

Blaby District Council
Council

Date of Meeting	22 February 2023
Title of Report	Recommendations of the Cabinet Executive: Prudential Indicator & Treasury Management Strategy 2023/24 This is not a Key Decision and is on the Forward Plan
Lead Member	Cllr. Maggie Wright - Finance, People & Performance (Deputy Leader)
Report Author	Finance Group Manager
Corporate Priority	Medium Term Financial Strategy (MTFS)

1. What is this report about?

- 1.1 This report lays down the guidelines and rules that Officers are required to follow when making decisions to borrow or when investing Council funds. Such decisions are made daily under delegated authority. The report outlines the Council's prudential indicators for 2023/24 to 2027/28 and sets out the expected treasury management activities for that period. The report also sets out the financial institutions the Council may invest in, the maximum investment level and the periods over which the investments can be made.
- 1.2 The report also fulfils four key legislative requirements:
 - The reporting of the prudential indicators which set out the expected capital activities - as required by The Chartered Institute of Public Finance and Accountancy's (CIPFA) Prudential Code for Capital Finance in Local Authorities.
 - The Council's Minimum Revenue Provision (MRP) Policy, which sets out how the Council will pay for capital assets through revenue each year.
 - The Treasury Management Strategy which sets out how the Council's treasury service will support the decisions taken above, the day-to-day treasury management activity, and the limitations on borrowing and investing through treasury prudential indicators. This accords with the CIPFA Code of Practice on Treasury Management in the Public Services.
 - The Annual Investment Strategy in accordance with investment guidance issued by the Department for Levelling Up, Housing and Communities (DLUHC).

2. Recommendation(s) to Council

- 2.1 That the capital prudential indicators and limits for 2023/24 to 2027/28 are approved.
- 2.2 That the Treasury Management Strategy for 2023/274 and the treasury prudential indicators are approved.
- 2.3 That the Investment Strategy for 2023/24 is approved.
- 2.4 That the Minimum Revenue Provision (MRP) Statement for 2023/24 is approved.

3. Reason for Decisions Recommended

- 3.1 The Local Government Act 2003 and supporting regulations requires the Council to “have regard to” the CIPFA Prudential Code and the CIPFA Treasury Management Code 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.
- 3.2 The Act requires the Council to set out its treasury strategy for borrowing and to prepare an Annual Investment Strategy. This covers the Council’s criteria for choosing investment counterparties and limiting exposure to the risk of loss.
- 3.3 The Act also requires the Council to undertake an annual review of its policy for calculating the minimum revenue provision (MRP) for repayment of external debt.

4. Matters to consider

4.1 Background

DLUHC guidance requires that there is sufficient Member scrutiny of the Council’s treasury management function. For Blaby, Cabinet Executive is the responsible body for scrutinising the Treasury Management Strategy. To facilitate the decision-making process and support capital investment decisions the Prudential Code requires local authorities to agree and monitor a minimum number of prudential indicators. These are mandatory and must, as a minimum, cover the forthcoming three financial years.

The Treasury Management Code includes a new requirement to include a liability benchmark prudential indicator to manage an authority’s borrowing needs and maturities. This is a tool used in the support of cashflow management and borrowing decision making. The maturity benchmark is based on the forecast net loans requirement (loans less investments, plus a short-term liquidity allowance). The actual loans portfolio is then compared to

this to highlight any liquidity or interest rate risk.

The indicators are solely for the internal use of the Council and are not intended to be used for comparative purposes with other local authorities. They should not be considered in isolation since the benefit to be gained from monitoring comes from the movement in the indicators over time.

The prudential indicators in this report, and the appendices, are based on the financial plans contained within the revenue and capital reports elsewhere on this agenda.

The Treasury Management Strategy is attached at Appendix A including the prudential indicators that relate to the treasury management function. This strategy covers the operation of the treasury function and its activities for the forthcoming year and reflects the Council's capital and commercial investment strategies. The strategy has been informed by advice received from the Council's treasury management consultants.

4.2 Treasury Management Strategy

The main considerations set out in the Treasury Management Strategy (Appendix A) are as follows:

Capital Expenditure

The capital spending plans are based on available resources and the affordability of any associated borrowing, which has been built into the Medium-Term Financial Strategy.

	2021/22 Actual £000	2022/23 Revised £000	2023/24 Estimate £000	2024/25 Estimate £000	2025/26 Estimate £000	2026/27 Estimate £000	2027/28 Estimate £000
Capital Expenditure	2,147	7,669	3,619	2,724	1,220	882	2,657
Financed by:							
Capital Receipts	(286)	(365)	(525)	(520)	(150)	0	(500)
Capital Grants & Contributions	(984)	(2,135)	(706)	(758)	(703)	(674)	(692)
Capital Reserves	(357)	(260)	(92)	0	(32)	0	.0
Revenue Contributions	(76)	(151)	0	0	0	0	.0
Net financing need for the year	444	4,758	2,296	1,446	335	208	1,465

Borrowing Requirement

As shown in the table above, the capital expenditure plans can be partly funded from capital receipts, grants and contributions, and from reserves, leaving a residual amount to be funded through borrowing. This increases the Capital Financing Requirement (CFR) but the CFR is also reduced each year by a statutory revenue charge, the Minimum Revenue Provision (MRP). The

Council is also able to top-up this repayment by applying a Voluntary Revenue Provision (VRP).

Capital Financing Requirement

The projected CFR over the life of the Medium-Term Financial Strategy is set out in the table below.

	2021/22 Actual £000	2022/23 Revised £000	2023/24 Estimate £000	2024/25 Estimate £000	2025/26 Estimate £000	2026/27 Estimate £000	2027/28 Estimate £000
Total CFR	13,965	18,334	19,902	20,354	19,485	18,397	18,487
Movement in CFR	(701)	4,369	1,568	452	(869)	(1,088)	90

MRP Policy

In September 2022, the Council approved a change to the method it uses to calculate the MRP, resulting in a lower charge in the medium term. The MRP is an annual revenue charge based on the outstanding Capital Financing Requirement (CFR) brought forward from the preceding financial year. The CFR represents the Council's underlying need to borrow and is basically that part of capital expenditure which has not yet been financed. It is effectively capital expenditure financed through borrowing, whether that is external borrowing or internal borrowing (i.e., from the Council's own reserves and balances). Each year the Council is required to repay a proportion of that outstanding "borrowing cost" by way of the MRP, and it must approve its policy for charging MRP annually in advance of the forthcoming financial year. For 2022/23 the recommended policy is set out in paragraph 2.3 of Appendix A.

Borrowing

The Council's anticipated net borrowing requirement (net of investments) is shown below with a comparison against the CFR. The Council needs to ensure that its total borrowing net of any investments, does not, except in the short term, exceed the total of the CFR in the preceding year plus the estimates of any additional CFR for 2023/24 and the next two financial years. This allows some flexibility for limited early borrowing for future years. The Council's gross borrowing remains significantly below its CFR due to the ongoing use of internal borrowing. Whilst internal reserves and balances remain at current levels, internal borrowing is a prudent method of financing capital expenditure since it is cheaper than external borrowing.

	2021/22 Actual £000	2022/23 Revised £000	2023/24 Estimate £000	2024/25 Estimate £000	2025/26 Estimate £000	2026/27 Estimate £000	2027/28 Estimate £000
Gross Borrowing	8,597	7,685	9,468	10,112	10,404	10,704	12,204
Investments	(36,654)	(20,000)	(15,000)	(10,000)	(8,000)	(6,000)	(6,000)
Net Borrowing	(28,057)	(12,315)	(5,532)	112	2,404	4,704	6,204
CFR	13,965	18,334	19,902	20,354	19,485	18,397	18,487

The Council's borrowing limits are as follows:

	2022/23 Revised £000	2023/24 Estimate £000	2024/25 Estimate £000	2025/26 Estimate £000	2026/27 Estimate £000	2027/28 Estimate £000
Operational Boundary for External Debt	20,700	20,700	23,400	23,400	21,600	21,600
Authorised Limit for External Debt	23,000	23,000	26,000	26,000	24,000	24,000

Liability Benchmark

A new prudential indicator for 2023/24 is the Liability Benchmark. The Council is required to estimate and measure the Liability Benchmark for the forthcoming financial year and the following two financial years, as a minimum.

There are four components to the Liability Benchmark:

1. **Existing loan debt outstanding:** the Authority's existing loans that are still outstanding in future years.
2. **Loans CFR:** this is calculated in accordance with the loans CFR definition in the Prudential Code and projected into the future based on approved prudential borrowing and planned MRP.
3. **Net loans requirement:** this will show the Authority's gross loan debt less treasury management investments at the last financial year-end, projected into the future and based on its approved prudential borrowing, planned MRP and any other major cash flows forecast.
4. **Liability benchmark (or gross loans requirement):** this equals net loans requirement plus short-term liquidity allowance.

Further details are included in paragraph 2.3 to Appendix A.

4.3 Prudential Code

CIPFA published a revised version of the Prudential Code for Capital Finance in Local Authorities (Prudential Code) and Treasury Management in the Public Services Code of Practice and Cross-Sectoral Guidance Notes (the Treasury Management Code) in 2021. The updated Prudential Code includes some significant changes, most notably the provisions in that borrowing purely for yield is no longer permissible. However, activities such as regeneration, although technically commercial, are not primarily driven by profit and do not represent an unnecessary risk to public funds.

A new requirement has been added so that capital strategies are required to report investments under the following headings: service, treasury management and commercial investments (where these were implemented prior to the changes in regulations with the aim to highlight these type of investments).

The updated Codes had a 'soft' launch in 2022/23 financial year, i.e., where possible, local authorities were encouraged to adhere to the new provisions

and not undertake any new investments that would not be consistent with the changes and will be fully implemented in the 2023/24 financial year.

4.4 Capital Strategy

The Prudential Code also makes it a requirement to produce a Capital Strategy which links to the Treasury Management Strategy. The Capital Strategy is an overarching document that sets the policy framework for the development, management, and monitoring of capital investment. It should focus on the core principles that underpin the Council's capital plans; short, medium, and long-term objectives; key issues and risks affecting the delivery of the capital programme; and the governance framework.

The strategy aims to drive the Council's capital plans by ensuring that capital expenditure and financing, and treasury management are appropriately aligned to support the sustainable, long-term delivery of our services. The strategy is reported as part of the 5 Year Capital Programme report elsewhere on this agenda.

5. What will it cost and are there opportunities for savings?

- 5.1 There are no direct costs arising from this report. Instead, it provides a basis on which to undertake the treasury management activities necessary to support the Council's capital expenditure plans.

6. What are the risks and how can they be reduced?

6.1

Current Risk	Actions to reduce the risks
That external borrowing might not be undertaken at the most advantageous rate	Treasury officers maintain regular contact with the Council's advisors, Link Asset Services, who monitor movements in interest rates on our behalf. The aim is always to drawdown loans when interest rates are at their lowest point.
Credit risk – the risk that other parties might fail to pay amounts due, e.g., deposits with banks etc.	The Annual Investment Strategy sets the criteria through which the Council decides with whom it may invest. The lending list is updated regularly to reflect changes in credit ratings.
Liquidity risk – the Council might not have sufficient funds to meet its commitments	Daily monitoring of cash flow balances. Access to the money markets to cover any short-term cash shortfall.
Refinancing and maturity risk – the risk that the Council might need to renew a loan or investment at disadvantageous interest rates	Monitoring of the maturity profile of debt to make sure that loans do not all mature in the same period. Monitoring the maturity profile of investments to ensure there is

	sufficient liquidity to meet day to day cash flow needs.
Market risk – losses may arise as a result of changes in interest rates etc	Maximum limits are set for exposure to fixed and variable interest rates. The Finance team will monitor market rates and forecast interest rates to limit exposure
Loss on the Property Fund investment if property values continue to fall.	The Lothbury Property Trust should be seen as a longer-term investment where the value of the fund can fluctuate both upwards and downwards. Historically, property prices tend to rise over time, but officers will monitor the trajectory of the fund and consider withdrawal if the valuation continues to fall.

7. Other options considered

- 7.1 None. The approval of the Treasury Management Strategy and prudential indicators is a statutory requirement.

8. Environmental impact

- 8.1 The Council is actively seeking opportunities to invest its surplus balances in a way which supports the Green Strategy, with the caveat that such investments meet the primary considerations of security, liquidity, and return.

9. Other significant issues

- 9.1 In preparing this report, the author has considered issues related to Human Rights, Legal Matters, Human Resources, Equalities, Public Health Inequalities, and Climate Local and there are no areas of concern.

10. Appendix

- 10.1 Appendix A – Capital prudential indicators and treasury management strategy 2023/24 to 2027/28.
- 10.2 Appendix B – Interest rate forecasts 2022 – 2025
- 10.3 Appendix C – Economic background
- 10.4 Appendix D – Credit and counterparty risk management
- 10.5 Appendix E – Approved counterparty list
- 10.6 Appendix F – Approved countries for investment
- 10.7 Appendix G – Treasury management scheme of delegation

10.8 Appendix H – The treasury management role of the S151 Officer

11. Background paper(s)

11.1 The CIPFA Prudential Code
CIPFA's Code of Treasury Management in the Public Services
The Treasury Management Policy, Practices and Schedules

12. Report author's contact details

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