

## Prudential Indicators

### A. Capital Expenditure Plans

1. The Council's capital expenditure plans are the key driver of treasury management activity. Estimates of capital expenditure for the period 2019/20 to 2024/25 based on the Council's draft Capital Programme are summarised below and this forms the first of the prudential indicators. The revenue consequences of associated borrowing and any on-going maintenance costs are accommodated within the Council's revenue budgets.
2. Capital expenditure can be paid for immediately, by applying capital resources such as capital receipts, capital grants, external funding or revenue contributions, but if these resources are insufficient any residual expenditure will be covered by Prudential Borrowing and will add to the Council's borrowing need, or Capital Financing Requirement (CFR).
3. The expenditure is split over three areas:
  - Commercial Activities / Non-financial investments
  - Other General Fund
  - HRA
4. Estimates of resources such as capital receipts may be subject to uncertainty i.e. anticipated asset sales may be postponed or reduced due to changes in the property market or planning issues.
5. Elsewhere on the agenda the draft Capital Programme is recommended for approval. The table below summarises the proposed expenditure and how it will be financed. Any shortfall of financing results in a borrowing need.

**Table 1:- Capital Expenditure and Financing**

|  | 2018/19<br>Actuals<br>£000's | 2019/20<br>Forecast<br>£000's | 2020/21<br>Estimate<br>£000's | 2021/22<br>Estimate<br>£000's | 2022/23<br>Estimate<br>£000's | 2023/24<br>Estimate<br>£000's | 2024/25<br>Estimate<br>£000's |
|--|------------------------------|-------------------------------|-------------------------------|-------------------------------|-------------------------------|-------------------------------|-------------------------------|
| <b>Commercial Activities / Non-financial investments</b> | 522.6                        | 152.4                         | 42,000.0                      | 25,000.0                      | 0.0                           | 0.0                           | 0.0                           |
| <b>Other General Fund</b>                                | 28,421.7                     | 44,183.4                      | 55,564.1                      | 43,740.1                      | 27,392.4                      | 34,590.7                      | 8,448.0                       |
| <b>HRA</b>   | 13,589.1                     | 14,913.6                      | 47,913.0                      | 41,428.0                      | 53,647.0                      | 56,732.0                      | 8,620.0                       |
| <b>Total expenditure</b>                                 | <b>42,533.4</b>              | <b>59,249.4</b>               | <b>145,477.1</b>              | <b>110,168.1</b>              | <b>81,039.4</b>               | <b>91,322.7</b>               | <b>17,068.0</b>               |
| <b>Financed by:</b>                                      |                              |                               |                               |                               |                               |                               |                               |
| Developer Contributions                                  | 3,170.0                      | 6,031.9                       | 6,806.2                       | 520.0                         | 60.0                          | 60.0                          | 0.0                           |
| Capital Grants   | 2,634.8                      | 4,201.9                       | 5,986.6                       | 11,825.8                      | 7,044.0                       | 6,100.0                       | 1,200.0                       |
| Capital Receipts   | 19,592.0                     | 21,387.5                      | 35,401.4                      | 14,426.4                      | 11,500.8                      | 12,186.0                      | 1,918.0                       |
| Revenue  | 5,740.4                      | 5,345.9                       | 6,748.2                       | 3,907.0                       | 2,869.2                       | 3,804.0                       | 4,681.0                       |
| Major Repairs Reserve                                    | 7,215.9                      | 0.0                           | 3,673.6                       | 20,914.6                      | 4,079.3                       | 1,760.0                       | 8,364.2                       |
| Sub Total  | 38,353.1                     | 36,967.2                      | 58,615.9                      | 51,593.8                      | 25,553.4                      | 23,910.0                      | 16,163.2                      |
| <b>Prudential Borrowing</b>                              | <b>4,180.3</b>               | <b>22,282.3</b>               | <b>86,861.1</b>               | <b>58,574.4</b>               | <b>55,486.0</b>               | <b>67,412.7</b>               | <b>904.8</b>                  |
| <b>Total funding</b>                                     | <b>42,533.4</b>              | <b>59,249.4</b>               | <b>145,477.1</b>              | <b>110,168.1</b>              | <b>81,039.4</b>               | <b>91,322.7</b>               | <b>17,068.0</b>               |

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6. The following table shows how much of the overall capital funding need relates to “commercial activities” and non-financial investments such as loans to the Council’s Companies and expenditure on investment properties.

**Table 2:- Commercial Activities and Non-financial investments funding need**

| Commercial Activities / Non-financial investments | 2018/19<br>Actuals | 2019/20<br>Forecast | 2020/21<br>Estimate | 2021/22<br>Estimate | 2022/23<br>Estimate | 2023/24<br>Estimate | 2024/25<br>Estimate |
|---|--------------------|---------------------|---------------------|---------------------|---------------------|---------------------|---------------------|
| <b>Capital Expenditure (£000's)</b>               | 522.6              | 152.4               | 42,000.0            | 25,000.0            | 0.0                 | 0.0                 | 0.0                 |
| <b>Percentage of total financing need</b>         | 1.2%               | 0.3%                | 28.9%               | 22.7%               | 0.0%                | 0.0%                | 0.0%                |

## B. Affordability

7. This indicator represents the estimate of the ratio of financing costs to the net revenue stream for both the HRA and General Fund. The General Fund has net interest income and so the indicator is interpreted such that the larger the negative percentage figure becomes, the more reliant the General Fund is on the net interest income. Note that this includes both investment income and borrowing costs.
8. The HRA has net interest expenditure and this indicator is interpreted such that the larger the positive percentage figure becomes, the more HRA resources are used to finance the net debt costs.

**Table 3:- Ratio of Financing Costs to Net Revenue Stream**

| <b>General Fund</b>            | <b>2018/19<br/>Actuals<br/>£000's</b> | <b>2019/20<br/>Forecast<br/>£000's</b> | <b>2020/21<br/>Estimate<br/>£000's</b> | <b>2021/22<br/>Estimate<br/>£000's</b> | <b>2022/23<br/>Estimate<br/>£000's</b> | <b>2023/24<br/>Estimate<br/>£000's</b> | <b>2024/25<br/>Estimate<br/>£000's</b> |
|--------------------------------|---------------------------------------|--|--|--|--|--|--|
| <b>Net Interest Income</b>     | -1,811.09                             | -2,643.09                              | -3,135.79                              | -2,734.55                              | -2,744.11                              | -3,084.85                              | -3,129.47                              |
| <b>Revenue stream</b>          | 24,492.91                             | 24,063.30                              | 24,229.42                              | 22,295.84                              | 22,696.69                              | 23,008.56                              | 23,433.74                              |
| <b>Ratio</b>                   | -7.4%                                 | -11.0%                                 | -12.9%                                 | -12.3%                                 | -12.1%                                 | -13.4%                                 | -13.4%                                 |
|                                |                                       |  |  |  |  |  |  |
| <b>Housing Revenue Account</b> | <b>2018/19<br/>Actuals<br/>£000's</b> | <b>2019/20<br/>Forecast<br/>£000's</b> | <b>2020/21<br/>Estimate<br/>£000's</b> | <b>2021/22<br/>Estimate<br/>£000's</b> | <b>2022/23<br/>Estimate<br/>£000's</b> | <b>2023/24<br/>Estimate<br/>£000's</b> | <b>2024/25<br/>Estimate<br/>£000's</b> |
| <b>Item 8 interest</b>         | 7,701.72                              | 7,701.72                               | 8,294.09                               | 8,041.84                               | 9,621.84                               | 11,565.44                              | 11,565.65                              |
| <b>Investment income</b>       | -153.00                               | 223.55                                 | 237.36                                 | 284.04                                 | 347.16                                 | 344.53                                 | 344.53                                 |
| <b>Net financing cost</b>      | <b>7,548.72</b>                       | <b>7,925.28</b>                        | <b>8,531.45</b>                        | <b>8,325.88</b>                        | <b>9,969.00</b>                        | <b>11,909.97</b>                       | <b>11,910.19</b>                       |
| <b>Revenue stream</b>          | 43,341.06                             | 43,776.00                              | 44,447.00                              | 46,595.00                              | 49,043.00                              | 51,752.00                              | 51,752.00                              |
| <b>Ratio</b>                   | <b>17.4%</b>                          | <b>18.1%</b>                           | <b>19.2%</b>                           | <b>17.9%</b>                           | <b>20.3%</b>                           | <b>23.0%</b>                           | <b>23.0%</b>                           |

**C. The Council's Borrowing Need (the Capital Financing Requirement)**

9. This prudential indicator relates to the Council's Capital Financing Requirement (CFR). The CFR is simply the total historic outstanding capital expenditure which has not yet been paid for from either revenue or capital resources. It is essentially a measure of the Council's indebtedness and so its underlying borrowing need. Any capital expenditure above in Table 1, which has not immediately been paid for through a revenue or capital resource, will increase the CFR.
10. The CFR does not increase indefinitely, as the minimum revenue provision (MRP), which is a statutory annual revenue charge, reduces the indebtedness broadly in line with each assets life, and so charges the economic consumption of capital assets as they are used.
11. The table shows the amount of the CFR which is needed to finance the "commercial activities" / non-financial investments.

**Table 4:- Estimates of capital financing requirement (underlying need to borrow for a capital purpose)**

|   | 2018/19<br>Actuals<br>£000's | 2019/20<br>Forecast<br>£000's | 2020/21<br>Estimate<br>£000's | 2021/22<br>Estimate<br>£000's | 2022/23<br>Estimate<br>£000's | 2023/24<br>Estimate<br>£000's | 2024/25<br>Estimate<br>£000's |
|---|------------------------------|-------------------------------|-------------------------------|-------------------------------|-------------------------------|-------------------------------|-------------------------------|
| Commercial Activities / Non-financial investments | 0                            | 0                             | 0                             | 0                             | 0                             | 0                             | 0                             |
| Other General Fund                                | 22,000                       | 44,245                        | 115,439                       | 165,362                       | 179,867                       | 200,905                       | 200,554                       |
| <b>General Fund</b>                               | 22,000                       | 44,245                        | 115,439                       | 165,362                       | 179,867                       | 200,905                       | 200,554                       |
| <b>HRA</b>  | 202,708                      | 202,708                       | 218,084                       | 226,006                       | 266,006                       | 311,206                       | 311,211                       |
| <b>Total CFR</b>                                  | <b>224,708</b>               | <b>246,953</b>                | <b>333,523</b>                | <b>391,368</b>                | <b>445,873</b>                | <b>512,111</b>                | <b>511,765</b>                |
| <b>Movement in CFR</b>                            | <b>4,143</b>                 | <b>22,245</b>                 | <b>86,570</b>                 | <b>57,845</b>                 | <b>54,505</b>                 | <b>66,238</b>                 | <b>-346</b>                   |
| Movement in the CFR represented by:               |                              |                               |                               |                               |                               |                               |                               |
| Net Financing need for the year                   | 4,180                        | 22,282                        | 86,861                        | 58,574                        | 55,486                        | 67,412                        | 905                           |
| Less MRP  | -37                          | -37                           | -291                          | -729                          | -981                          | -1,174                        | -1,251                        |
| <b>Movement in CFR</b>                            | <b>4,143</b>                 | <b>22,245</b>                 | <b>86,570</b>                 | <b>57,845</b>                 | <b>54,505</b>                 | <b>66,238</b>                 | <b>-346</b>                   |

## D. Core Funds and Expected Investment Balances

12. The application of resources (capital receipts, reserves etc.) to either finance capital expenditure or used on other budget decisions to support the revenue budget will have an ongoing impact on investments unless resources are supplemented each year from new sources (asset sales etc.). Detailed below are estimates of the year-end balances for each resource and anticipated day-to-day cash flow balances.

**Table 5:- Core Funds and Expected Investment Balances**

| Estimated Year End Resources    | 2018/19 Actuals £000's | 2019/20 Forecast £000's | 2020/21 Estimate £000's | 2021/22 Estimate £000's | 2022/23 Estimate £000's | 2023/24 Estimate £000's | 2024/25 Estimate £000's |
|---------------------------------|------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|
| Fund Balances & Reserves        | 76,423                 | 62,797                  | 62,797                  | 62,797                  | 62,797                  | 62,797                  | 62,797                  |
| Capital Receipts & Grants       | 14,394                 | 11,200                  | 10,450                  | 10,250                  | 10,250                  | 10,250                  | 10,250                  |
| Provisions                      | 8,334                  | 8,334                   | 8,334                   | 8,334                   | 8,334                   | 8,334                   | 8,334                   |
| Other                           | 346                    | 346                     | 346                     | 346                     | 346                     | 346                     | 346                     |
| <b>Total Core Funds</b>         | 99,497                 | 82,677                  | 81,927                  | 81,727                  | 81,727                  | 81,727                  | 81,727                  |
| Working Capital *               | 22,686                 | 31,600                  | 32,386                  | 33,186                  | 33,986                  | 34,786                  | 35,586                  |
| (Under) / Over Borrowing **     | -25,887                | -48,132                 | -87,702                 | -91,547                 | -89,052                 | -92,290                 | -91,939                 |
| <b>Expected Investments ***</b> | 96,296                 | 66,145                  | 26,611                  | 23,366                  | 26,661                  | 24,223                  | 25,374                  |

\* Working capital balances shown are estimated year-end; these may be higher mid-year

\*\* Under / Over Borrowing is the difference between the Council's CFR and external borrowing. The Council maximises use of internal balances where possible to reduce borrowing costs. A level of cash resource must be maintained to ensure that cashflow variations during the year can be accommodated.

\*\*\* This is the level of expected investments at the end of the year; during the year these will often be much higher due to cashflows.

## E. External Debt and Treasury Management

13. The Council's forward projections for borrowing are summarised below. The table shows the anticipated external debt against the underlying capital borrowing need, the CFR.

**Table 6:- Debt against Underlying Borrowing Need**

| External Debt                    | 2018/19 Actuals<br>£000's | 2019/20 Forecast<br>£000's | 2020/21 Estimate<br>£000's | 2021/22 Estimate<br>£000's | 2022/23 Estimate<br>£000's | 2023/24 Estimate<br>£000's | 2024/25 Estimate<br>£000's |
|----------------------------------|---------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| Debt at 1st April                | 198,821                   | 198,821                    | 198,821                    | 245,821                    | 299,821                    | 356,821                    | 419,821                    |
| Expected Change in Debt          | 0                         | 0                          | 47,000                     | 54,000                     | 57,000                     | 63,000                     | 5                          |
| <b>Expected Debt at 31 March</b> | 198,821                   | 198,821                    | 245,821                    | 299,821                    | 356,821                    | 419,821                    | 419,826                    |
| CFR                              | 224,708                   | 246,953                    | 333,523                    | 391,368                    | 445,873                    | 512,111                    | 511,765                    |
| <b>Under / (Over) Borrowing</b>  | 25,887                    | 48,132                     | 87,702                     | 91,547                     | 89,052                     | 92,290                     | 91,939                     |

14. The Council must set an operational boundary which is the limit beyond which external debt is not normally expected to exceed. This will be lower than the CFR where the Council uses internal resources to finance borrowing (i.e. is under borrowed). The authorised limit is a key prudential indicator and represents a control on the maximum level of borrowing. This represents a legal limit beyond which external debt is prohibited, and this limit needs to be set or revised by the full Council. It reflects the level of external debt which, while not desired, could be afforded in the short term, but is not necessarily sustainable in the longer term. This is set here at the level of the CFR to allow for flexibility depending on what happens with borrowing rates and to allow for borrowing in advance where this is supported by the capital plans or the CFR. The authorised limit is the statutory limit determined under section 3 (1) of the Local Government Act 2003. The Government retains an option to control either the total of all councils' plans, or those of a specific council, although this power has not yet been exercised.

**Table 7:- Limits to borrowing activity**

|                      | 2018/19 Actuals<br>£000's | 2019/20 Forecast<br>£000's | 2020/21 Estimate<br>£000's | 2021/22 Estimate<br>£000's | 2022/23 Estimate<br>£000's | 2023/24 Estimate<br>£000's | 2024/25 Estimate<br>£000's |
|----------------------|---------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| Authorised limit     | 372,118                   | 532,111                    | 532,111                    | 532,111                    | 532,111                    | 532,111                    | 532,111                    |
| Operational boundary | 274,000                   | 302,865                    | 353,523                    | 411,368                    | 465,873                    | 532,111                    | 531,765                    |



16. This following indicator links to the Non Specified investment in Appendix 1

**Table 10:- Upper limit for principal sums invested for periods longer than 365 days**

|  | <b>2018/19<br/>Actuals</b> | <b>2019/20<br/>Forecast</b> | <b>2020/21<br/>Estimate</b> | <b>2021/22<br/>Estimate</b> | <b>2022/23<br/>Estimate</b> | <b>2023/24<br/>Estimate</b> | <b>2024/25<br/>Estimate</b> |
|--|----------------------------|-----------------------------|-----------------------------|-----------------------------|-----------------------------|-----------------------------|-----------------------------|
| Upper limit for investments for periods longer than 365 days | Higher of £24m and 25%     | Higher of £24m and 25%      | Higher of £30m and 30%      | Higher of £30m and 30%      | Higher of £30m and 30%      | Higher of £30m and 30%      | Higher of £30m and 30%      |