

## 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 2020/21 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
- 375  
925
- 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.



## 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 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 negative 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>2019/20 Actuals £000's</b>	<b>2020/21 Forecast £000's</b>	<b>2021/22 Estimate £000's</b>	<b>2022/23 Estimate £000's</b>	<b>2023/24 Estimate £000's</b>	<b>2024/25 Estimate £000's</b>
<b>Net Interest Income</b>	-3,909.26	-2,731.93	-4,727.82	-5,403.13	-6,053.73	-6,539.99
<b>Revenue stream</b>	-24,167.30	-24,182.63	-23,647.60	-21,291.12	-21,975.51	-22,784.90
<b>Ratio</b>	<b>16.2%</b>	<b>11.3%</b>	<b>20.0%</b>	<b>25.4%</b>	<b>27.5%</b>	<b>28.7%</b>
<b>Housing Revenue Account</b>	<b>2019/20 Actuals £000's</b>	<b>2020/21 Forecast £000's</b>	<b>2021/22 Estimate £000's</b>	<b>2022/23 Estimate £000's</b>	<b>2023/24 Estimate £000's</b>	<b>2024/25 Estimate £000's</b>
<b>Item 8 Borrowing interest</b>	7,701.72	7,701.72	8,096.85	9,045.63	10,088.90	11,198.17
<b>Item 8 Investment income</b>	-270.18	-52.27	-12.06	-12.06	-32.17	-52.27
<b>Net financing cost</b>	<b>7,431.54</b>	<b>7,649.45</b>	<b>8,084.79</b>	<b>9,033.57</b>	<b>10,056.73</b>	<b>11,145.90</b>
<b>Revenue stream</b>	-45,457.98	-44,873.67	-46,648.68	-48,799.76	-51,072.06	-55,486.87
<b>Ratio</b>	<b>-16.3%</b>	<b>-17.0%</b>	<b>-17.3%</b>	<b>-18.5%</b>	<b>-19.7%</b>	<b>-20.1%</b>

It should be noted that the net cost of borrowing within the HRA increases over the MTFP period from 16.3% of the HRA revenue stream at the end of 2019/20 to an estimated 20.1% at the end of 2024/25. A 40 year HRA business plan is maintained for the HRA which shows that this level of borrowing is affordable. This will need to be closely monitored going forwards to ensure that the level of HRA debt does not become unaffordable.

### 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 asset's life, and so charges the economic consumption of capital assets as they are used.
11. The table also 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)**

	2019/20 Actuals £000's	2020/21 Forecast £000's	2021/22 Estimate £000's	2022/23 Estimate £000's	2023/24 Estimate £000's	2024/25 Estimate £000's
Commercial Activities / Non-financial investments	0	0	0	0	0	0
Other General Fund	29,008	62,765	130,342	174,462	200,962	199,733
<b>General Fund</b>	29,008	62,765	130,342	174,462	200,962	199,733
<b>HRA</b>	224,725	224,725	273,183	331,462	380,423	442,389
<b>Total CFR</b>	<b>253,733</b>	<b>287,490</b>	<b>403,525</b>	<b>505,924</b>	<b>581,385</b>	<b>642,122</b>
<b>Movement in CFR</b>	<b>29,025</b>	<b>33,757</b>	<b>116,035</b>	<b>102,399</b>	<b>75,461</b>	<b>60,737</b>
Movement in the CFR represented by:						
Net Financing need for the year	29,062	34,082	116,720	108,383	112,160	87,725
Repayment of debt	0	-288	-519	-5,456	-35,958	-26,084
Less MRP	-37	-37	-165	-528	-741	-904
<b>Movement in CFR</b>	<b>29,025</b>	<b>33,757</b>	<b>116,036</b>	<b>102,399</b>	<b>75,461</b>	<b>60,737</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	2019/20 Actuals £000's	2020/21 Forecast £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	80,097	75,597	71,097	71,097	71,097	71,097
Capital Receipts & Grants	31,907	21,474	21,474	21,474	21,474	21,474
Provisions	7,523	7,523	7,523	7,523	7,523	7,523
Other	-438	-438	-438	-438	-438	-438
<b>Total Core Funds</b>	119,089	104,156	99,656	99,656	99,656	99,656
Working Capital *	24,469	24,469	24,469	24,469	24,469	24,469
(Under) / Over Borrowing **	-54,912	-88,669	-93,705	-93,104	-93,565	-93,302
<b>Expected Investments ***</b>	88,646	39,956	30,420	31,021	30,560	30,823

\* 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	2019/20 Actuals £000's	2020/21 Forecast £000's	2021/22 Estimate £000's	2022/23 Estimate £000's	2023/24 Estimate £000's	2024/25 Estimate £000's
Debt at 1st April	198,821	198,821	198,821	309,821	412,821	487,821
Expected Change in Debt	0	0	111,000	103,000	75,000	61,000
<b>Expected Debt at 31 March</b>	198,821	198,821	309,821	412,821	487,821	548,821
CFR	253,733	287,490	403,525	505,924	581,385	642,122
<b>Under / (Over) Borrowing</b>	54,912	88,669	93,704	93,103	93,564	93,301

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**

	2019/20 Actuals £000's	2020/21 Forecast £000's	2021/22 Estimate £000's	2022/23 Estimate £000's	2023/24 Estimate £000's	2024/25 Estimate £000's
Authorised limit	363,894	532,111	662,122	662,122	662,122	662,122
Operational boundary	302,865	307,490	423,525	525,924	601,385	662,122



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

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

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