Foreword

The move to self-financing represented both a huge change for local authority housing finance and a unique challenge.

The previous system for local authority housing – subsidy by central government – had been around since the early part of the last century, endured many changes, became more and more complex and, towards the end, meant that the vast majority of tenants saw an element of their rent going to central government rather than being reinvested in their homes.

The self-financing system, after considerable work and much consultation, was successfully introduced in 2012. The challenge now is to embed the new ways of thinking and working that the new, much longer-term business planning process enables. Housing staff in local authorities now have the opportunity with greater certainty to adopt a more strategic, longer-term approach to ensuring that housing needs are met, that housing stock is maintained and even, where possible, that more homes are provided.

I am delighted that this guide has been fully revised to assist practitioners as they go through the change process. There are sections on many of the challenges that we will all face to make local authority housing sustainable. The guide has two parts: the first gives detailed guidance on specifically self-financing topics, while the second covers more general local authority housing finance issues. We have aimed to make each chapter self-contained, for ease of reference – inevitably this means there is some slight repetition taking the guide as a whole.

I am grateful to all those who have been involved in bringing this change in housing funding about and have worked so hard to make it a reality. I would particularly like to thank the members of the CIPFA Housing Panel, who have championed this cause, and Hilary Vaughan, who led on producing the original guide and who has advised on its revision.

We have aimed to ensure that many of the accounting issues have been addressed and there will be further guidance published as issues are clarified, but if you feel we have missed or misstated anything then please do not hesitate to contact the panel's secretary, Lesley Lodge, at lesley.lodge@cipfa.org

Ken Lee

Chairman of CIPFA's Housing Panel

Contents

PART ON	IE: HOUSING FINANCE – SELF-FINANCING	1
CHAPTE	R ONE: INTRODUCTION	3
CHAPTE	R TWO: WHAT IS A SELF-FINANCING HOUSING REVENUE ACCOUNT?	5
	THE PRINCIPLES OF IMPLEMENTATION – OVERALL	5
	THE PRINCIPLES OF IMPLEMENTATION – THE DEBT SETTLEMENT DETERMINATION	ON 5
	THE INDEBTEDNESS LIMIT ('DEBT CAP')	7
	REOPENING THE SETTLEMENT	
	THE BUSINESS PLAN	8
CHAPTE	R THREE: LEGISLATIVE AND REGULATORY FRAMEWORK	9
	THE LOCALISM ACT 2011	
	REGULATION: HOMES AND COMMUNITIES AGENCY REQUIREMENTS	9
	SELF-REGULATION	10
	GUIDANCE ON SELF-FINANCING AND THE HRA	11
	IMPLICATIONS OF SELF-FINANCING TO CONSIDER FOR THE GENERAL FUND	11
CHAPTE	R FOUR: THE SELF-FINANCING BUSINESS PLAN	13
	IMPORTANCE OF THE BUSINESS PLAN	13
	ELEMENTS OF THE SELF-FINANCING BUSINESS PLAN	14
	KEY ASSUMPTIONS TO BE ASSESSED FOR THE 30 YEARS	17
	KEY ELEMENTS OF THE PLAN: REVENUE	17
	SENSITIVITY ANALYSIS	23
CHAPTE	R FIVE: ASSET MANAGEMENT PLANS	25
	DECENT HOMES	25
	A QUALITY ASSET MANAGEMENT PLAN	26
	FUNDING	27
	CONSTRAINTS ON INVESTMENT	30
	NEW BUILD AND REPROVISION	31
CHAPTE	R SIX: TREASURY MANAGEMENT	33
	FUNDING THE BUSINESS PLAN	33
	RISK MANAGEMENT OF FUNDING OPTIONS	36
	CASH FLOW	39
	TREASURY MANAGEMENT STRATEGY	40
	DEALING WITH THE CURRENT DEBT	41
	GENERAL FUND ISSUES	
	NEW BORROWING	
	THE KEY TREASURY MANAGEMENT RISKS	43
	OTHER TREASURY MANAGEMENT ISSUES	45

СНАРТЕ	R SEVEN: DEPRECIATION, IMPAIRMENT AND VALUATION	47
	DEPRECIATION	47
	VALUATION	48
	IMPAIRMENT	49
	ISSUES FOR PRACTITIONERS	49
СНАРТЕ	R EIGHT: MANAGING THE RISKS IN SELF-FINANCING	53
	RISK AND A SELF-FINANCING HRA	53
	RISK ANALYSIS	54
	MANAGING THE RISKS	55
	MONITORING AND REPORTING	56
	OPPORTUNITIES	56
СНАРТЕ	R NINE: ACCOUNTING	57
	THE HRA	57
	MAJOR REPAIRS RESERVE	59
	CAPITAL	59
	BALANCE SHEET	60
СНАРТЕ	R TEN: GOVERNANCE AND REPORTING	61
	REVIEWING INTERNAL PROCEDURES	61
	ENGAGING WITH COUNCILLORS AND THE AUTHORITY'S DECISION-MAKING	
	STRUCTURES	62
	ENGAGING WITH AND EMPOWERING TENANTS AND LEASEHOLDERS	63
СНАРТЕ	R ELEVEN: OTHER SELF-FINANCING ISSUES	69
	STOCK TRANSFER	
	AUTHORITIES WITH ARM'S-LENGTH MANAGEMENT ORGANISATIONS	70
	PRIVATE FINANCE INITIATIVE	71
	SKILLS DEVELOPMENT	71
	CHANGES TO CONSENTS AND USE OF CAPITAL RECEIPTS	74
	FINAL HOUSING SUBSIDY CLAIMS	74
	ONGOING ISSUES	74
PART T	WO: HOUSING FINANCE – OTHER ISSUES	75
СНАРТЕ	R TWELVE: LOCAL AUTHORITY HOUSING – THE WIDER CONTEXT	77
	THE SHAPE OF LOCAL AUTHORITY HOUSING IN 2013	77
	NATIONAL LOCAL AUTHORITY HOUSING POLICY	77
	ACCOUNTING	78
	HOUSING POWERS AND DUTIES	78
	STOCK-OWNING AUTHORITIES	79
СНАРТЕ	R THIRTEEN: FINANCIAL MANAGEMENT	81
	BUDGETING	81
	FINANCIAL MONITORING	81
	FINANCIAL REPORTING	82

	THE ACCOUNTING CODE	82
	SERVICE REPORTING CODE OF PRACTICE FOR LOCAL AUTHORITIES	82
	INTERNAL AUDIT	82
	EXTERNAL AUDIT	83
	ISSUES FOR PRACTITIONERS	83
СНАРТЕ	R FOURTEEN: HOUSING ADVICE	89
СНАРТЕ	R FIFTEEN: PRIVATE SECTOR RENEWAL	91
	OVERVIEW	91
	HOUSING HEALTH AND SAFETY RATING SYSTEM	91
	GRANTS TO IMPROVE THE PRIVATE SECTOR	91
СНАРТЕ	R SIXTEEN: AFFORDABLE HOUSING	93
	COMMUNITY RIGHT TO BUILD	93
	AFFORDABLE HOMES PROGRAMME	93
	THE HOMEBUY SCHEME	94
	THE CASH INCENTIVE SCHEME	95
СНАРТЕ	R SEVENTEEN: DISABLED FACILITIES GRANTS	97
	ISSUES FOR PRACTITIONERS	98
СНАРТЕ	R EIGHTEEN: HRA INCOME – RENTS AND SERVICE CHARGES	99
	RENTS	99
	AFFORDABLE RENT	100
	SERVICE CHARGES	100
	ISSUES FOR PRACTITIONERS – SOCIAL RENTS	101
	AFFORDABLE RENT	103
	PAY TO STAY	103
СНАРТЕ	R NINETEEN: LEASEHOLDERS	105
	ISSUES FOR PRACTITIONERS – FINANCIAL MANAGEMENT OF	
	LEASEHOLD PROPERTIES	105
CHAPTE	R TWENTY: REPAIRS AND MAINTENANCE	109
	RIGHT TO REPAIR	109
	DISREPAIR	110
СНАРТЕ	R TWENTY-ONE: TENANT EMPOWERMENT	111
	THE TENANT EMPOWERMENT PROGRAMME	111
	TENANT PARTICIPATION COMPACTS	111
	TENANT SCRUTINY	111
	TENANT MANAGEMENT	111
СНАРТЕ	R TWENTY-TWO: RIGHT TO BUY	113
	ISSUES FOR PRACTITIONERS	113
СНАРТЕ	R TWENTY-THREE: SHELTERED HOUSING	115
СНУДТЕ	D TWENTY-FOLID: COMMUNAL ADEAS	117

CHAPTER TWENTY-FIVE: ARM'S-LENGTH MANAGEMENT ORGANISATION	NS 119
WHAT IS AN ARM'S-LENGTH MANAGEMENT ORGANISATION?	119
FUTURE ROLE OF ALMOs	119
ISSUES FOR PRACTITIONERS – REVENUE AND CAPITAL FUNI	DING120
CHAPTER TWENTY-SIX: PRIVATE FINANCE INITIATIVE	123
PRIVATE FINANCE AS A STOCK OPTION	123
FINANCIAL STRUCTURE OF PFI	123
ISSUES FOR PRACTITIONERS	123
CHAPTER TWENTY-SEVEN: STOCK TRANSFER	125
ISSUES FOR PRACTITIONERS	125
APPENDIX 1: KEY MILESTONES IN LOCAL AUTHORITY HOUSING FINANC	CE 127
APPENDIX 2: TREASURY MANAGEMENT IMPLICATIONS OF THE HOUSIN	IG
SELF-FINANCING REFORM	129
APPENDIX 3: CALCULATION OF THE DEPRECIATION CHARGE TO BE	
APPLIED TO THE HRA	141
APPENDIX 4: THE ACCOUNTING TREATMENT FOR HRA DEPRECIATION -	
WORKED EXAMPLE	151
APPENDIX 5: DETAILS OF ITEMS WITHIN THE HRA AS DEFINED IN SCH	EDULE 4 OF
THE LOCAL GOVERNMENT AND HOUSING ACT 1989	153
REFERENCES	155
GLOSSARY	159