

## Section 7 – Capital Strategy

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## 1: Introduction

This Capital Strategy describes how the Council's investment of capital resources in the medium term will optimise the ability of the authority to achieve its overriding vision and priorities. It represents an essential element of the Council's overall Business Plan and is reviewed and updated each year as part of the Business Planning Process.

The Strategy sets out the approach of the Council towards capital investment over the next ten years and provides a structure through which the resources of the Council, and those matched with key partners, are allocated to help meet the priorities outlined within the Council's Strategic Framework. It is also closely related to, and informed by, the Cambridgeshire Public Sector Asset Management Strategy. It is concerned with all aspects of the Council's capital expenditure programme: planning; prioritisation; management; and funding.

## 2: Vision and priorities

The Council achieves its vision of *"Making Cambridgeshire a great place to call home"* through delivery of its Business Plan. To assist in delivering the Plan the Council needs to provide, maintain and update long term assets (often referred to as 'fixed assets'), which are defined as those that have an economic life of more than one year.

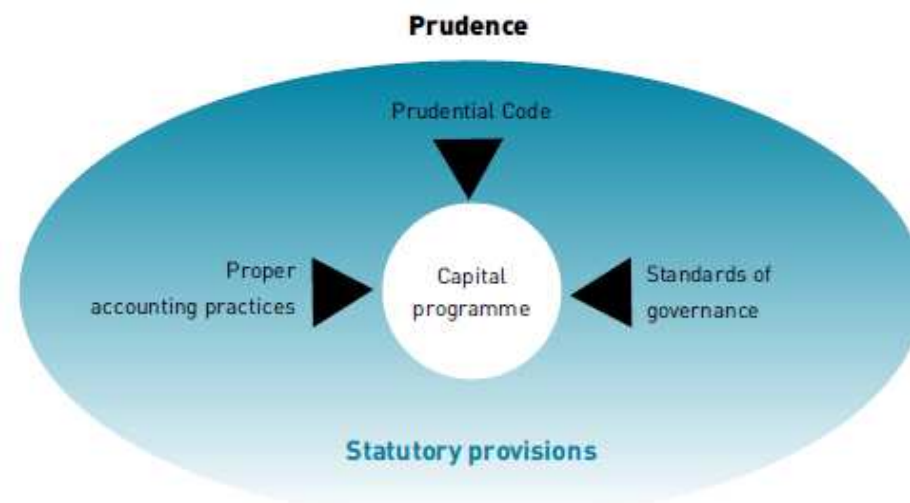
Expenditure on these long term assets is categorised as capital expenditure, and is detailed within the Capital Programme for the Authority. Fixed assets are shaped by the

way the Council wants to deliver its services in the long term and they create future financial revenue commitments, through capital financing and ongoing revenue costs.

## 3: Operating framework

Local Government capital finance is governed and operates under the Prudential Framework in England, Wales and Scotland. The Prudential Framework is an umbrella term for a number of statutory provisions and professional requirements that allow authorities largely to determine their own plans for capital investment, subject to an authority following due process in agreeing these plans and being able to provide assurance that they are prudent and affordable.

The framework is based on the following foundations:



#### 4: Capital Expenditure

Capital expenditure, in accordance with proper practice (as defined by CIPFA's Code of Practice on Local Authority Accounting in the United Kingdom 2013-14) results in the acquisition, creation or enhancement of fixed assets with a long term value to the Council. If expenditure falls outside of this scope<sup>1</sup>, it will instead be charged to revenue during the year that the expenditure is incurred. It is therefore crucial that expenditure is analysed against this definition before being included within the Capital Programme to avoid unexpected revenue charges within the year. A guide to what can and cannot be included within the definition of capital expenditure is provided in Appendix 1.

The Council applies a self-determined de minimus limit of £20,000 for capital expenditure. Expenditure below this limit should be expensed to revenue in the year that it is incurred. However, as the de minimus is self-imposed, the Code does allow for it to be overridden if the authority wishes to do so.

All capital expenditure should be undertaken in accordance with the financial regulations; the Scheme of Financial Management, the Scheme of Delegation included within the Council's Constitution and the Contract Procedure Rules.

<sup>1</sup> In addition, expenditure can be classified as capital in the unlikely scenario that:

- It meets one of the definitions specified in regulations made under the 2003 Local Government Act;
- The Secretary of State makes a direction that the expenditure can be treated as capital expenditure.

#### 5: Capital funding

Capital expenditure is financed using a combination of the following funding sources:

Earmarked Funding	Central Government and external grants
	Section 106 (S106), Community Infrastructure Levy (CIL) and external contributions
	Private Finance Initiative (PFI) / Public Private Partnerships (PPP)
Discretionary Funding	Central Government and external grants
	Prudential borrowing
	Capital receipts
	Revenue funding

Explanation of, and further detail on these funding sources is provided in Appendix 2.

The Council will only look to borrow money to fund a scheme either to allow for cashflow issues for schemes that will generate payback (via either savings or income generation), or if all other sources of funding have been exhausted. Therefore in order to facilitate this, the Council will re-invest 100% of all capital receipts received (after funding costs of disposal up to the allowable limit of 4% of receipt) back into the Capital Programme.

## 6: External environment

The Council uses a mixture of funding sources to finance its Capital Programme. The general downturn in the housing and property market in recent years has meant that development, whilst showing signs of recovery, has remained slow and land values have not yet recovered to pre-credit crunch levels. Over the last few years this has negatively affected the ability of the Council to fund capital investment through the sale of surplus land and buildings, or from contributions by developers. However, recent indications are that the market is showing signs of recovery, particularly in Cambridge and south Cambridgeshire, which could lead to increased viability of development schemes and therefore developer contributions.

Developer contributions will be further impacted in future years by the introduction of Community Infrastructure Levies (CIL). CIL works by levying a charge per net additional floorspace created on all small-scale developments, instead of requiring developers to pay specific contributions towards individual projects as per the current developer contribution process (Section 106, which is set to continue for large developments). This complicates the ability of the Council to fund the necessary infrastructure requirements created by new development due to the changes in process and the involvement of the city and district councils who have exclusive legal responsibility for determining expenditure. The Council also expects that a much lower proportion of the cost of infrastructure requirements will be met by CIL contributions.

East Cambridgeshire District Council is currently the only district within Cambridgeshire to have adopted CIL – Cambridge City Council and South Cambridgeshire were due to implement in April 2014 but this is now more likely to be April 2015. In addition, from 2015 it will not be possible to pool more than five developer contributions together on any one scheme, further reducing funding flexibility.

Central Government and external capital grants have also been heavily impacted during the last few years, as the Government has strived to deliver its programme of austerity. However, as part of the 2014-15 Business Plan it was anticipated that overall capital grant reductions would plateau from 2015-16, in line with the policy of capital investment to aid the economic recovery.

Alongside the Local Government Finance Settlement 2014-15, the Minister of State for Schools announced capital funding to provide for the increasing numbers of school-aged children to enable authorities to make sure that there are enough school places for every child who needs one. He also announced that longer-term capital allocations would be made in order to aid planning for school places. However, the new methodology used to distribute funding for additional school places did not reflect this commitment as although Cambridgeshire's provisional allocation for 2014-15 was as anticipated, the allocation of £4.4m across the period 2015-16 to 2016-17 was £30m less than the Council had estimated to receive for those years according to our need. Almost all of this loss relates to funding for demographic pressures and new communities i.e. infrastructure that we have a statutory responsibility to provide and therefore have limited flexibility in

reducing costs for these schemes. Given the growth the County is facing, it is difficult to understand these allocations and as such, the Council has been lobbying the Department for Education (DfE) for a fairer funding settlement that is more closely in line with the DfE's commitment to enable the Council to provide all of the new places required in the County.

The mechanism of providing capital funding is also set to change significantly in some areas. In order to drive forward economic growth, Central Government announced last year that it would top-slice numerous existing grants, including transport funding, education funding and revenue funding such as the New Homes Bonus, in order to create a £2 billion Single Local Growth Fund (SLGF) which Local Enterprise Partnerships (LEPs) can bid for. Although the Greater Cambridge / Greater Peterborough LEP is currently developing a funding bid from the SLGF, the Council is expecting its own transport allocations to be significantly reduced from 2015-16 onwards as part of the top-slice. Therefore, receiving any increase in (or even a consistent level of) funding for major transport schemes is dependent on the success of the SLGF bid.

At the same time as external funding is reducing, the County's population continues to grow. This places additional strain on our infrastructure through higher levels of road maintenance, increased pressure on the transport network, a rise in the demand for school places, a shortage of homes and additional need for libraries, children's centres and community hubs.

However, in March, as part of the Budget 2014, Central Government announced their agreement for a Greater Cambridge City Deal which will deliver a step change in investment capability; a higher rate of growth in jobs and homes with benefits for the whole County and the wider LEP area. The agreement will provide a grant of up to £500million for new transport schemes, however, only £100million of funding is initially guaranteed with the remaining funding dependent on the achievement of certain triggers.

Despite this deal, as with the revenue position, the external operating environment poses a significant challenge to the Council as it determines how to invest in order to meet its vision and priorities, whilst facing reduced levels of funding in several areas but increasing demands on its infrastructure.

## **7: Working in partnership**

The Council is committed to working with partners in the development of the County and the services within it. There are various mechanisms in place that provide opportunities to enhance the investment potential of the Council with support and contributions from other third parties and local strategic partners.

The Making Assets Count (MAC) programme is one of the key partnerships in relation to the overarching Capital Strategy, and allows partners, including the district councils and the Fire and Rescue Service, to effectively collaborate on strategic asset management and rationalise the combined operational property estate within the County.

The Local Transport Plan is a key document and is produced in partnership with the city and district councils. There has been a strong working relationship for many years in this area, which has succeeded in bringing together the planning and transport responsibilities of these authorities to ensure an integrated approach to the challenges facing the County.

The Council continues to work with partners and stakeholders to secure commitment to delivery, as well as funding contributions for infrastructure improvements, in order to support continued economic prosperity. For example, the Council has been working with the Greater Cambridge / Greater Peterborough Local Enterprise Partnership (LEP) plus the New Anglia LEP and the South East Midlands LEP, as well as neighbouring local authorities, the city and district councils and the Department for Transport to agree a funding package for improvements to the A14 between Cambridge and Huntingdon. The Council will continue with this approach where infrastructure improvements are shown to have widespread benefits to our partners.

The Greater Cambridge / Greater Peterborough Local Enterprise Partnership (LEP), is becoming a key mechanism for distributing Central Government and European funding in order to drive forward and deliver sustainable economic growth, through infrastructure, skills development, enterprise and housing. The LEP strives to do this in partnership with local businesses, education providers and the third sector, as well as the public sector including the Council. The LEP has recently been developing a Strategic Economic Plan in order to bid for a share of the £2 billion Single Local Growth Fund (SLGF).

The Council has worked closely with Cambridge City Council, South Cambridgeshire District Council, Cambridge University and the LEP to negotiate the City Deal with Central Government. This will result in a changed set of governance arrangements for Greater Cambridge, allowing the County, Cambridge City Council and South Cambridgeshire District Council to pool funding and powers; initially through a Joint Committee with the intention of moving to a Combined Authority should legislation be changed to allow for this. This will help to deliver a more joined-up and efficient approach to the key economic issues facing this rapidly-growing city region.

Due to the introduction of the Community Infrastructure Levy (CIL) on all but large scale developments, the Council will also be working more closely with the city and district councils on the creation of the new infrastructure needed as a result of development. CIL is at the discretion of the Local Planning Authority i.e. the city and district councils, who are responsible for setting the levy and have the final decision on how the funds are spent. However as the County Council has responsibility for the provision of much of the infrastructure resulting from development, it is imperative that it is involved in the CIL governance arrangements of the city and district councils, and that it works closely with these authorities to ensure that it is able to influence investment decisions that affect the Council's services.

Examples of specific capital schemes currently being delivered in partnership include;

- Rolling out and exploiting better broadband infrastructure across the County; with Peterborough City Council, the

district councils, the Local Enterprise Partnership, local businesses and the universities;

- Building the Cambridge Science Park Station; working with Central Government and Network Rail; and
- MAC projects, including delivery of a Joint Operations Centre for public sector partners in the south of Cambridgeshire (co-locating highway, ground and housing maintenance, fleet servicing and vehicle storage operations services), and creation of a public property partnership (joint venture) to deliver property-related benefits in key market towns, including public services, housing, retail and regeneration. Both these projects will be delivered in conjunction with the MAC partners.

## 8: Asset management

The Council's Capital Strategy inevitably has strong links to the Council's Asset Management Strategy, which provides detail on the framework for operational asset management; this includes defining the principles which guide asset management, its role in supporting service delivery, why property is retained, together with the policies, procedure and working arrangements relating to property assets.

The 2011-2021 Cambridgeshire Public Sector Asset Management Strategy, led by the Making Assets Count Programme, is an innovative and sector-leading document that considers the combined property portfolio of the public sector in Cambridgeshire as a single strategic resource for service delivery.

The Strategy allows partners to effectively collaborate on strategic asset management and rationalise the combined operational property estate. It ensures that property assets and resources are used efficiently and effectively to support the delivery of services to all communities across Cambridgeshire.

The aim of the Strategy is that delivery of the Asset Management Action Plan, through pooling of assets across the public sector in Cambridgeshire, will contribute towards:

- Reducing costs
- Co-locating front and/or back-office services
- Reducing carbon emissions
- Increasing returns on capital
- Opening up investment opportunities
- Improving service delivery to communities
- Taking advantage of lease breaks
- Selling poor quality and surplus estate
- Producing regenerative town centre schemes
- Ensuring opportunities are not lost to the public sector by unilateral decision making by partners

The Capital Strategy also has strong links with the Council's Local Transport Plan (LTP), adopted in March 2011 and covering the period 2011-2026. The Plan sets out the existing and future transport issues for the County, and how the Council will seek to address them.

The LTP demonstrates how the Council's policies and plans for transport contribute towards the vision of the Council, whilst setting a policy framework to ensure that planned,



large-scale development can take place in the County in a sustainable way, as well as enabling the Council to take advantage of opportunities that may occur to bring in additional or alternative funding and resources.

The Plan highlights the following eight challenges for transport, as well as the strategy for addressing them:

- Improving the reliability of journey times by managing demand for road space, where appropriate and maximising the capacity and efficiency of the existing network
- Reducing the length of the commute and the need to travel by private car
- Making sustainable modes of transport a viable and attractive alternative to the private car
- Future-proofing the Council's maintenance strategy and new transport infrastructure to cope with the effects of climate change
- Ensuring people – especially those at risk of social exclusion – can access the services they need within reasonable time, cost and effort wherever they live in the County
- Addressing the main causes of road accidents in Cambridgeshire
- Protecting and enhancing the natural environment by minimising the environmental impact of transport
- Influencing national and local decisions on land-use and transport planning that impact on routes through Cambridgeshire

## **9: Meeting statutory obligations to provide school places**

The majority of the schools' Capital Programme, which makes up a significant proportion of the Council's total Capital Programme, is generated in direct response to the statutory requirement to provide sufficient school places to meet demand. There is therefore a limit to the amount of flexibility that can be used to curtail, or reduce the costs for these schemes.

The Education Organisation Plan is refreshed every year and sets out the What, How and Why in relation to planning and delivering the additional school capacity required to meet current and forecast need, including information on how the schools' Programme is prioritised.

Although the geographical areas where places are required is driven by the populations of those areas, the Council still has an element of choice or influence over how it develops its Programme to meet those needs as follows:

### **• General costs of construction**

The Council seeks to minimise construction costs on all projects and builds to the latest Government area guidelines that set out accommodation schedules. The Council's contractor framework seeks best value for money and mini competition between framework partners helps to ensure this.

### **• Quality of build**

In general, the Council aims to build at mid-point in terms of quality.



- **Future proofing**

The Council aims to build in the most efficient manner possible in order to minimise financial risk and also to avoid future disruption to schools. In some cases building a school or extension in phases may be the best option; in other situations where it is possible that the need for places will come forward, it may be more cost effective overall to build in one phase (even if this costs more in the short term). Early during the review process for each scheme, a recommendation is made as to the most suitable solution; however the Council also tries to be flexible if circumstances change.

- **Temporary accommodation**

The Council uses temporary 'classroom' accommodation when it is felt that this provides a suitable short-term solution in addressing a need. Such cases include meeting a temporary bulge in population, filling a gap prior to completion of a permanent solution or in an emergency.

- **Home to School Transport**

If the Council has capacity in locations different to existing need, it has the option of using Home to School Transport (funded by revenue) to transport children to schools in a different area. The Council tries to minimise the use of this, as it is often an expensive solution. It is also not ideal to require children to travel longer distances to school and is not a sustainable option in the longer-term.

- **Location (within the geographical area of need)**

In many cases there may be a choice available between two or more schools in order to deliver the additional places for a

certain geographical area of need. In these circumstances, a full appraisal is carried out, taking into consideration costs, the opinion and endorsement of the schools, the child forecasts, and the premise and site constraints.

- **Type – extension or new build**

The type will be dependent on a full appraisal of the situation.

- **Planning stipulations**

National and local planning policies and high aspirations of local members, planners and schools – especially Academy Trusts – to provide a higher specification than is statutorily required can cause costs to increase. Cambridge City Council and South Cambridgeshire District Council also require public art which can add an additional cost of up to 1% of the construction budget. All new schools also have to go through the Design Quality Panel, which adds an additional step into the planning process and extends the design phase, which has to be funded by the project. Finally, some of the requirements of a S106 can have an impact on the levels of external funding available – for example, an increased requirement for affordable housing will reduce the amount available to fund education schemes for a development.

## **10: Development of the Capital Programme**

The Council operates a five year rolling revenue budget, and a ten year rolling capital programme (increased from five years as part of the 2014-15 Business Plan). The very nature of capital planning necessitates alteration and refinement to proposals and funding during the planning period; therefore whilst the early years of the Business Plan provide robust,

detailed estimates of schemes, the later years only provide indicative forecasts of the likely infrastructure needs and revenue streams for the Council.

The process of developing the Programme during each planning cycle has varied over the last few years, influenced by the external environment and the Strategic Framework priorities of the period. As part of the 2014-15 planning process, the Council implemented a structured framework within which to develop the Capital Programme, which is not influenced by these factors (but instead allows them to be taken into account during development of the Programme).

New schemes for inclusion in the Programme are developed by the Service (in conjunction with Finance) in line with the priorities of the Strategic Framework. As stated in the financial regulations, any new capital scheme costing more than £160,000 is appraised as to its financial, human resources, property and economic consequences. The justification and impacts, as well as the expenditure and funding details of these schemes are specified in a Capital Investment Proposal (see pro forma in Appendix 3) which functions as a high level Business Case. At the same time, all schemes from previous planning periods are reviewed and updated as required.

All schemes, whether existing or new, are scrutinised and challenged where appropriate by officers to verify the underlying costs and/or establish whether alternatives methods of delivery have been investigated in order to meet the relevant needs and priorities of the Council.

An Investment Appraisal of each capital scheme (excluding schemes with 100% ring-fenced funding) is undertaken/revised as part of the Investment Proposal, which allows the scheme to be scored against a weighted set of criteria such as strategic fit, business continuity, joint working, investment payback and resource use (see Appendix 4 for specific details of the criteria). This process allows schemes within and across all Services to be ranked and prioritised against each other, in light of the finite resources available to fund the overall Programme and in order to ensure the schemes included within the Programme are aligned to assist the Council with achieving its priorities.

Service Committees review the prioritisation analysis and officers undertake any reworking and/or rephrasing of schemes as required to ensure the most efficient and effective use of resources deployed. The Capital Programme is subsequently agreed by General Purposes Committee (GPC), who recommends it to Full Council as part of the overarching Business Plan.

A summary of the Capital Programme can be found in the Budget Strategy section of the Business Plan, with further detail provided by each Service within their individual finance tables (Section 4).

## **11: Revenue implications**

All capital schemes have a potential two-fold impact on the revenue position, due to:

- the cost of borrowing through interest payments and repayment of principal (called Minimum Revenue Provision), or through the loss of investment income; and
- the ongoing revenue costs of the scheme (such as staff salaries, utility bills, maintenance, administrative costs etc.), or revenue benefits (such as savings or additional income).

To ensure that available resources are allocated optimally, capital programme planning is determined in parallel with the revenue budget planning process. Both the borrowing costs and ongoing revenue costs/savings of a scheme are taken into account as part of the Investment Appraisal of a scheme, and therefore the prioritisation process.

In addition, the Council is required by CIPFA's Prudential Code for Capital Finance in Local Authorities 2011 to ensure that it undertakes borrowing in an affordable and sustainable manner. In order to ensure that it achieves this, at the start of each Business Planning Process, GPC will recommend a limit on the annual financing costs of borrowing (debt charges) over the life of the Plan. This in turn can be translated into a cap on the level of borrowing included within the Capital Programme (this cap excludes ultimately self-funded schemes). Due to the complex nature of the debt charges calculations, it is anticipated that the level of debt charges will fluctuate around the set level, but it is expected to be stable in the longer term.

The recommended limit on debt charges and the corresponding cap on borrowing are reviewed each year by GPC to ensure that changing factors such as the level of

interest rates, or the external funding environment are taken into account when setting both.

In order to afford a degree of flexibility from year to year, changes to the phasing of the borrowing limits is allowed within any three-year block, so long as the recommended aggregate limit remains unchanged. Blocks refer to specific three-year periods, starting from 2015-16, rather than rolling three-year periods.

Once the Service Committees have refined their programmes, if the amalgamated level of borrowing and thus debt charges breaches the recommended limit, GPC will ask the Service Committees to either re-work schemes in order to reduce borrowing levels, or limit the number of schemes included within their programmes according to the ranking of schemes within the prioritisation analysis.

Due to the Council's strategic role in stimulating economic growth across the County through infrastructure investment, any capital proposals that are able to reliably demonstrate revenue income / savings at least equal to the debt charges generated by the scheme's borrowing requirement are excluded from contributing towards the recommended borrowing limit. These schemes are called Invest to Save or Invest to Earn schemes and will be self-funded in the medium term.

However, there will still be a revenue cost to these schemes, as with all other schemes funded by borrowing. Therefore, GPC will still need to review the timing of the repayments, in conjunction with the overall total level of debt charges to

determine affordability of the Capital Programme, before recommending the Business Plan to Full Council.

Invest to Save and Invest to Earn schemes are expected to fund any revenue pressures, including borrowing costs, over the life of the asset. However any additional savings or income generated in addition to this repayment will be retained by the respective Service and will contribute towards their revenue savings targets.

## **12: Managing the Capital Programme**

The Capital Programme is monitored in year through monthly reporting, incorporated into the Integrated Resources and Performance Report. Services monitor their programmes using their monthly Finance and Performance reports, which are reviewed by the Service Committees. These feed into the Integrated Report which is submitted to the Strategic Management Team, then is subsequently reviewed by GPC. The report identifies changes to the Capital Programme to reflect and seek approval for;

- new / updated resource allocations;
- slippage or brought forward programme delivery;
- increase / reduction in overall scheme costs; and
- virements between schemes to maximise delivery against the priorities of the Council.

It is inevitable that new demands and pressures will be identified by the Council on an ongoing basis, however as far as is possible addressing these requirements is undertaken as part of the next Business Planning Process, in line with Regulation 6.4 of the Scheme of Financial Management.

Therefore, all new capital schemes should be approved via the Business Plan unless there is an urgent need to seek approval that cannot wait until the next planning process (i.e. because the scheme is required to start within the current financial year, or the following financial year if it is too late to be included within the current Business Plan).

As with the Business Planning Process, any new schemes costing more than £160,000 will be appraised as to the financial, human resources, property and economic consequences before detailed estimate provision is made. The appraisal will be prepared in consultation with, and with the agreement of, the Chief Finance Officer. The report will be taken to the Strategic Management Team by the relevant Director and the Chief Finance Officer, before any request for a supplementary estimate is put to GPC.

New demands and pressures and changes to estimated costs and funding for ongoing schemes will also potentially result in the need for virements between schemes. All virements should be carried out in line with the limits set in the Finance Management Arrangements for Services, up to the upper limit of £250,000 by the Chief Finance Officer. Anything above this limit will be dealt with in line with the process for new schemes, and will be taken to GPC for approval as part of the monthly Integrated Resources and Performance Report.

Any over spends, whether in year or in relation to the whole scheme, once approved will be funded using applicable external sources and internal, non-borrowing sources first, before using borrowing as a last resort.

### 13: Summary of the 2014-15 Capital Programme

Major new investments underway, or planned include:

- Major road maintenance (£90m)
- Ely Crossing (£31m)
- Cambridge Science Park Station (£30m)
- Rolling out superfast broadband (£30m)
- A14 Upgrade (£25m)
- Housing provision (£18m)
- Northstowe (£15m)
- King's Dyke Crossing (£14m)
- Development of Archives Centre premises (£12m)
- Renewable Energy (£10m)
- Providing for demographic pressures regarding new schools and children's centres (£560m – over ten years)

The 2014-15 ten year Programme worth £988m is currently estimated to be funded through £586 million of external grants and contributions, £63 million of capital receipts and £308 million of borrowing. There is a funding shortfall included for 2015-16 and 2016-17 of £30m (reduced from £32m due to carrying forward some grant from 2014-15) as a result of the provisional Basic Need allocation, which is currently being challenged. The related revenue budget to fund capital borrowing is forecast to spend £35 million in 2014-15, increasing to £46 million by 2018-19.

The Capital Programme includes the following Invest to Save / Invest to Earn schemes:

Scheme	Total Investment (£m)	Total Net Return (£m)
Housing provision (primarily for rent) on CCC portfolio	17.5	16.4
Renewable Energy	10.2	10.2
MAC Public Property Partnership & Market Towns Project	7.0	9.4
Central Library	0.3	4.3
Disposal / Relocation of Huntingdon Highways Depot	1.6	3.6
Street Lighting – Central Management System	1.5	1.7
Solar PV	0.3	0.3
MAC Joint Operations Centre	3.2	0*
County Farms Investment	5.0	0*

\*Schemes expected to break-even, however additional returns are not yet quantifiable.

## Appendix 1: Allowable capital expenditure

Financial regulations proscribe certain costs from being capitalised, in particular administrative and other general overheads, together with employee costs not related to the specific asset (such as configuration and selection activities). Authorities are also required to write off any abnormal costs that arose from inefficiencies (such as design faults, theft of materials etc).

The following table provides some examples of what can and cannot be capitalised. The examples should be regarded as illustrative rather than definitive – interpretation of accounting rules requires some subjective judgement that will be affected by the specific circumstances of each project.

Item of expenditure	Capital or Revenue?	
Feasibility studies	<b>Revenue</b>	Until a specific solution has been decided upon, costs cannot be directly attributable to bringing an asset into working condition. This includes all costs incurred whilst deliberating on any issues, scoping potential solutions, choosing between solutions and assessing whether resources will be available to finance a project. However, feasibility studies can be capitalised if they occur after a decision has been made to go ahead with a particular option i.e. if they are directly attributable in bringing an asset closer to a working (or enhanced) condition.
Demolition of an existing building	<b>Capital</b>	Demolition would usually be an act of destruction that would be charged to revenue; however if the costs incurred are necessary in preparing a site for a new scheme, it can be argued that they are an integral part of the new works.
Costs of buying out sitting tenants of existing building	<b>Capital</b>	Similar to demolition costs, this would help prepare a site in its existing condition for the new works.
Initial delivery and handling costs	<b>Capital</b>	Required to bring the asset closer into working condition.
Costs of renting alternative accommodation for staff during building works	<b>Revenue</b>	All costs incurred in carrying out the regular business of the authority whilst construction is underway make no direct contribution to the value of the asset.
Site security during construction	<b>Revenue</b>	Although this activity protects the investment during construction, it does not enhance it.
Installation and assembly costs	<b>Capital</b>	Required to bring the asset closer into working condition.
Testing whether the asset is functioning properly	<b>Capital</b>	Required to bring the asset closer into working condition.

Rectification of design faults	<b>Capital</b>	Required to bring the asset closer into working condition. However, the previous expenditure incurred on the defective work would need to be written off to revenue.
Liquidated Damages	<b>Revenue</b>	Paying out damages as compensation for breaching a contract does not enhance the value of the asset.
Furniture and fittings	<b>Capital – but often revenue for CCC</b>	Items required to bring an asset into working condition are often capitalised as part of the overall cost of the scheme, even if such items fall below the de minimus limit of the authority. However, the Council's policy is to not capitalise equipment, therefore if the purchase is outside of an overarching property scheme, then the costs will be revenue. The downside of capitalisation is that it will not be possible to justify future replacement of furniture and fittings as being capital.
Training and familiarisation of staff	<b>Revenue</b>	The asset will be regarded as being in working condition, irrespective of whether anyone in the authority can use it.
Professional fees	<b>Capital</b>	But only to the extent that the service provided makes a contribution to the physical fabric of the new construction (e.g. architecture design) or the work required to bring the property into working condition for its intended use (e.g. legal advice in preparation of building contracts).
Finance and Internal Audit staff costs	<b>Revenue</b>	These costs are generally incurred for governance reasons, rather than enhancing the value of the asset.



## Appendix 2: Sources of capital funding

### Central Government and external grants

Grant funding is one of the largest sources of financing for the capital programme. The majority of grants are awarded by Central Government departments including the Department for Education (DfE) and the Department for Transport (DfT). In addition, the Council receives grants from various external bodies, including lottery funded organisations. Grants can be specific to a scheme or have conditions attached, including time and criteria restrictions.

### Capital receipts

The sale of surplus or poor quality capital assets as determined by the Asset Management Strategy generates capital receipts, which are reinvested in full in order to assist with financing the capital programme.

### Section 106 (S106), Community Infrastructure Levy (CIL) and external contributions

S106 contributions are provided by developers towards the provision of public infrastructure (normally highways and education) required as a result of development. Capital schemes undertaken in new development areas are currently either completely or mostly funded by the S106 agreement negotiated with developers. The Community Infrastructure Levy (CIL) is a new levy that local authorities can choose to charge on new developments in their area that will replace a large proportion of S106 agreements once it comes into force. Other external contributions are made by a variety of organisations such as district councils, often contributing towards jointly funded schemes.

### Private finance initiative (PFI) / Public private partnerships (PPP)

The Council makes use of additional government support through PFI and PPP and has dedicated resource to manage schemes that are funded via this source. Previous schemes that have been funded this way include Waste, Street Lighting and Schools. The Coalition Government has announced that this form of capital finance will be redesigned to provide improved value for money.

### Borrowing (known as prudential borrowing)

The Council can determine the level of its borrowing for capital financing purposes, based upon its own views regarding the affordability, prudence and sustainability of that borrowing, in line with the CIPFA Prudential Code for Capital Finance. Borrowing levels for the capital programme are therefore constrained by this assessment and by the availability of the revenue budget to meet the cost of this borrowing, considered in the context of the overall revenue budget deliberations. Further information is contained within the Treasury Management Strategy Statement (Section 8 of the Business Plan).

### Revenue Funding

The Council can use revenue resources to fund capital projects on a direct basis. However, given the general pressures on the revenue budget of the Council, it is unlikely that the Council will often choose to undertake this method of funding.

**Appendix 3: Investment Proposal (abbreviated)**

<b>Reference</b>	
<b>Title</b>	
<b>Proposal Description</b>	
<b>Active/Rejected Proposal</b>	Active Rejected
<b>Planning Cycle</b>	2012-13 2013-14 2014-15 2015-16
<b>Responsible Officer</b>	
<b>Lead Portfolio Holder</b>	
<b>Service Area</b>	CFA DSG ETE CS Financing Debt Charges LGSS Public Health
<b>Status</b>	New Existing Modified
<b>Budget Type</b>	Revenue Capital
<b>Proposal Type</b>	Technical Finance Adjustment Inflation Demography and Demand Pressures Investments Savings

	Fees, Charges & Ring-Fenced Grants Funding
<b>Justification</b>	
<b>Supporting Information Link</b>	
<b>Supporting Information Link 2</b>	
<b>Internal Impact</b>	
<b>External Impact</b>	
<b>:: FINANCE SECTION ::</b>	
<b>Capital Scheme Category</b>	CFA – Primary – New Communities CFA – Primary – Demographic Pressures CFA – Primary – Adaptions CFA – Secondary – New Communities CFA – Secondary – Demographic Pressures CFA – Secondary – Adaptions CFA – Building Schools for the Future CFA – Devolved Formula Capital CFA – Condition, Maintenance & Suitability CFA – Site Acquisition &

	Development CFA – Temporary Accommodation CFA – Short Breaks for Disabled Children & Social Care Minor Works CFA – Youth Service CFA – Children Support Services CFA – Adults Social Care CS – Corporate Services CS – Effective Property Asset Management CS – Other Managed ETE – Integrated Transport ETE – Operating the Network ETE – Infrastructure Management & Operations ETE – Strategy & Development ETE – Other Schemes ETE – Libraries, Archives & Information LGSS – LGSS Operational
<b>Capital Scheme Start Year</b>	Committed Ongoing 2015-16 2016-17 2017-18 2018-19 2019-20 2020-21 2021-22 2022-23 2023-24 2024-25
<b>Capital Investment Appraisal Score</b>	
<b>Capital Investment Appraisal Link</b>	
<b>Capital Timing Flexibility</b>	

<b>15-16 Capital Investment</b>	
<b>16-17 Capital Investment</b>	
<b>17-18 Capital Investment</b>	
<b>18-19 Capital Investment</b>	
<b>19-20 Capital Investment</b>	
<b>20-21 Capital Investment</b>	
<b>21-22 Capital Investment</b>	
<b>23-24 Capital Investment</b>	
<b>24-25 Capital Investment</b>	
<b>Later Years Capital Investment</b>	
<b>Link to Capital Funding Template</b>	
<b>Link to Revenue Proposal</b>	

## Appendix 4: Capital Investment Appraisal - DRAFT

## Capital Investment Appraisal

Scheme Reference:	C/C.1.005
Scheme Title:	Housing provision (primarily for rent) on CCC portfolio
Service Area:	Corporate and Managed Services
Capital Scheme Category:	CS - Effective Property Asset Management
Responsible Officer:	Stephen Conrad

The 100 available points have been allocated to the criteria below in an attempt to "weight" them in terms of their relative priority to the Council

Criteria	Explanation	Weighting	Scoring (points in brackets)	Score	Justification
<b>Strategic:</b>					
<b>1. Meets Strategic Framework Priorities</b>	Based on the number of Strategic Framework Themes that the project meets	16	Number of themes addressed: (2) points per theme up to a maximum of (16)	<b>16</b>	n/a
<b>2. Bold Economic Investment</b>	A Bold Economic Investment is a major scheme of importance in Cambridge and Cambridgeshire, particularly in respect to economic growth	15	No (0); Yes (15)	<b>15</b>	Cambridge and much of the surrounding area is one of the most prosperous regions in the country leading to unaffordable housing costs and higher returns for investors. Through the delivery of this affordable housing project the County not only ensures that affordable housing is delivered in a timely manner but that it also taps into a long-term attractive revenue stream with the potential for further capital receipts through the disposal of the balance of shared equity housing.

**Risk Management / Continuity of Service:**

<b>3. Complies with Asset Management Strategy</b>	Projects in accordance with the KEY asset management principles detailed in the Cambridgeshire Public Sector Asset Management Strategy adopted by CCC Cabinet 25 October 2011	5	No (0); Yes (5)	5	n/a
<b>4. Urgency of investment in order to meet statutory obligations (e.g. Accessibility, Health &amp; Safety, Education Act, NHS and Community Care Act, etc.)</b>	Projects that will help to meet and address a statutory obligation, including Health and Safety and emergency repairs	15	No (0); Yes (15)	0	0
<b>5. Mitigating current / avoiding future business interruption, including service delivery</b>	Based on the level of risk from failure to implement the project and mitigate current business / service interruption or risk of future interruption	10	Risk Assessed as: Red (10); Yellow/Brown (5); Green (0)	0	It is anticipated that the authority would be successful in gaining allocation of land for housing in two or more of the districts local plans.

**Promotes Partnership / Joint Working:**

<b>6. External, cross-cutting partnership benefits - with public, private or voluntary sector</b>	Projects to be carried out in partnership with other agencies or departments	5	No (0); Yes (5)	5	SCDC providing housing management
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## Financial:

<b>7. Generates Capital Receipts</b>	Based on the level of capital receipts expected to be generated by the project	7	Expected receipt: <£100k (0); £100k - £1m (3); >£1m (7)	7	Substantial capital receipts will be generated by this project in two ways by increasing the value of the residual residential land which will be free from the requirements to deliver a percentage of affordable housing as this is being delivered directly by the authority on the retained land it is developing its self. In high value areas like Cambridge city it could be seen as attractive for the authority to build the private sector housing (to rent) as well to maximise the returns while providing high-quality rental housing stock.
<b>8. Value for money - produces revenue savings / generates revenue income</b>	Where investment in the project qualifies as an Invest to Save or Invest to Earn Initiative, a measure of the estimated revenue savings / income generation	15	Net annual savings or income as % of total capital cost: <1% (0) 1% - 5% (5); 6% - 10% (10); >10% (15)	15	A long term revenue stream will be created through the development of affordable houses to rent, shared equity property, and specialist housing. Assumption by Finance dept is that the cost of the additional member of staff would be covered by EPAM revenue budget. This scheme is funded by capital receipts - generates £21m so benefit of £3.5m excess receipt has been incorporated as a reduction in debt charges pressure.
<b>9. Is part or fully funded from either externally generated resources (e.g. grants) or capital receipts from disposals</b>	Based on the proportion of funding for the project from non-borrowing sources	12	Percentage of capital cost funded by non-borrowing: <5% (0); 5 - 79% Proportional; 80% + (12)	12	It is anticipated that after all the costs of this project have been recovered the authority will be left with capital receipts from shared equity receipts/disposals. As well as the substantial revenue stream the council will benefit from the increasing capital value in its housing stock (Which could be liquidated if required.)
<b>Total</b>		<b>100</b>		<b>75</b>	