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| Audit Committee | | Agenda Item: |
| Meeting Date | 26 October 2021 | |
| Report Title | Annual Treasury Management Report 2020/21 | |
| Cabinet Member | Cllr Roger Truelove, Leader and Cabinet Member for Finance | |
| SMT Lead | Lisa Fillery, Director of Resources | |
| Head of Service | Phil Wilson, Head of Finance and Procurement | |
| Lead Officer | Phil Wilson, Head of Finance and Procurement and Olga Cole, Management Accountant | |
| Key Decision | No | |
| Classification | Open | |

| | |
|------------------------|---|
| Recommendations | 1. Approve the Treasury Management stewardship report for 2020/21. |
| | 2. Approve the Prudential and Treasury Management Indicators within the report. |

1. Purpose of Report and Executive Summary

- 1.1 The Council's Treasury Management activity is underpinned by the Chartered Institute of Public Finance and Accountancy's (CIPFA's) Code of Practice on Treasury Management ("the Code"), which requires local authorities to produce annual Prudential Indicators and a Treasury Management Strategy Statement on the likely financing and investment activity. The Code also recommends that members are informed of Treasury Management activities at least twice a year. The latest version of the Code was adopted by the Council in February 2021.
- 1.2 Treasury Management is defined 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". No Treasury Management activity is without risk; the effective identification and management of risk are integral to the Council's Treasury Management objectives.
- 1.3 For 2020/21 the Investments Section of the Kent County Council (KCC) Finance Department had operational responsibility for the daily treasury management duties. KCC Finance in undertaking this work had to comply with this Council's Treasury Management Strategy. Overall responsibility for Treasury Management remained with the Council.

1.4 This report:

- is prepared in accordance with the CIPFA Treasury Management Code and the Prudential Code;
- details the implications of treasury decisions and transactions;
- gives details of the outturn position on Treasury Management transactions in 2020/21; and
- confirms compliance with Treasury limits and Prudential Indicators.

1.5 This report will be submitted to Council on 10 November 2021.

2. Background

Borrowing Requirement and Debt Management

2.1 The overall borrowing position is summarised below:

| | Balance on 31/3/2020 | Movement in Year | Balance on 31/3/2021 |
|--|-------------------------|---------------------|-------------------------|
| | £'000 | £'000 | £'000 |
| Capital Financing Requirement | 42,739 | 5,634 | 48,373 |
| Other Liabilities (cost of leases for equipment) | 0 | 0 | 0 |
| Borrowing Capital Financing Requirement | 42,739 | 5,634 | 48,373 |
| External Borrowing | (25,000) | 10,000 | (15,000) |
| Cumulative External Borrowing Requirement | 17,739 | 15,634 | 33,373 |

2.2 Where capital expenditure is to be financed in future years by charges to revenue as assets are used by the Council, the expenditure results in an increase in the Capital Financing Requirement (CFR), a measure of the capital expenditure incurred historically by the Council that has yet to be financed.

2.3 The reason for the increase in the CFR in 2020/21 is due to the capital expenditure on works undertaken as part of the Sittingbourne Town Centre regeneration project which were financed from borrowing. The CFR will be reduced in the future by the Minimum Revenue Provision which will be funded by contributions from rental income.

2.4 In 2020/21, the Council took out five loans from other local authorities. The details of the loans are in the table below:

| Local Authority | Loan Value £'000 | Borrowing Rate | Duration of the Loan | Borrowing Date | Loan Repayment Date |
|-----------------------------|---------------------|----------------|----------------------|----------------|---------------------|
| Essex County Council | 10,000 | 0.50% | 30 days | 28/04/2020 | 28/05/2020 |
| Gwynedd Borough Council | 5,000 | 0.24% | 32 days | 28/05/2020 | 29/06/2020 |
| Basildon Borough Council | 5,000 | 0.24% | 32 days | 28/05/2020 | 29/06/2020 |
| London Borough of Islington | 5,000 | 0.08% | 30 days | 29/06/2020 | 29/07/2020 |
| London Borough of Havering | 5,000 | 0.27% | 364 days | 25/08/2020 | 24/08/2021 |

Investment Activity

- 2.5 The Council holds significant investment funds, representing income received in advance of expenditure plus balances and reserves held. During 2020/21, the Council held average daily cash balances of £38 million, (£33 million for 2019/20).
- 2.6 The Council's budgeted investment income for 2020/21 was £208,770 and the actual income received was £166,000, of which £135,000 was from the Council's long-term investment in the Church, Charities and Local Authorities (CCLA) Mutual Investment Property Fund.
- 2.7 The table below summarises the Council's investment portfolio at 31 March 2021. All investments made were in line with the Council's approved credit rating criteria at the time of placing the investment, and still met those criteria at 31 March 2021.

| Counterparty (MMF = Money Market Funds) | Long-Term Rating | Balance Invested at 31 March 2021 £'000 |
|--|------------------|--|
| Invesco MMF | AAAmmf | 3,000 |
| JPM Liquidity MMF | AAAmmf | 3,000 |
| SSgA MMF | AAAmmf | 2,275 |
| Morgan Stanley MMF | AAAmmf | 2,840 |
| Black Rock MMF | AAAmmf | 3,000 |
| Aberdeen MMF | AAAmmf | 3,000 |
| Deutsche MMF | AAAmmf | 3,000 |
| Sub Total Cash & Cash Equivalents | | 20,115 |
| CCLA Property Fund | unrated | 3,000 |
| Sub Total Long-Term Investments | | 3,000 |
| Total | | 23,115 |

2.8 The ratings above are from Fitch credit rating agency. A description of the grading is provided below:

- AAmmf: Funds have very strong ability to meet the dual objectives of providing liquidity and preserving capital.

2.9 The treasury management position for the year is summarised below:

| Investments | Balance on 31/03/20 | Movement in Year | Balance on 31/03/21 | Average Rate |
|---------------------------|--------------------------------|-----------------------------|--------------------------------|-------------------------|
| | £'000 | £'000 | £'000 | % |
| Cash and Cash Equivalents | 21,238 | (1,123) | 20,115 | 0.08 |
| Long-Term Investments | 3,000 | 0 | 3,000 | 4.50 |
| TOTAL INVESTMENTS | 24,238 | (1,123) | 23,115 | |
| Borrowing | | | | |
| Long-Term Borrowing | (5,000) | 5,000 | 0 | 1.18 |
| Short-Term Borrowing | (20,000) | 5,000 | (15,000) | 0.57 |
| TOTAL BORROWING | (25,000) | 10,000 | (15,000) | |

2.10 The long-term investment shown in the table above is the Council's investment in the CCLA Property Fund.

2.11 In keeping with the Ministry of Housing, Communities and Local Government's (MHCLG's) Guidance on Investments, the Council maintained a sufficient level of liquidity through the use of Money Market Funds, overnight deposits and the use of call accounts.

2.12 The Council sought to optimise returns commensurate with its objectives of security and liquidity.

2.13 The criteria applied by the Head of Finance and Procurement for the approval of a counter party for deposits are:

- credit rating - a minimum long-term of A-;
- credit default swaps;
- share price;
- reputational issues;
- exposure to other parts of the same banking group; and
- country exposure.

2.14 The investments permissible by the 2020/21 Treasury Strategy were:

| Counterparty | Cash Limits |
|---|--|
| Debt Management Office (Debt Management Account Deposit Facility) and Treasury Bills | Unlimited |
| Local Authorities | £3m |
| Major UK banks / building societies. (Barclays, HSBC, Lloyds Banking Group, RBS Group, Santander UK, Nationwide, Standard Chartered) unsecured deposits | £3m |
| Svenska Handelsbanken unsecured deposits | £3m |
| Leeds Building Society unsecured deposits | £1.5m |
| Close Brothers unsecured deposits | £1.5m |
| Money Market Funds | £3m each |
| Pooled Funds e.g. Absolute return, Equity income, Corporate Bond Funds | £3m each |
| CCLA Property Fund | £3m |
| Supranational Bonds | £3m in aggregate |
| Corporate Bonds | £3m in aggregate |
| Non treasury investments | To be agreed on a case by case basis |
| Covered Bonds | £3m in aggregate with £1m limit per bank |

2.15 This administration takes the view that the Capital Strategy should reflect the following principles:

- investing in sustainable, affordable and social housing to increase overall supply;
- using the ability to borrow at low rates of interest for the benefit of the physical and social infrastructure of the borough and for broader social value; and,
- ensuring that the costs of borrowing are manageable long term within the revenue budget

2.16 The maximum permitted duration for deposits is 13 months. The Head of Finance and Procurement in consultation with the Leader and Cabinet Member for Finance may consider longer duration. Bonds can be purchased with a maximum duration of five years.

2.17 The definition of investments in CIPFA's revised Treasury Management Code now covers all the financial assets of the Council, as well as other non-financial assets which the Council holds primarily for financial return. At 31 March 2021 the Council held £3.599 million of a longstanding portfolio of 13 investment properties within the borough. These investments generated £0.2 million of investment income for the Council in 2020/21 after taking account of direct costs, representing a rate of return of 4.5%.

External Context

- 2.18 The coronavirus pandemic dominated 2020/21, leading to almost the entire planet being in some form of lockdown during the year. The start of the financial year saw many central banks cutting interest rates as lockdowns caused economic activity to grind to a halt. The Bank of England cut the Bank Rate to 0.1% and the UK government provided a range of fiscal stimulus measures, the size of which has not been seen in peacetime.
- 2.19 The Bank of England (BoE) held Bank Rate at 0.1% throughout the year but extended its Quantitative Easing programme by £150 billion to £895 billion at its November 2020 meeting. In its March 2021 interest rate announcement, the BoE noted that while Gross Domestic Product would remain low in the near-term due to COVID-19 lockdown restrictions, the easing of these measures means growth is expected to recover strongly later in the year. Inflation is forecast to increase in the near-term and while the economic outlook has improved, there are downside risks to the forecast, including from unemployment which is still predicted to rise when the furlough scheme is withdrawn.

Compliance

- 2.20 The Council has complied with its Prudential and Treasury Management Indicators for 2020/21 which were set as part of the Treasury Management Strategy agreed by Council in February 2020.
- 2.21 In Appendix I the outturn position for the year against each Prudential Indicator is set out.
- 2.22 The Head of Finance and Procurement confirms that all treasury management activities undertaken during the year complied fully with the CIPFA Code of Practice and the Council's approved Treasury Management Strategy.

Treasury Advisers

- 2.23 Arlingclose has been the Council's treasury advisers since May 2009. Officers of the Council meet with Arlingclose regularly and high quality and timely information is received from them.

Capital Strategy

- 2.24 The 2017 Prudential Code includes a requirement for local authorities to provide a Capital Strategy, a summary document approved by full Council covering capital expenditure and financing, treasury management and non-treasury investments. The Council's Capital Strategy for 2020/21, complying with CIPFA's requirement, was approved by Council on 26 February 2020.

3. Proposal

- 3.1 Members are asked to approve the report.

4. Alternative Proposals

- 4.1 No alternative proposals have been considered and compliance with the CIPFA Code is mandatory.

5. Consultation Undertaken

- 5.1 Arlingclose have been consulted.

6. Implications

| Issue | Implications |
|--|---|
| Corporate Plan | Supports delivery of the Council's objectives. |
| Financial, Resource and Property | As detailed in the report |
| Legal, Statutory and Procurement | CIPFA produce a framework for managing treasury activities, called a 'Code'. Councils are legally required to have regard to this Code and members of CIPFA are expected to comply with its requirements. This report fulfils the Council's legal obligation under the Local Government Act 2003 to have regard to both the CIPFA Code and the MHCLG Guidance |
| Crime and Disorder | Not relevant to this report |
| Environment and Climate/ Ecological Emergency | Not relevant to this report |
| Health and Wellbeing | Not relevant to this report |
| Safeguarding of Children, Young People and Vulnerable Adults | Not relevant to this report |
| Risk Management and Health and Safety | Not relevant to this report |
| Equality and Diversity | Not relevant to this report |
| Privacy and Data Protection | Not relevant to this report |

7. Appendices

- 7.1 Appendix I: Treasury Management and Prudential Indicators

8. Background Papers

None

Treasury Management and Prudential Indicators for 2020/21

Introduction

The Local Government Act 2003 requires the Council to have regard to the Chartered Institute of Public Finance and Accountancy's Prudential Code for Capital Finance in Local Authorities (the Prudential Code) when determining how much money it can afford to borrow. The objectives of the Prudential Code are to ensure, within a clear framework, that the capital investment plans of local authorities are affordable, prudent and sustainable, and that treasury management decisions are taken in accordance with good professional practice. To demonstrate that the Council has fulfilled these objectives, the Prudential Code sets out the following indicators that must be set and monitored each year.

This report compares the approved indicators with the outturn position for 2020/21. Actual figures have been taken from or prepared on a basis consistent with, the Council's Statement of Accounts

Capital Expenditure: The Council's capital expenditure and financing may be summarised as follows.

| Capital Expenditure and Financing | 2020/21 Actual |
|--|---------------------------|
| | £'000 |
| Total Capital Expenditure | 9,603 |
| Capital Receipts | 24 |
| Grants and Other Contributions | 2,292 |
| Reserves | 848 |
| Direct Revenue Funding | 27 |
| Borrowing | 6,412 |
| Total Financing | 9,603 |

Treasury Management and Prudential Indicators for 2020/21

Capital Financing Requirement: The Capital Financing Requirement (CFR) measures the Council's underlying need to borrow for a capital purpose.

| Capital Financing Requirement | 31/03/21 Estimate | 31/03/21 Actual | 31/03/21 Difference |
|--|----------------------|--------------------|------------------------|
| | £'000 | £'000 | £'000 |
| Total CFR | 43,736 | 48,373 | 4,637 |
| Less: Other Liabilities | 0 | 0 | 0 |
| Borrowing CFR | 43,736 | 48,373 | 4,637 |
| External Borrowing | (5,000) | (15,000) | (10,000) |
| Cumulative External Borrowing Requirement | 38,736 | 33,373 | (5,363) |

External borrowing: as at 31 March 2021 the Council had £15 million of external borrowing.

Operational Boundary for External Debt: The Operational Boundary is based on the Council's estimate of most likely (i.e. prudent but not worst case) scenario for external debt. It links directly to the Council's estimates of capital expenditure, the capital financing requirement and cash flow requirements, and is a key management tool for in-year monitoring. Other long-term liabilities comprise finance lease, and other liabilities that are not borrowing but form part of the Council's debt.

| Operational Boundary and Total Debt | 31/03/21 Boundary | 31/03/21 Actual Debt | Complied |
|-------------------------------------|----------------------|-------------------------|----------|
| | £'000 | £'000 | |
| Borrowing | 45,000 | 15,000 | ✓ |
| Other Long-Term Liabilities | 500 | 0 | ✓ |
| Total Operational Boundary | 45,500 | 15,000 | ✓ |

Treasury Management and Prudential Indicators for 2020/21

Authorised Limit for External Debt: The Authorised Limit is the affordable borrowing limit determined in compliance with the Local Government Act 2003. It is the maximum amount of debt that the Council can legally owe. The Authorised Limit provides headroom over and above the Operational Boundary for unusual cash movements.

| Authorised Limit and Total Debt | 31/03/21 Boundary | 31/03/21 Actual Debt | Complied |
|--|------------------------------|---------------------------------|-----------------|
| | £'000 | £'000 | |
| Borrowing | 55,000 | 15,000 | ✓ |
| Other Long-Term Liabilities | 2,000 | 0 | ✓ |
| Total Authorised Limit | 57,000 | 15,000 | ✓ |

The Head of Finance and Procurement confirms that there were no breaches to the Authorised Limit and the Operational Boundary during 2020/21.

Ratio of Financing Costs to Net Revenue Stream: This is an indicator of affordability and highlights the revenue implications of existing and proposed capital expenditure by identifying the proportion of the revenue budget required to meet financing costs, net of investment income.

| Ratio of Financing Costs to Net Revenue Stream | 31/03/21 Estimate | 31/03/21 Actual | Difference |
|---|------------------------------|----------------------------|-------------------|
| | % | % | % |
| General Fund Total | 4.41 | 3.17 | 1.24 |

Interest Rate Exposures: This indicator is set to control the Council's exposure to interest rate risk. The upper limits on fixed and variable rate interest rate exposures, expressed as the proportion of net interest payable was:

| Interest Rate Exposures | 31/03/21 Actual | 2020/21 Limit | Complied |
|---------------------------------------|----------------------------|--------------------------|-----------------|
| | % | % | |
| Interest on Fixed Rate Investments | 0 | -100 | ✓ |
| Interest on Variable Rate Investments | -100 | -100 | ✓ |
| Interest on Fixed Rate Borrowing | 100 | 100 | ✓ |
| Interest on Variable Rate Borrowing | 0 | 100 | ✓ |

Treasury Management and Prudential Indicators for 2020/21

Maturity Structure of Borrowing: This indicator is set to control the Council's exposure to refinancing risk. The upper and lower limits on the maturity structure of fixed rate borrowing were:

| | 31/03/21 Actual | Upper Limit | Lower Limit | Complied |
|--------------------------------|--------------------|----------------|----------------|----------|
| | % | % | % | |
| Under 12 months | 100 | 100 | 0 | ✓ |
| 12 months and within 24 months | 0 | 100 | 0 | ✓ |
| 24 months and within 5 years | 0 | 100 | 0 | ✓ |
| 5 years and within 10 years | 0 | 100 | 0 | ✓ |
| 10 years and above | 0 | 100 | 0 | ✓ |

Principal Sums Invested for Periods Longer than 364 days: The purpose of this indicator is to control the Council's exposure to the risk of incurring losses by seeking early repayment of its investments. The limits on the long-term principal sum invested to final maturities beyond the period end were:

| | 2020/21 £'000 |
|---|------------------|
| Actual Principal Invested Beyond Year End | 3,000 |
| Limit on Principal Invested Beyond Year End | 10,000 |
| Complied | ✓ |

Investment Benchmarking

| Average Actual Return on Investments 2020/21 | Original Estimate Return on Investments 2020/21 | Average Bank Rate 2020/21 | Average 7-day LIBID Rate 2020/21 |
|---|--|---------------------------------|--|
| 0.08% | 0.30% | 0.10% | -0.08% |

(The London Interbank Bid Rate (LIBID) is a bid rate; the rate at which a bank is willing to borrow from other banks)