# CAMBRIDGESHIRE & PETERBOROUGH COMBINED AUTHORITY – OVERVIEW AND SCRUTINY COMMITTEE

# DRAFT MINUTES

**Date: 23rd July 2018**

**Time: 11:00am**

**Location: Fenland District Council**

**Present:**

| | |
|---|---|
| Cllr Jon Niesh | Huntingdonshire District Council |
| Cllr Tom Sanderson | Huntingdonshire District Council |
| Cllr Alan Sharp | East Cambs District Council |
| Cllr Pippa Heylings | South Cambs District Council |
| Cllr Mike Sargeant | Cambridge City Council |
| Cllr Markus Gehring | Cambridge City Council |
| Cllr Ed Murphy | Peterborough City Council |
| Cllr Chris Boden | Fenland District Council |
| Cllr David Hodgson | Fenland District Council |
| Cllr Lucy Nethsingha | Cambridgeshire County Council |

**Officers:**

| | |
|---|---|
| Rachel Musson | Interim Chief Finance Officer |
| Simon Wasteney | Interim Strategic Financial Advisor |
| Roger Thompson | Director for Housing and Development |
| Debbie Forde | Governance Advisor |
| Anne Gardiner | Scrutiny Officer |

## 1. Apologies

1.1 Apologies received from Cllr Bradley, no substitute, Cllr Chamberlain, no substitute, Cllr Connor, no substitute. Cllr Allen, Cllr Heylings substituted.

There was currently a vacancy at Peterborough City Council.

1.2 The Committee raised concerns around the quorum for the Combined Authority meetings as the attendance had come close to being inquorate and the committee agreed if it happened again then the committee would write to the Combined Authority officers and to the local MP's to highlight there may be issues with the 2/3rds attendance provision set out in the Order.

**2. Declaration of Interests**

2.1 No declarations of interests were made.

**3. Minutes**

3.1 The minutes of the meeting held on the 1st June 2018 were agreed as a correct record subject to the following amendments:-

Under point 5.2 second paragraph that the sentence be amended to state that it was 'important to take out viability issues and stop national developers controlling the housing market.'

Under point 5.2 eleventh paragraph that the word 'considered' be replaced with 'retained'.

3.2 Members requested that 'Matters Arising be added to the Minute agenda item and that an action log be attached to the minutes of each meeting going forward.

**4. Community Land Trust Presentation**

4.1 The Committee received a presentation from the Director for Housing and Development (Appendix A)

4.2 The following points were raised during the discussion:-

- The Director for Housing and Development advised that they were trying to get the message out that the Combined Authority was open for business; anybody could submit and applications from private organisations as well as from the constituent councils were welcome.

- In response to a question about bias in the preparation of bids and in approving them, the Director advised that it was up to the Combined Authority teams to assess if there could be any bias and the ability of a team to do this would be based on resourcing and experience.

- Another question was raised about whether the Combined Authority had the necessary resources to challenge bias from those submitting bids and was advised that at this time the resources were not well known enough for the Director to comment.

- In relation to a question on risk, the committee were advised that all developers would take a risk assessment in terms of cost and revenue; all development had risk associated with it with different developers taking different approaches to managing risk.

- Recruitment was ongoing to install the team to undertake appraisals; the appraisals that had been received to date had been dealt with by current

staff.

- Work was being done by consultants to identify areas of need for affordable housing in Cambridgeshire and Peterborough which should produce some information in the next few months.

- In response to question about whether the Combined Authority was being proactive in trying to get schemes the Director advised that they were looking to engage and encourage bids from numerous sources. Some had been received but an acceleration to the process was needed.

- The Director stated that he was confident that the team being put in place at the Combined Authority could take on the role for assessing incoming appraisals and that an independent project appraisal panel would not be necessary and could cause delays to the process which required acceleration.

- In response to a question on the Northstowe development the Housing Director advised that the Combined Authority would be looking to support the project by helping with any funding gaps but these would not be known until April/May 2019 when the financial matrix from the developers would be provided but the final decision would rest with Housing England.

- The Committee were advised that there was a top down housing strategy coming to the Board in September which would build upon and provide further information on the affordable housing strategy. The Housing Director was aware of the need for transparency around this area.

- The Committee were concerned that need and geography were not being considered and that there was little clarity on what exactly was being delivered by the Combined Authority, the Committee were also concerned around the current level of resources for the department.

- The Committee agreed to ask the Board at the meeting on Wednesday if officers could provide a briefing document that would outline the criteria that would be used for analysing the need for affordable housing across the Combined Authority area and how bids were being assessed.

**5. Medium Term Financial Plan**

5.1 The Committee received the report from the Interim Finance Director.

5.2 The following points were made:

- The Committee were advised that this was a draft Medium Term Financial Plan and to note that the figures involved were constantly changing.

- Members of the committee raised concern that there was no differentiation between the capital figures and the revenue figures and were advised by officers that this would be amended.

- The Committee queried why the East Cambridgeshire Loan Trust amount was included in the Medium Term Financial Plan and were advised that when the plan was originally produced its design was an attempt to capture

all funding and cash flows. The officers advised they recognised that this was a loan and that it should be rectified in the final plan.

- The Committee advised that an extra column should be included that would highlight future years expenditure.

- The Committee requested that the costs for bus schemes especially from April 2019 onwards needed to be shown within the cash flow figures.

- Electric charging points were not detailed in the Medium Term Financial Plan; officers advised they would check with the relevant director on this item.

- Currently the Combined Authority did not know what its borrowing needs would be in the future which was why it was not included within the Medium Term Financial Plan.

- The Mayor and officers were currently meeting with potential investors and the meetings were going well; over the next few weeks officers would be working on developing the Investment Strategy to figure out where income streams could be found.

- The Committee requested that the final draft of the Medium Term Financial Plan could be sent to members as early as possible to have time to provide feedback before the Board met on the 26th September.

- The finance for the Mayoral Interim Transport Plan had not been agreed; however, the financial implications would not fall on the Combined Authority.

- To date there were no specific requests for funding for CLT– once an application for CLT had been received it would be considered on a case by case basis – there were currently no applications.

The points and comments raised by the committee on the MTF Plan would be considered and changed for the report going to the Board in September.

5.3 The Committee thanked the officers for answering their questions.

**6. Review of the Combined Authority Board Agenda**

6.1 The Committee reviewed the agenda due to come to the Board on Wednesday 25th July 2018.

The Committee discussed the following items:

6.2 <u>Constitution - Committee System</u>

Members were concerned that the structure outlined in the report included the Overview and Scrutiny Committee and the Audit and Governance Committee with the new proposed committees and requested that it was made clear that these were separate committees and carried out separate roles to those of the new committees.

The Committee were advised that once the proposed system had been agreed by the Board, the constitutional arrangements would then be put in place.

Members felt that the membership outlined within the report lacked some consistency and should be reconsidered; especially in regard to substitute members.

Some members felt that the system as a hybrid of both committees and portfolio holders was confusing and would not be practical.

The Committee were advised that the new committees for Housing, Skills and Transport would manage the strategy once it had been approved by the Board.

Some members felt that the current system at the Combined Authority was not working and therefore it was reasonable to implement an alternative and welcomed the inclusion of a review in six months' time to monitor the new systems effectiveness.

6.3 Mayoral Transport Strategy

Members raised concerns around the temporary approach for the Park Ride developments and the lack of buildings in the proposals, especially toilet facilities.

Members raised some concerns around partnership working with local authorities and the GCP and highlighted that many council's local plans relied upon the transport schemes.

The Committee welcomed the change of perspective on the use of buses & Park and Rides but were concerned that this would need to be reflected in the budget.

6.4 Cambridgeshire and Peterborough Independent Economic Review (CPIER) Progress Update

A member raised the point that while natural capital was included within the report that it needed further development in the economic modelling to take into account the degradation of the land.

The Committee agreed that the review needed to consider the impact of Brexit within the report.

6.5 The Committee agreed that they would ask the following question at the Combined Authroity Board meeting:

Item 1.6 – Constitution – Committee Structure
1) The Committee requested that the O&S Committee is represented in the new structure as separate to these new committees.

2) The O&S Committee had concerns around the consistency in the terms of reference for each of the new committees proposed.

3) Would the new committees have a role in developing strategy in the areas they cover?

Item 2.1 - Delivering the Mayoral Transport Strategy

1) The Committee welcomed the positive view and change of perspective on the use of buses & P&R however they had concerns around the proposal that some P&R be temporary in their nature and that there would be no buildings and a lack of toilet provision included on these sites?

2) The Committee had some concerns around partnership working and that many council's local plans relied upon the transport schemes – could there be more clarity around the relationships between the Combined Authority and their relevant partners in these schemes?

Item 3.1 - Cambridgeshire and Peterborough Independent Economic Review (CPIER) Progress Update

1) The committee requested that soil depletion should be taken into consideration when considering the long term outlook for agricultural industries in the north of the County.

2) The Committee requested that the impact of Brexit be included within the final report.

Item 3.3 – Affordable Housing

1) Please could the Board request that officers provide a briefing document that outlines the criteria that will be used for analysing the need for affordable housing across the Combined Authority area and the how bids are being assessed.

**7. Member Update on Activity of Combined Authority**

7.1 Cllr Mike Sargeant provided a short update on the Task and Finish Group for Mass Rapid Transport and advised that the group were still waiting to receive a CV for the consultant for members to consider.

Officers agreed to chase this and report back to the group members.

7.2 No other member updates were received.

**8. Reconsider the Amendment to Standing Orders for the Overview & Scrutiny Committee – Public Question Scheme**

8.1 The Committee received the report which asked the Committee to consider whether they would like to adopt a Public Question scheme.

8.2 The Committee members felt that it was important to give the public question scheme a trial.

Some members were concerned it could be used for making political points.

The Committee were advised that any questions received would be assessed by the Monitoring Officer to ensure they were relevant to the committee.

8.3 The Committee agreed they would like to introduce a question time scheme.

The Committee agreed to recommend to the Combined Authority Board that the Constitution (Chapter 8 - Overview and Scrutiny procedure rules) be amended to include an overview and scrutiny question time scheme as set out in Appendix 1b

of the report.

**9. Overview & Scrutiny Budget Proposal**

9.1 The Committee received the report which provided the Committee with an opportunity to discuss whether they would like to recommend to the Combined Authority Board that a budget be allocated for the Overview and Scrutiny Committee to help support their work programme.

9.2 Members felt that an amount similar to that already proposed for the Task and Finish group would be sufficient for the committee's needs and that if over the year it was not required then it would be returned.

9.3 The Committee agreed there should be a budget proposal taken to the next Board meeting to request an amount of 20k for the Overview and Scrutiny Committee to be made available for their work programme over the course of the year.

**10. Combined Authority Forward Plan**

10.1 The Committee discussed the Forward Plan for the Combined Authority Board.

10.2 The Committee felt that the Forward Plan was only useful for looking ahead for two meetings and it would be helpful if the Committee could get a better idea of what other reports were upcoming, even if these reports changed over time.

Cllr Sargeant raised the point that the most recent Forward Plan was published after the Committee met and requested that this be looked at by officers to enable the committee to review the most up to date plan at the meeting.

Cllr Gehring felt that the committee needed to be more proactive when considering items on the Forward Plan.

The Chair advised that if members had any items from the Forward Plan they would like to add to the Committee's work programme to email her or the Scrutiny Officer and it would be considered.

10.3 The Committee agreed they would ask the following questions at the Board meeting on Wednesday:

<u>Item 1.5 - Forward Plan</u>
1) The publication date of the Forward Plan is after the date the O&S Committee meet which makes it difficult for members to consider upcoming items, could an earlier publication date be considered?

2) Currently the Forward Plan only lists reports coming to the Board for the next couple of months – could other upcoming reports be added to the Forward Plan, even if the exact date cannot be included?

**11. Overview and Scrutiny Work Programme Report**

11.1 The Committee received the report which provided the Committee with the draft work programme for the Overview & Scrutiny Committee for the 2018/19 municipal year and asked them for comments and suggestions.

11.2 The Committee requested that an update on the Skills Strategy be brought to the

October meeting.

11.3 The Committee requested that they receive a presentation on Land Value Capture at their November meeting.

11.4 The Committee requested that a report on how the Combined Authority was working with investors and Investment Strategy Update be brought to the November meeting.

11.5 The Committee requested that a representative from the Community Land Trust company be invited to the September meeting to give a presentation.

**12. Date of Next Meeting**

12.1 The next meeting would be held on the 24th September 2018 at Cambridgeshire County Council at 11am.

Meeting Closed: 13:19pm.

Overview and Scrutiny Committee Actions – 23rd July 2018

| Date | Action | Completed |
|---|---|---|
| 23rd July 2018 | The Committee requested that the final draft of the Medium Term Financial Plan could be sent to members as early as possible to have time to provide feedback before the Board met on the 26th September. | |
| | The Committee requested that an update on the Skills Strategy be brought to the October meeting. | |
| | Members requested that 'Matters Arising be added to the Minute agenda item and that an action log be attached to the minutes of each meeting going forward. | 24/09/2018 |
| | Officers to provide an update on the consultant for the Task and Finish group and update members. | 31/07/2018 |
| | Report to the CA Board to request for a public question scheme for the O&S committee to be added to the committee's terms of reference. | 26/09/2018 |
| | Report to go to the next Board meeting to request around 20k for the Overview and Scrutiny Committee to be made available for their work programme over the course of the year. | 26/09/2018 |
| | The Committee requested that they receive a presentation on Land Value Capture at their November meeting. | |
| | The Committee requested that a report on how the Combined Authority was working with investors and Investment Strategy Update be brought to the November meeting. | |
| | The Committee requested that a representative from the Community Land Trust company be invited to the September meeting to give a presentation. | |

# Development Appraisal – Basic Principles

Roger Thompson

## Base Principles

**What goes into a development appraisal?:**

- **The Skills**
- **The principles**
- **The development equation**

## What is a development appraisal ?

The technique that provides an overall analysis of a development and its financial status – be it a proposed development, a concept scheme, a committed scheme or a partially completed scheme in progress

BUT it is NOT a valuation … !



## The appraiser's skills set

- **Valuation** – or the ability to understand and assimilate advice provided that affects value
- **Costs** – or the ability to understand and assimilate cost information provided
- **Development process and programme** – knowledge and understanding of how property development is delivered
- **'STEEPLE' experience** - an appreciation of myriad external factors
- **Risk** - an appreciation of risk and its analysis
- **IT & numeric skills** – some maths, some statistics, some software training
- **Breadth of thought** - a good all rounder with the ability and confidence to 'step back', does the answer make sense !

## The scope of the appraisal process

**"It is about 'the numbers' but the strengths and weaknesses of an appraisal stem from the appreciation and reflection of very many factors affecting the development process."**



## Development appraisal

*... the four key products of an appraisal ...*

| | |
|---|---|
| **Feasibility** | **The degree to which a proposal is practically possible** |
| **Viability** | **The degree to which a proposal is economic** |
| **Deliverability** | **The degree to which a project is likely to be completed** |
| **Predictability** | **The risk profile of the development** |

**All of the above are considered in the context of *constraints* – and the expression of those constraints as minimum and maximum parameters defining any given facet of the project**

## Development appraisal

*... the four key products of an appraisal ...*

**Feasibility** **The degree to which a proposal is practically possible**

"It would be possible to install a solar powered escalator to the top of Everest."

Feasibility is principally about identifying, determining and defining the parameters which either

Occur in the wider world – ie: they are external factors

or

Are imposed on a proposal – ie: they are internal factors



## Development appraisal

*... the four key products of an appraisal ...*

**Viability** **The degree to which a proposal is economic**

**Viability is measured variously but consider the following four headings:**

| | |
|---|---|
| **Returns** | **especially clearing a minimum 'hurdle'** |
| **Economy** | **"output" for a given spend cost** |
| **Effectiveness** | **"operational objectives"** |
| **Efficiency** | **"bangs for your buck" or other …** |

## Development appraisal

*… the four key products of an appraisal …*

**Deliverability** The degree to which a project is likely to be completed. This area of thought combines feasibility and viability with a range of associated and external and internal factors …

**Societal** Objectors to ECOHomes, sustainability and lots more

**Political** from local politics to geo-politics

**Cultural** the client's practices & values

wider prevailing practices and cultural values

Partners being able to work together

… especially, the public & private sectors, degree of alignment of objectives



## Development appraisal

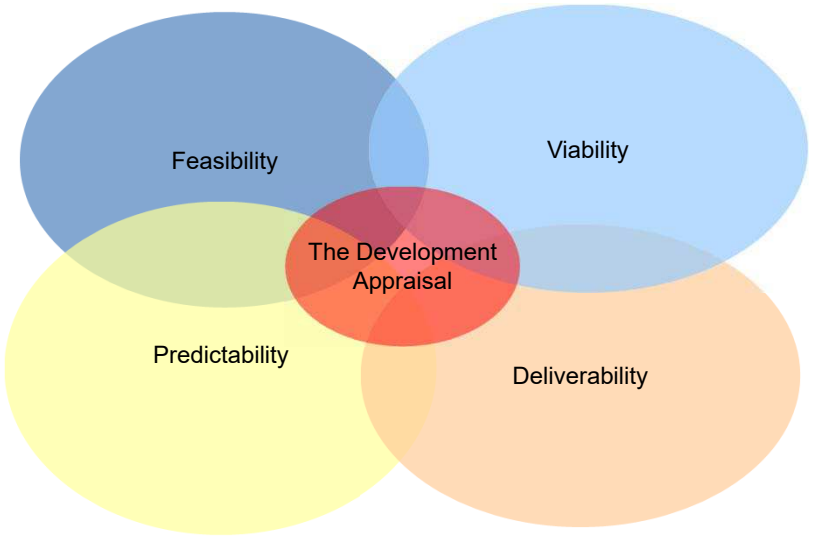
*… the four key products of an appraisal …*

**Predictability - The risk profile of the development, including …**

- Corporate or organisational risk
- Land assembly risk
- Town planning risk
- Contract risk
- Construction risk
- Environmental risk
- Finance risk
- Market risk
- Statute risk

## Development appraisal

*... the four key products of an appraisal ...*






## The traditional residual

| **Either…** | **… or …** |
|---|---|
| GDV of the scheme | GDV of the scheme |
| *Less* Land acquisition costs | *Less* The cost of the development |
| *Less* The cost of the development | *Less* Developer's profit |
| Output = Developer's profit | Output = the residual value of the land |

# The traditional residual

## The pro's

- Straightforward
- Quick and easy to read
- Widely known
- Clear and normally easy to apply basic sensitivity to inputs to understand risk impacts.

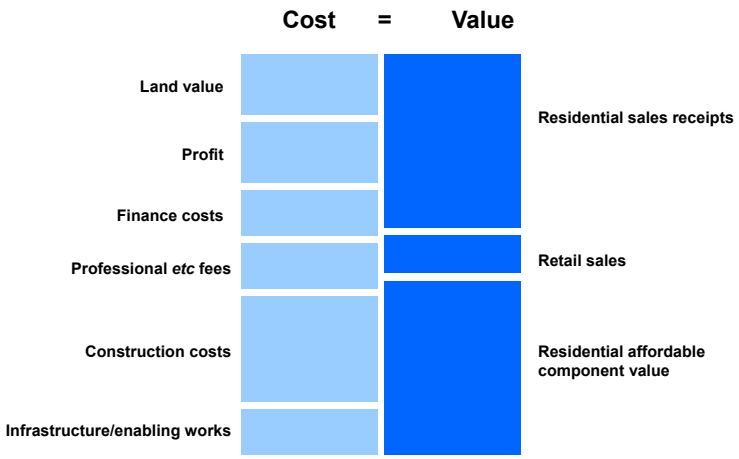
## The Con's

- Needs to be adapted with regard to multiple sources and costs of finance
- Can be confused for being a valuation, which it is not
- Risk of Poor originating source of information and knowledge



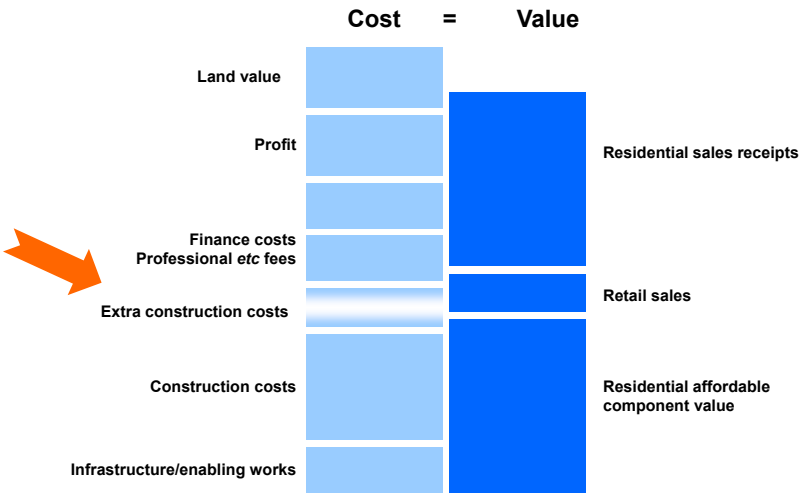
# The development equation

*… consider the hypothetical position below …*



# The development equation

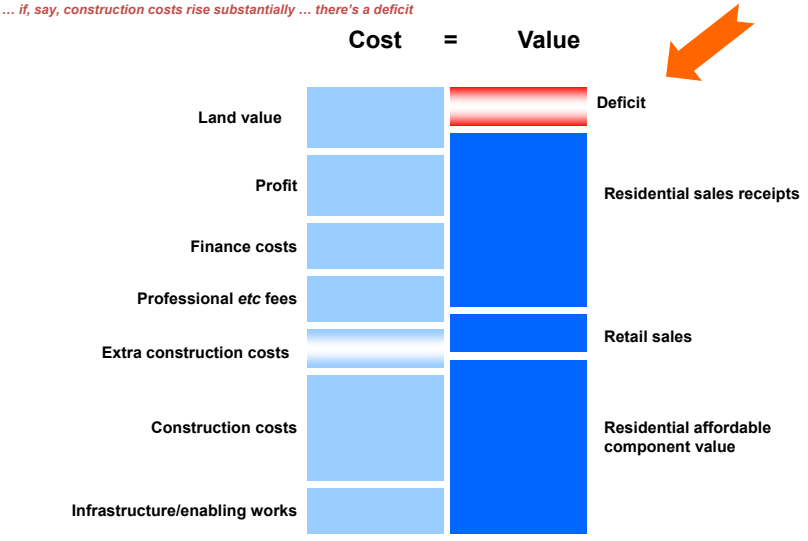
*... if, say, construction costs rise substantially ...*





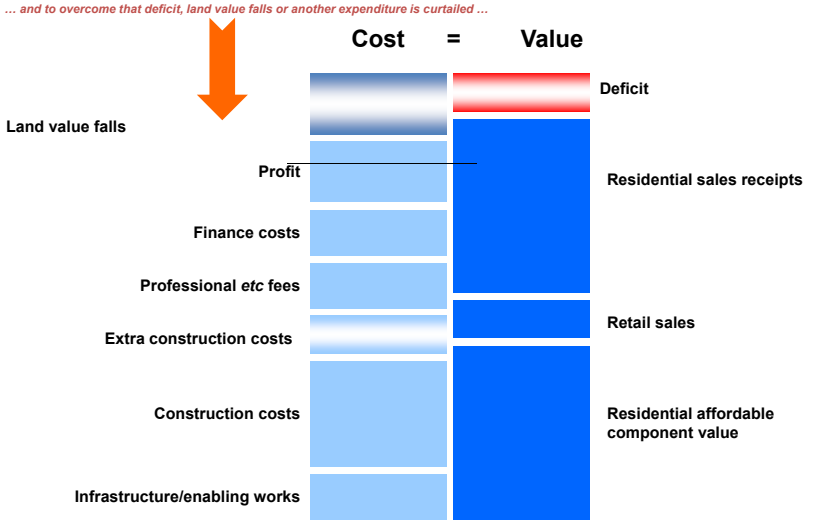

# The development equation

*... if, say, construction costs rise substantially ... there's a deficit*



# The development equation

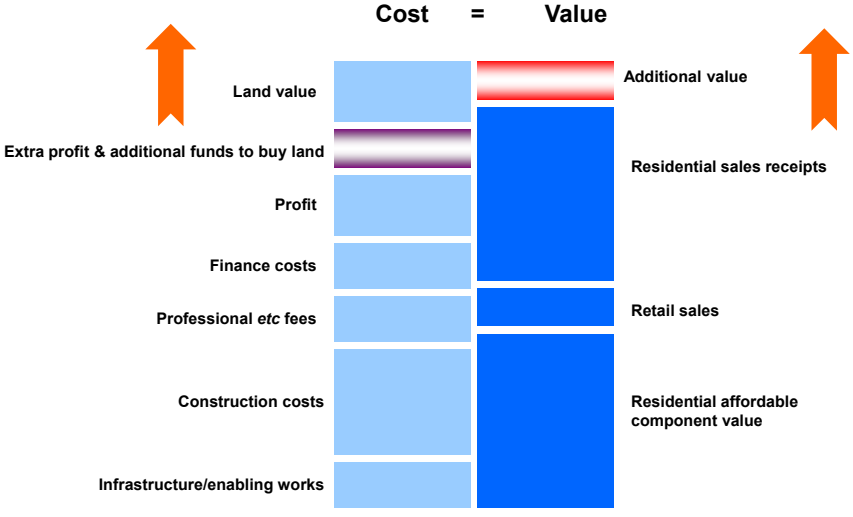
*… and to overcome that deficit, land value falls or another expenditure is curtailed …*






# The development equation

*… or, alternatively, if values rise … there's more money for land, profit or 'other' expenditure*



# Undertaking the appraisal

- Collection of Data, information and knowledge
- Relevance
- Selecting
- Assembling

Undertaking appraisals

The techniques and methodologies

Sources of development funding



# Information requirements

**Supply of and demand for the end products**

## Values

- Rents and yields
- Capital values
- Growth

## Costs

- Land assembly
- Infrastructure
- Construction
- Post construction
- Fees
- Special items
- Inflation

## Development Factors

- Planning
- Land assembly
- Design
- Procurement
- Construction
- Leasing
- Sales
- Delays and extensions

# Information sources

**Publications & journals, internet, lands registry**

**It would be peculiar were this not the researchers starting point**

**Agents active in the market**

**The major agents and large consultancies have terrific research departments; many of the second tier do to and there are regional specialists which should be an immediate targets source of information**

**EG*i***

**The public sector agencies and published data**

**Contacts**



# Undertaking research

- Consistency
- Preparation
- Briefing and debriefing
- Managing the collection
- Monitoring progress

## Understanding the development

- **Scale and scope of the job**
- **Quality and positioning**
- **Special site factors**
- **Special market factors**
- **Other considerations**



## In summary

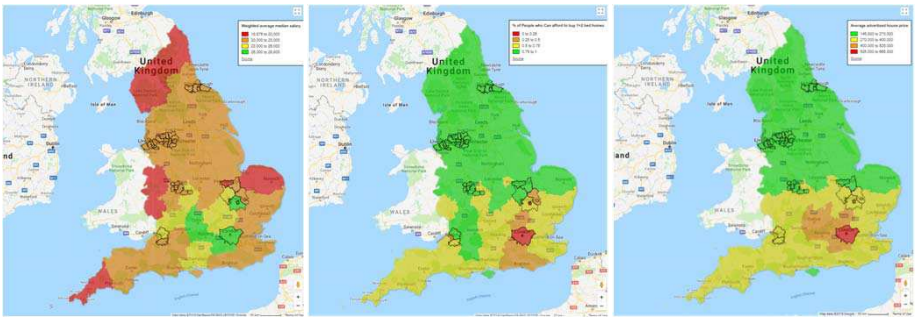
- Take a strategic approach
- Plan your research
- Understand what you need to know
- Understand what you already know
- Be professional and diligent
- Collect as much information and validate data wherever possible
- Store the data and record assumptions

# Housing Heat Maps

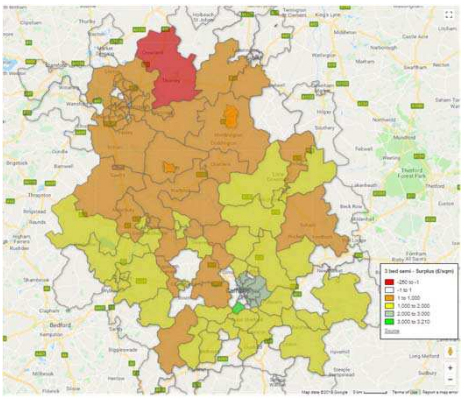
Affordability & Viability

3

## Complexity of CPCA Region



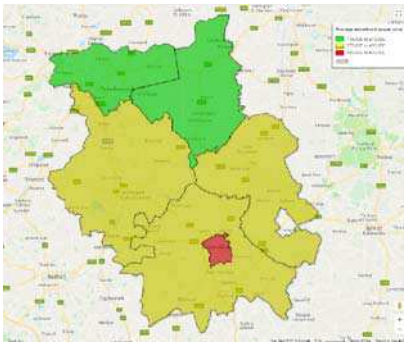
## Viability of Development



**Surplus / Deficit from building 3 bed semi detached house**

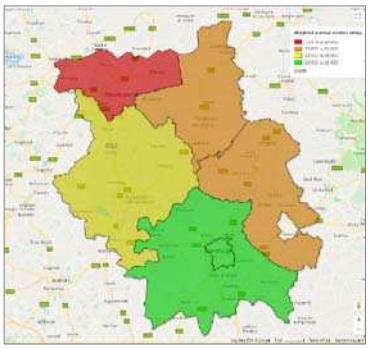
Surplus (Or Deficit as negative) in £ / Sqm for 3 bed Semi-Detached houses

## Average advertised home prices and average annual gross income



**Average annual advertised House/flat Prices (£ / Month):**

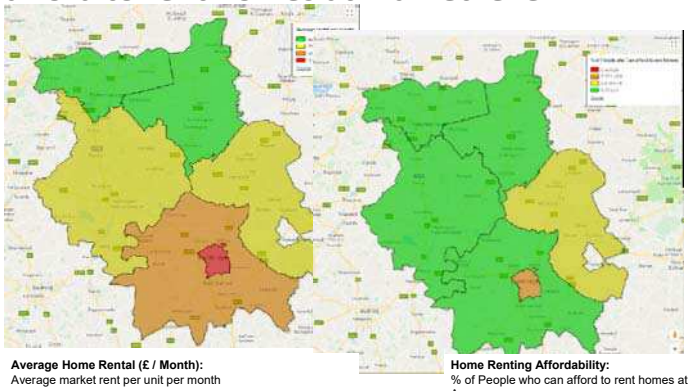
High price is red Low price is green



**Average annual gross income for individuals**

High income is green Low income is red

## Average Salary and Percentage of People who can afford to rent homes at market level



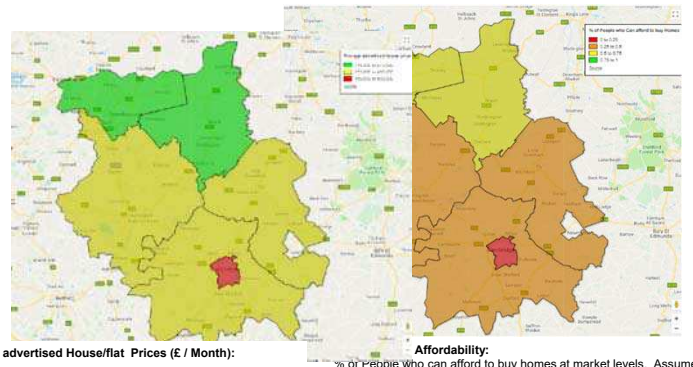
**Average Home Rental (£ / Month):**
Average market rent per unit per month

Red is high Green is low

**Home Renting Affordability:**
% of People who can afford to rent homes at market levels.
Assumes:
1. A number of people per household ranging from 1.52 to 1.67 depending on the specific area.
2. Rental at 30% of monthly gross income of household

31ten

## Average Salary and Percentage of People who can afford to buy homes at market level



**Average annual advertised House/flat Prices (£ / Month):**

High price is red Low price is green

**Affordability:**
% of People who can afford to buy homes at market levels. Assumes:
1. A number of people per household ranging from 1.52 to 1.67 depending on the specific area.
2. A 4.5 multiplier on gross annual income
3. A 20% deposit

31ten

## The Strategic Investment Toolkit

Direct Development - WOC

Housing Grant

Charge Over land / Land Value Capture Mechanism

Recoverable Housing Grant

Block Purchase Arrangements

Guarantee

Loan Agreement

Equity Investment

Community Land Trust