

CABINET

DATE OF MEETING: 5 JANUARY 2023

**TITLE OF REPORT: TREASURY MANAGEMENT STRATEGY STATEMENT
HALF-YEAR REVIEW REPORT 2022/23**

Report of: Head of Corporate Services & Section 151 Officer

Cabinet Portfolio: Finance

Key Decision: No

Confidentiality: Non-Exempt

PURPOSE OF REPORT

1. To report the Council's Treasury Management activities and performance during the first half of the 2022/23 financial year (April-September 2022).

RECOMMENDATION

2. To note the Treasury Management activities during the first half of the 2022/23 financial year.

BACKGROUND

Capital Strategy

3. The Chartered Institute of Public Finance and Accountancy (CIPFA)'s Prudential and Treasury Management Codes require all local authorities to prepare a Capital Strategy which is to provide the following:
 - a high-level overview of how capital expenditure, capital financing and treasury management activity contribute to the provision of services.
 - an overview of how the associated risk is managed.
 - the implications for future financial sustainability.

The Capital Strategy is updated annually and reviewed and approved by Cabinet as part of the annual budget setting process.

Treasury management

4. The Council operates a balanced budget, which broadly means cash raised during the year will meet its cash expenditure. Part of our Treasury management operations ensure this cash flow is adequately planned, with surplus monies being invested in low-risk counterparties, providing adequate liquidity, before considering optimising investment return.
5. The second main function of the Treasury management service is the funding of the Council's capital plans. These capital plans provide a guide to the borrowing

need of the Council, essentially the longer-term cash flow planning to ensure the Council can meet its capital spending operations. This management of longer-term cash may involve arranging long or short-term loans, or using longer-term cash flow surpluses, and on occasion any debt previously drawn may be restructured to meet Council risk or cost objectives.

6. Treasury management is defined as: The management of the local authority's borrowing, 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.

INTRODUCTION

7. This report has been written in accordance with the requirements of the Chartered Institute of Public Finance and Accountancy's (CIPFA) Code of Practice on Treasury Management. The primary requirements of the Code are as follows:
 - Creation and maintenance of a Treasury Management Policy Statement which sets out the policies and objectives of the Council's treasury management activities.
 - Creation and maintenance of Treasury Management Practices which set out the manner in which the Council will seek to achieve those policies and objectives.
 - Receipt by the full Council of an annual Treasury Management Strategy Statement - including the Annual Investment Strategy and Minimum Revenue Provision Policy - for the year ahead, a Mid-year Review Report and an Annual Report, (stewardship report), covering activities during the previous year.
 - Delegation by the Council of responsibilities for implementing and monitoring treasury management policies and practices and for the execution and administration of treasury management decisions.
 - Delegation by the Council of the role of scrutiny of treasury management strategy and policies to a specific named body. For this Council the delegated body is Overview and Scrutiny Committee.
8. This mid-year report has been prepared in compliance with CIPFA's Code of Practice on Treasury Management, and covers the following:
 - An economic update for the first half of the 2022/23 financial year.
 - A review of the Treasury Management Strategy Statement and Annual Investment Strategy.
 - The Council's capital expenditure, as set out in the Capital Strategy, and prudential indicators.
 - A review of the Council's investment portfolio for 2022/23.
 - A review of the Council's borrowing strategy for 2022/23.
 - A review of any debt rescheduling undertaken during 2022/23.
 - A review of compliance with Treasury and Prudential Limits for 2022/23.

ECONOMICS AND INTEREST RATES

Interest rate forecasts

9. The Council has appointed Link Group as its treasury advisors and part of their service is to assist the Council to formulate a view on interest rates. The PWLB rate forecasts below are based on the Certainty Rate (the standard rate minus 20 bps) which has been accessible to most authorities since 1st November 2012.
10. The latest forecast on 27th September sets out a view that both short and long-dated interest rates will be elevated for some little while, as the Bank of England seeks to squeeze inflation out of the economy, whilst the government is providing a package of fiscal loosening to try and protect households and businesses from the ravages of ultra-high wholesale gas and electricity prices.
11. The increase in PWLB rates reflects a broad sell-off in sovereign bonds internationally but more so the disaffection investors have with the position of the UK public finances after September's "fiscal event". To that end, the MPC has tightened short-term interest rates with a view to trying to slow the economy sufficiently to keep the secondary effects of inflation – as measured by wage rises – under control, but its job is that much harder now.
12. Our PWLB rate forecasts below are based on the Certainty Rate (the standard rate minus 20 bps, calculated as gilts plus 80bps) which has been accessible to most authorities since 1st November 2012.

Link Group Interest Rate View 27.09.22												
	Dec-22	Mar-23	Jun-23	Sep-23	Dec-23	Mar-24	Jun-24	Sep-24	Dec-24	Mar-25	Jun-25	Sep-25
BANK RATE	4.00	5.00	5.00	5.00	4.50	4.00	3.75	3.25	3.00	2.75	2.75	2.50
3 month ave earnings	4.50	5.00	5.00	5.00	4.50	4.00	3.80	3.30	3.00	2.80	2.80	2.50
6 month ave earnings	4.70	5.20	5.10	5.00	4.60	4.10	3.90	3.40	3.10	3.00	2.90	2.60
12 month ave earnings	5.30	5.30	5.20	5.00	4.70	4.20	4.00	3.50	3.20	3.10	3.00	2.70
5 yr PWLB	5.00	4.90	4.70	4.50	4.20	3.90	3.70	3.50	3.40	3.30	3.20	3.20
10 yr PWLB	4.90	4.70	4.60	4.30	4.10	3.80	3.60	3.50	3.40	3.30	3.20	3.20
25 yr PWLB	5.10	4.90	4.80	4.50	4.30	4.10	3.90	3.70	3.60	3.60	3.50	3.40
50 yr PWLB	4.80	4.60	4.50	4.20	4.00	3.80	3.60	3.40	3.30	3.30	3.20	3.10

TREASURY MANAGEMENT STRATEGY STATEMENT AND ANNUAL INVESTMENT STRATEGY UPDATE

13. The Treasury Management Strategy Statement (TMSS) for 2022/23 was approved by the Council on 24th February 2022.

There are no policy changes to the TMSS; the details in this report update the position in the light of the updated economic position and budgetary changes already approved.

Prudential Indicator	2022/23	2022/23
	Original £'000	Revised £'000
Authorised Limit	30,000	30,000
Operational Boundary	25,000	25,000
Capital Financing Requirement	40,509	40,522

THE COUNCIL'S CAPITAL POSITION (PRUDENTIAL INDICATORS)

14. This part of the report is structured to update:

- The Council's capital expenditure plans.
- How these plans are being financed.
- The impact of the changes in the capital expenditure plans on the prudential indicators and the underlying need to borrow.
- Compliance with the limits in place for borrowing activity.

Prudential Indicator for Capital Expenditure

15. This table shows the revised estimates for capital expenditure and the changes since the capital programme was agreed at the Budget.

Capital Expenditure by Service	2022/23 Original Estimate £'000	Current Position 30/09/22 £'000	2022/23 Revised Estimate £'000
Corporate Services	90	27	367
Community Services	1,817	235	1,817
Environmental and Technical Services	1,636	1,169	2,370
Total capital expenditure	3,543	1,431	4,554

Changes to the Financing of the Capital Programme

16. The table below draws together the main strategy elements of the capital expenditure plans (above), highlighting the original supported and unsupported elements of the capital programme, and the expected financing arrangements of this capital expenditure. The borrowing element of the table increases the underlying indebtedness of the Council by way of the Capital Financing Requirement (CFR), although this will be reduced in part by revenue charges for the repayment of debt (the Minimum Revenue Provision). This direct borrowing need may also be supplemented by maturing debt and other treasury requirements.

Capital Expenditure	2022/23 Original Estimate £'000	Current Position 30/09/22 £'000	2022/23 Revised Estimate £'000
Total capital expenditure	3,543	1,431	4,554
Financed by:			
Capital grants	2,503	1,420	3,362
Capital receipts	90	6	241
Revenue	950	5	951
Total financing	3,543	1,431	4,554
Borrowing requirement	0	0	0

Changes to the Prudential Indicators for the Capital Financing Requirement (CFR), External Debt and the Operational Boundary

17. The table below shows the CFR, which is the underlying external need to incur borrowing for a capital purpose. It also shows the expected debt position over the period, which is termed the Operational Boundary.

Prudential Indicator – Capital Financing Requirement. Original forecasted Capital Financing Requirement increased in line with change in Capital expenditure.

Prudential Indicator – the Operational Boundary for external debt

Operational Boundary for external debt	2022/23 Original £'000	2022/23 Revised £'000
CFR	40,509	40,522
Borrowing	16,333	16,333

Limits to Borrowing Activity

18. The first key control over the treasury activity is a prudential indicator to ensure that over the medium term, net borrowing (borrowings less investments) will only be for a capital purpose*. Gross external borrowing should not, except in the short term, exceed the total of CFR in the preceding year plus the estimates of any additional CFR for 2022/23 and next two financial years. This allows some flexibility for limited early borrowing for future years. The Council has approved a policy for borrowing in advance of need which will be adhered to if this proves prudent.

Operational Boundary for External debt	2022/23	2022/23
	Original £'000	Revised £'000
Operational Boundary	25,000	25,000
Borrowing	16,333	16,333

The Director of Corporate Services reports that no difficulties are envisaged for the current or future years in complying with this prudential indicator.

A further prudential indicator controls the overall level of borrowing. This is the Authorised Limit which represents the limit beyond which borrowing is prohibited and needs to be set and revised by Members. It reflects the level of borrowing which, while not desired, could be afforded in the short term, but is not sustainable in the longer term. It is the expected maximum borrowing need with some headroom for unexpected movements. This is the statutory limit determined under section 3 (1) of the Local Government Act 2003.

Authorised Limit for External Debt	2022/23	2022/23
	Original £'000	Revised £'000
Authorised Limit	30,000	30,000
Borrowing	16,333	16,333

BORROWING

19. The Council's capital financing requirement (CFR) for 2022/23 is £40.5m. The CFR denotes the Council's underlying need to borrow for capital purposes. If the CFR is positive the Council may borrow from the PWLB or the market (external borrowing), or from internal balances on a temporary basis (internal borrowing). The balance of external and internal borrowing is generally driven by market conditions. This is a prudent and cost-effective approach in the current economic climate but will require ongoing monitoring in the event that any upside risk to gilt yields prevails.

PWLB maturity certainty rates (gilts plus 80bps) year to date to 30th September 2022 – information provided by treasury advisors, Link

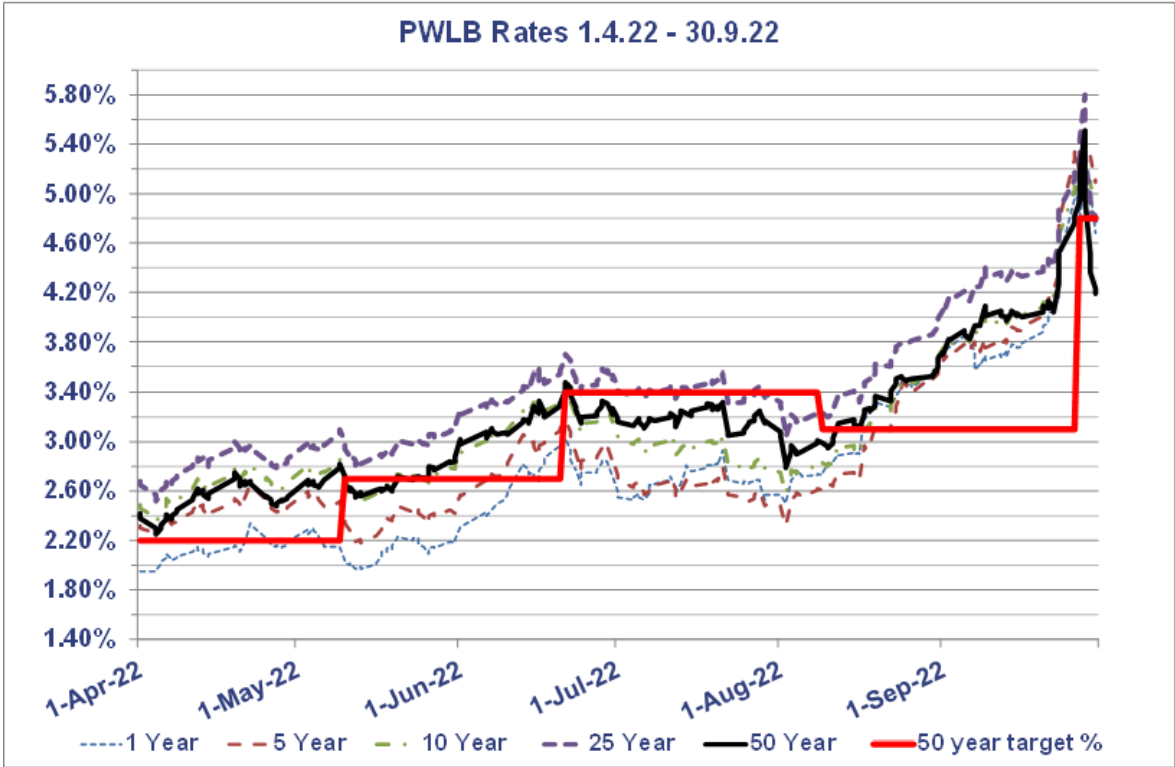
20. Gilt yields and PWLB rates were on a generally rising trend throughout H1 2022, the exception being a short rally in gilts in July/August. However, they rose sharply towards the end of September.

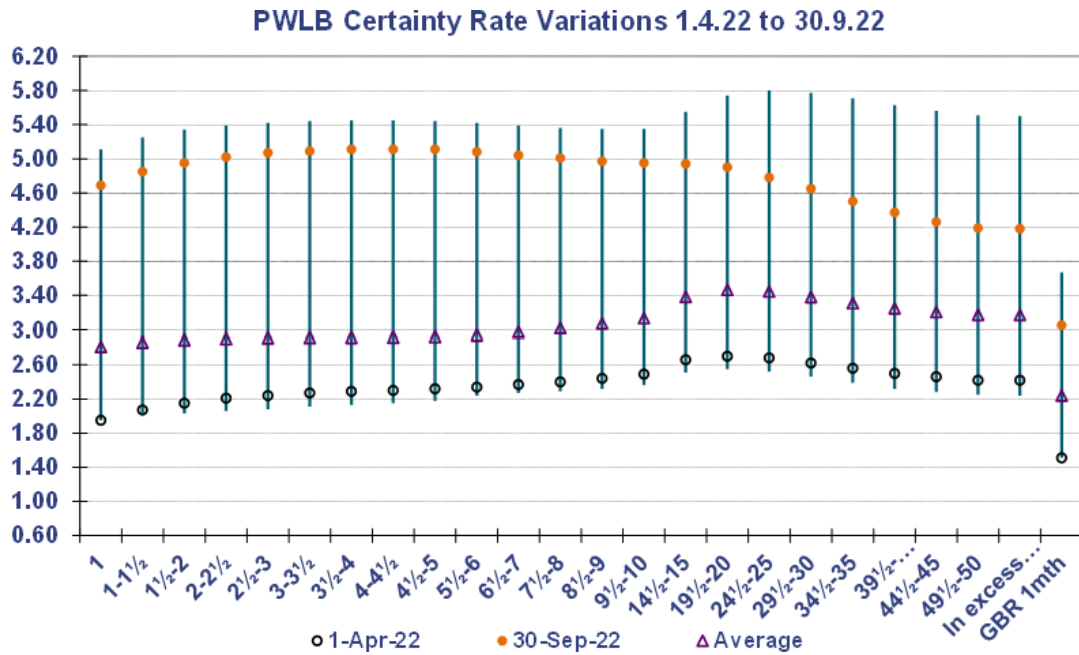
The 50-year PWLB target certainty rate for new long-term borrowing started 2022/23 at 2.20% and finished the half year at 4.80%, albeit we forecast rates to fall back to 3.10% by the end of September 2025.

The current PWLB rates are set as margins over gilt yields as follows:

- PWLB Standard Rate is gilt plus 100 basis points (G+100bps)
- PWLB Certainty Rate is gilt plus 80 basis points (G+80bps)
- Local Infrastructure Rate is gilt plus 60bps (G+60bps)

PWLB RATES 01.04.22 - 30.09.22





HIGH/LOW/AVERAGE PWLB RATES FOR 01.04.22 – 30.09.22

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

The current PWLB rates are set as margins over gilt yields as follows:

- PWLB Standard Rate is gilt plus 100 basis points (G+100bps)
- PWLB Certainty Rate is gilt plus 80 basis points (G+80bps)
- Local Infrastructure Rate is gilt plus 60bps (G+60bps)

DEBT RESCHEDULING

21. Debt rescheduling opportunities have been very limited in the current economic climate and following the various increases in the margins added to gilt yields which have impacted PWLB new borrowing rates since October 2010. No debt rescheduling has therefore been undertaken to date in the current financial year.

However, now that the whole of the yield curve has shifted higher there may be better opportunities in the future, although only prudent and affordable debt rescheduling will be considered.

COMPLIANCE WITH TREASURY AND PRUDENTIAL LIMITS

22. It is a statutory duty for the Council to determine and keep under review the affordable borrowing limits, (affordable capital expenditure limits – Scottish local authorities). During the half year ended 30th September 2022, the Council has operated within the treasury and prudential indicators set out in the Council's Treasury Management Strategy Statement for 2022/23. The Director of Corporate Services reports that no difficulties are envisaged for the current or future years in complying with these indicators.

All treasury management operations have also been conducted in full compliance with the Council's Treasury Management Practices.

ANNUAL INVESTMENT STRATEGY

23. The Treasury Management Strategy Statement (TMSS) for 2022/23, which includes the Annual Investment Strategy, was approved by the Council on 24th February 2022. In accordance with the CIPFA Treasury Management Code of Practice, it sets out the Council's investment priorities as being:

- Security of capital
- Liquidity
- Yield

The Council will aim to achieve the optimum return (yield) on its investments commensurate with proper levels of security and liquidity and with the Council's risk appetite. In the current economic climate it is considered appropriate to keep investments short term to cover cash flow needs, but also to seek out value available in periods up to 12 months with high credit rated financial institutions, using the Link suggested creditworthiness approach, including a minimum sovereign credit rating and Credit Default Swap (CDS) overlay information.

Creditworthiness

24. Following the Government's fiscal event on 23rd September, both S&P and Fitch have placed the UK sovereign debt rating on Negative Outlook, reflecting a downside bias to the current ratings in light of expectations of weaker finances and the economic outlook.

Investment Counterparty criteria

25. The current investment counterparty criteria selection approved in the TMSS is meeting the requirement of the treasury management function.

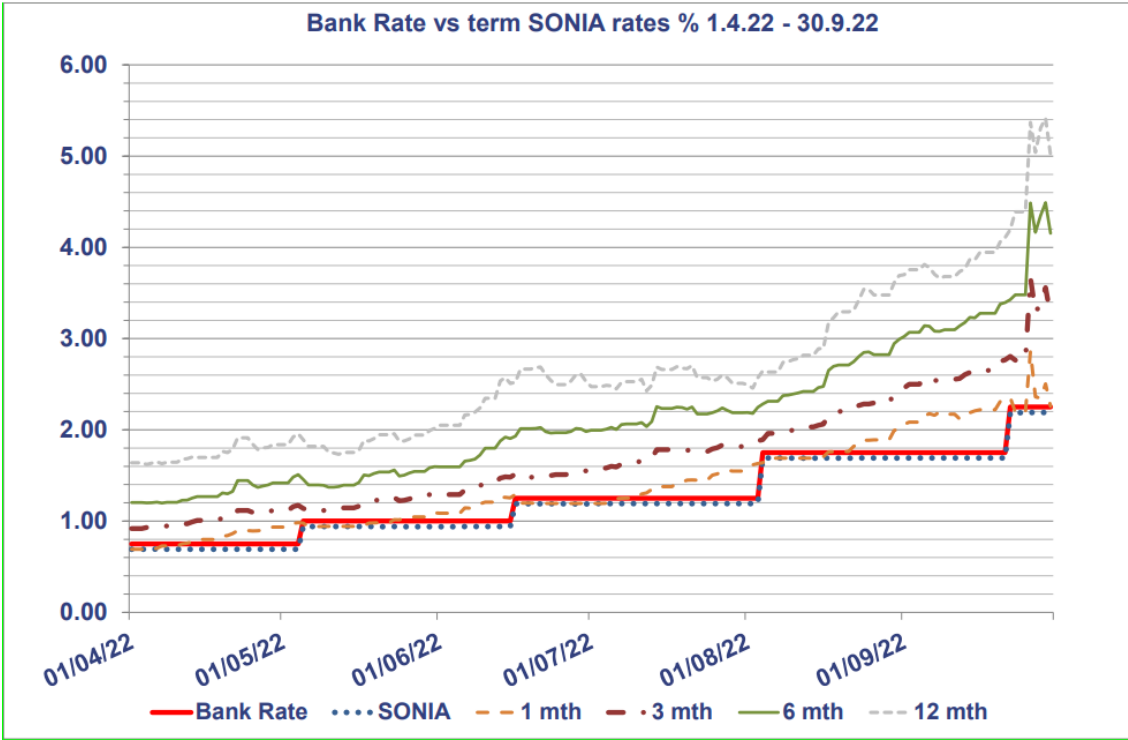
CDS prices

26. It is noted that sentiment in the current economic climate can easily shift, so it remains important to undertake continual monitoring of all aspects of risk and return in the current circumstances.

Investment balances

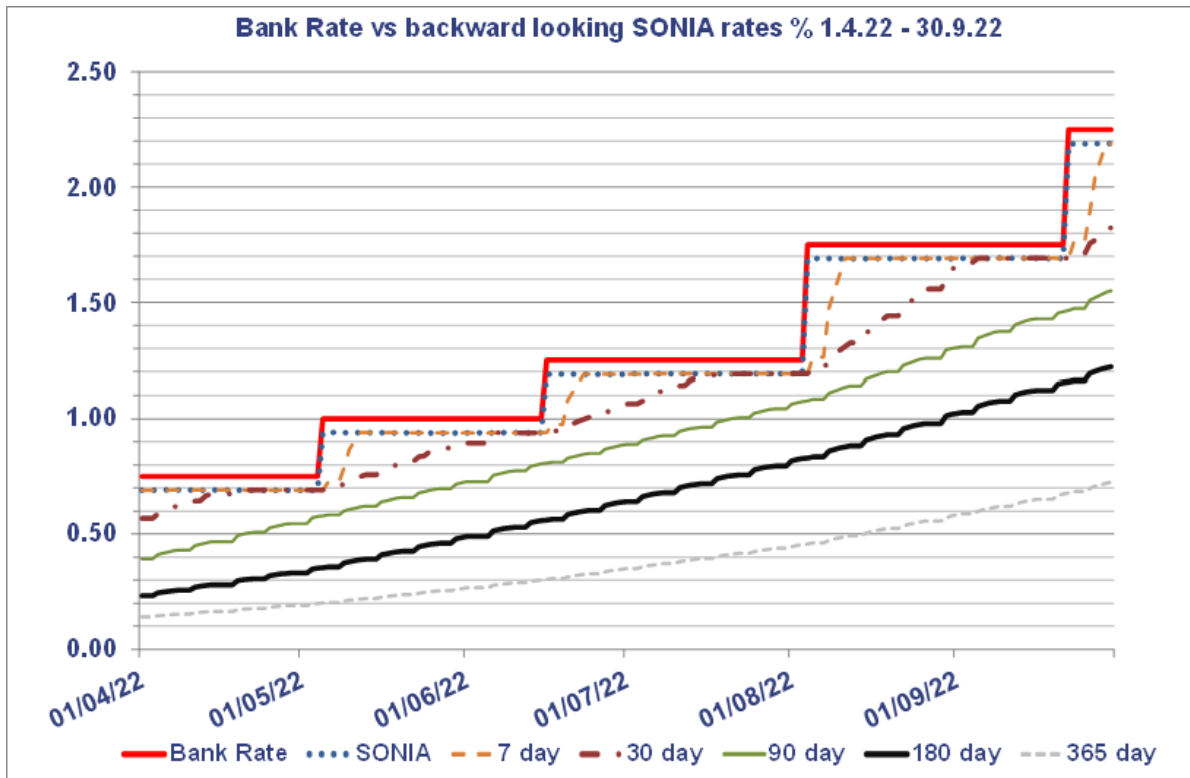
27. The average level of funds available for investment purposes during the first half of the financial year was £35m. These funds were available on a temporary basis, and the level of funds available was mainly dependent on the timing of precept payments, receipt of grants and progress on the capital programme.

Investment performance year to date as of 30th September 2022



*The table above, for completeness, covers both the first and second quarters of 2022/23.
 *SONIA = Stirling Overnight Index Average

QUARTER ENDED 30/9/2022						
	Bank Rate	SONIA	1 mth	3 mth	6 mth	12 mth
High	2.25	2.19	2.86	3.67	4.49	5.41
High Date	22/09/2022	30/09/2022	26/09/2022	26/09/2022	29/09/2022	29/09/2022
Low	0.75	0.69	0.69	0.92	1.20	1.62
Low Date	01/04/2022	28/04/2022	01/04/2022	01/04/2022	07/04/2022	04/04/2022
Average	1.28	1.22	1.39	1.70	2.12	2.62
Spread	1.50	1.50	2.17	2.75	3.29	3.79



QUARTER ENDED 30/9/2022							
	Bank Rate	SONIA	7 day	30 day	90 day	180 day	365 day
High	2.25	2.19	2.19	1.82	1.55	1.22	0.73
High Date	22/09/2022	30/09/2022	30/09/2022	30/09/2022	30/09/2022	30/09/2022	30/09/2022
Low	0.75	0.69	0.69	0.57	0.39	0.23	0.14
Low Date	01/04/2022	28/04/2022	29/04/2022	01/04/2022	01/04/2022	01/04/2022	01/04/2022
Average	1.28	1.22	1.19	1.11	0.91	0.67	0.37
Spread	1.50	1.50	1.50	1.26	1.16	0.99	0.58

*The table above, for completeness, covers both the first and second quarters of 2022/23.

Investment performance year to date as of 30th September 2022

Period	SONIA	Council performance
up to 7 days	1.19%	1.03%-1.66%
3-6 months	0.91%	2.3%-2.99%

As illustrated, the Council outperformed the benchmark. The Council's budgeted investment return for 2022/23 is £100k, and performance for the year to date is above the budget. Investment income up to 30th September is £225k. This has been estimated for the full financial year and included in the latest budget monitoring forecast reported to committee.

Approved limits

28. The Director of Corporate Services can confirm that the approved limits within the Annual Investment Strategy were not breached during the 6-month period ended 30th September 2022.

OTHER

Changes in risk appetite

There is no change in risk appetite as the security of the Council's funds is paramount and will continue to follow Link Services advice placing funds in line with The Treasury Management Strategy Statement.

EQUALITIES

All activity will comply with the authority's statutory duties.

CLIMATE CHANGE

These strategies will work alongside the council's ambition to become a carbon neutral authority by 2035. There are no direct carbon/environmental impacts arising from the recommendations. We are however, starting to move to a more sensitive and sustainable investment strategy.

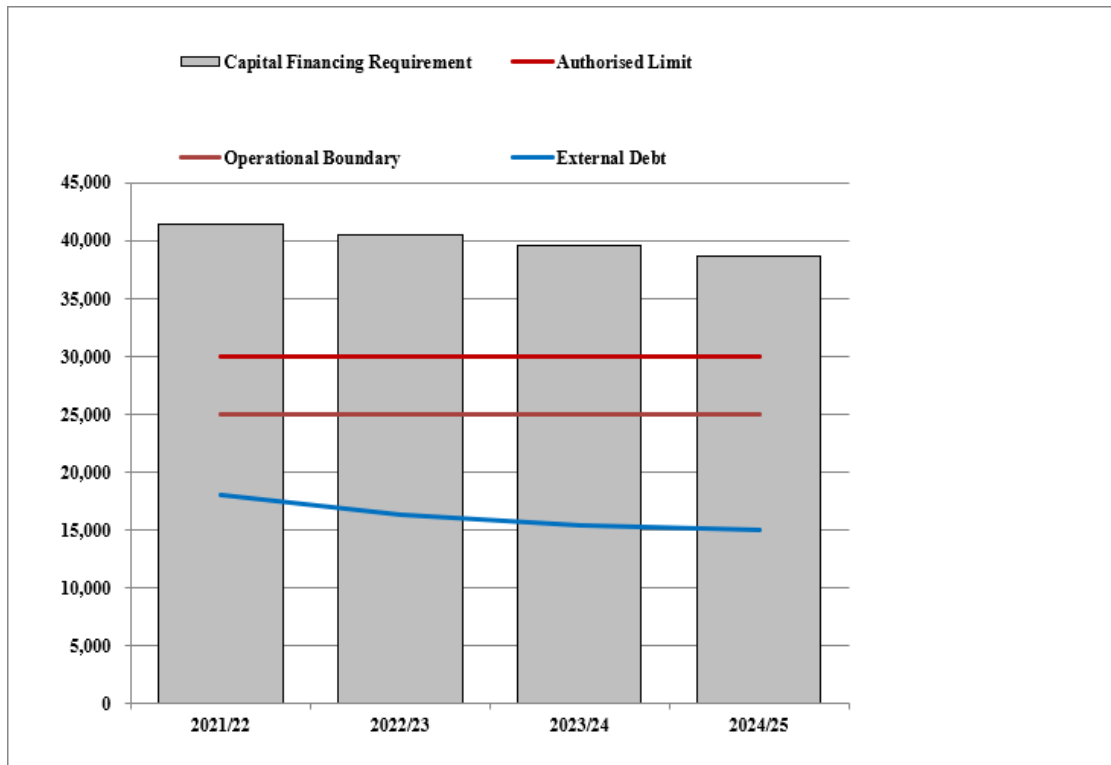
Contact details: Graeme Clark, email: Graeme.Clark@hart.gov.uk

Appendices

- Appendix 1 – The CFR and Borrowing
- Appendix 2– Investment Portfolio
- Appendix 3 – Approved countries for investments as at 30th September 2022

APPENDIX 1: The CFR and Borrowing

	2021/22	2022/23	2023/24	2024/25
	£'000	£'000	£'000	£'000
Authorised Limit	30,000	30,000	30,000	30,000
Operational Boundary	25,000	25,000	25,000	25,000
Capital Financing Requirement	41,450	40,522	39,593	38,665
External Debt	18,088	16,333	15,441	15,080
Under/(over) borrowing	23,362	24,189	24,152	23,585
Change in External Debt	6,553	-1,755	-892	-361



APPENDIX 2: Investment Portfolio

Investments held as of 30th September 2022 compared to counterparty list:

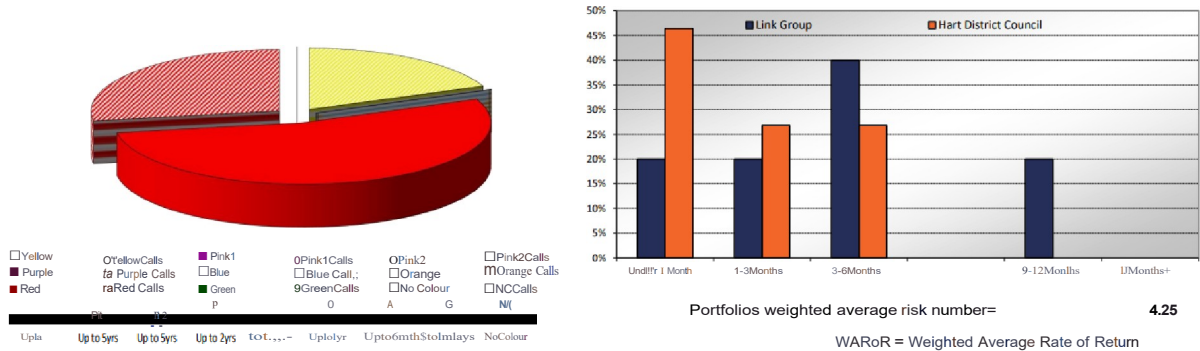
Counterparty	Amount Invested	Counterparty Limit	Terms	Rate %
Barclays - Call account	390,035		Call	0.25%
Barclays - Green Account	5,000,000		95d notice	2.30%
Barclays total	5,390,035	10mil		
Santander	4,908,256	5mil	Call	1.03%
Bank of New York Mellon - Federated	2,000,000	5mil	MMF	2.08%
Aberdeen Liquidity- Standard Life	5,000,000	5mil	MMF	2.13%
Lloyds Bank Corporate Markets	5,000,000	5mil	Fixed	1.60%
Qatar National Bank	5,000,000	5mil	Fixed	2.05%
Standard Chartered sustainable	5,000,000	5mil	Fixed	2.23%
Bayerische Landesbank	5,000,000	5mil	Fixed	2.99%
Total	37,298,292			

Current Investment List

Borrower	Principal (£)	Interest Rate	Start Date	Maturity Date	Lowest LT / Fund Rating	Historic Risk of Default
Barclays Bank Plc (NRFB)	390,035	0.25%		Call	A	0.000%
Santander UK PLC	4,908,257	1.03%		Call	A	0.000%
MMF Aberdeen Standard Investments	5,000,000	1.54%		MMF	AAAm	
MMF Federated Investors (UK)	2,000,000	1.88%		MMF	AAAm	
Lloyds Bank Corporate Markets Plc (NRFB)	5,000,000	1.60%	01/07/2022	14/10/2022	A	0.002%
Qatar National Bank	5,000,000	2.05%	13/07/2022	16/11/2022	A	0.006%
Standard Chartered Bank (ESG)	5,000,000	2.23%	16/08/2022	16/12/2022	A+	0.010%
Barclays Bank Plc (NRFB)	5,000,000	2.30%		Call95	A	0.012%
Bayerische Landesbank	5,000,000	2.99%	16/09/2022	16/01/2023	A-	0.014%
Total Investments	£37,298,292	1.94%				0.007%

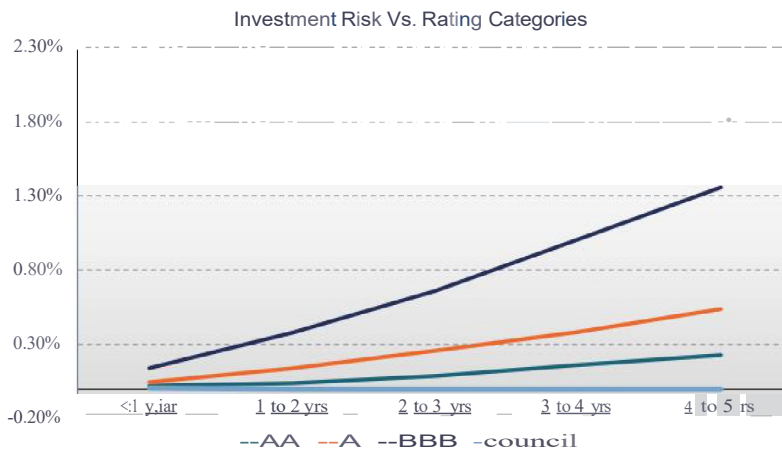
Note: An historic risk of default is only provided if a counterparty has a counterparty credit rating and is not provided for an MMF or USDBF, for which the rating agencies provide a fund rating. The portfolio's historic risk of default therefore measures the historic risk of default attached only to those investments for which a counterparty has a counterparty credit rating and also does not include investments which are not rated.

Portfolio Composition by Link Group's Suggested Lending Criteria

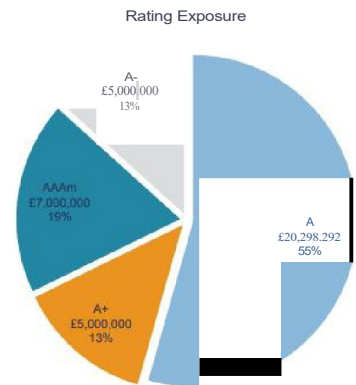


	% of Portfolio	Amount	% of Colour in Calls	Amount of Colour in Calls	% of Call in Portfolio	WARoR	WAM	WAM at Execution	WAM Excluding Calls/MMFs/USDBFs	WAM at Execution Excluding Calls/MMFs/USDBFs
Yellow	18.77%	£7,000,000	100.00%	£7,000,000	18.77%	1.64%	0	0	0	0
Pink1	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
Purple	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
Blue	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
Orange	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
Rod	33.99%	£30,298,292	33.99%	£30,298,292	27.61%	56	56	62	62	62
Green	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
No Colour	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
Total	100.00%	£37,298,292	46.38%	£37,298,292	46.38%	1.94%	46	62	62	62

Investment Risk and Rating Exposure



Rating/Years	Historic Risk of Default				
	<1 year	1 to 2 yrs	2 to 3 yrs	3 to 4 yrs	4 to 5 yrs
AA	0.02%	0.04%	0.09%	0.16%	0.23%
A	0.05%	0.14%	0.26%	0.38%	0.54%
BBB	0.14%	0.38%	0.66%	1.01%	1.36%
Council	0.01%	0.00%	0.00%	0.00%	0.00%



Historic Risk of Default

This is a proxy for the average % risk for each investment based on over 30 years of data provided by Fitch, Moody's and S&P. It simply provides a calculation of the possibility of average default against the historical default rates, adjusted for the time period within each year according to the maturity of the investment.

Chart Relative Risk

This is the authority's risk weightings compared to the average % risk of default for AA, A and BBB rated investments.

Rating Exposures

This pie chart provides a clear view of your investment exposures to particular ratings.

Note: An historic risk of default is only provided if a counterparty has a counterparty credit rating and is not provided for an MMF or USDBF, for which the rating agencies provide a fund rating. The portfolio's historic risk of default therefore measures the historic risk of default attached only to those investments for which a counterparty has a counterparty credit rating and also does not include investments which are not rated.

APPENDIX 3: Approved countries for investments as at 30th September 2022.

Based on lowest available rating

AAA

- *Australia*
- *Denmark*
- *Germany*
- *Luxembourg*
- *Netherlands*
- *Norway*
- *Singapore*
- *Sweden*
- *Switzerland*

AA+

- *Canada*
- *Finland*
- *U.S.A.*

AA

- *Abu Dhabi (UAE)*
- *France*

AA-

- *Belgium*
- *Hong Kong*
- *Qatar*
- *U.K.*