

HARLOW COUNCIL

CAPITAL STRATEGY REPORT 2023/24

Introduction

1. This capital strategy report gives a high-level overview of how capital expenditure, capital financing and treasury management activity contribute to the provision of local public services along with an overview of how associated risk is managed and the implications for future financial sustainability. It has been written in an accessible style to enhance members' understanding of these sometimes technical areas.
2. Decisions made this year on capital and treasury management will have financial consequences for the Council for many years into the future. They are therefore subject to both a national regulatory framework and to local policy framework, summarised in this report.

Capital Expenditure and Financing

3. Capital expenditure is where the Council spends money on assets, such as property or vehicles, that will be used for more than one year. In local government this includes spending on assets owned by other bodies, and loans and grants to other bodies enabling them to buy assets.
4. In 2023/24, the Council is planning capital expenditure of £52.3m as summarised below:

Table 1: Prudential Indicator: Estimates of Capital Expenditure in £ millions

	2021/22 actual	2022/23 forecast	2023/24 budget	2024/25 budget	2025/26 budget
General Fund services	7.7	40.3	13.5	17.2	7.2
Council housing (HRA)	18.5	25.8	38.8	40.0	19.3
TOTAL	26.2	66.1	52.3	57.2	26.5

5. The main General Fund capital projects include various works associated with The Civic Centre £866,000, The Harvey Centre £547,000, Latton Bush Centre fire safety £500,000, the renewal of Harlow's Neighbourhoods £350,000, The Playhouse £297,000, Harlow Museum £271,000 and Osler House £200,000.
6. The Housing Revenue Account (HRA) is a ring-fenced account which ensures that council housing does not subsidise, or is itself subsidised, by other local services. HRA capital expenditure is therefore recorded separately and includes the building of 106 new homes over the forecast period.

Governance:

7. Service Managers commence a process annually in September to bid for projects in the Council's Non-Housing Capital Programme. Bids are collated by the Finance Service who calculate the financing costs (which can be nil if the project is fully externally financed) and formulate capital project appraisals. The Deputy to the Chief Executive and Director of Finance presents capital proposals to the Senior Management Board (SMB) for review. The review is based on a comparison of corporate priorities and service priorities and considers projected capital costs, financing costs and any resulting ongoing service costs. Recommendations from SMB formalise the Capital Programme for approval by Cabinet and to Full Council in January / February each year.
8. For full details of the Council's capital programme, see the Council's Medium Term Financial Strategy 2023-23 to 24-25.
9. All capital expenditure must be financed, either from external sources (government grants and other contributions), the Council's own resources (revenue, reserves and capital receipts) or debt (borrowing, leasing and Private Finance Initiative). The planned financing of the above expenditure is as follows:

Table 2: Capital financing in £ millions

	2021/22 actual	2022/23 forecast	2023/24 budget	2024/25 budget	2025/26 budget
External sources	5.0	11.9	5.8	11.2	3.8
Capital receipts	1.2	2.9	7.0	8.8	2.2
Revenue resources	18.1	20.0	16.8	16.5	16.6
Debt	1.9	31.3	22.7	20.7	3.9
TOTAL	26.2	66.1	52.3	57.2	26.5

10. Debt is only a temporary source of finance, since loans and leases must be repaid, and this is therefore replaced over time by other financing, usually from revenue which is known as Minimum Revenue Provision (MRP). Alternatively, proceeds from selling capital assets (known as capital receipts) may be used to replace debt finance. Planned MRP and use of capital receipts are as follows:

Table 3: Replacement of prior years' debt finance in £ millions

	2021/22 actual	2022/23 forecast	2023/24 budget	2024/25 budget	2025/26 budget
Minimum revenue provision (MRP)	0.8	£0.8	1.1	1.1	1.2

Capital receipts	Nil	Nil	Nil	Nil	Nil
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11. The Council's full minimum revenue provision statement is available here as appendix D to the Capital and Treasury Report 2023-24
12. The Council's cumulative outstanding amount of debt finance is measured by the Capital Financing Requirement (CFR). This increases with new debt-financed capital expenditure and reduces with MRP. The CFR is expected to increase by £21.8m during 2023/24. Based on the above figures for expenditure and financing, the Council's estimated CFR is as follows:

Table 4: Prudential Indicator: Estimates of Capital Financing Requirement in £ millions

	31.3.2022 actual	31.3.2023 forecast	31.3.2024 budget	31.3.2025 budget	31.3.2026 budget
General Fund services	72.9	104.1	110.6	115.3	117.6
Council housing (HRA)	196.3	196.3	211.6	226.6	227.1
TOTAL CFR	269.2	£300.4	322.2	341.9	344.7

13. Asset management: To ensure that capital assets continue to be of long-term use, the Council has an asset management strategy in place.
14. Asset disposals: When a capital asset is no longer needed, it may be sold so that the proceeds, known as capital receipts, can be spent on new assets or to repay debt. Repayments of capital grants, loans and investments also generate capital receipts. The Council plans to receive £6.7m of capital receipts in the coming financial year as follows:

Table 5: Capital receipts receivable

Table 5a - Movement in Other Housing Capital Receipts

Narrative	2021/22 Actual £'000s	2022/23 Estimates £'000s	2022/23 Revised £'000s	2023/24 Estimates £'000s
Balance as at 1 April	(1,083)	0	(1,643)	0
Adjustment in Year	0	0	0	0
Other Housing Capital Receipts Received	(560)	0	0	0
Other Housing Capital Receipts Used	0	0	1,643	0
Balance as at 31 March	(1,643)	0	0	0

Table 5b - Movement in Non-Housing Capital Receipts

Narrative	2021/22	2022/23	2023/24
	Actual £000s	Estimate £000s	Estimate £000s
Capital Receipts B/Fwd	2,349	1,962	1,962
Capital Receipts Received	655	14	
Capital Receipts Used	-1,042	-14	
Capital Receipts C/Fwd	1,962	1,962	1,962

Table 5c - Movement in Retained Right to Buy (RTB) Receipts

Operating Account	2021/22	2022/23	2022/23	2023/24
	Actual £'000s	Original £'000s	Revised £'000s	Estimates £'000s
Balance as at 1 April	(6,899)	(10,509)	(13,018)	(17,280)
Adjustment in Year	0	0	0	0
Receipts Retained from RTB	(6,310)	(4,064)	(5,490)	(6,609)
Receipts Used to Finance Purchases	0	0	0	0
Receipts Used to Finance New Builds	191	4,255	1,228	5,320
Balance as at 31 March	(13,018)	(10,318)	(17,280)	(18,569)

Treasury Management

15. Treasury management is concerned with keeping sufficient but not excessive cash available to meet the Council's spending needs, while managing the risks involved. Surplus cash is invested until required, while a shortage of cash will be met by borrowing, to avoid excessive credit balances or overdrafts in the bank current account. The Council is typically cash rich in the short-term as revenue income is received before it is spent, but cash poor in the long-term as capital expenditure is incurred before being financed. The revenue cash surpluses are offset against capital cash shortfalls to reduce overall borrowing.
16. Due to decisions taken in the past, the Council had £220.8m of borrowing at 31st December 2022 at an average interest rate of 3.3% and £19.3m treasury investments at the same date earning at an average rate of 2.0%.
17. **Borrowing strategy:** The Council's main objectives when borrowing are to achieve a low but certain cost of finance while retaining flexibility should plans change in future. These objectives are often conflicting, and the Council therefore seeks to strike a balance between cheaper short-term loans and long-term fixed rate loans where the future cost is known but higher.
18. The Council does not borrow to invest for the primary purpose of financial return and therefore retains full access to the Public Works Loans Board.

19. Projected levels of the Council's total outstanding debt (which comprises borrowing and leases) are shown below, compared with the capital financing requirement (see above).

Table 6: Prudential Indicator: Gross Debt and the Capital Financing Requirement in £ millions

	31.3.2022 actual	31.3.2023 forecast	31.3.2024 budget	31.3.2025 budget	31.3.2026 budget
Debt (incl. PFI & leases)	215.3	229.0	250.1	269.6	272.3
Capital Financing Requirement	269.2	£300.4	322.2	341.9	344.7

20. Statutory guidance is that debt should remain below the capital financing requirement, except in the short-term. As can be seen from table 6, the Council expects to comply with this in the medium term.

21. **Liability benchmark:** To compare the Council's actual borrowing against an alternative strategy, a liability benchmark has been calculated showing the lowest risk level of borrowing. This assumes that cash and investment balances are kept to a minimum level of £10m at each year-end. This benchmark is currently £185.2m and is forecast to rise to £266.9m over the next three years.

Table 7: Borrowing and the Liability Benchmark in £ millions

	31.3.2022 actual	31.3.2023 forecast	31.3.2024 budget	31.3.2025 budget	31.3.2026 budget
Outstanding borrowing	211.8	222.6	244.0	263.9	266.9
Liability benchmark	185.2	222.6	244.0	263.9	266.9

22. The table shows that the Council aims to borrow at its liability benchmark in future years to follow the lowest risk course for debt.

23. **Affordable borrowing limit:** The Council is legally obliged to set an affordable borrowing limit (also termed the authorised limit for external debt) each year. In line with statutory guidance, a lower "operational boundary" is also set as a warning level should debt approach the limit.

Table 8: Prudential Indicators: Authorised limit and operational boundary for external debt in £m

	2022/23 limit	2023/24 limit	2024/25 limit	2025/26 limit
Authorised limit - borrowing	320.2	325.2	325.2	325.2

Authorised limit - PFI and leases	2.0	2.0	£2.0	2.0
Authorised limit - total external debt	322.2	327.2	327.2	327.2
Operational boundary - borrowing	310.2	315.2	315.2	315.2
Operational boundary - PFI and leases	1.8	1.8	1.8	1.8
Operational boundary - total external debt	312.0	317.0	317.0	317.0

24. Further details on borrowing are in the Council's treasury management strategy

25. **Treasury investment strategy:** Treasury investments arise from receiving cash before it is paid out again. Investments made for service reasons or for pure financial gain are not generally considered to be part of treasury management.

26. The Council's policy on treasury investments is to prioritise security and liquidity over yield, that is to focus on minimising risk rather than maximising returns. Cash that is likely to be spent in the near term is invested securely, for example with the government, other local authorities or selected high-quality banks, to minimise the risk of loss. Money that will be held for longer terms is invested more widely, including in bonds, shares and property, to balance the risk of loss against the risk of receiving returns below inflation. Both near-term and longer-term investments may be held in pooled funds, where an external fund manager makes decisions on which particular investments to buy and the Council may request its money back at short notice.

Table 9: Treasury management investments in £millions

	31.3.2022 actual	31.3.2023 forecast	31.3.2024 budget	31.3.2025 budget	31.3.2026 budget
Near-term investments	34.6	8.0	8.0	8.0	8.0
Longer-term investments	2.0	2.0	2.0	2.0	2.0
TOTAL	36.6	10.0	10.0	10.0	10.0

27. Further details on treasury investments are the Council's treasury management strategy.

28. **Risk management:** The effective management and control of risk are prime objectives of the Council's treasury management activities. The treasury management strategy therefore sets out various indicators and limits to constrain the risk of unexpected losses and details the extent to which financial derivatives may be used to manage treasury risks.

29. The treasury management prudential indicators are in the Council's treasury management strategy.

30. **Governance:** Decisions on treasury management investment and borrowing are made daily and are therefore delegated to the Deputy to the Chief Executive and Head of Finance & Property Services and staff, who must act in line with the treasury management strategy approved by Full Council. Half-yearly reports on treasury management activity are presented to Cabinet. The Cabinet Overview Working Group is responsible for scrutinising treasury management decisions.

Investments for Service Purposes

31. The Council makes investments to assist local public services. The most significant investment of this nature is the purchase of the Harvey Centre, a shopping centre in Harlow town centre, in December 2022 for £21m. This purchase has been made primarily to enable meaningful regeneration of Harlow Town Centre, of which the shopping centre is a significant part. The Centre is also expected to generate a net financial return in future.
32. Other investments for service purposes include shares in and loans to the Council's wholly owned companies within the HTS Group, which provides extensive building maintenance, grounds and environmental maintenance services to the Council. This promotes economic growth.
33. **Risk management:** In light of the public service objective, the Council is willing to take more risk than with treasury investments, however it still plans for these investment to generate a return after costs.
34. **Governance:** All decision to date have been made subject to formal reporting and approval by Cabinet. Where appropriate independent advice has been sought on the purchase and maintenance of service investments. For example the Council have employed property consultants, legal and financial advisors to assist them with the purchase of the Harvey Centre.
35. Further details on service investments are in the Council's investment strategy.

Commercial Activities

36. With central government financial support for local public services declining, some councils have invested in commercial property purely or mainly for financial gain. Harlow Council has not followed this course of action.
37. Harlow Council only has four assets which could be described as being 'primarily' for commercial return. These are a golf course, two cottages and a former farmhouse. They generate an income of around £82,000. These were all purchased prior to changes in guidelines that now prohibit borrowing primarily for the purpose of commercial return.

38. These commercial assets have a modest value and the income generated from them forms only a tiny portion of the Council's overall income. The risks around these investments are thus regarded as minimal.
39. Further details on commercial investments and limits on their use are in the Council's investment strategy.

Table 10: Prudential indicator: Net income from commercial and service investments to net revenue stream in £millions

	2021/22 actual	2022/23 forecast	2023/24 budget	2024/25 budget	2025/26 budget
Total net income from service and commercial investments (£m)	0.2	0.2	0.8	1.3	1.3
Proportion of net revenue stream	1.1%	1.1%	3.1%	5.0%	5.0%

Liabilities

40. In addition to debt of £220.8m detailed above, the Council is committed to making future payments to cover its pension fund deficit (valued at £36.3m as at 31st March 2022). The Council also covers the risk of having to pay for small-value insurance claims for which self-insurance is in place and managed through earmarked reserves.
41. **Governance:** Decisions on incurring new discretionary liabilities are taken by Senior Management Board in consultation with the Deputy to the Chief Executive and Director of Finance. It is the responsibility of Senior Managers to consult the Deputy to the Chief Executive and Director of Finance on any matter liable to affect the Council's finances materially (for values above £50,000). In the event of any substantial liabilities arising during the course of the financial year, these are highlighted in the finance and performance monitoring reports, presented quarterly to Cabinet and onwards to Full Council.
42. Further details on liabilities and guarantees are in sections 31 and 32 of the 2021/22 statement of accounts.

Revenue Budget Implications

43. Although capital expenditure is not charged directly to the revenue budget, interest payable on loans and MRP are charged to revenue. The net annual charge is known as financing costs; this is compared to the net revenue stream

i.e. the amount funded from council tax, business rates and general government grants.

Table 11: Prudential Indicator: Proportion of financing costs to net revenue stream

	2021/22 actual	2022/23 forecast	2023/24 budget	2024/25 budget	2025/26 budget
General Fund					
Financing costs (£m)	1.2	0.8	0.9	1.0	1.0
Proportion of net revenue stream	8.5%	7.0%	7.1%	7.0%	9.4%
HRA					
Financing costs (£m)	6.8	6.8	7.1	7.7	8.2
Proportion of net revenue stream	13.7%	13.2%	12.8%	13.0%	13.5%
Total					
Financing costs (£m)	7.8	7.7	8.0	8.7	9.3
Proportion of net revenue stream	12.7%	12.0%	11.7%	11.9%	12.8%

44. **Sustainability:** Due to the very long-term nature of capital expenditure and financing, the revenue budget implications of expenditure incurred in the next few years will extend for up to 50 years into the future. Capital investment decision making is not only about ensuring the initial allocation of capital funds meets the corporate and service priorities but ensuring the asset is fully utilised, sustainable and affordable throughout its whole life, which also includes the affordability of its debt financing costs. In approving the inclusion of schemes and projects within the Capital Programme the Deputy to the Chief Executive and Head of Finance & Property Services will need to have been satisfied that the proposed capital programme is prudent, affordable and sustainable.

Knowledge and Skills

45. The Council employs professionally qualified and experienced staff across a range of disciplines including finance, legal and property that follow Continuous Professional Development (CPD). The Council encourages apprenticeships and study programmes for staff with the ambition to achieve a professional qualification.

46. Where Council staff do not have the knowledge and skills required, use is made of external advisers and consultants that are specialists in their field. The Council currently employs Arlingclose Limited as treasury management advisers and Wilks Head and Eve LLP as property valuation advisers as

property consultants. Specialist property and legal advisors have been employed to assist with the purchase of the Harvey Centre. This approach is more cost effective than employing such staff directly and ensures that the Council has access to knowledge and skills commensurate with its risk appetite.

47. Internal and external training is offered to elected Members to ensure they have up to date knowledge and expertise to understand and challenge capital and treasury decisions taken by the administration, the Senior Management Board and the Deputy to the Chief Executive and Director of Finance.