

# Capital Strategy 2022/23

Cardiff Council





# Delivering Capital Ambition

In July 2017, the Cabinet approved 'Capital Ambition', a five-year policy programme which set out the Administration's principles, priorities and ambitions for the city. This was updated in 2021 with the Administration's priorities and commitments for the remainder of the municipal term.

These commitments prioritise maintaining momentum in city regeneration and economic development, tackling inequality and inclusive growth, responding to the climate emergency and public service reform. The policy agenda now also includes, in response to the public health crisis and its consequent economic impact, a programme of work to support recovery and successfully reposition Cardiff as a successful global city over the longer term.

Progressing this ambitious agenda will require capital investment if the administration is to deliver on its major commitments. This would include investment in new schools and in modernising school buildings, delivering a significant house building programme, leading a shift to net zero carbon and enabling the

continued regeneration of the city's business and transport infrastructure.

It is therefore crucial that, when long term investment decisions are undertaken, decision makers can rely on clear and informed information. This would include:

- A long-term view of capital expenditure plans and any financial risks to which the Council is exposed.
- Ensuring due regard to the long-term financing, affordability implications and potential risks.
- A clear overview of the Council's asset management planning arrangements and any maintenance requirements that have resource and business planning implications.

The Capital Strategy will therefore continue to help support informed decision making in the delivery of Capital Ambition.



# Strategic Context

As the capital city of Wales, Cardiff has a nationally significant commercial, cultural and retail offer. It has been one of the fastest growing cities in the UK, and, with four out of every five net new jobs in Wales created in Cardiff, the capital is of regional and well as national importance.

Whilst the city has driven jobs creation across Wales over the last 5 years, the impact of the Covid-19 pandemic has been significant on the economy. Unemployment has increased since January 2020, with a clear need for the Council to play a role in supporting people and businesses as part of the city's recovery.

Other challenges remain. The growth in demand for social services, a national challenge that is keenly felt in Cardiff, places pressure on the Council. Equally, the need to accelerate the shift to net zero carbon means that decarbonisation projects that have the biggest local impact must be costed and funded.

Capital Ambition identifies the opportunities facing the city and sets out the response to challenges. This is not just a consideration of how challenges are responded to, but it is also

about investing in future economic growth and development, prioritising investment in schools, affordable housing, tackling homelessness, and protecting the city's most vulnerable people. It sets out the approach for tackling congestion and air pollution, improving recycling rates and keeping our streets clean, along with a series of commitments to respond to the climate emergency, to create opportunities for local people and addressing inequality. All these will require capital investment which will play an important role in supporting and accelerating the Council's work in responding to Covid-19 and leading the recovery.

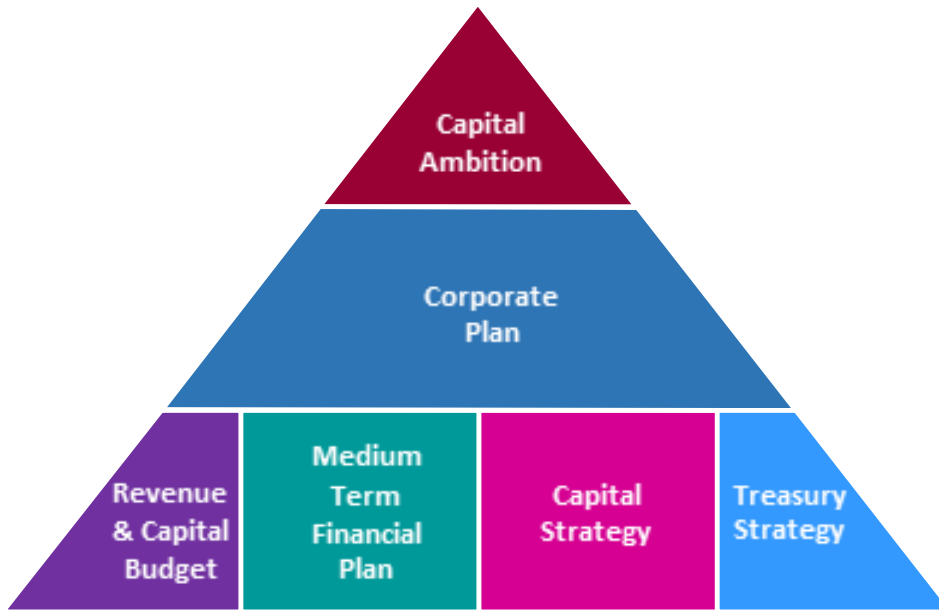
Where Capital Investment is needed to deliver the administration's priorities, in responding to these issues, the Capital Strategy is a framework that the Council can rely on to develop a clear, consistent and informed process in undertaking capital investment decisions.

Corporate Plan 2022-25: Selected Proposed Capital Schemes		
<b>Cardiff is a great place to grow up</b>	<b>Supporting people out of poverty</b>	<b>A capital city that works for Wales</b>
Deliver Band B of the 21st Century Schools Programme	Deliver the strategic priorities within the new Housing Support Programme strategy	Work with the UK and Welsh Governments to deliver investment and capacity improvements at Cardiff Central Station
Up to 8 new primary schools and 2 new secondary schools by 2030	Deliver the planned supported housing scheme for single people at Adams Court	Enhance the city centre as a location for businesses and investment and reassert its role as a regional employment centre
Invest in digital infrastructure, equipment and new learning technologies	Deliver the new family homelessness centres at the Gasworks and Harrison Drive	Deliver the new Multi-Purpose Indoor Arena by 2024/25
Deliver an integrated model of Youth Support Services	<b>Growing in a resilient way</b>	Progress a development strategy for the next phase of the International Sports Village
Improve outcomes for children and families by embedding the Interventions Hub	Deliver the short-term actions within the One Planet Cardiff Action Plan	Bring forward proposals to protect and revitalise historic buildings in the Bay
<b>Safe, confident and empowered communities</b>	Deliver the Design and Build contract for Phase 1 of the Cardiff Heat Network	Deliver the Canal Quarter
Invest in the regeneration of local communities	Deliver a Housing Energy Efficiency Retrofit programme	Consider development and investment opportunities for St David's Hall
Deliver the 'Michaelston College' multi-generational well-being village	Develop a City-Wide Electric Vehicle Roadmap	<b>Cardiff is a great place to grow older</b>
Progress plans for a Youth Hub in the city centre	Working with partners, design and deliver a programme of strategic transport projects	Continue to increase the availability of accommodation with support options
Prepare and adopt a new Regeneration Strategy to support district and local centres	Programme the delivery of the bridge crossing scheme at Llanrumney as part of a wider regeneration scheme	Develop a 'Hubs for All' approach by March 2023
Work in partnership with Registered Social Landlords to maximise the amount of affordable housing that can be delivered	Invest in a new fully segregated, safe cycling network across the city	Work with Cardiff & Vale University Health Board (UHB) to establish integrated Health and Well-being Centres
Further develop the Complex Needs Day Service	Deliver the Council's Green Infrastructure Plan	Remove the means test from all eligible disabled adaptations
Deliver the two-year Alley Gating Programme	Complete coastal defence improvements in Cardiff East	Develop older persons housing that supports independent living
Support grassroots and community sports	<b>Modernising and integrating our public services</b>	
Implement a programme of Section 106, Asset Renewal and Capital for Parks to include sport, play and infrastructure improvements	Develop a Hybrid Working Model	
In partnership with Welsh Water, bring the Llanishen Reservoir site back into use for sailing and other recreational purposes	Deliver a leaner and greener estate and protect the council's historic buildings	
	Dispose of land and property to achieve the £25m general fund capital receipts target by end of 2025/26	



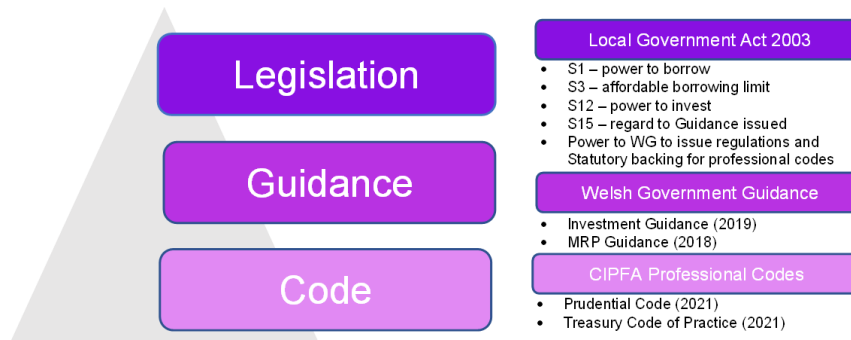
# Capital Strategy Framework

The Capital Strategy is an integral part of the Council’s Strategic and Financial Planning Framework.



In 2004, local authorities were provided with the flexibility to make their own capital investment decisions. Legislation, guidance and professional codes of practice were introduced to support decision making and ensure investment and borrowing is Prudent, Sustainable and Affordable. The Council has complied with these principles since their

introduction and in various updates. Following consultation in 2021, the CIPFA Prudential Code and Treasury Management Code have been revised, primarily in response to investment undertaken solely for financial return/yield.



Looking ahead to 2023/24, key changes in the Prudential Code to consider include:

- Updated and additional prudential indicators, monitoring, reporting as well as creation of Investment Management Practices for Service and Commercial investments
- Confirmation of approach to ‘Proportionality’ and risk to service delivery where borrowing is undertaken for yield
- Setting out approach to inclusion of Environmental, Social and Governance issues in developing capital investment
- Reviewing existing commercial or service investments to divest where appropriate.
- An authority must not borrow to invest primarily for financial return applies with immediate effect, with the loss of borrowing ability from the PWLB an immediate consequence.

# Capital Strategy Framework

The Capital Strategy sets out the Council's approach to:

- working with partners
- asset management planning
- risk appetite
- governance and decision making
- capital investment in 2022/23 and indicatively to 2026/27
- funding the strategy
- managing the borrowing requirement
- prudent Minimum Revenue Provision (MRP) Policy for repayment of capital expenditure
- affordability.

The remainder of this strategy considers these in more detail. The Strategy forms an integral part of the Budget report and it is recognised that there are various strategy developments that need to take place over the medium term as part of new regulatory requirements, self-assessment feedback and as mitigations to financial resilience risk.

The Section 151 Officer is required to report, in the Budget Report, on the deliverability, affordability and risk associated with the Capital Strategy and where appropriate have access to specialised advice to enable them to reach their conclusions.







In meeting our ambition to create a greener, fairer and stronger capital city and in delivering our responsibility as the economic driver for the city-region and Wales, we must work closely with partners across the public and private sectors. This is particularly relevant given the financial challenges faced by the Council.

Cardiff has outpaced most other UK cities in terms of jobs growth in recent decades, much of which has been driven by a strategic approach where the public and private sector have worked together to leverage investment and create jobs and opportunities.

The Council also works closely with regional, local authority partners in the Cardiff Capital Region, with partners in the Great Western Gateway and as part of the UK Core Cities Group nationally. Within the city the Council has significant partnerships with other public sector bodies via informal or formal boards such as the Public Sector Service Board, Registered Social Housing Landlords, charities, universities and colleges to support the delivery of services for its residents, communities and businesses.

The Council will continue to work with Welsh Government to align key priorities and to make a case for a much longer term and sustained approach to capital investment that not only supports the city's vital infrastructure, but also projects that can make a stepped change in helping to drive the recovery of the city, region and nation forward.

The Council will continue to use its enabling role to harness skills and private funding, to take forward capital investment to deliver improvements and inclusive growth which would not otherwise be deliverable or affordable, and its capital strategy reflects the potential for Council investment to unlock further private investment for the good of its residents and communities.

It will set out its vision and co-ordinate activity between business and government bodies to develop a more productive and innovative platform for investment in the city. This will include the feasibility of a joint venture agreement to deliver economic regeneration and development in respect to transportation improvements.

# Asset Management Planning



The Council has responsibility for assets used in service delivery including property, highway infrastructure (roads, footpaths, structures, lighting) and Council dwellings. It is essential to understand the need, utilisation, condition and the investment and operating cost requirements of assets, whether owned or leased.

The Council's historic retained interests in land assets in various parts of the city has been an enabler in its ability to support development of key capital projects in the city. The Council also has a track record of acquiring assets based on future regeneration projects or to secure strategic options. It is recognised that the acquisition of new assets such as land could gain or lose value in the intervening period. However, the overarching aim of the Council is to release the value in the asset once the regeneration has been completed and such benefits are wider than to make a financial return.

When prioritising investment, it is essential to understand the long-term cost of maintaining and operating existing assets and their fitness for purpose, having consideration of which are deemed essential in continued service delivery, or which can be considered for alternative uses. The backlog of maintenance in some key assets is recognised and alternative approaches and options for longer term solutions will continue to be considered to address the risks this poses rather than continued investment by the

Council in the same assets. This is neither an effective asset management approach nor affordable in the long term. These will be considerations in key assets such as schools, historic and administrative buildings required for the long term.

Approved Asset Management Plans are in place for property assets including dwellings that demonstrate the approach to the Council's stewardship of assets. A disposal strategy was also updated in 2021 to relinquish or find alternative beneficial uses for assets deemed surplus to requirements. This includes using property effectively across the Council by using suitable sites for the building of affordable Council housing.

The Council has set up a number of working groups that aim to provide assurance to Cabinet by continuing to seek the development and embedding of strategic asset management activity as a corporate activity. This covers activities such as property asset management, housing delivery and school organisation planning and for major projects.

During 2022/23, consideration will be given to updating and development of plans for Highways and other infrastructure assets, vehicles, commercial property holdings, as well as updates to the annual property plan considered by Cabinet in December 2021.





## Risk Appetite

In undertaking complex projects, decision making needs to be supported by proportionate business cases in line with best practice covering strategic, economic, financial, commercial and management cases. Embedding and codifying this in council processes is not only best practice but is also a key factor in financial resilience. For large complex projects, professional external advice and services would be sourced to undertake due diligence to understand risks and inform decision making.

Capital investment to be undertaken can be broadly split into two types:

1. Expenditure on **existing assets** to ensure they meet the requirements of service delivery, are fit for purpose, meet health and safety guidance, and reduce future costs.
2. Expenditure on **creation of new assets, specific projects or non-treasury investments to meet core functions and service delivery aims.** Non treasury investment to meet service or Council obligations could include: loans or equity towards capital expenditure incurred by external bodies, subsidiaries or joint ventures; utilising commercial property holdings to retain value.

The Council will not incur expenditure on new **non treasury investments primarily for financial return.**

In respect of 1 and 2, the Council recognises that achieving these aims will require consideration of alternative delivery structures and of all forms of funding including additional borrowing. Financial austerity has had a significant impact on affordability, however taking the city recovery forward is not just a consideration of how we manage decline. Capital investment funded by borrowing will be undertaken in priority areas to meet Capital Ambition, whilst at all times clearly understanding how the affordability of such expenditure can be managed over the longer term supported by robust due diligence, business cases, risk management and monitoring.

These holdings stem from historic interests of land, managed in accordance with an Investment Property Strategy approved by

Cabinet in 2016. The aim is to review existing land holdings, maintain yield from the existing estate, remove liabilities, and secure regeneration and marriage value of sites that would support economic regeneration in the city. Acquisitions are funded by proceeds of existing investment property, the value of which was circa £177 million as at 31<sup>st</sup> March 2021. In line with the requirements of the Prudential Code, the strategy and estate management practices will be reviewed in 2022/23.

The Council recently secured the site of the Red Dragon Centre (RDC) for circa £64 million as an enabler for a wider masterplan for the Atlantic Wharf Regeneration including Indoor Arena.

Revenue income receivable from historic commercial property holdings for 2020/21 was circa £4.3 million, the income being used to support the delivery of services. RDC income was £3.6 million for which any surpluses generated are reinvested into the delivery of the overall project rather than being used to support the ongoing delivery of Council services.

The Council is mindful of the risks of HM Treasury restrictions on borrowing from the PWLB solely for commercial yield. The income receivable from the commercial property portfolio to support the revenue budget is not deemed to be a financial resilience risk in terms of being 'un-proportionate' to the Council's overall income. This will be an ongoing consideration including development of any limits and indicators to determine any risk to proportionality.

Non treasury investment funded by additional borrowing would only be undertaken after:

- Cabinet approval of a robust business case supported by independent advice
- Consideration of the legal basis on which the expenditure is being incurred
- Affordability and risk assessment of such expenditure over the longer term

It is essential that such a process is codified and applies to all significant projects, else the capital programme may include approved schemes that not only represent a financial risk, but also do not fully consider option appraisal, asset management and delivery risks that secure better outcomes. The outcome of such business cases will be considered as part of the budget strategy planning framework for 2023/24.



# Governance and Decision Making

The Council has processes in place to approve, manage and monitor capital projects arising from the Capital Strategy.

## **Prioritisation, Capacity and Skills**

Following consideration of resources and affordability, capital expenditure requirements are prioritised on the following basis:

- Firstly, to meet expenditure on Annual Sum requirements, to meet expenditure on mandatory grants and for the renewal of existing assets such as property, parks and highways.
- Secondly, to meet expenditure on schemes previously approved by Council which have been committed to, either contractually or in principal and where following a review, these are still deemed essential to proceed.
- Thirdly, new expenditure proposed after consideration of:
  - link to strategic objectives
  - risk of not undertaking the expenditure
  - statutory / legislative requirements
  - financial implications and affordability
  - development, review and approval of relevant business cases.

To support prioritisation and to avoid slippage and potentially unanticipated additional costs, the Council will need to ensure access to sufficient skills and capacity both within the Council and externally to deliver the investment programme. Such capacity could be project management and development skills; technical and design skills, knowledge, availability of contractors as well as wider market factors.

## **Defining Capital Expenditure**



The Council has determined criteria and eligibility for capitalisation and it is important, despite pressures on revenue budgets, that only acceptable costs are charged as capital expenditure. Any internal recharges of costs should be evidence based and regularly reviewed. Advice would need to be sought where relevant and eligibility is reviewed by Audit Wales as part of the external audit of the Council's accounts.

## **Constitution, Procurement and Value for Money**

The Council's Procurement Strategy ensures that the principles and practices associated with procuring works, goods and services consistently achieve value-for-money and actively contribute to the Council's priority outcomes. The Strategy, and the Council's Socially Responsible Procurement Policy aims to ensure that procurement becomes sufficiently flexible and agile to support the Council to operate in an efficient, compliant and ethical manner to deliver capital projects on time, on budget and to specified quality standards with contractors supporting the delivery of wider community benefits. The Council has adopted the Welsh Themes, Outcomes and Measures as a scored element on all tenders over £250,000 to maximise the social value delivered through its procurement spend.

Procurement considers third party spend across budgets and taking opportunities to consolidate and aggregate spend and achieve economies of scale are a key focus.

The Council recognises the benefits of utilising regional, joint and local framework arrangements where they can demonstrate value for money and compliance with the Council's Procurement Strategy objectives. Through its One Planet Cardiff Strategy the Council has committed to be Carbon Neutral by 2030. A significant element of our carbon footprint comes from the indirect emissions arising from the supplies, services and works the Council buys to support the delivery of Council services. Therefore, any reduction in our carbon footprint will need to be delivered through rethinking and challenging what is bought and how it is delivered. The Council is working to embed procurement processes that

# Governance and Decision Making

address climate change and a circular economy approach.

The Council's process and authority for the acquisition and disposal of land or property is set out in the Constitution. Transactions over £1 million are required to be approved by Cabinet as part of a business case with all transactions to be verified by a valuation.

## **Approval, Monitoring and Reporting the Capital Programme**

The Capital Strategy informs the Council's capital investment programme and Treasury Management Strategy. This integration is one of the reasons why it is deemed that full Council should continue to consider and approve the affordability of the Capital Strategy and detailed programme as part of the Council's budget proposals recommended by Cabinet.

Council approves the capital investment programme having consideration of CIPFA's Prudential and Treasury Management Code indicators highlighting the impact of capital decisions on the revenue budget and proportionality, affordability, prudence and sustainability.

Directorates are responsible for monitoring capital schemes, and the reporting of progress in delivering the Capital Programme periodically to Cabinet as part of the Council's Budget Monitoring and final outturn reports. The reports include:

- Forecast expenditure during the year on schemes
- The stage at which projects are in terms of timescale and any issues resulting in delay
- Changes in funding available for schemes
- Any cost increases and how they are being managed
- Virements or other changes required in accordance with the Council's Constitution.





## Capital Investment Programme 2022/23 to 2026/27

The Capital Programme is a five-year rolling programme, initially set for 2022/23 and on an indicative basis for four years thereafter. It has been profiled in accordance with technical advice relating to regulatory processes, timetables and work plans.

The proposed Capital Programme for future years is summarised in the following table.

In comparison, actual capital expenditure in 2020/21 was £166 million (£112 million General Fund, £54 million HRA). Projected capital expenditure in 2021/22 is £234 million (£174 million General Fund, £60 million HRA).

The detailed five-year Capital Programme proposed is included at the end of this Annex.

Indicator						
Capital Programme Expenditure						
	2022/23* £000	2023/24 Indicative £000	2024/25 Indicative £000	2025/26 Indicative £000	2026/27 Indicative £000	Total £000
Annual Sums Expenditure	24,275	26,500	23,515	22,915	19,715	116,920
Ongoing Schemes	45,216	32,712	20,981	20,050	6,336	125,295
New Capital Schemes (Exc ITS)	125	175	100	250	225	875
Schemes Funded by External Grants and Contributions	55,554	43,916	77,590	34,701	664	212,425
Existing and new Invest to Save (ITS) Schemes	63,601	158,922	90,270	10,500	12,240	335,533
<b>Total General Fund</b>	<b>188,771</b>	<b>262,225</b>	<b>212,456</b>	<b>88,416</b>	<b>39,180</b>	<b>791,048</b>
<b>Total Public Housing (HRA)</b>	<b>74,610</b>	<b>111,250</b>	<b>106,135</b>	<b>69,605</b>	<b>53,700</b>	<b>415,300</b>
<b>Total Capital Programme</b>	<b>263,381</b>	<b>373,475</b>	<b>318,591</b>	<b>158,021</b>	<b>92,880</b>	<b>1,206,348</b>

\* Includes slippage estimated at Month 9. The final slippage figure, which will be known at outturn, will be reflected in the Month 4 2022/23 budget monitoring report.

The detailed programme includes

- Annual sums such as disabled adaptations and expenditure to improve existing assets such as infrastructure and property.
- Allocations for previous commitments.
- New capital investment proposed in year.
- Assumptions for known external grants and contributions, which are in most cases subject to a bid process.
- Projects proposed based on revenue savings, incidental revenue income or other sources to repay initial investment over time, including new schemes approved in 2022/23, subject to business case.
- The Housing Revenue Account programme, with a focus maintaining investment to support the Welsh Housing Quality Standards, cladding and priority energy efficiency schemes, regeneration and significant investment in new Council homes to meet the demand for good quality, affordable social housing.

Local authorities are facing many challenges with capital programmes because of interruptions and delays perpetuated by Covid and the current general escalating costs in the construction industry. Recognising this issue, further funding is likely from Welsh Government in the last quarter of 2021/22 in terms of specific grants as well as un-hypothecated grants to give authorities maximum flexibility. Any such changes and will be reported as part of the 2021/22 Outturn Report as well as approach to setting future years budget strategy.

The budget report also provides an update on the Indoor Arena project following approval of the final business case in September 2021. The proposed programme includes enabling costs and an approach to direct funding of the arena construction by the Council as an alternative for third party funding. This will be fully funded by annual lease income from the Arena Operator.

## Capital Investment Programme 2022/23 to 2026/27

The Council is also continuing to develop several strategic projects, which, subject to approval of business cases, due diligence and affordability may be considered for approval as part of future iterations of the detailed investment programme. These include projects arising from the Transport White Paper including Metro; Atlantic Wharf Masterplan; International Sports Village; Core Office Strategy; 21st Century Schools and responding to the climate emergency. To support a robust business case approach and inform the next iteration of the capital programme, allowance is made in the revenue budget for feasibility and options appraisal for several potential future projects. This includes:

- Enhanced service delivery options from alternative locations for the dogs' home
- Review of the Materials Recycling Facility
- Ensuring sustainable burial space in the city
- Working with partners to secure funding to create a Youth Zone
- Options in respect to assets with significant backlogs of maintenance such as St David's Hall and City Hall as considered by Cabinet in the Corporate

Property Strategy in December 2021, and,

- Renewable energy projects following a post project appraisal of existing schemes.

The Council's One Planet Strategy sets clear targets for the reduction of Carbon emissions by 2030. Several significant capital projects have already successfully been delivered or are on the ground that support this aim including the solar farm at Lamby way, buildings retrofit and the District Heat Network. However, meeting the target will not only require expenditure, but creative thinking across all areas the Council can influence. As the level of data on carbon emissions and those ideas are crystallised and prioritised, robust business cases will need to be developed and where capital expenditure is required, external funding also sought, to ensure that the local, regional and national strategies carbon reduction targets can be delivered and are affordable in the long term.

Unless funded by future or retained external grant, approval of the above projects will result in further increases in the Council's borrowing requirement.







The Council has several funding streams available to support capital investment. The resources assumed to pay for the five-year capital investment programme from 2022/23 are set out in a table at the end of this Annex.

## **Cash Resources to pay for Capital Investment**

These include:

- Non-ring-fenced grants i.e. for use on Council determined priorities. These include General Capital Grant and Major Repair Allowance received from Welsh Government. Any grant received late in year, may be carried forward as a usable reserve for allocation to projects in future years.
- Ring-fenced grants to achieve a particular outcome and therefore with restricted use as specified by the funder. The main source of external grant is from WG, which in most cases follows an application or bidding process for schemes or distribution of grants on a formula basis. The short-term nature of grant awards makes long term planning and delivery of strategic schemes very difficult. Where external grant funding bids are made, it is essential that these are in line with Council priorities and include consideration of any revenue budget consequences. Where grants require match funding, the Council will prioritise such support to increase the likelihood of a successful bid.

- External Contributions from planning agreements or other sources. Large housing development sites as part of the Council's Local Development Plan will also impact on the city's infrastructure. Developer agreements either in place or to be determined will aim to mitigate impacts such as affordable housing, school capacity, open space and public transport infrastructure, subject to the planning process. Where contributions are being requested, sufficiency to achieve the required outcomes should be considered along with any revenue budget implications. The Finance section collates the profiling of sums received, over future years.
- Revenue budgets and earmarked reserves held and modelled specifically to support the affordability of capital investment.
- Capital receipts arising from the disposal of Council assets. The Council's approach to receipts is as follows:
  - Prioritise receipts required to meet the balance of the £40 million target for General Fund Capital Receipts (net of fees) and any additional targets set in subsequent years.
  - Use of receipts in excess of assumption in the budget to be considered to reduce the level of debt.
  - Where an asset has been funded specifically from prudential borrowing, any receipt arising from it would be utilised to reduce expenditure not yet paid for.
  - To limit the earmarking of capital receipts only for capital expenditure essential to secure a disposal, to meet the terms and conditions of a grant, where approved by Cabinet as ring-fenced for specific projects or strategies, or where required to be ring-fenced by legislation.

Where Cabinet approve land to be appropriated between the General Fund and Housing Revenue Account, this is to be at a valuation

# Funding the Strategy

certified by a registered valuer with the decision to be confirmed in accordance with the constitution.

The actual realisation and timing of capital receipts can be uncertain given the number of variable factors involved. To take this into account, a Capital Programme that includes assumptions on significant levels of capital receipts needs to be supported by a clear, approved strategy for the realisation and timing of such receipts. To do otherwise would be a significant risk to the Council's borrowing requirement and future revenue budget pressures.

In respect to the £40 million capital receipts target and the subsequent £1 million increase to this target in 2019/20, £8 million was raised by 31 March 2021 and circa £4.5 million is assumed receivable for budgeting purposes in 2021/22, subject to timing of disposals. The approach to meet the balance of £28.5 million was updated in the Corporate Property Strategy considered by Cabinet in December 2021 including the key areas of disposal that will be considered. Whilst the overall target remains in place, the budget assumes no income at this stage from c £15 million of potential receipts identified from school's sites.

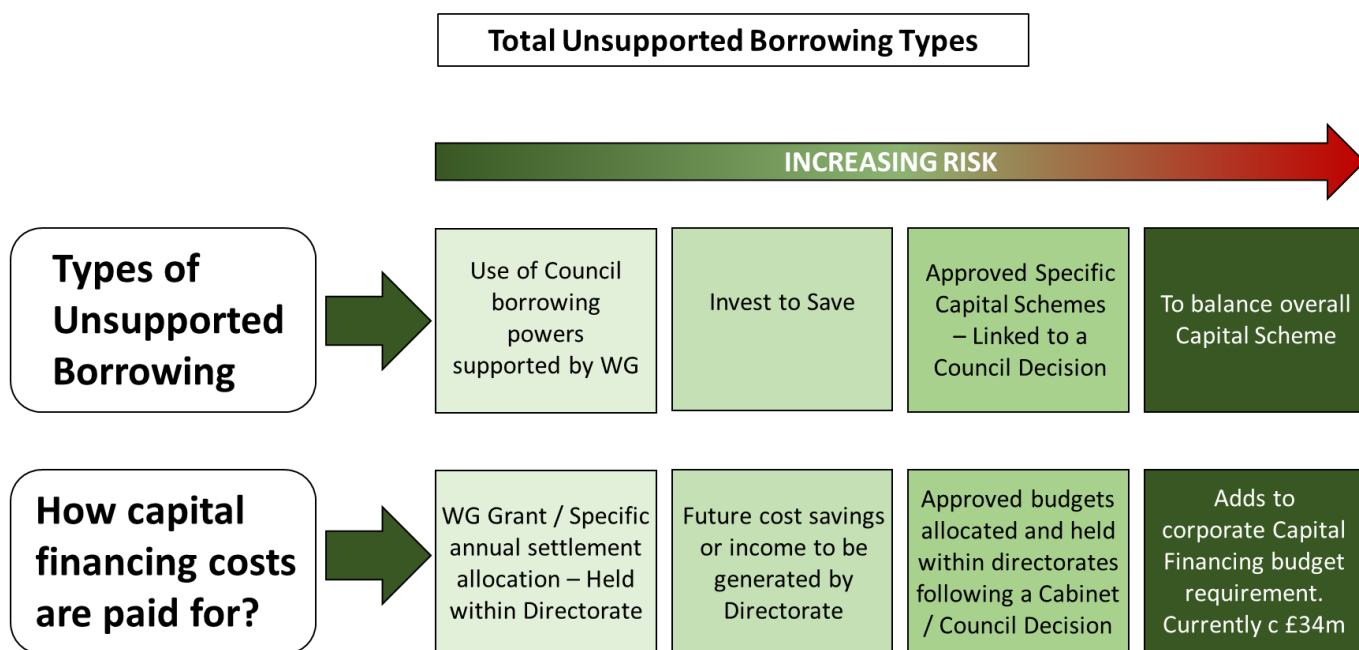
Progress in delivering receipts will be reported periodically to the Cabinet as part of the Council's property strategy.

## Borrowing to pay for Capital Investment

There are currently no nationally imposed restrictions to the quantum of borrowing that can be undertaken to pay for capital investment.

The Council approves its own affordable borrowing limit as part of the Local Government Act 2003 and this is set at a level consistent with the programme of capital investment proposed. There are two main types of borrowing to pay for capital investment which form part of the Council's borrowing requirement and is managed as part of the Treasury Management Strategy:

- 'Supported Borrowing' - costs of servicing are included within the annual Revenue Support Grant (RSG) the Council receives from Welsh Government.
- 'Unsupported Borrowing' - costs of servicing to be met from Council tax, rent, savings, incidental income or sale of assets. The types of unsupported borrowing typically undertaken by the Council and how capital financing costs are paid for are shown below.





# Funding the Strategy



Welsh Government itself has been utilising and considering different options to meet the cost of investment, primarily by utilising the ability of local authorities to borrow.

This includes schemes such as:

- Local Government Borrowing Initiative for highways and schools and potentially for coastal erosion.
- Providing interest free loans using Financial Flexibility Funding available to them for a range of schemes deemed repayable from future incidental income or enhancements in land value.

Whilst welcome where there is linkage to the strategic aims of Cardiff Council, these present an ongoing risk to the Council as all risk of expenditure remains with the Council and WG require all funding to be paid back in full in future years.

Following consideration of alternative options, the Council will undertake 'Direct Funding' of the Arena utilising PWLB loans or similar loans. This would be at no direct cost to the Council though as any costs of 'Direct Funding' would be matched or exceeded by annual lease income receivable by the Arena operator.

The Council will consider the risks and benefits of new school investment proposed by Welsh Government as part of its Mutual Investment

Model (MIM) for 21<sup>st</sup> Century Schools. This is where new schools could be built under a Public Private Partnership arrangement and Councils will be required to pay a revenue charge per

annum for use of the asset over a defined period to which the Welsh Government would contribute a fixed percentage.

The Council will also explore with Welsh Government the development of a Tax Increment Finance pilot, a means of unlocking development value through investing in infrastructure, assumed to be paid for from anticipated future business rates.

In assessing alternative income sources proposed to pay for investment funded by borrowing, the long-term risks, sustainability and responsibility for them would need to be clearly understood. This is together with lessons learnt where similar schemes have been introduced elsewhere. Robust business cases and due diligence is essential.

## Leasing

Lease obligations are like borrowing as they have an ongoing revenue budget commitment. Leasing will be considered following due diligence over the life of the asset, comparing the financial and non-financial benefits and risks compared to the Council owning and delivering such assets itself. As part of new accounting requirements from 2022/23, the Council will undertake a data gathering exercise to understand materiality and the detailed financial implications, assets and liabilities in respect to significant lease agreements.



# Managing the Borrowing Requirement

The Council's Treasury Management Strategy considers how the cash requirements arising from the Council's Capital Strategy and detailed investment programme are managed by external borrowing and the timing of any such borrowing. This is delegated to the Section 151 Officer. Governance and Audit Committee is responsible for seeking assurances that the Council has complied with the Treasury Management Strategy and Practices by demonstrating effective control of the associated risks and pursuing optimum performance consistent with those risks.

Where capital expenditure has been incurred without a resource to pay for it i.e. when proposed to be paid for by supported or unsupported borrowing, this will increase what is termed the Council's Capital Financing Requirement (CFR) which is the Council's underlying need to borrow. The Council is required to make a prudent provision for the repayment of historic capital expenditure from its revenue budget in line with its agreed policy. This reduces the CFR. Calculation of the CFR is summarised in the table below and results in the need to borrow money.

Movement	Opening Capital Financing Requirement (CFR)
+	Capital expenditure incurred in year
-	Grants, contributions, reserves and receipts used for capital expenditure
-	Prudent Minimum Revenue Provision and Voluntary Provision
=	Closing Capital Financing Requirement (CFR)

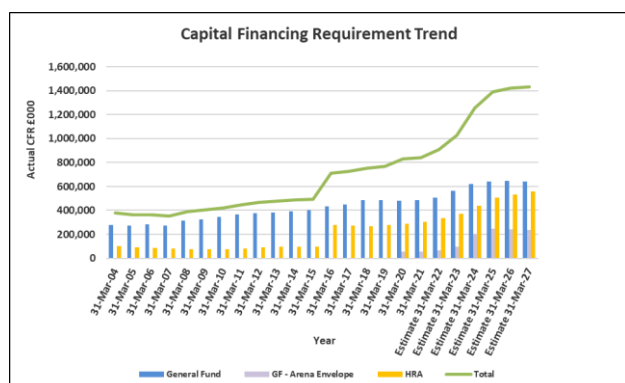
Future projections of the CFR based on the Capital investment programme and resources deemed available to fund it are shown in the table below.

Forecasts are subject to the timing of capital expenditure and receipt of funding sources.

Indicator							
Capital Financing Requirement as at 31 March							
	2021 Actual £m	2022 Estimate £m	2023 Estimate £m	2024 Estimate £m	2025 Estimate £m	2026 Estimate £m	2027 Estimate £m
General Fund	484	508	564	621	642	648	640
General Fund (Arena Affordability Envelope)	56	67	97	198	246	242	238
Housing Revenue Account	301	335	369	438	505	534	556
<b>Total</b>	<b>841</b>	<b>910</b>	<b>1,030</b>	<b>1,257</b>	<b>1,393</b>	<b>1,424</b>	<b>1,434</b>

The chart below shows the trend in the CFR including the Housing Revenue Account.

The latter includes the £187 million payment made from the HRA to HM Treasury to exit the subsidy system in 2015/16 and future expenditure to create new Council owned affordable housing in accordance with the Housing 30 Year Business Plan. The increase for the general fund relates to previous commitments and new expenditure commitments primarily those assumed to pay for themselves from future incidental income or savings such as the indoor arena, City Deal and the 21<sup>st</sup> century school's financial model.





## Managing the Borrowing Requirement

As indicated in previous years, given the significance of the Capital Financing Requirement in respect to the Arena Affordability Envelope, this is highlighted separately in the chart.

The Medium-Term Financial Plan projections for the General Fund and HRA, include the costs of servicing the respective borrowing requirements. The Treasury Management Strategy addresses how the Council will meet the borrowing requirement including any external borrowing

The Council can consider various debt instruments, with the main source of long-term borrowing for local authorities historically being the Public Works Loan Board. Best treasury management practice is that loans are not taken on a project-by-project basis. However alternative options will be considered for specific council projects where relevant such as leasing, loans from Welsh Government and bonds where these would allow financing requirements to be met in an efficient manner. Advantages and disadvantages of such products, supported by external advice in respect of different options, would need to be considered including risks, track record and cost of issuance.



# Prudent Minimum Revenue Provision (MRP) Policy Statement

Where capital expenditure is paid for using borrowing, the Council has a statutory duty to charge an amount to future revenue budgets for the eventual repayment of that expenditure. This spreads the cost of capital expenditure incurred now, and historically, to future revenue budgets. Decisions in respect of the allocation of MRP have short, medium and very long-term impacts across generations.

Making minimum and any voluntary provision must be prudent and results in a reduction in the Council's underlying need to borrow known as the Capital Financing Requirement (CFR). Legislation does not define what constitutes a 'prudent provision'. Instead, Welsh Government has provided guidance and examples to interpret that term.

A statement on the Council's policy for its annual MRP is required to be submitted to Council for approval before the start of the financial year to which the provision will relate.

The previous approach to MRP on supported borrowing was based on a reducing balance basis. This was tested and reviewed during 2019/20 and a change in approach adopted whereby current and future generations who make use of assets, will pay an equal and consistent amount of MRP and there is a defined point at which debt will be fully provided.

The reduction in revenue resources because of the change is proposed to be continued to be made available to strengthen the Local Authority's financial resilience in respect of capital and treasury, through a Treasury Management Reserve.

*It is proposed that the Council's MRP Policy to apply for 2022/23 and for future years is as follows, with any change in the level, timing and method of provision in year delegated to the Section 151 Officer:*

- *Council expenditure undertaken based on 'supported borrowing' approved by WG is to be provided for on a straight-line basis over 45 years.*
- *HRA supported borrowing, which was part of the previous housing subsidy system is to be provided for at 2% on a straight-line basis. MRP on the significant £187 million settlement*

*buyout payment is to be on 2% straight line basis as a minimum.*

- *Additional borrowing for a general increase in investment either in the Council Fund or HRA to balance the Capital Programme in a year is to be provided for on a straight-line basis over the estimated average life of the assets created.*

- *Any additional expenditure linked to specific schemes e.g. Invest to Save, 21st Century Schools, Arena affordability envelope etc. is to be provided for on a straight-line basis, or annuity basis, over the estimated useful life of assets being created or a shorter period as determined by the Section 151 Officer or suggested periods determined by Welsh Government as is the case with the Local Government Borrowing Initiative.*

- *Voluntary revenue provision more than the above requirements can be made subject to affordability and following advice of the Section 151 Officer. Voluntary revenue provision or overpayments, can, if needed, be reclaimed in later years if deemed necessary or prudent where disclosed in accordance with requirements and the proposed use and outcomes are approved and reported to Council.*

- *Subject to agreement of the S151 Officer, MRP may be waived on expenditure recoverable within a prudent period through capital receipts (e.g. land purchases, loan repayments) or sculpted and deferred to when the benefits from investment are scheduled to begin, to manage any initial revenue deficits or when confirmed external grant payments towards that expenditure are expected.*

- *The MRP charged against liabilities under finance leases, or contracts that have the characteristics of finance leases, shall be equal to the principal element of the lease repayment, calculated on an annual basis.*

Following consultation in England on updates to MRP guidance, any relevant changes from Welsh Government guidance will be considered in the 2023 /24 MRP policy.



## Affordability

Capital investment undertaken historically, and the proposed Capital Programme, form an integral part of the Council's revenue budget and Medium-Term Financial Plan. The revenue budget impact of capital schemes for Council Tax and Rent payers include:

- The costs of operating / maintaining new assets.
- The capital financing costs of servicing any borrowing required to pay for investment (interest and the Council's approach to making prudent provision for repayment of capital investment paid for by borrowing).
- The revenue costs of preparing and delivering projects.
- Abortive costs required to be charged to revenue budgets if schemes do not proceed.

Some or all costs of that investment may be offset by financial and non-financial benefits such as incidental income, cost avoidance and importantly improved outcomes for residents of the city.

Where capital investment has been undertaken by borrowing, the Council is required to spread the cost of that investment over future year's revenue budgets. This is in accordance with its Policy on Prudent Provision for the Repayment of Capital expenditure which is approved as part of the budget proposals each year.

It is recognised that the Council cannot afford to do everything, however where revenue resources are deemed available to increase the level of Council borrowing, where it needs to do so, this will be considered. The Council's approach to affordability of its capital financing budgets in the medium term are as follows:

- General Fund – Additional investment funded by borrowing over the medium term to be minimised unless in accordance with the principles agreed as part of budget strategy and following robust business cases (Secure match funding or pay for themselves).
- Housing Revenue Account - Increasing over the long term primarily because of implementing Capital Ambition target of new affordable housing. Future rent policy of WG and a robust approach to ensuring viability

of new development are key risks to affordability.

- Strategic and major development projects – To create specific revenue budget allocations to cover capital financing costs arising from approved business cases.

The approach of Cabinet approval of proportionate business cases for significant projects funded by the Council, prior to full inclusion in the capital programme is an essential tool to ensure financial resilience and understanding of affordability and risk.

Prudential indicators and financial resilience indicators included in the Budget Report must be considered in taking a longer-term view of affordability, prudence and sustainability. These are to be developed further during 2022/23 in line with CIPFA Code changes.

The percentage of the Council's revenue budget that is committed in the long term to capital financing costs is increasing. Given the pressure on revenue budgets, this clearly limits the affordability of other priorities in future years and must be a factor considered by members when determining the Capital Programme.

The indicator below identifies the trend in the cost of capital financing (excluding the running costs of schemes) as a percentage of net revenue stream. Financing costs include:

- Interest payable on borrowing and receivable on treasury investments
- Penalties or any benefits receivable on early repayment of debt
- Prudent revenue budget provision for repayment of capital expenditure paid for by borrowing
- Reimbursement of borrowing costs from directorates in respect of Invest to Save schemes.

For the General Fund, the net revenue stream is the amount to be met from non-specific WG grants and Council Tax, whilst for the HRA it is the amount to be met from rent payers and service charges. These are clearly based on future assumptions in respect to Aggregate External Financing, council tax income and housing rents. Any adverse change in these

## Affordability

variables may have a significant impact on the outlook and comparators for this indicator.

An increasing ratio indicates that a greater proportion of the estimated future revenue budget is required for capital financing costs over the planned Capital Programme period.

Although there may be short term implications, Invest to Save schemes are intended to be net neutral on the capital financing budget. However, there are risks that the level of incidental income, savings or capital receipts anticipated from such schemes will be delayed or will not materialise. This would have a detrimental long-term consequence on the revenue budget and requires careful monitoring when considering future levels of additional borrowing.

In accordance with the principles of Invest to Save, the net ratio assumes that any costs of

undertaking additional investment are recovered over time from directorate or other revenue budgets.

Accordingly, a gross ratio is also calculated which indicates the gross capital financing cost i.e. it represents a worst-case scenario, highlighting the proportionality of such investment.

The requirement to meet any additional costs, in a worst-case scenario, can only come from future savings or from increases in Council Tax or Rent. It should be noted that Welsh Government control Rent Policy. An increasing ratio limits the scope for additional borrowing in future years and reduces the Council's overall flexibility when making decisions on the allocation of its revenue resources.

Indicator							
Ratio of Financing Costs to Net Revenue Budget Stream							
	2020/21 Actual %	2021/22 Estimate %	2022/23 Estimate %	2023/24 Estimate %	2024/25 Estimate %	2025/26 Estimate %	2026/27 Estimate %
<b>General Fund – Net Capital Financing Budget</b>	4.73	4.77	4.58	4.69	4.71	4.70	4.90
<b>General Fund – Gross Capital Financing Budget</b>	6.99	7.18	6.90	7.50	8.22	8.39	8.44
<b>Housing Revenue Account (HRA) – Gross Capital Financing Budget</b>	32.72	32.24	32.16	33.36	36.23	38.49	37.72

Two additional local indicators are also produced for the General Fund only, to support decision making and are shown in the tables below for the period up to 2026/27. The first indicator shows the ratio of capital financing costs expressed as a percentage of its controllable revenue budget. This excludes expenditure on levies, Council Tax support and delegated school's budgets.

An increasing percentage indicates that a greater proportion of the controllable budget is required for capital financing costs, which are committed in the long term.



# Affordability

Indicator								
Capital Financing Costs expressed as percentage of Controllable Budget								
	2011/12 Actual %	2021/22 Estimate %	2022/23 Estimate %	2023/24 Estimate %	2024/25 Estimate %	2025/26 Estimate %	2026/27 Estimate %	Difference 11/12-26/27 %
Net	13.47	11.23	9.83	10.14	10.19	10.21	10.68	(20.71)
Gross	15.17	16.83	14.73	16.11	17.66	18.12	18.34	20.90

The second additional indicator below for the General Fund and HRA highlights the impact of the increasing Capital Financing Requirement (Debt) as a ratio of the projected Net Revenue Stream. It is an indicator of financial

sustainability and helps to explain the relationship of debt to the resources available to deliver services.

Indicator								
Capital Financing Requirement (Debt) as a ratio of the Net Revenue Stream								
	2011/12 Actual %	2020/21 Actual %	2021/22 Estimate %	2022/23 Estimate %	2023/24 Estimate %	2024/25 Estimate %	2025/26 Estimate %	2026/27 Estimate %
<b>General Fund</b>	0.72	0.82	0.84	0.89	1.07	1.13	1.10	1.06
<b>Housing Revenue Account (HRA)</b>	2.24	3.78	4.13	4.43	4.97	5.39	5.41	5.35



# References

## **Key Documents**

Capital Ambition (Cabinet March 2022)

Investment Property Strategy (Cabinet November 2016)

Corporate Property Strategy an Annual Property Plan (Cabinet December 2021)

Treasury Management Strategy 2022/23 (Council March 2022)

## **Image Descriptions (in order of appearance)**

Cover – City aerial view

Proposed International Sports Village – artistic impression

Grange Gardens

Proposed Channel View development – artistic impression

The Maelfa

Whitchurch Hub

Rhydypenau Hub interior

Crofts St housing development (3 pictures)

Proposed Arena – artistic impression

Track at International Sports Village – artistic impression

E-Collect electric waste collection vehicle

Expansion at Thornhill Cemetery

Work in progress at Highfields PassivHaus development

Grange Gardens

## **Attachments to the Capital Strategy 2022/23**

Capital Investment Programme 2022/23 - 2026/27

Capital Funding 2022/23 - 2026/27





## Capital Investment Programme 2022/23 - 2026/27

	Purpose / To Fund	<u>2022/23</u> <u>Including</u> <u>Slippage</u> £000	<u>Indicative</u> <u>2023/24</u> £000	<u>Indicative</u> <u>2024/25</u> £000	<u>Indicative</u> <u>2025/26</u> £000	<u>Indicative</u> <u>2026/27</u> £000	<u>Total</u> £000	
<b>Annual Sums Expenditure</b>								
1	Disabled Adaptations Grants (see also Public Housing)	adaptations and internal modifications to allow the recipient to live independently within their own home.	5,459	5,000	5,000	5,000	5,000	<b>25,459</b>
2	Owner Occupier Costs - Housing Regeneration	owner occupier costs of improvements to housing and boundary walls as part of public housing regeneration schemes. Includes enabling works to improve energy efficiency in areas eligible for Welsh Government grant funding.	330	240	240	140	140	<b>1,090</b>
3	Alleygating	prevention of anti-social behaviour with other benefits such as reduced street cleansing and highway maintenance costs.	161	100	100	100	100	<b>561</b>
4	Neighbourhood Renewal Schemes (NRS)	local regeneration schemes based on ward member priorities.	629	200	0	0	0	<b>829</b>
5	Schools Property Asset Renewal	improving the condition of the schools property stock within the Council in accordance with Directorate Asset Management plans and priority works arising from surveys. Health and Safety and Additional Learning Needs Strategy.	2,302	7,815	5,815	4,815	2,815	<b>23,562</b>
6	Schools Suitability and Sufficiency	increasing accessibility issues in schools, to address rising pupil numbers and works required in schools that are not part of the 21st Century Schools programme.	1,040	1,040	1,040	1,040	1,040	<b>5,200</b>
7	Highway Carriageway Reconstruction	programme to address structural failure, beyond routine repairs.	100	0	0	0	0	<b>100</b>
8	Carriageway Investment	road resurfacing - priorities based on annual engineering inspections.	4,000	3,350	4,350	4,050	3,350	<b>19,100</b>
9	Footway Investment	footway resurfacing including implementation of dropped kerbs - priorities based on annual engineering inspections.	760	755	470	470	470	<b>2,925</b>
10	Footway Improvements around Highway Trees	improving the condition of tree roots and tree pits on footways.	125	125	125	125	125	<b>625</b>
11	Street Lighting Renewals	replacement and installation of new street lighting columns including renewal of electrical cabling.	1,020	1,000	270	270	270	<b>2,830</b>
12	Highway Structures including Bridges	the strengthening or replacement of sub standard bridges, culverts and other highways structures following principal inspection reports.	1,100	1,100	1,100	1,100	1,100	<b>5,500</b>
13	Bus Corridor Improvements	bus corridor improvements with a focus on securing match funding.	565	335	335	335	335	<b>1,905</b>
14	Road Safety Schemes	local network improvements including junction and pedestrian safety improvements, with a focus on securing match funding.	335	335	335	335	335	<b>1,675</b>
15	Telematics / Butetown Tunnel	transportation infrastructure improvements including CCTV systems.	300	600	330	630	630	<b>2,490</b>
16	Transport Grant Match Funding	match funding for Council bids to Welsh Government for transport schemes.	375	375	375	375	375	<b>1,875</b>
17	Strategic Cycle Network Development	implementation and match funding of the Cycling Strategy as prioritised in the integrated network map. Installation of cycle parking and network improvements to improve network permeability.	800	400	400	400	400	<b>2,400</b>
18	Materials Recycling Facility	upgrades to minimise downtime at the Materials Recycling Facility.	45	45	45	45	45	<b>225</b>
19	Waste Recycling and Depot Site Infrastructure	safety improvements at waste management facilities, skip renewal and retaining wall replacement.	300	200	100	100	100	<b>800</b>
20	Non Schools Property Asset Renewal	improvements to the condition of the non-schools property stock within the Council in accordance with Directorate Asset Management Plans and priority works.	2,449	1,855	1,855	1,855	1,855	<b>9,869</b>
21	Parks Infrastructure	improvements to existing parks infrastructure e.g. allotments, hard surfaces, sports fields, parks utilities and outdoor leisure facilities.	140	140	140	140	140	<b>700</b>
22	Play Equipment	replacement of existing play equipment in parks.	290	290	190	190	190	<b>1,150</b>
23	Teen/Adult Informal Sport and Fitness Facilities	improvements to the condition of priority MUGA's, fitness equipment, BMX tracks and skate parks.	350	200	200	200	200	<b>1,150</b>
24	Green Flag Park Infrastructure Renewal	the replacement of ageing infrastructure in existing Green Flag parks to support assessment criteria.	100	100	100	100	100	<b>500</b>
25	ICT Refresh	replacement of failing / non compliant hardware for corporate systems.	1,000	700	400	900	400	<b>3,400</b>
26	Contingency	unforeseen pressures in the Capital Programme that arise in year that cannot be managed within existing resources.	200	200	200	200	200	<b>1,000</b>
<b>TOTAL ANNUAL SUMS</b>			<b>24,275</b>	<b>26,500</b>	<b>23,515</b>	<b>22,915</b>	<b>19,715</b>	<b>116,920</b>

## Capital Investment Programme 2022/23 - 2026/27

Purpose / To Fund	<u>2022/23</u> <u>Including</u> <u>Slippage</u> <u>£000</u>	<u>Indicative</u> <u>2023/24</u> <u>£000</u>	<u>Indicative</u> <u>2024/25</u> <u>£000</u>	<u>Indicative</u> <u>2025/26</u> <u>£000</u>	<u>Indicative</u> <u>2026/27</u> <u>£000</u>	<u>Total</u> <u>£000</u>
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<b>Ongoing Schemes / Amendments to Ongoing Schemes</b>								
27	City Centre Youth Hub	Council contribution to create a multi agency Youth Hub.	136	1,900	0	0	0	<b>2,036</b>
28	Targeted Regeneration Investment Programme	match funding towards approved regional projects such as Tudor Street Commercial Property and Environmental Improvement scheme.	988	0	0	0	0	<b>988</b>
29	Rhiwbina Hub	refurbishment and alteration of the existing building to develop a Council Hub.	288	0	0	0	0	<b>288</b>
30	Youth Zone	land assembly for key regeneration site at the gateway to Ely. Subject to a report to Cabinet, to enter into a development partnership to create a Youth Zone and subsequent business case and confirmation of grant funding and operating costs being in place.	150	0	0	0	0	<b>150</b>
31	Neighbourhood, District and Local Centre Regeneration	amplify the importance of local spaces, local shopping and services for communities highlighted by the Covid crisis. Together with a further phase of the Neighbourhood Renewal Scheme, further public realm and green space improvements, community safety measures and improved neighbourhood facilities to help communities to adapt and thrive.	250	450	450	450	450	<b>2,050</b>
32	Children's Services Accommodation Strategy	the balance of proceeds from disposal of 150 Thornhill Road ring-fenced for schemes which provide direct benefit to children.	0	229	0	0	0	<b>229</b>
33	Children's Respite Provision	requirements based on an assessment of respite services for children at Ty Storrie, to align service provision with the needs of young people.	100	750	900	0	0	<b>1,750</b>
34	Schools Additional Asset Renewal / H&S and Additional Learning Needs (ALN)	the balance of £25 million additional funds allocated for Schools property improvements including those for Health & Safety and Additional Learning Needs.	7,500	9,000	0	0	0	<b>16,500</b>
35	21st Century Schools Band B (assumed from asset sales)	part of the Council's match funding towards expenditure funded by Welsh Government Grant. £25m of this is assumed to be from the proceeds of asset sales, with the balance being additional borrowing paid by revenue budgets in the Band B financial model.	10,000	2,500	2,500	10,000	0	<b>25,000</b>
36	City Centre Transport Schemes	the design and implementation of City Centre Transport Improvements along with any approved Welsh Government or other external funding sources.	176	1,000	0	0	0	<b>1,176</b>
37	City Centre Transport Impact - enabling works	works and smart corridors to mitigate impact of City Centre transportation improvements, being undertaken as part of the Clean Air Direction, in adjacent wards and key routes.	2,000	1,000	500	0	0	<b>3,500</b>
38	City Centre Transport Schemes - Churchill Way Canal	part of the City Centre East highway works, to expose the existing dock feeder canal at the upper end of Churchill Way. The Canal will be delivered as part of the wider transport scheme and will be used to cleanse highway surface water as part of the Sustainable Drainage infrastructure installed with the scheme. Once constructed, the Canal will provide a new public space with seating areas.	3,000	0	0	0	0	<b>3,000</b>
39	Western Transport Bus Interchange	a public transport interchange in the west of the city as part of the redevelopment of the former Household Waste Recycling Centre.	208	1,100	0	0	0	<b>1,308</b>
40	Cycling Infrastructure (Priority Cycle Routes) - Active Travel	connected routes creating a network for cyclists to safely use and facilitate a significant mode shift from private car to cycling resulting in improved road safety and reducing congestion.	1,000	1,000	2,000	0	0	<b>4,000</b>
41	Bereavement Property Asset Renewal	a segregated property asset renewal allocation for bereavement services from the rest of the property portfolio to allow more of the bereavement reserve to be support the revenue costs of the service and directorate.	103	100	105	225	110	<b>643</b>
42	Coastal Risk Management Programme - construction match funding	a scheme to manage flood and erosion risk at the estuary of the river Rumney, including protection of landfill material, key road infrastructure and the Rover Way travellers site. Subject to design, final business case approval. Welsh Government contribution is assumed in the form of Local Government Borrowing Initiative.	196	500	1,420	0	0	<b>2,116</b>
43	Flooding and Drainage	match funding for implementation of priority schemes to alleviate flooding, where there is an approved business case and WG grant funding is in place following an application process.	475	250	250	0	0	<b>975</b>



## Capital Investment Programme 2022/23 - 2026/27

	Purpose / To Fund	<u>2022/23</u> <u>Including</u> <u>Slippage</u> <u>£000</u>	<u>Indicative</u> <u>2023/24</u> <u>£000</u>	<u>Indicative</u> <u>2024/25</u> <u>£000</u>	<u>Indicative</u> <u>2025/26</u> <u>£000</u>	<u>Indicative</u> <u>2026/27</u> <u>£000</u>	<u>Total</u> <u>£000</u>	
44	One Planet Strategy - small schemes and match funding	investment in smaller schemes to support the strategy. Priorities for capital expenditure and match funding for external grants to be managed within allocation in accordance with an agreed governance process.	500	900	900	900	0	<b>3,200</b>
45	New Household Recycling and Service Centre	exploration of options and any required land acquisition for a new Household Waste Recycling Centre in the North of the city and creation of reuse centre facilities in partnership with the third sector.	0	200	1,650	1,475	0	<b>3,325</b>
46	Waste Recycling and Collection Review	implementation of approved options arising from a review of the Recycling Service Strategy that meets current and future targets and aspirations.	0	815	0	0	0	<b>815</b>
47	Waste Grants Match funding	securing of waste and recycling related grants e.g. Circular Economy, Ultra Low Emission Vehicle (ULEV) where match funding is a condition of a successful grant award. This will support measures and new innovations to improve recycling performance and meet statutory targets.	100	100	0	0	0	<b>200</b>
48	Indoor Arena Contribution to Delivery (Part)	Council contribution in the form of identified capital receipts towards costs of constructing the indoor arena.	5,000	0	0	0	0	<b>5,000</b>
49	International Sports Village (Phase 1)	Balance of land acquisition approved by Cabinet in 2021 to kickstart development on sites. Disposal of sites to recoup initial costs.	7,400	0	0	0	0	<b>7,400</b>
50	East Cardiff Industrial and Regeneration Strategy	a new bridge and road link between the Llanrumney estate and the A48 and; work in partnership with external bodies towards Pentwyn leisure centre refurbishment and development and new outdoor sports pitches, subject to the level of capital receipts and a further Cabinet report where relevant.	1,500	2,000	5,000	2,000	0	<b>10,500</b>
51	Central Square Public Realm	completion of Central Square public realm following completion of development.	342	0	0	0	0	<b>342</b>
52	Economic Regeneration Schemes	utilise recycled economic stimulus grant to support economic development and regeneration, following appropriation of land in respect to James Street.	1,930	0	0	0	0	<b>1,930</b>
53	Cardiff Indoor Market Restoration	investment in the fabric of the building to improve appearance, tackle known structural issues and enhance its commercial attractiveness, subject to a successful lottery fund grant award.	69	595	0	0	0	<b>664</b>
54	Community Asset Transfer	prime essential capital improvement works to buildings which local community groups are looking to take over from the Council. Maximum individual award of £25k.	25	73	0	0	0	<b>98</b>
55	Flatholm Island - NLHF Project 'A Walk Through Time'	match funding for a delivery phase application to the Heritage Grants Scheme in March 2021 for funding over 3 years. The project aims to fund the stabilisation and restoration of its heritage assets for which the Council is responsible.	100	100	0	0	0	<b>200</b>
56	Roath Park Dam	works deemed required as part of the Reservoir Act 1975 following an inspection report and requirements of Natural Resources Wales. Cost is subject to option appraisal, detailed design of recommended option and impact on other features of the park.	1,500	3,800	0	0	0	<b>5,300</b>
57	Upgrading Council Chamber Conference Systems	microphone/webcasting system used for formal meetings needs to be replaced as it is at the end of its life. Proposal for WIFI and upgrades at one location only as well as the acquisition of portable systems and webcasting hardware.	50	0	0	0	0	<b>50</b>
58	Modernising ICT to improve business processes	investment in corporate technology projects allowing the Council to make business process improvements and so improve service delivery.	130	350	306	0	0	<b>786</b>
59	Cardiff Capital Region City Deal (CCRCD)	contribution towards Council total commitment of £28.4m over a number of years based on its share of £120m to the Wider Investment Fund - profile based on Dec 2020 five year business plan and subject to progress on projects.	0	4,000	5,000	5,000	5,776	<b>19,776</b>
<b>TOTAL ONGOING SCHEMES</b>			<b>45,216</b>	<b>32,712</b>	<b>20,981</b>	<b>20,050</b>	<b>6,336</b>	<b>125,295</b>

## Capital Investment Programme 2022/23 - 2026/27

	Purpose / To Fund	<u>2022/23</u> <u>Including</u> <u>Slippage</u> <u>£000</u>	<u>Indicative</u> <u>2023/24</u> <u>£000</u>	<u>Indicative</u> <u>2024/25</u> <u>£000</u>	<u>Indicative</u> <u>2025/26</u> <u>£000</u>	<u>Indicative</u> <u>2026/27</u> <u>£000</u>	<u>Total</u> <u>£000</u>	
<b>New Capital Schemes/Annual Sums (Excluding Invest to Save)</b>								
60	Parking Enforcement Equipment (Earmarked Reserve)	moving traffic offences cameras and equipment for new routes and changing routes that will require enforcement for safety purposes and in order to maintain efficient traffic flows.	125	175	100	250	225	<b>875</b>
<b>TOTAL NEW SCHEMES / ADDITIONAL ANNUAL SUMS</b>			<b>125</b>	<b>175</b>	<b>100</b>	<b>250</b>	<b>225</b>	<b>875</b>

<b>Schemes funded by Grants and Contributions (Further grants subject to approval of bids)</b>								
61	Enable Grant (WG)	support for Independent Living and to be used with the Council's allocation for Disabled Facilities adaptations.	540	540	540	540	540	<b>2,700</b>
62	Travellers Sites (WG)	subject to design, number of pitches, planning and grant approval, the creation of additional pitches at Shirenewton.	250	1,500	1,500	0	0	<b>3,250</b>
63	21st Century Schools Band B (WG)	strategic investment programme for priority schools including land acquisition, funded by Welsh Government grant and subject to approval of individual business cases.	22,240	13,610	58,810	31,210	0	<b>125,870</b>
64	Welsh Medium Capital Grant (WG)	Welsh Medium Provision at Ysgol Mynydd Bychan.	1,000	860	0	0	0	<b>1,860</b>
65	City Centre Eastside Transport Scheme (Metro+CCRCD)	City Centre - Eastside grant with the CCRCD allocation.	1,500	0	0	0	0	<b>1,500</b>
66	Air Quality Direction 2019 - Grant (WG)	measures including; Taxi vehicle emissions incentive; City Centre transport and active travel; Implementation management and monitoring.	5,000	6,600	0	0	0	<b>11,600</b>
67	Safe Routes in Communities (WG)	accessibility and safety improvements to encourage walking and cycling in communities.	600	600	600	0	0	<b>1,800</b>
68	Road Safety Grant (WG)	measures that secure road safety casualty reduction.	0	200	200	0	0	<b>400</b>
69	Local Transport Fund (WG)	integrated, effective, accessible, affordable and sustainable transport systems.	3,000	4,000	5,000	0	0	<b>12,000</b>
70	Active Travel Fund (WG)	increased levels of active travel, improve health and well-being, air quality, connect communities and improve active travel access to employment, education and key services, destinations and public transport.	10,000	6,000	7,000	0	0	<b>23,000</b>
71	Ultra Low Emission Vehicles (WG)	electric vehicle and infrastructure installation.	1,000	0	0	0	0	<b>1,000</b>
72	Circular Economy Fund (WG)	measures to reduce waste generated or move up the Waste Hierarchy, particularly in respect of increasing reuse & repair; Further increases in recycling rates; including for non-domestic premises; Reductions in emissions relating to the circular economy; and Increasing resource efficiency.	1,000	0	0	0	0	<b>1,000</b>
73	Cardiff Heat Network (Heat Network Investment Project)	grant to be provided to Cardiff Heat Network Limited from the Department for Business, Energy & Industrial Strategy Heat Networks Delivery Unit towards the construction of a District Heat Network.	4,178	0	0	0	0	<b>4,178</b>
74	Central Market (Lottery)	the restoration of the Market, subject to final costing and further stage approvals.	0	1,587	0	0	0	<b>1,587</b>
75	Flatholm (Lottery)	the restoration of built and natural heritage on Flatholm Island.	300	330	0	0	0	<b>630</b>
76	Harbour Authority (WG)	critical and non critical asset renewal programme.	26	1,250	430	1,510	124	<b>3,340</b>
77	Planning Gain (S106) and other contributions	various schemes such as improvements to open space, transportation, public realm and community facilities.	4,920	6,839	3,510	1,441	0	<b>16,710</b>
<b>TOTAL SCHEMES FUNDED BY GRANTS AND CONTRIBUTIONS (FURTHER GRANTS SUBJECT TO APPROVAL OF BIDS)</b>			<b>55,554</b>	<b>43,916</b>	<b>77,590</b>	<b>34,701</b>	<b>664</b>	<b>212,425</b>



## Capital Investment Programme 2022/23 - 2026/27

	Purpose / To Fund	<u>2022/23</u> <u>Including</u> <u>Slippage</u> <u>£000</u>	<u>Indicative</u> <u>2023/24</u> <u>£000</u>	<u>Indicative</u> <u>2024/25</u> <u>£000</u>	<u>Indicative</u> <u>2025/26</u> <u>£000</u>	<u>Indicative</u> <u>2026/27</u> <u>£000</u>	<u>Total</u> <u>£000</u>	
<b>Additional borrowing undertaken by the Council to be repaid from revenue savings/incidental income (Invest to Save - Subject to Business Case)</b>								
<b>Existing Schemes</b>								
78	Right Homes, Right Support Strategy - Residential Provision for Children Looked After	improvements to the residential offer for Children Looked After by the Council which are currently placed outside of the Council boundaries and with Independent Fostering Agencies, subject to a business case. This includes an emergency pop-up unit, an assessment unit, and additional residential places in the city.	500	500	0	0	0	<b>1,000</b>
79	Young Persons Gateway Accommodation	supported accommodation for young people (16-24) to help them live independently whilst still providing intensive 24 hour support. Additional properties are required and while these can be sourced from Council or housing association stock some works will be needed to bring them up to the required standard for shared housing.	248	0	0	0	0	<b>248</b>
80	21st Century Schools - Band B Financial Model	strategic investment programme for priority schools including land acquisition, funded by additional borrowing.	12,950	17,430	17,490	0	5,740	<b>53,610</b>
81	Residential Street lighting conversion to LED	the roll out of LED street lighting in residential areas resulting in a reduction in costs, carbon emissions and improved lighting.	2,700	1,100	0	0	0	<b>3,800</b>
82	Cardiff Heat Network (loan to CHN Ltd)	Loan from Welsh Government to be provided to Cardiff Heat Network Limited Ltd towards the capital costs arising from the delivery of Phase 1 of the Cardiff Heat Network using waste heat from the Viridor Energy Recovery Facility (the "Project") in a way which de-risks the Project, enabling the delivery of its carbon benefits against a context of relatively high financial risk. Repayable to the Council by CHN Ltd from Heat Revenues over 30 years in line with the business case approved by Cabinet. Loan is repayable by Council to WG, irrespective of the level of income generation.	2,000	6,592	0	0	0	<b>8,592</b>
83	Coastal Risk Management Programme - Construction - WG Local Government Borrowing Initiative	works to address flood and erosion risk at the estuary of the river Rumney, including protection of landfill material, key road infrastructure and the Rover Way travellers Site. Allocation is subject to Council match funding being in place and approval of Welsh Government contribution assumed in the form of Local Government Borrowing Initiative.	4,000	9,000	8,250	0	0	<b>21,250</b>
84	Indoor Arena - enabling costs	a further triggering of the affordability envelope towards costs such as enabling works and Multi Storey Car Park.	3,000	27,080	0	0	0	<b>30,080</b>
85	Indoor Arena - contribution to delivery (part)	part of £24.3m contribution to support construction of the Arena. This £15m would be paid for from a recurring revenue budget held by major projects. The balance of £9.3m is included in the capital programme, expected to be paid for by earmarked receipts including those due from Central Square.	2,000	7,500	5,000	0	0	<b>14,500</b>
86	Indoor Arena - Direct Funding (Replacement for Income Strip Third Party Funding)	Direct borrowing funded by the annual lease income from the arena operator, backed by parent company guarantee.	23,020	69,050	46,030	0	0	<b>138,100</b>
87	Core Office Strategy - Digital Infrastructure	smarter working, digital infrastructure and building adaptations to allow the relinquishment of Willcox House.	5,629	1,500	0	0	0	<b>7,129</b>
88	Waste Vehicle Replacement - Lease or buy	setting an overall limit to be able to undertake effective lease versus buy option appraisal for Waste Collection vehicles, as long as revenue budgets are in place and committed to repay initial acquisition costs.	354	4,870	0	0	0	<b>5,224</b>
89	International Sports Village (Phase 2)	delivery of a velodrome and clubhouse, a cycle circuit, Toys R Us refurbishment, car parking, highways and public space, repayable from potential operator and rental income, subject to a business case and a report to Cabinet.	1,750	6,000	4,500	0	0	<b>12,250</b>
90	Pentwyn Leisure Centre Redevelopment	creation of a bespoke centre and elite training, fitness and conditioning facility, subject to a Cabinet report and business case. Total cost of £5.5m, of which £1.5 million would be from capital receipts, with the balance subject to a business case demonstrating that any additional borrowing can be sustainably repaid from future income.	1,450	2,300	0	0	0	<b>3,750</b>

## Capital Investment Programme 2022/23 - 2026/27

	Purpose / To Fund	<u>2022/23</u> <u>Including</u> <u>Slippage</u> <u>£000</u>	<u>Indicative</u> <u>2023/24</u> <u>£000</u>	<u>Indicative</u> <u>2024/25</u> <u>£000</u>	<u>Indicative</u> <u>2025/26</u> <u>£000</u>	<u>Indicative</u> <u>2026/27</u> <u>£000</u>	<u>Total</u> <u>£000</u>
91	CCRCDC - 'Capital expenditure contribution towards Wider Investment Fund in advance of receipt of capital grant'	0	0	3,500	6,000	6,000	15,500
92	CCRCDC - Housing / Projects Fund	0	3,000	3,000	4,000	0	10,000
93	Invest to Save - Annual Bid Allocation	500	500	500	500	500	2,500
<b>New Invest to Save Bids</b>							
94	Independent Living Wellbeing Centre	3,500	1,500	0	0	0	5,000
95	Non Operational Property Strategy - Regeneration Fund	0	1,000	2,000	0	0	3,000
<b>TOTAL INVEST TO SAVE</b>		<b>63,601</b>	<b>158,922</b>	<b>90,270</b>	<b>10,500</b>	<b>12,240</b>	<b>335,533</b>
<b>TOTAL GENERAL FUND</b>		<b>188,771</b>	<b>262,225</b>	<b>212,456</b>	<b>88,416</b>	<b>39,180</b>	<b>791,048</b>
<b>Public Housing Capital Programme (HRA)</b>							
96	Regeneration and Area Improvement	2,650	2,450	2,450	2,450	2,450	12,450
97	External and Internal Improvements	19,150	27,950	25,850	14,650	13,900	101,500
98	New Build and Acquisitions	49,810	77,500	74,485	49,155	34,000	284,950
99	Disabled Facilities Adaptations	3,000	3,350	3,350	3,350	3,350	16,400
<b>TOTAL PUBLIC HOUSING</b>		<b>74,610</b>	<b>111,250</b>	<b>106,135</b>	<b>69,605</b>	<b>53,700</b>	<b>415,300</b>
<b>TOTAL CAPITAL PROGRAMME EXPENDITURE</b>		<b>263,381</b>	<b>373,475</b>	<b>318,591</b>	<b>158,021</b>	<b>92,880</b>	<b>1,206,348</b>



## Capital Funding 2022/23 - 2026/27

	<u>2022/23</u>	<u>Indicative</u>	<u>Indicative</u>	<u>Indicative</u>	<u>Indicative</u>	<u>Total</u>	%
	<u>£000</u>	<u>2023/24</u>	<u>2024/25</u>	<u>2025/26</u>	<u>2026/27</u>	<u>£000</u>	
		<u>£000</u>	<u>£000</u>	<u>£000</u>	<u>£000</u>		
<b>General Fund</b>							
WG Unhypothecated Supported Borrowing	(8,901)	(10,630)	(10,630)	(8,901)	(8,901)	<b>(47,963)</b>	6.1
WG General Capital Grant	(6,135)	(7,326)	(7,326)	(6,135)	(6,135)	<b>(33,057)</b>	4.2
Additional Borrowing to balance existing capital programme	(34,953)	(33,901)	(17,690)	(25,719)	(10,805)	<b>(123,068)</b>	15.6
Additional Borrowing - Invest to save/earn schemes to be repaid from revenue savings/incidental income or directorate budgets	(63,601)	(158,922)	(90,270)	(10,500)	(12,240)	<b>(335,533)</b>	42.4
Earmarked Capital Receipts	(14,242)	(2,000)	(5,000)	(2,000)	0	<b>(23,242)</b>	2.9
Non Earmarked Capital Receipts assumption	(5,000)	(5,000)	(3,640)	0	0	<b>(13,640)</b>	1.7
Direct Revenue Financing	(210)	(210)	(210)	(210)	(210)	<b>(1,050)</b>	0.1
Earmarked Reserves	(175)	(320)	(100)	(250)	(225)	<b>(1,070)</b>	0.1
External funding estimates and contributions	(55,554)	(43,916)	(77,590)	(34,701)	(664)	<b>(212,425)</b>	26.9
<b>Total General Fund</b>	<b>(188,771)</b>	<b>(262,225)</b>	<b>(212,456)</b>	<b>(88,416)</b>	<b>(39,180)</b>	<b>(791,048)</b>	<b>100.0</b>
<b>Public Housing (HRA)</b>							
Major Repairs Allowance WG Grant	(9,550)	(9,550)	(9,550)	(9,550)	(9,550)	<b>(47,750)</b>	11.5
Additional Borrowing	(44,415)	(81,595)	(81,685)	(46,615)	(39,650)	<b>(293,960)</b>	70.8
Direct Revenue Financing / Earmarked Reserves	(5,500)	(2,400)	(2,400)	(2,400)	(2,400)	<b>(15,100)</b>	3.6
External funding estimates and contributions	(10,545)	(12,705)	(9,000)	(6,040)	(2,100)	<b>(40,390)</b>	9.7
Capital Receipts	(4,600)	(5,000)	(3,500)	(5,000)	0	<b>(18,100)</b>	4.4
<b>Total Public Housing</b>	<b>(74,610)</b>	<b>(111,250)</b>	<b>(106,135)</b>	<b>(69,605)</b>	<b>(53,700)</b>	<b>(415,300)</b>	<b>100.0</b>
<b>Total Capital Programme Resources Required</b>	<b>(263,381)</b>	<b>(373,475)</b>	<b>(318,591)</b>	<b>(158,021)</b>	<b>(92,880)</b>	<b>(1,206,348)</b>	