Report of the Director of Finance & IT to the meeting of Executive to be held on 15 February 2022

BE

Subject:

Capital Investment Plan 2022-23 to 2025-26

Summary statement:

Section A of this report presents the Council's Capital Investment Plan 2022-23 to 2025-26.

Section B presents an updated Capital Strategy for 2022-23. This strategy underpins the spending proposals within the Capital Investment Plan.

Section C presents the Investment Strategy for 2022-23.

Equality & Diversity:
The budget proposals set out clearly the need for equality to be considered as part of the Budget Strategy. As in previous years full Equality Impact Assessments have been produced for all budget proposals and full consultation with relevant groups has been undertaken. The outcome of consultation will be considered and reported upon before the 2022-23 budget is approved.

The Capital Investment Plan supports the delivery of Council priorities.

Chris Chapman
Director of Finance & IT

Portfolio:

Corporate

Report Contact: Lynsey Simenton
Business Advisor Capital, Treasury & Taxation
Phone: (01274) 43 4232
E-mail: lynsey.simenton@bradford.gov.uk

Overview & Scrutiny Area:

Corporate

1. SUMMARY

1.1 This report proposes the Council's Capital Investment Plan (CIP) from 2022-23 to 2025-26. The report also includes for 2022-23: The Capital Strategy (Section B) and the Investment Strategy (Section C).

1.2 This report is part of the overall 2022-23 budget proposal for the Council which also includes:

- The Council's Revenue Estimates for 2022-23 (Document BC)
- Allocation of the Schools Budget 2022-23 Financial Year (Document BD)
- Section 151 Officer's Assessment of the proposed budgets (Document BF)

2. OVERVIEW

2.1 **SECTION A** of this report outlines the 2022-23 to 2025-26 Capital Investment Plan (CIP). This includes:

- Capital Investment Plan - Background
- The Capital Schemes
- Minimum Revenue Provision (MRP)
- The Prudential Indicators

Section A currently does not include anything relating to a Council HRA and the CIP will be reviewed again once a decision has been made.

2.2 **SECTION B** of this report sets out the 2022-23 Capital Strategy. This includes:

- Guiding Principles
- Governance Framework for Capital Decisions
- Capital Resources to support Capital Expenditure
- Commercial Property Investments
- Loans to External Organisations
- Asset Management Planning
- Risks
- Prudence, Affordability, Sustainability
- Skills & Knowledge
- Capital Strategy Actions

2.3 **SECTION C** updates the 2022-23 Investment Strategy.

SECTION A: CAPITAL INVESTMENT PLAN 2022-23

3. CAPITAL INVESTMENT PLAN - BACKGROUND

3.1 The Capital Investment Plan (CIP) is the Council's budget for expenditure on long-term infrastructure items, such as buildings and vehicles. These items are one-off, so need to provide value to the Council across a number of financial years; the items are also paid for across different financial years.

3.2 Expenditure in the CIP therefore differs significantly from that in Revenue Estimates – these estimates present ongoing expenditure, such as salaries, used up and funded within one financial year.

3.3 The CIP is governed by statutory requirements set out in the 2003 Capital Regulations. The key points are:

- Capital expenditure within the CIP provides benefits to Council residents that lasts for more than one financial year, such as a new sports centre.

- The construction process, for example a new sports centre, can also stretch across a number of financial years. For these reasons the CIP budget is presented as a rolling programme across a number of future years.

- Capital expenditure can only be funded from a limited number of sources: external grants (designated by the grant provider as for a capital purpose); funding provided by the Revenue Estimates (Direct Revenue Financing); funding from reserves and borrowing.

- All the above funding sources involve paying for capital expenditure directly and immediately, except when borrowing is required. The borrowing principal and the related interest charges are repaid gradually through successive Revenue Estimates. The impact of the borrowing principal and interest payments are known technically as capital financing charges.

- There are some further points to note around capital financing charges. The provision of funding for the principal repayments is governed by strict rules. These rules determine how this funding is identified and set aside within successive years of the Revenue Estimates. The rules are known technically as the Minimum Revenue Policy (MRP). This funding is set aside irrespective and unrelated to the actual principal repayments, which is managed within the Council's Treasury Management Strategy.

- Interest charges on the borrowing are charged to the Revenue Estimates based on the year to which these relate.

- Capital Expenditure is monitored using what are called Prudential Indicators. These aim to measure and weigh the Council's level of indebtedness and any impacts on the Revenue Estimates for future generations. This check is due to the importance of ensuring value from capital expenditure: it significantly impacts both on service provision and finances for many years in the future.

- Updates to the Prudential and Treasury Management Codes were published by CIPFA in December 2021. The Department for Levelling Up Housing and Communities (DLUHC) had tightened up regulations around local authorities financing capital expenditure on investments in commercial projects for yield and closed access to all PWLB borrowing if such schemes are included in a council's capital programme. The new CIPFA codes have also adopted a similar set of restrictions to discourage further capital expenditure on commercial investments for yield.

3.4 One other point about borrowing is the overall purpose from the Council's perspective. One purpose is to fund one-off expenditure to deliver an ongoing improvement to service provision for the residents' districts (The Council calls this Corporate Borrowing).

3.5 Sometimes the purpose of the one-off expenditure is to enable the same service provision to be delivered more efficiently: for example, the Council could purchase vehicles as opposed to paying to rent them. Such borrowing schemes are known as "Invest to Save" because the capital financing costs are mitigated by the savings they generate in the Revenue Estimates.

4. THE CAPITAL SCHEMES

4.1 As noted above, the CIP is always a rolling programme, because it continues across financial years. Therefore, the starting point for the proposed 2022-23 CIP is the quarter 3 monitoring position for the 2021-22 CIP. This is shown in Table 1 below:

Table 1: Quarter 3 Capital Investment Plan

Scheme Description	**Q2 Re-profiled Budget 2021-22**	**Changes**	**Re profile Budget 2021-22**	**Spend 31 Dec 2021**	**Budget 22-23**	**Budget 23-24**	**Budget 24-25 onwards**	**Total**
	£m	£m	£m	£m	£m	£m	£m	£m
Health and Wellbeing	2.0	0.1	2.1	0.5	1.9	7.0	0.1	11.1
Children's Services	23.3	-1.6	21.7	11.5	12.2	5.4	0.2	39.5
Place - Economy & Development Services	26.9	0.1	27.0	9.8	33.9	17.9	9.1	87.9
Place - Planning, Transport & Highways	46.4	5.5	51.9	22.0	66.2	60.4	71.2	249.7
Place - Other	21.3	0.5	21.8	8.5	18.9	27.1	23.5	91.3
Corp Service – Estates & Property Services	13.6	16.0	29.6	13.1	2.3	3.5	9.5	44.9
TOTAL - Services	**133.5**	**20.6**	**154.1**	**65.4**	**135.4**	**121.3**	**113.6**	**524.4**
Reserve Schemes & Contingencies	5.9	1.9	7.8	0	61.2	111.3	97.8	278.1
TOTAL	**139.4**	**22.5**	**161.9**	**65.4**	**196.6**	**232.6**	**211.4**	**802.5**

4.2 In order to draw up the 2022-23 CIP proposed changes are:

- Ongoing schemes continued for the additional 2025-26 year added to the CIP.
- New schemes for CIP.

4.3 The first change is the ongoing schemes continued into 2025-26. These are detailed below:

- Replacement of Vehicles - £3m
- Property Programme - £2m
- General contingency for unforeseen capital expenditure - £1m

4.5 The new schemes proposed for the CIP are set out and described in Table 2 below.

Table 2: New proposed schemes for the 2022-23 CIP

Proposed Scheme	**Total Budget £000**	**Description / Benefit**
Corporate Resources		
PCS1 IT Core Device Refresh Programme	6,800 (3,400 22-23 and then 1,700 for remaining 2 years)	• This is to continue with the core IT Refresh Programme. Successful delivery means a new fit for purpose, streamlined and modern, device offering will now be provided by IT Services.
PCS2 Carbon Net Zero projects within Council Estate	2,000 (500 per annum for next 4 years	• Improving the insulation, electrical capacity or heating plant and circulation of Council buildings to support the strategic asset planning process and deliver net zero infrastructure at sites where there will be a long term council presence.
PCS3 Relocation of Baildon Library	1,445	• This is the relocation of Baildon Library from the Ian Clough Hall site into the former Baildon Social Club. It would improve the library facilities and allow for the eventual demolition and sale of Ian Clough Hall site which does not meet current standards.
PCS4 Property Programme	8,000 (2,000 additional per annum for next 4 years)	• This additional funding required to complete high priority works on the Council's property estate. The planned works would improve the Councils retained estate, and reduce the continued high level of backlog maintenance, ensuring operational buildings remain compliant and fit for purpose.
Place		
PCS5 Bereavement Strategy	6,700	• Additional funding to deliver the Bereavement Strategy. The additional costs will be funded by corporate borrowing.
TOTAL	**24,945**	

4.6 In addition to the schemes above there are other possible schemes that are at a very early stage of development. Further work and investigations will be completed and they will be brought to Executive for approval. Schemes currently being considered are:

- St James Market Relocation
- Towns Fund
- Leeds Airport Land proposed development

4.7 The proposed new schemes in Table 2 are at different stages as regards the development of the relevant business cases. Points to note are:

- The 2022-23 Property Programme have already been subject to a detailed business case and approved by the Project Advisory Group. The total cost of the proposed Programme is £4m and this will be funded by the £2m included in Reserves and an additional £2m proposed in this report.

- The relocation of Baildon Library has already been subject to a detailed business case and approved by the Project Advisory Group and Executive. The total cost is £1.445m and this will be funded by a mixture of corporate borrowing and the generation of a corporate capital receipt from the disposal of the Ian Clough Hall site.

- The additional for the Bereavement Strategy has been approved by PAG and Executive.

- The remaining schemes are subject to further work and a detailed, costed business case. The new schemes are held in a Reserves & Contingencies section of the CIP and as such cannot be released to budget managers until the presentation of full project appraisals to the Project Appraisal Group and approval from Executive.

4.8 Changes to the Prudential Code mean that it is no longer possible to invest in schemes, that are solely income generating ones. The CIP includes Strategic Acquisitions (£43.5m) and any new approved schemes for this budget will need to meet the new Code requirements. Also any new scheme would still need to be invest to save on the funding.

4.9 The proposed 2022-23 to 2025-26 Capital Investment Plan is a rolling programme including the quarter 3 2021-22 capital budget, with the addition of the new schemes detailed in table 2. This is set out in Appendix 1, along with a funding analysis.

4.10 The proposed CIP includes £833m of capital investment in the District. The profile of capital expenditure will continue to be updated as projects develop through the stages and/or if the resourcing position changes.

5 MINIMUM REVENUE PROVISION (MRP) POLICY

5.1 It is a statutory requirement for Full Council to set the Minimum Revenue Provision (MRP) policy each year. As noted, it is a technical term but refers to the rules governing how much funding is set aside from successive Revenue Estimates each year to repay debt.

5.2 The overall purpose of the policy is to charge the costs of capital schemes to current and future years in proportion to the amount of service benefit delivered in each year. The aim is to allocate costs between time periods and different generations in a fair and reasonable way. This means:

- Costs are charged only when schemes are in operation and not in the construction phase.

- Costs are generally allocated over the expected timespan in which any scheme is operational.

- The policy only relates to the repayment of borrowing: the elements of schemes funded directly, for example by grants or revenue contributions, do not cause any future funding pressures on the Revenue Estimates.

5.3 The proposed policy is set out in Appendix 2. There are no changes compared to last year, the policy will be reviewed and updated as required once a decision has been taken on the implementation of a Housing Revenue Account.

5.4 The main elements of the policy set out in Appendix 2 are set out below:

- Pre 2008 debt, which cannot be distinguished against specific assets, is being repaid over 50 years on an equal instalment basis.

- Some debt taken out between 2008 and 2012 is currently being repaid on an annuity basis. This reflects policy and regulations during this period.

- All other debt is repaid on an equal life basis: as determined by the expected lifespan of each individual asset.

- The policy also provides some discretion to the Section 151 officer in determining debt repayments. However, this is subject to the relevant scheme meeting targets.

6. PRUDENTIAL INDICATORS

6.1 The Prudential Indicators are calculated on the basis that the CIP in future years is delivered in full and that there is no slippage.

6.2 The 2003 Capital Regulations authorise Councils to borrow for a capital purpose only. This is subject to tests of sustainability and affordability, using the Prudential Indicators. CIPFA published the revised Prudential and Treasury Codes on 20th December 2021 and has stated that formal adoption is not required until the 2023-24 financial year. Members will be updated on how all these changes will impact our current approach and any changes required will be formally adopted within the 2023-24 Reports.

6.3 One key Prudential Indicator, is a measure of the Council's outstanding debt. Outstanding debt is the Council's cumulative borrowing less any funding for debt repayment set aside within the Revenue Estimates. This Prudential Indicator is called the Capital Financing Requirement (CFR). The indicator is shown in Table 3a below:

Table 3a: Capital Financing Requirement (CFR)

	2020-21 Actual £m	2021-22 Estimate £m	2022-23 Estimate £m	2023-24 Estimate £m	2024-25 Estimate £m	2025-26 Estimate £m
Opening Capital Financing Requirement	**711**	**699**	**755**	**831**	**920**	**956**
Increase in borrowing	12	81	103	122	73	38
Less MRP and other financing movements	-24	-25	-27	-33	-37	-41
Closing Capital Financing Requirement	**699**	**755**	**831**	**920**	**956**	**953**

6.4 Table 3a shows:

- The actual CFR at 31 March 2021 was £699m. This figure is also shown in the Council's statement of accounts and has been externally audited.
- The CFR is projected to increase, peaking at £956m at 31 March 2024-25. There is an increase when borrowing in year for a capital purpose is more than the amounts set aside to fund the principal repayments.
- The borrowing is estimated (apart from 31/03/2021) based on the proposed 2022-23 CIP, as set out in Appendix 1.
- Outstanding debt increases when new borrowing is higher than the principal payments charged to the Revenue Estimates.

6.5 When the Council borrows cash, this is nearly always from the Public Works Loan Board (PWLB). However, cash borrowing is significantly lower than the CFR. A reconciliation between the CFR and the Council's loans is shown below in the Prudential Indicator for the external debt projection:

Table 3b: External Debt Projection

	31/03/21 Actual £m	31/03/22 Estimate £m	31/03/23 Estimate £m	31/03/24 Estimate £m	31/03/25 Estimate £m	31/03/26 Estimate £m
Capital Financing Requirement	**699**	**755**	**831**	**920**	**956**	**953**
Private Finance Initiative	-155	-147	-139	-130	-121	-111
External Borrowing	**-336**	**-341**	**-436**	**-537**	**-587**	**-596**
Under-borrowing	208	267	256	253	248	246
Available for Investment (inc earmarked reserves)	319	300	260	250	250	250
External Investments	-163	-110	-50	-50	-40	-40
Working Capital	52	77	46	53	38	36
	208	**267**	**256**	**253**	**248**	**246**

6.6 Regarding Table 3b above:

- External borrowing increases generally when the CFR increases but remains lower than the CFR.

- The amount by which External debt is lower than the CFR is called under-borrowing. For example, under-borrowing is estimated to be £267m at 31 March 2022.

- The reasons for the under-borrowing are reconciled in the above table. One significant reason is that some of the borrowing is in the form of a lease arrangement (the Private Finance Initiative) rather than cash. The other is that the Council borrows from its own internal earmarked reserves, rather than borrowing, because it is less expensive. As Council usable reserves are forecast to reduce over future years in line with planned commitments, the internal borrowing will also reduce resulting in external borrowing that will need to be required to fund the CFR.

6.7 As noted, the increase in the CFR drives the increase in external debts. This CFR increase in turn is caused by that part of the CIP funded from borrowing. The element of the CIP funded from borrowing is shown in the performance indicator below:

Table 3c: Analysis of Capital Spend Requiring Borrowing

	31/03/21 Actual £m	**31/03/22 Estimate £m**	**31/03/23 Estimate £m**	**31/03/24 Estimate £m**	**31/03/25 Estimate £m**	**31/03/26 Estimate £m**
Total Capital Spend	64	162	203	242	145	78
Capital Spend not funded from borrowing	52	81	100	120	72	40
Capital spend funded from borrowing	**12**	**81**	**103**	**122**	**73**	**38**

6.8 Another Prudential Indicator measures the impact of the Capital Financing Costs (debt repayments and interest) on the Revenue Estimates. This impact measures the annual costs as a ratio as the Net Expenditure Requirement shown in the 2022-23 Revenue Estimates (Document BC).

6.9 This Indicator is called the ratio of capital financing costs to the Net Revenue Stream. The indicator is shown in Table 4 below, together with a separate analysis for Invest to Save schemes:

Table 4: Ratio of Capital Financing costs to the Net Revenue Stream

	2021-22 Estimate £m	2022-23 Estimate £m	2023-24 Estimate £m	2024-25 Estimate £m	2025-26 Estimate £m
Total Capital Financing Costs	**57.2**	**59.9**	**66.2**	**70.6**	**75.4**
Projected Net Revenue Stream	385.4	391.3	407.2	416.8	425.0
Ratio: Capital Financing costs to Net Revenue Stream	**14.8%**	**15.3%**	**16.3%**	**16.9%**	**17.7%**
Invest to Save element of Total Capital Financing Costs	5.8	6.8	10.3	12.3	15.8
Invest to Save contribution to Ratio to Net revenue Stream	1.5%	1.7%	2.5%	2.9%	3.7%

6.10 Key points about the above Prudential Indicator are:

- The estimated ratio of capital financing costs to the Net Expenditure Requirement increases between 2021-22 and 2025-26.

- Most of the increase in the ratio is driven by borrowing for Invest to Save schemes. Such schemes should generate mitigating savings which are not shown in the Prudential Indicator.

- The Prudential Indicator reflects a number of assumptions including: that interest rates are 2.0% in 2021-22, 2.2% in 2022-23, 2.3% in 2023-24, 2.4% in 2024-25, 2.5% in 2025-26 and 2.6% in 2026-27. The costs shown are particularly sensitive to unforeseen changes to interest rates.

- A reconciliation between the Prudential Indicator and the capital financing costs shown in the Revenue Estimates Budget is also shown in the table below:

Table 5: Capital Financing Costs in the Revenue Estimates Budget

		2021-22 £m	2022-23 £m	2023-24 £m	2024-25 £m	2025-26 £m
Total Capital Financing Costs		**57.2**	**59.9**	**66.2**	**70.6**	**75.4**
Direct Funding Schemes		0.1	1.0	1.0	1.0	1.0
PFI interest virement		-16.5	-15.9	-15.2	-14.6	-13.9
PFI virement		-8.1	-8.6	-8.8	-9.0	-10.1
Prudential borrowing virement		-5.8	-6.8	-10.8	-12.5	-16.4
Corporate Capital Financing Costs within Revenue Estimates		**26.9**	**29.6**	**32.4**	**35.5**	**36.0**

6.11 Items of expenditure such as PFI interest and the PFI Lease virement are treated as capital expenditure under accounting rules and therefore come within the remit of the Prudential Indicator. However, this expenditure is already included elsewhere in the Revenue Estimates.

6.12 Similarly, borrowing for self-financing schemes is being funded from services, as set out in the Prudential borrowing virement shown in Table 5 above.

6.13 All the Prudential Indicators, including additional analysis, are set out fully in Appendix 3 of this report.

6.14 An increase in capital spend funded by borrowing generates a requirement to take out new loans and increases the corporate revenue capital financing costs (Table 5).

6.15 To pay for the additional corporate borrowing additional budget will be set aside in the MTFS update. This will impact on Revenue budgets and any additional costs for schemes already in the plan will also have to be considered. The proposed CIP means that the Council Prudential Indicators are increasing and uncertainty over costs means there will need to be a detailed review considering the affordability of the programme.

6.16 For any new schemes the additional increase in debt cost should be met from schemes that generate savings, or avoid revenue costs or provide income streams. The Council will continue to pursue external funding through capital grant opportunities.

7 FINANCIAL & RESOURCE APPRAISAL

7.1 The finance and resourcing implications are set out in the body of this report.

8 RISK MANAGEMENT AND GOVERNANCE ISSUES

8.1 The risk implications are set out in the body of this report.

9 LEGAL APPRAISAL

9.1 The report complies with the Council’s statutory obligations and the requirement to follow statutory guidance.

10 OTHER IMPLICATIONS

10.1 SUSTAINABILITY IMPLICATIONS

There are no direct sustainability implications arising from this report, sustainability implications are considered as part of individual capital project appraisals

10.2 GREENHOUSE GAS EMISSIONS IMPACTS

There are no direct impacts arising from this report

10.3 COMMUNITY SAFETY IMPLICATIONS

There are no direct impacts arising from this report

10.4 HUMAN RIGHTS ACT

None

10.5 TRADE UNION

None

10.6 WARD IMPLICATIONS

None.

10.7 IMPLICATIONS FOR CHILDREN AND YOUNG PEOPLE

None

10.8 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

None

10.9 NOT FOR PUBLICATION DOCUMENTS

None

11 RECOMMENDATIONS

11.1 Executive are asked to note the contents of this report and to have regard to the information contained within this report when considering the recommendations to make to Council on the CIP for 2022-23.

11.2 Commitments against reserve schemes and contingencies can only be made after a business case has been assessed by Project Appraisal Group and approved by Executive.

11.3 Delegated authority is given to Section 151 Officer to repay debt on an annuity basis, for chosen properties purchased during or after 2018-19. Delegated authority could only be exercised if two conditions are met:

1. the asset retains or increases its value;
2. the return from the capital scheme is sufficient to repay the capital sum invested.

11.4 The proposed 2022-23 MRP policy set out in Appendix 2 is approved

11.5 Specific approval be given for the following schemes previously approved by Executive to commence following a detailed review by Project Appraisal Group:

- The 2022-23 Property Programme has a proposed total cost of £4m and this will be funded by the £2m allocated and an additional £2m.

- Baildon Library – The £1.445m scheme is for the relocation of Baildon Library from Ian Clough Hall. The scheme will be funded by corporate borrowing and generate c£1m in corporate capital receipts.

12 APPENDICES

Appendix 1: The 2022-23 to 2025-26 Capital Investment Plan
Appendix 2: Proposed Minimum Revenue Policy and Prudential Indicators
Appendix 3: Supporting Tables for the Capital Strategy

Capital Strategy 2022-23

1 CAPITAL STRATEGY (BACKGROUND)

1.1 The Council's Capital Strategy is a policy framework for the development; management and monitoring of its capital investment plan.

1.2 In respect of timeframes, the strategy is also both a plan for the current year and the long-term, with emphasis on the next ten years.

1.3 The strategy is the means by which the Council ensures compliance with mandatory statutory guidance contained in the Prudential Code for Capital Finance in Local Authorities. The headline message delivered by the Code is the requirement for the Council to consider key judgement criteria of Prudence, Affordability and Sustainability when making and reviewing decisions about the use of its capital resources.

1.4 The simple purpose of the strategy is also to ensure that capital expenditure is deployed in such a way as to maximise the provision of the services needed by Council residents. Delivering this purpose involves selecting and project managing capital schemes; while coordinating their implications for risk, treasury and resourcing.

1.5 Capital Expenditure is defined as expenditure on the acquisition, creation or enhancement of assets that have a useful life or more than one year. This means items of expenditure on buildings, vehicles and substantial equipment. Local Government also has the statutory right to include within this definition, expenditure on assets owned by third parties, or loans given to third parties.

1.6 Capital expenditure schemes are also constructed, financed and used to deliver services across multiple financial years; so each one is a substantial commitment by the Council.

1.7 CIPFA published the revised Prudential and Treasury Codes on 20th December 2021. The changes look to strengthen the requirements regarding borrowing for commercial projects to ensure Local Authorities are not borrowing in advance of need, with a view to primarily making a profit / financial return.

1.8 The Council does not currently have any capital investments which fall within this commercial category and the current CIP does not have any commercial schemes. The new Code does not introduce restrictions on councils borrowing for purposes essential to their core aims, such as for housing and regeneration projects, or for treasury management purposes.

1.9 Other changes are to ensure Local Authorities' capital investment remains sustainable and to facilitate these two new prudential indicators together with the replacement of an existing indicator have been proposed as set out below:

- New prudential indicator: external debt to net revenue stream ratio
- New prudential indicator: income from commercial and service investments to net revenue stream
- Replacing "Gross debt and the CFR" with the liability benchmark as a graphical prudential indicator.

1.10 These changes will be reflected in the Treasury Management Strategy and be reflected as appropriate when developing future capital programmes. Formal adoption is not required until the 2023-24 financial year.

2 GUIDING PRINCIPLES

2.1 To ensure the efficient use of all of its assets the Council will not permit any project to be included in its Capital Investment Plan (CIP) unless it furthers its strategic priorities and objectives. These strategic priorities include the statutory duties that Councils are responsible for undertaking.

2.2 Overall, the following principles will apply to all capital investment decisions:

I. They should reflect the priorities identified in the Council Plan and its supporting strategies.
II. They will be prioritised by availability of resources and allocated funding, and supported by a business case review.
III. Priority will be given to schemes financed from capital grants or Invest to Save income streams.
IV. The cost of financing each capital scheme will be incorporated into the relevant annual policy, resources strategy and budget (e.g. Capital Investment Plan 2022-23 to 2025-26).
V. Commissioning and procuring for capital schemes will be legally compliant, which will be established by early and appropriate due diligence.

3 LINKS TO COUNCIL POLICIES, STRATEGIES AND OBJECTIVES

3.1 The Council's **Capital Plan** covers a four-year period: the latest proposed in this report will cover 2022-2026. The proposed commitments in the programme reflect the Council Plan:

i. Better Skills, More Good Jobs and a Growing Economy
ii. Decent Homes
iii. Good Start, Great Schools
iv. Better Health, Better Lives
v. Safe, Strong and Active Communities
vi. A Sustainable District
vii. An Enabling Council

4 GOVERNANCE FRAMEWORK FOR CAPITAL DECISIONS

4.1 The Council's relevant democratic decision-making and scrutiny processes are set out in its Constitution and include:

i. A **Council Plan** which sets out strategic priorities.
ii. Approval of the **Capital Strategy, Treasury Management Strategy and Capital Investment Programme,** including the prudential indicators referred to within them.
iii. The current **Capital Investment Plan (CIP).** Each scheme in the CIP is approved by both the Executive and Full Council. The CIP is monitored by the appropriate responsible officer, finance and the Project Appraisal Group (PAG) in order to detect and deal with any variances to the plan. Updates are reported to the Executive on a regular basis.

iv. The Council's **Financial Regulations**. Under these regulations the PAG will assess unfunded capital expenditure proposals. Schemes funded from capital grants or Direct Revenue Financing can be progressed and approved directly by the Director of Finance & IT. Any new capital expenditure proposals that are not wholly funded from capital grants or by the proceeds of sale of land must be either financed directly from the Revenue Estimates or be formally authorised from an identified capital scheme or approved additional borrowing.

v. A mandatory **Capital Business Case** to identify the projected running costs and financing costs of the relevant asset and assess its affordability.

vi. The **Project Appraisal Group (PAG)**. Currently its membership comprises finance, legal, procurement, project management and property expertise and it is chaired by the Director of Finance & IT. Its prime responsibility is to review the Capital Business Case.

vii. Investment assets are subject to specific approval processes, involving the Investment Advisory Group, discussed below.

viii. There is also discussion and a review underway to develop the support provided around project delivery as well as processes around contract management.

5 CAPITAL RESOURCES TO SUPPORT CAPITAL EXPENDITURE

5.1 Proposed future schemes are set out in the **Capital Investment Plan 2022-23**, due to be considered by Full Council on 17 February 2022.

5.2 Schemes not funded directly by grants, receipts from asset disposals or reserves generate **Capital Financing Costs**, which have to be paid for out of the annual Revenue Estimates (Document BC for 2022-23). Capital Financing Costs derive from the cumulative effect of previous years' borrowing to fund capital investment; net of amounts previously paid. These costs are not impacted by the current year capital expenditure: they can only be matched against service benefit when the related asset is operational.

5.3 **Invest to Save (self-financing) schemes** generate savings or additional income in the Revenue Estimates which offset the Capital Financing Costs**.** Such schemes and their related savings or additional income are projected to have an increasing impact on the Revenue Estimates and the Medium Term Financial Strategy in future years.

5.4 **Corporate Borrowing schemes do not generate savings or additional income in the Revenue Estimates.** Such schemes are chosen for their direct delivery of service provision. Of course, in practice individual schemes can generate some savings or additional income but also require a corporate borrowing contribution.

6 COMMERCIAL ACTIVITY AND PROPERTY INVESTMENTS

6.1 A commercial property investment strategy was approved by Executive on 4 April 2017. This permitted investment in commercial property both to create long term income generation; or to promote economic development, service provision and regeneration within the District.

6.2 Since 2017, the former Ministry of Housing, Communities and Local Government

(MHCLG) announced a number of changes in relation to borrowing for commercial property investments. These are summarised below:

- From 1 April 2018, Local Authorities were required to approve an Investment Strategy at Full Council. The definition of Local Authority investments was also updated to include investment property and loans to third parties and related companies.

- It was also announced (1 April 2018) that Local Authorities were no longer able to borrow in advance of their Capital Financing Requirements, solely for the purpose of investment yield. The impact was to restrict commercial investment where Councils' actual cash or finance lease borrowing was equal to their underlying need to borrow for a capital purpose (The Capital Financing Requirement). This did not apply to Bradford Council. Bradford internally borrowed from earmarked reserves, so that actual borrowing is below the Capital Financing Requirement (See Table 3b Capital Investment Programme 2022-23 to 2025-26)

- On 10 September 2019, the MHCLG increased the interest rate on borrowing by 1%. The reason given for this increase was to reduce the level of borrowing by Local Authorities for the purpose of acquiring commercial property portfolios.

- On 11 March 2020, the Government rescinded the 1% interest increase but only for borrowing related to the construction of social housing. The Government also announced a consultation on Local Authorities' commercial property portfolios.

- On 26 November 2020, the MHCLG rescinded the 1% increase on all borrowing from the PWLB. However, at the same time, the results of the consultation were that councils seeking to borrow from the PWLB will now have to confirm they are not borrowing primarily for yield at any point or from any source for a period of 3 years. Compliance is monitored by reviewing capital plans; in Bradford's case, the Capital Investment Programme 2022-23 to 2025-26.

6.3 As a result, Bradford can no longer invest in commercial property solely to create income generation. The prior criteria for investment in strategic acquisitions (see Criteria B below) has now been updated (see Criteria A below):

Criteria A

i A proven ability to promote economic development, service provision and regeneration within the District.

Criteria B

i. Risks associated with the investment
ii. The likelihood of being able to sell the investment in extremis
iii. The location of the investment, with preference being firstly within the District and secondly within the Leeds City Region
iv. The security of direct rental payments, with consideration given to the reliability of tenants
v. The income stream from the investment, current and potential
vi. The potential increase to the capital value of the investment

vii. The sector in which the investment is made, e.g. retail or warehouses

viii. The detailed business case for investment

7 LOANS TO EXTERNAL ORGANISATIONS

7.1 The Council may make loans to local enterprises, local charities, wholly owned companies and joint ventures as part of a strategy for local regeneration and economic growth. In such cases, a realistic assessment of potential policy gains could justify the loan even when liquidity and security considerations might indicate that it is not prudent.

7.2 In such cases, a cost may be chargeable to the Revenue Estimates, either in accordance with the Council's Minimum Revenue (MRP) Policy or, alternatively, an expected credit loss model in line with IFRS 9 (financial instruments) would be required.

7.3 Loans to external organisations are covered under the Council's MRP policy because as noted above, they fall within the Local Authority definition of capital expenditure. The Council's MRP Policy sets out that the Capital Financing Costs can only be fully met from the loan repayments under the following conditions:

- The loan repayment schedule covers the full cost of the original loan.
- That there continues to be confidence that loan repayments will be repaid.
- That the external organisation adheres to the loan schedule.

7.4 In addition, a loan to an external organisation may reduce the interest income received into the Revenue Estimates. This will happen when the interest charged on the loan is less that the amount that would be received from an alternative investment.

7.5 Technical accounting rules many also require applying the credit loss model. This calculates a nominal cost to the Council equivalent to the monetary value of the difference between the interest charged on the external loan and the commercial rate. However, currently the Council is entitled to make an adjustment, so that there is no real impact in the Revenue Estimates.

8 ASSET MANAGEMENT PLANNING

8.1 The Council Estate Management Service manages its existing assets to reduce costs and maximise service benefit according to objectives listed in the Estates Strategy, which is currently being reviewed and updated to link to this Capital Strategy and to quantify the cost of repair and maintenance costs against the savings from extending the lives of Council buildings from 2022-23 onwards. In addition, the Council is proposing to increase its funding in the Property Programme by an additional £2million per annum for the next five years which would improve the Council's estate and reduce its backlog maintenance.

8.2 The review will also cover disposals of buildings. As noted, the receipt from such disposals are a regulated funding source for the Capital Investment Programme. The fact that the property has been sold, can also reduce the repair and maintenance on the Council's estate. Table 5 (in Appendix 3) summarises the Council's achievements in rationalising the estate between 2009-10 and 2019-20.

8.3 The Council's Estates Strategy, including disposals of buildings, has been delayed due to the pandemic. Further the pandemic has had a significant impact of estates usage, some of which will be temporary. This includes the closure of buildings, the repurposing of assets, changes in priorities and a reduction in the occupancy rates of office space. All the above will be considered as part of a comprehensive review of the Estates Strategy in 2022-23.

9 RISKS

9.1 In considering the Capital Investment Programme 2022-23 to 2025-26 and the Capital Strategy, there are a number of key risks. These are summarised below:

- **Interest rates are higher than expected**. The current estimate of capital financing costs is based on interest rate forecasts. Such forecasts are inherently subject to change. Such changes could significantly increase capital financing costs.
- **Overspends**. The capital projects could overspend, or alternatively the expected funding may be lower than expected. This will reduce value for money and increase the future costs charged to the Revenue Estimates.
- **Project delivery impaired**. As well as the financial impacts, poor project delivery reduces the quality of service provision for residents.
- **Unanticipated Revenue Consequences of Capital Investment**. There could be additional costs in the Revenue Estimates that are not fully anticipated in the Business Case; for example, additional repair and maintenance costs.
- **Obsolete assets**. Technological changes, changes in Local Government or different choices could make an asset obsolete, reducing the expected service provision. If this causes a reduction in the expected life of the asset, debt repayments may need to be made out of the Revenue Estimates over a shorter period of time.
- **Invest to Save schemes rely on over-optimistic revenue projections**. The revenue savings or income generation forecasted from a scheme may not materialise. This is a particular risk, because as noted above, budget projections for the Revenue Estimates are increasingly reliant on such forecasts.
- **Change to regulations**. The Government may change current regulations, so that the financial impact of debt and borrowing on the Revenue Estimates could increase.
- **Committed Capital Expenditure**. During the construction phase, new information may become available, for example as a result of a site investigation or other circumstances, which prevents a scheme progressing. In such circumstances, the committed costs add no value and are written off against the Revenue Estimates.
- **The value of property reduces and/or it is more difficult to dispose of property.** The anticipated capital receipts in the CIP are over-optimistic, more borrowing is required and Capital Financing Costs increase.
- **Actual or prospective loans to external parties are not repaid.** If external loans are not repaid, they will have to written off, with the cost charged directly against the Revenue Estimates. Such write offs could increase costs unexpectedly.
- **Change in Government Policy.** There are assumptions in the CIP that some Government grants are recurring. If these assumptions are incorrect, the Council will have to choose between reducing service provision or using additional financial resources.

9.2 The policy framework in the Capital Strategy aims to mitigate the risks identified above. Other risk mitigations are set out in the proposed Capital Strategy actions.

10. PRUDENCE, AFFORDABILITY, SUSTAINABILITY

10.1 As noted, the updated Prudential Code for Capital Finance in Local Authorities issued in December 2021 requires the Council to consider the key judgement criteria of Prudence, Affordability and Sustainability when considering the Capital Programme.

10.2 Some considerations around this are:

- At 1 April 2021, the Council had £1,022m of long-term assets, when valued according to their potential to provide service provision to the Council. Outstanding debt on these assets is £699m.
- The CIP 2022-23 to 2025-26 proposes £833m of new capital expenditure: funded by £419m of capital grants and miscellaneous items; £223m of Invest to Save borrowing; and £196m of corporate borrowing. Individual schemes are detailed in Appendix 1 by department and analysed according their individual funding requirements.
- Current interest rates are low by historical standards. However, these interest rates fluctuate and the Bank of England at its meeting on 16th December 2021 raised interest rates to 0.25%. Further increases are forecast.
- Other potential risks are outlined in the Risk section above (see 9 Risks).
- The CIP is a rolling programme. Current schemes include those approved as part of the budget process last year and individual schemes progressed, developed and approved at Executive during the current financial year. Each scheme's contribution to the Council's service provision and its resource requirement is assessed individually.
- The Prudential indicators set out in Appendix 3, Table 4, show the ratio of capital financing costs to the net revenue requirement increasing from 14.8% to 17.7% between 2022-23 to 2025-26.
- The increase in the ratio of capital financing costs is mitigated within the Medium Term Financial Strategy by: savings and income generation from the Invest to Save schemes; some technical accounting adjustments also impact on the profile of the repayments of debt for the Public Finance Initiative.

10.3 Overall the Capital Financing Requirement (CFR) of £699m will be paid for from Capital Financing Costs charged to future revenue estimates. The proposed CIP 2022-23 to 2025-26 requires substantial new borrowing, increasing the CFR and the amount of funding set aside from future revenue estimates.

10.4 The projected CFR and Capital Financing Costs are shown in detail by the Prudential Indicators. These are used to test the affordability of the proposed CIP.

10.5 Most of the Council's long-term borrowing is from the PWLB; which was £297.8m at 1 April 2021. Also Salix Finance Limited provides interest free Government funding to the public sector to improve their energy efficiency, reduce carbon emissions and lower energy bills. The Council to date has taken the opportunity to secure £19.1 million interest free loans to fund the £45 million approved street lighting replacement scheme in the Council's capital plan. To date the Council has received £1.7m from Salix loans.

10.6 A further £154.9m of borrowing relates to the private finance initiative with a private company and will be repaid from future contracted lease payments.

10.7 Borrowing decisions are made on a cash flow basis so are not directly aligned with the Capital Financing Costs charged to the Revenue Estimates. In practice, the Council's earmarked reserves are used to reduce actual borrowing. This is because borrowing costs are higher than the interest the Council received on its investments. The relationship between the CFR, earmarked reserves and other assets and liabilities is summarised in Table 5, Appendix 3.

11 SKILLS AND KNOWLEDGE

11.1 The Council has professionally qualified staff across a range of disciplines including finance, legal and property. A programme of continuous professional development (CPD) is undertaken and employees attend courses on an ongoing basis to keep abreast of new developments and skills. The Council establishes project teams from all the professional disciplines across the Council as and when required.

11.2 The Council uses external advisors where necessary in order to complement the knowledge its own officers hold. Some of these advisors are contracted on long-term contracts or are appointed on an ad-hoc basis when necessary. The Council currently employs Link Asset Services as treasury management advisors and PWC as VAT advisors. This approach ensures the Council has access to specialist expertise when needed to support its staff, commensurate with its risk appetite.

11.3 Internal and external training is offered to members to ensure they have up to date knowledge and expertise to understand and challenge capital and treasury decisions taken by the Director of Finance.

12. CAPITAL STRATEGY ACTIONS

12.1 These are intended to align the Council's operations with the CFR, and are listed in Schedule 2 of the Capital Strategy Appendix 3. The Actions represent the programme for implementation of the Capital Strategy, which as a high-level document omits much operational detail in favour of a strategic overview of how the Council will manage and optimise its use of its capital assets.

Investment Strategy 2022-23

INVESTMENT STRATEGY

1. BACKGROUND:

This strategy document sets out the Council's annual Investment Strategy as is required by the 3rd Edition of the Section 15 guidance on local government finance issued by the Secretary of State under section 15(1)(a) of the Local Government Act 2003 in 2018. It covers the budget year 2022-23 onwards. The overall objective of the strategy is to provide high-level guidance on acquiring and managing investments in order to improve the financial resilience of the Council, the income base for its services and to ensure that its financial assets are applied efficiently for the benefit, improvement or development of the area through the acquisition, retention and management of good quality investments and the granting of loans.

The 2011 Localism Act provides a general power of competence which permits local authorities to do anything they consider likely to promote or improve the economic, social and environmental well-being of their area. This means that the annual Investment Strategy closely links to the Council's Economic Strategy in order to deliver economic growth, tackle inequality and create change in the area that benefits everyone.

This Investment Strategy also provides an update for recent announcements. The former Ministry of Housing, Communities and Local Government (MHCLG) has determined that councils seeking to borrow from the PWLB can no longer incur capital expenditure primarily for yield at any point or from any source for a period of 3 years.

CIPFA published the revised Prudential and Treasury Codes in December 2021 and formal adoption is required for the 2023-24 financial year. Members will be updated on how all these changes will impact our current approach and any changes required will be formally adopted within the 2023-24 Investment Strategy.

2. INVESTMENTS – DEFINITION

The section 15 guidance issued on 1 April defined investments as including both financial assets and commercial property, held primarily for yield.

The guidance was issued in part as a response to the increasing investment of Local Authorities in commercial property. As such, commercial property was specifically identified as falling within the terms of the guidance and this strategy.

Most of the Council's commercial property portfolio is historic, with just two additional investments in recent times and none in 2020-21. At 1 April 2021, this investment property portfolio was valued at £46.1m (2020-21 audited statement of accounts), a small proportion of overall long-term assets of £1,021.9m.

The definition of an investment also covers loans made by the Council to one of its wholly-owned companies, a joint venture, or to a third party. However, this strategy does not cover investments managed within the treasury management scheme of delegation. These are considered within the annual Treasury Management Strategy.

3. KEY STRATEGIC PRINCIPLES

This Investment Strategy sets objective criteria for any investment. These are listed below:

i. Is within the General Power of Competence (2011 Localism Act)
ii. Transparency and democratic accountability
iii. Contribution
iv. Use of indicators
v. Security, Liquidity and Yield
vi. Investment Limit

3.1 Transparency and democratic accountability:

The Council is required to prepare at least one annual Investment Strategy that contains the details specified in the 2018 guidance and is approved by full Council.

3.2 Contribution to Council's overall purposes:

Investments made by local authorities can currently be classified into one of two main categories:

- Investments held for treasury management purposes; and
- Other Investments, which are not held for treasury management purposes.

Investments held for treasury management purposes usually comprises short term lending to banks, financial institutions and other local authorities, when the Council has a cash surplus. These are managed within Treasury Management Strategy, so do not need to be considered within this Investment Strategy.

Other investments previously made by the Council are property investments and loans to third parties. Future decisions will be assessed on the contribution made, using the criteria set out below. A key measure of contribution will be the delivery of service provision, as set out in the General Power of Competence within the Localism Act: therefore. the supporting business case assessment should demonstrate that the investment forms part of a project in the Council's Plan or some other formal statement of the Council's strategic or policy aims.

The full criteria to measure contribution and make investment decisions (as included in the Capital Strategy is set out below:

Criteria A

i. A proven ability to promote economic development, service provision and regeneration within the District.

Criteria B

i. Risks associated with the investment
ii. The likelihood of being able to sell the investment in extremis

iii. The location of the investment, with preference being firstly within the District and secondly within the Leeds City Region
iv. The security of direct rental payments, with consideration given to the reliability of tenants
v. The income stream from the investment, current and potential
vi. The potential increase to the capital value of the investment
vii. The sector in which the investment is made, e.g. retail or warehouses
viii. The detailed business case for investment

i. Falls within the General Power of Competence (where an investment is classified as contributing to regeneration or local economic benefit)
ii. Yield
iii. Regeneration
iv. Economic benefit/business rates growth
v. Responding to local market failure
vi. Treasury management
vii. Invest to Save Schemes capacity to reduce costs or generate additional income from an asset (including a sensitivity analysis to test the robustness of the expected savings).

All business case proposals for investments will be evaluated by the Project Appraisal Group, including using the key strategic principles and the contribution criteria.

As noted, the Council can no longer invest in commercial property primarily for yield. However, yield is an important criteria where service provision can be financed, or partly financed by savings or income generation. This is also consistent with the Capital Strategy, which aims to encourage the identification of Invest to Save (or self-financing) schemes.

3.3 Investment indicators:
The Council proposes to adopt a system of quantitative indicators to guide and inform investment decisions relating to Other Investments. The Council initially adopted the indicators proposed within the Guidance. These indicators will be reported upon and reviewed following the new guidance that was issued in December 2021.

The Council's proposed range of indicators (Section 7) will allow members and other interested parties to understand the total exposure from borrowing and investment decisions. They will cover both the Council's current position and the expected position assuming all planned investments for the following year are completed. They will not take account of Treasury Management investments which will continue to be reported within the Treasury Management report.

3.4 Security, Liquidity and Yield:
In this context, Security means protecting the capital sum invested from loss; and Liquidity means ensuring the funds invested are available for expenditure when needed. Yield is the expected return of the investment over its lifetime, and can be expressed either in financial terms or as the achievement of policy or strategic aims.

In considering Other Investments, the balance between security, liquidity and yield will be considered as part of the business case, alongside the contribution the Other Investment can make to achieving policy objectives.

3.5 Investment Limit
The Council will from time to time set one or more Investment Limits and keep them under review. The Council will use prudential borrowing to fund Other Investments / strategic acquisitions. Currently interest rates remain at a low level and the rental income / Contribution from Other Investments should more than cover the associated debt costs, whilst also providing a net yield to support the Council's revenue budget. The Council has the ability to fix interest over the long-term which removes the risk of interest rate volatility.

Provision of £43 million has been included in the capital programme, phased across the programme and funded by prudential borrowing. Any new approved schemes for this budget will need to meet the new Prudential Code requirements. A small £0.7m budget is also included, as part of the Leeds City Region Revolving Investment Fund.

4. GOVERNANCE ARRANGEMENTS
The Council has set up an Investment Advisory Board to consider specific business cases in relation to investing in Other Investments / strategic acquisitions. The core group consists of:

- Leader of the Council – (Chair)
- Cllr Alex Ross Shaw – portfolio holder for Regeneration, Planning & Transportation
- A representative nominated by the Leader of the Conservatives
- Cllr Jeanette Sunderland – Leader of Liberal Democrat & Independent Group
- Strategic Director of Corporate Resources
- Strategic Director of Place
- Director of Finance & IT / s151 Officer
- Assistant Director Estates & Property
- City Solicitor / Monitoring Officer

Other officers will attend as relevant to the specific business case.

5. RISK ASSESSMENT

Any capital expenditure falling within the definition of investment (but excluding Treasury Management) will be risk assessed as follows:

i. Whether, and if so, on what terms the Council uses external advisors as treasury management advisors, property investment advisors or any other relevant persons. In each case such engagements will be on the Council's standard terms and conditions unless there is an agreed exception, as is provided for under No. 20 of the Council's Contract Standing Orders.

ii. The outcome of any monitoring by the Council of the quality of advice provided by its external advisors.

iii. To what extent, if at all, any risk assessment is based on credit ratings issued by credit ratings agencies, and the reliability of such ratings given the current degree of engagement between the rating agency and the market under assessment.

iv. Where credit ratings are used, how frequently they are monitored and the procedures for taking action if credit ratings change.

v. What other sources of information are used to assess and monitor risk.

vi. Any specific property-related risks – covenant strength, lease period/s, condition, maintenance costs, etc.

Risk Assessment will be undertaken as part of business case considerations and regularly reviewed.

6. CAPACITY, SKILLS AND CULTURE

The Investment Strategy Guidance requires that Councillors and Officers involved in investment decisions need the appropriate capacity, skills and information to enable then to take an informed decision as to whether or not to enter into a specific investment. As part of this, the Council will procure specialist legal and financial support as required.

7. PRUDENTIAL INDICATORS

As noted above, the Council has a historic portfolio of investment property. This has been expanded recently with two investments in property, with the intention of making a profit that will be spent on local public services. These assets fall under the definition of Investment Properties in the CIPFA Accounting Code and are valued at fair value in the accounts in accordance with IFRS13. Fair value is when an asset is valued at its highest and best use.

Overall Return

	2020-21 **£m**
Rental income	-2.43
Service charges	-0.1
Repairs and Maintenance	0.16
Capital Financing costs & other	0.68
Total return	**-1.69**
Source 2020-21 Statement of Accounts	

The value of the Council's investment property as at 31 March 2021 was £46.1m, making a return of 3.6%. The historic investment property has been revalued upwards above its purchase cost, so taking this into account, the return would be higher. This means historic spend on investment property is supporting the current revenue estimates.

The Council also recently completed an additional two investments in the Bradford area, no new acquisitions were completed in 2021-22. The NCP Car Park was one of the new acquisitions and in the 2020-21 accounts it was revalued downwards.

Debt to Net Service Expenditure (NSE) Ratio

This indicator measures the gross debt associated with recent property investment as a percentage of the Council's net expenditure requirement, where the Net Expenditure Requirement is a proxy for the size and financial strength of a council.

	2020/21 Actual £000	2021/22 Estimate £000	2022/23 Estimate £000
Gross Debt	10,463	10,190	9,916
Net Service Expenditure	441,115	385,400	391,307
Debt to NSE Ratio	2.4%	2.6%	2.5%

The indicator shows the proposed debt level for the Council's two recent investments. It shows that the debt ratio from investment in a property portfolio will be approximately less than 3% of the Council's net revenue budget if the investment in these properties is funded solely from borrowing. There is no specific debt that can be identified against the Council's historic portfolio. No additional investments are assumed in the indicator at present, in the light of DLUCH guidance.

Income to NSE Ratio

This indicator measures the Council's dependence on the income from property investments to deliver core functions.

The income generated from all property investments will fund 0.7% of the Council's' net service expenditure over the medium term. This shows that the Council's reliance on income from property investments is low.

	2020/21 Actual £000	2021/22 Estimate £000	2022/23 Estimate £000
Commercial Income	2,530	2,700	2,900
Net Service Expenditure	441,115	385,400	391,307
Commercial Income to NSE Ratio	0.6%	0.7%	0.7%

Investment Cover Ratio

This indicator measures the total net income from the two property investments compared to interest expense.

	2020/21 Actual £000	2021/22 Estimate £000	2022/23 Estimate £000
Investment Cover Ratio	1.3	1.4	1.2

The indicator shows that net income from property investments is expected to be slightly higher than the interest expense. This is after a reduction in NCP income.

Loan to Value Ratio

This indicator measures the amount of debt compared to the total asset value. In the period immediately after purchase it is normal for the directly attributable costs of purchasing commercial property investments to be greater than the realisable value of the asset (for example, because of non value adding costs such as stamp duty and fees). The Loan to value ration should gradually decrease, reflecting the assumption that property values will remain constant while borrowings will be repaid. The table below reflects the change for the NCP Car Park value and the revaluation downwards.

	2020/21 Actual £000	2021/22 Estimate £000	2022/23 Estimate £000
Loan to value Ratio	2.3	2.2	2.2

Target Income Returns

This indicator shows net revenue income compared to equity and is a measure of the achievement of the property portfolio.

	2020/21 Actual £000	2021/22 Estimate £000	2022/23 Estimate £000
Target Income Returns	2.9%	3.2%	2.8%

Gross and Net Income

The net income targets are included in the Council’s financial projections. The achievement of target income streams will be managed as part of the Council’s standard budget monitoring process. Targets are dependent upon further investments being made. The indicator shows the proposed debt level for the Council’s two recent investments.

	2020/21 Actual £000	2021/22 Estimate £000	2022/23 Estimate £000
Gross Income	586	615	565
Net Income	310	339	289

Operating Costs

Operating costs relate to the cost of the Council’s internal Estate Management function in relation to managing assets acquired under the property investment strategy.

Additional operating costs may be incurred as a result of the purchase of investment properties. Any such costs will be factored into financial appraisals as part of the purchase assessment to ensure that target net rates of return are achieved. This indictor may therefore be revised if further investments are made.

	2021/22 Estimate £000	2022/23 Estimate £000	2023/24 Estimate £000
Operating Costs	400	400	400

Vacancy Levels and Tenant Exposures

	2021/22 Estimate £000	2022/23 Estimate £000	2023/24 Estimate £000
Void periods	0%	0%	0%

The target of 0% reflects the strong tenant covenant strengths that will be required under the property investment strategy. Void periods will be factored into financial appraisals as part of the assessment criteria where relevant, therefore this indicator may be revised once investments have been made.

Appendix 1

	Scheme Description	Revised 2021-22 Budget as at Q3	2022-23 Budget	2023-24 Budget	2024-25 Budget	2025-26 Onwards	Budget Total	Specific Grants, cap receipts, reserves	Invest to Save Funding	Corporate Borrowing	Budget Total
		£'000	£'000	£'000	£'000	£'000		£'000	£'000	£'000	£'000
Health and Wellbeing											
CS0237a	Great Places to Grow Old	300	1,900	6,961	124	0	9,285	0	0	9,285	9,285
CS0237c	Keighley Rd Residential Care Valley View	295	0	0	0	0	295	295	0	0	295
CS0373	BACES DFG	419	0	0	0	0	419	0	0	419	419
CS0239	Community Capacity Grant	910	0	0	0	0	910	910	0	0	910
CS0311	Autism Innovation Capital Grant	19	0	0	0	0	19	19	0	0	19
CS0312	Integrated IT system	80	0	0	0	0	80	80	0	0	80
CS0523	Electrical work at residential homes	50	0	0	0	0	50	0	0	50	50
Total - Health and Wellbeing		**2,073**	**1,900**	**6,961**	**124**	**0**	**11,058**	**1,304**	**0**	**9,754**	**11,058**
Children's Services											
CS0249	Schools DRF	500	0	0	0	0	500	500	0	0	500
CS0287	S106 Education	0	0	0	0	0	0	0	0	0	0
CS0022	Devolved Formula Capital	800	0	0	0	0	800	800	0	0	800
CS0030	Capital Improvement Work	138	100	100	100	100	538	538	0	0	538
CS0240	Capital Maintenance Grant	4,489	3,070	1,000	0	0	8,559	8,559	0	0	8,559
CS0244a	Primary Schools Expansion Programme	1,220	1,234	0	0	0	2,454	2,454	0	0	2,454
CS0244b	Silsden School	6,775	465	0	0	0	7,240	7,240	0	0	7,240
CS0244c	SEN School Expansions	5,400	2,600	1,684	0	0	9,684	9,684	0	0	9,684
CS0362	Secondary School Expansion	1,000	3,298	2,616	0	0	6,914	6,914	0	0	6,914
CS0421	Healthy Pupil Capital Grant	43	0	0	0	0	43	43	0	0	43
CS0436	Children's Homes	404	0	0	0	0	404	0	0	404	404
CS0488	Digital Strategy	960	0	0	0	0	960	0	0	960	960
CS0500	TFD	0	1,400	0	0	0	1,400	0	0	1,400	1,400
								0			
Total - Children's Services		**21,729**	**12,167**	**5,400**	**100**	**100**	**39,496**	**36,732**	**0**	**2,764**	**39,496**

	Scheme Description	Revised 2021-22 Budget as at Q3	2022-23 Budget	2023-24 Budget	2024-25 Budget	2025-26 Onwards	Budget Total	Specific Grants, cap receipts, reserves	Invest to Save Funding	Corporate Borrowing	Budget Total
		£'000	£'000	£'000	£'000	£'000		£'000	£'000	£'000	£'000
Place - Housing											
CS0237b	Keighley Rd Extra Care Fletcher Court	62	0	0	0	0	62	0	0	62	62
CS0145	S106 monies Affordable Housing	0	0	0	0	0	0	0	0	0	0
CS0308	Afford Housing Programme 15 -18	391	0	0	0	0	391	391	0	0	391
Total - Housing		**453**	**0**	**0**	**0**	**0**	**453**	**391**	**0**	**62**	**453**
Place - Economy & Development											
CS0136	Disabled Housing Facilities Grant	5,085	3,234	4,392	2,028	5,753	20,492	8,294	0	12,198	20,492
CS0137	Development of Equity Loans	750	1,989	535	0	0	3,274	1,727	0	1,547	3,274
CS0144	Empty Private Sector Homes Strat	850	831	0	0	0	1,681	0	0	1,681	1,681
CS0299	CPO Monies to be held	0	0	0	0	0	0	0	0	0	0
CS0250	Goitside	0	0	0	178	0	178	0	0	178	178
CS0496	Town Fund Keighley & Shipley	828	0	0	0	0	828	828	0	0	828
CS0084	City Park	192	0	0	0	0	192	0	0	192	192
CS0085	City Centre Growth Zone	1,393	0	0	0	0	1,393	0	0	1,393	1,393
CS0291	One City Park	9,533	15,186	9,514	600	0	34,833	7,500	15,133	12,200	34,833
CS0228	Canal Road	100	0	0	0	0	100	0	0	100	100
CS0507	Conditioning House & High Point	1,439	0	0	0	0	1,439	1,439	0	0	1,439
CS0241	Re-use of Frmr College Builds Kghly	355	0	0	0	0	355	0	0	355	355
CS0266	Super connected Cities	829	0	0	0	0	829	0	0	829	829
CS0265	LCR Revolving Econ Invest Fund	658	0	0	0	0	658	658	0	0	658
CS0345	Develop Land at Crag Rd, Shply	43	0	0	0	0	43	0	0	43	43
CS0107	Markets	21	0	0	0	0	21	0	0	21	21
CS0363	Markets Red'mnt - City Cntr	3,794	11,702	3,458	525	0	19,479	3,800	5,364	10,315	19,479
CS0363b	Markets Red'mnt - City Cntr Public Realm	596	1,000	0	0	0	1,596	0	0	1,596	1,596
CS0411	Parry Lane	127	0	0	0	0	127	0	0	127	127
Total - Place - Economy & Development		**26,593**	**33,942**	**17,899**	**3,331**	**5,753**	**87,518**	**24,246**	**20,497**	**42,775**	**87,518**
Place - Planning, Transportation & Highways											
CS0131	Keighley Town Centre Heritage Initiative	151	0	0	0	0	151	151	0	0	151
CS0178	Ilkley Moor	14	0	0	0	0	14	14	0	0	14
CS0285	Blight Sites	166	251	250	250	250	1,167	0	0	1,167	1,167

	Scheme Description	Revised 2021-22 Budget as at Q3	2022-23 Budget	2023-24 Budget	2024-25 Budget	2025-26 Onwards	Budget Total	Specific Grants, cap receipts, reserves	Invest to Save Funding	Corporate Borrowing	Budget Total
		£'000	£'000	£'000	£'000	£'000		£'000	£'000	£'000	£'000
CS0071	Highways S106 Projects	493	0	0	0	0	493	493	0	0	493
CS0372	Countryside S106 Projects	355	0	0	0	0	355	355	0	0	355
CS0091	Capital Highway Maintenance	349	0	0	0	0	349	349	0	0	349
CS0095	Bridges	100	0	0	0	0	100	100	0	0	100
CS0096	Street Lighting	69	0	0	0	0	69	69	0	0	69
CS0099	Integrated Transport	69	0	0	0	0	69	69	0	0	69
CS0172	Saltaire R/bout Cong& Safety Works	279	0	0	0	0	279	279	0	0	279
CS0282	Highways Strategic Acquisitions	176	0	0	0	0	176	176	0	0	176
CS0293	West Yorks & York Transport Fund	15,004	20,877	40,000	30,000	20,770	126,651	126,651	0	0	126,651
CS0396	WYTF Corr Imp Projects	2,287	2,000	3,000	3,000	0	10,287	10,287	0	0	10,287
CS0296	Pothole Funds	2,737	3,429	0	0	0	6,166	6,166	0	0	6,166
CS0306a	Strategic Transport Infrastructure Priorities	465	500	0	0	0	965	0	0	965	965
CS0302	Highways Prop Liab Redn Strat	47	0	0	0	0	47	47	0	0	47
CS0319	Challenge Fund	587	500	0	0	0	1,087	1,087	0	0	1,087
CS0323	Flood Risk Mgmt.	0	0	0	0	0	0	0	0	0	0
CS0329	Damens County Park	106	0	0	0	0	106	0	0	106	106
CS0370	LTP IP3 Safer Roads	527	0	0	0	0	527	527	0	0	527
CS0386	Cycling & Walking Schemes LTP3	17	0	0	0	0	17	17	0	0	17
CS0398	Bfd City Centre Townscape Heritage	828	790	1,000	0	0	2,618	2,445	0	173	2,618
CS0430	Hwys Maint Fund Oct18	216	0	0	0	0	216	216	0	0	216
CS0432	Steeton/Silsden Crossing	45	0	0	0	0	45	45	0	0	45
CS0423	Highways IT upgrade	50	0	0	0	0	50	0	50	0	50
CS0433	Gain Lane / Leeds Rd Junction	29	0	0	0	0	29	29	0	0	29
CS0450	CILS payments	8	0	0	0	0	8	8	0	0	8
CS0453	IP3 Safer Roads 19-20	48	0	0	0	0	48	48	0	0	48
CS0434	Smart Street Lighting	2,399	11,852	14,128	13,000	2,706	44,085	0	44,085	0	44,085
CS0455	IP4 projects	2,166	0	0	0	0	2,166	2,166	0	0	2,166
CS0456	WY Integrated UTMC Centre	106	0	0	0	0	106	106	0	0	106
CS0464	Ben Rhydding Railway Station Car Park	261	0	1,042	750	0	2,053	2,053	0	0	2,053
CS0467	Transforming Cities Fund (TCF)	5,496	2,633	0	0	0	8,129	8,129	0	0	8,129
CS0469	IP4 Safer Roads 20-21	342	0	0	0	0	342	342	0	0	342
CS0470	IP4 Safer Roads 21-22	0	932	0	0	0	932	932	0	0	932
CS0483	LTP grant 2021	40	0	0	0	0	40	40	0	0	40
CS0486	Active Travel Fund Programme	721	1,000	0	0	0	1,721	1,721	0	0	1,721

	Scheme Description	Revised 2021-22 Budget as at Q3	2022-23 Budget	2023-24 Budget	2024-25 Budget	2025-26 Onwards	Budget Total	Specific Grants, cap receipts, reserves	Invest to Save Funding	Corporate Borrowing	Budget Total
		£'000	£'000	£'000	£'000	£'000		£'000	£'000	£'000	£'000
CS0494	City Centre Bollards	125	0	0	0	0	125	0	0	125	125
CS0502	Corridor Improvement Prog (CIP2)	565	0	0	0	0	565	565	0	0	565
CS0499	Buck Mill Footbridge	0	0	0	0	0	0	0	0	0	0
CS0477	CCTV Infrastructure	969	0	0	0	0	969	0	0	969	969
CS0512	Naturalising Bradford Beck	400	1,400	1,000	450	0	3,250	1,625	0	1,625	3,250
CS0513	Purchasing 185 Carlisle Road	190	0	0	0	0	190	0	0	190	190
Total Place - Planning, Transportation & Highways		**39,002**	**46,164**	**60,420**	**47,450**	**23,726**	**216,762**	**167,307**	**44,135**	**5,320**	**216,762**
Dept of Place - Clean Air Zone											
CS0471	Clean Air Zone	12,842	20,000	0	0	0	32,842	32,842	0	0	32,842
Total Place - Clean Air Zone		**12,842**	**20,000**	**0**	**0**	**0**	**32,842**	**32,842**	**0**	**0**	**32,842**
Dept of Place - Waste, Fleet & Transport											
CS0060	Replacement of Vehicles	3,000	3,000	0	0	0	6,000	0	6,000	0	6,000
CS0517	Electric vehicles	451	39	308	65	18	881	0	0	881	881
CS0435	Sugden End Landfill Site	85	0	0	0	0	85	0	0	85	85
CS0415	Shearbridge Depot Security	89	0	0	0	0	89	0	0	89	89
CS0359	Community Resilience Grant	8	0	0	0	0	8	8	0	0	8
CS0497	Climate Change Initiatives – Vehicles	25	120	0	0	0	145	145	0	0	145
CS0503	Environmental Delivery Works	123	125	0	0	0	248	0	0	248	248
CS0516	Wash Bay Ramps	33	0	0	0	0	33	0	0	33	33
Total Place - Waste, Fleet & Transport		**3,814**	**3,284**	**308**	**65**	**18**	**7,489**	**153**	**6,000**	**1,336**	**7,489**
Dept of Place - Neighbourhoods & Customer Services											
CS0066	Ward Investment Fund	35	0	0	0	0	35	0	0	35	35
CS0466	Parks Depots	24	0	0	0	0	24	0	0	24	24
CS0378	Customer Services Strategy	146	0	0	0	0	146	0	0	146	146
CS0506	Ilkley Parking	75	0	0	0	0	75	0	75	0	75
CS0510	Ilkley Footbridge	50	0	0	0	0	50	0	0	50	50
Total Place - Neighbourhoods & Customer Services		**330**	**0**	**0**	**0**	**0**	**330**	**0**	**75**	**255**	**330**

	Scheme Description	Revised 2021-22 Budget as at Q3	2022-23 Budget	2023-24 Budget	2024-25 Budget	2025-26 Onwards	Budget Total	Specific Grants, cap receipts, reserves	Invest to Save Funding	Corporate Borrowing	Budget Total
		£'000	£'000	£'000	£'000	£'000		£'000	£'000	£'000	£'000
Dept of Place - Sports & Culture											
CS0151	Building Safer Communities	26	0	0	0	0	26	26	0	0	26
CS0487	Alhambra Theatre Lift	2	0	0	0	0	2	0	0	2	2
CS0129	Scholemoor Project	0	0	18	0	0	18	0	0	18	18
CS0162	Capital Projects - Recreation	860	0	0	0	0	860	785	0	75	860
CS0229	Cliffe Castle Restoration	85	0	0	0	0	85	85	0	0	85
CS0347	Park Ave Cricket Ground	0	0	0	0	0	0	0	0	0	0
CS0004	S106 Recreation	10	0	0	0	0	10	10	0	0	10
CS0501	Parks Development Fund	500	0	0	0	0	500	500	0	0	500
CS0367	King George V Playing Fields	0	0	1,020	0	0	1,020	700	0	320	1,020
CS0504	Cricket Nets	190	0	0	0	0	190	190	0	0	190
CS0404	Sports Pitches	1,029	0	0	0	0	1,029	912	0	117	1,029
CS0489	Playable Spaces	1,120	1,398	0	0	0	2,518	350	0	2,168	2,518
CS0403	Bereavement Strategy	7,916	8,350	3,690	329	0	20,285	0	7,000	13,285	20,285
CS0277	Wyke Community Sport Hub	4,294	2,147	0	0	0	6,441	2,474	0	3,967	6,441
CS0508	Theatres Website	45	0	0	0	0	45	45	0	0	45
CS0245	Doe Park	297	0	0	0	0	297	297	0	0	297
CS0459	Ilkley Lido Tank	369	0	0	0	0	369	0	0	369	369
CS0461	Shipley Gym extension & equipment	71	0	0	0	0	71	0	0	71	71
CS0458	Doe Park Drainage	40	0	0	0	0	40	0	0	40	40
CS0468	Bowling Pool extension	20	0	0	0	0	20	0	0	20	20
CS0356	Sedbergh SFIP	427	0	0	0	0	427	0	0	427	427
CS0354	Squire Lane	0	3,600	22,100	21,410	1,700	48,810	20,000	19,410	9,400	48,810
CS0482	Marley Replacement Pitch	15	0	0	0	0	15	15	0	0	15
CS0498	Libraries IT Infrastructure	198	0	0	0	0	198	0	60	139	198
CS0509	Libraries (Equipment/Shelving)	200	0	0	0	0	200	200	0	0	200
Total Place - Sports & Culture		**17,714**	**15,495**	**26,828**	**21,739**	**1,700**	**83,476**	**26,589**	**26,470**	**30,418**	**83,476**
Corp Resources - Estates & Property Services											
CS0094	Museum Store	0	500	0	0	0	500	0	0	500	500
CS0333	Argus Chambers / Britannia Hse	189	0	0	0	0	189	0	0	189	189
CS0443	Property Programme 19-20	143	0	0	0	0	143	0	0	143	143
CS0475	Property Programme 20-21	934	0	0	0	0	934	0	0	934	934

	Scheme Description	Revised 2021-22 Budget as at Q3	2022-23 Budget	2023-24 Budget	2024-25 Budget	2025-26 Onwards	Budget Total	Specific Grants, cap receipts, reserves	Invest to Save Funding	Corporate Borrowing	Budget Total
		£'000	£'000	£'000	£'000	£'000		£'000	£'000	£'000	£'000
CS0511	Property Programme 21-22	2,270	0	0	0	0	2,270	0	0	2,270	2,270
CS0460	Mitre Court CPU Property & Equip	1,665	0	0	0	0	1,665	250	0	1,415	1,665
CS0230	Beechgrove Allotments	0	148	0	0	0	148	148	0	0	148
CS0408	Top of Town - purchase 21 St Johns St	325	0	0	0	0	325	0	0	325	325
CS0050	Carbon Management	582	0	0	0	0	582	0	0	582	582
CS0420	Electric vehicle charging (Taxi Scheme)	379	0	0	0	0	379	379	0	0	379
CS0495	Bradford LAD Scheme	421	600	400	0	0	1,421	1,421	0	0	1,421
CS2000	DDA	62	59	50	0	0	171	0	0	171	171
CS0381	Godwin St	570	0	0	0	0	570	570	0	0	570
CS0409	Coroner's Court and Accommodation	2,930	500	0	0	0	3,430	0	0	3,430	3,430
CS0457	Simpson Green - roof	13	0	0	0	0	13	0	0	13	13
CS0445	Core IT Infrastructure	1,756	497	580	0	0	2,833	0	0	2,833	2,833
CS0505	ISG new Equipment	15	0	0	0	0	15	0	0	15	15
CS0515	IT – End to End	330	0	0	0	0	330	0	0	330	330
CS0514	Birksland - Mail & Print Machine	72	0	0	0	0	72	0	0	72	72
CS0520	Regeneration Opportunity	16,500	0	2,500	5,500	4,000	28,500	4,000	0	24,500	28,500
CS0521	Buttershaw Youth Centre	30	0	0	0	0	30	0	0	30	30
CS0522	Children's Homes Capital Works	390	0	0	0	0	390	0	0	390	390
Total Corp Resources – Estates & Property Services		**29,576**	**2,304**	**3,530**	**5,500**	**4,000**	**44,910**	**6,768**	**0**	**38,142**	**44,910**
Reserve Schemes & Contingencies											
CS0395z	General Contingency	201	1,000	1,000	1,000	0	3,201	0	0	3,201	3,201
CS0411z	Parry Lane	0	0	0	0	0	0	0	0	0	0
CS0395b	Changing Places Toilets	80	0	0	0	0	80	0	0	80	80
CS0397z	Property Programme	0	2,000	2,000	2,000	0	6,000	0	0	6,000	6,000
CS0399z	Strategic Acquisition	0	10,000	10,000	10,000	13,460	43,460	0	43,460	0	43,460
CS0400z	Keighley One Public Sector Est	0	0	9,500	4,000	4,500	18,000	0	18,000	0	18,000
CS0402z	Canal Road Land Assembly	0	450	0	0	0	450	0	0	450	450
CS0401z	Depots	0	500	2,000	500	0	3,000	0	0	3,000	3,000
CS0485z	Advanced Fuel Centre & Vehicles	916	2,298	896	1,000	920	6,030	64	5,466	500	6,030
	2018-19 Schemes										
CS0404z	Sports Pitches	-117	403	4,248	4,250	0	8,784	2,383	0	6,401	8,784
CS0489z	Playgrounds	0	1,087	2,750	0	0	3,837	1,035	0	2,802	3,837
CS0405z	City Hall	500	0	5,000	3,000	3,500	12,000	2,000	5,000	5,000	12,000

	Scheme Description	Revised 2021-22 Budget as at Q3	2022-23 Budget	2023-24 Budget	2024-25 Budget	2025-26 Onwards	Budget Total	Specific Grants, cap receipts, reserves	Invest to Save Funding	Corporate Borrowing	Budget Total
		£'000	£'000	£'000	£'000	£'000		£'000	£'000	£'000	£'000
CS0407z	Affordable Housing	0	0	8,000	10,724	10,500	29,224	14,430	14,794	0	29,224
CS0408z	Top of town	0	0	2,675	0	0	2,675	0	0	2,675	2,675
CS0381z	Godwin St (fmr Odeon)	1,500	5,000	3,000	2,000	0	11,500	0	11,500	0	11,500
	2020-21 Schemes										
CS0060z	Vehicles	0	0	3,000	3,000	0	6,000	0	6,000	0	6,000
CS0060zb	Electric vehicles/ New street cleansing	423	500	0	0	0	923	0	923	0	923
CS0472z	District Heating	250	0	4,752	6,702	2,611	14,315	6,459	2,871	4,985	14,315
CS0473z	Renewable Energy (Solar Farm)	0	500	3,000	1,500	0	5,000	2,000	3,000	0	5,000
CS0476z	Additional Building controls	750	0	500	500	750	2,500	0	0	2,500	2,500
CS0474z	Transforming cities fund	0	19,037	44,090	9,444	0	72,571	72,571	0	0	72,571
CS0480z	Flood Alleviation	200	0	0	0	0	200	200	0	0	200
CS0481z	City Centre Regeneration Fund	0	9,500	0	0	0	9,500	0	9,500	0	9,500
CS0471z	Clean Air Zone	0	0	0	0	0	0	0	0	0	0
CS0445z	Core IT Infrastructure 20-21	506	0	0	0	0	506	0	0	506	506
CS0484z	New Reserve	0	2,000	0	0	0	2,000	0	0	2,000	2,000
	2021-22 Schemes										
CS0373z	BACES	300	750	750	750	750	3,300	0	0	3,300	3,300
CS0488z	Lap tops for Children	0	1,100	1,100	0	0	2,200	0	0	2,200	2,200
CS0244z	SEND	500	2,000	3,000	500	0	6,000	0	0	6,000	6,000
CS0482z	Marley Playing Field	200	300	0	0	0	500	0	0	500	500
CS0436z	Children's Home	1,572	1,577	0	0	0	3,149	250	2,653	246	3,149
CS0445x	IT	0	1,220	0	0	0	1,220	0	0	1,220	1,220
	Relocation of Baildon Library	0	1,000	445	0	0	1,445	1,000	0	445	1,445
	2022-23 Schemes										
	IT Programme	0	3,400	1,700	1,700	0	6,800	0	0	6,800	6,800
	Vehicles	0	0	0	0	3,000	3,000	0	3,000		3,000
	Property Programme	0	2,000	2,000	2,000	4,000	10,000	0	0	10,000	10,000
	Contingency	0	0	0	0	1,000	1,000	0	0	1,000	1,000
	Bereavement - additional	0	0	5,000	1,700	0	6,700	0	0	6,700	6,700
	Energy efficiency	0	500	500	500	500	2,000	0	0	2,000	2,000
Total - Reserve Schemes & Contingencies		7,781	68,122	120,906	66,770	45,491	309,070	102,392	126,167	80,511	309,070
TOTAL - All Services		**161,907**	**203,378**	**242,252**	**145,079**	**80,788**	**833,404**	**398,724**	**223,344**	**211,336**	**833,404**

Appendix 2: Minimum Revenue Policy (Proposed 2022-23)

1.1 The Local Government Act 2003 requires the Council to make a provision for the repayment of borrowing used to finance its capital expenditure, known as the Minimum Revenue Provision (MRP).

1.2 The MRP is the amount of principal capital repayment that is set aside each year in order to repay the Capital Financing Requirement (CFR) based on the requirement of statutory regulation and the Council's own accounting policies.

1.3 The Council is required to state as part of its budget process the policy for determining its MRP. The method for calculating the MRP on each category of debt is outlined below:

a) The policy for charging MRP on historic supported borrowing is on the asset life method calculated on an equal instalment basis over 50 years.

b) Unsupported or prudential borrowing MRP is based on the Asset Life method – that is, the expenditure financed from borrowing is divided by the expected asset life. For schemes funded before 31st March 2012 the MRP is calculated on the annuity basis and for schemes funded after 1st April 2012 the MRP is calculated on an equal instalment basis. This means no change to existing policy.

c) Since 2009-10 the appropriate financing costs for the Council's Building Schools for the Future (BSF) Private Finance Initiative (PFI) schemes have been included in MRP calculations. In 2018-19 the MRP policy for PFI assets was brought into line with the main MRP Policy and the charge of the principal to the revenue account is now over the life of the school building assets.

d) Asset lives are reviewed on an ongoing basis to match the MRP charge to the Revenue Estimates with the service benefit derived from the asset.

e) Where the Council has made property investments [or an invest to save investment] during or after 2018-19, the Section 151 Officer may choose to repay debt over the asset life using the annuity method. This is subject to an in house valuation that the investment property has retained or increased in value. Further it is subject to the condition that the in-year yield is above the average for Treasury Investments and this is expected to continue into the future.

f) Where capital expenditure involves repayable loans or grants to third parties no MRP is required where the loan or grant is repayable. By exception, on the basis of a business case and risk assessment, this approach may be amended at the discretion of the Director of Finance & IT.

1.4 The CFR represents the amount of capital expenditure that has been financed from borrowing, less any amounts that the Council has set aside to repay that debt through the MRP. Borrowing may come from loans taken from the Public Works Loan Board (PWLB) or commercial banks, finance leases (including PFI) or from the use of the Council's own cash balances.

1.5 External debt can be less than the CFR. External debt cannot exceed the CFR (other than for short term cash flow purposes or cash flow management.)

1.6 There is an International Financial Reporting Standards requirement that assets funded from finance leases (including PFI deals) are brought onto the balance sheet. This also includes the liability as well as the asset. Therefore, the term borrowing does not just include loans from the Public Works Loan Board and banks, but also the liability implicit in PFI and other finance leases. IFRS 16 is due to be implemented from the 1 April 2022 and as a result, more of the Council's leases will be treated as finance leases. Therefore, more of the costs of these leases will be included in capital financing costs for the purposes of calculating the Prudential Indicator.

1.7 The CIP will need to be reviewed through the planning cycle to ensure it remains affordable within revenue resources and to take account of the actual implementation of capital schemes.

1.8 Loans to third parties for a capital purpose can be repaid with the repayments providing the following conditions are met: the capital scheme is self-financing; that there is overall confidence that the loan will be repaid; that the third party adheres to the agreed repayment schedule.

APPENDIX 3: CAPITAL STRATEGY TABLES

Table (i)

Asset Balance Sheet values as at 31 March 2021

Category	Value as at 31 March 2021 £'000
Council Dwellings	32,142
Land & Buildings	555,978
Vehicles, Plant, Furniture & Equipment	23,271
Infrastructure	237,911
Community Assets	54,279
Surplus Assets	12,861
Assets Under Construction	21,153
Heritage Assets	37,698
Investment Property	46,102
Intangible Assets	246
Assets held for sale	225
Total	**1,021,866**

Source: Statement of Accounts 2020-21

Table (ii)

Capital Investment Plan 2022-23

	2021-2022	2022-2023	2023-2024	2024-25	2025-26	2026-27 onwards	Total
Funding:	£m	£m	£m	£m	£m	£m	£m
Grants	75	94	112	68	35	1	385
Miscellaneous	6	6	8	4	5	0	29
Borrowing	81	103	122	73	38	2	419
Total Spend:	**162**	**203**	**242**	**145**	**78**	**3**	**833**

Table (iii)

Split of Invest to Save Borrowing

	2021-2022	2022-2023	2023-2024	2024-25	2025-26	2026-27 onwards	Total
Funding:	£m	£m	£m	£m	£m	£m	£m
Borrowing: Invest to Save	24	53	59	55	30	2	223
Borrowing: Other	57	50	63	18	8	0	196
Total borrowing estimate	**81**	**103**	**122**	**73**	**38**	**2**	**419**

Table (iv)

Capital financing costs

	2021-22 £m	2022-23 £m	2023-24 £m	2024-25 £m	2025-26 £m
MRP, excluding PFI	20.0	22.8	28.5	32.1	36.1
MRP PFI, finance lease	4.6	4.6	4.6	4.6	4.6
Old West Yorkshire Waste debt	0.2	0.2	0.2	0.2	0.2
Interest on external borrowing	15.9	16.4	17.8	19.3	20.8
Interest on PFI	16.5	15.9	15.3	14.6	14.0
Premium on debt repayment	0.3	0.3	0.3	0.3	0.3
Investment income	-0.3	-0.3	-0.5	-0.5	-0.6
Total Capital Financing Costs	**57.2**	**59.9**	**66.2**	**70.6**	**75.4**
Projected Net Revenue Stream	385.4	391.3	407.2	416.8	425.0
Ratio to Net Revenue Stream	**14.8%**	**15.3%**	**16.3%**	**16.9%**	**17.7%**
Invest to Save element of Total Capital Financing Costs	5.8	6.8	10.3	12.3	15.8
Invest to Save contribution to Ratio to Net Revenue Stream	**1.5%**	**1.7%**	**2.5%**	**2.9%**	**3.7%**

Table (v)

Backlog maintenance

Backlog maintenance	2009-10	2017-18	2019-20
Operational Estate £ms	83	46	44
Non-Operational £ms	13	8	8
Total Backlog maintenance £ms	**96**	**54**	**52**
Operational Estate size GIAm2 000s	319	228	231
Non-Operational Estate size GIAm2 000s	27	37	33
Total	**346**	**265**	**264**

Table (vi):

Capital Financing Requirement 31 March 2021

Balance Sheet	31/03/2021 £m
Capital financing Requirement	**699**
Private finance Initiative & Leasing	-155
External Borrowing	-336
Underlying Borrowing Requirement	**208**
Investments Held	-163
Earmarked Reserves	242
General Fund Balance	57
Capital Grants Unapplied	38
Provisions/Collection Fund	-19
Working capital (deficit) / surplus	53
Under-Borrowing	**208**

Table vii:
Projected increased in Capital Financing Requirement

	2020-21 Actual £m	2021-22 Estimate £m	2022-23 Estimate £m	2023-24 Estimate £m	2024-25 Estimate £m	2025-26 Estimate £m
Opening Capital Financing Requirement	**711**	**699**	**755**	**831**	**920**	**956**
Increase in borrowing	12	81	103	122	73	38
Less MRP and other financing movements	-24	-25	-27	-33	-37	-41
Closing Capital Financing Requirement	**699**	**755**	**831**	**920**	**956**	**953**

Table viii:
External debt indicators

Operational boundary

	2021-22 Estimate £m	2022-23 Estimate £m	2023-24 Estimate £m	2024-25 Estimate £m	2025-26 Estimate £m
Total	850	840	930	960	960

Authorised limit

	2021-22 Estimate £m	2022-23 Estimate £m	2023-24 Estimate £m	2024-25 Estimate £m	2025-26 Estimate £m
Total	852	860	940	970	970

Table ix
Capital Strategy Actions

Measure	Current Position	Potential Position
Total Borrowing related to long term assets	As at 31-03-2021 £336m total borrowing is 33% of long terms assets of £1,022m.	CIP2022-23 to 2025-26 has £196m of Corporate Borrowing and £223m of Invest to Save (self-financing borrowing), totalling an assumed increase of £419m in borrowing to £755m. Assuming this increases long term assets also by £419m to

		£1,441m, this is 52% of long term assets.
Total Borrowing costs as a percentage of net budget	For 2020-21 borrowing costs of £51.2m plus Invest to Save borrowing costs of £6.7m, totalling £57.9m are 13.1% of net budget	At 2022-23 borrowing costs of £53.1m plus invest to save of £6.8m total £59.9m. 15.3% of the net revenue budget.

Table ix

Capital Strategy Actions

NUMBER	ISSUE	ACTION
1.	Management of the Balance Sheet	A balance sheet projection and analysis is included in the Council's quarterly monitoring reports to Executive and Council. The purpose of this is to monitor the Council's assets and liabilities going forward and report on any increase in liabilities. Further, it would develop the reporting of potential financial risks to the Council in relation to the Capital Investment Plan and other expenditure.
2.	Loans to External Organisations	i. A responsible officer is assigned to monitor all outstanding loans to external organisations and assess on a quarterly basis any risk of non-payment. ii. The rate of interest on loans to external organisations will reflect the level of risk and liquidity of them. Where additional loans are considered, the rate of interest may be above the rate at which the Council can borrow from the Public Works Loan Board. The Capital Strategy proposes that a more detailed policy is drawn up. iii. Loans for regeneration and local growth purposes may be granted at discounted rates (soft loans). Indicators on proportionality and total level of loans by type will be developed by the responsible officer.

		iv. The responsible officer will also maintain a central list of financial guarantees provided to external organisations. v. The purpose is to ensure that the Council's long term debts are fully repaid or any future difficulties are anticipated so mitigating action can be taken. Any loans given to an external organisation used for capital expenditure increase the Council's Capital Financing Requirement. If it looks likely that the loan will not be repaid, additional capital financing costs will be a cost pressure within the revenue estimates.
3.	Forecasts of spend against the Capital Investment Plan	i. Responsible finance officers will arrange departmental meetings to provide accurate capital forecasting of the 2022-23 Capital Investment Plan. As part of this to develop the Council's shared understanding of the critical paths of the capital schemes. ii. The Treasury Management Officer will monitor current interest rates and expectations of future rate increases on a daily basis. iii. The Treasury Management Officer will develop options to contractually borrow in the future at current interest rates. iv. A responsible officer will calculate the sensitivity of Invest to Save schemes to interest rate increases. v. The overall purpose is to enable the Council to take out borrowing at the most optimal time. Accurate forecasting will help the Council understand when borrowing will be required. vi. The purpose of the option to contractually borrow in the future at current interest rates would reduce the risk of interest rates rising. An interest rate rise would increase capital financing costs. Further the calculations for the Invest to Save schemes, embody assumptions about interest rates which may be incorrect.

4.	Investigate borrowing with annuity loans	i. The Treasury Management Officer and Business Advisor Capital will assess the optimal use of annuity loans compared to repayment at maturity loans. ii. The Treasury Management Officer and Business Advisor Capital also consider whether equal instalment of principal loans would be appropriate. iii. The purpose is to take out borrowing in a way which minimises the Council's costs. Repayment at maturity loans require the Council to repay the loan principal at the end of the period of the loan and pay annual interest on the outstanding amount. Annuity loans require the Council to make a uniform payment each year over the whole term of the loan. This method of repayment would align more closely with how capital financing costs are charged in practice to the Revenue Estimates. Such alignment could help the Council manage its cash flow, reducing overall capital financing costs. Annuity loans may be more appropriate where there is an expectation that the size of the Capital Investment Plan reduces in future years. iv. Equal instalments of principal loans require that an equal amount of the principal is repaid each year. The purpose of investigating this option is to ascertain whether this would reduce capital financing costs and improve cash flow.
5.	Review lease arrangements that involve an asset to determine if a purchase arrangement would be more cost effective	i. A responsible officer to review lease arrangements to determine if it would more cost effective to buy any assets outright. ii. The purpose is to ensure that lease arrangements are as cost effective as possible. Further the purpose is to prepare for a likely change in accounting rules which may increase the Council's capital financing costs arising from lease arrangements.
6.	Project Appraisal Group (PAG)	i. Any new proposals which are not funded from capital grants or receipts from the

		sale of land / buildings would have to be: either financed directly from the Revenue Estimates and vired from another capital scheme. ii. The quarterly monitoring of capital spend will be reported to Project Appraisal Group. As part of the Capital Strategy's aim to continually align the Capital Investment Plan with Council strategies, budget challenge sessions will be conducted with senior officers and Councillors during May and June 2022. iii. Key strategies are the Council Plan and the Invest in Bradford Economic Strategy. Project Appraisal Group will assign an officer to participate on refreshing these strategies. This will further improve linkages between the Capital Strategy and other Council strategies. iv. Post completion statements for schemes costing in excess of £10m will be brought to Project Appraisal Group to appraise value for money and achievement against the Council Plan. As part of this, a revised process for evaluating benefits will be developed during 2022-23 by the Business Advisor Capital. v. Project Appraisal Group will determine whether there are opportunities to share expertise in accessing capital grants across the Council. vi. The schemes in the 2022-23 Capital Investment are formerly linked for reporting purposes to the Council's strategies. Capital Financing Costs are modelled over the asset life as standard, under the guidance of the Business Advisor Capital.

		vii. The purpose is to minimise the Council's requirement for borrowing and to streamline the Project Appraisal Group.
7.	Risk Reporting	i. A responsible officer will be assigned to develop the reporting and escalation of risks arising from the Capital Investment Plan and monitoring of balance sheet liabilities. This would involve the Project Appraisal Group, the Section 151 Officer and to align with the Corporate Risk Register as appropriate. ii. The Council's risk appetite is low. This is consistent with the CIPFA Treasury Management Code of Practice which stipulates that investments are prioritised according to security, liquidity and yield, in that order of importance. Subject to careful due diligence, the Council will consider a moderately higher level of risk for capital schemes which meet an important objective in the Council plan and generate significant non-financial benefits for the District. iii. A specific risk as a VAT registered body is the recovery of exempt VAT only up to a value of 5% of all the VAT it incurs. This is known as the de-minimis limit. Monitoring and control of exempt input tax is essential for the Council as where exempt input tax exceeds the 5% limit the whole amount is irrecoverable and will represent an additional cost to the Council. Each capital investment will be closely reviewed to assess its VAT implications. iv. Inflation risk will be managed through close contract management. Further the Capital Investment Plan includes £2m annual contingency. There is an additional risk contingency for the capital financing costs in the revenue estimates. v. The purpose is to ensure that risks are monitored and escalated appropriately.