

PRUDENTIAL INDICATORS FOR MTP 2014/15 to 2017/18

1. BACKGROUND

1.1. The prudential framework for local authority capital investment was introduced through the Local Government Act 2003. The key objectives of the Prudential Code are to ensure that the capital investment plans of local authorities are affordable, prudent and sustainable. A further objective is to ensure that treasury management decisions are taken in accordance with good professional practice.

1.2. Local Authorities are required to have regard to the Prudential Code when carrying out their duties under Part 1 of the Local Government Act 2003. To demonstrate compliance the Code sets prudential indicators designed to support and record local decision making.

1.3. The purpose of this report is to update and revise the indicators approved by Council last year contained within the proposed MTP for 2014/15 to 2017/18. The report describes the purpose of each of the indicators and the proposed values and parameters for Buckinghamshire County Council. Monitoring of the Prudential Indicators takes place through out the year and a mid-year and annual report are reported to Regulatory & Audit Committee and Council.

2. CAPITAL EXPENDITURE INDICATORS

2.1. CAPITAL EXPENDITURE

This indicator is required to inform the Council of capital spending plans for the next four years. It is the duty of a local authority to determine and keep under review the amount that it can afford to allocate to capital expenditure.

The estimates of gross capital expenditure to be incurred for the current and future years is summarised below:

Indicator	Unit	Revised estimate 2013-14	Actual 2013-14	2014/15	2015/16	2016/17	2017/18
Estimates of capital expenditure	£000	112,695	135,934	73,073	63,721	233,389	36,646

Actual expenditure has increased from the revised estimate due to the technical accounting requirement to recognise £36.057m of expenditure on the EfW plant as an asset under construction, in advance of the Facilities Payment Sum (a single bullet payment of £180m) due to be paid in 2016/17.

The net outturn position on the remainder of the programme is £31.1m (-33.3%) under the net capital budget for the year. There has been a significant increase in the level of slippage in the Capital Programme from the position forecast as at the end of February (£21.576m under). The main variances are in Education & Skills due to planning delays and adverse weather conditions on Furzedown School Project (£3.5m) and Temporary Classrooms (£2.7m); slippage on the property maintenance programme (£4.9m); and land purchase and programme delays in the delivery of the Day Care Strategy (£5.5m).

2.2. CAPITAL FINANCING REQUIREMENT

The Capital Financing Requirement measures the Council's underlying need to borrow for capital purposes. This is essentially the Council's outstanding debt, necessary to finance the Council's capital expenditure. The actual debt is dependent on the type and maturity of the borrowing undertaken as well as seeking the optimal cashflow situation (see 5.3). Estimates of the end of year Capital Financing Requirement for the Council for the current and future years, net of repayments are:

Indicator	Unit	Revised Estimate 2013-14	Revised Estimate 2013-14	2014/15	2015/16	2016/17	2017/18
Estimates of capital financing requirement (CFR)	£000	211,743	247,801	343,161	343,104	335,328	325,366

Authorities can finance schemes in a variety of ways these include;

- The application of useable capital receipts
- A direct charge to revenue
- Application of a capital grant
- Contributions received from another party
- Borrowing

It is only the latter method that increases the Capital Financing Requirement (CFR) of the Council. The profile above reflects:

- Prudential borrowing of £16m in 2014/15 as the accountable body on behalf of the LEP to support Transportation projects;
- Prudential borrowing of £1.4m in 2015/16 to support the capital programme;
- Notional prudential borrowing of £36.057m in 2013/14, £124.5m in 2014/15 and £130m in 2015/16, in respect of the Energy from Waste (EfW) Project.

3. AFFORDABILITY INDICATORS

3.1. RATIO OF FINANCING COSTS TO NET REVENUE STREAM

Purpose of the Indicator

This indicator measures the proportion of the revenue budget that is being allocated to finance capital expenditure. For the General Fund this is the ratio of financing costs of borrowing against net expenditure financed by government grant and local taxpayers.

Estimates of the ratio of financing costs to net revenue stream for the current and future years are:

Indicator	Unit	Revised Estimate 2013-14	Actual 2013-14	2014/15	2015/16	2016/17	2017/18
Estimates of ratio of financing costs to net revenue stream	%	6.3%	5.9%	6.2%	5.9%	6.6%	6.9%

3.2. ESTIMATES OF INCREMENTAL IMPACT OF NEW CAPITAL INVESTMENT DECISIONS ON COUNCIL TAX

This is a key affordability indicator that demonstrates the incremental effect of planned capital expenditure and hence any increased or decreased borrowing, on Council Tax.

Indicator	Unit	Revised Estimate 2013-14	Actual 2013-14	2014/15	2015/16	2016/17	2017/18
Estimates of the incremental impact of capital investment decisions on Council Tax	£	-£0.09	-£0.09	-£8.05	-£7.78	-£9.75	-£17.85
	%	-0.01%	-0.01%	-0.73%	-0.69%	-0.69%	-1.53%

The delivery of a number of projects within the capital programme including the replacement of Street Lamps with more efficient equipment, introduction of a bio-waste treatment facility and rationalisation of premises will result in revenue savings. In addition a net saving is forecast in relation to the Energy from Waste project.

4. FINANCIAL PRUDENCE INDICATOR

4.1. GROSS DEBT AND THE CAPITAL FINANCING REQUIREMENT

This indicator records the extent that gross external borrowing is less than the capital financing requirement (2.2 above).

This is a key indicator of the Council's prudence in managing its capital expenditure and is designed to ensure that, over the medium term, external borrowing is only for capital purposes. The Council should ensure that gross debt does not, except in the short term, exceed the total of capital financing requirement in the preceding year plus the estimates of any additional capital financing requirement for the current and next two financial years. The values are measured at the end of the financial year.

Where gross debt is greater than the capital financing requirement the reasons for this should be clearly stated in the annual treasury management strategy.

The figures for 2014/15 onwards are based on estimates:

Indicator	Unit	Revised estimate 2013-14	Actual 2013-14	2014/15	2015/16	2016/17	2017/18
Gross Borrowing	£000	188,200	187,649	205,000	205,000	205,000	195,000
Capital Financing Requirement	£000	211,743	247,801	343,161	343,104	335,328	325,366

The Council is committed to building an EfW plant. This may require additional borrowing during 2016/17, although in practice much of this may be financed through a combination of earmarked reserves and current cash investments. The gross borrowing indicator assumes borrowing £10m per annum in advance during 2014/15 and 2015/16 and a further £10m during 2016/17. The need for borrowing in advance will be reviewed.

The indicator also includes £16m in 2014/15 borrowed on behalf of the Buckinghamshire Thames Valley Local Enterprise Partnership (BTVLEP) for Aylesbury Eastern Link Road and High Wycombe Town Centre Transport Projects. HM Treasury has agreed that the LEP can access the PWLB Project Rate at a discount of 40 basis points below the standard PWLB rate, the County Council will arrange the loan and pay the interest to the PWLB on behalf of the LEP, the LEP will reimburse the costs incurred to the County Council so that the loan is cost neutral to the County Council.

5. TREASURY AND EXTERNAL DEBT INDICATORS

5.1. AUTHORISED LIMIT FOR EXTERNAL DEBT

The authorised limit for external debt is required to separately identify external borrowing (gross of investments) and other long term liabilities such as covenant repayments and finance lease obligations. The limit provides a maximum figure that the Council could borrow at any given point during each financial year.

Indicator	Unit	Revised Estimate 2013-14	Actual 2013-14	2014/15	2015/16	2016/17	2017/18
Authorised limit (for borrowing) *	£000	250,000	250,000	250,000	250,000	300,000	300,000
Authorised limit (for other long term liabilities) *	£000	10,000	10,000	10,000	10,000	10,000	10,000
Authorised limit (for total external debt) *	£000	260,000	260,000	260,000	260,000	310,000	310,000

* These limits can only be changed with the approval of the full Council

The authorised borrowing limits have been modelled to account for potential additional external borrowing in respect of the EfW plant and BTVLEP as detailed above.

Accounting for the Energy from Waste Plant

Construction commenced on site on 11 September 2013 and as noted above £36.057m of expenditure has been certified as at 31 March 2014 in respect of the EfW plant. Technical accounting rules require the Council to recognise an asset under construction and a corresponding PFI-equivalent liability for the work certified to date and forecast under the project. This requirement has only become apparent as part of the closing of Accounts. The liability is included in the 'other long-term liabilities' line and as a result actual other long term liabilities has breached the agreed authorised limit, although the overall limit for total external debt has not been breached.

Actual total liabilities are shown in Indicator 5.2 Operational Boundary for External Debt.

There is now a need to raise authorised borrowing limits for other long-term liabilities both retrospectively and going forward. It is proposed that the following limits are taken to full Council for approval:

Indicator	Unit	Revised Estimate 2013-14	Actual 2013-14	2014/15	2015/16	2016/17	2017/18
Authorised limit (for borrowing) *	£000	250,000	250,000	250,000	250,000	300,000	300,000
Authorised limit (for other long term liabilities) *	£000	10,000	50,000	150,000	200,000	15,000	15,000
Authorised limit (for total external debt) *	£000	260,000	300,000	400,000	450,000	315,000	315,000

The limit will be reviewed on an on-going basis during the year. If the authorised limit is liable to be breached at any time, the Service Director (Finance and Commercial Services) will either take measures to ensure the limit is not breached, or seek approval from the Council to raise the authorised limit.

5.2. OPERATIONAL BOUNDARY FOR EXTERNAL DEBT

This is a key management tool for in-year monitoring and is lower than the Authorised Limit as it is based on an estimate of the most likely level of external borrowing at any point in the year. In comparison, the authorised limit is the maximum allowable level of borrowing.

Indicator	Unit	Revised Estimate 2013-14	Actual 2013-14	2014/15	2015/16	2016/17	2017/18
Operational boundary (for borrowing)	£000	200,000	187,649	210,000	210,000	250,000	250,000
Operational boundary (for other long term liabilities)	£000	5,500	42,237	130,000	136,500	6,500	6,500
Operational boundary (for total external debt)	£000	205,500	229,886	284,737	317,237	386,180	256,180

This indicator shows that the actual operational requirement for other long-term liabilities has breached the authorised borrowing limit in 2013/14. As detailed above, it is proposed that an increase in the authorised limit for other long-term liabilities is taken to full Council for approval.

This indicator is consistent with the Council's plans for capital expenditure and financing and with its Treasury Management Policy and Practice documents. It will be reviewed on an on-going basis.

5.3. ACTUAL EXTERNAL DEBT

This is a factual indicator showing actual external debt for the previous financial year.

The actual external borrowing as at 31 March 2014 was £187.6m which includes £1.721m accrued interest. During the current financial year £5.732m of debt has been repaid.

6. TREASURY MANAGEMENT INDICATORS

The prudential code links with the existing CIPFA Code of Practice for Treasury Management in the Public Services.

The Treasury Management indicator consists of five elements that are intended to demonstrate good professional practice is being followed with regard to Treasury Management. The proposed values and parameters provide sufficient flexibility in undertaking operational Treasury Management.

6.1 SECURITY AVERAGE CREDIT RATING

The Council is asked to adopt a voluntary measure of its exposure to credit risk by monitoring the weighted average rating of its investment portfolio.

Security Average Credit Rating	Actual / Target
Portfolio Average Credit Rating	AA / A+ or above

For the purpose of this indicator local authorities, which are unrated are assumed to hold an AAA rating.

6.2 HAS THE COUNCIL ADOPTED THE CIPFA TREASURY MANAGEMENT CODE?

The Council has adopted the Code. In line with the Code the Treasury Strategy for 2014/15 is reported to Regulatory and Audit Committee and Council.

Indicator	Unit	Revised Estimate 2013/14	Actual 2013/14	2014/15	2015/16	2016/17	2017/18
Adoption of the CIPFA Code of Practice for Treasury Management in the Public Services	N/A	Yes	Yes	Yes	Yes	Yes	Yes

6.3 UPPER LIMIT OF FIXED RATE BORROWING FOR THE 4 YEARS TO 2017/18.

This indicator is set to control the Council's exposure to interest rate risk and the rate is set for the whole financial year. The upper limits on fixed interest rate exposures expressed as an amount will be:

Indicator	Unit	Revised Estimate 2013/14	Actual 2013/14	2014/15	2015/16	2016/17	2017/18
Fixed interest rate exposure - upper limit *	£000	200,000	133,928	215,000	215,000	265,000	265,000

* Any breach of these limits will be reported to the full Council

6.4 UPPER LIMIT OF VARIABLE RATE BORROWING FOR THE 4 YEARS TO 2017/18.

This indicator is set to control the Council's exposure to interest rate risk. Here instruments that mature during the year are classed as variable, this includes the Council's Lender Option Borrower Option (LOBO) loans. For LOBO loans, on specified call dates, the lender has the option to increase the interest rate paid on the loan. If the lender exercises this option, then the borrower can agree to pay the revised interest rate or repay the loan immediately. The upper limits on variable interest rate exposures expressed as an amount will be:

Indicator	Unit	Revised Estimate 2013/14	Actual 2013/14	2014/15	2015/16	2016/17	2017/18
Variable interest rate exposure - upper limit *	£000	75,000	53,732	110,000	80,000	80,000	95,000

* Any breach of these limits will be reported to the full Council

The fourth element requires limits to be set for fixed rate borrowing.

6.5 MATURITY STRUCTURE OF FIXED RATE BORROWING FOR 2014/15 – 2017/18

This Indicator is set to control the council's exposure to refinancing risk. The upper and lower limits on the maturity structure of the fixed borrowing will be:

Maturity Structure of Fixed Rate Borrowing	Revised Estimate 2013/14		Actual 2013/14		2014/15		2015/16		2016/17		2017/18	
	Upper Limit	Lower Limit	Upper Limit	Lower Limit	Upper Limit	Lower Limit	Upper Limit	Lower Limit	Upper Limit	Lower Limit	Upper Limit	Lower Limit
Under 12 months	40%	0%	29%	0%	50%	0%	45%	0%	55%	0%	55%	0%
12 months and within 24 months	40%	0%	40%	0%	35%	0%	45%	0%	40%	0%	40%	0%
24 months and within 5 years	55%	0%	52%	0%	55%	0%	55%	0%	55%	0%	55%	0%
5 years and within 10 years	60%	0%	58%	0%	55%	0%	55%	0%	60%	0%	60%	0%
10 years and above	100%	0%	60%	20%	100%	20%	100%	20%	100%	20%	100%	20%

These parameters control the extent to which the Council will have large concentrations of fixed rate debt needing to be replaced at times of uncertainty over interest rates. The maturity date of borrowing is the earliest date on which the lender can demand repayment.

6.6 TOTAL PRINCIPAL SUMS INVESTED FOR PERIODS LONGER THAN 364 DAYS

The purpose of this indicator is to control the council's exposure to the risk of incurring losses by seeking early repayment of its investments.

Indicator	Revised Estimate 2013/14	Actual 2013/14	2014/15	2015/16	2016/17	2017/18
Total principal sums invested for periods longer than 364 days	£10m	£15m	£75m	£75m	£75m	£75m

With regard to longer term investments the recommendation is to limit sums for periods longer than 364 days to no more than £75m.

7 CONCLUSION

In approving, and subsequently monitoring, the above prudential indicators the Council is fulfilling its duty to ensure that spending plans are affordable, prudent and sustainable.