

## CABINET

<b>Date of Meeting</b>	Tuesday 12 <sup>th</sup> July 2022
<b>Report Subject</b>	Prudential Indicators - Actuals 2021/22
<b>Cabinet Member</b>	Cabinet Member for Finance, Inclusion, Resilient Communities including Social Value and Procurement
<b>Report Author</b>	Corporate Finance Manager
<b>Type of Report</b>	Operational

### EXECUTIVE SUMMARY

Under the Prudential Code for Capital Finance in Local Authorities (the Prudential Code), as updated in 2017, Councils are required to set a range of Prudential Indicators. This report provides details of the Council's actual Prudential Indicators for 2021/22 compared with the estimates set for:-

- Prudential Indicators for Prudence
- Prudential Indicators for Affordability

### **RECOMMENDATIONS**

1	That Members approve the report.
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## REPORT DETAILS

1.00	EXPLAINING THE PRUDENTIAL INDICATORS
1.01	<p><b>Background</b></p> <p>The background to this item is provided in the reports to Cabinet on 13th July 2021, Prudential Indicators Actuals 2020/21, to Council on 8<sup>th</sup> December 2020, Capital Strategy including Prudential Indicators 2021/22 to 2023/24 and to Council on 7th December 2021, Capital Strategy including Prudential Indicators 2022/23 to 2024/25.</p>
1.02	<p>The Prudential Code has been developed by the Chartered Institute of Public Finance &amp; Accountancy (CIPFA) as a professional code of practice to support local authorities in determining their programmes for capital investment in fixed assets. Local authorities are required by Regulation to have regard to the Prudential Code when carrying out duties under Part 1 of the Local Government Act 2003.</p>
1.03	<p>The framework established by the Prudential Code is intended to support local strategic planning, local asset management planning and robust option appraisal. The objectives of the Code are to ensure, within a clear framework, that the capital investment plans of local authorities are <b>affordable, prudent and sustainable</b>, and that treasury management decisions are taken in accordance with good professional practice.</p>
1.04	<p>The Prudential Code sets out the indicators that must be used, and the factors that must be taken into account in preparing them.</p>
1.05	<p><b>Changes to CIPFA's Codes of Practice 2017</b></p> <p>CIPFA published new editions of the Prudential Code for Capital Finance in Local Authorities and the Treasury Management in the Public Services: Code of Practice and Cross-sectoral Guidance in late December 2017 which complement each other.</p>
1.06	<p>Changes to the revised Codes which impact on the Prudential Indicators are minimal with the main difference being that there is no longer a need to include an indicator for the Estimated Impact of Capital Decisions on Council Tax and Rent levels. All changes within the 2017 Code which impact on Prudential Indicators below have therefore been made.</p>
1.07	<p>Actual Prudential Indicators for 2021/22 have now been calculated in respect of the following:-</p> <ul style="list-style-type: none"><li>• Estimates of Capital Expenditure</li><li>• Estimates of Capital Financing Requirement</li><li>• Authorised Limit</li><li>• Estimates of Financing Costs to Net Revenue Stream</li></ul>

	The Code does not specify how the Council should have regard to these factors, but instead concentrates on the means by which the Council demonstrates that the proposals are affordable, prudent and sustainable.																																			
	<p><b><u>Prudential Indicators for Prudence</u></b></p> <p><b>Estimates of Capital Expenditure</b></p>																																			
1.08	The Prudential Indicators for capital expenditure are based on the Council's capital programme (that takes into account the Council's asset management and capital investment strategies), and are supplemented (for capital accounting purposes) by the value of finance leases held. The capital expenditure totals are the starting point for the calculation of the Prudential Indicators and essentially provide the base financial data from which all other indicators follow.																																			
1.09	<p>Actual 2021/22 capital expenditure for the Council Fund and the Housing Revenue Account (HRA) is £67.907m as shown in Table 1 below. Actual expenditure for 2020/21, and the 2021/22 and 2022/23 estimates are included for information.</p> <p><b>Table 1</b></p> <table border="1"> <thead> <tr> <th colspan="5"><b>ESTIMATES OF CAPITAL EXPENDITURE</b></th> </tr> <tr> <th></th> <th><b>2020/21</b></th> <th><b>2021/22</b></th> <th><b>2021/22</b></th> <th><b>2022/23</b></th> </tr> <tr> <th></th> <th><b>Actual</b></th> <th><b>Estimate</b></th> <th><b>Actual</b></th> <th><b>Estimate</b></th> </tr> <tr> <th></th> <th><b>£m</b></th> <th><b>£m</b></th> <th><b>£m</b></th> <th><b>£m</b></th> </tr> </thead> <tbody> <tr> <td>Council Fund</td> <td>45.888</td> <td>12.706</td> <td>44.052</td> <td>37.469</td> </tr> <tr> <td>Housing Revenue Account</td> <td>17.028</td> <td>34.835</td> <td>23.855</td> <td>25.074</td> </tr> <tr> <td><b>Total</b></td> <td><b>62.916</b></td> <td><b>47.541</b></td> <td><b>67.907</b></td> <td><b>62.543</b></td> </tr> </tbody> </table> <p>The increase in expenditure in 2021/22 is predominantly due to the confirmation of additional grant funding streams and agreed carry forwards as a result of re-profiling capital schemes.</p>	<b>ESTIMATES OF CAPITAL EXPENDITURE</b>						<b>2020/21</b>	<b>2021/22</b>	<b>2021/22</b>	<b>2022/23</b>		<b>Actual</b>	<b>Estimate</b>	<b>Actual</b>	<b>Estimate</b>		<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	Council Fund	45.888	12.706	44.052	37.469	Housing Revenue Account	17.028	34.835	23.855	25.074	<b>Total</b>	<b>62.916</b>	<b>47.541</b>	<b>67.907</b>	<b>62.543</b>
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1.10	Detailed analysis and commentary regarding 2021/22 outturn is provided in the Capital Programme Monitoring 2021/22 (Outturn) report elsewhere on this agenda.																																			
	<p><b>Estimates of Capital Financing Requirement</b></p>																																			
1.11	The actual (average) capital financing requirement for 2021/22 is £352.138m as shown in Table 2 below. This is the measure of the Council's underlying need to finance capital expenditure by borrowing or other long term liabilities.																																			

**Table 2**

<b>ESTIMATES OF CAPITAL FINANCING REQUIREMENT</b>				
	<b>2020/21</b>	<b>2021/22</b>	<b>2021/22</b>	<b>2022/23</b>
	<b>Actual</b>	<b>Estimate</b>	<b>Actual</b>	<b>Estimate</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
Council Fund	217.805	230.302	220.210	227.096
Housing Revenue Account	133.196	138.253	131.928	134.501
<b>Total</b>	<b>351.001</b>	<b>368.555</b>	<b>352.138</b>	<b>361.597</b>

**Authorised Limit**

- 1.12 Actual external debt for 2021/22 was £308.810m, with separately identified limits for borrowing and other long term liabilities such as finance leases, as shown in Table 3 below. It is compared with the Authorised Limit for borrowing, which allows headroom to absorb unforeseen unfunded expenditure. As can be seen, the actual position was well within the limit.

**Table 3**

<b>AUTHORISED LIMIT FOR EXTERNAL DEBT</b>				
	<b>2020/21</b>	<b>2021/22</b>	<b>2021/22</b>	<b>2022/23</b>
	<b>Actual</b>	<b>Estimate</b>	<b>Actual</b>	<b>Estimate</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
All Borrowing	347.017	390.000	304.670	411.000
Other Long Term Liabilities	5.049	35.000	4.140	35.000
<b>Total</b>	<b>352.066</b>	<b>425.000</b>	<b>308.810</b>	<b>446.000</b>

**Prudential Indicators for Affordability****Ratio of Financing Costs to Net Revenue Stream**

- 1.13 The actual ratio of financing costs to net revenue stream for 2021/22 are as indicated in Table 4 below.

**Table 4**

<b>RATIO OF FINANCING COSTS TO NET REVENUE STREAM</b>				
	<b>2020/21</b>	<b>2021/22</b>	<b>2021/22</b>	<b>2022/23</b>
	<b>Actual</b>	<b>Estimate</b>	<b>Actual</b>	<b>Estimate</b>
	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>
Council Fund	4.4%	4.6%	4.4%	4.4%
Housing Revenue Account	21.2%	21.4%	17.5%	17.9%

1.14	As can be seen in the above, the actual ratios are slightly lower than the estimated ratios for 2021/22.
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<b>2.00</b>	<b>RESOURCE IMPLICATIONS</b>
2.01	There are no resource implications as a result of this report.

<b>3.00</b>	<b>CONSULTATIONS REQUIRED / CARRIED OUT</b>
3.01	No consultation is required or carried out.

<b>4.00</b>	<b>RISK MANAGEMENT</b>
4.01	Decisions made which involve the Council's assets and its Capital Programme often have very large and long term financial implications which carry a variety of risks. This report assesses the affordability, prudence and sustainability of the capital plans to manage those associated risks.

<b>5.00</b>	<b>APPENDICES</b>
5.01	None.

<b>6.00</b>	<b>LIST OF ACCESSIBLE BACKGROUND DOCUMENTS</b>
6.01	Council Report on 8 <sup>th</sup> December 2020 - Capital Strategy including Prudential Indicators 2021/22 to 2023/24 Cabinet Report 13th July 2021- Prudential Indicators Actuals 2020/21 Council Report on 7th December 2021 - Capital Strategy including Prudential Indicators 2022/23 to 2024/25 Various Welsh Government papers

<b>7.00</b>	<b>CONTACT OFFICER DETAILS</b>
7.01	<b>Contact Officer:</b> Chris Taylor – Strategic Finance Manager <b>Telephone:</b> (01352) 703309 <b>E-mail:</b> <a href="mailto:christopher.taylor@flintshire.gov.uk">christopher.taylor@flintshire.gov.uk</a>

<b>8.00</b>	<b>GLOSSARY OF TERMS</b>
8.01	<b>Capital Expenditure</b> - Expenditure on the acquisition of <b>Non-current Assets</b> or expenditure that extends the life or value of an existing asset

**Council Fund** - The fund to which all the Council's revenue and capital expenditure is charged

**Financing** - The process of allocating resources to meet the cost of capital expenditure, which can be done on a project, asset or whole programme basis. This contrasts with making the invoice payments relating to capital expenditure, which should be managed within the authority's overall treasury management policy

**Housing Revenue Account** - The fund to which all the Council's revenue and capital expenditure relating to its housing stock is charged.

**Minimum Revenue Provision (MRP)** – A charge made to the **Council Fund** to repay borrowing taken out for **capital expenditure**. Councils must determine their own prudent MRP charge each year, taking into consideration statutory guidance issued by the Welsh Government.

**Prudential Code** - The code of practice drawn up by the Chartered Institute of Public Finance and Accountancy (CIPFA) to underpin the requirements of the Local Government Act 2003 in respect of an authority's duty to determine the affordability, prudence and sustainability of its capital investment needs

**Prudential Indicators** - Required by the **Prudential Code**, these take the form of limits, estimates or actual figures used to support the local decision making process for capital investment

**Unsupported Prudential Borrowing** - Borrowing administered under the **Prudential Code**, whereby authorities can set their own policies on acceptable levels and types of borrowing. The Prudential Framework allows authorities to take out loans in response to overall cash flow forecasts and other factors provided they can show that the borrowing is to meet planned capital expenditure in the current year or the next three years.