

**TREASURY MANAGEMENT STRATEGY STATEMENT 2023-24****MINIMUM REVENUE PROVISION STATEMENT AND ANNUAL INVESTMENT STRATEGY****Introduction**

1. This strategy statement has been prepared in accordance with the Chartered Institute of Public Finance and Accountancy (CIPFA) Treasury Management in the Public Services Code of Practice. Accordingly, the Council's Treasury Management Strategy will be approved annually by the full Council and there will be quarterly reports to the Corporate Governance Committee.
2. The Corporate Governance Committee consider the contents of the Treasury Management Strategy Statement, including the Minimum Revenue Provision Policy Statement and Annual Investment Strategy, annually at its meetings in January of each year. The aim of these reporting arrangements is to ensure that those with ultimate responsibility for the treasury management function appreciate fully the implications of treasury management policies and activities, and that those implementing policies and executing transactions have properly fulfilled their responsibilities with regard to delegation and reporting.
3. In December 2021 CIPFA published revised Treasury Management and Prudential Codes of Practice with formal adoption required from the 2023/24 financial year. The Codes require an Authority to ensure that:
  - it defines its risk appetite and its governance processes for managing risk.
  - it sets out, at a high level, its investment policy in relation to environmental, social and governance aspects.
  - it adopts 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.
  - it does not borrow to finance capital expenditure to invest primarily for return.
  - increases in the Capital Financing Requirement (CFR) and borrowing are undertaken solely for purposes directly and primarily related to the functions of the Council. Where any financial returns are related to the financial viability of the project in question, they should be incidental to its primary purpose.
  - an annual review is conducted to evaluate whether commercial investments should be sold to release funds to finance new capital expenditure or refinance maturing debt.
  - its capital plans and investment plans are affordable and proportionate.
  - all borrowing/other long-term liabilities are within prudent and sustainable levels.
  - risks associated with commercial investments are proportionate to overall financial capacity to sustain losses.
  - treasury management decisions are in accordance with good professional practice.

- reporting to members is undertaken quarterly, including updates of prudential indicators.
4. The Prudential Code also requires the Council to produce an annual Capital Strategy. This is reported annually to the Council in February as part of the MTFs. The Capital Strategy is a high-level corporate document covering the following areas:
    - strategic context
    - corporate priorities
    - available resources
    - affordability
    - capacity to deliver
    - risk management
  5. Treasury management investments represent the investment of cash balances, i.e., balances in the Council's bank accounts resulting from the Council's day to day activities, that are not yet required. Treasury investments may also arise from other treasury risk management activity that seeks to prudently manage the risks and costs relating to existing or forecast debt.
  6. The Local Government Act 2003 (the Act) and supporting regulations requires the Council to 'have regard to' the CIPFA Prudential Code and the CIPFA Treasury Management Codes of Practice to set Prudential and Treasury Indicators for the next three years to ensure that the Council's capital investment plans are affordable, prudent and sustainable.
  7. The Act requires the Council to set its treasury strategy for borrowing and to prepare an Annual Investment Strategy (for Treasury Management investments) - this is included in later paragraphs of this strategy. It sets out the Council's policies for managing its treasury management investments and for giving priority to the security and liquidity of those investments.
  8. This Strategy should be read in conjunction with the Corporate Asset Investment Fund (CAIF) strategy, which sets out the Council's approach when considering the acquisition of investments for the purposes of inclusion within the CAIF (which includes investments held primarily for financial return), and the Capital Strategy, which sets out the Council's approach to determining its medium term capital requirements (investments for service delivery). These documents form part of the Medium Term Financial Strategy (MTFS) and together take into account the statutory guidance issued by the Secretary of State under the Local Government Act 2003.
  9. Treasury management, arises 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. covered in this strategy.

10. 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”. This is covered in the Capital Strategy.
11. 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. This is covered in the CAIF strategy.

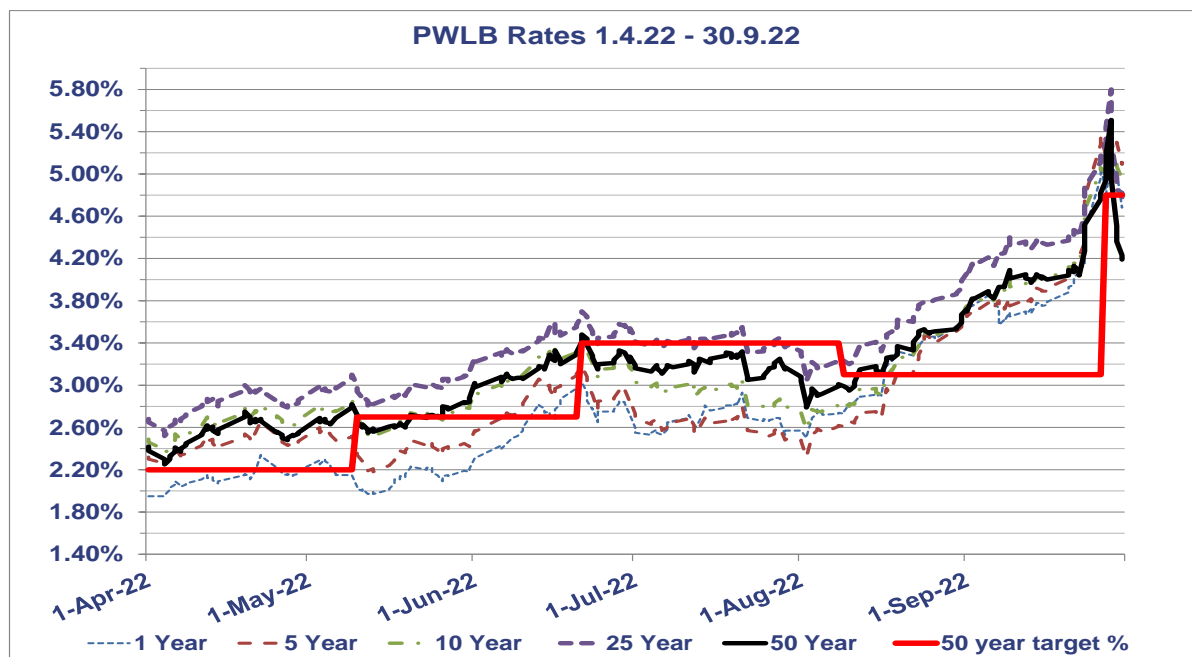
### **Economic Background**

12. The following economic update is based on Link groups update provided in December 2022.
13. Against a backdrop of stubborn inflationary pressures, the easing of Covid-19 restrictions in most developed economies, the Russian invasion of Ukraine, and uncertainty around UK Government policies, it is no surprise that UK interest rates have been volatile right across the curve, from Bank Rate through to 50-year gilt yields, for all of 2022.
14. Market commentators’ misplaced optimism around inflation has been the root cause of the rout in the bond markets with, for example, UK, Euro Zone (EZ) and US 10-year yields all rising by over 200bps since the turn of the year. The table below provides a snapshot of the conundrum facing central banks: inflation is elevated but labour markets are extra-ordinarily tight, making it an issue of fine judgment as to how far monetary policy needs to tighten.

	<b>UK</b>	<b>Eurozone</b>	<b>US</b>
<b>Bank Rate</b>	3.5%	2.0%	4.25%-4.50%
<b>GDP</b>	-0.2%q/q Q3 (2.4%/y/y)	+0.2%q/q Q3 (2.1%/y/y)	2.6% Q3 Annualised
<b>Inflation</b>	10.7%/y/y (Nov)	10.1%/y/y (Nov)	7.1%/y/y (Nov)
<b>Unemployment Rate</b>	3.7% (Oct)	6.5% (Oct)	3.7% (Nov)

15. Quarter 2 of 2022 saw UK GDP revised upwards to +0.2% q/q, but this was quickly reversed in the third quarter, albeit some of the fall in GDP can be placed at the foot of the extra Bank Holiday in the wake of the Queen’s passing. Nevertheless, CPI inflation has picked up to what should be a peak reading of 11.1% in October, although with further increases in the gas and electricity price caps pencilled in for April 2023, and the cap potentially rising from an average of £2,500 to £3,000 per household, there is still a possibility that inflation will spike higher again before dropping back through 2023.

16. The UK unemployment rate fell to a 48-year low of 3.6%, and this despite a net migration increase of c500k. The fact is that with many economic participants registered as long-term sick, the UK labour force actually shrunk by c500k in the year to June. Without an increase in the labour force participation rate, it is hard to see how the UK economy will be able to grow its way to prosperity, and with average wage increases running at over 6% the Monetary Policy committee (MPC) will be concerned that wage inflation will prove just as sticky as major supply-side shocks to food and energy that have endured since Russia's invasion of Ukraine on 22nd February 2022.
17. Throughout Q3 Bank Rate increased, finishing the quarter at 2.25% (an increase of 1%). Q4 has seen rates rise to 3.5% in December and the market expects Bank Rate to hit 4.5% by May 2023.
18. Following a Conservative Party leadership contest, Liz Truss became Prime Minister for seven weeks that ran through September and October. The markets reacted adversely to the proposed unfunded tax-cutting and heavy spending policies put forward by her Chancellor, Kwasi Kwarteng. At the end of this period Prime Minister Rishi Sunak was appointed and in turn Jeremy Hunt as Chancellor. Their Autumn Statement of 17<sup>th</sup> November gave rise to a net £55bn fiscal tightening, although much of the detail has been left for the next Parliament to deliver. However, the markets reacted favourably, and the adverse impact on UK gilt yields seen under Liz Truss has been reversed.
19. Globally, though, all the major economies are expected to struggle in the near term. The fall below 50 in the composite Purchasing Manager Indices for the UK, US, EZ and China all point to at least one, if not more, quarters of GDP contraction. In November, the MPC projected eight quarters of negative growth for the UK lasting throughout 2023 and 2024, but with Bank Rate set to peak at lower levels than previously priced in by the markets and the fiscal tightening deferred to some extent, it is not clear that things will be as bad as first anticipated by the Bank.
20. The pound has strengthened of late, recovering from a record low of \$1.035, on the Monday following the Truss government's "fiscal event", to \$1.22. Notwithstanding the pound's improved position, 2023 is likely to see a housing correction of some magnitude as fixed-rate mortgages have moved above 5% and affordability has been squeezed despite proposed Stamp Duty cuts remaining in place.
21. The table below shows the rise in gilt yields, and therein PWLB rates, through the first half of 2022/23.



22. However, the peak in rates on 28<sup>th</sup> September as illustrated in the table covering April to September 2022 below, has been followed by the whole curve shifting lower.

	1 Year	5 Year	10 Year	25 Year	50 Year
<b>Low</b>	1.95%	2.18%	2.36%	2.52%	2.25%
<b>Date</b>	01/04/2022	13/05/2022	04/04/2022	04/04/2022	04/04/2022
<b>High</b>	5.11%	5.44%	5.35%	5.80%	5.51%
<b>Date</b>	28/09/2022	28/09/2022	28/09/2022	28/09/2022	28/09/2022
<b>Average</b>	2.81%	2.92%	3.13%	3.44%	3.17%
<b>Spread</b>	3.16%	3.26%	2.99%	3.28%	3.26%

23. After a difficult start to the year, the S&P 500 and FTSE 100 have climbed in recent weeks, albeit the former is still 17% down and the FTSE 2% up. The German DAX is 9% down for the year.

#### Central Bank Concerns – December 2022

24. In December, the Fed decided to push up US rates by 0.5% to a range of 4.25% to 4.5%, whilst the MPC followed by raising UK Bank Rate from 3% to 3.5%, in line with market expectations. EZ rates have also increased to 2% with further tightening in the pipeline.
25. Having said that, the sentiment expressed in the press conferences in the US and the UK were very different. In the US, Fed Chair, Jerome Powell, stated that rates will be elevated and stay higher for longer than markets had expected. Governor Bailey, here in the UK, said the opposite and explained that the two economies are positioned very differently so you should not, therefore, expect the same policy or messaging.
26. Regarding UK market expectations, although Bank Rate is expected to peak within a lower range of 4.5% - 4.75%, caution is advised as the Bank of England

Quarterly Monetary Policy Reports have tended to underestimate the rises over the course of the last year, and the Bank has had to play catch-up as the inflationary data has proven stronger than expected.

## **TREASURY MANAGEMENT STRATEGY 2023-24**

### **Key Considerations**

27. This proposed strategy for 2023/24 in respect of the treasury management function is based upon Officers' views on interest rates, supplemented with leading market forecasts provided by the Council's treasury adviser, Link Group.

### **Background**

28. The Council is required to operate a balanced budget, which broadly means that cash raised during the year will meet cash expenditure. Part of the treasury management operation is to ensure that this cash flow is adequately planned, with cash being available when it is needed. Surplus monies are invested in counterparties or instruments commensurate with the Council's risk appetite prioritising security, adequate liquidity and investment return in that order of importance.
29. The second main function of treasury management is the funding of the Council's capital programme. The capital programme sets out the borrowing need of the Council, the longer-term cash flow planning, to ensure that it can meet its capital spending obligations. This management of longer-term cash may involve arranging long or short-term loans or using longer-term cash flow surpluses. On occasion, when it is prudent and economic, any existing long term debt may be restructured to reduce risk or costs.
30. The contribution the treasury management function makes to the Council is critical, as the balance of debt and investment operations ensure liquidity or the ability to meet spending commitments as they fall due, either on day-to-day revenue or for larger capital projects. As cash balances result mainly from reserves and balances, it is paramount to ensure adequate security of the sums invested, as a loss of principal will in effect result in a loss to the General Fund Balance. To reduce the impact of high levels of inflation eroding the value of cash balances, and to increase diversification, the Council will consider other forms for investments, such as pooled investment funds.

### **Reporting**

31. The Council has adopted the following reporting arrangements in accordance with the requirements of the Treasury Management Code:-

<b>Area of Responsibility</b>	<b>Council/Committee/Officer</b>	<b>Frequency</b>
Treasury Management Policy Statement	Full Council	Annually before start of financial year

Treasury Management Strategy/Annual Investment Strategy	Full Council	Annually before start of financial year
Quarterly Treasury Management and Prudential Indicator updates	Corporate Governance Committee	Quarterly
Updates or revisions to Treasury Management Strategy/Annual Investment Strategy during year	Cabinet (following consideration by Corporate Governance Committee, wherever practical)	Ad hoc
Annual Treasury Outturn Report	Cabinet	Annually by end of September following year end
Treasury Management Practices	Director of Corporate Resources	
Review of Treasury Management Strategy/Annual Investment Strategy	Corporate Governance Committee	Annually before start of financial year and before consideration by full Council, wherever practical
Review of Treasury Management Performance	Corporate Governance Committee	Annually by end of September following year end

### Training

32. The CIPFA Treasury Management Code requires the chief financial officer to ensure that members with responsibility for treasury management receive adequate training in treasury management.
33. 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
  - Have regular communication with officers and board/council members, encouraging them to highlight training needs on an ongoing basis.
34. Training is provided for all new members and further training is arranged as required. A self-assessment of knowledge and skills will be undertaken during 2023.
35. The training needs of treasury management officers are also periodically reviewed. A formal record of the training received by officers central to the Treasury function will be maintained by the Head of Finance. Similarly, a formal record of the treasury management / capital finance training received by members will also be maintained by the Head of Finance.

### Treasury Management Consultants

36. External investment managers will not be used, except to the extent that a Money Market Fund or the managers of pooled property or private debt funds can be considered as an external manager.
37. The Council uses Link Group as its external treasury management adviser, but recognises that responsibility for treasury management decisions remains with the Council at all times. Undue reliance on the Council's external advisers will be avoided, although the value of employing an external adviser and accessing specialist skills and resources is recognised.
38. The Council also uses Hymans Robertson LLP and Colliers, for specialist advice in respect of its investments made outside of temporary lending, for example properties and private debt.
39. The Council recognises that there is value in employing external providers of treasury management services to acquire access to specialist skills and resources. The Council will ensure that the terms of their appointment and the methods by which their value will be assessed are properly agreed and documented and subjected to regular review.

### **Capital Prudential Indicators**

#### Capital Financing Requirement

40. The Capital Financing Requirement (CFR) measures the Council's need to borrow for capital purposes. It is the total historic outstanding capital expenditure which has not yet been paid for from either revenue or capital resources. It is essentially a measure of the Council's indebtedness and so its underlying borrowing need. Any unfunded capital expenditure plans, i.e. not funded through a revenue or capital resource, will increase the CFR.
41. The Council is forecast to be overborrowed as at 31 March 2023 by £54m. There are a number of reasons that the Council is in an 'overborrowed' position but among them are historic long term borrowing with unattractive early repayment options, the containment of new borrowing for the capital programme and the meaningful levels of voluntary Minimum Revenue Provision (MRP) that have been applied in recent years.
42. The proposed MTFS capital programme for 2023-27 includes a requirement to increase the Capital Financing Requirement (CFR) by £124m by 2026/27. This will fund essential investment in service improvement, investment for growth and invest to save projects. Due to the levels of internal cash balances, which would otherwise be available to lend to banks, no new external loans are forecast to be required in the short to medium term and instead will be funded from internal borrowing.
43. The majority of the increase in the CFR includes forward funding of infrastructure projects in advance of developer contributions through section 106 agreements or land sales, and spend to save schemes. The expectation is that this will allow cash



balances to be replenished in the next 5-10 years. By the end of the MTFs, 2026/27, the forecast position on the CFR will move from being over-borrowed to under borrowed by £49m.

44. The table below shows how the Capital Financing Requirement is expected to change over the period of the MTFs, and how this compares to the expected level of external debt. Although the level of actual debt exceeds the CFR it is currently prohibitively expensive to prematurely repay existing debt. If there are cost-effective opportunities to avoid, or reduce, an overborrowed position they will be considered as long as they are in the best long-term financial interests of the Council. This will probably require both short and long-term borrowing rates to increase meaningfully from their current level.

	2023/24 £000	2024/25 £000	2025/26 £000	2026/27 £000
<b>Opening Capital Financing Requirement</b>	<b>207,813</b>	<b>201,585</b>	<b>218,400</b>	<b>270,099</b>
New Borrowing	0	23,047	58,509	42,474
Statutory Minimum Revenue Provision (MRP)	-6,229	-6,231	-6,810	-8,276
Voluntary MRP	0	0	0	0
<b>Closing Capital Financing Requirement</b>	<b>201,585</b>	<b>218,400</b>	<b>270,099</b>	<b>304,297</b>
<b>Opening external debt</b>	<b>262,100</b>	<b>261,600</b>	<b>256,263</b>	<b>255,763</b>
Loans maturing	-500	-5,336	-500	-500
<b>Closing external debt</b>	<b>261,600</b>	<b>256,263</b>	<b>255,763</b>	<b>255,263</b>
<b>Overborrowed/(borrowing requirement)</b>	<b>60,015</b>	<b>37,864</b>	<b>(14,335)</b>	<b>(49,033)</b>

#### Minimum Revenue Provision (MRP)

45. The Local Authorities (Capital Finance and Accounting) Regulations 2003 require local authorities to charge to their revenue account in each financial year a minimum amount to finance capital expenditure. This is referred to as Minimum Revenue Provision (MRP). The Council is required to calculate a prudent provision of MRP which ensures that the outstanding debt liability is repaid over a period that is reasonably commensurate with that over which the capital expenditure provides benefits.
46. In the context of significant medium term financial pressures the council continues to review the efficiency and effectiveness of all aspects of spend. In 2019/20 the Council reassessed the expenditure that is required under statute relating to a prudent Minimum Revenue Provision. Based on the average economic remaining life of assets held it amended the MRP calculation for supported and unsupported borrowing to a period of 40 years, which reduced the MRP charge to around £6m per annum.

47. The 'asset life' method is in line with the Capital Finance and Accounting Regulations 2003 and is consistent with many reviews undertaken by other Local Authorities when reviewing their MRP policy / methodology. This approach provides; a lower charge in the earlier years and is prudent as it is built on asset life, and a straight line charge, rather than a reducing balance.
48. It should be noted that the revised approach does not change the overall amount of MRP payable; the same amount is simply repaid over a different time period, but is more aligned with the period over which the underlying assets provide benefit. The MRP strategy can be found in Annex 1 to this strategy.
49. Overall capital financing costs (MRP and external debt interest) are forecast to be £19.5m in 2023/24 and then rise to £21.5m in 2026/27 as a result of the requirement for new borrowing. This estimate assumes the required new borrowing is from internal cash balances. The capital financing costs do not include the cost of interest returns foregone by using internal cash balances, this will be reflected in a reduction to the bank and other interest budget.

#### Prudential and Treasury Indicators for 2023-27

50. Prudential and treasury indicators (as set out in the tables in Annex 2 to this strategy) are relevant for the purpose of setting an integrated treasury management strategy. The Council has adopted the CIPFA treasury management code.
51. The prudential and treasury management indicators include:
- Capital Expenditure
  - Capital Financing Requirement
  - Ratio of total financing costs to net revenue stream
  - Ratio of net income from commercial investments to net revenue stream
  - Liability benchmark
  - Upper and lower limits to the maturity structure of borrowing
  - Upper limits for long term treasury management investments
52. The liability benchmark is a new treasury management indicator from 2023/24. It provides a long term projection of external debt and the capital financing requirement, including treasury management loans. There are four components to the benchmark:
- Existing loan debt outstanding: the Council's existing loans that are still outstanding in future years.
  - Loans CFR per the approved MTFS
  - Net loans requirement: gross loan debt less treasury management investments
  - Liability benchmark (or gross loans requirement): this equals net loans requirement plus short-term liquidity allowance.
53. The benchmark will be referred to before any borrowing decisions are made.

#### **Borrowing**

54. The treasury management function ensures that the Council's cash is organised so that sufficient cash is available to meet the day to day requirements of the Council and the

funding required for the capital programme. This will involve both the organisation of the cash flow and the requirement for borrowing facilities.

### Current Portfolio Position

55. The overall treasury portfolio position at 31<sup>st</sup> December 2022 was:

		Principal £m	Average Rate %
Fixed Rate Funding (borrowing)	PWLB	158.6	6.81
	Market	103.5	4.37
	Total Borrowing	<u>262.1</u>	5.85
Total Investments		<u>406.0</u>	3.19
Net Investment		<u>143.9</u>	

56. The market debt relates to structures referred to as LOBOs (Lenders Option, Borrowers Option), where the lender has certain dates when they can increase the interest rate payable and, if they do, the borrower has the option of accepting the new rate or repaying the loan. All of these LOBOs have passed the first opportunity for the lender to change the rate and as a result they are all classed as fixed rate funding, even though, in theory, the rate could change in the future.
57. The Council's average rate of return on its short term treasury investments is 2.18% (as at 30 Sep 22). This compares favourably to the average of other English Counties (1.79%). However this is below the rate of inflation which was 10.1% as measured by the consumer price index for the year to the end of September 2022.

### Treasury Limits for 2023/24 to 2026/27

58. It is a statutory duty for the Council to determine and keep under review how much it can afford to borrow. The amount determined is termed the "Affordable Borrowing Limit". In England and Wales the Authorised Limit represents the legislative limit specified in the Act.
59. The Council must have regard to the Prudential Code when setting the Authorised Limit, which essentially requires it to ensure that total capital investment remains within sustainable limits and, in particular, that the impact upon its future council tax level is 'acceptable'.
60. Whilst termed an "Affordable Borrowing Limit" the capital plans to be considered for inclusion incorporate financing by both borrowing and other forms of liability, such as credit arrangements. The Authorised Limit is to be set, on a rolling basis, for the forthcoming financial year and three successive financial years. Details of the Authorised Limit can be found in Annex 2 to this Strategy.

## Prospects for Interest Rates

61. The Council's treasury advisor, Link Group, have provided the following forecasts as at 19 December 2022 to assist the Council to formulate a view on interest rates. These are forecasts for certainty rates, gilt yields plus 80 bps.

Link Group Interest Rate View	19.12.22												
	Dec-22	Mar-23	Jun-23	Sep-23	Dec-23	Mar-24	Jun-24	Sep-24	Dec-24	Mar-25	Jun-25	Sep-25	Dec-25
BANK RATE	3.50	4.25	4.50	4.50	4.50	4.00	3.75	3.50	3.25	3.00	2.75	2.50	2.50
3 month ave earnings	3.60	4.30	4.50	4.50	4.50	4.00	3.80	3.30	3.00	3.00	2.80	2.50	2.50
6 month ave earnings	4.20	4.50	4.60	4.50	4.20	4.10	3.90	3.40	3.10	3.00	2.90	2.60	2.60
12 month ave earnings	4.70	4.70	4.70	4.50	4.30	4.20	4.00	3.50	3.20	3.10	3.00	2.70	2.70
5 yr PWLB	4.20	4.20	4.20	4.10	4.00	3.90	3.80	3.60	3.50	3.40	3.30	3.20	3.10
10 yr PWLB	4.30	4.40	4.40	4.30	4.10	4.00	3.90	3.80	3.60	3.50	3.40	3.30	3.30
25 yr PWLB	4.60	4.60	4.60	4.50	4.40	4.20	4.10	4.00	3.90	3.70	3.60	3.50	3.50
50 yr PWLB	4.30	4.30	4.30	4.20	4.10	3.90	3.80	3.70	3.60	3.50	3.30	3.20	3.20

*Additional notes by Link on this forecast table: -*

*Our central forecast for interest rates was updated on 19 December and reflected a view that the MPC would be keen to further demonstrate its anti-inflation credentials by delivering a succession of rate increases. Bank Rate stands at 3.5% currently but is expected to reach a peak of 4.5% in H1 2023.*

*Further down the road, we anticipate the Bank of England will be keen to loosen monetary policy when the worst of the inflationary pressures are behind us – but that timing will be one of fine judgment: cut too soon, and inflationary pressures may well build up further; cut too late and any downturn or recession may be prolonged.*

*The CPI measure of inflation looks to have peaked at 11.1% in Q4 2022 (currently 10.7%). Despite the cost-of-living squeeze that is still taking shape, the Bank will want to see evidence that wages are not spiralling upwards in what is evidently a very tight labour market.*

*Regarding the plan to sell £10bn of gilts back into the market each quarter (Quantitative Tightening), this has started and will focus on the short, medium and longer end of the curve in equal measure, now that the short-lived effects of the Truss/Kwarteng unfunded dash for growth policy are firmly in the rear-view mirror.*

*In the upcoming months, our forecasts will be guided not only by economic data releases and clarifications from the MPC over its monetary policies and the Government over its fiscal policies, but the on-going conflict between Russia and Ukraine. (More recently, the heightened tensions between China/Taiwan/US also have the potential to have a wider and negative economic impact.)*

*On the positive side, consumers are still estimated to be sitting on over £160bn of excess savings left over from the pandemic so that will cushion some of the impact of the above challenges. However, most of those are held by more affluent people whereas lower income families already spend nearly all their income on essentials such as food, energy and rent/mortgage payments.*

62. For the Public Works Loan Board (PWLB) estimates, Link Group advises that the yield curve movements have become less volatile of late, and PWLB 5 to 50 years certainty rates are generally in the range of 4.10% to 4.80%. Their view is that the markets have already built in nearly all the effects on gilt yields of the likely increases in Bank Rate and the elevated inflation outlook.
63. The overall balance of risks to economic growth in the UK is to the downside.
64. Downside risks to current forecasts for UK gilt yields and PWLB rates include:

- **Labour and supply shortages** prove more enduring and disruptive and depress economic activity (accepting that in the near-term this is also an upside risk to inflation and, thus, rising gilt yields).
- **The Bank of England** acts too quickly, or too far, over the next year to raise Bank Rate and causes UK economic growth, and increases in inflation, to be weaker than currently anticipated.
- **UK / EU trade arrangements** – if there was a major impact on trade flows and financial services due to complications or lack of co-operation in sorting out significant remaining issues.
- **Geopolitical risks**, for example in Ukraine/Russia, China/Taiwan/US, Iran, North Korea and Middle Eastern countries, which could lead to increasing safe-haven flows.

65. Upside risks to current forecasts for UK gilt yields and PWLB rates:

- The **Bank of England is too slow** in its pace and strength of increases in Bank Rate and, therefore, allows inflationary pressures to build up too strongly and for a longer period within the UK economy, which then necessitates Bank Rate staying higher for longer than currently projected or even necessitates a further series of increases in Bank Rate.
- **The Government** acts too quickly to cut taxes and/or increases expenditure in light of the cost-of-living squeeze.
- **The pound weakens** because of a lack of confidence in the UK Government's fiscal policies, resulting in investors pricing in a risk premium for holding UK sovereign debt.
- Longer term **US treasury yields** rise strongly and pull gilt yields up higher than currently forecast.
- Projected **gilt issuance, inclusive of natural maturities and QT**, could be too much for the markets to comfortably digest without higher yields consequently.

### Borrowing Strategy

66. The Council is currently overborrowed but is forecast to be under borrowed by the end of the MTF5 in 2026/27. Under borrowed means that the capital borrowing need, (the Capital Financing Requirement), has not been fully funded with external loan debt as cash supporting the Council's reserves, balances and cash flow has been used as a temporary measure, called internal borrowing. This strategy is prudent as medium and longer dated borrowing rates are expected to fall from their current levels once prevailing inflation concerns are addressed by tighter near-term monetary policy.
67. Borrowing rates very rarely move in one direction without there being periods of volatility, and it is sensible to maintain a flexible and proactive stance towards when borrowing should be carried out (if, indeed, any borrowing is taken). Likewise it is sensible to retain flexibility over whether short, medium or long-term funding will be taken and whether some element of variable rate funding might be attractive. Any borrowing carried out will take into account the medium term costs and risks and will not be based on minimising short term costs if this is felt to compromise the medium term financial position of the Council.

### External v Internal Borrowing

68. The Council currently has significant cash balances invested, and at the end of December 2022 these stood at £406m. These balances relate to a number of different items, reserves, provisions, grants received in advance of expenditure and simple cash flow are some of them. It also relates to the overborrowed position outlined earlier.
69. As mentioned earlier the new MTFS capital programme includes a funding requirement of £124m. Due to the levels of internal cash balances and the interest return compared with the cost of raising new external debt it is more economical to temporarily utilise internal cash balances
70. The Council has over the last 10 years repaid almost £100m more of external loans than has been borrowed. There has also been no new borrowing to finance the capital programme in this period. The position is that the Council has more external borrowing than is required to fund the historic capital programme. In an ideal world action would be taken to ensure that an overborrowed position does not occur, but the reality is that this could only happen by the premature repayment of existing debt and this is currently not a cost-effective option. If an opportunity to repay debt occurs that is sensible from a financial perspective, it will be taken.
71. The balance between internal and external borrowing will be managed proactively, with the intention of minimising long-term financing costs.
72. In line with the requirements of the Prudential Code, and before any increase in the CFR is required, the Council will undertake an annual review of options to exit investments held primary for return (those included in the CAIF Strategy). The reviews evaluate the benefit of holding such assets with taking out new borrowing and any risk reduction benefits. No borrowing is currently estimated until 2024/25.

### Policy on borrowing in advance of need

73. The Council will not borrow in advance of need simply to benefit from earning more interest on investing the cash than is being paid on the loan. Where borrowing is required in the approved capital programme and value for money can be demonstrated by borrowing in advance this option may be taken, but only if it is felt that the money can be invested securely until the cash is required. This allows borrowing to be taken out at an opportune time rather than at the time expenditure is incurred.
74. In determining whether borrowing will be taken in advance of the need the Council will;
- ensure that there is a clear link between the capital programme and maturity profile of existing debt which supports taking financing in advance of need
  - ensure that the revenue implications of the borrowing, and the impact on future plans and budgets have been considered
  - evaluate the economic and market factors which might influence the manner and timing of any decision to borrow
  - consider the merits (or otherwise) of other forms of funding
  - consider a range of periods and repayment profiles for the borrowing.

### Debt Rescheduling/Premature Debt Repayment

75. Debt rescheduling usually involves the premature repayment of debt and its replacement with debt for a different period, to take advantage of differences in the interest rate yield curve. The repayment and replacement do not necessarily have to happen simultaneously, but would be expected to have occurred within a relatively short period of time.
76. If medium and long-term loan rates rise substantially in the coming years, there may be opportunities to adjust the portfolio to take advantage of lower rates in shorter periods. It is important that the debt portfolio is not managed to maximise short-term interest savings if this is felt to be overly risky, and a maturity profile that is overly focussed into a single year will be avoided. Changes to the way that PWLB rates are set, and the introduction of a significant gap between new borrowing costs and the rate used in calculating premia/discounts for premature debt repayments, significantly reduces the probability of debt rescheduling being attractive in the future.
77. If there is a meaningful increase in medium and long-term premature repayment rates there is a possibility that premature repayment of existing debt (without any replacement) might become attractive, particularly given the current overborrowed position. This type of action would only be carried out if it was considered likely to be beneficial in the medium term.
78. All debt rescheduling or premature repayments will be reported to the Corporate Governance Committee at the earliest meeting following the action.

### **Annual Investment Strategy**

#### Investment Policy – Management of Risk

79. The Department of Levelling Up, Housing and Communities (DLUHC) and CIPFA has extended the meaning of ‘investments’ to include both financial and non-financial investments. This report deals solely with treasury (financial) investments, (as managed by the treasury management team). Non-financial investments, essentially the purchase of income yielding physical assets and service investments, are covered in the Capital Strategy and the CAIF Strategy.
80. The Council’s investment policy has regard to the following:
  - DLUHC’s Guidance on Local Government Investments
  - CIPFA Treasury Management in Public Services Code of Practice and Cross Sectoral Guidance Notes 2021 (“the Code”)
  - CIPFA Treasury Management Guidance Notes 2021
81. The Council’s investment priorities are security first, portfolio liquidity second and then yield (return). The Council will aim to achieve the optimum return (yield) on its investments commensurate with proper levels of security, liquidity, inflation expectations and with regard to the Council’s risk appetite.
82. The above guidance from the DLUHC and CIPFA places a high priority on the management of risk. The Council’s policy in respect of deciding which counterparties are acceptable has always been stringent.

83. In broad terms the list of acceptable counterparties uses the list produced by Link Group (the Council's treasury management advisor) but excludes any party that is included in the Link list with a maximum loan maturity period of 100 days or less. All counterparties are also restricted to a maximum loan period of one year.
84. Inflation has been and is expected to continue to exceed the interest rates offered by acceptable counterparties resulting in the value of capital being eroded in real terms. Hence, the investment strategy recognises that alternative higher risk investments could be required to mitigate this erosion. Providing this is undertaken in a measured way the impact upon liquidity will be minimal.

#### Creditworthiness Policy

85. Link's methodology includes the use of credit ratings from the three main credit rating agencies; Standard & Poor, Fitch and Moody's. The credit ratings of counterparties are supplemented with the following overlays:
- "watches" and "outlooks" from credit rating agencies;
  - Credit Default Swap (CDS) spreads that may give early warning of changes in credit ratings;
  - sovereign ratings to select counterparties from only the most creditworthy countries.
86. This modelling approach combines credit ratings, and any assigned watches and outlooks, in a weighted scoring system which is then combined with an overlay of CDS spreads. The end-product of this is a series of bands which indicate the relative creditworthiness of counterparties. These are used by the Council to determine the suggested duration for investments. The Council further restricts the list of acceptable counterparties from the base list provided by Link, details are described in Annex 3.
87. Link Group issues timely information in respect of changes to credit ratings or outlooks, and changes to their suggested counterparty list are also issued. These reports are monitored within a short time of receipt and any relevant changes to the counterparty list are actioned as quickly as is practical. A weekly summary of the credit ratings etc. of counterparties is also issued and this gives an opportunity to ensure that no important information has been missed.

#### Country Limits

88. The Link criteria includes a requirement for the country of domicile of any counterparty to be very highly rated. This is on the basis that it will probably be the national government which will offer financial support to a failing bank, but the country must itself be financially able to afford the support. The Council's list of acceptable counterparties will include a limit on the maximum amount that can be invested in all counterparties domiciled in a single country (except for the UK) in order to mitigate sovereign risk. All bank loans are made in sterling.

#### UK Local Authorities

89. The counterparty list from Link does not include Local Authorities, due to credit ratings not being available for the majority of organisations. Having never defaulted in history, UK Local authorities and levying authorities are and have always been regarded as safe counterparties.



90. Despite the difficult financial situation that many organisations find themselves in, the legal basis underpinning local authorities and their requirement to repay loans has not changed. It is considered very unlikely that one will be allowed to collapse and default on its debt. The language used to describe the financial position of Local authorities and companies is very similar. However, the actual position is very different. Despite Government cuts to grants Local Authorities are in control of the majority of their income, due to their tax-raising powers. To regain a balanced budget service reduction can take place without a corresponding income reduction. Companies do not have this ability and if a service is cut by them, all of the related income stops. Historically when public sector re-organisations have taken place, resulting in the cessation of one or more entities, government has nominated successor organisations. These organisations take on all of the historic assets and liabilities of the original entities. If a limited company ceases trading the known liabilities can only be settled out of the assets held by the company at that time.
91. Local authorities remain very low risk counterparties and it is extremely unlikely that loans would not be repaid in full, on time and with full interest. The Council's treasury management advisors are aware of local authorities being on the list of authorised counterparties and are supportive of it, and comfortable that they remain low-risk counterparties. There is evidence that lending between local authorities continues to happen, including to those that have been highlighted as in very difficult financial positions.

#### Counterparty List

92. The combination of all these factors produces a counterparty list, for the County Council, which comprises only very secure financial institutions, and a list that is managed pro-actively as new information is available.
93. There is a requirement within the Annual Investment Strategy to state which of the approved methods of lending are specified, and which are non-specified. In broad terms a specified investment will be capable of repayment within one year and be made to a counterparty with a high credit rating; by implication non-specified investments are more risky than specified investments as they are either for longer periods of time or to lower-quality counterparties. Anything that does not meet either of these 'tests' is, by default, non-specified and must be highlighted as such within the Strategy. The long-term nature of the 'LOBO-offset' loan to Danske Bank means that it is non-specified investment, although the off-setting nature of the borrowing and the loan actually makes it low risk. Investment in pooled private debt and capital release funds are also non-specified, primarily due to the illiquid and medium-term nature of the investment.

Investment	Repayment within 12 months	Level of Security	Maximum Period	Maximum % of Portfolio or cash sum <sup>1</sup>
Term deposits with the Debt Management Office	Yes	Government-Backed	1 year	100%
UK Government Treasury Bills	Yes	Government-Backed	1 year	100%
Term deposits with credit-rated institutions with maturities up to 1 year <sup>2</sup> (including both ring fenced and non-ring fenced banks)	Yes	Varied acceptable credit ratings, but high security	1 year	100%
Term deposits with overseas banks	Yes	Varied acceptable	1 year	£50m

domiciled within a single country.		credit ratings, but high security		
Private Term deposits that are legally capable of offset against existing LOBO borrowing that the Council has <sup>3</sup>	No	Varied, but off-setting nature of borrowing against loan gives a very low risk	20 years	25%
Money Market Funds: Constant NAV <sup>4</sup> Low Volatility NAV <sup>5</sup>	Yes	At least as high as acceptable credit – rated banks	Daily, same-day redemptions and subscriptions	£160m (includes any investment in variable NAV MMFs)
Variable NAV Money Market Funds <sup>6</sup>	Yes	At least as high as acceptable credit – rated banks	Same day subscriptions, 2 – 3 day redemption period	£160m (includes any investment in other MMFs)
Pooled private debt funds	No	Diversification within pooled fund and historic loss rate suggests high security	Varies across funds – likely to be at least a three year investment period, followed by a further three years to redeem all loans	£50m (£30m plus temp £20m overlap at renewal)
Pooled bank capital release funds	No	Diversification within pooled fund, resilience of SME loans to default and historic loss rate suggests high security	Varies across funds – likely to be at least an 18 month investment period, followed by a further 5 years to redemption	£20m
Term Deposits with UK Local Authorities up to 1 year	Yes	LA's do not have credit ratings, but high security	1 year	50%
Certificates of Deposit with credit-rated institutions with maturities of up to 1 year	Yes	Varied acceptable credit ratings, but high security	1 year	100%

- (1) As the value of the investment portfolio is variable, the limit applies at time of agreeing the investment. Subsequent changes in the level of the portfolio will not be classed as a breach of any limits.
- (2) For administrative purposes a commitment may need to be made in advance of the investment period commencing. To avoid being overexposed with a counterparty this will be kept to a few days.
- (3) Non-specified investment
- (4) Funds where the capital value of a unit will always be maintained at £1. These funds have to maintain at least 99.5% of their assets in government backed assets.
- (5) Funds are permitted to maintain the unit price at £1 as long as the net asset value does not deviate by more than 0.20% from this level.
- (6) Funds will value their units on the basis of the underlying value of the assets that they hold; the unit price will not necessarily always be exactly £1

94. Following the lasting implications of the Covid-19 pandemic, in particular, the demonstration that unforeseeable events can very quickly cause significant uncertainty and shock financial markets, it is recognised that in exceptional circumstances the Director of Corporate Resources, in order to protect capital balances and liquidity, may have to take immediate action that breaches the above policy on a temporary basis. The action will only be taken as a last resort and will be reported, along with the rationale behind it, to the Corporate Governance Committee at the first opportunity.

#### Pooled Property / Infrastructure Fund Investments

95. As at January 2023 £25m is held in pooled property investment funds, and £8.7m in pooled infrastructure investment funds. These are classified as investments, as part of the CAIF strategy, rather than treasury management investments. Types of pooled infrastructure include, energy infrastructure, including renewables, water treatment works and transport infrastructure such as rail and air terminals.

### Investment Strategy

96. The investment strategy shall be to only invest in those institutions and/or asset types that are included in the counterparty list, and only to lend up to the limit set for each counterparty. Periods for which loans are placed will take into account the outlook for interest rates and, to a lesser extent, the need to retain cash flows. There may be occasions when it is necessary to borrow to fund short-term cashflow issues, but there will generally be no deliberate intention to make regular borrowing necessary.

### Environmental, Social and Governance (ESG) Policy

97. The Council is committed to being a responsible investor at all times. Responsible investment means to recognise the importance of the long-term health and stability of the financial markets, and to understand that this depends on key external non-financial factors, such as the environment, social stability and strong governance. Collectively, these factors are often referred to under the umbrella of ESG.
98. The Council's objective is to recognise all these risks, to mitigate them where possible and thereby improve the security of its portfolio in the long-term.
99. Within these risks, the Council has identified climate change as a long-term, material and systemic financial risk with the potential to significantly impact the treasury portfolio and the Council's financial resilience over time. Therefore, the Council seeks to:
- Minimise exposure to counterparties and investments heavily impacted by climate change risk
  - Increase exposure to sectors, counterparties and investments, such as renewables, whose activities aid the transition to a lower carbon world and economy
  - Contribute meaningfully to an improved economically sustainable future locally and nationally, without sacrificing security.
100. The Council sees positive social impact also as a key mitigate to aid long-term financial stability, and as a meaningful contribution to the local, regional and national economy. Good governance meanwhile is also critical to safeguarding the Council's reputational risk.
101. The Council will incorporate ESG issues into its analysis and decision making processes when considering the treasury portfolio and investments. The Council will seek to use data and analysis to determine the type and materiality of relevant issues for counterparties, and their alignment with the Council's core principles.
102. It is important to note that the Council shall invest on the collective basis of its investment priorities – security, liquidity, yield and ESG impact – having considered all factors contributing to the risk of its counterparties and investments, including ESG

factors to the extent these indirectly or directly impact on financial risk and return as well as the Council's broader policy objectives.

#### Scheme of Delegation

103. (i) Full Council
- Approval of annual strategy
  - Other matters where full Council approval is required under guidance or statutory requirement
- (ii) Cabinet
- Approval of updates or revisions to strategy during the year
  - Approval of Annual Treasury Outturn report
- (iii) Corporate Governance Committee
- Mid-year treasury management updates (usually quarterly)
  - Review of treasury management policy and procedures, including making recommendations to responsible body
  - Scrutiny of Treasury Management Strategy/Annual Investment Strategy and Annual Treasury Outturn report.
- (iv) Director of Corporate Resources
- Day-to-day management of treasury management, within agreed policy
  - Appointment of external advisers, within existing Council procurement procedures

#### Role of Section 151 Officer

104. The Section 151 Officer is the Director of Corporate Resources, who has responsibility for the day-to-day running of the treasury management function.

#### Pension Fund Cash

105. The Council will comply with the requirements of The Local Government Pension Scheme (Management and Investment of Funds) Regulations 2009, which were implemented on 1<sup>st</sup> January 2010, and will not pool pension fund cash with its own cash balances for investment purposes. Any investments made by the pension fund directly with the County Council after 1<sup>st</sup> April 2010 will comply with the requirements of SI 2009 No 3093. From time to time the Council will manage short term cash flow requirements for either the County Council or the Pension Fund on a non-beneficial basis.

#### Eastern Shires Purchasing Organisation (ESPO)

106. As part of the service level agreement with ESPO, the council provides a treasury management service on behalf of ESPO for investment of surplus balances, and borrowing. This service is carried out with due regard to this policy and responsibility for day to day management lies with the Director of Corporate Resources. Surplus balances are invested in their own right and not pooled with the County Council.

## ANNUAL STATEMENT FOR THE DETERMINATION OF THE ANNUAL MINIMUM REVENUE PROVISION (MRP)

Statutory regulations introduced in 2008 require local authorities to make prudent provision for the repayment of debt raised to finance capital expenditure. In addition a statement of the level of MRP has to be submitted to the County Council for approval before the start of the next financial year.

### **Prudent Provision.**

The definition of what is prudent provision is determined by each local Council based on guidance rather than statutory regulation

### **It is proposed that provision is made on the following basis:**

#### Government supported borrowing:

Provision to be based on the estimated life of the asset to be financed from government borrowing with repayments by equal annual instalments.

The extent of borrowing required to finance the capital programme is not directly linked to any specific projects thus in determining the average life of assets an average of 40 years has been taken as a proxy for the average life of assets.

#### Prudential (unsupported) borrowing and expenditure capitalised by direction of the Secretary of State and certain other expenditure classified as capital incurred after 1<sup>st</sup> April 2008:

Provision to be based on the estimated life of the asset to be financed by that borrowing, with repayment by equal annual instalments.

The extent of borrowing required to finance the capital programme is not directly linked to any specific projects thus in determining the average life of assets an average of 40 years has been taken as a proxy for the average life of assets.

The County Council will also look to take opportunities to use general underspends and one-off balances to make additional (voluntary) revenue provision where possible to reduce ongoing capital financing costs. As at 31 March 2022, the cumulative amount of voluntary MRP paid in advance was £12.0m.

### **Financial Implications**

MRP is a constituent of the Financing of Capital budget shown within Central Items component of the revenue budget and for 2022/23 totals £6.2m. This comprises £5.8m in respect of supported borrowing and £0.4m in respect of unsupported borrowing incurred since 2008/09.

**PRUDENTIAL AND TREASURY INDICATORS**

In line with the requirements of the CIPFA Prudential Code for Capital Finance in local authorities, the various indicators that inform authorities whether their capital investment plans are affordable, prudent and sustainable, are set out below.

A further key objective of the Code is to ensure that treasury management decisions are taken in accordance with good professional practice and in a manner that supports prudence, affordability and sustainability. The indicators for Treasury management are set out in this paper.

Compliance with the Code is required under Part I of the Local Government Act 2003.

	<u>2021/22</u> <u>Actual</u>	<u>2022/23</u> <u>Estimate</u>	<u>2023/24</u> <u>Estimate</u>	<u>2024/25</u> <u>Estimate</u>	<u>2025/26</u> <u>Estimate</u>	<u>2026/27</u> <u>Estimate</u>
Capital Expenditure	£83m	£109m	£171m	£174m	£113m	£91m
Capital financing requirement	£214m	£208m	£202m	£218m	£270m	£304m
Ratio of total financing costs to net revenue stream	7.4%	4.3%	4.0%	3.9%	3.9%	4.1%
Ratio of net income from commercial activities to net revenue stream	1.3%	1.3%	1.2%	1.1%	1.2%	1.2%

The projected level of capital expenditure shown above differs from the total of the detailed four year programme presented in the MTFs as an allowance has been provided to cover estimated additional expenditure that may occur during the course of a year, for instance projects funded by government grants, section 106 contributions and projects funded from the future developments programme.

The capital financing requirement (CFR) measures the Council's need to borrow for capital purposes and as such is influenced by the availability of capital receipts and income from third parties, e.g. grants and developer contributions. The CFR is increasing during the MTFs period for essential investment in services, investment for growth and invest to save projects. The prudential code includes the following as a key indicator of prudence:

'In order to ensure that over the medium term gross debt will only be for a capital purpose, the local Council should ensure that gross debt does not, except in the short term, exceed the total of the capital financing requirement in the preceding year plus the estimates of any additional capital financing requirement for the current and next two financial years'. In the short term this indicator will not be met due to the reduction in the capital financing requirement in recent years and the currently prohibitively expensive premiums to repay existing debt. The Council will consider options to reduce this position where they are in the long term financial interests of the Council. Further details are included in the main Treasury Management Strategy Statement and Annual Investment Strategy 2023-2024.

In respect of external debt, it is recommended that the Council approves the limits detailed in the tables below for its total external debt for the next four financial years. These limits separately identify borrowing from other long term liabilities such as finance leases. The Council is asked to approve these limits and to delegate authority to the Director of Corporate

Resources, within the total limit for any individual year, to effect movement between the separately agreed limits for borrowing and other long term liabilities. Any such changes made will be reported to the Cabinet at its next meeting following the change.

There are two limits on external debt: the 'Operational Boundary' and the 'Authorised Limit'. Both are consistent with the current commitments, existing plans and the proposals in the budget report for capital expenditure and financing, and with approved treasury management policy statement and practices. They are both based on estimates of most likely, but not worst case, scenario. The key difference is that the Authorised Limit cannot be breached without prior approval of the County Council. It therefore includes more headroom to take account of eventualities such as delays in generating capital receipts, forward borrowing to take advantage of attractive interest rates, use of borrowing in place of operational leasing, "invest to save" projects, occasional short term borrowing to cover temporary revenue cash flow shortfalls as well as an assessment of risks involved in managing cash flows. The Operational Boundary is a more realistic indicator of the likely position.

#### Operational boundary for external debt

	<u>2023/24</u> £m	<u>2024/25</u> £m	<u>2025/26</u> £m	<u>2026/27</u> £m
Borrowing	262	262	275	309
Other long term liabilities	1	1	1	1
<b>Total</b>	<b>263</b>	<b>263</b>	<b>276</b>	<b>310</b>

#### Authorised limit for external debt

	<u>2023/24</u> £m	<u>2024/25</u> £m	<u>2025/26</u> £m	<u>2026/27</u> £m
Borrowing	272	272	285	319
Other long term liabilities	1	1	1	1
<b>Total</b>	<b>273</b>	<b>273</b>	<b>286</b>	<b>320</b>

In agreeing these limits, the Council is asked to note that the authorised limit determined for 2023/24 will be the statutory limit determined under Section 3(1) of the Local Government Act 2003.

#### Comparison of original 2022/23 indicators with the latest forecast

In February 2022 the County Council approved certain prudential limits and indicators, the latest projections of which are shown below:

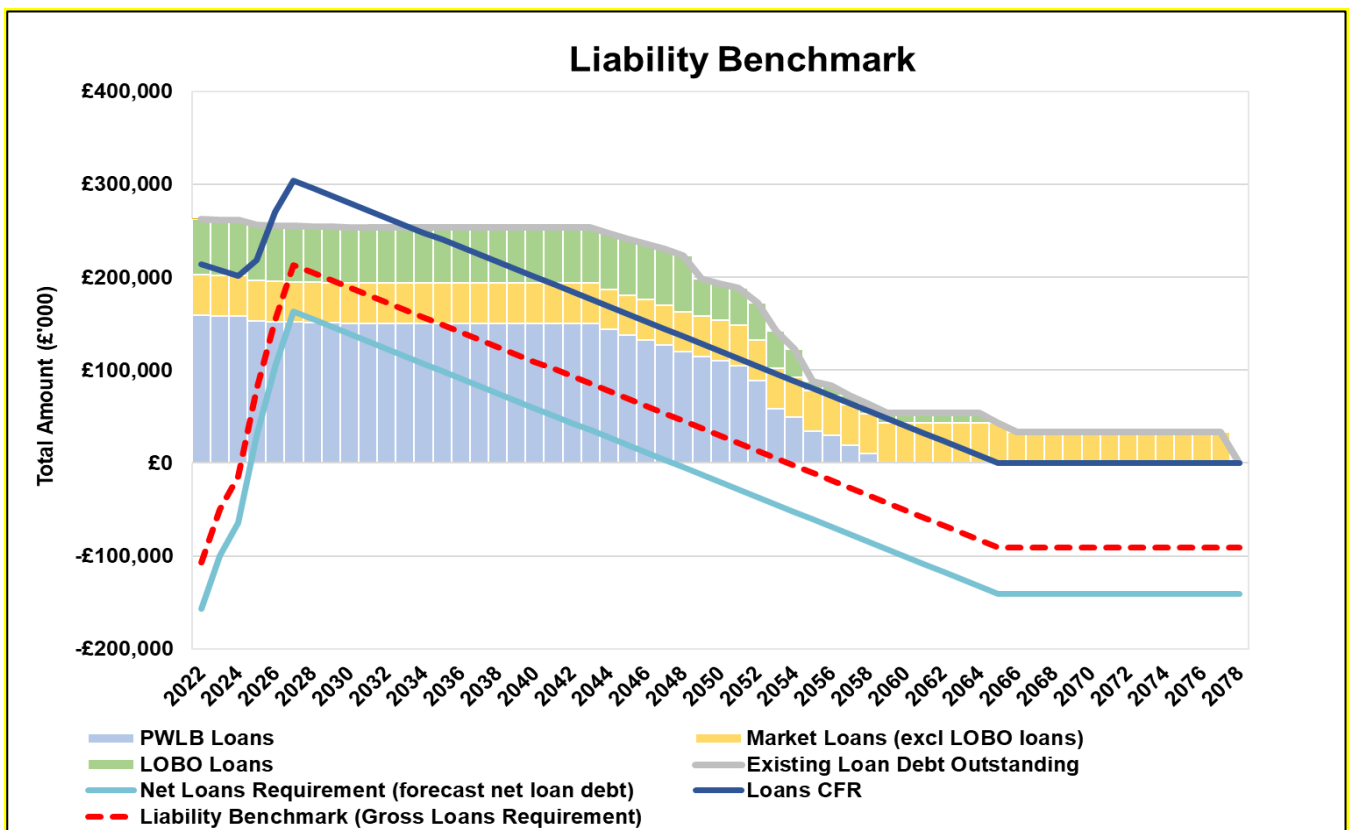
	<u>Prudential Indicator 2022/23</u>	<u>Latest Projection 12/01/23</u>
Actual Capital Financing Costs as a % of Net Revenue Stream	3.80%	4.30%
Capital Expenditure	£139m	£109m
Operational Boundary for External Debt	£264.1m	£264.1m
Authorised Limit for External Debt	£274.1m	£274.1m
Interest Rate Exposure – Fixed	50-100%	100%
Interest Rate Exposure – Variable	0-50%	0%
Capital Financing Requirement	£220m	£208m

All of the indicators are within the targets set, except the actual capital financing costs as a percentage of net revenue stream. This is due to a correction to the basis of the calculation to be in line with the prudential code for 2022/23. The revised indicator for 2022/23 on the new basis would have been 4.37% compared with the latest projection of 4.30% and would be within the target. The latest forecast of external debt is £262.1m, and is within both the authorised borrowing limit and the operational boundary set for 2022/23. The maturity structure of debt is within the indicators set. The latest projection for capital expenditure is below the indicator set, due to the refresh of the capital programme in September 2022 and slippage in forecast spend within the capital programme.

### Treasury Management Indicators

The Local Government Act 2003 requires the County Council to ensure that treasury management is carried out with good professional practice. The Treasury Management and Prudential Codes includes the following as the required indicators in respect of treasury management:

- a) Liability benchmark - is a projection of the amount of loan debt outstanding that the Council needs each year into the future to fund its existing debt liabilities, planned prudential borrowing and other cash flows. This is shown by the gap between the Council's existing loans that are still outstanding at a given future date and the Council's future need for borrowing (as shown by the liability benchmark). It is presented as a chart, covering four sections:
- Existing loan debt outstanding – shown by the type of debt, to show interest risk
  - Loans capital financing requirement – same as the CFR
  - Net loans requirement (NLR) – gross debt less treasury management investments, proposed prudential borrowing, MRP and any other major cash flows forecast
  - Liability bench mark (or gross loans required) equals the net loans requirement plus short-term liquidity allowance.





The opening position is as at April 2022. At this point the net loans requirement (NLR) is calculated as outstanding debt of £263m less treasury management investments of £420m. For the Council this is a negative figure of £-157m. The liability benchmark, or gross loans requirement, is this figure plus the short term liquidity requirements of the Council, which provides a negative figure of £-107m. This position is primarily due to funding set aside to fund the capital programme, no new prudential borrowing for over decade and limited opportunities to repay debt early.

As the chart moves through the MTF period 2023-27 the liability benchmark (gross loans requirement) increases as the capital strategy is actioned through prudential borrowing and earmarked reserves being used. After this date the benchmark then reduces as MRP reduces the CFR. Despite this the gross loans requirements is always below the level of existing debt outstanding which indicates that no external borrowing is likely to be required.

It also indicates that there is likely to be surplus cash in excess of liquidity requirements which means from a liquidity perspective the Council may be able to invest monies for a longer period. This could change if there were opportunities to repay debt early as described in the main sections of the treasury management strategy.

There are limitations with the chart in that it is focussed on current commitments and makes no assumption of any future possible prudential borrowing needs. However it is a useful tool to review the net management of the treasury position with the aim to minimise and reduce refinancing, interest and credit risk by profiling borrowing portfolio to benchmark borrowing requirements.

- b) Upper and lower limits for the maturity structure of its borrowings as follows:  
Amount of projected borrowing that is fixed rate maturing in each period as a percentage of total projected borrowing that is fixed rate:

	<u>Upper Limit %</u>	<u>Lower Limit%</u>
under 12 months	30	0
12 months and within 24 months	30	0
24 months and within 5 years	50	0
5 years and within 10 years	70	0
10 years and above	100	25

- c) An upper limit for treasury management investments longer than 1 year is 20% of the portfolio.

The County Council has adopted the CIPFA code of Practice for Treasury Management in the Public Services.

**ANNEX 3****POLICY ON APPROVED ORGANISATIONS FOR LENDING****APPROVED ORGANISATIONS/ LIMITS FOR LENDING**

<u>Institution*</u>	<u>Maximum Sum Outstanding/Period of Loan</u>
UK Clearing Banks and UK Building Societies**	£35m/6 months up to £55m/12months (Not special Institutions) £75m/12months (special Institutions) 'Special' = significant element of UK government ownership.
UK Debt Management Office	No maximum sum outstanding/12 months
UK Government Treasury Bills	No maximum sum outstanding/12 months
Overseas Banks	£10m/6 months £20m/12 months
Money Market Funds	£40m limit within any AAA-rated fund. £160m maximum exposure to all Money Market Funds
UK Local Authorities	£10m/12 months
Pooled Private Debt Funds	£50m/variable 3-6 years
Pooled Bank Capital Release Funds	£20m/variable 3-6 years

\* includes ring fenced and non-ring fenced banks.

\*\*In the event that an investment is entered into which is legally offset against borrowing in the form of a LOBO (Lender's Option, Borrower's Option) from the same counterparty, the maximum period will be 20 years and the maximum sum will be the amount of the LOBO deal against which the legal offset exists.

The list of acceptable institutions will mirror the list of suggested counterparties maintained by Link Group, except the maximum maturity period will be restricted to 1 year and any institution with a suggested maturity period of 100 days or less will be excluded.

Some financial institutions have both a parent company and a subsidiary that are licensed deposit takers in the UK. Where this is the case a 'group limit' will apply, and this will be the limit that is given to the parent company.

In some cases the parent company will be an overseas institution and they will have UK-registered subsidiaries. Where this is the case the parent company limit will apply at a total group level, even if this limit is less than would be given to the UK subsidiary on a stand-alone basis. Any money invested with a UK subsidiary of an overseas institution will be classed as being invested in the country of domicile of the parent if the parent is an overseas institution for country-maximum purposes.

If the credit rating of an individual financial institution decreases to a level which no longer makes them an acceptable counterparty the Director of Corporate Resources will take action

to bring this back into line at the earliest opportunity. It should be noted that there will be no legal right to cancel a loan early, and any premature repayment can only be made with the approval of the counterparty and may include financial penalties. Similar actions will be taken if a counterparty is downgraded to a level which allows them to remain on the list of acceptable counterparties, but where the unexpired term of any loan is longer than the maximum period for which a new loan could be placed with them.

In the event that the circumstances highlighted above occur, the Director of Corporate Resources will report to the Corporate Governance Committee.

**TREASURY MANAGEMENT POLICY STATEMENT (TMPS)**

1. This organisation defines its treasury management activities as:

“The management of the Council’s investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks”
2. This organisation regards the successful identification, monitoring and control of risk to be the prime criteria by which the effectiveness of its treasury management activities will be measured. Accordingly, the analysis and reporting of treasury management activities will focus on their risk implications for the organisation.
3. This organisation acknowledges that effective treasury management will provide support towards the achievement of its business and service objectives. It is therefore committed to the principles of achieving value for money in treasury management, and to employing suitable comprehensive performance measurement techniques, within the context of effective risk management.