



**South  
Derbyshire  
District Council**

**Prudential Indicators 2019/20**

**March 2019**

## **Introduction**

The Local Government Act 2003 requires the Authority to have regard to the Chartered Institute of Public Finance and Accountancy's Prudential Code for Capital Finance in Local Authorities (the Prudential Code) when determining how much money it can afford to borrow. The objectives of the Prudential Code are to ensure, within a clear framework, that the capital investment plans of local authorities are affordable, prudent and sustainable, and that treasury management decisions are taken in accordance with good professional practice. To demonstrate that the Authority has fulfilled these objectives, the Prudential Code sets out the following indicators that must be set and monitored each year.

## **Estimated Capital Expenditure and Financing**

This is the approved capital investment programme for the General Fund, together with stock investment proposals included in the HRA Business Plan. The programme is summarised in the following table.

	<b>Actual</b>					
	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>2022/23</b>	<b>2023/24</b>
<b>Estimated Capital Expenditure</b>	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>
General Fund	2,202,190	2,548,064	866,000	736,000	736,000	846,000
HRA	2,104,725	2,988,000	2,935,000	2,683,000	2,470,000	2,133,000
<b>TOTAL</b>	<b>4,325,620</b>	<b>5,536,064</b>	<b>3,801,000</b>	<b>3,419,000</b>	<b>3,206,000</b>	<b>2,979,000</b>
<b>Financed by</b>						
Grants and Contributions	925,817	1,098,883	416,000	336,000	336,000	336,000
Council Resources	3,399,803	4,437,181	3,385,000	3,083,000	2,870,000	2,643,000
<b>TOTAL</b>	<b>4,325,620</b>	<b>5,536,064</b>	<b>3,801,000</b>	<b>3,419,000</b>	<b>3,206,000</b>	<b>2,979,000</b>

The current year estimated expenditure on the General Fund relates to the final stage of a substantial vehicle upgrade program plus a variety of projects across the District funded through the Better Care Fund. Subsequent years' expenditure relates to the continuing asset replacement program.

The general downward trend of HRA expenditure relates to the reduction in major repairs. The final phase of the New Build programme is due to complete in 2018/19 increasing the housing stock by 6 dwellings.

Overall, the capital expenditure programme is financed from Government grants, external contributions, Council reserves and capital receipts.

The table highlights that the 5-year investment programme is fully funded. If all financing is not secured, expenditure will need to be curtailed or other resources and reserves identified.

Due to the current level of reserves and cash on deposit, current policy is that any longer term borrowing is undertaken only as a last resort to meet any shortfall; any new borrowing will only be undertaken prudentially within the Council's debt limits.

## **The Council's Borrowing Need or Capital Financing Requirement (CFR)**

The CFR is a measure of the Council's underlying need to borrow for capital investment and is based on the net value of fixed assets contained in the Council's Balance Sheet.

The CFR does not necessarily represent the amount of actual external debt outstanding. This is due to the fact that not all borrowing previously allowed has in effect taken place against this requirement, but is being financed internally through cash deposits and reserves.

Capital expenditure that has not been immediately paid for increases the CFR through additional borrowing, including internally. The CFR is reduced following debt repayment or through setting-aside revenue sums to repay internal borrowing.

The Council is required to pay off an element of the accumulated General Fund CFR each year through a revenue charge called the Minimum Revenue Provision (MRP). In addition, a Voluntary Revenue Provision (VRP) is made where borrowing has taken place on a prudential basis.

There is no requirement to make a MRP for the HRA. However, money is being set-aside to repay HRA debt in accordance with the maturity profile. This strategy is reflected in the HRA's Financial Plan.

A summary of the CFR estimates is shown in the following table.

	Actual 2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Expected CFR	£'000	£'000	£'000	£'000	£'000	£'000
CFR b/fwd	67,237	66,900	66,572	66,251	55,993	55,798
Add New Financing	0	0	0	0	0	0
Less MRP	-206	-197	-190	-182	-175	-168
Less VRP	-131	-131	-131	-76	-21	-21
Less Debt Repayment	0	0	0	-10,000	0	-10,000
<b>CFR c/fwd</b>	<b>66,900</b>	<b>66,572</b>	<b>66,251</b>	<b>55,993</b>	<b>55,798</b>	<b>45,610</b>
General Fund Proportion	5,316	4,988	4,667	4,409	4,214	4,026
HRA Proportion	61,584	61,584	61,584	51,584	51,584	41,584
	<b>66,900</b>	<b>66,572</b>	<b>66,251</b>	<b>55,993</b>	<b>55,798</b>	<b>45,610</b>

The VRP relates to the repayment of previous internal borrowing relating to the purchase of receptacles to extend the kerbside recycling scheme in 2013, together with the repayment of the internal borrowing for the Grove Hall Extreme Sports project.

### **Debt Pools**

The Council operates two separate Debt Pools, one for the General Fund and one for the Housing Revenue Account (HRA). There is no external debt currently outstanding on the General Fund, although it has a positive CFR representing an underlying borrowing need.

The General Fund CFR is reduced each year by a statutory revenue charge known as the Minimum Revenue Provision (MRP). In addition a Voluntary Revenue Provision (VRP) is made where borrowing has been undertaken on a prudential basis.

There is no requirement to make a MRP or VRP in the Housing Revenue Account. The HRA has debt outstanding of just over £57m. This represents the debt inherited under the self-financing framework for Council Housing.

Although no MRP is required for the HRA, money is being set-aside to repay the HRA debt in accordance with the maturity profile. This strategy is reflected in the HRA's Financial Plan. The expected CFRs over the current financial planning period to 2023/24 are detailed in the following table.

<b>Expected CFR</b>	<b>Actual</b>					
	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>2022/23</b>	<b>2023/24</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
General Fund	5,316	4,988	4,667	4,409	4,214	4,026
HRA	61,584	61,584	61,584	51,584	51,584	41,584

The CFR on the General Fund will continue to reduce over the medium-term due to MRP/VRP being applied. These charges for all years are included in the Council's base budget.

Effectively, the MRP/VRP creates a cash amount in the Council's budget in order to write down the underlying borrowing requirement.

The larger CFR on the HRA is forecast to remain fairly static until such time as any new borrowing is undertaken or until the first repayment of £10m self-financing debt in 2021/2022.

### **Limits to Borrowing Activity**

The Council is required to set limits on overall borrowing (net of investments). This controls borrowing and ensures that the Council does not, except in the short term, exceed the total of the CFR in the preceding year, plus the estimates of any additional CFR for the current and the next two financial years.

A short term deviation is allowed for flexibility if a limited amount of borrowing was required to meet temporary shortfalls in cash flow. The estimated position is detailed in the following table.

<b>Estimated Borrowing Compared to the CFR</b>	<b>Actual</b>					
	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>2022/23</b>	<b>2023/24</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Gross Borrowing - HRA	57,423	57,423	57,423	47,423	47,423	37,423
Gross Borrowing - General Fund	0	0	0	0	0	0
<b>Total Gross Borrowing</b>	<b>57,423</b>	<b>57,423</b>	<b>57,423</b>	<b>47,423</b>	<b>47,423</b>	<b>37,423</b>
<b>Total CFR</b>	<b>66,900</b>	<b>66,572</b>	<b>66,251</b>	<b>55,993</b>	<b>55,798</b>	<b>45,610</b>

The above table shows that as gross borrowing is likely to remain below the CFR, the Council will comply with this Prudential Indicator.

### **The Authorised Limit for External Debt**

This is the limit beyond which external debt is prohibited. It is the statutory limit determined under section 3(1) of the Local Government Act 2003. The debt cap for HRA self-financing was removed by the Government in 2018/19.

## **The Operational Boundary for External Debt**

This represents the expected external debt during the course of the year, but it is not a limit. It is designed to aid the Chief Finance Officer to manage treasury activity on a daily basis and acts as an early warning sign of any potential issues. It includes a provision for temporary borrowing of £5m. As in recent years, it is not expected that any temporary borrowing will be required, but is included as a contingency should cash flow become negative in the short-term.

The Limit and Boundary are summarised in the following table.

<b>Debt Limits</b>	<b>2018/19 £'000</b>	<b>2019/20 £'000</b>	<b>2020/21 £'000</b>	<b>2021/22 £'000</b>	<b>2022/23 £'000</b>	<b>2023/24 £'000</b>
Authorised Limit - General Fund	5,316	4,988	4,667	4,409	4,214	4,026
Authorised Limit - HRA	66,853	66,853	66,853	66,853	66,853	66,853
Operational Boundary	62,423	62,423	62,423	52,423	52,423	42,423

As noted above, there is no longer a debt cap on the HRA and therefore borrowing is no longer restricted but it must remain affordable over the plan.

To ensure affordability, the Chief Finance Officer has retained the former limit.

## **Cost of Debt to Finance Capital Expenditure**

This indicator shows how much per year the costs of borrowing impact upon each household (at Band D Council Tax rate) in the District and for each council tenant (HRA).

As there is no actual debt on the General Fund, the impact on Council Tax is positive as this represents interest on cash deposits.

<b>Cost of Servicing Debt</b>	<b>Actual 2018/19 £'000</b>	<b>2019/20 £'000</b>	<b>2020/21 £'000</b>	<b>2021/22 £'000</b>	<b>2022/23 £'000</b>	<b>2023/24 £'000</b>
Estimated Net Interest Received - General Fund	-192,989	-80,000	-80,000	-80,000	-80,000	-80,000
Estimated Band D Properties (per MTFP)	32,467	33,302	33,976	34,649	35,323	35,996
<b>Cost per Band D Property</b>	<b>-£5.94</b>	<b>-£2.40</b>	<b>-£2.35</b>	<b>-£2.31</b>	<b>-£2.26</b>	<b>-£2.22</b>

Estimated Net Interest Payable - HRA	1,481,149	1,797,805	1,797,880	1,797,957	1,498,036	1,498,116
Estimated Dwellings (per MTFP)	2,971	2,946	2,928	2,913	2,898	2,886
<b>Annual Cost per Dwelling</b>	<b>£498.53</b>	<b>£610.25</b>	<b>£614.03</b>	<b>£617.22</b>	<b>£516.92</b>	<b>£519.10</b>

## **The Use of the Council's Resources and the Investment Position**

The Council has available at any one time, reserves and balances which are held to finance future expenditure commitments or to act as a contingency sum as recommended by the Council's Chief Finance Officer.

These balances are available for investment on a short-term basis in accordance with the Investment Strategy. The expected level of reserves and balances is shown in the following table.

	Actual 2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Estimated Usable Reserves	£'000	£'000	£'000	£'000	£'000	£'000
General Fund	10,426	8,593	7,431	6,172	4,667	2,481
Earmarked	12,785	13,435	13,574	14,548	14,699	14,988
Capital Receipts and Grants	9,282	9,387	9,826	10,187	10,385	10,505
Debt Repayment	5,046	6,470	8,018	1,499	5,674	0
HRA General Reserve	6,919	6,869	6,817	5,275	3,705	2,586
<b>TOTAL</b>	<b>44,458</b>	<b>44,754</b>	<b>45,666</b>	<b>37,681</b>	<b>39,130</b>	<b>30,560</b>

The above table shows that overall the level of resources is expected to decrease over the financial period and it assumes in particular, that forecasted deficits on the General Fund will be financed from general reserves until budget savings or additional income are identified. When identified, the level of resources will remain higher.

It is estimated that the current level of earmarked reserves will gradually increase over the planning period due to S106 receipts and provisions for growth. The level of capital receipts is estimated to fluctuate due to the timing of receipts from council house and planned land sales, together with the timing of actual capital expenditure payments.

Based on this level of reserves, it is estimated that the Council will continue to have funds available for investment each year. In accordance with the Investment Strategy, these investments will continue to be held in short-term (less than 364 days) deposit accounts.

### **Ratio of Financing Costs to Net Revenue Stream**

This indicator shows the trend in the net cost of borrowing (allowing for investment income) against the net revenue stream, i.e. Council Tax for the General Fund and Rent Income for the HRA. Estimates are included in the Council's Medium Term Financial Plan (MTFP) and are shown in the following table.

	Actual 2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Financing Ratios	£	£	£	£	£	£
<b>General Fund</b>						
Estimated Council Tax Income	5,169,071	5,405,401	5,622,257	5,845,514	6,075,342	6,311,909
Net Interest Receivable	-192,989	-80,000	-80,000	-80,000	-80,000	-80,000
<b>Proportion</b>	<b>-3.73%</b>	<b>-1.48%</b>	<b>-1.42%</b>	<b>-1.37%</b>	<b>-1.32%</b>	<b>-1.27%</b>
<b>HRA</b>						
Estimated Rental Income	12,096,853	11,955,000	12,204,000	12,437,000	12,743,000	13,062,000
Estimated Net Interest Payable	1,481,149	1,797,805	1,797,880	1,797,957	1,498,036	1,498,116
<b>Proportion</b>	<b>12.24%</b>	<b>15.04%</b>	<b>14.73%</b>	<b>14.46%</b>	<b>11.76%</b>	<b>11.47%</b>

With no debt on the General Fund, the indicator is negative. The ratio reflects the level of “gearing” - how much of the Council’s revenue is tied up in borrowing costs. Although the proportion for the HRA is greater in percentage terms, this is a relatively fixed cost but affordable within the HRA’s Financial Plan.