impact

- 6.1 Capital monitoring and budget-setting processes adopted ensure effective stewardship of resources. The processes applied aim to ensure projects are delivered on time and budget whilst fulfilling the financial criterion of value for money.
- 6.2 Monitoring of major capital projects including risk assessment is carried out by the Council's Corporate Programmes Office (CPO).
- 6.3 The risk of not adequately investing in infrastructure means that it does not meet Council's and stakeholders' needs and does not remain fit for purpose in the future.
- 6.4 Although the Local Development Plan assumes that capital costs associated with providing necessary infrastructure will be fully funded by developers through Section 75 contributions, a risk remains on both the timing and achievement of these contributions which could create a short-term or overall loan charge funding pressure for the Council. No allowance for any potential funding pressure has been provided for within the current capital investment programme or indicative five-year plan.
- 6.5 Once necessary infrastructure required through the Local Development Plan is delivered, this will result in significant additional ongoing revenue costs being incurred, for which provision will require to be made in future Council revenue budgets to avoid the risk of future funding pressures. This applies in particular to the provision of additional accommodation, such as new schools or extensions to existing schools; in addition to the ongoing property running costs (rates, utilities, cleaning and repairs and maintenance) there will be significant additional staffing costs to educate the additional pupils generated from growth in the city. Other revenue costs include those relating to new streets, and any new green spaces adopted by the Council. The position will be kept under review as requirements, and their corresponding impact on Edinburgh's likely share of the overall Local Government Settlement, become clearer.

Equalities impact

- 7.1 The Council's capital expenditure contributes to the delivery of the public sector equality duty to advance equality of opportunity and foster good relations e.g. enhancement works related to the Disability Discrimination Act, works on Children and Families establishments and capital expenditure on Council housing stock.
- 7.2 There is little contribution with regard to capital expenditure and the duty to eliminate unlawful discrimination, harassment or victimisation.

- 7.3 Those proposals comprising the budget framework are subject to on-going assessment of their corresponding potential equalities and human rights, carbon, prevention and partnership working impacts. The results of these assessments will be reported to the Finance and Resources Committee in January to ensure that members pay due regard to them in setting the Council's 2015/16 budget on 12 February 2015.

Sustainability impact

- 8.1 The impacts of the projects set out within Appendix 2 of this report in relation to the three elements of the Climate Change (Scotland) Act 2009 Public Bodies Duties have been considered, and the outcomes are summarised below. Relevant Council sustainable development policies have been taken into account.
- 8.2 The proposals will help achieve a sustainable Edinburgh because they are ensuring funding for key strategic projects that will enhance facilities and infrastructure in the city. A carbon impact assessment shall be carried out on each new project to achieve the most sustainable outcome for the city in each case.
- 8.3 The proposals in this report will increase the city's resilience to climate change impacts because they are securing funding for flood prevention projects.

Consultation and engagement

- 9.1 The contents of the budget framework are subject to on-going public and stakeholder engagement. The budget planner, in particular, brings together the revenue and capital aspects of the budget and will provide additional insight into the priorities of the city's residents.

Background reading/external references

[Revenue and Capital Budget Framework](#), Finance and Resources Committee, 30 September 2014.

[Capital Monitoring 2013/14 Outturn and receipts](#), Finance and Resources Committee, 28 August 2014.

[2015/18 Revenue and Capital Budget Update](#), Finance and Resources Committee, 7 May 2014.

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Coalition pledges	<p>P3 – Rebuild Portobello High School and continue progress on all other planned school developments, while providing adequate investment in the fabric of all schools</p> <p>P8 – Make sure the city’s people are well-housed, including encouraging developers to build residential communities, starting with brownfield sites</p> <p>P30 – Continue to maintain a sound financial position including long-term financial planning</p> <p>P31 – Maintain our City’s reputation as the cultural capital of the world by continuing to support and invest in our cultural infrastructure</p> <p>P33 – Strengthen Neighbourhood Partnerships and further involve local people in decisions on how Council resources are used</p> <p>P42 – Continue to support and invest in our sporting infrastructure</p>
Council outcomes	<p>CO1 – Our children have the best start in life, are able to make and sustain relationships and are ready to succeed</p> <p>CO16 – Edinburgh draws new investment in development and regeneration</p> <p>CO20 – Culture, sport and major events – Edinburgh continues to be a leading cultural city where culture and sport play a central part in the lives and future of citizens</p> <p>CO23 – Well-Engaged and Well-Informed – Communities and individuals are empowered and supported to improve local outcomes and foster a sense of community</p> <p>CO25 – The Council has efficient and effective services that deliver on objectives</p>
Single Outcome Agreement	<p>SO3 - Edinburgh’s children and young people enjoy their childhood and fulfil their potential</p> <p>SO4 - Edinburgh’s communities are safer and have improved physical and social fabric</p>
Appendices	<p>1 – Revenue pressures and investment opportunities</p> <p>2 – Currently-unfunded capital priorities</p>

Revenue budget pressures and/or potential investment opportunities, 2015/16

Service Area	Significant net unfunded pressures and/or potential opportunities	Comments
Children and Families	Fostering for the 18+ age group (£1.2m)	<p>From 2015/16 there is a new statutory requirement for local authorities to provide continuing foster care for young people who are aged 16 or over, where it is assessed that it is in the best interests of the child.</p> <p>The Scottish Government will provide additional funding from 2015/16 to meet new demand for placements. However, based on current projections of demand, it is estimated that there will be an overall shortfall of £1.2m.</p>
Health and Social Care	<p>Dependency levels in CEC care homes (£1m)</p> <p>Loss of income from waiving charges for carers (£0.8m)</p> <p>Care at home (£2.0m)</p>	<p>The Council is provider of last-resort care and is having to accommodate people with high levels of need/challenging behaviour.</p> <p>New legislation was introduced in 2014/15 as part of Self-Directed Support and resulted in loss of income.</p> <p>Without this funding, there will be no growth in Care at Home provision next year. This level of provision would allow for growth of 6%.</p> <p>The service is, however, continuing to</p>

Service Area	Significant net unfunded pressures and/or potential opportunities	Comments
		expand re-ablement and telecare as a means of managing overall demand.
Services for Communities	Infrastructure Repairs and Maintenance (£5.0m)	<p>Additional investment to facilitate a targeted programme of preventative maintenance with a view to slowing any further deterioration.</p> <p>A report on costs associated with the proposed new Property Conservation service is included elsewhere on today's agenda.</p>

Current unfunded capital priorities

Estimated spend profile over 2015-2020 CIP

Service	Priority	Capital Project	Brief description of project	Prudential borrowing supported by service suitability (Y/N)	Estimated spend profile over 2015-2020 CIP					Total estimated cost £000	Annual revenue income or savings streams identified if potential to fund through prudential framework supported by service £000	Comment	Estimated Annual Loan Charges, (20 year repayment) £000	Estimated Total Loan Charges £000
					2015/16 £000	2016/17 £000	2017/18 £000	2018/19 £000	2019/20 £000					
Children and Families	1.	Rising Primary School Rolls (with the exception of a long-term solution for South Edinburgh)	This represents the latest projected deficit in the overall funding required to address the anticipated accommodation pressures in the primary school estate over the next five years to meet catchment demand which was reported to the Education, Children and Families Committee on 20 May 2014. The costs exclude provision to address the long-term pressure in the south Edinburgh area which are identified separately below.	N	-	3,479	1,336	157	-	4,972		407	8,138	
Children and Families	2.	Rising Primary School Rolls (long-term solution for South Edinburgh)	This represents the latest projected cost of addressing the anticipated long-term accommodation pressures in meeting catchment demand in the primary school estate in the South Edinburgh area as explained in the 'Primary School Capacity Pressure in South Edinburgh' report to the Education, Children and Families Committee on 4 March 2014. The costs are based on option of delivering a new double-stream primary school (no nursery) in the area however this is one of three possible solutions identified, the other two being at lower cost. The approach to the South Edinburgh area has been the subject of consultation and engagement with the relevant school communities and the outcome and proposed way forward will be reported to the Education, Children and Families Committee for consideration on 9 December 2014.	N	6,000	2,924	7,250	-	-	16,174		1,324	26,474	
Children and Families	3.	Children and Families Estate - Asset Management Works (capital only, excludes revenue)	This represents the gap in funding within the existing Asset Management Works budgets (held by SFC) to cover the essential condition works which were identified as a result of the condition surveys undertaken of all properties within the Children and Families estate. This excludes a further significant unfunded pressure regarding revenue related costs.	N	4,952	4,952	4,952	4,952	4,952	24,760		2,026	40,528	
Children and Families	4.	A new secondary school in Craigmillar	This represents the commitment made by Council to deliver a new secondary school in Craigmillar (replacing the existing Castlebrae Community High School) as part of the regeneration of Craigmillar. The costs and associated profile are based on the current working assumption regarding both the required date of delivery and the required capacity on opening as reflected in the 'Investment in the School Estate' Report to Council on 25 September 2014.	N	-	-	144	3,151	23,698	26,993		2,209	44,183	
Children and Families	5.	Additional Investment in WHEC	The 'Queensferry High School' Report to Council on 25 September 2014 Council included a recommendation that Council agree to consider, as part of the forthcoming 2015/16 budget process, the provision of additional capital investment to WHEC as the only other remaining Condition C secondary school in the Council estate to assist in the ongoing regeneration of the school and the wider Wester Hailes area. This recommendation was approved by Council.	N	1,250	1,250	-	-	-	2,500		205	4,092	

A sum of £2.5m has been identified which is consistent with the additional investment which the Council has recently made at Liberton High School. The phasing assumes that this would be utilised evenly over a two year period.

Current unfunded capital priorities

Estimated spend profile over 2015-2020 CIP

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					2015/16 £000	2016/17 £000	2017/18 £000	2018/19 £000	2019/20 £000					
Children and Families	6.	Educational Infrastructure Requirements arising from the Council's proposed second Local Development Plan	The proposed second Local Development Plan reflects the intended delivery of a significant level of new housing development in the city. The consequences of this regarding changes which will be required to the existing educational infrastructure to accommodate this will be significant with there being an anticipated requirement for several new primary schools and significant extensions to existing secondary schools. The capital (and revenue) costs arising will be very significant. Whilst the assumption is that the capital costs will be fully funded by developers through section 75 contributions it remains unclear at this point in time how this will be achieved and whether or not there might be the requirement for any new capital expenditure to be identified on either a temporary or permanent basis. Due to the long lead time associated with delivering new accommodation the associated spend requirements may be out of alignment with when section 75 funding can be received resulting in a gap which would require to be funded by the Council. This return assumes no unfunded capital pressures would arise however until a clear strategy on this has been determined the risk of such pressures arising remains.	N	-	-	-	-	-	-				
Corporate Governance - Culture and Sport	1.	Meadowbank Sports Centre	Rebuild of sports centre	Y	9,165	9,165	-	-	-	18,330	Part funding through prudential framework of a total of £3.028m. Annual income/ saving stream to support this of £0.248m.	This estimated cost is based on option 1, net of the best estimate of capital receipt realisable as detailed in the report to Culture and Sport Committee on 17 Dec 2013.	1,500	30,003
Corporate Governance - Customer Services	2.	ICT - Digital Workstream Channel Shift	The Council currently receives over 2.5 million individual contacts directly from citizens every year. These cover almost all services the Council provides, and range from enquiries regarding Council Tax, to reporting a pothole in the road, to registering a pupil for a school trip. Over 90% of all these contacts are over the phone with the majority of the remaining 10% being face-to-face, and almost no contacts are undertaken on-line (digitally). When compared to digital, the cost of each transaction is 20 times higher per contact over the phone and 100 times more when face-to-face. Therefore not only is the Council not meeting the expectations of digitally active citizens but it is spending more in these areas than is required. The project plans to move a minimum of 40% of all contacts over the next 2 years, saving the Council £4m per annum, whilst improving the customer experience. In addition to these benefits the Council will gain a much better understanding of its citizens as individuals, allowing the Council to focus better its services on the needs and desires of the city.	Y	2,000	-	-	-	-	2,000		Additional investment of £3m (a total of £5m) could be funded using the Prudential Framework on a case by case basis. Funding for the additional investment of £3m would require to be met through revenue budget savings.	473 (Based on 5 year repayment period as ICT equipment)	2,364

Current unfunded capital priorities

Estimated spend profile over 2015-2020 CIP

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					2015/16 £000	2016/17 £000	2017/18 £000	2018/19 £000	2019/20 £000					
Corporate Governance - Culture and Sport	3.	Jack Kane Centre	Upgrading and refurbishment of sports centre	Y	1,500	1,500	-	-	-	3,000	Part funding through prudential framework may be possible through increased revenue from new 3G pitches and fitness facilities.	246	4,911	
Corporate Governance - Culture and Sport	4.	Refurbishment of Ross Bandstand	Capital redevelopment project to refurbish listed building in key city centre location, Princes Street Gardens, home for Hogmanay and Edinburgh Festival Fireworks concert, and enable additional use at other times of the year. Upgrade facilities, building fabric and seating.	Y	650	650	-	-	-	1,300	Part funding through prudential framework of a total of £0.25m. Annual income stream to support this of £0.3m over 20 years	106	2,128	
Corporate Governance - Culture and Sport	5.	Redevelopment of Museum of Childhood	The redevelopment is part of the modernisation programme for Museums and Galleries. The redevelopment of the Museum of Childhood will provide a more engaging and interactive experience for children and families; the re-display and re-interpretation of the collection and modernisation of all the facilities for visitors.	N	500	500	-	-	-	1,000	An application will be submitted to Heritage Lottery Fund for the modernisation of the Museum of Childhood.	82	1,637	
Health and Social Care	1.	7th new care home - Dumbrayden	A new 60-bedded care home to replace an older care home and to create additional capacity for 20 beds. A site has been identified at Dumbrayden. A capital receipt of between £5m and £6m is available to part fund. The balance would be funded from prudential borrowing. There is currently a shortage of care home places, with 90 people waiting in hospital for a care home bed.	Y	2,610	390	-	-	-	3,000		-	246	4,911
Health and Social Care	2.	8th new care home	New purpose built 60-bedded care home to replace 2 older care homes. There are currently 8 older remaining Council care homes which are no longer fit for purpose. The requirement to replace the older remaining care homes was agreed in the Older People's Accommodation Strategy for Older People. There is a high risk of needing to close older care homes if they are not replaced as they do not meet operational requirements or Care Inspectorate standards.	N	-	8,190	1,224	-	-	9,414		-	770	15,409
Health and Social Care	3.	9th new care home	New purpose built 60-bedded care home to replace 2 older care homes. There are currently 8 older remaining Council care homes which are no longer fit for purpose. The requirement to replace the older remaining care homes was agreed in the Older People's Accommodation Strategy for Older People. There is a high risk of needing to close older care homes if they are not replaced as they do not meet operational requirements or Care Inspectorate standards.	N	-	-	8,636	1,291	-	9,927		-	812	16,249
Services for Communities	1.	Asset Management Works	Asset Management Works - non-school estate	N	5,000	5,000	5,000	5,000	5,000	25,000	To address the historic backlog maintenance issues across the non-schools estate.	2,046	40,921	
Services for Communities	2.	Roads and footway investment	Additional capital investment in the City's roads and footways	N	2,000	2,000	2,000	4,800	2,000	12,800	To enhance the current programme of upgrade for the city's roads.	1,048	20,951	
Services for Communities	3.	LDP roads infrastructure funding gap	Potential funding gap associated with the delivery of roads infrastructure to support the development proposed in the Local Development Plan	N	-	1,000	1,000	1,500	1,500	5,000	In acknowledgment of potential developer contribution shortfalls in early years of development; potential reimbursement of funding in later years.	409	8,184	
Services for Communities	4.	Central Library	Refurbishment and renovation of central library	N	-	-	10,000	10,000	-	20,000	Long-term development proposal subject to discussions with the National Library.	1,637	32,737	

Current unfunded capital priorities

Estimated spend profile over 2015-2020 CIP

Service	Priority	Capital Project	Brief description of project	Prudential borrowing supported by service suitability (Y/N)	Estimated spend profile over 2015-2020 CIP					Total estimated cost £000	Annual revenue income or savings streams identified if potential to fund through prudential framework supported by service £000	Comment	Estimated Annual Loan Charges, (20 year repayment) £000	Estimated Total Loan Charges £000
					2015/16 £000	2016/17 £000	2017/18 £000	2018/19 £000	2019/20 £000					
Services for Communities	5.	Saughton Park	Restoration of historic gardens and park.	N	860	-	-	-	-	860		70	1,408	
TOTAL ALL PROJECTS					36,487	41,000	41,542	30,851	37,150	187,030				