

## **COMBINED STRATEGIC SCRUTINY AND CUSTOMER FOCUS SCRUTINY COMMITTEES**

Date: Thursday 9 February 2023

Time: 5.30 pm

Venue: Rennes Room, Civic Centre, Paris Street, Exeter

Members are invited to attend the above meeting.

If you have an enquiry regarding any items on this agenda, please contact Sharon Sissons, Democratic Services Officer (Committees) on 01392 265115.

Entry to the Civic Centre can be gained through the rear entrance, located at the back of the Customer Service Centre, Paris Street.

### *Membership -*

Councillors Allcock, Asvachin, Atkinson, Bennett, Branston, Ellis-Jones, Foale, Hannaford, Harvey, Holland, Knott, Jobson, Leadbetter, Mitchell, K, Mitchell, M, Moore, J, Oliver, Newby, Read, Snow, Sparling, Sutton, Vizard, Wardle and Warwick

## **Agenda**

1 **Appointment of Chair for the meeting**

2 **Apologies**

3 **Minutes**

(Pages 3 -  
8)

To approve and sign the minutes of the Combined Strategic Scrutiny and Customer Focus Scrutiny Committee held on 28<sup>th</sup> July 2022.

4 **Declaration of Interests**

Councillors are reminded of the need to declare any disclosable pecuniary interests that relate to business on the agenda and which have not already been included in the register of interests, before any discussion takes place on the item. Unless the interest is sensitive, you must also disclose the nature of the interest. In accordance with the Council's Code of Conduct, you must then leave the room and must not participate in any further discussion of the item.

Councillors requiring clarification should seek the advice of the Monitoring Officer prior to the day of the meeting.

5 **Local Government (Access to Information) Act - Exclusion of Press and Public**

It is considered that the Committee would be unlikely to exclude the press and public during the consideration of any of the items on this agenda but, if it should wish to do so, then the following resolution should be passed:-

**“RESOLVED** that, under Section 100A (4) of the Local Government Act 1972, the press and public be excluded from the meeting for the particular item(s) of business on the grounds that it (they) involve(s) the likely disclosure of exempt information as defined in the relevant paragraph(s) of Part I of Schedule 12A of the Act.”

6 **General Fund/HRA Estimates and Capital Programme 2023/24** (Pages 9 - 58)

To consider the report of the Director Finance to be presented to the Executive on 7 February 2023.

7 **Capital Strategy 2023-24** (Pages 59 - 68)

To consider the report of the Director Finance to be presented to the Executive on 7 February 2023.

8 **The Prudential Code for Capital Finance in Local Authorities (Incorporating the Annual Statement of Minimum Revenue Provision)** (Pages 69 - 90)

To consider the report of the Director Finance to be presented to the Executive on 7 February 2023.

9 **Treasury Management Strategy Report 2023/24** (Pages 91 - 110)

To consider the report of the Director Finance to be presented to the Executive on 7 February 2023.

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## COMBINED STRATEGIC SCRUTINY AND CUSTOMER FOCUS SCRUTINY COMMITTEES

28 July 2022

### Present:

Councillors Allcock, Asvachin, Ellis-Jones, Foale, Hannaford, Harvey, Holland, Knott, Jobson, Leadbetter, Mitchell, K, Mitchell, M, Moore, J, Oliver, Newby, Sparling, Sutton and Vizard

### Apologies:

Councillors Bennett, Branston, Read, Snow, Wardle and Warwick

### Also present:

Chief Executive & Growth Director, Democratic Services Officer (SLS) and Democratic Services Officer (HB)

### In attendance:

- Councillor Philip Bialyk - Leader of the Council
- Councillor Laura Wright - Portfolio Holder for Culture, Corporate & Democratic Services
- Councillor Duncan Wood - Portfolio Holder for Climate Change
- Councillor Diana Moore - Attending Under Standing Order 44

Roli Martin Head of Finance and Strategic Project Manager - Exeter City Futures  
Elaine Anning, Operations Director - Exeter City Futures

## 22 **Appointment of Chair for the Meeting**

**RESOLVED** that Councillor Vizard be appointed Chair of the meeting.

## 23 **Minutes**

The minutes of the meeting of the Combined Strategic Scrutiny and Customer Focus Scrutiny Committees held on 6 June 2022 were taken as read, approved and signed by the Chair as correct.

## 24 **Declarations of Interest**

No declarations of discloseable pecuniary interest by Members were made.

## 25 **Exeter Development Fund Overview**

Members noted that Scrutiny was being asked to perform a critical friend role for the Council's Executive in examining and highlighting the merits and risks associated with the City Development Fund ahead of the full Business Case being presented to the Executive for consideration later this year.

Members noted the sessions held as detailed below:-

Session 1 Introduction - 30 March 2022

- Session 2: What is the economic case for pursuing a City Development Fund to support delivery - 27 April 2022
- Session 3: Governance/Fund Management/Governance and Risk - 6 June 2022
- Session 4: The Business Case - 28 July 2022
- Session 5: *Summary and Way Forward 8 September 2022*

The Chair referred to the opportunity to review the information provided and he invited Members to begin to review the information and formulate any further lines of enquiry when the next meeting of this Combined Scrutiny is held on 8 September.

## 26 Exeter Development Fund

The Chief Executive & Growth Director by way of background to the recent discussion on the Exeter Development Fund proposition, advised that Exeter was expected to meet a 12,000 home target to meet the five year housing requirement. A proactive regeneration function was not always available to District Councils and the Exeter Development Fund was suggested as an innovative way forward to provide the necessary infrastructure and ensure the quality of place making. This would counter the reactive approach by developers and help achieve quality of provision.

The City Council's strategy for development had changed from an urban extension approach to identifying brownfield sites, with associated infrastructure provision and quality of development. Members of the Exeter City Futures team had put together a Business Case using the premise of the Exeter Development Fund to offer a vision of delivering homes in the city with a locally controlled finance model, as opposed to the current model of funding through national funders, with any profits returned to the developer. The Fund would create a more resilient, self-reliant model controlling the funding as well as an effective regeneration model.

Roli Martin, Head of Finance and Strategic Project Manager and Elaine Anning, Operations Director from the Exeter City Futures team were in attendance. The latter commended the presentation in support of the Business Case which had explored a different mechanism to bring forward sites for housing. She invited Members to consider the following questions:-

- what do developers currently build;
- who determines what is built and when;
- what was required in terms of infrastructure, and
- do the plans that are brought forward initially match up to the realisation of what is delivered on the site.

The Chief Executive & Growth Director referred to the local example of Cranbrook, as where initially, Government funding using a Regional Infrastructure Fund enabled early infrastructure such as a multi-use community centre, primary school and railway station to be built. A developer would not have brought those forward. Subsequent phases have been largely confined to residential development and there has been a failure to deliver a town centre.

The Operations Director continued with her presentation and referred to the inclusion of community infrastructure, which it was assumed would be discharged through either a Community Infrastructure Levy (CIL) or Section 106 payment, but these did not always deliver the community aspirations. The support of local public sector partners was required and nine sites in Exeter, under various public sector ownerships, could be developed with the support of the Fund. Each site had a specific issue associated with it, such as the need for decontamination, demolition or

clearance, the possibility of compulsory purchase and vacant possession, all of which had been factored into the model. The Fund was designed as a vehicle to attract the funding required to deliver the housing at scale and quality with Government support and ensuring the necessary community infrastructure was provided.

The following responses were given to Members' enquiries:-

- whilst the Local Plan identifies mixed use provision, the planning system can be passive and conditions to provide commercial facilities, infrastructure etc. are often ignored by developers. The Business Case looks to provide early infrastructure delivery.
- in changing the unacceptable Business as Usual approach by developers, the City Council will, as an equity holder in the Development Fund, have control and the flexibility to determine how the Fund is delivered. The mix of accommodation is also flexible, with a 35% Affordable Housing offer that still returns a positive internal rate of return. Social housing can be included.
- the proposed model would be paid for by the rents over a longer period. It is unlikely that developers would be looking to spread development over that long a period and unlikely to support a 30% affordable housing provision.
- the model was based on achieving development to passivhaus standard with Net Zero aspirations, with no retrofitting burden. The properties will all be modelled on the same resale price based on the principle that there will be an uplift in the quality of the housing. The Fund will retain the financial return as a long term venture with the value uplifted over the period and the city will effectively be growing its capital assets.
- Right To Buy was not currently included in the model, but could be included.
- the Government was looking to bring forward a new generation of Development Corporations with greater flexibility for local decision making and improved interaction with the private sector.
- service charges are included in the model and would also be capped as long as the Development and assets are controlled.
- public sector participation is necessary as the model is based on using public sector assets. One Public Estate requires at least two public sector partners. The challenge for the public sector is not just for the City Council, but for other organisations. The County Council must ensure the infrastructure and transport network is viable and fit for purpose. A view of prioritising investment will have to be taken if other public sector partners do not wish to join the Fund.
- developers obtain their financing from five or six traditional lenders. Every developer, builder and householder can face a drop in property value and there will be peaks and troughs over the term of any borrowing.
- the modelling is paid for by the One Public Estate with additional funding of £840,000 from the Department of Levelling Up, Housing and Communities to take forward for development at the next stage.
- Exeter City Futures is a Community Interest Company.
- there is a large quantum of housing proposed across all nine sites. The sites contain apartments based on the Exeter Liveable Programme. One, two and three bedroom apartments have been modelled as well as three and four bedroom town houses where there is capacity. However, the sites are highly constrained and in central locations which, although providing good access, may not be appropriate for larger town houses.
- once a flagship site was delivered additional sites could then be brought forward.
- the Water Lane site was unlikely to come forward as a flagship site.

- involvement of financial institutions would be vital with traditional developers able to offer their skill set rather than equity.
- the Fund ownership will assess the model and agree rentals . A 50/50 split between build to sale and rent can be considered as, ultimately, a sale model would include a 150 year lease.
- Exeter University and Exeter College offer training courses for young people to stay and build the city.

Members made the following comments:-

- although the presentation had included detail of the themes, concept aspirations and potential designs there was insufficient detail on the actual business case. Although a link to the document had been sent more information should have been shared and caution should be exercised over any potential strategy using public assets. The document should be reviewed in more detail if Members were required to make any recommendations to the Executive, and a smaller group of Members such as a Task and Finish group could be convened.
- a further review to ensure the Council would retain control through the governance arrangements was needed.
- Companies House do not include a name for the representative of Devon County Council on the Exeter City Futures Place Board. Minutes from the June Board meeting should be circulated.
- the Executive summary was unclear on the level of control and due diligence needed.
- the Fund was needed to disrupt the current model dominated by developers and create a better opportunity to achieve affordable housing and necessary infrastructure.
- the Fund offered an exciting prospect but further scrutiny was required to look at the level of detail to be presented to Executive.
- the suggested flagship site should be identified at the earliest opportunity.

Councillor D. Moore, having given notice under Standing Order No. 44, attended the meeting and submitted the following questions in advance. The questions were answered by the Operations Director:-

Q1. Please can you describe the type of Council assets that the business model assumes might be transferred and also what Council assets are expected to be transferred as part of any pilot?

*R) The model of the transfer of assets depends on the nature of the site, including the nature of the pilot flagship site. Some of the sites possess car parks which could be transferred and the Southgate site, for example, includes County Council roads, a City Council car park and low density housing. The Marsh Barton site is quite different and could include some of the County Council roads and some City Council commercial assets. Other partners also hold some freehold assets on the site so it would depend upon the area expected to come forward first.*

Q2. If a pilot project is progressed will a Development Corporation (as defined by legislation) be required to be established, and if so what would its geographical remit be, would it just be the pilot site or a larger area)?

*R). The geographical area to be brought forward is unknown at present but is likely to be Exeter specific rather than a single or flagship site. Housing would then be brought forward sequentially across the whole area.*

Q3. Why would developers engage with this new Fund compared to other finance arrangements such as a low interest rate loan from Homes England?

*R) As the Exeter Fund would own the land, it will be for the Fund to determine which developers can be involved.*

Q4) *Is the model predicated on capital appreciation or long term revenue release and, if the former, what would be the return to investors?*

*R. The return will be based on the percentage of equity investment. The model assumes both capital appreciation, with a standard financial model of 1% appreciation and long term revenue release as well. The latter changes depending on the assumptions in regard to housing tenure.*

Q5). Does the model include carbon mitigation measures?

*R). This has not been included in the model.*

The Operations Director continued to offer responses to Members' questions:-

- the Exeter Development Fund could look to offer key worker housing.
- the success of a flagship site could result in a sequential approach across the remaining sites.
- the timing and number of reviews of the Fund can be determined at a later date.
- a response would be provided on the ability to transfer assets back to the Council.
- Exeter City Living was the Council's development company looking to develop the Clifton Hill site and to build homes in the city centre. A similar exercise was anticipated with the Southgate site, involving County Council and City Council owned land for which a planning brief was being drawn up.

The Chief Executive & Growth Director responded to Members' comments:-

- modelling could be conducted for a smaller site where equity support from the Government would be less and which would provide a better understanding of the various issues.
- housing delivery on the brownfield sites would offer predominantly higher density living apartments or urban living. The city's challenge being to provide 12,000 homes in the next 15 to 20 years allied to the necessary infrastructure.
- the Fund would manage and prioritise necessary infrastructure over and above the level the current planning system was able to provide. It would be a step change in culture with delivery based on Net Zero targets. It was hoped that the consumer and the investment market would also recognise the importance of carbon offsetting and look to achieve targets earlier than those set by the Government.
- two examples of joint ventures were Land Securities and Crown Estate in Princesshay where developers had control but with the City Council benefitting from the end product. Joint public and private sector schemes were an established approach for local authorities with the private sector bringing

capacity, expertise and access to markets. Private sector involvement in the Fund would not water down aspirations.

- the model was backed by One Public Estate but the Planning Inspector would expect at least one public sector partner. The key was public sector partner support before going to One Public Estate as the model was based on public sector collaboration. The Ebbsfleet model, presented at an earlier Combined Scrutiny meeting, was directly funded by the Government and was an example of a new approach. A governance vehicle with funding would be the way forward for Exeter to achieve the city's ambitions.
- the Exeter City Futures team would address the issues raised by Members.

Members suggested convening a Task and Finish Group to explore and seek further information on the concept of the Exeter Development Fund. This could be raised with the Scrutiny Programme Board meeting on 29 July 2022 with the date of the next meeting of the Combined Scrutiny Committee on 8 September used instead for the first meeting of the Task and Finish Group. Thereafter, further dates could be identified for meetings of the Group prior to reporting to a fifth session of the Combined Scrutiny Committee.

The Chair proposed that a Task and Finish Group be convened before a further meeting of the Combined Scrutiny Committee was held. The proposal was seconded and carried and, subject to the support of the Scrutiny Programme Board, the following initial areas for examination were put forward:-

- (1) to further consider the vehicle and governance arrangements to ensure that the City Council had the necessary control in relation to the Exeter Development Fund. An invitation to be made to the Director of City Development be involved and establish whether further work is commissioned from the Exeter City Futures team;
- (2) to determine the commitment of public sector partners with an invitation to potential local partners including the University of Exeter, the NHS Trust (Royal Devon and Exeter Hospital (RD&E), and Devon County Council to determine their commitment and encourage involvement in pursuing the Fund; and
- (3) to consider the identification, timing and modelling for a smaller site or flagship site with a request for the Director City Development to be invited to work with the Exeter City Futures team.

The meeting commenced at 5.30 pm and closed at 8.00 pm

Chair

## **REPORT TO EXECUTIVE**

Date of Meeting: 7 February 2023

## **REPORT TO COUNCIL**

Date of Meeting: 21 February 2023

Report of: Director Finance

Title: General Fund / HRA Estimates and Capital Programme 2023/24

### **Is this a Key Decision?**

No

### **Is this an Executive or Council Function?**

Council

### **1. What is the report about?**

1.1 To propose the General Fund revenue estimates for 2023/24 and to recommend the Band D level of Council Tax for 2023/24. This report also includes the proposed Capital Programme for 2023/24 and future years, and the proposals in respect of the Housing Revenue Account.

### **2. Recommendations:**

2.1 It is recommended that:

2.1.1 The Council's overall spending proposals in respect of its revenue and capital budgets are recommended to Council for approval;

2.1.2 The Council Tax for each Band be recommended to the Council as set out in section 8.19.3 subject to Devon County Council, OPCC Devon and Cornwall and the Devon and Somerset Fire Authority confirming their Band D levels respectively; and

2.1.3 When the actual Council Tax amounts for Devon County Council, Devon and Cornwall Police and Crime Commissioner and the Devon and Somerset Fire Authority are set then the revised council tax levels be submitted to Council on 21 February 2023 for approval.

### **3. Reasons for the recommendation:**

3.1 To ensure that the Council is in a position to set a balanced budget and determine the Council Tax for the City of Exeter in line with the statutory timeframe.

### **4. What are the resource implications including non financial resources?**

4.1 The report sets out the proposed budgets for 2023/24. Details of the resource implications are set out in section 8.

## **5. Section 151 Officer comments:**

5.1 The proposed budget will achieve the requirement to maintain a minimum balance in excess of £3 million. Significant work has been undertaken to deliver substantial reductions and additional income to deliver a balanced budget in the face of unprecedented cost pressures. It is imperative that Members maintain a strong financial discipline to ensure that the reductions already proposed are delivered and that additional reductions are identified to deliver a balanced medium term financial plan.

5.2 The proposed capital programme aligns with the Medium Term Financial Plan and the revenue implications have been built into both the General Fund and HRA budgets. This is a substantially reduced, but still significant capital programme, which targets the highest risk projects to protect the Council.

5.4 The report also sets out the proposed HRA income and expenditure for 2022/23. There is a budgeted deficit of £2.542 million, which is in line with the HRA's medium Term Financial Plan. The budgeted deficit takes the HRA very close to its minimum level of reserves and therefore care must be taken in managing the budget over the next few years.

5.5 It is important to remember that Council is legally responsible for setting a balanced budget each year and for taking action when there are adverse movements in the projected financial position during the year. Therefore, if a decision is taken to amend the budget in any way, then Council must identify how that will be funded.

5.6 In order to maintain financial discipline and prepare for the reductions required, Council can no longer merely approve additional expenditure without identifying what will be cut to fund it. This is essential as Officers and Members prepare to identify ways to address the further gaps in funding over the life of the Medium Term Financial Plan. There is still much work to do.

## **6. What are the legal aspects?**

6.1 As part of the budget and the Council Tax fixing process, the Council is required by the Local Government Finance Act 1992 to make various specific calculations and decisions:-

(a) it must calculate its budget requirement in accordance with Section 32 of the Act;

(b) it must calculate the City Council element of the Council Tax - first for Band D and then for all bands - in accordance with Sections 33 to 36;

(c) it must set the overall Council Tax for each band in accordance with Section 30.

## **7. Monitoring Officer's comments:**

7.1 Legislation does not prescribe how much the minimum level of reserves should be. The Section 151 officer is tasked with recommending the minimum level of reserves required as part of the budget setting process having regard to elements of risk in the Council's finances. Section 25 of the Local Government Act 2003 requires the S.151 officer to report on the adequacy of the Council's financial resource.

7.2 The Monitoring officers comments are intended to assist all members of the Council in consideration of the complex legal background to their budgetary and Council Tax decisions and in particular to set out the legal factors and requirements which Members of the City Council need to consider in reaching decisions on the budget and Council Tax.

7.3 In coming to a decision in relation to the revenue budget and the council tax, the City Council and Councillors have the following legal duties:

- a) to act in accordance with their statutory duties and responsibilities;
- b) To act reasonably; and
- c) To have careful regard to their fiduciary duty to its rate payers and Council tax payers.

7.4 The City Council has a clear legal duty to set a balanced budget. A resolution not to set a Council tax would be unlawful so would be a resolution to set a Council tax which deliberately did not balance the budget.

7.5 When making a decision, councillors are reminded of the obligation to act reasonably and in accordance with the principals set down in the Wednesbury case. This means that councillors are required to take into account all relevant considerations and ignore any irrelevant considerations. Put simply, it would be unlawful for the Council to come to a view which is unreasonable in the sense that it is so irrational that no reasonable authority could have reached it.

7.6 The meaning of fiduciary duty is more difficult to define but can be summarised as a duty to conduct administration in a business-like manner with reasonable care, skill and caution and with due regards to the council's rate payers. When discharging their fiduciary duties councillors will need to consider the following:

- a) Prudent use of the council's resources, including the raising of income and the control of expenditure;
- b) Financial prudence both long and short term;
- c) Striking a fair balance between the interest of the council tax payers on the one hand and the community interest and adequate and efficient services on the other hand; and
- d) Acting in good faith with a view to complying with statutory duties and exercising its statutory powers for the benefit of the community.

7.7 The S.151 officer has given very clear advice in paragraphs 5.5 and 5.6 above. Members are obliged to have regard advice to this advice when making decisions about the Council's finances

7.8 Restriction on voting

Members' attention is drawn to the provisions of S.106 of the Local Government Finance Act 1992 which applies to members where:

- (a) They are present at a meeting of full Council, the Executive or Committee and at the time of the meeting an amount of Council tax and has remained unpaid for at least 2 months; and
- (b) Any budget or Council tax calculation or recommendation or decision which might affect the making of any such calculation, is the subject of consideration at the meeting.

7.9 In these circumstances, any such members shall at the meeting and as soon as practical after its commencement disclose the fact that S.106 applies to them and shall not vote on any question concerning budget setting.

7.10 Failure to comply with these requirements is a criminal offence unless such member can prove that they did not know S.106 applied to them at the time of the meeting or that the matter in question was the subject of consideration at that meeting.

## **8. Report details:**

### 8.1 Local Government Finance Settlement 2023/24

#### 8.1.1 *1 year Settlement with a hint towards the following year*

In terms of the settlement, whilst the figures announced were for one year only some information was provided in respect of 2024/25, however, this is not enough to provide absolute certainty. The Lower Tier Services Grant has been abolished and replaced by a Funding Guarantee Grant of which Exeter has received £0.849 million. In addition, the Services Grant has also been included and Exeter has been awarded £0.160m, with the funding to offset the increase in National Insurance contributions as part of the introduction of the new Health & Social Care Levy removed following the abolition of the increase.

The provisional settlement for 2023/24 was announced in late December (Appendix 1) and the figures in the Medium Term Financial Plan have been updated. Exeter's Core Spending Power has increased by 4.5% as compared to a 9.1% rise on average for Local Government as a whole. Much of the increase in funding nationally relates to specific Grants related to Social Care (Appendix 2).

### 8.2 Business Rates

8.2.1 The Government have confirmed that the implementation of the Business Rates retention reform and the review of the formula that underpins it will not take place in this Parliament and it has therefore been removed from the medium term financial plan. This is positive news for Exeter as we benefit from being significantly above our baseline needs. The review is now not expected to be implemented until 2026/27 at the earliest, although given the complexity involved there is a strong chance that this will also be an optimistic timetable.

### 8.3 Council Tax

8.3.1 The referendum threshold has been increased this year to the higher of a less than 3% or £5 increase for District Councils. The medium term financial plan has been updated to reflect this change. As a result, Exeter's budget strategy for next year assumes that council tax will increase by 2.99%, which, along with the estimated surplus on the collection fund of £86,793 and increase in the taxbase will raise an extra £369,622. The medium term financial plan has been updated to reflect an assumption that this level of Council Tax will continue in the medium term.

### 8.4 Key Assumptions

8.4.1 An overall allowance of £4.415m has been set aside for inflation. This includes a catch up to reflect the higher pay award in 2022-23 and the significant increase in energy prices for next year. The inflationary increases allowed in the budget are:

Pay Award	3.0%
Pay – Increments	0.5%
Electricity	98.0%
Gas	158.0%
Oil	2.5%
Water	0.0%
Insurance	12.0%
Rates	2.5%
Fuel	3.0%
General Inflation	0.0%
Income (excluding Car Parks)	10.0%

8.4.2 General inflation has again been held at zero; however, where there are contracts in place, inflation at around RPI has been added. Pay inflation has been increased to 3% across the Medium Term Financial Plan although there is a risk that this again may be lower than the actual amount agreed.

8.4.3 Interest is based on the existing loans that have been taken out and the amounts available for investment. Future borrowing requirements are based on rates of around 3.5% and the Council will seek to internally finance borrowing until rates stabilise.

### 8.5 Further Issues to be considered

8.5.1 Before the Council can finalise its revenue budget for next year there are a number of issues that require further consideration as follows: -

- Equality Impact Assessment
- New Homes Bonus
- Future spending pressures and review of the medium term financial planning process
- The level of reserves and balances

## 8.6 Equality Impact Assessment

8.6.1 Equality Impact Assessments (EQIA) form part of the Council's decision making process and are a tool to help the Council identify what effect or possible effects its work may have on different groups of people. All local authorities have a legal responsibility to assess their policies and functions, and to set out how they will monitor any possible negative impact on equality target groups. The Council needs to consider the impact on equalities of all new and reviewed Council strategies, policies, projects, services or functions, budget decisions and restructures. By anticipating the consequences of its actions on equality groups the Council can make sure that, as far as possible, any negative consequences are eliminated, minimised or counterbalanced by other measures, and opportunities for promoting equality are maximised. The accompanying report in respect of the One Exeter cost reductions includes an EQIA, which underpins the proposals in this budget.

## 8.7 New Homes Bonus

8.7.1 The Government have indicated that whilst New Homes Bonus will be payable again this year, like last year, the 2023/24 element of the allocation will be for one year only and there will be no payment in respect of the previous years. This gives an award of approximately £0.672 million for 2023/24. A new proposal to replace New Homes Bonus is expected to be announced in the New Year.

8.7.2 To date the Council has received New Homes Bonus of £29.627 million over the period 2011/12 to 2023/24. It is proposed to use this year's allocation to support the revenue budget in its entirety:-

Year	Top Slice (revenue) £000's	Community Projects £000's	Major Projects /Debt Reduction £000's	Unused / Projects £000's	Revenue £000's	Total £000's
2011/12	-	-	-	389	-	389
2012/13	120	361	601	241	-	1,323
2013/14	120	286	1,757	42	-	2,205
2014/15	120	286	2,372	-	-	2,778
2015/16	120	286	3,123	-	-	3,529
2016/17	159	150	2,000	923	1,000	4,232
2017/18	164	150	1,500	783	1,000	3,597
2018/19	164	150	1,150	127	1,000	2,591
2019/20	25	150	1,000	149	1,194	2,518
2020/21	25	189	802	374	1,100	2,490
2021/22	-	-	-	-	1,941	1,941
2022/23	-	-	-	-	1,362	1,362
2023/24	-	-	-	-	672	672
<b>Total</b>	<b>1,017</b>	<b>2,008</b>	<b>14,305</b>	<b>3,028</b>	<b>9,269</b>	<b>29,627</b>

## 8.8 REVISED MEDIUM TERM REVENUE PLAN (APPENDIX 3)

8.8.1 An updated Medium Term Financial Plan (MTFP) is set out in Appendix 3. The MTFP indicates that further reductions are required from 2024/25 to 2026/27 to fully address the additional spending pressures. The proposed budget for 2023/24 makes use of one off reserves totalling £2.386 million, which will need to be addressed in future years. The reductions required total £5.287 million, of which proposals covering £2.137 million have been identified. The reset of business rates and impact of the formula funding review have been removed pending further clarity on the timing of their implementation

8.8.2 There are further uncertainties and factors that could affect the future financial position. These include: potential costs arising from the review of service plans, the cost of any new statutory functions, and additional borrowing and revenue costs in respect of any new capital programme commitments. There is also the possibility that some of the significant cost pressures accounted for in this budget will reduce over the life of the medium term financial plan, most notably energy costs, which are currently reducing from the highs seen this winter.

8.8.3 The level of reductions required however, are such that members must focus on delivery. It would not be appropriate to add further budgets without a clear understanding of how additional expenditure will be funded. Therefore any further requests for funding must have clearly identified reductions to offset the costs.

## 8.9 BALANCES AND RESERVES

8.9.1 The Council's current policy is such that the minimum level of the General Fund Balance will remain above £3 million. As the Council faces great uncertainty in the medium term over funding it is prudent to hold reserve levels at this level to offset sudden losses of income or unexpected expenditure. Section 8.17 below provides an assessment of the risk factors used to underpin the minimum level of reserves.

8.9.2 The latest estimated position of the General Fund Balance is that it will be £4.748 million as at 31 March 2024, equivalent to 27.3% of Exeter's net revenue budget. The Council's revised medium-term financial plan (Appendix 3) indicates that the General Fund Balance will reduce to £3.171 million by the end of 2026/27, if the proposed reductions are delivered. This is in line with the minimum level required.

8.9.3 The Council also has other reserves that have been earmarked for specific purposes. The Council's proposed revenue budget for 2023/24 includes a net transfer to earmarked reserves of £424,000. This is broken down as shown overleaf:-

Transfer to/(from) reserves:

	<b>2023/24</b>
	<b>£'000</b>
<b>Transfers to Reserves</b>	
Devon Home Choice	8
Transformation Fund	500
Capital Fund (reinstatement)	500
Compulsory Purchase Order Fund	150
Asset Improvement Fund	1,000
Surplus Income from Guildhall Shopping Centre (ring-fenced)	1,089
Exeter Business against Crime	<u>19</u>
	<b>3,266</b>
<b>Transfers from Reserves</b>	
Vehicle Licensing	(28)
RAMM Legal Costs (no longer required)	(93)
Net Zero Exeter	(181)
ECL Business Case (no longer required)	(49)
Corporate	(20)
Budget Volatility	(2,386)
Corporate Property Support	<u>(85)</u>
	<b>(2,842)</b>

8.9.4 Additionally, there is an earmarked reserve to control the impact of additional reliefs granted, and funded, by Government in respect of Business Rates. In order to provide consistency in the figures reported, these movements are shown in Business Rates income to allow Councillors to compare the impact on the Council's Business Rates funding to previous years.

#### 8.10 REVENUE ESTIMATES 2023/24

8.10.1 Service Committee Expenditure for 2023/24 is £14,326,420, which is £1,128,530 lower than the current year.

8.10.2 Appendix 4 sets out the proposed reductions and additional income identified in order to form a balanced budget. These tally with the proposals set out in the One Exeter Cost Reduction report. In addition, there are two further reductions in service budgets, which are not set out in the report as they have a cost neutral impact. Firstly, there has been a reduction in the budget for expenditure funded via CIL. This is offset by a corresponding reduction in the income used from CIL because of lower receipts being received. Secondly, the full income from the Guildhall shopping centre has been added to the budget. This is offset by either related expenditure or a transfer of the surplus to an earmarked reserve in line with the agreement with Government.

8.10.3 In addition there are other items to take into account referred to as 'below the line' as they do not form part of the individual service controllable budgets. These include an estimate of £1,320,000 for net interest payments in respect of the overall cash balances, £1,694,670 towards repaying debt in respect of the Council's capital programme and transfers in respect of balances and reserves. The Council's total General Fund Expenditure budget requirement for 2023/24 is proposed at £17,378,450, an increase of £91,000 compared to 2022/23 as shown in Appendix 5.

8.10.3 Attached at Appendix 6 is a breakdown of the movements for each management unit taking out the amounts that have been removed or added, but that don't actually impact on the Council Tax. This is either because they have been transferred to / from another part of the budget or because there is a statutory override, which means that the costs are removed elsewhere in the budget.

## 8.11 COUNCIL TAX BUDGET REQUIREMENT 2023/24 (APPENDIX 7)

8.11.1 As stated above, the Government is setting the referendum trigger for District Councils at above £5 or 3%, whichever is higher. The budget has been set based on a 2.99% increase, although this is ultimately a Member decision. A 2.99% increase generates around £3,200 more for the Council than an increase of £5.

8.11.2 When all the Government Grant and Business Rates funding is taken into account the resultant net expenditure to be financed from council tax is £6,784,990 (indicated in Appendix 7), an increase of £369,430 compared to 2022/23.

8.11.3 Each year the Council must estimate the likely surplus or deficit position on its Collection Fund and any such amounts must be taken into account when determining the band D Council Tax amount for 2023/24. For next year, it is estimated that the collection fund will have a surplus (£86,793), which will be used to fund part of the expenditure to be financed from Council Tax. This has been reduced to take account of the deficit arising in 2020/21, which the Government allowed Councils to spread over the following three years. This has reduced the surplus and will also reduce the amount of Council Tax received by that amount next year.

8.11.4 After taking into account the surplus and the taxbase of 38,247, the proposed band D council tax for 2023/24 is £175.13, which means that the council tax would increase annually by £5.08 or 2.99%.

## 8.12 HOUSING REVENUE ACCOUNT (HRA) (APPENDIX 8 & 9)

8.12.1 Since April 2012, the Council's HRA is expected to be self-financing. Thus all income collected locally from rents, service charges and other sources are kept at a local level to deliver housing services to tenants and to maintain the housing stock.

8.12.2 Since April 2012 each local authority had a limit on the amount of borrowing it could have for the purposes of the HRA, called the 'debt cap'. For Exeter City Council, the debt cap was £57,882,413.

8.12.3 The HRA debt cap was formally removed on 29 October 2018; as a result local authorities are now able to borrow for housebuilding in accordance with the Prudential Code.

The policy on rents for social housing came into effect from 1 April 2020. The Council is permitted to apply the policy of increasing rents by CPI plus 1%, however in the autumn budget statement in November 2022 the government announced a cap on this increase of 7% for 2023/24 in response to the cost of living crisis.

For 2023/24, this will result in an average increase of £5.65 per week, over 52 weeks, per property.

8.12.4 The proposed budgets for 2023/24 indicate that a total of £2,541,730 will need to be taken out of the HRA Working Balance in order to meet the budgeted deficit. The impact on the HRA Working Balance is set out below.

<b>Movement on HRA Working Balance</b>	<b>£</b>
Estimated HRA Working Balance, as at 1/4/23	6,549,316
Budgeted Deficit for 2023-24	(2,541,730)
Balance resolved to be retained (HRA contingency)	(4,000,000)
<b>Total Forecast Balance Available, as at 31/3/24</b>	<b>7,586</b>

### 8.13 CAPITAL PROGRAMME RESOURCES (APPENDIX 10)

8.13.1 Historically, the annual capital programme was financed from Government allocated grants together with money from the Council's own capital receipts and capital reserves. However the funding from these sources has now reduced and as a result the Council has to use borrowing instead to fund a significant part of its proposed capital programme. This also has an ongoing impact on the Council's revenue budget. The Council must ensure that any borrowing decisions remain affordable and to this end, has to adopt a number of prudential indicators, which are set out in the Prudential Code for Capital Finance in Local Authorities developed by CIPFA. A separate report to this meeting of the Executive sets out the Council's Prudential Indicators for approval by Members.

8.13.2 The following capital resources are available for General Fund (£11.476m) and Housing (£34.220m) in 2023/24. The Capital Programme totals £37.482 million in respect of the General Fund and £19.321 million for the HRA. The borrowing requirement for the General Fund is £27.758 million and is £0.750 million for the HRA. Appendix 10 sets out the forecast use of the resources available for the General Fund and the Housing Revenue Account and the likely amounts of borrowing that will be necessary to fund the capital programme in the future.

### 8.14 GENERAL FUND CAPITAL PROGRAMME (APPENDIX 11)

8.14.1 The proposed capital programme is set out in Appendix 11. The programme for 2023/24 totals £37.482 million.

### 8.15 HOUSING REVENUE ACCOUNT CAPITAL PROGRAMME (APPENDIX 12)

8.15.1 For 2023/24, the HRA medium term financial plan provides for a capital programme of £19.321 million. This comprises capital investment of £11.834 million for improvements to the Council's existing housing stock and £7.487 million towards the provision of new council homes.

8.15.2 The HRA Capital Programme will be funded by:

<b>HRA Capital Finance</b>	<b>£</b>
Major Repairs Reserve	11,895,276
Revenue Contribution to Capital	4,000,000
Capital Receipts	2,675,589
Borrowing	750,000
<b>Total HRA Capital Financing 2023/24</b>	<b>19,320,865</b>

## 8.16 RISK ASSESSMENT

8.16.1 It has already been mentioned above in this report that our financial forecasts are based on a number of assumptions including the level of inflation, interest rates, income levels, support from the government and general prevailing economic conditions. The main risks to the Council's financial position are as follows:

- Economic volatility, higher interest rates and inflation have added substantial costs to running services. The Council's funding has not kept pace with the scale of increases seen. Further volatility and price pressures will result in greater reductions being required. Conversely, there is a chance that prices will settle and indeed in some cases reduce. This would have a positive impact of the reductions required;
- The Governments review of the future funding formula for Local Government, including a business rates rest, coupled with the potential loss of New Homes Bonus, would add a further significant gap in funding over the Medium Term Financial Plan. The overall impact of both streams of funding stopping in the next four years would require further reductions of around £3.3 million.

8.16.2 Although the Council faces risks from the assumptions and uncertainties outlined above these have been mitigated by the following:

- Adopting a prudent approach to financial forecasting which involves obtaining information from external professional sources;
- Continuous monitoring and review of the key factors together with regular reports to Members on any key issues;
- Regular budget monitoring meetings with budget managers to ensure that budget pressures are identified at the earliest opportunity;
- The adoption of robust financial management arrangements including option appraisal, risk assessment and financial monitoring;
- Retaining a prudent level of reserves and balances.

8.16.3 As part of the general budget-setting process the Council needs to also consider the risks inherent in the budgets set and the adequacy of the measures put in place to manage the potential risks.

## 8.17 STATEMENT OF THE ROBUSTNESS OF ESTIMATES AND ADEQUACY OF RESERVES

8.17.1 There is a requirement under Section 25 of the Local Government Act 2003 that requires the chief finance officer of a local authority to formally report to its members on the robustness of the estimates and the adequacy of its reserves when it is considering its budget and council tax.

8.17.2 I have already outlined above in this report the key assumptions that have been made in the budget proposals for next year including an assessment of the risks and mitigating factors. As the Section 151 Officer for this Council I therefore consider that the budget estimates for 2023/24 that have been prepared are both robust and achievable.

8.17.3 The Council's current policy is such that the minimum level of the General Fund Balance will be £3 million. This equates to 17.3% of the net revenue budget, which is at the top end of what would normally be expected.

8.17.4 The Council provides more Services than you would normally expect a District Council to provide. It also has some significant funding streams from fees and charges and historic commercial property leases that are fundamental to producing a balanced budget. These are reliant on a vibrant economy delivering the income required. An analysis of the Councils 2022-23 budget demonstrates that the cost of providing its statutory services, support services and payments to cover its legal liabilities (pension backfunding and debt and interest payments) exceeds the amount provided for by Grant, Business Rates and Council Tax by around £6 million. The Council therefore is reliant on fees and charges to meet its statutory obligations. It is for this reason that the Council needs a higher than anticipated level of reserves. A 20% downturn in car park and Commercial Property income would reduce our income by around £3 million and therefore the minimum level of reserves is set to ensure that the Council can continue to deliver services under these circumstances.

8.17.5 In the current financial climate, with uncertainty regarding the new financing of Local Government and taking into account the potential level of financial risk facing the Council in the medium term, it is proposed to maintain minimum reserves at this level. The latest estimated position of the General Fund Balance is that it will be £5.134 million as at 31 March 2023, equivalent to 27.3% of Exeter's net revenue budget. The Council's current medium-term financial plan indicates that the use of the General Fund Balance will be measured and be £3.171 million by the end of 2026/27, although further savings of £5.287 million are required to deliver this.

8.17.6 The Council's financial strategy recognises the need to maintain a General Fund Balance to provide stability for both medium and longer term planning and to provide a contingency against unforeseen events. In setting this minimum amount of £3 million the following have been taken into account:-

- The size of the authority;
- The volatility of some income and expenditure budgets;
- The risks faced by the Council with regard to funding unforeseen events; and
- The financial risks inherent in partnerships, outsourcing deals and as accountable body for external funding.

8.17.7 The Council's estimated revenue Reserves are as follows: -

<b><u>Earmarked</u></b>	<b>31/03/2022</b>	<b>31/03/2023</b>	<b>31/03/2024</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Total Earmarked Reserves*	14,645	9,192	9,616
<b><u>Non-Earmarked</u></b>			
General Fund Balance	5,522	5,134	4,748

\* Excludes Business Rates earmarked reserve to cover the deficit on the Collection Fund.

## 8.18 PRECEPTS

8.18.1 Devon County Council, the Office of the Police and Crime Commissioner Devon and Cornwall (OPCC Devon and Cornwall) and the Devon and Somerset Fire Authority will all precept separately upon the council tax payers in Exeter. The County Council, Devon and Cornwall OPCC and Devon & Somerset Fire Authority will meet on the 16th February, 27th January and 15th February respectively. The precepts will be tabled at the Council meeting for approval.

	<b>2022/23</b>	<b>2023/24</b>	<b>Change</b>
	<b>£</b>	<b>£</b>	<b>£ %</b>
Devon County Council	1,372.59	x,xxx.xx	xx.xx x.xx
DCC Adult Social Care	183.87	xxx.xx	xx.xx x.xx
OPCC Devon and Cornwall	246.56	xxx.xx	xx.xx x.xx
Devon and Somerset Fire Authority	91.79	xx.xx	x.xx x.xx
<b>Total Precept</b>	<b>1,894.81</b>	<b>x,xxx.xx</b>	<b>xx.xx x.xx</b>

## 8.19 FINAL POSITION

8.19.1 Based upon the recommendations above the aggregate requirements of Exeter City Council, Devon County Council, OPCC Devon and Cornwall and the Devon and Somerset Fire Authority will result in a council tax for the City of Exeter for 2023/24 of £x,xxx.xx per Band D property.

8.19.2 This is an overall increase of £xx.xx (x.xx%) on the amount of £2,064.86 levied for 2022/23.

8.19.3 The detailed figures are: -

Band	Exeter £	DCC £	Police £	Fire £	Total £
A	116.75	xxx.xx	xxx.xx	xx.xx	x,xxx.xx
B	136.21	xxx.xx	xxx.xx	xx.xx	x,xxx.xx
C	155.67	x,xxx.xx	xxx.xx	xx.xx	x,xxx.xx
D	175.13	x,xxx.xx	xxx.xx	xx.xx	x,xxx.xx
E	214.05	x,xxx.xx	xxx.xx	xx.xx	x,xxx.xx
F	252.97	x,xxx.xx	xxx.xx	xxx.xx	x,xxx.xx
G	291.88	x,xxx.xx	xxx.xx	xxx.xx	x,xxx.xx
H	350.26	x,xxx.xx	xxx.xx	xxx.xx	x,xxx.xx

## 9. How does the decision contribute to the Council's Corporate Plan?

9.1 The budget underpins the Corporate Plan by determining the amount of funds available to the Council to deliver its priorities.

## 10. What risks are there and how can they be reduced?

10.1 The key risks are set out in section 8.16 above.

## 11. Equality Act 2010 (The Act)

11.1 Under the Act's Public Sector Equalities Duty, decision makers are required to consider the need to:

- eliminate discrimination, harassment, victimisation and any other prohibited conduct;
- advance equality by encouraging participation, removing disadvantage, taking account of disabilities and meeting people's needs; and
- foster good relations between people by tackling prejudice and promoting understanding.

11.2 In order to comply with the general duty authorities must assess the impact on equality of decisions, policies and practices. These duties do not prevent the authority from reducing services where necessary, but they offer a way of developing proposals that consider the impacts on all members of the community.

11.3 In making decisions the authority must take into account the potential impact of that decision in relation to age, disability, race/ethnicity (includes Gypsies and Travellers), sex and gender, gender identity, religion and belief, sexual orientation, pregnant women and new and breastfeeding mothers, marriage and civil partnership status in coming to a decision.

11.4 In recommending this proposal any decisions regarding specific changes in the level of service provided have been covered in at accompanying One Exeter report.

## **12. Carbon Footprint (Environmental) Implications:**

12.1 The accompanying One Exeter Cost reduction report provides an assessment of the carbon footprint implications.

## **13. Are there any other options?**

13.1 Not applicable.

**Director Finance, Dave Hodgson**

Author: Director Finance, Dave Hodgson

## **Local Government (Access to Information) Act 1972 (as amended)**

Background papers used in compiling this report:-

None

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## FORMULA GRANT DECREASES - DEVON AUTHORITIES

Authority	Grant 2021/22 £m	Grant 2022/23 £m	Yearly Decrease %	Grant 2023/24 £m	Yearly Decrease %	Grant Decrease 2021/22 - 2023/24	
						£m	%
Devon	103.200	103.217	0.0%	107.161	3.8%	3.961	3.8%
Plymouth	68.077	68.380	0.4%	72.080	5.4%	4.003	5.9%
Torbay	39.102	39.306	0.5%	41.467	5.5%	2.365	6.0%
East Devon	2.667	2.668	0.0%	3.027	13.5%	0.360	13.5%
<b>Exeter</b>	<b>4.503</b>	<b>4.515</b>	<b>0.3%</b>	<b>4.847</b>	<b>7.4%</b>	<b>0.344</b>	<b>7.6%</b>
Mid Devon	2.213	2.213	0.0%	2.394	8.2%	0.181	8.2%
North Devon	3.007	3.008	0.0%	3.336	10.9%	0.329	10.9%
South Hams	1.928	1.929	0.1%	2.138	10.8%	0.210	10.9%
Teignbridge	3.394	3.394	0.0%	3.766	11.0%	0.372	11.0%
Torrige	2.514	2.518	0.2%	2.780	10.4%	0.266	10.6%
West Devon	1.648	1.648	0.0%	1.798	9.1%	0.150	9.1%

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## REVENUE SPENDING POWER CHANGES - DEVON AUTHORITIES

Authority	Core Spending Power Change						
	2019/20 £m	2020/21 £m	2021/22 £m	2022/23 £m	2023/24 £m	£m	%
Devon	552.0	590.9	621.0	649.7	723.0	171.0	31.0%
Plymouth	198.4	211.7	221.0	232.1	254.4	56.0	28.2%
Torbay	119.1	127.3	133.5	140.2	157.3	38.2	32.1%
East Devon	15.3	15.5	15.5	15.3	16.4	1.1	7.2%
<b>Exeter</b>	<b>12.8</b>	<b>13.2</b>	<b>13.2</b>	<b>13.1</b>	<b>13.9</b>	1.1	<b>8.6%</b>
Mid Devon	9.8	10.2	10.2	10.2	11.0	1.2	12.2%
North Devon	11.0	11.8	11.8	12.3	13.1	2.1	19.1%
South Hams	9.9	10.2	10.4	10.7	11.5	1.6	16.2%
Teignbridge	14.5	14.5	14.5	14.4	15.6	1.1	7.6%
Torrige	8.1	8.1	8.1	8.1	8.7	0.6	7.4%
West Devon	7.3	7.3	7.5	7.8	8.4	1.1	15.1%

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MEDIUM TERM REVENUE PLAN (2021/22 - 2026/27)

	2022/23 £'000	2023/24 £'000	2024/25 £'000	2025/26 £'000	2026/27 £'000	
<b>Resources</b>						
Revenue Support Grant	855	1,572	902	920	938	
Business Rates Income	7,404	7,557	7,956	7,909	7,952	
CIL income	1,324	793	793	793	793	
New Homes Bonus	1,362	672	600	600	600	
Council Tax	6,416	6,785	6,968	7,248	7,539	
<b>Likely resources</b>	<b>17,361</b>	<b>17,379</b>	<b>17,219</b>	<b>17,470</b>	<b>17,822</b>	
<b>Expenditure</b>						
<b>Service expenditure</b>						
Committee expenditure	21,233	19,834	15,640	15,342	14,362	
Net Interest	1,011	1,320	1,581	1,805	1,773	
Repayment of debt	2,438	2,495	2,538	2,583	2,629	
Additional repayment of debt	(1,480)	(800)	(250)	(450)	0	
	23,202	22,849	19,509	19,280	18,764	
<b>Other funding</b>						
Contribution to/ (from) earmarked reserves	(5,453)	424	601	604	617	
Contribution to/ (from) balances - Other	(388)	(386)	(1,398)	(207)	28	
	(5,841)	38	(797)	397	645	
<b>Further reductions required</b>		<b>0</b>	<b>(750)</b>	<b>(1,200)</b>	<b>(1,200)</b>	<b>(3,150)</b>
<b>Potential reductions identified</b>		<b>(5,508)</b>	<b>(743)</b>	<b>(1,007)</b>	<b>(387)</b>	
<b>Total Net Budget</b>	<b>17,361</b>	<b>17,379</b>	<b>17,219</b>	<b>17,470</b>	<b>17,822</b>	

(3,150)

Opening General Fund Balance	5,522	5,134	4,748	3,350	3,143
Closing General Fund Balance	5,134	4,748	3,350	3,143	3,171
Balance as a percentage of budget	29.6%	27.3%	19.5%	18.0%	17.8%

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**ONE EXETER – COST REDUCTION PROPOSALS****TABLE 1: Proposals identified by Review of Discretionary Services**

<b>Discretionary Service</b>		<b>£</b>
PA TEAM	Remove 2 vacant posts / merge with LM support	43,210
GUILDHALL CHAMBERS	Reduce Mace Sergeants (reduction of 60%)	18,000
GREEN ACCORD	Additional income from Green Accord scheme	3,000
NET ZERO & BUSINESS ADMIN	Removal of small budgets	1,400
BUSINESS PROJECTS	Removal of skills function and budgets – replaced by Management of UKSPF project for three years	83,740
	Building Greater Exeter – funded from UKSPF (2 years)	
COMMERCIALISATION	Removal of temporary post.	54,700
HIGHWAYS	Removal of budget paying DCC for improved maintenance	34,450
ARTS & EVENTS	Removal of part of budget to fund other NPO organisations	100,000
EXETER CORN EXCHANGE	Design events programme to achieve break even	35,660
COMMUNICATIONS & MARKETING TOURISM	Merge Tourism, Communications and Marketing.	
	Add in Contribution to Visit Exeter	(17,000)
	Delete all Tourism Supplies & Services budgets	62,000
	Remove 2 posts	68,000
	Add income budget for advertising	125,000
	Remove core non staff budgets	44,000
	Transfer Tourism Marketing Officer to Visit Exeter	30,000
	Recharge for services provided to HRA & ECL	<u>59,000</u>
	371,000	
		<b>745,160</b>

**ONE EXETER – COST REDUCTION PROPOSALS**

**TABLE 2: Service Review Proposal**

Service	LOW IMPACT	£
Executive Support	<ul style="list-style-type: none"> <li>Terminate subscription for Exeter Data Mill and reduce public transport budget</li> </ul>	10,250
Public & Green Spaces	<ul style="list-style-type: none"> <li>Technical support reduction – removal of vacant post</li> <li>Facilities, 85% reduction travellers and campers costs (duplicate budget)</li> <li>Arboriculture sub-contractor cost reductions, 8% reduction in sub-contractor costs based on annual spend analysis</li> </ul>	55,758
Recycling & Fleet	<ul style="list-style-type: none"> <li>Not procuring 3 food waste vehicles following rationalisation of rounds - saving in fleet hire costs, leaving 5 vehicles – only 5 required for full roll out</li> </ul>	90,000
	<ul style="list-style-type: none"> <li>Revenue saving from capitalising of lease costs (maintenance and interest charges) from 3 existing food waste vehicles</li> </ul>	20,493
Democratic & Civic Support	<ul style="list-style-type: none"> <li>Stop undertaking empty property canvass</li> <li>Recharges to self-financing services; Taxi Forum and Council Housing Advisory Board</li> <li>Remove vending machines in the Civic Centre</li> <li>Smooth Elections budget to reflect variable cost over 4 years</li> </ul>	2,800 3,750 2,600 48,750
Revenues, Benefits and Customer Access	<ul style="list-style-type: none"> <li>1 x post has already accepted Voluntary redundancy – post soon to be vacant</li> </ul>	13,300
Corporate Property	<ul style="list-style-type: none"> <li>Estates additional fees; EBC and ECQT</li> </ul>	8,000
	<ul style="list-style-type: none"> <li>New rental income stream from acquisition of 83 Fore Street</li> </ul>	45,500
Exchequer and Accountancy	<ul style="list-style-type: none"> <li>Minor budget reductions (stationery, public transport, seminar costs)</li> </ul>	2,250
	<ul style="list-style-type: none"> <li>Financial support service costs to be met from Guildhall Shopping Centre surplus that would otherwise be for capital purposes</li> </ul>	27,550
	<ul style="list-style-type: none"> <li>Reinstate 0.60 FTE Finance Technician (deleted in 2022/23 budget cycle)</li> </ul>	(19,596)
Housing Needs and Homelessness	<ul style="list-style-type: none"> <li>Reduction in Housing Options budgets, including Sanctuary scheme and storage and removals</li> <li>Sanctuary scheme unused since police withdrew specific DV officer post (£3k) and reduce storage &amp; removals to better match eligible need (£2.5k)</li> </ul>	5,500

**ONE EXETER – COST REDUCTION PROPOSALS**

Service	LOW IMPACT	£
Housing Needs and Homelessness	<ul style="list-style-type: none"> <li>Reduction in Temporary Accommodation budgets, various budget headings relating to Glencoe, Haven, Queens Rd – better match patterns of spend</li> </ul>	23,500
City Development	<ul style="list-style-type: none"> <li>Delete vacant post</li> <li>Delete part-time post</li> <li>Create Enforcement Officer post</li> <li>Utilise Planning uplift income, through reduction in budget for miscellaneous expenditure to meet cost of Enforcement Officer post</li> </ul>	35,466
	<ul style="list-style-type: none"> <li>Reduction on other expenses budget</li> <li>Increase Service Lead salary allocation to Land Charges from 10% to 25%</li> <li>Minor budget reductions (public transport, equipment &amp; mobile phones)</li> <li>Cancel subscriptions</li> <li>Reduce underused stationery budget</li> </ul>	41,909
Legal	<ul style="list-style-type: none"> <li>Remove 2 x vacant posts</li> <li>Change in Property Lawyer role (increase hours)</li> <li>Change in Litigation Lawyer role (increase hours)</li> </ul>	18,000
	<ul style="list-style-type: none"> <li>Minor budget reductions (car mileage, mobile phones and Hays DX)</li> </ul>	3,094
Environmental Health and Community Safety	<ul style="list-style-type: none"> <li>Noise recharge to HRA for assistance with cases/contribution to equipment maintenance</li> </ul>	2,500
	<ul style="list-style-type: none"> <li>Deletion of vacant post</li> </ul>	26,692
	<ul style="list-style-type: none"> <li>Re designation of Technician role</li> </ul>	7,009
	<ul style="list-style-type: none"> <li>Salary realignment following changes in duties of staff to licence related income work</li> </ul>	20,000
		<b>495,075</b>

**ONE EXETER – COST REDUCTION PROPOSALS**

Service	CAPITALISE	£
Public and Green Spaces	<ul style="list-style-type: none"> <li>Engineering pay capitalisation (20%)</li> </ul>	36,750
Corporate Property	<ul style="list-style-type: none"> <li>Assets restructure</li> </ul>	65,500
		<b>102,250</b>
Service	SERVICE CHANGES	£
Public and Green Spaces	<ul style="list-style-type: none"> <li>Play area sub-contractor budget reductions, removal of 35% of sub-contractor budget will result in play offering minimal remedial maintenance only. Site development and equipment replacement costs will be capital or S106 dependent</li> </ul>	34,000
	<ul style="list-style-type: none"> <li>Reduce grass maintenance provision, reduction of 2 vacant posts</li> </ul>	48,900
	<ul style="list-style-type: none"> <li>Street Cleansing redesign</li> </ul>	101,855
		<b>184,755</b>
Service	ADDITIONAL LOW IMPACT	£
Revenues, Benefits and Customer Access	<ul style="list-style-type: none"> <li>Move HB Overpayment Collection back to Benefits. Restructure; Delete 3 vacant posts, regrade 1 post and create 2 x technical posts</li> </ul>	27,314
Corporate Property	<ul style="list-style-type: none"> <li>Estates admin support; remove Administration Support budget (hours reduced but budget still available)</li> </ul>	11,550
		<b>38,864</b>

**ONE EXETER – COST REDUCTION PROPOSALS**

Service	RELIANCE ON INCOME	£
Housing Needs and Homelessness	<ul style="list-style-type: none"> <li>0.30 FTE Housing Casework officer vacancy to be funded by Homeless Prevention Grant (50% of 0.60 FTE)</li> </ul>	12,849
Markets & Halls and Visitor Facilities	<ul style="list-style-type: none"> <li>Additional income at Matford Centre</li> </ul>	8,500
Legal	<ul style="list-style-type: none"> <li>Reduce agency from £66k to £61k budget used to perform work for recharging to third parties (ECL), whilst maintaining income at £87k</li> </ul>	5,000
Environmental Health and Community Safety	<ul style="list-style-type: none"> <li>Energy Company Obligation (ECO) income from declarations</li> </ul>	15,000
Net Zero and Business	<ul style="list-style-type: none"> <li>Reduce discount for standard price season ticket</li> </ul>	137,343
	<ul style="list-style-type: none"> <li>Cease discounted season parking business permit</li> </ul>	71,268
	<ul style="list-style-type: none"> <li>Review the use of events being held in car parks, currently provided FOC and no policy</li> </ul>	5,000
	<ul style="list-style-type: none"> <li>Charge for the electricity used by EV in public car parks at 44p pkwh</li> </ul>	28,181
		<b>283,141</b>

ONE EXETER – COST REDUCTION PROPOSALSTABLE 3: OTHER PROPOSALS

Service		£
MANAGEMENT TEAM REDUCTIONS	<ul style="list-style-type: none"> <li>Initial reductions in the top levels of management within the Council</li> </ul>	269,000
	<ul style="list-style-type: none"> <li>Maintain a budget for support with elections</li> </ul>	(20,000)
RAMM	<ul style="list-style-type: none"> <li>Removal of one Design Assistant post (Vacant)</li> </ul>	17,000
ACTIVE & HEALTHY STAFF COSTS	<ul style="list-style-type: none"> <li>Sport England to fund Programme Lead post (3 years)</li> </ul>	82,600
CORPORATE PROPERTY	<ul style="list-style-type: none"> <li>Additional Guildhall income added to cover additional borrowing costs</li> </ul>	296,000
STRATA DATA CENTRE COSTS	<ul style="list-style-type: none"> <li>Charge East Devon &amp; Teignbridge for a proportionate share of the energy costs</li> </ul>	56,688
CAR PARK INCOME	<ul style="list-style-type: none"> <li>Rezoning Car Parks, Evening and night time parking charge</li> </ul>	872,030
	<ul style="list-style-type: none"> <li>Potential budget to improve car parks</li> </ul>	(72,030)
NON STATUTORY FEES & CHARGES	<ul style="list-style-type: none"> <li>10% increase in line with inflation (except Cemeteries - increase 5%)</li> </ul>	372,000
SUPPORT SERVICES	<ul style="list-style-type: none"> <li>Re-allocation of costs to self-financing Services</li> </ul>	80,000
		<b>1,953,288</b>

	2022/23 Budget	2023/24 Budget	Change
	£	£	£
Chief Executive & Growth Director	3,116,820	3,168,000	51,180
City Development	954,300	967,430	13,130
Housing & Supporting People	3,874,140	4,413,300	539,160
Communications, Culture & Leisure Facilities	7,550,910	6,521,180	(1,029,730)
Net Zero Exeter and City Management	3,764,620	3,735,100	(29,520)
Finance	(1,326,740)	(2,541,900)	(1,215,160)
Corporate Services	2,424,540	2,843,220	418,680
less Notional capital charges	(4,903,640)	(4,779,910)	123,730
<b>Service Committee Net Expenditure</b>	<b>15,454,950</b>	<b>14,326,420</b>	<b>(1,128,530)</b>
Net Interest	1,083,000	1,320,000	237,000
Revenue Contribution to Capital	0	0	0
Minimum Revenue Provision	958,240	1,694,670	736,430
<b>General Fund Expenditure</b>	<b>17,496,190</b>	<b>17,341,090</b>	<b>(155,100)</b>
Transfer To/(From) Working Balance	25,550	(386,640)	(412,190)
Transfer To/(From) Earmarked Reserves	(234,290)	424,000	658,290
<b>General Fund Net Expenditure</b>	<b>17,287,450</b>	<b>17,378,450</b>	<b>91,000</b>
Formula Grant	(4,985,380)	(5,856,570)	(871,190)
CIL income	(1,250,160)	(793,040)	457,120
Business Rates Growth	(3,274,000)	(3,272,000)	2,000
New Homes Bonus	(1,362,350)	(671,850)	690,500
Council Tax	(6,415,560)	(6,784,990)	(369,430)
	0	0	0

**Working Balance**March 2023  
5,134,000March 2024  
4,747,360

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	BASE ESTIMATE 2022/2023	INFLATION	NEW PROPOSALS RECURRING	NEW PROPOSALS NON-RECURRING	BUDGET TRANSFERS	DEPRECIATION ADJUSTMENTS	OTHER ADJUSTMENTS	NEW ESTIMATE 2023/24
<b>Chief Executive &amp; Growth Director</b>								
81C3 AFFORDABLE HOUSING DEVELOPMENT	0	4,330	0	0	0	0	(4,330)	0
86A6 CENTRAL SUPPORT	324,590	11,320	(10,250)	0	0	0	16,730	342,390
86B6 IT SERVICES	1,883,650	(1,150)	200,000	0	0	2,810	(28,820)	2,056,490
86B7 STRATEGIC MANAGEMENT	908,580	38,760	(155,820)	0	(52,440)	0	30,040	769,120
<b>Net Cost</b>	<b>3,116,820</b>	<b>53,260</b>	<b>33,930</b>	<b>0</b>	<b>(52,440)</b>	<b>2,810</b>	<b>13,620</b>	<b>3,168,000</b>
<b>Housing &amp; Supporting People</b>								
81C2 HOUSING NEEDS & HOMELESSNESS	1,280,770	121,180	(41,850)	0	33,780	4,740	49,390	1,448,010
81C5 SUNDRY LANDS MAINTENANCE	95,460	0	0	0	0	0	0	95,460
81E1 GF HOUSING - PROPERTY	144,070	19,090	0	0	0	0	10,280	173,440
86A1 REVENUES, BENEFITS&CUST ACCESS	2,310,820	128,690	19,390	0	(33,780)	0	228,250	2,653,370
T414 ORGANISATIONAL CHANGE PROGRAMM	43,020	0	0	0	0	0	0	43,020
<b>Net Cost</b>	<b>3,874,140</b>	<b>268,960</b>	<b>(22,460)</b>	<b>0</b>	<b>0</b>	<b>4,740</b>	<b>287,920</b>	<b>4,413,300</b>
<b>Communications, Culture and Leisure Facilities</b>								
83A5 CULTURE	365,700	2,150	(100,000)	0	0	0	2,360	270,210
83A6 TOURISM	190,810	4,600	(92,900)	0	(83,220)	0	190	19,480
83B9 MARKETS & HALLS	(398,660)	35,170	(44,160)	0	0	(8,120)	37,590	(378,180)
83C2 MUSEUM SERVICE	2,224,640	497,870	(13,480)	0	0	(12,720)	68,530	2,764,840
83C3 LEISURE & SPORT	3,494,920	647,090	223,000	(750,000)	171,990	(553,410)	(221,490)	3,012,100
83C7 ACTIVE & HEALTHY PEOPLE	845,520	54,270	(82,600)	0	(38,640)	0	(272,980)	505,570
83C9 VISITOR FACILITIES	68,290	13,730	0	0	0	0	(4,770)	77,250
86A8 COMMUNICATIONS	555,690	18,140	(276,770)	0	(80,730)	0	18,580	234,910
86B9 EXETER COMMUNITY GRANTS PROGRA	204,000	0	0	0	38,640	0	(227,640)	15,000
<b>Net Cost</b>	<b>7,550,910</b>	<b>1,273,020</b>	<b>(386,910)</b>	<b>(750,000)</b>	<b>8,040</b>	<b>(574,250)</b>	<b>(599,630)</b>	<b>6,521,180</b>

	BASE ESTIMATE 2022/2023	INFLATION	NEW PROPOSALS RECURRING	NEW PROPOSALS NON-RECURRING	BUDGET TRANSFERS	DEPRECIATION ADJUSTMENTS	OTHER ADJUSTMENTS	NEW ESTIMATE 2023/24
<b>Net Zero Exeter and City Management</b>								
81A1 ENVIRONMENTAL PROTECTION	543,480	22,960	(63,200)	(10,000)	0	7,940	77,470	578,650
81A3 LICENCING, FOOD, HEALTH & SAFETY	307,660	18,010	12,000	0	0	0	38,330	376,000
81A4 PUBLIC SAFETY	213,130	130	64,150	0	0	2,610	33,690	313,710
81A6 PARKS & GREEN SPACES	2,034,420	65,930	(171,110)	0	(81,050)	(56,150)	153,810	1,945,850
81B2 BEREAVEMENT SERVICES	70,650	5,690	0	0	59,200	(21,850)	(3,710)	109,980
81B&C BUSINESS & COMMERCIAL OPS	0	0	0	0	0	0	0	0
81D2 DOMESTIC REFUSE COLLECTION	2,680,410	96,340	(110,490)	0	0	429,650	206,450	3,302,360
81D4 STREET CLEANING	1,713,130	51,770	(101,850)	0	0	(62,260)	135,440	1,736,230
81D5 PUBLIC CONVENIENCES	222,240	14,760	0	0	0	(15,460)	10,880	232,420
81D6 WASTE CHARGEABLE SERVICES	(644,220)	(162,250)	0	0	0	(40,230)	46,540	(800,160)
81D7 WASTE & FLEET OVERHEADS	141,170	19,100	0	0	0	(2,750)	10,720	168,240
81D8 RECYCLING	915,770	101,270	0	0	0	(200,600)	118,290	934,730
83A3 PARKING SERVICES	(6,017,160)	198,990	(1,072,260)	(32,500)	21,850	38,490	48,890	(6,813,700)
83A4 NET ZERO AND BUSINESS	566,940	15,160	(142,840)	0	0	132,290	24,060	595,610
83B4 ENGINEERING SERVICES	636,130	59,390	(36,750)	0	0	3,990	24,230	686,990
83C1 WATERWAYS	380,870	(2,500)	(22,840)	0	0	(10,580)	23,240	368,190
<b>Net Cost</b>	<b>3,764,620</b>	<b>504,750</b>	<b>(1,645,190)</b>	<b>(42,500)</b>	<b>0</b>	<b>205,090</b>	<b>948,330</b>	<b>3,735,100</b>
<b>Finance</b>								
83A1 CORPORATE PROPERTY - ESTATES	(4,559,800)	34,420	(1,442,540)	0	(8,040)	42,840	71,500	(5,861,620)
83B8 MAJOR PROJECTS	0	0	0	0	0	0	0	0
83C5 CORPORATE PROPERTY - ASSETS	837,220	17,240	134,500	0	0	(1,780)	11,440	998,620
86A3 CORPORATE	143,230	(1,650)	80,000	0	0	0	(20,460)	201,120
86A7 UNAPPORTIONABLE OVERHEADS	1,586,310	10,440	0	0	0	0	(288,340)	1,308,410
86B1 FINANCIAL SERVICES	470,610	20,740	17,350	0	0	0	59,580	568,280
86B2 INTERNAL AUDIT	100,340	4,420	0	0	0	0	2,360	107,120
86B8 PROCUREMENT	95,350	7,650	32,860	0	0	0	310	136,170
<b>Net Cost</b>	<b>(1,326,740)</b>	<b>93,260</b>	<b>(1,177,830)</b>	<b>0</b>	<b>(8,040)</b>	<b>41,060</b>	<b>(163,610)</b>	<b>(2,541,900)</b>

	BASE ESTIMATE 2022/2023	INFLATION	NEW PROPOSALS RECURRING	NEW PROPOSALS NON-RECURRING	BUDGET TRANSFERS	DEPRECIATION ADJUSTMENTS	OTHER ADJUSTMENTS	NEW ESTIMATE 2023/24
<b>Corporate Services</b>								
86A2 ELECTIONS & ELECTORAL REG	405,000	10,540	(52,600)	0	0	0	13,360	376,300
86A4 CIVIC CEREMONIALS	274,780	34,360	(41,430)	0	52,440	6,420	15,650	342,220
86A5 DEMOCRATIC REPRESENTATION	665,910	14,650	(20,490)	0	0	0	(11,570)	648,500
86B3 HUMAN RESOURCES	644,060	17,530	0	0	0	0	16,140	677,730
86B4 LEGAL SERVICES	167,320	5,360	28,390	0	0	0	26,310	227,380
86B5 CORPORATE SUPPORT	267,470	215,660	(80,130)	0	0	191,020	(22,930)	571,090
<b>Net Cost</b>	<b>2,424,540</b>	<b>298,100</b>	<b>(166,260)</b>	<b>0</b>	<b>52,440</b>	<b>197,440</b>	<b>36,960</b>	<b>2,843,220</b>
<b>City Development</b>								
83A9 BUILDING CONTROL & LAND CHARGES	51,780	(28,800)	0	0	0	0	33,080	56,060
83B5 PLANNING SERVICES	902,520	(14,000)	(77,370)	(60,000)	0	(620)	160,840	911,370
<b>Net Cost</b>	<b>954,300</b>	<b>(42,800)</b>	<b>(77,370)</b>	<b>(60,000)</b>	<b>0</b>	<b>(620)</b>	<b>193,920</b>	<b>967,430</b>
<b>TOTAL</b>	<b>20,358,590</b>	<b>2,448,550</b>	<b>(3,442,090)</b>	<b>(852,500)</b>	<b>0</b>	<b>(123,730)</b>	<b>717,510</b>	<b>19,106,330</b>

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**EXETER CITY COUNCIL  
2023/24 COUNCIL TAX - SUMMARY**

	<b>2022/23</b>		<b>2023/24</b>	
Council Tax Base	37,666		38,247	
	Total Expenditure £	Band D Council Tax £	Total Expenditure £	Band D Council Tax £
General Fund Budget	6,415,560	170.33	6,784,990	177.40
Collection Fund (Council Tax) Surplus	(10,442)	(0.28)	(86,793)	(2.27)
<b>TOTAL</b>	<b>6,405,118</b>	<b>170.05</b>	<b>6,698,197</b>	<b>175.13</b>

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## 2023/24 HRA ESTIMATES

	2022/23 BUDGET £	2023/24 BUDGET £	CHANGE £
Management	6,131,560	7,364,195	1,232,635
Sundry Land Maintenance	744,630	762,980	18,350
Repair & Maintenance Programme	7,387,350	7,530,770	143,420
<b>HRA SERVICE PROVISION EXPENDITURE</b>	<b>14,263,540</b>	<b>15,657,945</b>	<b>1,394,405</b>
Revenue Contribution to Capital	2,000,000	4,000,000	2,000,000
Capital Charges	3,830,620	4,073,090	242,470
Net Interest	2,282,400	1,874,260	(408,140)
<b>HRA EXPENDITURE</b>	<b>22,376,560</b>	<b>25,605,295</b>	<b>3,228,735</b>
Dwelling Rents	(19,400,000)	(20,563,000)	(1,163,000)
Service Charges	(1,187,000)	(1,482,245)	(295,245)
Other	(635,430)	(1,018,320)	(382,890)
<b>HRA NET EXPENDITURE</b>	<b>1,154,130</b>	<b>2,541,730</b>	<b>1,387,600</b>
Transfer to / (from) HRA Working Balance	(1,154,130)	(2,541,730)	(1,387,600)
<b>TOTAL NET HRA BUDGET</b>	<b>0</b>	<b>0</b>	<b>0</b>

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MEDIUM TERM REVENUE PLAN - HOUSING REVENUE ACCOUNT (2022/23 - 2026/27)

	2022/23 £'000	2023/24 £'000	2024/25 £'000	2025/26 £'000
<b>Resources</b>				
Rents	19,400	19,400	20,563	21,221
Service Charges	1,187	1,187	1,250	1,265
Other	1,027	1,028	1,350	1,429
Inflation on income	-	1,549	751	713
<b>Likely resources</b>	<b>21,614</b>	<b>23,164</b>	<b>23,915</b>	<b>24,628</b>
<b>Expenditure</b>				
HRA expenditure base budget	15,174	15,466	15,753	15,354
Inflation on expenditure	-	318	126	128
Repairs & Maintenance Programme	-	(50)	(134)	119
Reduction in Ash Die Back budget	-	-	(153)	-
Service Review savings	-	-	(257)	-
Depreciation	4,073	4,073	3,998	3,948
Revenue Contribution to Capital Outlay	5,000	4,000	2,500	3,350
Net interest	1,964	1,898	1,898	1,898
	26,211	25,705	23,731	24,797
<b>Other Funding</b>				
Contribution to / (from) HRA Working Balance	(4,597)	(2,541)	183	(169)
<b>Total Net budget</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>

Opening HRA Working Balance	11,146	6,549	4,008	4,191
Closing HRA Working Balance	6,549	4,008	4,191	4,022

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## GENERAL FUND AVAILABLE RESOURCES

GENERAL FUND	2022/23 £	2023/24 £	2024/25 £	2025/26 £	Future years £	TOTAL £
<b>CAPITAL RESOURCES AVAILABLE</b>						
Capital Receipts Brought Forward	3,020,582					3,020,582
GF Capital Receipts	2,919,160	0	0	0		2,919,160
Revenue Contributions to Capital Outlay	0	0	0	0		0
Disabled Facility Grant	1,607,459	800,000	800,000	800,000	800,000	4,007,459
New Homes Bonus	0	0	0	0		0
Community Infrastructure Levy	72,976	350,000	225,000	200,000		847,976
Other - Grants/External Funding/Reserves/S106	4,400,739	7,568,340	160,000	0		12,129,079
<b>Total Resources Available</b>	<b>12,020,916</b>	<b>8,718,340</b>	<b>1,185,000</b>	<b>1,000,000</b>	<b>800,000</b>	<b>22,924,256</b>
<b>GENERAL FUND CAPITAL PROGRAMME</b>						
Capital Programme	95,550,050	37,481,618	3,100,000	2,287,310	1,153,910	138,418,978
Overspends/(Savings)	(4,614,744)					(4,614,744)
Slippage	(11,883,338)					(11,883,338)
<b>Total General Fund</b>	<b>79,051,968</b>	<b>37,481,618</b>	<b>3,100,000</b>	<b>2,287,310</b>	<b>1,153,910</b>	<b>121,920,896</b>
<b>BORROWING REQUIREMENT:</b>						
Spend in Year	79,051,968	37,481,618	3,100,000	2,287,310	1,153,910	121,920,896
Less Other Resources applied in Year	(6,081,174)	(8,718,340)	(1,185,000)	(1,000,000)	(800,000)	(16,984,514)
Less Capital Receipts applied	(3,181,860)	(1,005,570)	(203,910)	(203,910)	(203,910)	(4,799,160)
<b>Borrowing Requirement</b>	<b>69,788,934</b>	<b>27,757,708</b>	<b>1,711,090</b>	<b>1,083,400</b>	<b>150,000</b>	<b>100,341,132</b>
<b>UNCOMMITTED CAPITAL RESOURCES:</b>						
Capital Receipts Brought Forward	3,020,582					5,939,742
Capital Receipts Received in Year	2,919,160					
Less Capital Receipts applied in year	(3,181,860)	(1,005,570)	(203,910)	(203,910)	(203,910)	(4,799,160)
<b>Capital Receipts available</b>	<b>2,757,882</b>	<b>1,752,312</b>	<b>1,548,402</b>	<b>1,344,492</b>	<b>1,140,582</b>	<b>1,140,582</b>

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## HRA AVAILABLE RESOURCES

HOUSING REVENUE ACCOUNT	2022-23 £	2023-24 £	2024-25 £	2025-26 £	2026-27 £	TOTAL £
<b>CAPITAL RESOURCES AVAILABLE</b>						
Usable Receipts Brought Forward						9,917,820
Major Repairs Reserve Brought Forward						18,066,602
Other HRA Sales	175,000	150,000	150,000	200,000	150,000	825,000
RTB sales	2,968,000	875,000	875,000	875,000	875,000	6,468,000
Surrender back to DLUHC - pending investment in replacement affordable housing				(3,848,368)		(3,848,368)
Major Repairs Reserve	4,073,090	4,073,090	3,998,090	3,948,090	3,948,090	20,040,450
Revenue Contributions to Capital	5,000,000	4,000,000	2,500,000	3,350,000	3,550,000	18,400,000
External contributions						0
Commuted sums	112,402					112,402
Borrowing	2,400,000	750,000	750,000			3,900,000
<b>Total Resources available</b>	<b>14,728,492</b>	<b>9,848,090</b>	<b>8,273,090</b>	<b>4,524,722</b>	<b>8,523,090</b>	<b>73,881,906</b>
<b>CAPITAL PROGRAMME</b>						
HRA Capital Programme	18,341,020	19,320,865	13,412,017	11,155,711	11,517,358	73,746,971
<b>Total Housing Revenue Account</b>	<b>18,341,020</b>	<b>19,320,865</b>	<b>13,412,017</b>	<b>11,155,711</b>	<b>11,517,358</b>	<b>73,746,971</b>
<b>UNCOMMITTED CAPITAL RESOURCES:</b>						
Usable Receipts Brought Forward	9,917,820	9,044,974	7,394,385	5,619,385	846,017	9,917,820
Major Repairs Reserve Brought Forward	18,066,602	15,326,920	7,504,734	4,140,807	2,283,186	18,066,602
Resources in Year	14,728,492	9,848,090	8,273,090	4,524,722	8,523,090	45,897,484
Less Estimated Spend	(18,341,020)	(19,320,865)	(13,412,017)	(11,155,711)	(11,517,358)	(73,746,971)
<b>Uncommitted Capital Resources</b>	<b>24,371,894</b>	<b>14,899,119</b>	<b>9,760,192</b>	<b>3,129,203</b>	<b>134,935</b>	<b>134,935</b>
<b>WORKING BALANCE RESOURCES:</b>						
Balance Brought Forward	11,145,944	6,549,316	4,007,586	4,190,901	4,022,097	11,145,944
HRA Balance Transfer - to/(from) Working Balance	(4,623,656)	(2,541,730)	183,315	(168,804)	18,311	(7,132,564)
Cumulative forecast under/(over)spend 2022-23	27,028					27,028
Balance Carried Forward	6,549,316	4,007,586	4,190,901	4,022,097	4,040,408	4,040,408
Balance Resolved to be Retained	(4,000,000)	(4,000,000)	(4,000,000)	(4,000,000)	(4,000,000)	(4,000,000)
<b>Uncommitted HRA Working Balance (after balance resolved to be retained of £4m)</b>	<b>2,549,316</b>	<b>7,586</b>	<b>190,901</b>	<b>22,097</b>	<b>40,408</b>	<b>40,408</b>
<b>TOTAL AVAILABLE CAPITAL RESOURCES (after balance resolved to be retained of £4m)</b>	<b>26,921,210</b>	<b>14,906,705</b>	<b>9,951,093</b>	<b>3,151,300</b>	<b>175,343</b>	<b>175,343</b>

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GENERAL FUND - CAPITAL PROGRAMME 2023/24 AND FUTURE YEARS							
SCHEMES	NEW BID	2023/24	2024/25	2025/26	Future Years	Financed by	What the scheme is trying to achieve
		£	£	£	£		
<b>Chief Executive &amp; Growth Director</b>							
Annual Contribution to Strata		53,910	53,910	53,910	53,910	All Capital Receipts	
Financial Management		344,800					
NCSC Zero Trust		53,910					
PSTN Replacement		30,000					
Microsoft Purview		9,000					
Microsoft Power Apps		35,930					
Software Upgrade		28,750					
Sharegate		5,750					
Datacentre Relocation		35,940					
IT Replacement Programme		50,000	50,000	50,000	50,000		
<b>TOTAL</b>		<b>647,990</b>	<b>103,910</b>	<b>103,910</b>	<b>103,910</b>		
<b>Net Zero Exeter and City Management</b>							
Parks Infrastructure		149,190				Borrowing	To ensure public safety in parks and open spaces. Works include resurfacing parking areas and repairs to steps, railings and gates.
Cemeteries & Churchyards infrastructure improvements		134,790				Borrowing	
Ash Die Back Tree Replacement		237,630				Borrowing	Tree Removal & Replacement
Northbrook Wild Arboretum		245,604					
Play Areas		350,000	225,000	200,000		CIL / S106	Supply & Installation of new play equipment at multiple play areas across the city to replace old, end of life equipment. Cost includes 2 potential full redesigns where all equipment is old and the site could provide better play value and more accessible play in areas of multiple indices of deprivation (Lakeside Avenue & Chestnut Avenue)
Outdoor Leisure Facilities - Newcourt		121,270				CIL / S106	To provide facilities at Newcourt

SCHEMES	NEW BID	2023/24	2024/25	2025/26	Future Years	Financed by	What the scheme is trying to achieve
		£	£	£	£		
Bowing Green Marshes Coastal Defence Scheme		260,000	160,000			Grant	To repair the coastal defences to retain the level of protection to the freshwater marshes. The scheme is entirely funded by the Environment Agency.
Cricklepit Bridge		153,750				£75k Grant / £78.75k Borrowing	Full Repair (specification dependent upon PI Report findings) & redecoration. Last full paint coat was 15 years ago and is due for renewal
Trews Weir refurb		3,500,000				£1m Grants / £2.5m Borrowing	Stabilise and refurbish damaged weir
District Street Lighting		500,000	168,750			Borrowing	Complete stock replacement of aging lighting columns to drop-down type and to LED lamps over 5 year programme.
Piazza Terracina			157,500			Borrowing	Repaving and landscaping Terracina, with new service points to improve suitability for events. Could include spaces for street food and pop-up stalls similar to Guildhall. Potential income from stalls and events which would help to offset some of the costs
Exeter Quay Cellars cliff face		487,050				Borrowing	Undertake full geotechnical investigations to determine the continuity of materials along cliff & determine the seasonal variation of the water table, plus monitoring further movement. Likely that each archway may need to be provided with rock anchors and water proof lining.
ECC Bridge repair programme		750,000				Borrowing	Due to number of required repairs identified in Principal Inspections, create new project for all bridge repairs
Farm Hill Retaining Walls (23 no.)		552,900	281,250			Borrowing	Stabilising works and other remedial actions (specification dependent upon PI Report findings)
Riverside Walls at Quay		50,000				Borrowing	Underpinning or sheet piling existing Quay walls. Potential opportunity to deliver alongside Trews Weir
Bonhay Rd/Andlaw House Footpath		150,000				Borrowing	Remedial works to replace existing gabion baskets or shore up existing gabion baskets - plus resurfacing of path with tarmac
St James' Weir & Ducks Marsh Meadow banks		50,000				Borrowing	Following the collapse of St James Weir, works are required to protect Council owned public open space from erosion and further loss. This cost is a likely maximum as other contributions will be sought.
Landfill Gas Extraction Systems @ Clifton Hill & Mincinglake Valley Park (Public Realm & Environmental Health)		250,000				Borrowing	Significant upgrade or replacement of all three extraction systems.
Mincinglake Valley Park Reed Beds & Pipe Inlet		157,600				Borrowing	Re-lining of the lagoon to minimise leaks, coupled with design and construction of new debris screens to minimise blockage risks.
Exeter Ship Canal - Bottleneck & Bird Hide		50,000				Borrowing	Top-up and reinforce approximately 200m length of canal bank and reinforce.
Exeter Ship Canal - Green Tip to Salmonpool		0				Borrowing	To re-surface the path.
Bromhams Farm Playing Fields		250,000				Grant	
Longbrook Street wall behind 30-38		5,000				Borrowing	Localised repairs and strengthening of masonry wall
Countess Wear retaining wall rebuild	#	150,000				Borrowing	
Oxford Road car park retaining wall	#	200,000				£100k grant / £100k Borrowing	
Canal basin bridge refurbishment	#	50,000				Borrowing	
Improvements to car Park Security - Arena and KW Street		19,670				Borrowing	

SCHEMES	NEW BID	2023/24	2024/25	2025/26	Future Years	Financed by	What the scheme is trying to achieve
		£	£	£	£		
Improved Recycling Containers		257,580				Capital Receipts	
Enhance the MRF		4,081,600				Borrowing	
Fleet Replacement Programme						Capital Receipts	To be determined
Disabled Facility Grants		800,000	800,000	800,000	800,000	Grant	To meet the legal duty to pay grants to enable disabled people to remain in their homes.
Capitalised Staff Costs - Engineering / Property		281,700	150,000	150,000	150,000	Borrowing	To provide for the cost of certain Council employees, which will be directly involved in the construction or acquisition of assets and qualify as capital expenditure, including engineers and surveyors.
<b>TOTAL</b>		<b>14,245,334</b>	<b>1,942,500</b>	<b>1,150,000</b>	<b>950,000</b>		
<b>Communications, Culture and Leisure Facilities</b>							
Leisure Property enhancements		2,126,804				Borrowing	To provide improvements per condition survey
Leisure Equipment replacement Programme		100,000	100,000	100,000	100,000	Capital Receipts	To ensure there is a pot available to replace equipment that is damaged or at the end of its useful life
<b>TOTAL</b>		<b>2,226,804</b>	<b>100,000</b>	<b>100,000</b>	<b>100,000</b>		
<b>Finance</b>							
Loan to Exeter City Living		10,641,560				Borrowing	To provide a loan to Exeter City Living
Fire Assessment Works		953,190				Borrowing	
Guildhall MSCP				883,400		Borrowing	
John Lewis MSCP			424,400			Borrowing	
Princesshay 2 MSCP			424,400			Borrowing	
Leighton Terrace & KW St MSCP		618,000				Borrowing	
Civic Centre Phase 3 Roof Rep		180,000				Borrowing	
City Wall		459,480				Borrowing	

SCHEMES	NEW BID	2023/24	2024/25	2025/26	Future Years	Financed by	What the scheme is trying to achieve
		£	£	£	£		
Backlog Maintenance		508,810	64,790			Borrowing	Condition survey highest priorities
RAMM - roof replacement		669,500				Borrowing	
Exmouth Buoy Store		119,010				Borrowing	
Commercial Property Ancillary Accommodation flat roof recovering		142,600				Borrowing	
Wat Tyler House - resolving ongoing water ingress with new rainwater system		277,270				Borrowing	
BLRF - Bonhay Meadows		957,430				Grant	
BLRF - Exeter Canal Basin		578,550				Grant	
BLRF - Mary Arches Car Park		1,256,840				Grant	
BLRF - Belle Isle		651,800				Grant	
BLRF - Cath & Quay Car Park		2,317,450				Grant	
Commercial Properties - capital improvements to enable ongoing income (compliance with EPC legislation)		30,000	40,000	50,000		Borrowing	
<b>TOTAL</b>		<b>20,361,490</b>	<b>953,590</b>	<b>933,400</b>	<b>0</b>		
<b>GENERAL FUND SERVICES TOTAL</b>		<b>37,481,618</b>	<b>3,100,000</b>	<b>2,287,310</b>	<b>1,153,910</b>		

DESCRIPTION	2023-24	2024-25	2025-26	2026-27	Total
	£	£	£	£	£
<b>INVESTMENT IN EXISTING STOCK</b>					
1 Adaptations	560,000	560,000	560,000	560,000	2,240,000
2 Balcony Walkway Improvements	356,232	356,232	108,000	108,000	928,464
3 Bathroom Replacements (inc. Communal)	900,000	900,000	900,000	900,000	3,600,000
4 Boiler Replacement Programme & Central Heating	742,500	694,400	639,400	564,900	2,641,200
5 Common Area Footpath & Wall Improvements	220,000	192,000	190,000	770,000	1,372,000
6 Communal Area Improvements - New Flooring	50,000	50,000	50,000	50,000	200,000
7 Communal Door and Screen Replacements	100,000	100,000	100,000	100,000	400,000
8 Door Replacements (inc. Outbuildings)	416,000	416,000	416,000	416,000	1,664,000
9 Electrical Central Heating	10,000	10,000	10,000	10,000	40,000
10 Electrical Rewires - Communal	140,540	143,100	78,000	0	361,640
11 Electrical Rewires - Domestic	514,099	476,864	809,031	1,048,518	2,848,512
12 Energy retrofit	1,646,478	1,646,478	1,646,478	1,646,478	6,585,912
13 Estate Improvements	50,000	0	0	0	50,000
14 Fire Risk Assessment Works - Compliance	786,997	802,706	827,000	852,000	3,268,703
15 Fire Risk Assessment Works - Planned	333,340	333,340	333,340	0	1,000,020
16 Fire Safety Storage Facilities	109,462	109,462	109,462	109,462	437,848
17 Kitchen Replacements (inc. Communal)	1,047,000	1,047,000	1,047,000	1,047,000	4,188,000
LAINGS Refurbishments	0	0	0	0	0
18 Lift Upgrades	80,000	80,000	88,000	91,000	339,000
19 Reroofing - Flats	550,000	122,000	321,000	321,000	1,314,000
20 Reroofing - Houses (outbuildings, chimney, gutters, downpipes, fascia)	1,139,535	1,139,535	1,005,000	1,005,000	4,289,070
21 Porch Canopies	53,794	64,000	64,000	64,000	245,794
22 Rennes House Structural Works	250,000	250,000	250,000	250,000	1,000,000
23 Soil Vent Pipe Replacement	24,000	24,000	24,000	24,000	96,000
24 Structural Repairs	578,925	578,925	405,000	405,000	1,967,850
25 Window Replacements	1,100,000	1,100,000	1,100,000	1,100,000	4,400,000
26 Housing Management system	0	0	0	0	0
Zebcat Project	0	0	0	0	0
Plastering	75,000	75,000	75,000	75,000	300,000
<b>Sub total - Investment in Existing Stock</b>	<b>11,833,902</b>	<b>11,271,042</b>	<b>11,155,711</b>	<b>11,517,358</b>	<b>45,778,013</b>
<b>PROVISION OF NEW COUNCIL HOMES</b>					
Social Housing Acquisitions - Section 106	0	0	0	0	0
27 Social Housing Acquisitions - Open Market	0	0	0	0	0
St Loyes Extracare Scheme	0	0	0	0	0
Council House Building Programme - Bovemoors Lane	0	0	0	0	0
28 Council House Building Programme - Hamlin Gardens	2,986,964	0	0	0	2,986,964
29 Council House Building Programme - Vaughan Road	4,500,000	2,140,975	0	0	6,640,975
DP budget	0	0	0	0	0
Council Own Build (Phase 3)	0	0	0	0	0
<b>Sub total - Investment in the Provision of New Homes</b>	<b>7,486,964</b>	<b>2,140,975</b>	<b>0</b>	<b>0</b>	<b>9,627,939</b>
<b>Total HRA Capital Programme</b>	<b>19,320,866</b>	<b>13,412,017</b>	<b>11,155,711</b>	<b>11,517,358</b>	<b>55,405,952</b>

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## REPORT TO EXECUTIVE

Date of Meeting: 7 February 2023

## REPORT TO COUNCIL

Date of Meeting: 21 February 2023

Report of: Director Finance

Title: Capital Strategy 2023-24

### Is this a Key Decision?

No

### Is this an Executive or Council Function?

Council

#### 1. What is the report about?

To approve the Capital Strategy.

#### 2. Recommendations:

It is recommended that Council approve the Capital Strategy as set out in Appendix 1.

#### 3. Reasons for the recommendation:

The aim of the capital strategy is to ensure all elected members fully understand the long-term policy objectives and resulting capital strategy requirements, governance procedures and risk appetite.

#### 4. What are the resource implications including non financial resources.

The financial resources required are set out in the body of this report.

#### 5. Section 151 Officer comments:

The Capital Strategy underpins the Council's approach to capital expenditure setting out the principles, which guide the decisions made. The strategy has been updated to reflect the focus on affordability. However, it is important to note that the Strategy remains underpinned by the condition survey results, which were approved in late 2020. There will be an increased concentration on delivering additional capital receipts, which will be used to increase the scope of the programme whilst keeping borrowing to affordable levels. In addition, the Council will continue to invest in IT projects as required and vehicles under the vehicle lease contract. The Council will continue to fund these investments through capital receipts or revenue resources where possible.

#### 6. What are the legal aspects?

The capital expenditure system is framed by the Local Government and Housing Act 1989 and the Local Government Act 2003.

## **7. Monitoring Officer's comments:**

This report raises no issues for the Monitoring Officer.

## **8. Report details:**

The capital strategy is reported separately from the Treasury Management Strategy Statement; non-treasury investments will be reported through the former. This ensures the separation of the core treasury function under security, liquidity and yield principles, and the policy and commercialism investments usually driven by expenditure on an asset.

The proposed Capital Strategy is attached at Appendix 1.

## **9. How does the decision contribute to the Council's Corporate Plan?**

The Capital Strategy contributes to all of the key purposes, as set out in the Corporate Plan.

## **10. What risks are there and how can they be reduced?**

Areas of budgetary risk are highlighted to committee as part of the quarterly budget monitoring updates.

## **11. Equality Act 2010 (The Act)**

11.1 Under the Act's Public Sector Equalities Duty, decision makers are required to consider the need to:

- eliminate discrimination, harassment, victimisation and any other prohibited conduct;
- advance equality by encouraging participation, removing disadvantage, taking account of disabilities and meeting people's needs; and
- foster good relations between people by tackling prejudice and promoting understanding.

11.2 In order to comply with the general duty authorities must assess the impact on equality of decisions, policies and practices. These duties do not prevent the authority from reducing services where necessary, but they offer a way of developing proposals that consider the impacts on all members of the community.

11.3 In making decisions the authority must take into account the potential impact of that decision in relation to age, disability, race/ethnicity (includes Gypsies and Travellers), sex and gender, gender identity, religion and belief, sexual orientation, pregnant women and new and breastfeeding mothers, marriage and civil partnership status in coming to a decision.

11.4 In recommending this proposal no potential impact has been identified on people with protected characteristics as determined by the Act because the report is for information only

## **12. Carbon Footprint (Environmental) Implications:**

No direct carbon/environmental impacts arising from the recommendations.

### **13. Are there any other options?**

No

**Director Finance, David Hodgson**

Author: Claire Hodgson, Finance Manager – Corporate

### **Local Government (Access to Information) Act 1972 (as amended)**

Background papers used in compiling this report:-

None

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## APPENDIX A

### EXETER CITY COUNCIL CAPITAL STRATEGY 2023/24

#### 1. Introduction

- 1.1. This Capital Strategy sets out how, when the City Council considers often competing demands for investments, it takes account of stewardship, value for money, prudence, sustainability and affordability in a long term context, and gives due consideration to both risk and reward and impact on the achievement of the Council's priority outcomes. It is part of the Council's integrated operational, revenue, capital and balance sheet planning.
- 1.2. As local authorities become increasingly complex and diverse, it is vital that Councillors and Senior Officers are fully informed about the long term context in which investment decisions are made and about all the financial and operational risks to which the authority is exposed. With local authorities having increasingly wide powers around commercialisation and being part of group arrangements or combined authorities, it is increasingly important for Councils to take into account the residual risks and liabilities all around them.
- 1.3. This Capital Strategy covers both the General Fund and the Housing Revenue Account, supporting service provision and linking with the Council's Corporate Plan and Medium Term Financial Strategy. It provides a framework for the development of the three year capital programme.

#### 2. Purpose and Aims

- 2.1. The Prudential Code for Capital Finance in Local Authorities was updated by CIPFA in December 2021. The 2021 Prudential and Treasury Management Codes require all local authorities to prepare a Capital Strategy report which will provide the following:

- A high-level long-term overview of how capital expenditure, capital financing and treasury management activity contribute to the provision of services
- An overview of how the associated risk is managed
- The implications for future financial sustainability

The aim of the strategy is to ensure that all the Authority's elected members fully understand the overall long-term policy objectives and resulting Capital Strategy requirements, governance procedures and risk appetite.

- 2.2. The purpose of this Capital Strategy is to help achieve the Council's five strategic priorities set out in the Corporate Plan 2022-2026:
  - a. Prosperous local economy
  - b. Healthy and active city
  - c. Housing and building great neighbourhoods and communities
  - d. Net zero carbon city
  - e. Thriving culture and heritage

These priorities contribute to the Exeter Vision 2040:

*"By the time they are an adult, a child born in Exeter today will live in a city that is inclusive, healthy and sustainable – a city where the opportunities and benefits of prosperity are shared and all citizens are able to participate fully in the city's economic, social, cultural and civic life."*

### **3. What is Capital Expenditure?**

- 3.1. An understanding of what constitutes capital expenditure is fundamental to realising the benefits that an authority can obtain under the Prudential framework. Unless expenditure qualifies as capital it will normally fall outside the scope of the framework and be charged to revenue in the period that the expenditure is incurred. If expenditure meets the definition of capital, there may be opportunities to finance the outlay from capital receipts or by spreading the cost over future years' revenues.

There are three ways in which expenditure can qualify as capital under the framework:-

- The expenditure results in the acquisition, construction or enhancement of fixed assets (tangible and intangible) in accordance with 'proper practices'.
- The expenditure meets one of the definitions specified in regulations made under the 2003 Local Government Act.
- The Secretary of State makes a direction that the expenditure can be treated as capital expenditure.

### **4. Approach to Capital Investment**

- 4.1. The Council's approach to capital investment is fundamental to the Council's financial planning processes. It aims to ensure that:

- Capital expenditure contributes to the achievement of the Council's strategic plan.
- An affordable and sustainable capital programme is delivered.
- Use of resources and value for money is maximised.
- A clear framework for making capital expenditure decisions is provided.
- A corporate approach to generating capital resources is established.
- Access to sufficient long term assets to provide services are acquired and retained.
- Invest to save initiatives to make efficiencies within the Council's revenue budget are encouraged.
- An appraisal and prioritisation process for new schemes is robust.

### **5. Governance Arrangements**

#### **5.1. Capital Programme Approvals**

The Authority's constitution and financial regulations govern the capital programme as set out below:

- All capital expenditure must be carried out in accordance with the financial regulations and the Council's Constitution.

- The expenditure must comply with the statutory definition of capital purposes as defined within this document and wider financial standards.
- The Capital Programme approved by Full Council as part of the Council's annual budget report sets the capital funding availability for the Council, the prioritisation of funding and the schemes receiving entry into the Capital Programme.
- Officers are not authorised to commit expenditure without prior formal approval as set out in the financial regulations.
- Each scheme must be under the control of a responsible person / project manager.
- Any agreements (such as section 106) which contractually commit to procure capital schemes will need to follow the same approval process as other capital expenditure before it can be formally incorporated into the capital programme.

**Full Council:**

- Approves the capital programme as part of the Annual Budget Report within the strategic boundaries set by the Council.
- Approves capital schemes into the approved capital programme to enable commencement of delivery and schemes to start to incur expenditure.

## 6. Funding Streams

Exeter City Council's Capital Programme is funded from a mix of sources including:

- **Prudential Borrowing** – The introduction of the Prudential Code in 2004 allowed the Council to undertake unsupported borrowing. This borrowing is subject to the requirements of the Prudential Code for Capital Expenditure for Local Authorities. The Council must ensure that unsupported borrowing is affordable, prudent and cost effective. This funding can also be used as an option to front fund development to stimulate growth. This has provided the Council with the flexibility to raise capital funding as demand and business need have dictated. This type of borrowing has revenue implications for the Council in the form of financing costs. An authority must not borrow to invest primarily for financial return.
- **External Grants** – such as disabled facilities grant funding
- **Section 106, Community Infrastructure Levy (CIL) and External Contributions** – Elements of the capital programme are funded by contributions from private sector developers and partners.
- **Revenue Funding** – The Council can use revenue resources to fund capital projects on a direct basis and this funding avenue has been used in the past. However, pressures on the Council's revenue budget has reduced options in this area and therefore the preference is for Invest to Save options to be adopted where feasible.
- **Capital Receipts** – The Council is able to generate capital receipts through the sale of surplus assets such as land and buildings. The Council seeks to maximise the level of these resources which will be available to support the Council's plans.

The size of the Capital Programme will be influenced by funding sources and financing costs. The main limiting factor on the Council's ability to undertake capital investment is whether the revenue resource is available to support in full the implications of capital expenditure, both borrowing costs and running costs, after allowing for any support provided by central government, now mainly through capital grants.

The Council is required to set aside a Minimum Revenue Provision (MRP) in respect of capital expenditure previously financed by borrowing. To reduce risk and minimise cost on the General Fund in light of current interest rates, it has been decided to defer borrowing where possible and at least until rates are more favourable, however some targeted long term borrowing will be undertaken in 2023-24, where the costs will be offset against future income streams.

## **Revenue Implications**

The revenue implications of capital investment must always be considered in investment decisions and prioritisation of projects. These include costs and savings implications.

Costs to consider include:

- Cost of borrowing (including Minimum Revenue Provision)
- Loss of investment income if reserves or useable capital receipts are used
- Running costs associated with the asset.

Savings, including benefits, to identify in the proposal include:

- Any positive impact of investment and economic growth on the Council's council tax base and business rates income
- Capital projects that generate income, revenue savings or efficiencies.

## **7. Stewardship of Assets**

The Council's Asset Management Plan sets out the condition of its assets and the arrangements for managing these effectively. The Council's Corporate Property Strategy enhances these arrangements, including increasing the awareness that efficient use of property is an important element of maximising the value obtained from the Council's overall resources.

An extensive stock condition survey has been carried out on the majority of the Council's assets. This underpins the capital programme and has been updated to include the impact of our leisure portfolio of assets. As noted above however, the impact of rising costs and interest rates have caused the full capital programme to become unaffordable in the short-term and therefore the programme has been reduced to prioritise those assets which are considered highest risk. The other works have been removed from the approved capital programme pending a review of the portfolio.

## **8. Service Objectives**

The option appraisal of proposed capital schemes overseen considers, amongst other factors, the following:

- How the proposal help achieve the objectives and priorities set out in the Council's Corporate Plan 2022-2026.
- How the proposal will help achieve objectives set out in Service Plans.
- The service improvements and other anticipated benefits expected to be delivered from the investment.

## **9. Monitoring**

- Capital budget holders are responsible for providing quarterly forecasts to the Finance Team. Any slippage, acceleration, underspends or overspends on schemes is identified as soon as possible.
- All forecasts are collated by the Finance Team and reported to the Executive and Council on a quarterly basis.

DIRECTOR FINANCE  
JANUARY 2023

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## **REPORT TO EXECUTIVE**

Date of Meeting: 7 February 2023

## **REPORT TO COUNCIL**

Date of Meeting: 21 February 2023

Report of: Director Finance

Title: The Prudential Code for Capital Finance in Local Authorities (Incorporating the Annual Statement of Minimum Revenue Provision)

### **Is this a Key Decision?**

No

### **Is this an Executive or Council Function?**

Council

#### **1. What is the report about?**

To set out the proposed 2023/24 Prudential Indicators for capital finance for adoption by the Council and set the annual statement of Minimum Revenue Provision (MRP).

#### **2. Recommendations:**

It is recommended that the Executive recommends to Council to approve the adoption of:

- (1) The Prudential Indicators set out in Appendices A-C;
- (2) The Annual Statement of Minimum Revenue Provision for the Council

#### **3. Reasons for the recommendation:**

With effect from 1 April 2004, the Government abolished the capital finance legislation in Part 4 of the Local Government and Housing Act 1989 and the Local Authorities (Capital Finance) Regulations 1997 (Statutory Instrument 1997/319) and replaced it with a new prudential system based on self-regulation. This means that Councils are free to borrow for capital investment where the borrowing is affordable.

The Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2008 came into force on 31 March 2008. The Regulations require Full Council to approve an Annual Statement of Minimum Revenue Provision which is the amount set aside from revenue for the repayment of debt principal relating to the General Fund only. The Housing Revenue Account remains exempt from making MRP although it can make voluntary set asides if it wishes.

The Prudential Indicators / MRP report will be incorporated within the Budget Book for approval at the full Council meeting as per the statutory requirement.

#### **4. What are the resource implications including non financial resources.**

The financial resources required are set out in the body of this report.

## **5. Section 151 Officer comments:**

The Prudential Code, whilst complex, allows members to ensure that capital expenditure and in particular, the impact it has on the revenue budget is both affordable and prudent. The key indicators are set out below and members should ensure that they are comfortable with the limits set and the levels of borrowing allowed.

The MRP policy enables the Council to prudently manage the repayment of debt. The Council's policy of using the annuity method allows it to repay debt in line with the loan repayments required, where borrowing is taken out with the PWLB. This allows repayments to align with the increasing economic benefit that assets are expected to deliver over their useful lives. Members should note that the MTFP relies on the Council taking advantage of the opportunity to use the overpayments made in previous years to help smooth the reductions required in the revenue budget. This is considered prudent by the section 151 Officer.

## **6. What are the legal aspects?**

With effect from 1 April 2004, the Government abolished the capital finance legislation in Part 4 of the Local Government and Housing Act 1989 and the Local Authorities (Capital Finance) Regulations 1997 (Statutory Instrument 1997/319) and replaced it with a new prudential system based on self-regulation. More detailed information is set out in paragraph 3 above.

## **7. Monitoring Officer's comments:**

The content of this report raises no issues for the Monitoring Officer.

## **8. Report details:**

CIPFA published the revised Codes on 20th December 2021 and has stated that revisions need to be included in the reporting framework from the 2023/24 financial year. This Authority, therefore, has to have regard to these Codes of Practice when it prepares the Treasury Management Strategy Statement and Annual Investment Strategy, and also related reports during the financial year, which are taken to Full Council for approval.

The Authority's capital expenditure plans are the key driver of treasury management activity. The output of the capital expenditure plans is reflected in the prudential indicators, which are designed to assist members' overview and confirm capital expenditure plans.

### **8.1 Key issues to consider**

Appendix C summarises the Prudential Code indicators for the Council and of particular importance are:

- The Capital Financing Requirement - demonstrates the amount that the Council has an underlying need to borrow, regardless of whether that amount has actually been borrowed.

- The Operational Boundary - this sets the amount of borrowing that the Council intends to keep within over the period covered by the indicators.
- The Authorised Limit - the maximum that the Section 151 Officer is allowed to borrow to cover the Operational Boundary and day to day cash flow needs. The Council is not allowed to exceed this amount of borrowing without first authorising an increase to the limit.

## 8.2 Lifting of the HRA Borrowing Cap

Since April 2012 each local authority had a limit on the amount of borrowing it could have for the purposes of the HRA, called the 'debt cap'. For Exeter City Council, the debt cap was £57,882,413.

The HRA debt cap was formally removed on 29 October 2018, as a result local authorities are now able to borrow for housebuilding in accordance with the Prudential Code.

The HRA have borrowed an additional £15.3m for the development of new sites since the debt cap was lifted. Further sites are being identified for the development of new council housing in order to make use of this new flexibility and to contribute to local housing delivery and further investigations by officers for further new sites are ongoing.

## 8.3 Capital Financing Requirement

Within the range of prudential indicators there are a number of key indicators to ensure that the Council operates its activities within well-defined limits. One of these is that the Council needs to ensure that its gross debt 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 2023/24 and the following two financial years. This allows some flexibility for limited early borrowing for future years but ensures that borrowing is not undertaken for revenue or speculative purposes.

The Director Finance reports that the Council complied with this Prudential Indicator in the current year and does not envisage difficulties for the future. This view takes into account current commitments, existing plans, and the proposals in this budget report.

## 8.4 ANNUAL STATEMENT OF MINIMUM REVENUE PROVISION

The Regulations require that "a local authority shall determine for the current financial year an amount of minimum revenue provision which it considers to be prudent".

Minimum Revenue Provision (MRP) is an amount set aside from revenue to meet the repayment of debt principal. It is in effect a replacement for depreciation that you would normally expect to see within a Company's Accounts. Under the old Regulations this was 4% of principal outstanding for the General Fund and no requirement to set aside MRP in the Housing Revenue Account. In local government accounting depreciation is charged and then reversed out so it does not affect the level of Council Tax, however MRP is charged to the General Fund and therefore does affect levels of Council Tax.

The Secretary of State for Communities and Local Government has issued guidance under section 21(1A) of the Local Government Act 2003. This states that "the broad aim

of prudent provision is to ensure that debt is repaid over a period that is either reasonably commensurate with that over which the capital expenditure provides benefits, or, in the case of borrowing supported by Government Revenue Support Grant, reasonably commensurate with the period implicit in the determination of the grant."

The guidance notes detail five options which the Secretary of State considers prudent. These are described in section 10 below:

- (a) Regulatory Method;
- (b) Capital Financing Requirement Method;
- (c) Asset Life (Equal Instalment) Method;
- (d) Asset Life (Annuity) Method; and
- (e) Depreciation Method

## 8.5 Key issue to consider

Section 8.7 sets out the proposed policy for MRP, which matches the amount set aside against the useful life of the assets. The only exception to this is the writing off of historic debt which is being undertaken over 50 years.

## 8.6 MRP OPTIONS

### **Regulatory Method**

MRP is equal to the amount determined in accordance with the former regulations 28 and 29 of the 2003 Regulations as if they had not been revoked. In effect this is 4% of the debt principal outstanding.

### **Capital Financing Requirement Method**

MRP is equal to 4% of the non-housing Capital Financing Requirement, which is a Prudential Indicator.

### **Asset Life (Equal Instalment) Method**

Where capital expenditure on an asset is financed wholly or partly by borrowing then MRP is determined by reference to the life of the asset and an equal amount charged in each year.

### **Asset Life (Annuity) Method**

MRP is the principal element for the year of the annuity required to repay over the asset life the amount of capital expenditure financed by borrowing.

### **Depreciation Method**

MRP is equal to the provision required in accordance with depreciation accounting in respect of the asset, including any amount of impairment chargeable to the Income and Expenditure Account. As standard depreciation rules are used where an asset is part financed by loan, e.g. 50% loan, 50% Capital Receipt, then the full 100% depreciation charge on the asset is required to be charged as MRP. MRP is required to be charged

annually until the cumulative amount of the provision is equal to the original expenditure financed by borrowing. Should the asset be disposed of then the charge needs to continue as if the asset had not been disposed of unless the debt is repaid.

#### **8.7 MINIMUM REVENUE PROVISION POLICY 2023/24**

The Council's MRP policy is to match borrowing against specific capital investment and adopt either the Asset Life (Equal Instalment) or the Asset Life (Annuity) method for MRP. In this way the funding for the asset will be paid off over the useful life of that asset. This will ensure that loans are repaid over the asset life thus freeing financial resources for investment in other schemes or in asset renewal. They are also simple to operate and gives certainty in each year as to the level of charge for principal.

The other advantage is that it makes business cases and scheme appraisals easier to compile. As a general rule the Council will seek to borrow over the same period of the asset life up to a maximum of 50 years in line with the Regulations. The total capital financing requirement at the end of 2022/23 is likely to be approximately £244.972 million. The MRP for 2023/24 will be calculated based on the capital financing requirement at the end of 2022/23 using the varying periods of repayment. The MRP charge for 2023/24 will be approximately £1.783 million. For the avoidance of doubt, it is proposed to use both options from 2016/17 onwards, depending on the asset being financed. However, unless there is a good reason, for not doing so, all borrowing will adopt the Asset Life (Annuity) method.

#### **8.8 MRP Overpayments**

A change introduced by the revised DLUHC MRP Guidance was the allowance that any charges made over the statutory minimum revenue provision (MRP), voluntary revenue provision (VRP) or overpayments, can, if needed, be reclaimed in future years if deemed necessary or prudent. In order for these sums to be reclaimed for use in the budget, this policy must disclose the cumulative overpayment made each year. Up until the 31 March 2023 the total VRP overpayments will be £3.836 million.

#### **8.9 Capital Financing Requirement**

Within the range of prudential indicators there are a number of key indicators to ensure that the Council operates its activities within well-defined limits. One of these is that the Council needs to ensure that its gross debt 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 2023/24 and the following two financial years. This allows some flexibility for limited early borrowing for future years but ensures that borrowing is not undertaken for revenue or speculative purposes.

The Director Finance reports that the Council complied with this prudential indicator in the current year and does not envisage difficulties for the future. This view takes into account current commitments, existing plans, and the proposals in this budget report.

### **9. How does the decision contribute to the Council's Corporate Plan?**

The Capital Programme contributes to all of the key purposes, as set out in the Corporate Plan.

## **10. What risks are there and how can they be reduced?**

Areas of budgetary risk are highlighted to committee as part of the quarterly budget monitoring updates.

## **11. Equality Act 2010 (The Act)**

- 11.1 Under the Act's Public Sector Equalities Duty, decision makers are required to consider the need to:
- eliminate discrimination, harassment, victimisation and any other prohibited conduct;
  - advance equality by encouraging participation, removing disadvantage, taking account of disabilities and meeting people's needs; and
  - foster good relations between people by tackling prejudice and promoting understanding.
- 11.2 In order to comply with the general duty authorities must assess the impact on equality of decisions, policies and practices. These duties do not prevent the authority from reducing services where necessary, but they offer a way of developing proposals that consider the impacts on all members of the community.
- 11.3 In making decisions the authority must take into account the potential impact of that decision in relation to age, disability, race/ethnicity (includes Gypsies and Travellers), sex and gender, gender identity, religion and belief, sexual orientation, pregnant women and new and breastfeeding mothers, marriage and civil partnership status in coming to a decision.
- 11.4 In recommending this proposal no potential impact has been identified on people with protected characteristics as determined by the Act because the report is for information only

## **12. Carbon Footprint (Environmental) Implications:**

- 12.1 No direct carbon/environmental impacts arising from the recommendations.

## **13. Are there any other options?**

No

**Director: David Hodgson, Director Finance**

Author: Claire Hodgson – Finance Manager – Corporate

## **Local Government (Access to Information) Act 1972 (as amended)**

Background papers used in compiling this report:-

None

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### General Fund Prudential Indicator Calculations

The purpose of the prudential indicators is to demonstrate that the Council's financial plans meet the statutory requirement to be affordable, prudent and sustainable.

#### General Fund Capital Expenditure

The prudential indicator for capital expenditure should be based upon a capital programme that takes into account the Council's asset management and capital investment strategies.

Director	2021/22 Actual £'000	2022/23 Estimate £'000	2023/24 Estimate £'000	2024/25 Estimate £'000	2025/26 Estimate £'000
Chief Executive & Growth Director	233	888	648	104	104
Transformation	8,880	-	-	-	-
Net Zero Exeter and City Management	3,604	7,569	14,245	1,943	1,150
City Development, Housing & Supporting People	2,170	2,681	-	-	-
Communications, Culture and Leisure Facilities	1,729	4,868	2,227	100.00	100
Finance	428	63,046	20,431	1,013	983
<b>Total General Fund Capital Expenditure</b>	<b>17,044</b>	<b>79,052</b>	<b>37,551</b>	<b>3,160</b>	<b>2,337</b>

#### General Fund Financing costs

The figures for the actual financing costs will be taken from the Council's financial statements using the definition of financing costs specified in the Prudential Code. Estimates for the current and future years should be calculated in a manner consistent with this definition.

Description	2021/22 Actual £'000	2022/23 Estimate £'000	2023/24 Estimate £'000	2024/25 Estimate £'000	2025/26 Estimate £'000
Interest payable with respect to short term borrowing	289	551	600	600	600
Interest payable under 'irredeemable' long term liabilities	1,273	1,983	2,592	2,847	3,063
Interest and investment income	(577)	(1,441)	(1,872)	(1,866)	(1,858)
Replacement for Minimum Revenue Provision (England and Wales)	957	2,438	2,495	2,538	2,583
Voluntary contribution to financing costs in respect of short-life assets	(664)	(1,480)	(800)	(800)	(756)
<b>Total General Fund Financing Costs</b>	<b>1,278</b>	<b>2,051</b>	<b>3,015</b>	<b>3,319</b>	<b>3,632</b>

**General Fund Estimates of the ratio of financing costs to net revenue stream**

The net revenue stream is the estimate of the amounts to be met from government grants and local taxpayers. An important theme of the Code is transparency. For this reason the authority's calculation of the net revenue stream should be consistent with the figure that can be identified in the Income and Expenditure Account for 'Net Operating Expenditure'.

Description	2021/22 Actual £'000	2022/23 Estimate £'000	2023/24 Estimate £'000	2024/25 Estimate £'000	2025/26 Estimate £'000
Financing costs	1,278	2,051	3,015	3,319	3,632
Net revenue stream	14,394	14,675	15,914	15,826	16,077
<b>Ratio of financing costs to net revenue stream %</b>	<b>8.9%</b>	<b>14.0%</b>	<b>18.9%</b>	<b>21.0%</b>	<b>22.6%</b>

**General Fund Capital Financing Requirement**

The Capital Financing Requirement will reflect the Council's underlying need to finance capital expenditure.

*Actual General Fund Capital Financing Requirement at 31 March 2022*

	£'000
Property, Plant and Equipment	176,939
Investment Properties	56,034
Heritage Assets	22,743
Intangible Assets / Other Long term Assets	13,774
Revaluation Reserve	(93,887)
Capital Adjustment Account	(70,092)
<b>General Fund Capital Financing Requirement 31 March 2022</b>	<b>105,511</b>

Estimated General Fund Capital Financing Requirement at 31 March 2023

Estimate of General Fund Capital Financing Requirement 31 March 2022	105,511
Estimate of change in Property, Plant and Equipment	24,052
Estimate of change in Investment Properties	55,000
Estimate of change in Intangible Assets / Other Long term Assets	0
Estimate of change in Revaluation Reserve	0
Estimate of change in Capital Adjustment Account	(11,157)
<b>Estimate of General Fund Capital Financing Requirement 31 March 2023</b>	<b>173,406</b>

Estimated General Fund Capital Financing Requirement at 31 March 2024

Estimate of General Fund Capital Financing Requirement 31 March 2023	173,406
Estimate of change in Property, Plant and Equipment	27,551
Estimate of change in Investment Properties	0
Estimate of change in Intangible Assets / Other Long term Assets	10,000
Estimate of change in Revaluation Reserve	0
Estimate of change in Capital Adjustment Account	(34,724)
<b>Estimate of General Fund Capital Financing Requirement 31 March 2024</b>	<b>176,233</b>

Estimated General Fund Capital Financing Requirement at 31 March 2025

Estimate of General Fund Capital Financing Requirement 31 March 2024	176,233
Estimate of change in Property, Plant and Equipment	3,160
Estimate of change in Investment Properties	0
Estimate of change in Intangible Assets / Other Long term Assets	0
Estimate of change in Revaluation Reserve	0
Estimate of change in Capital Adjustment Account	(1,053)
<b>Estimate of General Fund Capital Financing Requirement 31 March 2025</b>	<b>178,340</b>

*Estimated General Fund Capital Financing Requirement at 31 March 2026*

Estimate of General Fund Capital Financing Requirement 31 March 2025	178,340
Estimate of change in Property, Plant and Equipment	2,337
Estimate of change in Investment Properties	0
Estimate of change in Intangible Assets / Other Long term Assets	0
Estimate of change in Revaluation Reserve	0
Estimate of change in Capital Adjustment Account	(5,287)
<b>Estimate of General Fund Capital Financing Requirement 31 March 2026</b>	<b>175,390</b>

### HRA Prudential Indicator Calculations

Local authorities that have a Housing Revenue Account (HRA) are required to prepare separate calculations for their HRA and non-HRA elements.

#### HRA Capital Expenditure

The prudential indicator for capital expenditure should be based upon a capital programme that takes into account the Council's asset management and capital investment strategies.

Description	2021/22 Actual £'000	2022/23 Estimate £'000	2023/24 Estimate £'000	2024/25 Estimate £'000	2025/26 Estimate £'000
INVESTING IN EXISTING STOCK	14,184	12,798	11,834	11,271	11,156
PROVISION OF NEW COUNCIL HOMES	5,150	7,243	7,487	2,141	0
<b>Total HRA Capital Expenditure</b>	<b>19,334</b>	<b>20,041</b>	<b>19,321</b>	<b>13,412</b>	<b>11,156</b>

#### HRA Financing costs

Description	2021/22 Actual £'000	2022/23 Estimate £'000	2023/24 Estimate £'000	2024/25 Estimate £'000	2025/26 Estimate £'000
Interest payable with respect to short term borrowing	0	0	0	0	0
Interest payable under 'irredeemable' long term liabilities	2,181	2,454	2,394	2,394	2,394
Interest and investment income	(251)	(478)	(524)	(524)	(524)
Voluntary Revenue Provision (England and Wales)	0	0	0	0	0
Voluntary contribution to financing costs in respect of short-life assets	0	0	0	0	0
<b>Total HRA Financing Costs</b>	<b>1,930</b>	<b>1,976</b>	<b>1,870</b>	<b>1,870</b>	<b>1,870</b>

**HRA Estimates of the ratio of financing costs to net revenue stream**

For the Housing Revenue Account the net revenue stream, for the purposes of the Code, is the amount to be met from rent income.

Description	2021/22 Actual £'000	2022/23 Estimate £'000	2023/24 Estimate £'000	2024/25 Estimate £'000	2025/26 Estimate £'000
Financing costs	1,930	1,976	1,870	1,870	1,870
Net revenue stream	19,248	19,849	21,012	21,684	22,378
<b>Ratio of financing costs to net revenue stream %</b>	<b>10.0</b>	<b>10.0</b>	<b>8.9</b>	<b>8.6</b>	<b>8.4</b>
Negative for a debt free authority	%	%	%	%	%

**HRA Capital Financing Requirement**

The Capital Financing Requirement will reflect the Council's underlying need to finance capital expenditure.

**Actual HRA Capital Financing Requirement at 31 March 2022**

Description	£'000
Property, Plant and Equipment	308,683
Investment Properties	0
Intangible Assets / Other Long term Assets	0
Revaluation Reserve	(63,989)
Capital Adjustment Account	(171,452)
<b>Actual HRA Capital Financing Requirement 31 March 2022</b>	<b>73,242</b>

**Estimated HRA Capital Financing Requirement at 31 March 2023**

Estimate of HRA Capital Financing Requirement 31 March 2022	73,242
Estimate of change in Property, Plant and Equipment	20,041
Estimate of change in Investment Properties	0
Estimate of change in Intangible Assets / Other Long term Assets	0
Estimate of change in Revaluation Reserve	0
Estimate of change in Capital Adjustment Account	(15,941)
<b>Estimate of HRA Capital Financing Requirement 31 March 2023</b>	<b>77,342</b>

Estimated HRA Capital Financing Requirement at 31 March 2024

Estimate of HRA Capital Financing Requirement 31 March 2023	77,342
Estimate of change in Property, Plant and Equipment	19,321
Estimate of change in Investment Properties	0
Estimate of change in Intangible Assets / Other Long term Assets	0
Estimate of change in Revaluation Reserve	0
Estimate of change in Capital Adjustment Account	(19,071)
<b>Estimate of HRA Capital Financing Requirement 31 March 2024</b>	<b>77,592</b>

Estimated HRA Capital Financing Requirement at 31 March 2025

Estimate of HRA Capital Financing Requirement 31 March 2024	77,592
Estimate of change in Property, Plant and Equipment	13,412
Estimate of change in Investment Properties	0
Estimate of change in Intangible Assets / Other Long term Assets	0
Estimate of change in Revaluation Reserve	0
Estimate of change in Capital Adjustment Account	(12,662)
<b>Estimate of HRA Capital Financing Requirement 31 March 2025</b>	<b>78,342</b>

Estimated HRA Capital Financing Requirement at 31 March 2026

Estimate of HRA Capital Financing Requirement 31 March 2025	78,342
Estimate of change in Property, Plant and Equipment	11,156
Estimate of change in Investment Properties	0
Estimate of change in Intangible Assets / Other Long term Assets	0
Estimate of change in Revaluation Reserve	0
Estimate of change in Capital Adjustment Account	(11,156)
<b>Estimate of HRA Capital Financing Requirement 31 March 2026</b>	<b>78,342</b>

**Limit on indebtedness**

The HRA borrowing cap was limited to £57,882k, but the cap was formally removed on 29 October 2018 so Local Authorities can now borrow for housebuilding.

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Prudential Indicator CalculationsPRUDENTIAL INDICATORS OF AFFORDABILITYTotal Actual / Estimates of Capital Expenditure

The prudential indicator for capital expenditure should be based upon a capital programme that takes into account the Council's asset management and capital investment strategies.

Description	2021/22 Actual £'000	2022/23 Estimate £'000	2023/24 Estimate £'000	2024/25 Estimate £'000	2025/26 Estimate £'000
Total General Fund Capital Expenditure	17,044	79,052	37,551	3,160	2,337
Total HRA Capital Expenditure	19,334	20,041	19,321	13,412	11,156
<b>Total Actual / Estimates of Capital Expenditure</b>	<b>36,378</b>	<b>99,093</b>	<b>56,872</b>	<b>16,572</b>	<b>13,493</b>

Total Actual / Estimates of Financing Costs

Description	2021/22 Actual £'000	2022/23 Estimate £'000	2023/24 Estimate £'000	2024/25 Estimate £'000	2025/26 Estimate £'000
Total General Fund Financing Costs	1,278	2,051	3,015	3,319	3,632
Total HRA Financing Costs	1,930	1,976	1,870	1,870	1,870
<b>Total Actual / Estimates of Financing Costs</b>	<b>3,208</b>	<b>4,027</b>	<b>4,885</b>	<b>5,189</b>	<b>5,502</b>

Actual / Estimates of Ratio of Financing Costs to Net Revenue Stream

The net revenue stream is the estimate of the amounts to be met from government grants and local taxpayers, and for the Housing Revenue Account, is the estimate of the amounts to be met from rent income.

Description	2021/22 Actual £'000	2022/23 Estimate £'000	2023/24 Estimate £'000	2024/25 Estimate £'000	2025/26 Estimate £'000
General Fund Ratio of Financing Costs to Net Revenue Stream	0.1	0.1	0.2	0.2	0.2
HRA Ratio of Financing Costs to Net Revenue Stream	10.0	10.0	8.9	8.6	8.4

**Prudential Indicator Calculations**

The estimates of financing costs include current commitments and the proposals in this budget report.

**Actual / Estimates of Capital Financing Requirement**

The Capital Financing Requirement will reflect the Council's underlying need to finance capital expenditure.

Description	2021/22 Actual £'000	2022/23 Estimate £'000	2023/24 Estimate £'000	2024/25 Estimate £'000	2025/26 Estimate £'000
General Fund Capital Financing Requirement	105,511	173,406	176,233	178,340	175,390
HRA Capital Financing Requirement	73,242	77,342	77,592	78,342	78,342
<b>Total Actual / Estimates of Capital Financing Requirement</b>	<b>178,753</b>	<b>250,748</b>	<b>253,825</b>	<b>256,682</b>	<b>253,732</b>

**Authorised Limit**

In England and Wales the prudential indicator for the Authorised Limit for external debt for the current year is the statutory limit determined under Section 3 (1) of the Local Government Act 2003: 'A local authority shall determine and keep under review how much money it can afford to borrow'

The Authorised Limit should not be set so high that it would never in any possible circumstances be breached. It should reflect a level of borrowing which, while not desired, could be afforded but may not be sustainable. The Authorised Limit must therefore be set to establish the outer boundary of the Council's borrowing, based on a realistic assessment of the risks.

Description	2023/24 Estimate £'000	2024/25 Estimate £'000	2025/26 Estimate £'000
Borrowing	300,000	305,000	305,000
Other long term liabilities	8,000	7,000	7,000
<b>Authorised Limit</b>	<b>308,000</b>	<b>312,000</b>	<b>312,000</b>

**Prudential Indicator Calculations****Operational Boundary**

The Operational Boundary is the focus of day-to-day treasury management activity within the authority. It is a means by which the authority manages its external debt to ensure that it remains within the self-imposed Authorised Limit. The Operational Boundary may be breached temporarily on occasions due to variations in cashflow. However, a sustained or regular trend above the Operational Boundary would be significant and should lead to further investigation.

Description	2023/24 Estimate £'000	2024/25 Estimate £'000	2025/26 Estimate £'000
Borrowing	280,000	285,000	285,000
Other long term liabilities	6,000	5,000	5,000
<b>Operational Boundary</b>	<b>286,000</b>	<b>290,000</b>	<b>290,000</b>

The Authorised Limit and the Operational Boundary have been increased to include capacity to enable the establishment of a HRA development programme following removal of the debt cap.

**Actual External Debt**

The prudential indicator for actual external debt will not be directly comparable to the authorised limit and operational boundary, since the actual external debt will reflect the actual position at one point in time.

Description	2021/22 Actual £'000	To be repaid	
		within 12 months	after 12 months
Actual borrowing as at 31 March 2022	168,205	1,510	166,695
Actual long term liabilities as at 31 March 2022	2,996	599	2,397
<b>Actual External Debt as at 31 March 2021</b>	<b>171,201</b>	<b>2,109</b>	<b>169,092</b>

**Prudential Indicator Calculations**  
**PRUDENTIAL INDICATORS OF PRUDENCE**

**Gross Debt and Capital Financing Requirement**

The Code makes it necessary, if a financial strategy is to be prudent, that it is one in which in the medium term gross debt is only used for capital purposes. In the Code this requirement is to be demonstrated through a comparison of gross debt with the Capital Financing Requirement.

Description	£'000
Total Capital Financing Requirement at 31 March 2022	<b>178,753</b>

2022/23 Estimated Change in Capital Financing Requirement	
Capital expenditure	99,093
Application of useable capital receipts	(3,182)
Application of capital grants/contributions	(22,957)
The replacement for MRP	(2,438)
Additional voluntary contributions	1,480
<b>Total Estimated Change in Capital Financing Requirement 2022/23</b>	<b>71,996</b>

2023/24 Estimated Change in Capital Financing Requirement	
Capital expenditure	56,872
Application of useable capital receipts	(1,006)
Application of capital grants/contributions	(51,094)
The replacement for MRP	(2,495)
Additional voluntary contributions	800
<b>Total Estimated Change in Capital Financing Requirement 2023/24</b>	<b>3,077</b>

**Prudential Indicator Calculations**

<b>2024/25 Estimated Change in Capital Financing Requirement</b>	
Capital expenditure	16,572
Application of useable capital receipts	(204)
Application of capital grants/contributions	(11,773)
The replacement for MRP	(2,538)
Additional voluntary contributions	800
<b>Total Estimated Change in Capital Financing Requirement 2024/25</b>	<b>2,857</b>

<b>Capital Financing Requirement:</b>	
Opening Balance 2021/22	178,753
Estimated Closing Balance 2024/25	256,683
This is an increase over the three years of	77,930

**Operational Boundaries to Exposure to Interest Rate Risks**

Interest rate risk management is a top priority for local authority management. The setting of upper limits has the effect of setting ranges within which the Council will limit its exposure to both fixed and variable interest rate movements.

Description	2022/23 £'000	2023/24 £'000	2024/25 £'000
Total projected interest payable on borrowing	5,586	5,841	6,057
Total projected interest receivable on investments	(2,396)	(2,390)	(2,382)
<b>Net Interest</b>	<b>3,190</b>	<b>3,451</b>	<b>3,675</b>

Description	Upper Limit
<b>Upper limit - fixed rates = 100%</b>	100%
<b>Upper limit - variable rates = 20%</b>	20%

This means that the Chief Finance Officer will manage fixed interest rate exposure within the range 0% to 100% and variable interest rate exposure within the range 0% to 20%

**Prudential Indicator Calculations****Operational Boundary to the Exposure Inherent in the Maturity Structure of Borrowings**

This indicator is designed to be a control over the Council having a large concentration of fixed rate debt needing to be replaced at times of uncertainty over interest rates. The indicator is, in effect, a limit on longer term interest rate exposure and is set for the forthcoming year.

The analysis of borrowing by maturity used in the Code uses the same periods as that required in the local authority SORP.

Amount of projected borrowing that is fixed rate maturing in each period as a percentage of total projected borrowing that is fixed rate.

Period	Upper Limit	Lower Limit	Estimated debt maturity %		
			2022/23	2023/24	2024/25
Under 12 months	100%	0%		5%	5%
12 months and within 24 months	20%	0%			
24 months and within 5 years	20%	0%			
5 years and within 10 years	20%	0%			
10 years and above	100%	0%	100%	95%	95%

**Investments**

Description	At 31/3/2022 £'000	2022/23 £'000	2023/24 £'000	2024/25 £'000
Long-term investments	5,000	5,000	5,000	5,000
Short-term investments	5,000	10,000	5,000	5,000
Cash and cash equivalents	20,000	15,000	5,000	5,000
<b>Total Investments</b>	<b>30,000</b>	<b>30,000</b>	<b>15,000</b>	<b>15,000</b>

## **REPORT TO EXECUTIVE**

Date of Meeting: 7 February 2023

## **REPORT TO COUNCIL**

Date of Meeting: 21 February 2023

Report of: Director Finance

Title: Treasury Management Strategy Report 2023/24

### **Is this a Key Decision?**

No

### **Is this an Executive or Council Function?**

Council

#### **1. What is the report about?**

To seek adoption by the Council of the Treasury Management Strategy Report, incorporating the Annual Investment Strategy 2023/24, as required under section 15(1)(a) of the Local Government Act 2003.

#### **2. Recommendations:**

That Executive recommend to Council the adoption of the new Treasury Management Strategy and delegations contained therein.

#### **3. Reasons for the recommendation:**

The Council adopted the CIPFA Treasury Management in the Public Services: Code of Practice and Cross Sectoral Guidance Notes, which requires the Council to approve a Treasury Management Strategy before the start of each financial year.

CIPFA published the revised Treasury Management Code in December 2021. This Strategy reflects the new requirements of the Code including amendments to the knowledge and skills register, a new liability benchmark treasury indicator and arrangements for quarterly reporting of forward looking prudential indicators.

In addition, the Department for Levelling Up, Housing and Communities (DLUHC) Guidance on Local Authority Investments requires the Council to approve an investment strategy before the start of each financial year.

DLUHC and CIPFA have extended the meaning of 'investments' to include both financial and non-financial investments. This report deals solely with financial investments. Non-financial investments are covered in the Capital Strategy which is presented in a separate report to this Committee.

The Council has borrowed and invested substantial sums of money and is therefore exposed to financial risks including the loss of invested funds and the revenue effect of changing interest rates. The successful identification, monitoring and control of risk are therefore central to the Authority's Treasury Management Strategy.

#### **4. What are the resource implications including non financial resources**

Treasury Management is carried out by the Finance team of the Council, with advice procured from a specialist advisor. Prudent Treasury Management supports the Council's financial position by generating interest on investments / deposits and seeking to minimise the amount of interest paid on borrowing.

#### **5. Section 151 Officer comments:**

The strategy sets out the parameters under which the section 151 Officer and his team can operate. The Strategy aligns with the assumptions set out in the Council's MTFP and will enable good management of the Council's cash position throughout the year.

#### **6. What are the legal aspects?**

In February 2012 the Council adopted the updated *CIPFA Treasury Management in the Public Services: Code of Practice*, which requires the Council to approve a Treasury Management Strategy before the start of each financial year. Adoption of the Code is required by regulations laid under the Local Government Act 2003.

#### **7. Monitoring Officer's comments:**

As detailed in paragraph 6 above, the Council has a duty to adopt a Treasury Management Strategy and therefore this report, together with the detailed information within in the Appendix raise no issues for the Monitoring Officer,

#### **8. Report details:**

This is a statutory Strategy recommended for adoption by full Council. The key issues to be considered are:

- Investments in the CCLA – LAMIT fund have been made and details of the dividend yield are included in paragraph 3.1 of Appendix A attached to this report.
- Section 4.3 sets the limits on the value of investments to be held by any one institution and the type of institution that can be used.
- The maximum limit to be lent to any one organisation in respect of Property Funds was approved in December 2017, the maximum to be lent to any one organisation for this type of investment is £10m.
- All other limits on the value of investments to be held by one institution remains at £5m (other than the UK Government and money market funds).
- Section 3 of Appendix A attached to this report, sets out the current levels of borrowing and investments, along with the estimated changes and the financial impact for the year on both the General Fund and HRA.
- Sections 5 and 6 set out the planned strategy for the year, which Council must be satisfied meets their objectives and is in line with the level of risk they are comfortable to take.

## **9. How does the decision contribute to the Council's Corporate Plan?**

Treasury Management supports the Council in generating additional funds for investing in Services, whilst minimising the amount of interest paid on borrowings. It does not in itself contribute to the Council's Corporate Plan.

## **10. What risks are there and how can they be reduced?**

The investment limits are designed to reduce risk as far as possible, however with any investments there is a risk of default. The Council minimises this risk by imposing limits on where cash can be invested based on credit ratings from the two main rating agencies and setting monetary and time limits on investments. Investments tend to be in immediate access accounts, or short term (less than three months).

## **11. Equality Act 2010 (The Act)**

11.1 Under the Act's Public Sector Equalities Duty, decision makers are required to consider the need to:

- eliminate discrimination, harassment, victimisation and any other prohibited conduct;
- advance equality by encouraging participation, removing disadvantage, taking account of disabilities and meeting people's needs; and
- foster good relations between people by tackling prejudice and promoting understanding.

11.2 In order to comply with the general duty authorities must assess the impact on equality of decisions, policies and practices. These duties do not prevent the authority from reducing services where necessary, but they offer a way of developing proposals that consider the impacts on all members of the community.

11.3 In making decisions the authority must take into account the potential impact of that decision in relation to age, disability, race/ethnicity (includes Gypsies and Travellers), sex and gender, gender identity, religion and belief, sexual orientation, pregnant women and new and breastfeeding mothers, marriage and civil partnership status in coming to a decision.

11.4 In recommending this proposal no potential impact has been identified on people with protected characteristics as determined by the Act because: because

11.4.1 The report is for information only.

## **11. Carbon Footprint (Environmental) Implications:**

No direct carbon/environmental impacts arising from the recommendations.

## **12. Are there any other options?**

No

**David Hodgson, Director Finance**

Author: Claire Hodgson, Finance Manager – Corporate

Local Government (Access to Information) Act 1972 (as amended)

Background papers used in compiling this report:-

None

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EXETER CITY COUNCIL

TREASURY MANAGEMENT STRATEGY 2023/24

1. Introduction

- 1.1. The Council's Treasury Management Strategy (TMS) is based on the requirements of the DLUHC's Guidance on Local Government Investments ("the Guidance"), and CIPFA's Treasury Management Code and Prudential Code. CIPFA published the revised Codes in December 2021 and these need to be reflected in the reporting framework from 2023/24. This Authority, therefore, must have regard to these Codes of Practice when preparing the Treasury Management Strategy Statement including the Annual Investment Strategy, and also related reports during the financial year which are taken to full Council for approval.

The revised Treasury Management Code requires all investments and investment income to be attributed to one of the following three purposes: -

**Treasury management**

Arising from the organisation's cash flows or treasury risk management activity, this type of investment represents balances which are only held until the cash is required for use. Treasury investments may also arise from other treasury risk management activity which seeks to prudently manage the risks, costs or income relating to existing or forecast debt or treasury investments.

**Service delivery**

Investments held primarily and directly for the delivery of public services including housing, regeneration and local infrastructure. Returns on this category of investment which are funded by borrowing are permitted only in cases where the income is "either related to the financial viability of the project in question or otherwise incidental to the primary purpose".

**Commercial return**

Investments held primarily for financial return with no treasury management or direct service provision purpose. Risks on such investments should be proportionate to an authority's financial capacity – i.e., that 'plausible losses' could be absorbed in budgets or reserves without unmanageable detriment to local services. An authority must not borrow to invest primarily for financial return.

The revised Treasury Management Code requires an authority to implement the following: -

1. **Adopt a new liability benchmark treasury indicator** to support the financing risk management of the capital financing requirement; this is to be shown in chart form for a minimum of ten years, with material differences between the liability benchmark and actual loans to be explained (this prudential indicator is attached at Appendix B);
2. **Long-term treasury investments**, (including pooled funds), are to be classed as commercial investments unless justified by a cash flow business case;
3. **Pooled funds** are to be included in the indicator for principal sums maturing in years beyond the initial budget year;
4. Amendment to the **knowledge and skills register** for officers and members involved in the treasury management function - to be proportionate to the size and complexity of the treasury management conducted by each authority;
5. **Reporting to members is to be done quarterly.** Specifically, the Section 151 Officer is required to establish procedures to monitor and report performance against all forward-looking prudential indicators at least quarterly. The Section 151 Officer is

expected to establish a measurement and reporting process that highlights significant actual or forecast deviations from the approved indicators. However, monitoring of prudential indicators, including forecast debt and investments, is not required to be taken to Full Council and should be reported as part of the authority's integrated revenue, capital and balance sheet monitoring;

6. **Environmental, social and governance (ESG)** issues to be addressed within an authority's treasury management policies and practices (TMP1).

## 2. Economic Context

Developed economies have been open for some months now post-pandemic, but the degree to which inflation has taken root in those economies has demanded central banks tighten monetary policy dramatically compared to the ultra-low interest rates of the past decade. For the UK, fiscal policy tightening is also underway following the Autumn Statement announcements of 17<sup>th</sup> November.

On the monetary policy front matters are complex, with the November 2022 UK CPI standing at 10.7%, and expected to fall only slowly through 2023 and 2024. Markets have been unsettled by the Government's announcements of unfunded tax cuts in September but are now calmer against the backdrop of public expenditure cuts and fiscal tightening.

The Bank of England's Monetary Policy Committee increased the Bank Rate to 3.5% in December 2022 and have indicated that further rate increases are in the pipeline and markets expect Bank Rate to peak at 4.5%-4.75%. Investing in 2023/24 is therefore likely to be conducted, first, in a rising interest rate environment, but also - potentially - a falling interest rate environment at the back-end of the financial year, depending on how quickly inflation falls back and how growth performs.

### Interest rate forecasts

The Council has appointed Link Group as its treasury advisor and part of their service is to assist the Council to formulate a view on interest rates. The following table gives Link Group forecast to December 2025.

	End Q1 2023	End Q2 2023	End Q3 2023	End Q4 2023	End Q1 2024	End Q2 2024	End Q3 2024	End Q4 2024	End Q1 2025	End Q2 2025	End Q3 2025	End Q4 2025
Bank Rate	4.25%	4.50%	4.50%	4.50%	4.00%	3.75%	3.50%	3.25%	3.00%	2.75%	2.50%	2.50%
5yr PWLB Rate	4.20%	4.20%	4.10%	4.00%	3.90%	3.80%	3.60%	3.50%	3.40%	3.30%	3.20%	3.10%
10yr PWLB Rate	4.40%	4.40%	4.30%	4.10%	4.00%	3.90%	3.80%	3.60%	3.50%	3.40%	3.30%	3.30%
25yr PWLB Rate	4.60%	4.60%	4.50%	4.40%	4.20%	4.10%	4.00%	3.90%	3.70%	3.60%	3.50%	3.50%
50yr PWLB Rate	4.30%	4.30%	4.20%	4.10%	3.90%	3.80%	3.70%	3.60%	3.50%	3.30%	3.20%	3.20%

## 3. Current and Expected Treasury Portfolios

### 3.1. Investments

The Council's current investments as at 31 December 2022 was as follows:

#### Fixed Term Deposits - Current

Amount	Investment	Interest rate	Date Invested	Maturity Date	No. of Days
£5,000,000	Slough Borough Council	1.50%	18/05/22	20/02/23	278

£5,000,000	West of England Combined Authority	1.65%	23/06/22	16/03/23	266
£2,000,000	Barclays Green 95 day notice account	3.0%	19/07/22	95 days	Min: 95
£1,000,000	Barclays Standard 95 day notice account	3.0%	19/07/22	95 days	Min: 95
£5,000,000	Birmingham City Council	2.01%	28/07/22	30/01/23	186
£4,000,000	Cheltenham Borough Council	2.70%	13/09/22	13/07/23	303
£3,000,000	Standard Chartered – Sustainable deposit	4.32%	14/10/22	14/04/23	182
£3,000,000	Goldman Sachs	3.73%	15/12/22	15/06/23	182
£5,000,000	Surrey County Council	3.30%	19/12/22	20/03/23	91
£5,000,000	Woking Borough Council	3.75%	21/12/22	21/06/23	182

The Standard Chartered Sustainable deposit guarantees that investment is referenced against sustainable assets aligned to the United Nations' Sustainable Development Goals (SDGs).

### **Property Funds**

Amount	Investment	Dividend Yield
£5,000,000	CCLA – LAMIT Property Fund	3.96%

Note: Dividend yield as at 30 September 2022

### **Money Market Funds**

Amount	Investment	Interest rate*
£10,000,000	Federated Investors	1.75%
£10,000,000	Aberdeen Standard Investments	1.70%
£4,000,000	CCLA - The Public Sector Deposit Fund	1.61%
£0	Black Rock Asset Management	1.61%

\* Interest rate is variable (therefore rates quoted are an average to 31 December 2022)

## 3.2. **Borrowings**

The Council's long term borrowing is currently £166.709 million (£94.465 million General Fund and £72.244 HRA) and there is currently no short-term borrowing. Details of current loans are set out below.

### **Existing loans**

Amount	Lender	Interest rate	End date
£56,884,000	PWLB maturity (HRA)	3.48%	28/03/2062
£1,963,433	PWLB 25 year annuity	2.34%	11/01/2044
£1,911,646	PWLB 25 year annuity	2.08%	04/04/2044
£4,279,064	PWLB 30 year annuity	1.61%	26/09/2049
£8,233,947	PWLB 35 year annuity	1.71%	26/09/2054
£34,628,516	PWLB 50 year annuity	1.80%	26/09/2069

£15,360,000	PWLB maturity (HRA)	1.31%	14/04/2070
£43,448,157	PWLB 50 year annuity	1.78%	24/12/2071

### 3.3. Expected changes

The current capital programme indicates a further borrowing requirement of £30.836 million for the General Fund and £3.9 million for the HRA. The decision of whether to take external long-term borrowing will be made in light of current and forecast interest rates and the decision is delegated to the Section 151 Officer and Leader of the Council.

### 3.4. Budget implications

The net budget for interest payments in 2023/24 is £1.32m in respect of the General Fund and £1.898 million in respect of the HRA. The HRA covers the interest costs relating to the long term borrowing of £56.9 million and the interest on any other borrowings directly related to the HRA. If actual levels of investments and borrowing, and actual interest rates differ from those forecast, performance against budget will differ correspondingly.

## 4. **Investment Strategy**

4.1. The Council holds surplus funds, which represent income received in advance of expenditure plus balances and reserves held. Both the CIPFA Code and the DLUHC Guidance require the Council to invest its funds prudently, and to have regard to the **security** and **liquidity** of its investments before seeking the highest rate of return, or **yield**.

### 4.2. Specified Investments

Specified investments are those expected to offer relatively high security and liquidity, and can be entered into with the minimum of formalities. The DLUHC Guidance defines specified investments as those:

- denominated in pounds sterling,
- due to be repaid within 12 months of arrangement,
- not defined as capital expenditure by legislation, and
- invested with one of:
  - the UK Government,
  - a UK local authority, parish council or community council, or
  - a body or investment scheme of “high credit quality”.

4.3. The Council defines the following as being of “high credit quality” for making specified investments, subject to the monetary and time limits shown.

<b>In-house investment</b>	<b>Monetary limit<sup>1</sup></b>	<b>Time limit</b>
UK owned banks and building societies holding short-term credit ratings no lower than F1+ and P-1	£4m each	12 months
Foreign owned banks that deal in sterling holding short-term credit ratings no lower than F1+ and P-1	£3m each	9 months
UK owned banks and building societies holding short-term credit ratings no lower than F1 and P-1	£3m each	6 months
Money market funds <sup>2</sup> and similar pooled vehicles holding the highest possible credit ratings (AAA)	£10m each	3 months

Property Funds	£10m each	3 months
UK Central Government	no limit	12 months
UK Local Authorities <sup>3</sup>		
Upper Tier	£5m each	12 months
Lower Tier	£5m each	12 months

<sup>1</sup> banks within the same group ownership are treated as one bank for limit purposes

<sup>2</sup> as defined in the Local Authorities (Capital Finance and Accounting) Regulations 2003

<sup>3</sup> as defined in the Local Government Act 2003

4.4. The maximum that will be lent to any one organisation (other than the UK Government) will be £5 million, with the exception of Property Funds and Money Market Funds where the limit is £10m. For an individual bank, the limit is £4 million. A group of banks under the same ownership will be treated as a single organisation for limit purposes.

#### 4.5. Non specified Investments

No non specified investments will be made by the Council.

#### 4.6. Foreign countries

Investments in foreign countries will be limited to those that hold a AAA or AA+ sovereign credit rating from all three major credit rating agencies, and to a maximum of £3 million per country. Only banks that are domiciled in the UK but are owned in another country will be used and need to meet the rating criteria of and will count against the limit for both countries. There is no limit on investments in the UK.

#### 4.7. Liquidity management

The Council uses purpose-built cash flow forecasting to determine the maximum period for which funds may prudently be committed. The forecast is compiled on a pessimistic basis, with receipts under-estimated and payments over-estimated to minimise the risk of the Council being forced to borrow on unfavourable terms to meet its financial commitments.

Limits on long-term investments are set by reference to the Council's medium term financial plan and cash flow forecast.

#### 4.8. Credit ratings

The Council uses credit ratings from two main rating agencies Fitch Ratings Ltd and Moody's Investors Service to assess the risk of loss of investments. The lowest available credit rating will be used to determine credit quality.

Credit ratings are obtained and monitored by the Council's treasury advisers, who will notify changes in ratings as they occur. Where an institution has its credit rating downgraded so that it fails to meet the above criteria then:

- no new investments will be made,
- any existing investments that can be recalled at no cost will be recalled, and
- full consideration will be given to the recall of any other existing investments

Where a credit rating agency announces that it is actively reviewing an organisation's credit ratings with a view to downgrading it so that it is likely to fall below the above criteria, then no further investments will be made until the outcome of the review is announced.

Sole reliance will not be placed on the use of this external service. In addition, this Council will also use market data and market information, as well as information on any external support for banks to help support its decision-making process.

#### 4.9. Other information on the security of investments

Full regard will be given to other available information on the credit quality of banks and building societies, including credit default swap prices, financial statements and rating agency reports. No investments will be made with an organisation if there are substantive doubts about its credit quality, even though it may meet the above criteria.

#### 4.10. Other information on the security of investments

Full regard will be given to other available information on the credit quality of banks and building societies, including credit default swap prices, financial statements and rating agency reports. No investments will be made with an organisation if there are substantive doubts about its credit quality, even though it may meet the above criteria.

#### 4.11. Investment instruments

Investments may be made using any of the following instruments:

- interest paying bank accounts
- fixed term deposits
- call or notice deposits (where the Council can demand repayment)
- certificates of deposit
- treasury bills and gilts issued by the UK Government
- bonds issued by multilateral development banks
- shares in money market funds

### 5. **Planned investment strategy for 2023/24 – In-House**

5.1. The cash flow forecast will be used to divide surplus funds into three categories:

- Short-term – cash required to meet known cash outflows in the next month, plus a contingency to cover unexpected cash flows over the same period.
- Medium-term – cash required to manage the annual seasonal cash flow cycle, including amounts to cover forecast shortages, planned uses of reserves, and a longer-term contingency.
- Long-term – cash not required to meet cash flows, and used primarily to generate investment income.

5.2. The Council's in-house managed funds are based on the likely cash flow position.

Investments will be made to ensure that cash flow is protected and borrowing is minimised. In the current economic climate, it is considered appropriate to keep investments short term to cover cash flow needs. However, where appropriate (from an internal as well as external perspective), the Council will also consider investments for a longer period up to 12 months. These are funds which are not required for day-to-day cash management purposes.

5.3. The Council will seek to utilise money market funds (Aberdeen, Blackrock, Federated, and CCLA) and use short-dated deposits to ensure liquidity of assets for day-to-day cash flow. Although these are essentially cash, a monetary limit in line with the banks credit rating is retained on the accounts. The Council can also make use of the Government's Debt Management Office to ensure the highest possible security for cash. Additionally, the Council will hold a balance on its general account to cover any payments due. On occasion, to facilitate cash flow requirements, there may be in excess of £3 million in this account.

### 6. **Borrowing Strategy**

6.1. The Council's capital financing requirement (CFR, or underlying need to borrow) as at 31 March 2023 is expected to be £250.75 million, and is forecast to rise to £254.33 million by March 2024 as capital expenditure is incurred.

6.2. The maximum expected long-term borrowing requirement for 2023/24 is:

	£m
Borrowed in prior years	94.46
Long term borrowing (HRA)	72.24
Not borrowed in previous years	84.05
Forecast increase in CFR	3.58
<b>TOTAL</b>	<b>254.33</b>

6.3. The Council is expected to be in an under-borrowed position as at 31 March 2023. This means that the capital borrowing need (the Capital Financing Requirement), has not been fully funded with loan debt as cash supporting the Council's reserves, balances and cash flow has been used as a temporary measure. This strategy is prudent as borrowing costs have increased and to mitigate exposure to counterparty risk.

Against this background and the risks within the economic forecast, caution will be adopted with the 2023/24 treasury operations. The Section 151 Officer will monitor interest rates in financial markets and adopt a pragmatic approach to any change in circumstances.

6.4. To reduce risk and minimise cost on the General Fund, it has been decided to defer borrowing where possible, however some targeted long term borrowing may be undertaken in 2023-24, where the costs will be offset against future income streams.

6.5. In addition, the Council may borrow for short periods of time (normally up to two years) to cover cash flow shortages.

6.6. If borrowing is required advice will be sought from the treasury management advisors in order that the most cost effective form of borrowing can be secured.

6.7. Sources of borrowing

The approved sources of long-term and short-term borrowing will be:

- Public Works Loan Board
- any institution approved for investments above
- any other bank or building society on the Financial Services Authority list.

6.8. Debt instruments

Loans will be arranged by one of the following debt instruments:

- fixed term loans at fixed or variable rates of interest
- lender's option borrower's option (LOBO) loans.

As an alternative to borrowing loans, the Council may also finance capital expenditure and incur long-term liabilities by means of:

- leases
- Private Finance Initiative.

6.9. Borrowing strategy to be followed

With high levels of uncertainty and short-term interest rates currently lower than long-term rates, it continues to be more cost effective in the short-term to not borrow and reduce the level of investments held instead, or to borrow short-term loans. However, with long-term rates not forecast to reduce in the near future, any such short-term savings will need to be balanced against potential longer-term costs.

If required, the council may arrange forward starting loans during 2023/24, where the interest rate is fixed in advance, but the cash is received in a later period.

## **7. Policy on Use of Financial Derivatives**

- 7.1. Local authorities have previously made use of financial derivatives embedded into loans and investments both to reduce interest rate risk (e.g. interest rate collars and forward deals) and to reduce costs or increase income at the expense of greater risk (e.g. LOBO loans).
- 7.2. The Localism Bill 2011 includes a general power competence that removes the uncertain legal position over local authorities' use of standalone financial derivatives (i.e. those that are not embedded into a loan or investment). The latest CIPFA Code requires authorities to clearly detail their policy on the use of derivatives in the annual strategy.
- 7.3. The Council will only use standalone financial derivatives (such as swaps, forwards, futures and options) where they can be clearly demonstrated to reduce the overall level of the financial risks that the Council is exposed to. Additional risks presented, such as credit exposure to derivative counterparties, will be taken into account when determining the overall level of risk. Embedded derivatives will not be subject to this policy, although the risks they present will be managed in line with the overall treasury risk management strategy.
- 7.4. Derivative counterparties  
Financial derivative transactions may be arranged with any organisation that meets the approved investment criteria. The current value of any amount due from a derivative counterparty will count against the counterparty credit limit and the relevant foreign country limit.
- 7.5. In reality, whilst the Council is required to include the above policy, the only type of transaction that might be used is the forward deal, which means the Council agrees to borrow funds at a set price for a set period, in advance of the date the loan is actually taken. This is done to ensure the availability of funds at the time that they are needed.

## **8. Treasury Management Prudential Indicators**

- 8.1. The Council sets each year, in February, prudential indicators for Treasury Management, to ensure that proper control of borrowing and investing is maintained. These indicators have been updated to reflect the requirements in the 2021 Code and can be found in the Council's budget book. A graphical indication of the Council's borrowing liability as a whole and for the General Fund and HRA is shown in Appendix 1 to this report.

## **9. Other Matters**

- 9.1. The revised DLUHC Investment Guidance also requires the Council to approve the following matters each year as part of the investment strategy:
- 9.2. Investment consultants

The Council uses Link Group, Link Treasury Services Limited as its external treasury management advisors.

The Council recognises that responsibility for treasury management decisions remains with the organisation at all times and will ensure that undue reliance is not placed upon the services of our external service providers. All decisions will be undertaken with regards to all available information, including, but not solely, our treasury advisers. The services received include:

- advice and guidance on relevant policies, strategies and reports,
- advice on investment decisions,
- notification of credit ratings and changes,
- other information on credit quality,
- advice on debt management decisions,
- accounting advice,

- reports on treasury performance,
- forecasts of interest rates, and
- training courses.

The quality of the advisory service is monitored by the Director Finance.

### 9.3. Training

The CIPFA Treasury Management Code requires the responsible officer to ensure that members with responsibility for treasury management receive adequate training in treasury management. This especially applies to members responsible for scrutiny.

Furthermore, pages 47 and 48 of the Code state that they expect “all organisations to have a formal and comprehensive knowledge and skills or training policy for the effective acquisition and retention of treasury management knowledge and skills for those responsible for management, delivery, governance and decision making.

The scale and nature of this will depend on the size and complexity of the organisation’s treasury management needs. Organisations should consider how to assess whether treasury management staff and board/ council members have the required knowledge and skills to undertake their roles and whether they have been able to maintain those skills and keep them up to date.

As a minimum, authorities should carry out the following to monitor and review knowledge and skills:

- Record attendance at training and ensure action is taken where poor attendance is identified.
- Prepare tailored learning plans for treasury management officers and board/council members.
- Require treasury management officers and board/council members to undertake self-assessment against the required competencies (as set out in the schedule that may be adopted by the organisation).
- Have regular communication with officers and board/council members, encouraging them to highlight training needs on an ongoing basis.”

In further support of the revised training requirements, CIPFA’s Better Governance Forum and Treasury Management Network have produced a ‘self-assessment by members responsible for the scrutiny of treasury management’, which is available from the CIPFA website to download.

The Director Finance covers treasury management as part of the induction process. The needs of the Council’s members and treasury management staff for training in investment management are assessed annually as part of the appraisal process, and additionally when the responsibilities of individual members of staff change. Staff regularly attend training courses, seminars and conferences provided by Link Group and CIPFA.

A formal record of the training received by officers central to the Treasury function will be maintained by the Section 151 Office. Similarly, a formal record of the treasury management/capital finance training received by members will also be maintained by the Section 151 Office .

### 9.4. Investment of money borrowed in advance of need

The Council may, from time to time, borrow in advance of spending need, where this is expected to provide the best long term value for money. Since amounts borrowed will be invested until spent, the Council is aware that it will be exposed to the risk of loss of the borrowed sums, and the risk that investment and borrowing interest rates may change in the intervening period. These risks will be managed as part of the Council's overall management of its treasury risks.

The total amount borrowed will not exceed the authorised borrowing limit. The maximum periods between borrowing and expenditure is expected to be two years, although the Council does not link particular loans with particular items of expenditure.

#### 9.5. The Treasury Management Role of the Section 151 Office

- recommending clauses, treasury management policy/practices for approval, reviewing the same regularly, and monitoring compliance;
- submitting regular treasury management policy reports;
- submitting budgets and budget variations;
- receiving and reviewing management information reports;
- reviewing the performance of the treasury management function;
- ensuring the adequacy of treasury management resources and knowledge and skills, and the effective division of responsibilities within the treasury management function;
- ensuring the adequacy of internal audit, and liaising with external audit;
- recommending the appointment of external service providers.
- preparation of a capital strategy to include capital expenditure, capital financing, non-financial investments and treasury management, with a long term timeframe (say 20+ years)
- ensuring that the capital strategy is prudent, sustainable, affordable and prudent in the long term and provides value for money
- ensuring that due diligence has been carried out on all treasury and non-financial investments and is in accordance with the risk appetite of the authority
- ensure that the authority has appropriate legal powers to undertake expenditure on non-financial assets and their financing
- ensuring the proportionality of all investments so that the authority does not undertake a level of investing which exposes the authority to an excessive level of risk compared to its financial resources
- ensuring that an adequate governance process is in place for the approval, monitoring and ongoing risk management of all non-financial investments and long term liabilities
- provision to members of a schedule of all non-treasury investments including material investments in subsidiaries, joint ventures, loans and financial guarantees
- ensuring that members are adequately informed and understand the risk exposures taken on by an authority
- ensuring that the authority has adequate expertise, either in house or externally provided, to carry out the above
- creation of Treasury Management Practices which specifically deal with how non treasury investments will be carried out and managed, to include the following
  - Risk management (TMP1 and schedules), including investment and risk management criteria for any material non-treasury investment portfolios;
  - Performance measurement and management (TMP2 and schedules), including methodology and criteria for assessing the performance and success of non-treasury investments;
  - Decision making, governance and organisation (TMP5 and schedules), including a statement of the governance requirements for decision making in relation to non-treasury investments; and arrangements to ensure that appropriate professional due diligence is carried out to support decision making;

- Reporting and management information (TMP6 and schedules), including where and how often monitoring reports are taken;
- Training and qualifications (TMP10 and schedules), including how the relevant knowledge and skills in relation to non-treasury investments will be arranged.

## 10. Investment Reports

10.1. The Council is currently required to receive and approve, as a minimum, three main treasury reports each year, which incorporate a variety of policies, estimates and actuals.

- a. Prudential and treasury indicators and treasury strategy** (in budget book) - The first, and most important report is forward looking and covers:
  - the capital plans, (including prudential indicators);
  - a Minimum Revenue Provision (MRP) policy, (how residual capital expenditure is charged to revenue over time);
  - the Treasury Management Strategy, (how the investments and borrowings are to be organised), including treasury indicators; and
  - an Annual Investment Strategy, (the parameters on how investments are to be managed).
- b. A mid-year treasury management report** – This is primarily a progress report and will update members on the capital position, amending prudential indicators as necessary, and whether any policies require revision.
- c. An annual treasury report** – This is a backward-looking review document and provides details of a selection of actual prudential and treasury indicators and actual treasury operations compared to the estimates within the strategy.

### Scrutiny

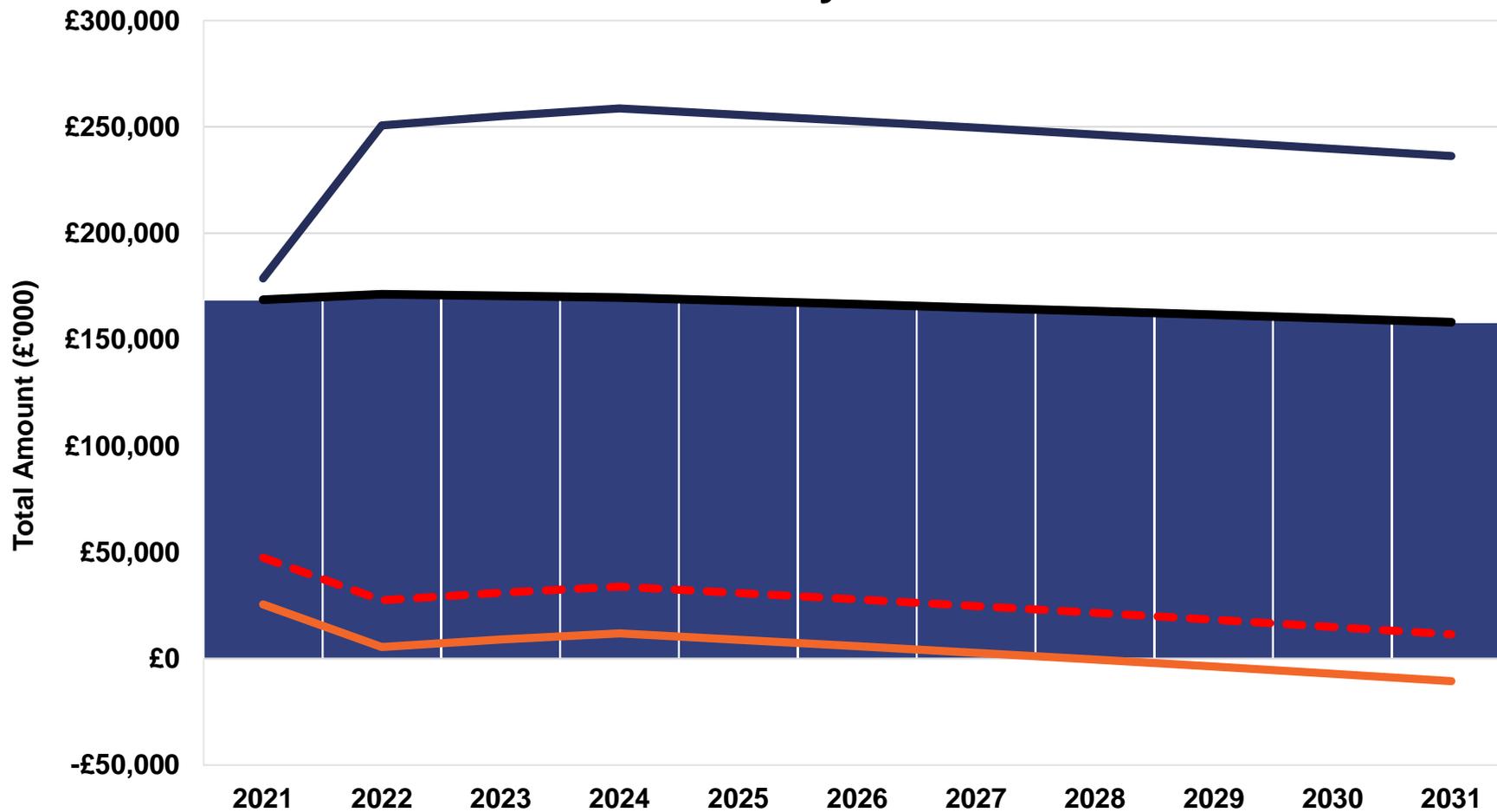
The above reports are required to be adequately scrutinised before being recommended to the Council. This role is undertaken by the Executive Committee.

**Quarterly reports** – In addition to the three major reports detailed above, from 2023/24 quarterly reporting (end of June/end of December) is also required. However, these additional reports do not have to be reported to Full Council but do require to be adequately scrutinised. This role is undertaken by the Executive Committee. (The reports, specifically, should comprise updated Treasury/Prudential Indicators.)

DIRECTOR FINANCE  
JANUARY 2023

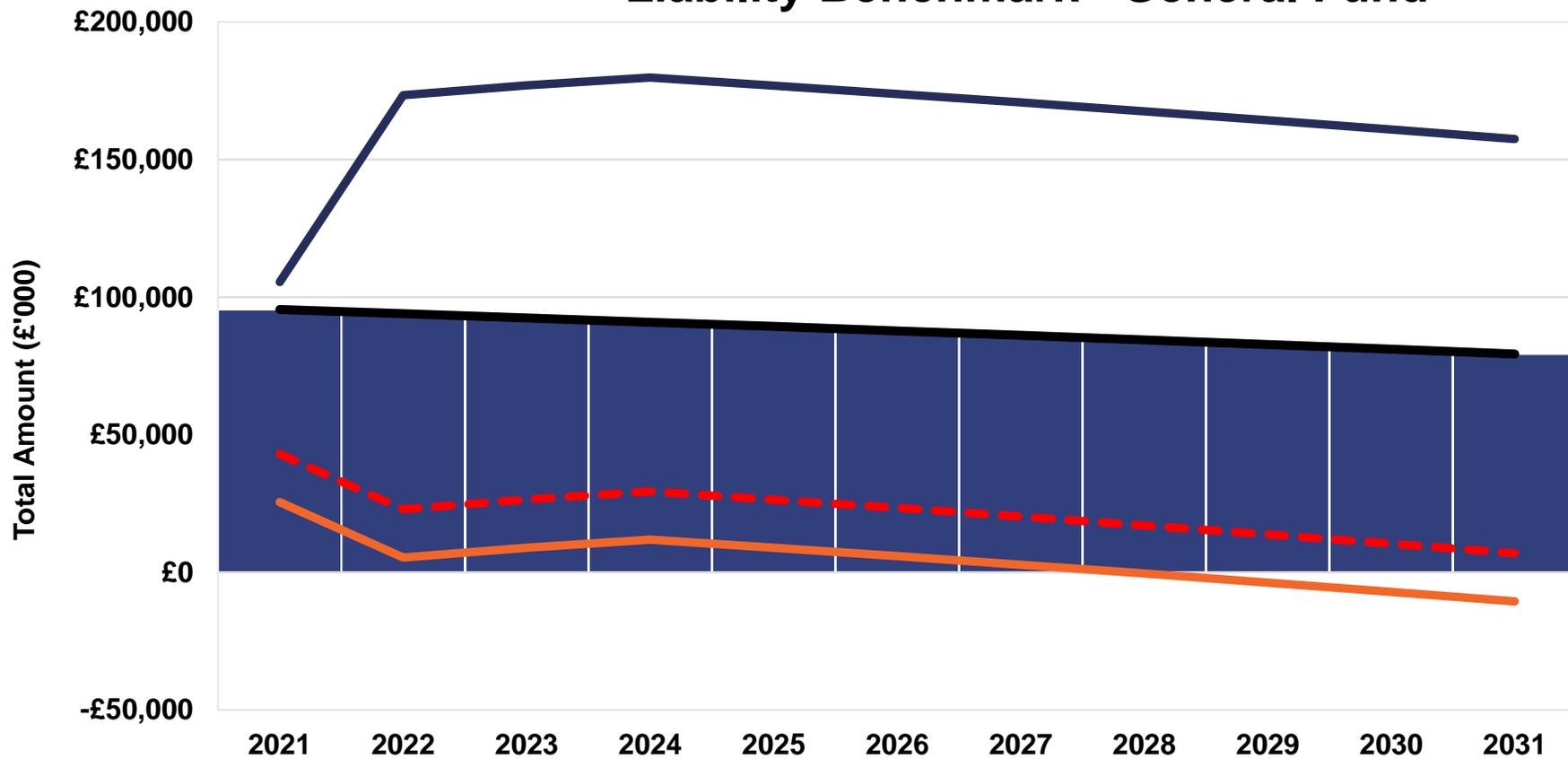
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## Liability Benchmark



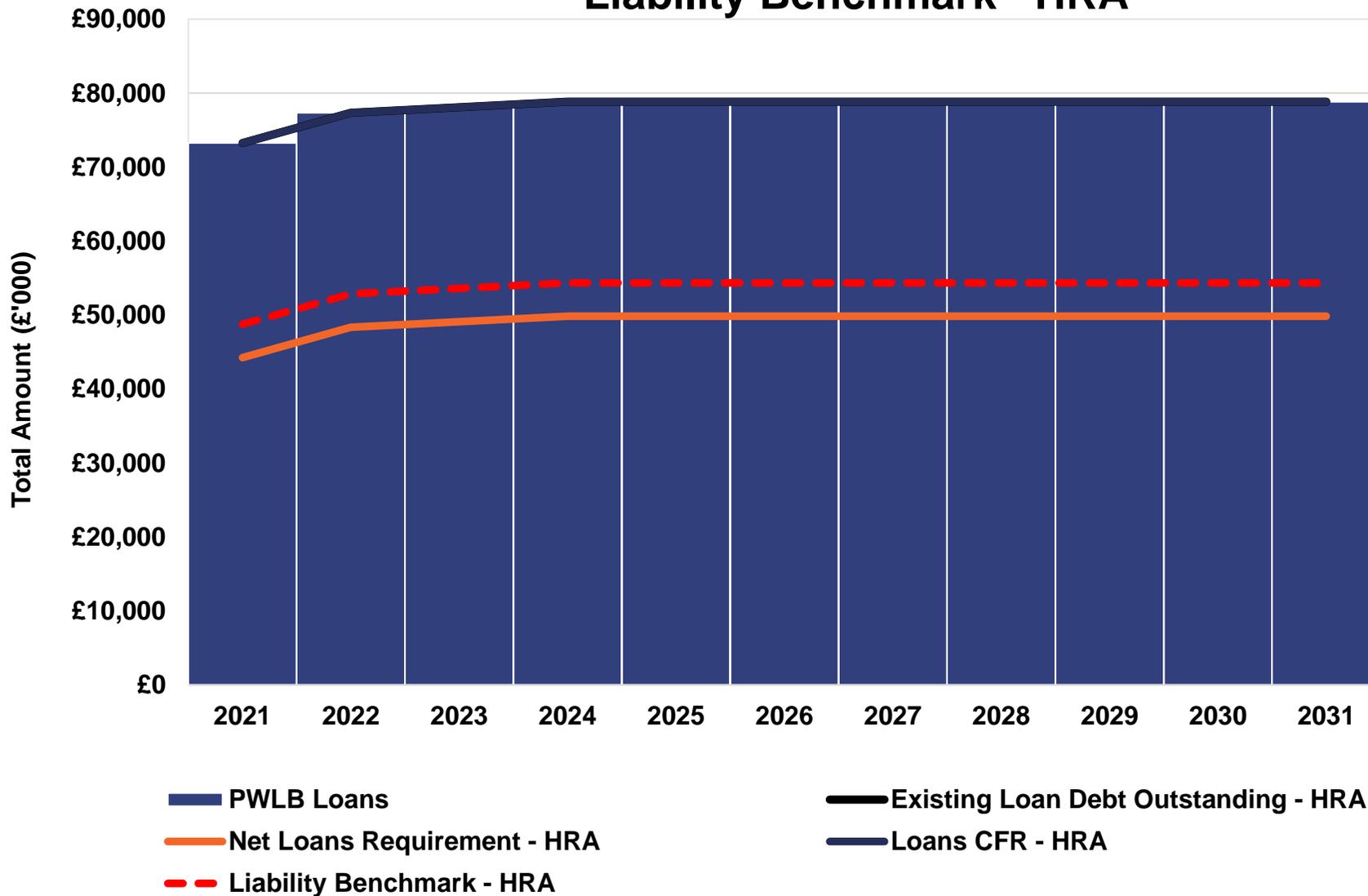
- PWLB Loans
- Net Loans Requirement (forecast net loan debt)
- Liability Benchmark (Gross Loans Requirement)
- Existing Loan Debt Outstanding
- Loans CFR

## Liability Benchmark - General Fund



- PWLB Loans
- Net Loans Requirement - GF
- Liability Benchmark - GF
- Existing Loan Debt Outstanding - GF
- Loans CFR - GF

## Liability Benchmark - HRA



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