

Business and Financial Plan 2024-2029

To: Highways & Transport Committee

Meeting Date: 23 January 2024

From: Executive Director of Place & Sustainability
Executive Director for Finance and Resources

Electoral division(s): All

Key decision: No

Forward Plan ref: **Not applicable**

Executive Summary: This report summarises the business plan proposals, as presented to the Strategy, Resources and Performance Committee on 19 December that relate to the remit of this Committee according to its terms of reference. This includes proposals relating to:

- Proposed Investment in relation to Highways Maintenance and Management
- Ongoing capital investment in major infrastructure and transport schemes
- Securing additional income through the review of fees relating to parking, traffic management and street works
- Delivery of savings relating to the Street Lighting Improvement Programme
- Delivery of savings relating to the recycling of highways related waste

Recommendations:

The Committee is asked to:

- a) consider and scrutinise the proposals relevant to this Committee within the Business and Financial plan put forward by the Strategy, Resources and Performance Committee, 19 December 2023.
- b) recommend changes and /or actions for consideration by the Strategy, Resources and Performance Committee at its meeting on 30 January 2024 to enable a budget to be proposed to Full Council on 13 February 2024.

- c) Receive the fees and charges schedule for this Committee included at appendix 2.

Officer contacts:

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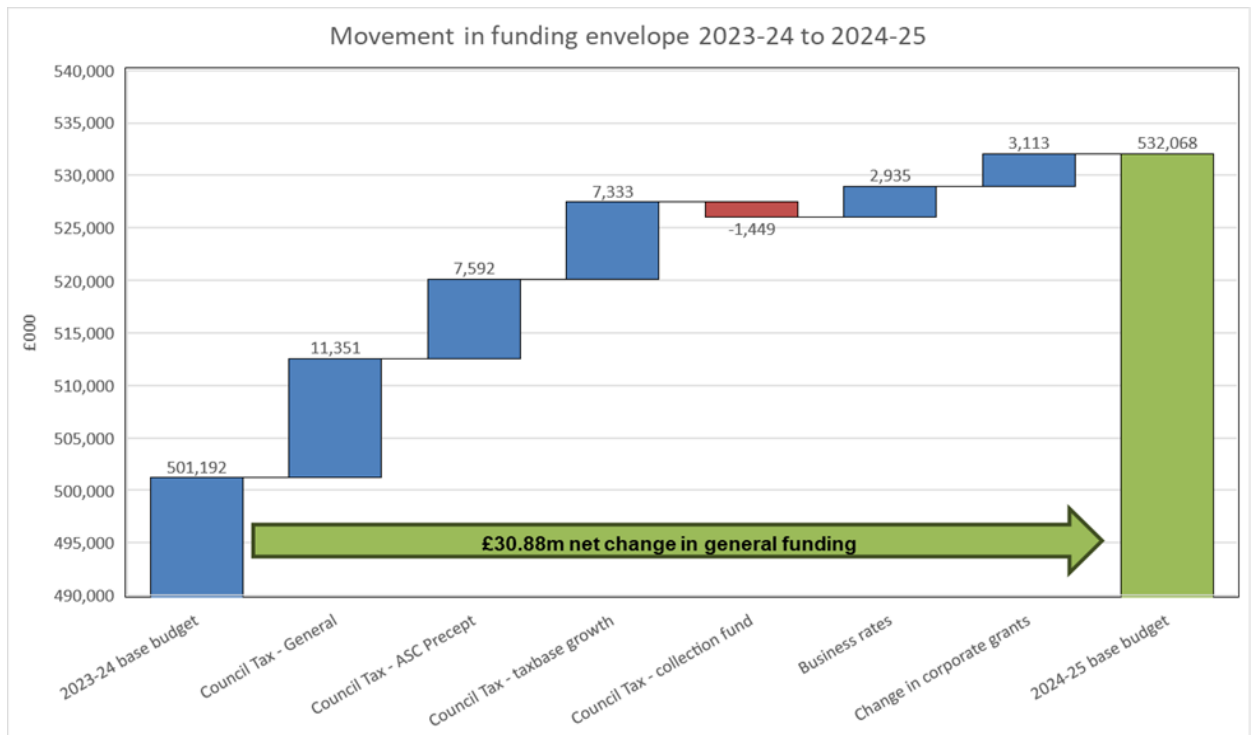
1. Creating a greener, fairer and more caring Cambridgeshire

- 1.1. The proposals presented to the Strategy, Resources and Performance Committee, 19 December, set out the Council's delivery and plans against its seven ambitions in the  Strategic Framework 2023-28.
- 1.2. This report provides an assessment to this committee, of the draft budget for 2024/25, as presented to Strategy, Resources and Performance Committee at its meeting on 19 December 2023. The council's budget takes account of the impact on Council Tax, the capital investment programme, schools' overall budgets, as well as Council reserves. The report sets out the corporate position, delivery of the strategic ambitions, investment in priorities and the proposed 2024/25 revenue and capital changes relevant to this committee.
- 1.3. This committee, alongside other Policy and Service committees will consider the draft budget proposals, and any feedback will be presented to Strategy, Resources and Performance Committee at its next meeting 30 January 2024 for consideration.

2. Overview of corporate position

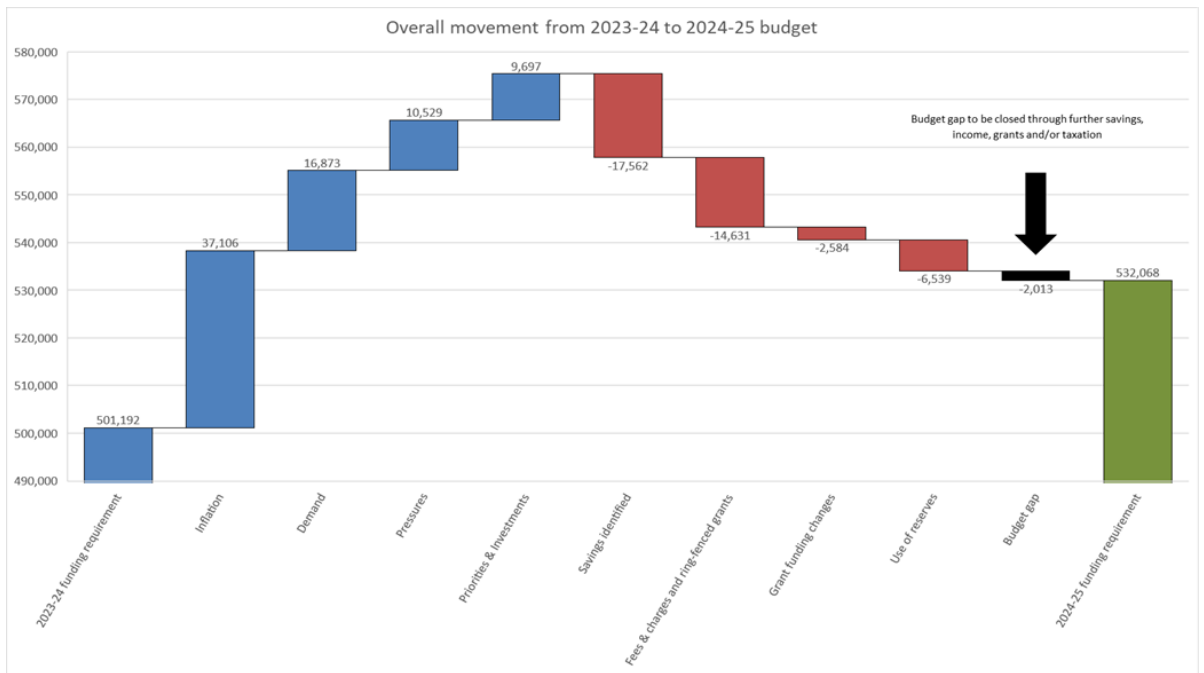
- 2.1 The Strategy, Resources and Performance Committee considered draft proposals in order to balance the 2024/25 budget as well as longer term business and financial planning. Papers are available at the following link - [Strategy, Resources and Performance Committee - Item 6: Business and Financial Plan 2024-29](#)
- 2.2 Proposals cover a range of services provided by the Council. Each of the service and policy committees have been asked to provide scrutiny and feedback on proposals within their remit, in order to inform the Strategy, Resources and Performance Committee 30 January 2024 in its consideration of recommending budget proposals to Full Council on 13 February 2024.
- 2.3 The Council draws its funding from two main sources – Council Tax and government grants. The Council's government funding allocated for 2024-25 comprises of three elements; the first two make up what is referred to as Cambridgeshire's Settlement Funding Allocation (SFA), which is the Department for Levelling Up, Housing and Communities (DLUHC) calculation of what the Council's spending should be compared with other councils across the country. A third element of government funding is from additional grants, such as the social care support grant. The other main source of funding is from Council Tax. For 2024-25 it is forecast this will mean £30.9 million more income in 2024-25. This funding and the impact for Cambridgeshire are set out in more detail in the following chart 1 and represents the current assumptions from DLUHC, a 2% Adult Social Care Precept and a 2.99% Council Tax increase:

Chart 1 – Movement in funding envelope 2023/24 to 2024/25



- 2.4 In total, the Council is facing gross pressures, alongside the prioritisation being proposed and costs of borrowing of £74.2 million. That means that after accounting for the funding envelope noted above (£30.88 million as shown in Chart 1), there is a net financial gap to bridge of £43.3 million.
- 2.5 It is proposed that this financial gap is closed by £6.5 million of reserves to support the bottom-line position; £17.6 million of savings proposals identified to date and which are outlined at Section 9 and Appendix 1C of the Strategy, Resources and Procurement Committee 19 December 2023; plus, £17.2 million of other income through grants, fees and charges. That leaves a remaining gap of £2 million still to be addressed to achieve a balanced position. This is summarised in Chart 2:

Chart 2 – Overall Movement from 2023/24 to 2024/25 Budget



- 2.6 Against that context, the report includes a further forecast for 2025-26 to 2028-29. This brings into focus key change programmes that have begun or will begin in 2024 to help determine the future shape and funding of the Council to achieve a balanced budget in each of the years remaining of the current Strategic Framework.
- 2.7 The Council is continuing to invest capital spend in the County's infrastructure, such as schools, roads and social care facilities. We are proposing a capital programme for 2024-25 of £217.9 million, and a further £306 million across the following nine years and beyond, giving a total programme of £523.9 million. The capital programme will be funded from grants, capital receipts and borrowing, with £102.1 million of borrowing forecast for 2024-25, at a revenue cost in 2024-25 of £42 million. The total capital programme is summarised in the table 1 below.

Table 1: Capital Programme by Directorate 2024-29

Directorate	2024-25	2025-26	2026-27	2027-28	2028-29	Later years	Total 2024-2029
	£,000	£,000	£,000	£,000	£,000	£,000	£,000
CEF	95,885	83,227	34,128	12,725	4,836	26,487	230,801
AHC	14,481	20,205	10,670	15,005	15,005	30,188	75,366
P&S	100,176	46,027	19,534	19,561	19,584	17,361	204,882
F&R	5,547	2,288	1,116	1,116	1,008	4,320	11,075
S&P	1,810	7	-	-	-	-	1,817
Total	217,899	151,754	65,448	48,407	40,433	78,356	523,941

2.8 The cost of capital is expected to continue rising for the next two years with increases exceeding £2.5m in both 2025-26 and 2026-27. Although the capital programme has been prioritised to ensure that the expected cost of capital is within the prudential limit set by the capital strategy for 2024-25 and in the later years of the plan, it can be seen that in 2025-28 the budgeted cost is currently in excess of the prudential limit. Assuming costs of borrowing remain as currently projected, this will mean further prioritisation of investment may be necessary in future planning rounds.

3. Delivering the Council's Strategic Framework Ambitions and investing in its priorities

3.1 The principal contribution that these proposals make to the Strategic Framework relates to Ambition 2: that the Council will ensure that travel across the county is safer and more environmentally sustainable.

3.2 In 2023/24 £27 million of investment in the Council's roads and transport has seen:

- £5.3 million in early surface treatment and surface dressing programmes to improve the County's roads in over 90 locations.
- £3.6 million to proactively manage the increase in potholes arising from extreme weather.
- £0.9 million secured to develop five new Active Travel schemes across the County.
- The delivery of 20 new 20mph schemes in partnership with Town and Parish Councils.

- The creation of eight new highways civil engineering apprenticeships.
- The delivery of 54 draining maintenance schemes.
- The delivery of approximately 60 Local Highway Improvement projects, many of which focussed on addressing road safety and speed reduction on behalf of local communities.
- Approximately £8 million spent on 14 major carriageway maintenance upgrades and around £3 million on 25 individual footpath and cycle path improvements to enable safer, more sustainable travel for people moving across the county.
- £1 million spent on designing 15 projects, and delivering five projects, to achieve significant drainage upgrades across the county and investigating a further 10 notable problem sites to develop a forward plan for investment in the future.
- Improving safety at dangerous junctions for pedestrians and cyclists on Barton Road (£600k) and Storeys Way (£170k) and continued work with communities and elected representatives to design and progress more than 20 projects which are focussed on more sustainable and safer travel through new infrastructure or upgrades to existing infrastructure.
- Road safety improvements to the Wheatsheaf Crossroads.
- The completion of the physical works to deliver the Kings Dyke crossing.
- Further development of the business cases for improvement schemes to the A10 Ely to A14, A141 and St Ives Improvement, March Area Transport Strategy and a crossing over the A10 between Ely and Witchford.
- The re-establishment of the Joint Area Committee for Highways in Cambridge.

3.3 Despite this, it is recognised that there is more to do, and it is important to note that the Quality-of-Life Survey identified that 76% of respondents were dissatisfied with the condition of Cambridgeshire's roads and footpaths. This budget provides new priority led investment to recognise the deterioration in our highways network, as well as the need to improve connectivity and ensure that more funding is available for preventive work with £9 million being invested over 2024-26 for Highways (£3 million in 2024-25 and £6 million in 25-26), on top of £2.3 million of additional Government grant funding for 2024/25 and £70 million already in the capital programme.

3.4 Of the above, £2 million in 2024/25 and a further £2 million in 2025/26 will fund £40 million of capital expenditure.

- 3.5 This specific additional proposed allocation will enable more resources to be directed to address:
- Drainage cleansing and management
 - Weeds and vegetation clearance and management
 - Management of potholes
 - Improvements to Public Rights of Ways
 - Preventative works on the roads, footpaths and cycleways
 - Maintenance of signs, road marking and traffic signals
- 3.6 Further information on this proposed investment is provided in Appendix 3 to this report.
- 3.7 It is to be noted that from this proposed investment in highways maintenance and management that £5m of capital funding per annum will support the management of the issues on peat soil impacted roads. The proposed increase in revenue funding will also enable the additional costs relating to the proposed arrangements for weed management to be budgeted for.
- 3.8 The proposed business plan also includes capital investment in a range of schemes which is detailed further in section 4.9 of this report.

4. Highways & Transport Committee Revenue and Capital proposals

- 4.1 Table Two below provides a summary of the proposed revenue budgets for the services within the Place and Sustainability Directorate that relate to this committee.

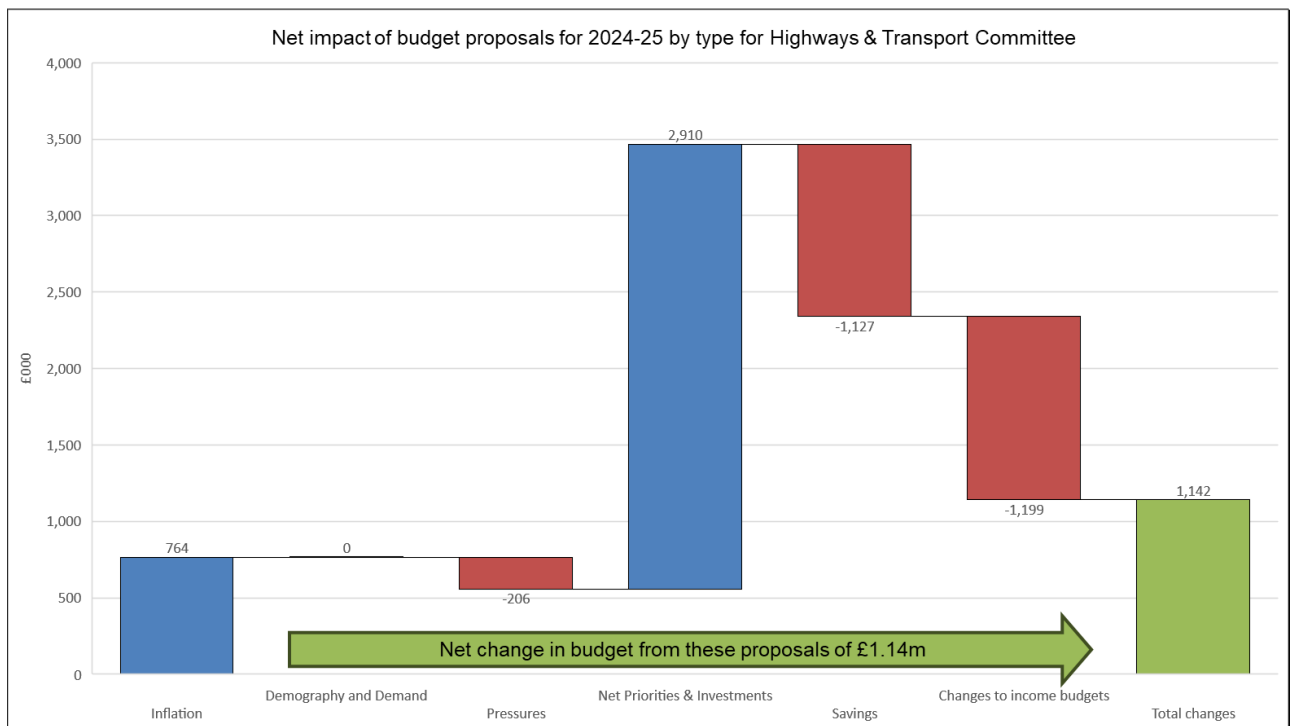
Table 2: Directorate draft proposed Medium Term Financial Plan 2024-29

	2024-25 Gross to Net		Net Budget				
	Spend £000	Income £000	2024-25 £000	2025-26 £000	2026-27 £000	2027-28 £000	2028-29 £000
Highways and Transport	15,822	-643	15,179	22,335	23,157	23,676	24,277
Project Delivery	13,603	-4,050	9,552	8,311	7,916	8,024	8,152
Transport Strategy & Policy	14,700	-14,292	408	452	489	1,608	1,659
	44,125	-18,985	25,139	31,098	31,525	33,308	34,088

A more detailed breakdown of the table above can be found in Table 1 within Appendix 1.

4.2 This section provides an overview of the pressures and risks and the savings and income proposals within the remit of the Committee. The detailed business cases supporting the proposed investment in highways maintenance and increased car parking fees are available at Appendix 3. The figures shown below are the impacts in the first year of the business plan (2024-25), please refer to the detailed appendices for the impact across the full period.

Chart 3: Net impact of budget proposals for 2024/25 by type for H&T



4.3 The comprehensive record of the information summarised in the table above, and its allocation to council services, can be found in Table 3 within Appendix 1 of this report.

4.4 However, the key proposed changes in the business plan are as follows:

4.4.1 *Proposed investment in Highways Maintenance and Management* as outlined in the business case in Appendix 3.

- The proposed business plan includes £9 million being invested over 2024-26 for Highways (£3 million in 2024-25 and £6 million in 25-26), on top of £2.3 million of additional Government grant funding for 2024/25 and £70 million already in the capital programme.

- Of the above, £2 million in 2024/25 and a further £2 million in 2025/26 will fund £40 million of capital expenditure.
- This is proposed to be allocated as follows for the two years;

Revenue Total £3m

Proactive patching and pothole repairs to carriageways, footpaths, vegetation/ weeds management and cycleways. Inc peat soil affected roads	£500k
Drainage Cleansing/ Maintenance	£600k
Roadside /Footway and Cycleway Vegetation Management	£400k
Junction and Roundabout enhanced maintenance for safety	£500k
Enhanced Cycle Route Maintenance to support active travel	£200k
Road markings and signage	£400k
Enhancing PROWs (public rights of way) to support access, use and active travel	£400k

Capital Total £40m

Preventative and Planned Carriageway Maintenance and Improvements	£15.4m
Improvements to Peat Soil Affected Roads	£5.0m
Preventative and Planned Footways Maintenance and Improvement	£3.5m
Preventative and Planned Cycleways Maintenance and Improvement	£3.0m
Road Marking and Signage Improvements for network safety	£2.0m
Drainage System Capacity Improvements to reduce road flooding	£5.0m
Public rights of Way Improvements to support active travel and leisure access to nature	£1.0m
Traffic Management Signal Technology Improvement	£2.5m
Structures Maintenance	£2.0m
Enabling Resources and Intelligence	£600k

4.4.2 *Highways Materials Recycling:*

- This is a saving to both capital and revenue. The project is to establish a facility to enable materials and waste from highways maintenance work, to be reused as recycled materials. The facility is in 2 phases; the first phase is to use an existing depot to recycle planings and stone. The second phase is a new site recycling a broader range of highways waste. The materials produced should have a lower cost and lower carbon footprint, than using new materials.

4.4.3 *Delivery of Street Lighting Savings:*

- Delivery of the LED Savings project is progressing, opportunities to accelerate will be realised wherever possible. The anticipated savings are forecast to be £977k for 24/25, £414k for 25/26 and £268k 26/27.

4.4.4 *Car Parking, Street Works, and other parking charges:*

- In line with the Traffic Management Act 2004 and the Road Traffic Regulation Act 1984, fees and charges will be set to address traffic management issues and shape the motorist behaviours to support the County Council strategy for parking in designated areas. A review of parking fees will support an effective shift to sustainable modes of transport and will aim to change behaviours positively.
- The principle of parking fee reviews is well established. There is an existing delegation to the Executive Director of Place and Sustainability in consultation with the Chair and Vice Chair of Highways and Transport. If council did not review fees, there is a risk that traffic management activities would be compromised, and network reliability decrease. Wider traffic management fees have also been reviewed. The aim will be to effect changes by February 2024 to ensure contractor and service resources are in place before the end of the financial year. The business case to support this proposal is provided in Appendix 3.

4.5 Further detail on all proposals is provided in the table 3 below.

Inflation

Budget Table 3 Reference	Title	2024-25	2025-29	Description
C/R.2.002	Electricity Inflation	-286	-1,365	Corporate assumption on electricity inflation applied.
C/R.2.003	Highways Contract Inflation	1,050	1,519	Update to previous estimate for 24/25 based on the latest inflation figures.
		764	154	Inflation Total

Prioritisation & Investments

Budget Table 3 Reference	Title	2024-25	2025-29	Description
C/R.5.130	Removal of one-off investment for Weedkilling savings	-40	0	Planned reversal of a temporary investment in 2023-24
C/R.5.131	Removal of one-off investment for gritting savings	-50	0	Planned reversal of a temporary investment in 2023-24
C/R.5.135	Investment in highways including footpaths, roads, drainage, lighting, signals, signage, lining and structures	3,000	3,000	Our recent Quality of Life survey highlighted the importance of our highways to local residents, but also showed a very low level of satisfaction with the state of roads, pavements and cycleways. We are proposing to invest £3m to target roads, pavements and cycleways in poor repair, making improvements for road users, businesses and communities. This will be focussing on improving safety, the road user experience and supporting active travel. £1m new revenue investment in 24/25 and £2m in 25/26 onwards plus £2m in 24/25 and £4m in 25/26 onwards to fund the capital financing costs of the £40m capital investment in Highways maintenance. Linked to capital proposal C/C.3.025.
		2,910	3,000	Net Priorities & Investments Total

Pressures

Budget Table 3 Reference	Title	2024-25	2025-29	Description
C/R.4.032	Guided Busway 5 yearly maintenance	0	1,075	Guided Busway 5 yearly maintenance - this includes work on white lining, resurfacing, anti-skid and solar studs.
C/R.4.033	Streetlighting - Illuminated bollards and signs	36	0	There has been a requirement to update the street lighting stock since the contract was let. This required some changes to our assets resulting in a new pressure.
C/R.4.034	PFI streetlighting contractual energy adjustment	12	-51	Following changes to the street lighting stock since the contract was let, it is required to re-adjust the energy calculation linked to the number of assets on the network.
C/R.4.035	Highways Maintenance Demand Growth due to network extension through development and transport infrastructure	196	130	Highways - New Road adoptions and active travel support
C/R.4.036	Highways - Safety & reactive Maintenance	200	400	Increasing safety and reactive maintenance as the asset deteriorates as a result of aging infrastructure and increasing wear.
C/R.4.038	Removal of temporary funding for Busway defects	-650	0	Guided Busway defects - reversal of temporary funding allocated in 2022-23.
		-206	1,554	Pressures Total

Savings

Budget Table 3 Reference	Title	2024-25	2025-29	Description
C/R.6.060	Reversal of Capitalisation of highways investment	0	3,500	Planned reversal back to revenue of costs that were capitalised for several years in the 2022-27 business plan
C/R.6.220	Highways recycling of waste to reduce waste disposal costs	-150	0	Develop and implement a materials recycling facility for highways.
C/R.6.221	Street lighting energy savings	-977	-615	Capital investment has been made for an LED replacement programme that will save on energy costs
		-1,127	2,885	Savings Total

Income

Budget Table 3 Reference	Title	2024-25	2025-29	Description
C/R.7.102	Review and re-baselining of P&S income	-400	400	Ensuring our income budgets match expected income over the five year medium-term
C/R.7.150	Application of Parking Surplus	-512	0	Parking surplus to support effective traffic management.
C/R.7.203	Surplus income other parking fees and permits	-129	0	Additional income from updated parking fees and permit charges.
C/R.7.204	Street works permitting fees	-158	0	Increased number of applications for Temporary Traffic Regulation Orders (TTROs).
		- 1,199	400	Changes to income budgets - Total

Fees and Charges

- 4.6 The total fees and charges budget within the remit for this Committee for 2024/25 is £12,897k.
- 4.7 In accordance with the Council's scheme of financial management, Executive Directors are responsible for reviewing annually the levels of fees and charges, in consultation with the section 151 officer, and presenting a schedule of fees and charges to the relevant service committee. The planned fees and charges within the remit of this committee are included as Appendix 2.

Capital

4.8 Table 4 below provides an overview of the capital funding for Highways and Transport.

Table 4: Summary of the Capital Programme for Highways and Transport

	Total funding £000	Previous Years £000	2024-25 £000	2025-26 £000	2026-27 £000	2027-28 £000	2028-29 £000	Later Years £000
Government Approved Funding								
Department for Transport	245,688	109,975	28,365	25,837	25,837	25,837	25,837	4,000
Specific Grants	12,980	7,999	4,981					
Total – Government Approved Funding	258,668	117,974	33,346	25,837	25,837	25,837	25,837	4,000
Locally Generated Funding								
Agreed Developer Contribution	19,956	18,854	1,102					
Anticipated Developer Contributions	15,387	3,940	3,747	1,000	1,000	1,000		4,700
Prudential Borrowing	112,032	32,629	37,819	26,384	300	300	1,300	13,300
Other contributions	35,436	18,991	13,765	490	490	490	490	720
Total – Locally Generated Funding	182,811	74,414	56,433	27,874	1,790	1,790	1,790	18,720
TOTAL FUNDING	441,479	192,388	89,779	53,711	27,627	27,627	27,627	22,720

4.9 24/25 will see significant additional investment in Highways and Transport, an area we know is critical to Cambridgeshire quality of life, sustainability, and productivity.

4.10 Full details are provided in appendix 1 to this report. Descriptions of each Capital Investment line is set out in column 3 of table 4. This includes:

4.10.1 Capital investment of £40million in Highways maintenance which will enable improvement in the issues affecting Cambridgeshire's residents and

communities such as highways flooding, potholes, and weeds. Active Travel users will also benefit from the overall improvements across the highways.

- 4.10.2 **The Integrated Transport Block (ITB)** is capital funding awarded by central government. The total funding received is currently used to fund a range of activities including; the Local Highway Improvements, road safety schemes (such as Puddock Road and International Road Assessment Programme work) and speed management measures, the DTSA programme and some scheme development work.
- 4.10.3 **Operating the network** is largely spent on the maintenance of carriageways, footways, cycleways, bridges, and public rights of way network, along with the maintenance of the traffic signalling network.
- 4.10.4 **Local Transport Plan (LTP)** allocations which is provided by central government via the Cambridgeshire & Peterborough Combined Authority (CPCA). This funds the major planned maintenance work around the county including potholes, drainage, carriageway, and footway renewals.
- 4.10.5 **Project Delivery** this includes a range of specific projects including Wheatsheaf Crossroads implementation, a scheme to reduce street lighting energy costs, and A14 detrunking. Future High Street Funding provided by central government via the District Councils for public realm schemes in March and St Neots will extend into 2024/25, with work at March expected to complete in October, and St Neots due to be completed in March 2025. The A10 Ely to A14 Improvement and A141 St Ives Improvement schemes, funded by the Combined Authority and DfT both continue to progress their Outline Business Cases, both expected to conclude in 2024-25 to present a preferred option. Additionally, the combined authority has identified funding within their draft Medium-Term Financial Plan and, subject to further agreement, the March Area Transport Strategy is expected to be funded to take some of the schemes identified through to the construction phase.
- 4.10.6 The Council had settled its engineering claim on the Cambridgeshire Guided Busway. This was the result of an agreement of an undisclosed and confidential sum payable to the Council. The settlement will, ultimately, be directed towards busway remediation.

In this business planning round, the Council has separated the sum stipulated into the settlement agreement as representing a reimbursement of costs, and identified the most urgent needs for works on the busway across the 2023-25 budget and included an assumption in business planning that these are funded from the settlement. These works amount to £5.1m and include the widening of the southern section and design work for future drainage and platform repairs. Activity is underway to assess and quantify the schemes of works required which will entail the deployment of the rest of the funds due. This involves complex design, programming, procurement and prioritisation considerations.

5. Significant Implications

Resource Implications

5.1 The proposals set out the response to the financial context and the need to review our service offer and model to maintain a sustainable budget. The full detail of the financial proposals and impact on budget will be described in the financial tables of the business plan. Proposals will seek to ensure that we make the most effective use of available resources and are delivering the best possible services with the money allocated.

5.2 Procurement/Contractual/Council Contract Procedure Rules Implications

There are no significant implications for the proposals set out in this report. Details for specific proposals will be set out in the business cases. All required procurement activity will be fully compliant with the Council's Contract Procedure Rules.

5.3 Statutory, Legal and Risk Implications

The proposals set out in this report respond to the statutory duty on the Local Authority to deliver a balanced budget. Cambridgeshire County Council will continue to meet the range of statutory duties for supporting our residents.

5.4 Equality and Diversity Implications

Each of the proposals will be developed alongside an Equality Impact Assessment, where required, to ensure we have discharged our duties in line with the Equality Act 2010, including the Public Sector Equality Duty, as well as met our commitment to implementing the Socio-economic Inequalities Duty.

5.5 Engagement and Communications Implications

Our Business Planning proposals are informed by the CCC public consultation and will be discussed with a wide range of partners throughout the process. The feedback from consultation will continue to inform the refinement of proposals. Where this leads to significant amendments to the recommendations a report would be provided to Strategy and Resources Committee.

5.6 Localism and Local Member Involvement

As the proposals develop, we will have detailed conversations with Members about the impact of the proposals on their localities. We are working with members on materials which will help them have conversations with Parish Councils, local residents, the voluntary sector and other groups about where they can make an impact and support us to mitigate the impact of budget reductions.

5.7 Public Health Implications

Any public health implications will vary depending on the detail of each of the proposals. Any positive or negative impacts will have been considered for each proposal as part of its development. The Quality-of-Life Survey provides

some useful information on physical and mental health outcomes that could usefully inform ongoing business planning.

5.8 Climate Change and Environment Implications on Priority Areas

The climate and environment implications will vary depending on the detail of each of the proposals. Any positive or negative impacts will have been considered for each proposal as part of its development.

Have the resource implications been cleared by Finance? Yes

Name of Financial Officer: Stephen Howarth

Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by the Head of Procurement and Commercial? Yes

Name of Officer: Clare Ellis

Has the impact on statutory, legal and risk implications been cleared by the Council's Monitoring Officer or Pathfinder Legal? Yes

Name of Legal Officer: Emma Duncan

Have the equality and diversity implications been cleared by your EqIA Super User? Yes

Name of Officer: Faye McCarthy

Have any engagement and communication implications been cleared by Communications? Yes

Name of Officer: Christine Birchall

Have any localism and Local Member involvement issues been cleared by your Service Contact? Yes

Name of Officer: Joe Lacey-Holland

Have any Public Health implications been cleared by Public Health? Yes

Name of Officer: Jyoti Atri

If a Key decision, have any Climate Change and Environment implications been cleared by the Climate Change Officer? Yes

Name of Officer: Emily Bolton

6. Source Documents

6.1 Appendix 1 – Place & Sustainability Finance Tables

Appendix 2 – H&T Proposed Fees and charges

Appendix 3 – H&T Draft Business Cases

Appendix 4 – Glossary of terms