Appendix B

Prudential Indicators 2011/2012

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. The key objectives of the code are to ensure that the capital investment plans of Local Authorities are affordable, prudent and sustainable. A further key objective is to ensure that treasury management decisions are taken in accordance with good professional practice.

It should be noted that all of the prudential indicators fully reflect the requirements of International Financial Reporting Standards (IFRS) which were introduced from 1st April 2010. Should any of the Authority's prudential indicators be exceeded during the year they will be reported to Authority at the next meeting following the change.

The indicators that must be taken into account are shown below:

P1 The actual capital expenditure that was incurred in 2009/2010 and the estimates of capital expenditure to be incurred for the current and future years that are recommended for approval are:

	Capital Expenditure				
	2009/2010 £000 Actual	**2010/2011 £000 Estimate**	**2011/2012 £000 Estimate**	**2012/2013 £000 Estimate**	**2013/2014 £000 Estimate**
Fire and Rescue Service	4,688	1,936	1,209	2,251	610
Emergency Planning Unit	0	0	0	0	0
Total Spend	**4,688**	**1,936**	**1,209**	**2,251**	**610**

The provision for capital expenditure from 2010/2011 onwards is based on the Capital Programme 2011/2012, reported to Authority on 21st February 2011.

P2 Estimates of the ratio of financing costs to net revenue stream for the current and future years, and the actual figures for 2009/2010 are:

Ratio of financing costs to net revenue stream				
2009/2010 Actual	**2010/2011 Estimate**	**2011/2012 Estimate**	**2012/2013 Estimate**	**2013/2014 Estimate**
6.19%	6.12%	6.49%	6.70%	7.13%

The estimates of financing costs include current commitments and the proposals in this capital report. The forecast shows an increase in anticipated ratios for 2011/2012 onwards as a result of the current economic downturn, leading to lower interest rates on investments. It should be noted that ratios will vary depending on the interest rates obtained on investments and the level of investments.

The level of financing costs is considered to be affordable and has been taken into account when assessing the Medium Term Financial Strategy (please see the report on the Revenue Budget 2011/2012 elsewhere on today's agenda).

P3 Estimates of the end of year capital financing requirement for the Authority for the current and future years and the actual capital financing requirement as at 31 March 2010 are:

Capital financing requirement				
31/03/10 £000 Actual	**31/03/11 £000 Estimate**	**31/03/12 £000 Estimate**	**31/03/13 £000 Estimate**	**31/03/14 £000 Estimate**
38,473	39,154	39,137	40,071	39,289

The Capital Financing Requirement measures the Authority’s underlying need to borrow for a capital purpose. In accordance with best professional practice, Sunderland City Council, on the Authority’s behalf, does not associate borrowing with particular items or types of expenditure. The Authority has an integrated Treasury Management Strategy, which has been prepared in accordance with the CIPFA Code of Practice for Treasury Management. There are, at any point in time, a number of cash flows, both positive and negative, and the treasury position in terms of its borrowings and investments is managed in accordance with the approved treasury management strategy and practices. In day to day cash management, no distinction can be made between revenue cash and capital cash. External borrowing arises as a consequence of all the financial transactions taking account of the Authority’s needs, and not simply those arising from capital spending. In contrast, the capital financing requirement reflects the Authority’s underlying need to borrow for a capital purpose.

P4 CIPFA’s Prudential Code for Capital Finance in Local Authorities includes the following as a key indicator of prudence:

> “In order to ensure that over the medium term net borrowing will only be for a capital purpose, the local authority should ensure that net external borrowing does not, except in the short term, exceed the total of the 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 Authority had no difficulty meeting this requirement in 2009/2010, nor is any difficulty envisaged for the current or future years. This view takes into account current commitments, existing plans, and the proposals in this report.

P5 In respect of its external debt, it is recommended that the Authority approves the following authorised limits for its total external debt gross of investments for the next three financial years and agrees the continuation of the previously agreed limit for the current year since no change to this is necessary.

The limits separately identify borrowing from other long term liabilities such as PFI schemes and finance leases. The Authority is asked to approve these limits and to delegate authority to the Finance Officer, within the total limit for any individual year, to effect movement between the separately agreed limits for borrowing and other long term liabilities, in accordance with option appraisal and best value for money for the Authority. Any such changes made will be reported to the Authority at its next meeting following the change. The figures below have been calculated by reference to the overall Authorised Limit for Sunderland City Council which covers all separate bodies, including the Fire and Rescue Authority, which is subject to the Prudential Code

	Authorised Limit for External Debt			
	2010/2011 £000	**2011/2012 £000**	**2012/2013 £000**	**2013/2014 £000**
Borrowing	25,113	25,622	27,270	27,200
Finance Lease	62	56	50	44
Other long term liabilities	20,233	20,685	21,067	21,437
Total	45,408	46,363	48,387	48,681

The Finance Officer reports that these authorised limits are consistent with the Authority's current commitments, existing plans and the proposals in this report on the Capital Programme for capital expenditure and financing, and with its approved treasury management policy statement and practices. The Finance Officer confirms that they are based on the estimate of most likely, prudent but not worst case scenario, with, in addition, sufficient headroom over and above this, to allow for operational management, for example unusual cash movements. Risk analysis and risk management strategies have been taken into account; as have plans for capital expenditure, estimates of the capital financing requirement and estimates of cash flow requirements for all purposes.

In taking its decisions on the Revenue Budget and Capital Programme for 2011/2012, the Authority is asked to note that the authorised limit determined for 2011/2012, will be the statutory limit determined under section 3(1) of the Local Government Act 2003.

P6 The Authority is also asked to approve the following operational boundary for external debt for the same time period. The proposed operational boundary for external debt is based on the same estimates as the authorised limit but reflects directly the estimate of the most likely, prudent but not worst case scenario, without the additional headroom included within the authorised limit to allow, for example, for unusual cash movements, and equates to the maximum of external debt projected by this estimate. The operational boundary represents a key management tool for in year monitoring. Within the operational boundary, figures for borrowing and other long-term liabilities are separately identified.

The Authority is also asked to delegate authority to the Finance Officer, within the total operational boundary for any individual year, to effect movement between the separately agreed figures for borrowing and other long term liabilities, in a similar fashion to the authorised limit. Any such changes will be reported to the Authority at its next meeting following the change.

The operational boundary limit will be closely monitored and a report will be made to Authority if it is exceeded at any point. In any financial year, it is generally only expected that the actual debt outstanding will approach the operational boundary when all of the long-term borrowing has been undertaken for that particular year and will only be broken temporarily as a result of the timing of debt rescheduling.

	Operational boundary for external debt			
	2010/2011 £000	**2011/2012 £000**	**2012/2013 £000**	**2013/2014 £000**
Borrowing	20,113	20,622	22,270	22,200
Finance Lease	62	56	50	44
Other long term liabilities	20,233	20,685	21,067	21,437
Total	40,408	41,363	43,387	43,681

P7 The Authority's actual external debt at 31 March 2010 was £17.655 million (calculated on the basis that all Authority debt is classed as external), comprising £17.593 million borrowing and £0.062 million in respect of a finance lease. The Authority does not plan to take out any long term liabilities but has included an element for this in its calculation of the operational and authorised boundaries to allow flexibility over future financing. It should be noted that actual external debt is not directly comparable to the authorised limit and operational boundary, since the actual external debt reflects the position at one point in time and allowances need to be made for cash flow variations.

P8 The estimate of the incremental impact of new capital decisions proposed in the Revenue Budget report, over and above capital investment decisions that have previously been taken by the Authority are:

For the Band D Council Tax Precept		
2011/2012	**2012/2013**	**2013/2014**
£0.25	£0.45	£0.72

The estimates show the revenue effect of all capital expenditure arising from all schemes commencing in 2010/2011 and the following two financial years. The impact on the Band D Council Tax Precept detailed above takes account of estimated government grant funding through the Revenue Support Grant and the Authority's share of the nationally pooled Non – Domestic Rates.

These forward estimates are not fixed and do not commit the Authority. They are based on the Authority's existing commitments, current plans and the capital plans detailed in Appendix A. The cumulative effect of full-year debt charges will have an additional impact of £0.85 in 2014/2015. There are no known significant variations beyond this timeframe that would result from past events and decisions or the proposals in the budget report.

P9 Sunderland City Council, on the Authority's behalf, has adopted the CIPFA Code of Practice for Treasury Management in the Public Services. This original 2001 Code was adopted on 20th November 2002 by the full Council and the revised Code was adopted on 3rd March 2010.

P10 It is recommended that the Council sets an upper limit on its fixed interest rate exposures of £105 million in 2011/2012, £125 million in 2012/2013 and £145 million in 2013/2014.

P11 It is further recommended that the Council sets an upper limit on its variable interest rate exposures of £60 million in 2011/2012, £60 million in 2012/2013 and £50 million in 2013/2014.

P12 It is recommended that the Authority sets upper and lower limits for the maturity structure of its borrowings, consistent with Sunderland City Council's policy, as follows:

Amount of projected borrowing that is fixed rate maturing in each period as a percentage of total projected borrowing that is fixed rate at the start of the period:

	Upper limit	**Lower limit**
under 12 months	50%	0%
12 months and within 24 months	60%	0%
24 months and within 5 years	80%	0%
5 years and within 10 years	100%	0%
10 years and above	100%	0%

P13 It is proposed that the Fire and Rescue Authority funds may be invested for over 364 days within the limits set by the Sunderland City Council as set out in the Treasury Management Strategy.

The objective of the Code is to provide a framework for local authority capital finance that will ensure for individual local authorities that:

(a) capital expenditure plans are affordable

(b) all external borrowing and other long term liabilities are within prudent and sustainable levels

(c) treasury management decisions are taken in accordance with professional good practice

and that in taking decisions in relation to (a) to (c) above the local authority is

(d) accountable, by providing a clear and transparent framework.

Further, the framework established by the Code should be consistent with and support:

(e) <u>local strategic planning</u>

(f) <u>local asset management planning</u>

(g) <u>proper option appraisal.</u>

In exceptional circumstances the objective of the Code is to provide a framework that will demonstrate that, where there is a danger of not ensuring the above, the Authority can take timely remedial action.