



STAFFORDSHIRE  
*moorlands*  
DISTRICT COUNCIL  
ACHIEVING EXCELLENCE

# Treasury Management Strategy Statement

Annual Investment Strategy and Minimum Revenue  
Provision Policy Statement

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**2023/24**

## 1. Introduction

- 1.1. 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 low risk counterparties or instruments commensurate with the Council's low risk appetite, providing adequate liquidity initially before considering investment return.
- 1.2. 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 that the Council can meet its capital spending obligations. The management of longer term cash may involve arranging long or short term loans, or using longer term cash flow surpluses. On occasion, when this is prudent and economic, any debt previously drawn may be restructured to meet Council risk or cost objectives.
- 1.3. The contribution the treasury management function makes to the authority 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. The treasury operations will see a balance of the interest costs of debt and the investment income arising from cash deposits affecting the available budget. Since cash balances generally result 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.
- 1.4. Whilst any service delivery or commercial return investments will impact on the treasury function, these activities are generally classed as non-treasury activities (arising usually from capital expenditure) and are separate from the day-to-day treasury management activities, as such are discussed in the Capital Strategy.
- 1.5. Treasury Management is defined by the Chartered Institute of Public Finance and Accountancy (CIPFA) 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." The Council's Treasury Management Policy Statement is included at Annex 1.

## 2. Reporting Requirements

### Capital Strategy

- 2.1. The CIPFA 2021 Prudential and Treasury Management Codes require all local authorities to prepare a Capital Strategy report, which will provide the following:
  - A high-level long term 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.
- 2.2. The aim of the Capital Strategy is to ensure that all elected Members fully understand the overall long-term policy objectives and resulting capital strategy requirements, governance procedures and risk appetite. This is a separate document presented alongside the Medium Term Financial Plan.

### Treasury Management Reporting

- 2.3. The Council is required to receive and approve, as a minimum, three main reports each year:
  - a. **Treasury Strategy**, a forward looking report, which includes:
    - Treasury Management Strategy, explaining how the investments and borrowings are to be organised, including treasury indicators;
    - The Council's capital plans, including prudential indicators;
    - Minimum Revenue Provision (MRP) policy, stating how residual capital expenditure is charged to revenue over time; and
    - An Annual Investment Strategy, stating the parameters on how investments are to be managed.
  - b. **Mid-Year Treasury Management Report**, which updates members on treasury activities during the financial year and provides for revisions to the Treasury Strategy and indicators as necessary. Quarterly update reports supplement this.
  - c. **Annual Treasury Report**, which provides the outturn for the previous financial year, summarises the treasury activity for that year and includes a full listing of actual prudential indicators.
- 2.4. The Treasury Management Strategy Statement contained in this Appendix addresses the first of these requirements.
- 2.5. The Audit & Accounts Committee has delegated responsibility for scrutinising the treasury function prior to reports being formally approved at Council.

- 2.6. Quarterly update reports including updated treasury/ prudential indicators for the first and third quarters will supplement the reporting above. These do not have to be reported to Full Council, but do require adequate scrutiny – the Audit & Accounts Committee will undertake this role.
- 2.7. The respective roles & responsibilities of the Council, its Audit & Accounts Committee and the Section 151 Officer are noted in Annex 2.

### 3. Treasury Management Strategy Statement 2023/24

- 3.1. The 2023/24 Treasury Management Strategy Statement comprises the following principal elements:

<b>Capital Programme</b> (section 6)	Capital plans and the prudential indicators Minimum revenue provision (MRP) policy
<b>Treasury Management</b> (section 7)	Current treasury position Treasury indicators Prospects for interest rates The borrowing strategy Policy on borrowing in advance of need Debt rescheduling
<b>The Annual Investment Strategy</b> (section 8)	Investment policy Creditworthiness policy Investment income

- 3.2. The Treasury Management Strategy Statement meets the requirements of the Local Government Act 2003, the CIPFA Prudential Code, DLUHC MRP Guidance, the CIPFA Treasury Management Code and DLUHC Guidance.

### 4. Training

- 4.1. The CIPFA Treasury Management Code requires the responsible officer to ensure that members with responsibility for treasury management receive adequate training in treasury management. This especially applies to members responsible for scrutiny.
- 4.2. Furthermore, the Code states that CIPFA expects all organisations to have a formal and comprehensive knowledge and skills or training policy for the effective acquisition and retention of treasury management knowledge and skills for those responsible for management, delivery, governance and decision making.
- 4.3. The scale and nature of this will depend on the size and complexity of the organisation's treasury management needs. Organisations should

consider how to assess whether treasury management staff and council members have the required knowledge and skills to undertake their roles and whether they have been able to maintain those skills and keep them up to date.

- 4.4. Authorities should carry out the following measures 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 council members; require officers and members to undertake self-assessment; have regular communication with officers and council members, encouraging them to highlight training needs on an ongoing basis.
- 4.5. In further support of the revised training requirements, CIPFA's Better Governance Forum and Treasury Management Network have produced a 'self-assessment by members responsible for the scrutiny of treasury management', which is available from the CIPFA website to download, or from the treasury management officers.
- 4.6. A skills assessments is completed by Members of the Audit Committee periodically. The outcomes of these assessments will be incorporated into a training plan – including any treasury management training needs and training events organised as required.
- 4.7. The training needs of treasury management officers are periodically reviewed.
- 4.8. Records of the training received by officers central to the Treasury function will be maintained by Organisational Development. Records of the treasury management/capital finance training received by members will be maintained by Members Services.

## **5. Treasury Management Consultants**

- 5.1. The Council has appointed Link Group, Link Treasury Services Limited as its external treasury management advisor, providing the Council with access to specialist skills and resources. The Council recognises that the responsibility for treasury management decisions remains with the organisation at all times and will ensure that undue reliance is not placed upon our external service providers. All decisions will be undertaken with regards to all available information, including, but not solely, our treasury advisors.
- 5.2. It also recognises that there is a value in employing external providers of treasury management services in order to acquire access to specialist skills and resources. The Council will ensure that the terms of appointment of treasury advisors and the methods by which their value will be assessed are properly agreed and documented, and subjected to regular review.

## 6. The Capital Programme & Prudential Indicators

### **Capital Expenditure**

- 6.1. The capital expenditure prudential indicator comprises a summary of the Council's capital programme, which is a key driver of treasury management activity.
- 6.2. The table below summarises the Council's capital expenditure plans and how these plans are to be financed. Any shortfall of resources results in a funding borrowing need:

	2021/22 Draft	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate
	£'000	£'000	£'000	£'000	£'000	£'000
<b>Capital Expenditure</b>	13,050*	2,412	7,107	4,847	4,757	4,598
<b>Financed by:</b>						
External Contributions	1,139	1,118	3,946	2,200	2,200	2,200
Capital Receipts	3,222	69	0	0	0	0
Earmarked Reserves	2,415	56	0	0	0	0
Capital Reserves	0	0	900	0	0	0
General Fund Balances	0	65	26	24	6	0
<b>Net Financing Need for Year</b>	<b>6,274</b>	<b>1,104</b>	<b>2,235</b>	<b>2,623</b>	<b>2,551</b>	<b>2,398</b>

\* Includes £10m loan to a Housing Company (Your Housing Limited) as a capital service investment; part funded by £3.1m capital receipts; £1.1m reserve; with the remaining £5.8m being part of the net financing need for the year.

### **The Council's Borrowing Need (the Capital Financing Requirement)**

- 6.3. The second prudential indicator is the Council's Capital Financing Requirement (CFR). The CFR is the total outstanding capital expenditure which has not yet been paid for from either revenue or capital resources. This is essentially a measure of the Council's underlying borrowing need.
- 6.4. The CFR increases each time the Council procures capital expenditure that it does not immediately pay for (i.e. the CFR increases when its expenditure is financed through borrowing).
- 6.5. Local authorities are required each year to set aside some of their revenues as provision for debt repayment. This is known as the Minimum Revenue Provision (MRP). The CFR is reduced each year by this MRP; each year's borrowing need is divided by the life of the assets for which borrowing was undertaken, resulting in an annual charge to revenue, thus reducing the Council's CFR.

6.6. The CFR includes any other long term liabilities (e.g. leases held on the balance sheet). Whilst these increase the CFR, and therefore the Council's borrowing requirement, these types of scheme include a borrowing facility and so the Council is not required to separately borrow for these schemes. The Council had £0 of these schemes within the CFR at 1<sup>st</sup> April 2022.

6.7. A new accounting standard, IFRS16, is being implemented in the CIPFA Code of Practice on Local Authority Accounting in the United Kingdom and therefore the Council's accounts from 2024/25. This standard relates to 'Right-of-Use' assets and effectively replaces the former accounting standard for Leasing. The value of the Right-of-Use assets will similarly increase the CFR. The estimated impact of this change is expected to be immaterial, therefore is not included at this stage. Should any changes to the CFR be significant, this will be revised during the year.

6.8. The Council's Capital Financing Requirement is shown in the table below:

	2021/22 Draft	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate
	£'000	£'000	£'000	£'000	£'000	£'000
<b>Capital Financing Requirement (CFR)</b>	<b>10,271</b>	<b>11,164</b>	<b>13,166</b>	<b>15,511</b>	<b>17,732</b>	<b>19,749</b>
<i>Movement in CFR</i>	<i>(7,811)</i>	<i>893</i>	<i>2,002</i>	<i>2,345</i>	<i>2,221</i>	<i>2,017</i>

**Represented by:**

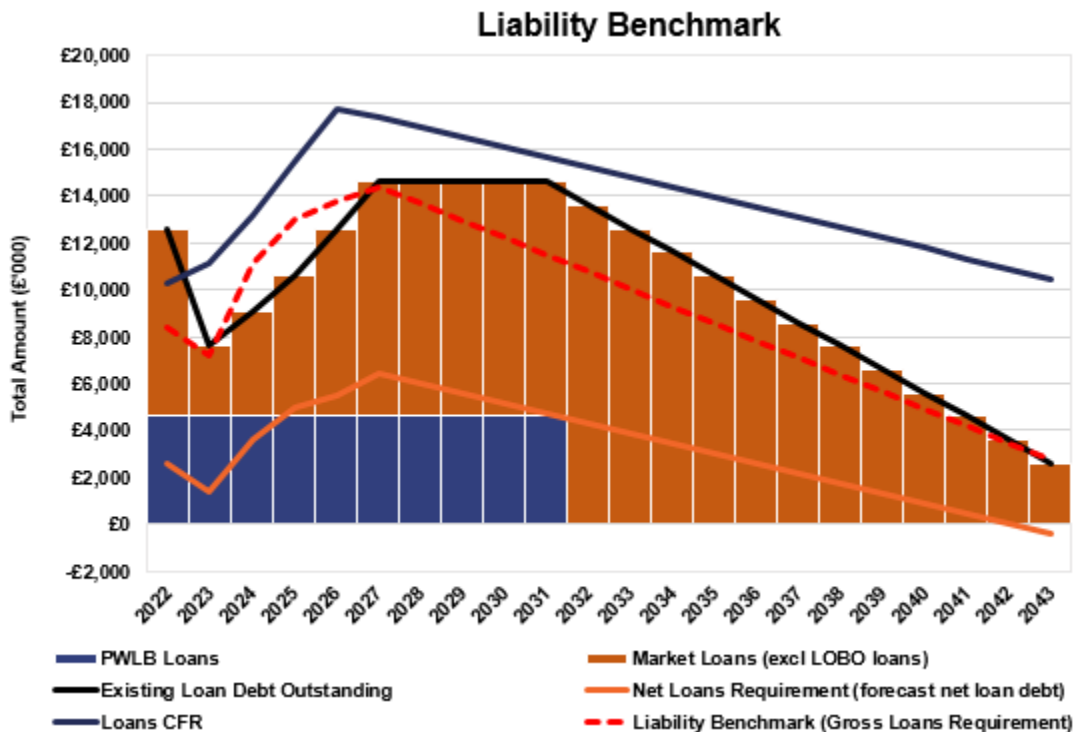
Net financing need for the year	6,274	1,104	2,235	2,623	2,551	2,398
Less Minimum Revenue Provision	(85)	(211)	(233)	(278)	(330)	(381)
Reduction in CFR*	(14,000)					
<b>Movement in CFR</b>	<b>(7,811)</b>	<b>893</b>	<b>2,002</b>	<b>2,345</b>	<b>2,221</b>	<b>2,017</b>

\*Full repayment of £14m Ascent Loan previously unfunded.

## Liability Benchmark

6.9. The Liability Benchmark is a new prudential indicator being introduced from 2023/24. The Council is required to estimate and measure this for the current and following two financial years, as a minimum, ideally covering the full debt maturity profile of the Council. There are four components of the benchmark:

- **Existing loan debt outstanding** and forecast
- **Loans CFR**: forecast based on approved prudential borrowing for the MTFP up to 2026/27 and planned MRP for the whole life.
- **Net loans requirement**: gross loan debt less treasury management investments at the last financial year end, projected into the future and based on approved prudential borrowing, planned MRP and other major cash flows forecast.
- **Liability benchmark** (or gross loans requirement): equals net loans requirement plus short-term liquidity allowance (i.e. adequate, but not excessive, allowance for a level of excess cash to be invested short-term to provide access to liquidity if needed).



6.10. This chart shows that the Council maintains a forecast underborrowed position compared to the CFR over the life of the existing loan debt. The Liability Benchmark is lower than external debt due to the investment portfolio which the Council is able to maintain from investing its reserves on a temporary basis.

## Minimum Revenue Provision (MRP) Policy Statement



- 6.11. The Council is required each year to set aside some of its revenues as provision for debt repayment. This essentially allows to Council to “pay off” an element of the Capital Financing Requirement annually through a revenue charge known as the Minimum Revenue Provision (MRP). The Council is also allowed to undertake additional voluntary payments if required (voluntary revenue provision, VRP).
- 6.12. DLUHC regulations require the full Council to approve an MRP Statement in advance of each year. A variety of options are provided to councils, so long as there is a prudent provision, 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.
- 6.13. The Council is recommended to approve the following: for capital expenditure incurred from 1 April 2008, i.e. all unsupported borrowing (including finance leases) the Council will apply the ‘Asset Life Method’ under which MRP is based on the estimated life of the asset for which the borrowing is undertaken. This provides a reduction in the borrowing need over the asset’s life. There is no change in this methodology from the previous year.
- 6.14. Capital expenditure incurred during 2022/23 will not become subject to an MRP charge until 2023/24, or in the year after the asset becomes operational.
- 6.15. For capital expenditure on loans to third parties where no principal repayment is made in a given year, MRP will be charged at a rate in line with the life of assets funded by the loan. Where there are annual repayment instalments, the capital receipts arising will be used to reduce the CFR instead of MRP.
- 6.16. The MRP Guidance allows any charges made in excess of the statutory minimum revenue provision, i.e. voluntary revenue provision (VRP) or overpayments to be reclaimed in later years if deemed necessary or prudent. In order for these sums to be reclaimed for use in the budget, this policy must disclose the cumulative overpayment made each year. Up until 31st March 2022, the total VRP overpayments were £0.

### ***Use of the Council’s Resources and Investment Position***

- 6.17. The Council builds up capital and revenue reserves as necessary for future application. The application of these resources to either finance capital expenditure or to support the revenue budget will have an ongoing impact on investments unless resources are supplemented each year from new sources (for example, asset sales, revenue surpluses).

Reserves are invested, pending application, to earn a return which supplements the revenue budget.

6.18. An estimate of the amount available at year end for core investment including revenue and capital reserves and balances is shown in the table below:

<b>Year End Resources</b>	<b>2021/22 Draft</b>	<b>2022/23 Estimate</b>	<b>2023/24 Estimate</b>	<b>2024/25 Estimate</b>	<b>2025/26 Estimate</b>	<b>2026/27 Estimate</b>
	£'000	£'000	£'000	£'000	£'000	£'000
<b>Total Core funds</b>	<b>15,789</b>	<b>13,646</b>	<b>13,925</b>	<b>12,965</b>	<b>11,230</b>	<b>10,162</b>
Working capital *	(12,010)	0	0	0	0	0
(Under)/over borrowing**	2,333	(3,560)	(4,062)	(4,907)	(5,128)	(5,145)
<b>Expected investments</b>	<b>6,112</b>	<b>10,086</b>	<b>9,863</b>	<b>8,058</b>	<b>6,102</b>	<b>5,017</b>

\* Working capital at year end 31<sup>st</sup> March 2022 elevated related to grant funding reconciliation payments accrued. Shown as '0' for future year estimation purposes as dependent on the value of creditors/debtors at year end

\*\*subject to considerations around whether to externally/ internally borrow

## ***Affordability Prudential Indicators***

6.19. The previous sections outline the Council's capital expenditure plans and funding requirements. This section assesses the affordability of capital investment plans and the impact on the Council's overall finances.

### *Ratio of financing costs to net revenue stream*

6.20. This indicator identifies the trend in the cost of capital (borrowing costs net of investment income) as a percentage of the Council's net revenue stream (Council Tax and Business Rates receipts & Government funding).

	<b>2021/22 Draft</b>	<b>2022/23 Estimate</b>	<b>2023/24 Estimate</b>	<b>2024/25 Estimate</b>	<b>2025/26 Estimate</b>	<b>2026/27 Estimate</b>
Ratio Net Financing Costs to Net Revenue Stream	(2.62%)*	0.18%	(4.75%)	(2.42%)	(0.19%)	1.34%

\* where (negative), net financing costs are a net income.

### *Interest payable & interest receivable*

6.21. Given the capital projections above, interest payable & interest receivable budgets for the next four years are forecast as follows:

	<b>2023/24 Estimate £</b>	<b>2024/25 Estimate £</b>	<b>2025/26 Estimate £</b>	<b>2026/27 Estimate £</b>
Borrowing Costs	549,510	579,080	696,730	841,360
Investment Income	(796,440)	(565,080)	(413,790)	(362,630)
Capital service loan income YHL	(307,000)	(307,000)	(307,000)	(307,000)

## **7. Treasury Management**

7.1. The treasury management function ensures that the Council's cash is organised in accordance with the relevant professional codes, so that sufficient cash is available to meet this service activity and the Council's capital strategy. This will involve both the organisation of the cash flow and, where capital plans require, the organisation of appropriate borrowing facilities. This strategy covers the relevant treasury and prudential indicators, the current and projected debt and investment positions and the annual investment strategy.

### **Current Debt Position**

7.2. The Council's debt position at 31st March 2022 and its forward projections are summarised below. The table shows the actual external debt against the underlying borrowing need (the Capital Financing Requirement) highlighting any under or over borrowing.

	March '22 Actual £'000	March '23 Estimate £'000	March '24 Estimate £'000	March '25 Estimate £'000	March '26 Estimate £'000	March '27 Estimate £'000
External Borrowing	12,604	7,604	9,104	10,604	12,604	14,604
Other long-term liabilities*	0	0	0	0	0	0
<b>Gross Debt at 31st March</b>	<b>12,604</b>	<b>7,604</b>	<b>9,104</b>	<b>10,604</b>	<b>12,604</b>	<b>14,604</b>
<i>Change in Debt position</i>	<i>(2,396)</i>	<i>(5,000)</i>	<i>1,500</i>	<i>1,500</i>	<i>2,000</i>	<i>2,000</i>
<b>Capital Financing Requirement</b>	<b>10,271</b>	<b>11,164</b>	<b>13,166</b>	<b>15,511</b>	<b>17,732</b>	<b>19,749</b>
<i>(Under)/ over borrowing**</i>	<i>2,333</i>	<i>(3,560)</i>	<i>(4,062)</i>	<i>(4,907)</i>	<i>(5,128)</i>	<i>(5,145)</i>

\* Other long-term liabilities will include Right-of-Use assets under accounting standard IFRS16 to be adopted from 2024/25. The impact is expected to be immaterial therefore is not included at this stage. Should any changes be significant, the CFR limit and forecast will be revised during the year.

\*\* Subject to considerations around whether the externally/ internally borrow

- 7.3. The Council is required to ensure that its Gross Debt does not, except in the short term, exceed the total of the Capital Financing Requirement (CFR) in the preceding year plus the estimates of any additional CFR for the current year and the following two financial years. This allows some flexibility for limited early borrowing for future years, but ensures that borrowing is not undertaken for revenue or speculative purposes.
- 7.4. After an overborrowed position of £2.3million at the end of 2021/22, the under borrowed position is restored from 2022/23 and maintained going forwards, therefore the Council is complying with this indicator and does not envisage any difficulty in complying over the life of the Medium Term Financial Plan. This view takes into account current budget and future proposals with regard to the capital programme.

### **Treasury Indicators - Limits to Borrowing Activity**

- 7.5. The Council sets limits to ensure that the revenue consequences of the capital programme on external borrowing remain affordable.

#### *Operational Boundary*

- 7.6. This is the limit beyond which external debt is not normally expected to exceed. This represents the Capital Financing Requirement plus an additional allowance to cover short-term liquidity requirements.

<b>Operational boundary</b>	<b>2022/23 Set</b>	<b>2023/24 Setting</b>	<b>2024/25 Estimate</b>	<b>2025/26 Estimate</b>	<b>2026/27 Estimate</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Capital Financing Requirement	12,541	<b>13,166</b>	<b>15,511</b>	<b>17,732</b>	<b>19,749</b>
Service Investment Facility	10,000*	0	0	0	0
Allowance for borrowing to cover short-term cash flow**	5,867	7,521	7,959	8,242	8,539
<b>Total Gross Debt</b>	<b>28,408</b>	<b>20,687</b>	<b>23,470</b>	<b>25,974</b>	<b>28,288</b>

\* Your Housing Limited Incremental Facility available in 2022/23, not included in the Capital forecast and not drawn to date.

\*\*\* Amount required in short-term to cover precepts (the highest cash outflow)

#### *Authorised Limit for External Debt*

- 7.7. This indicator represents a control on the maximum level of borrowing – a legal limit beyond which external debt is prohibited. This limit needs to be set or revised by the full Council. It is the statutory limit determined under Section 3 (1) of the Local Government Act 2003. The Government retains an option to control either the total of all councils' plans, or those of a specific council, although this power has not yet been exercised.

<b>Authorised limit</b>	<b>2022/23 Set</b>	<b>2023/24 Setting</b>	<b>2024/25 Estimate</b>	<b>2025/26 Estimate</b>	<b>2026/27 Estimate</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Operational Boundary	28,408	20,687	23,470	25,974	28,288
'Headroom'	1,500	2,000	2,000	2,000	2,000
<b>Total Gross Debt</b>	<b>29,908</b>	<b>22,687</b>	<b>25,470</b>	<b>27,974</b>	<b>30,288</b>

## ***Prospects for Interest Rates***

7.8. This table, provided by Link, presents forecasts for short term Bank of England base rate and PWLB borrowing rates:

%	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
<b>Bank Rate</b>	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
<b>5yr PWLB rate</b>	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
<b>10r PWLB rate</b>	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

7.9. The Bank of England base rate has increased several times in quick succession since the start of the financial year: to 1.00% on 5<sup>th</sup> May 2022 (from 0.75% previously); then again to 1.25% on 16<sup>th</sup> June; to 1.75% on 4<sup>th</sup> August, to 2.25% on 22<sup>nd</sup> September, to 3.00% on 3<sup>rd</sup> November, and again to 3.50% on 15<sup>th</sup> December.

7.10. The latest medium term forecast from Link<sup>1</sup> (19<sup>th</sup> December 2022) shows continuing rises throughout 2022 and into 2023, peaking at 4.50%, with a reduction back to 2.50% by September 2025. The forecast is being constantly reviewed by Link during the year due to the extreme volatility in the current climate with so many outside influences impacting decisions of the Monetary Policy Committee in setting interest rates.

7.11. A previous (September) version of the forecast had bank rates peaking at 5.00%, but market expectations have calmed since then and the views of the Link Interest Rate Strategy Group recalibrated accordingly. However it is noted that challenges ahead (i.e. the tight labour market, sustainable economic growth and geopolitical events) could see the Bank leave rates at an elevated level for longer, once the peak is reached.

7.12. Forecast PWLB rates have also increased during this time. The interest rate forecast shows that external borrowing could be more affordable if it can be deferred until halfway through the medium term, although the opportunity cost of internal borrowing in the short term also needs to be considered.

## ***Borrowing Strategy***

7.13. The Council's capital financing requirement is currently funded in the majority by external borrowing but also and maintains an under-borrowed position over the medium term financial plan period.

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<sup>1</sup> Treasury management advisers

- 7.14. As highlighted above, the Council has an estimated total net financing requirement of £9,807,000 over the four years ending March 2027. The Treasury Strategy assumes that this will be funded via new and refinanced external borrowing. The profile of 'change in debt position' is showing in the table at 7.2.
- 7.15. Options for internal borrowing will be considered against any changes to forecast capital spend and forecast interest rates. External borrowing is currently expected to be more favourable in the later years of the MTFP. The capital financing requirement will be closely monitored in order to make a decision on any necessary financing. Interest rate forecasts will also be monitored to identify any opportunities to refinance maturing debt in advance to reduce interest charges in the long-term.

### ***Policy on Borrowing in Advance of Need***

- 7.16. The Council will not borrow more than or in advance of its need purely to profit from the investment of the extra sums borrowed.
- 7.17. The Council however may consider borrowing in advance to protect it from higher borrowing costs within approved Capital Financing Requirement estimates to finance new capital expenditure or refinance existing loans.
- 7.18. This will be considered carefully to ensure that value for money can be demonstrated and that the Council can ensure the security of such funds. Risks associated with any borrowing in advance activity will be subject to prior appraisal and subsequent reporting through the mid-year reporting mechanism.

### ***Debt Rescheduling***

- 7.19. Debt rescheduling is the reorganisation of existing debt in such a way as to amend the debt repayments, reduce the principal sum borrowed, alter the degree of volatility of debt or vary the interest payable, thus managing the risk. The treasury team, supported by the Council's treasury advisors, will monitor prospects for debt rescheduling to achieve overall financial benefit to the Council.

### ***Maturity Structure of Borrowing***

- 7.20. These gross limits are set to reduce the Council's exposure to large fixed rate sums falling due for refinancing, and are required for upper and lower limits. The Council is asked to approve the following treasury indicators and limits:

<b>Maturity Structure of Borrowing* 2023/24</b>		
<b>Fixed Interest Rates</b>		
	<b>Lower</b>	<b>Upper**</b>
Under 12 months	0%	100%
12 months to 2 years	0%	100%
2 years to 5 years	0%	100%
5 years to 10 years	0%	70%
10 years and above	0%	70%
<b>Variable Interest Rates</b>		
Under 12 months	0%	100%
12 months to 2 years	0%	50%
Greater than 2 years	0%	0%

*\*external debt only (excludes Leases)*

### ***Control of Interest Rate Exposure***

- 7.21. The Council reviews and manages the interest rate exposure of both borrowing and investments through the borrowing and investment strategies included in this document. Officers will monitor the balance between variable and fixed interest rates to ensure the Council is not exposed to adverse fluctuations in fixed or variable interest rate movements.

## **8. Annual Investment Strategy**

### ***Investment Policy***

- 8.1. The DLUHC (formerly MHCLG) and CIPFA have extended the meaning of 'investments' to include both financial and non-financial investments. This report deals solely with financial investments (as managed by the treasury management team). Non-financial investments (service delivery and commercial return investments) are covered in the Capital Strategy document.
- 8.2. The Council's investment policy has regard to the DLUHC's Guidance on Local Government Investments ("the Guidance"), the CIPFA Treasury Management in Public Services Code of Practice and Cross Sectoral



Guidance Notes 2021 (“the CIPFA TM Code”) and the CIPFA Treasury Management Guidance Notes 2021.

- 8.3. The Council’s principal investment priorities are the security of capital and the liquidity of its investments. In addition to this, the Council will aim to achieve the optimum return on its investments commensurate with proper levels of security and liquidity.
- 8.4. In the current economic climate, whilst investment rates remain elevated, it is considered appropriate to maintain a degree of liquidity to cover cash flow needs, but to also consider a ‘laddering’ approach to investments for up to 12 months with high credit rated financial institutions, allowing funds to be reinvested as appropriate on improved interest rate opportunities at each maturity point.
- 8.5. The above guidance from the DLUHC and CIPFA place a high priority on the management of risk. This authority has adopted a prudent approach to managing risk and defines its risk appetite by the following means:
  - Minimum acceptable **credit criteria** are applied in order to generate a list of highly creditworthy counterparties. This also enables diversification and thus avoidance of concentration risk. The key ratings used to monitor counterparties are the short and long-term ratings.
  - Ratings will not be the sole determinant of the quality of an institution; it is important to continually assess and monitor the financial sector on both a micro and macro basis and in relation to the economic and political environments in which institutions operate. The assessment will also take account of information that reflects the opinion of the markets. To achieve this consideration, the Council will engage with its advisors to maintain a monitor on market pricing such as ‘credit default swaps’ and overlay that information on top of the credit ratings.
- 8.6. The investment instruments identified for use in the financial year are listed in Annex 4 under the headings, ‘Specified’ and ‘Non-Specified’ Investments. ‘Specified’ investments are those with a high level of credit quality and subject to a maturity limit of one year. ‘Non-specified’ investments are more complex instruments, those with less high credit quality, may be for periods of more than one year and should be subject to greater consideration by members and officers before use.
- 8.7. Counterparty limits will be set as part of the Treasury Strategy and maintained as part of the Council’s treasury management practices.
- 8.8. The Council will pursue value for money in treasury management and will monitor the yield from investment income against appropriate benchmarks

for investment performance. Regular monitoring of investment performance will be carried out and reported on during the year and at the end of the financial year in its Annual Treasury Report.

8.9. The above criteria on risk management are unchanged from last year.

### ***Creditworthiness Policy***

8.10. This Council applies the creditworthiness service provided by Link Group. This service employs a sophisticated modelling approach utilising credit ratings from three main credit rating agencies – Fitch, Moody's and Standard and Poor's. The credit ratings of counterparties are supplemented with the following overlays:

- Credit watches and credit outlooks from credit rating agencies;
- Credit Default Swap (CDS) spreads to give early warning of likely changes in credit ratings; and
- Sovereign ratings to select counterparties from only the most creditworthy countries.

8.11. Credit watches and outlooks are issued by the ratings agencies. 'Credit watches' are considered short-term actions, whereas 'outlooks' are considered over a longer term time horizon. Link includes the release of a negative or positive watch/outlook in its creditworthiness analysis.

8.12. A 'Credit Default Swap' is a contract between two counterparties in which the buyer of the contract makes quarterly payments to the seller of the contract in exchange for a payoff if there is a credit event of the reference entity. The contract essentially gives protection or 'insurance'. Therefore, CDS spreads provide perceived market sentiment regarding the credit quality of an institution and are also used in the creditworthiness analysis to determine the durational band of investment with a financial institution.

8.13. Link's creditworthiness model combines credit ratings, credit watches and outlooks in a weighted scoring system, with an overlay of CDS spreads, to produce a series of colour coded bands which indicate the relative creditworthiness of counterparties. These colour codes are then used to determine the duration for investments.

8.14. Only counterparties that fall within a 'durational band' will be included on the Council's lending list. In conjunction with the recommended durational limits, the Council has assigned corresponding investment limits to each banding. The limits have been set separately for UK banks and International banks.

### UK Banks

Category	Principal Limit	Maximum Length	Portfolio (% of highest balance**)
Yellow*	£8.25m	Up to 5 years	25%
Purple	£8.25m	Up to 2 years	25%
Orange	£6.60m	Up to 1 year	20%
Red	£5.94m	Up to 6 months	18%
Green	£4.95m	Up to 100 days	15%
No Colour	-	Not to be used	-

\* UK Government debt instruments

\*\*assumes highest balance is £33,000,000

### International Banks

Category	Principal Limit	Maximum Length	Portfolio (% of highest balance*)
Purple	£6.60m	Up to 2 years	20%
Orange	£5.94m	Up to 1 year	18%
Red	£4.95m	Up to 6 months	15%
Green	£3.96m	Up to 3 months	12%
No Colour	-	Not to be used	-

\* assumes highest balance is £33,000,000

- 8.15. The Council's lending list includes part and fully Nationalised UK banks, which have been assigned the 'blue' category as per Link's creditworthiness matrix. This category has been allocated a longer durational period and higher investment limit since it has strong Government support. The table below assigns investment limits:

Category	Principal Limit	Maximum Length	Portfolio (% of highest balance*)
Blue	£8.25m	Up to 1 year	25%
NatWest (the Council's main bank account)	£12.54m	Up to 1 year	38%

\* assumes highest balance is £33,000,000

- 8.16. The Council is alerted to changes in ratings and market movements through its use of the Link creditworthiness service. If a downgrade results in the counterparty no longer meeting the Council's minimum criteria, it will no longer be used for new investments. All ratings will be monitored prior to any new investments being placed.

### Group Limits

- 8.17. To reduce its risk further the Council has set a group limit for fixed term deposits in institutions with the same parent. The group limit will increase to the portfolio percentage of the colour band the institution is rated in at

the time by a further 50% where at least the additional amount is held in an instant access account:

Category	Portfolio (% of highest balance*)	Individual Principal Limit	Portfolio % increased by 50%	Group Principal Limit
Blue	25%	£8.25m	38%	£12.54m
Purple	25%	£8.25m	38%	£12.54m
Orange	20%	£6.60m	30%	£9.90m
Red	18%	£5.94m	27%	£8.91m
Green	15%	£4.95m	23%	£7.95m

\* assumes highest balance is £33,000,000

### *Money Market Funds*

8.18. The Council has access to several Money Market Funds (MMF) - all of which are 'AAA' rated. A 'Money Market Fund' is a pooled vehicle investing in a number of investment instruments with varying maturity periods in a number of different countries. Money Market Funds provide an alternative option for the Council when placing short-term funds and provide for diversification of the investment portfolio.

8.19. The Council has set an investment limit for each Money Market Fund:

	Principal Limit	Maximum Length	Portfolio (% of highest balance*)
<b>Individual MMF</b>	£8.25m	Up to 1 year	25%
<b>Total MMF investments**</b>	£12.54m	Up to 1 year	38%

\* assumes highest balance is £33,000,000

\*\* maximum held in MMF's at any one time

### *Intra Local authority investing*

8.20. In addition to financial investments in instant access accounts; notice accounts; money market funds; fixed term deposits and Certificates of Deposit, which are all with rated institutions (banks, building societies, money market funds), another option is to invest the Council's funds in the intra-local authority market. This type of investment is included in this Investment Strategy for investments for up to 12 months at the counterparty limit equivalent to 'Yellow' (relating to Government Debt Instruments). The cap of investing for a maximum of 12 months is in line with the Council's current usual practices for financial investments. The counterparty limit £8.25million would be treated as a total limit for all local authority investments and the maximum to be invested in any individual authority would be £2million.

	<b>Principal Limit</b>	<b>Maximum Length</b>	<b>Portfolio (% of highest balance*)</b>
<b>Individual local authority</b>	£2.00m	Up to 1 year	-
<b>All local authorities**</b>	£8.25m	Up to 1 year	25%

\* assumes highest balance in £33,000,000

\*\* maximum held in all other Local Authorities at any one time

- 8.21. Link, the Council's advisors, don't have a suggested duration for local authorities on their counterparty list, but as quasi UK Government and with specific regulation protection for lenders they are comfortable with deposits of up to 5 years. Furthermore, there is a general presumption of public bodies being going concerns with an acceptance that should an organisation fail financially, services provided would not be allowed to fail and would be picked up by government or a successor body.
- 8.22. In selecting a local authority investment, the Council would decline any counterparty under a s114 notice at the time of arranging the investment. Under the Local Government Finance Act 1988, Section 114 (3) dictates that: 'The chief finance officer of a relevant authority shall make a report under this section if it appears that the expenditure of the authority incurred (including expenditure it proposes to incur) in a financial year is likely to exceed the resources (including sums borrowed) available to it to meet that expenditure'.
- 8.23. In order to make an investment, the treasury team would contact one of the Council's brokers and make them aware of the amount of investment, duration and yield the Council would like to obtain; they then match this up with other local authority counterparts who need to borrow funds. There is no charge for this brokerage service when lending funds.

### ***Extraordinary Limits***

- 8.24. During 2020/21 and the following years the Council has seen unprecedented levels of cash flows due to the large grant funding payments from central government which the Council was required to pay out to businesses under the various grant schemes to respond to the Covid 19 crisis. This put pressure on the counterparty limits set in 2020/21. In setting the Investment Strategy for 2022/23 and 2023/24, rather than set limits at very high levels compared to the normal trend of cash flow levels in order to accommodate such events in the future, which would result in artificially high counterparty limits and potentially increase counterparty risk, counterparty limits are set at normal trend levels, with the facility to increase these by a reasonable percentage temporarily according to any situation arising during the year. Such events and their effects on cash flows would be reported at Audit Committees.

### ***Country Limits***

- 8.25. A sovereign credit rating is the credit rating of a sovereign entity i.e. a country. The highest sovereign rating awarded is 'AAA'. The evolving regulatory environment, in tandem with the rating agencies' new methodologies, means that sovereign ratings are now of lesser importance in the assessment process and the new regulatory environment is attempting to break the link between sovereign support and domestic financial institutions.
- 8.26. While the Council understands the changes that have taken place, it will continue to use sovereign ratings of individual countries in addition to credit ratings when making investment decisions. When investing with institutions outside the UK, only banks and building societies located in countries with a minimum sovereign rating of 'AAA' at the time of investment will be used. This is in relation to the fact that the underlying domestic and, where appropriate, international economic and wider political and social background will still have an influence on the ratings of a financial institution.
- 8.27. At December 2022, there were 8 'AAA' rated countries approved for investments under the 'International Banks' counterparty limits: Australia, Denmark, Germany, Netherlands, Norway, Singapore, Sweden, and Switzerland.

### ***Ethical investing***

- 8.28. There is a growing interest in local authority investing around Environmental, Social and Governance (ESG) issues linked to the Climate Change agenda. Treasury management Practice 1 has been updated in the revised CIPFA Treasury Management Code 2021 to incorporate ESG considerations. CIPFA acknowledges that ESG investing is a developing area and it is not implied that the organisation's ESG policy will currently include ESG scoring at an individual investment level. However, the main rating agencies used in the Link Creditworthiness model (as detailed above) do incorporate ESG risks alongside the more traditional financial risk metrics when assessing counterparty ratings, therefore there is an element of ESG consideration already being applied.
- 8.29. With regards to the financial investments considered in this Investment Strategy, CIPFA and statutory investment guidance make absolutely clear that all financial investments must adopt the 'SLY' principals, whereby Security of investments is always the priority, followed by Liquidity, then Yield. Investment opportunities with positive ESG merits would not be selected if the SLY criteria were not satisfied.

- 8.30. The ESG market accessible to the Council for financial investments is still emerging and there are few new opportunities at present. A financial investment portfolio exclusively made up of ESG linked investments would present a significant increase of Counterparty risk, concentrating the Council's funds in too few places. Therefore this cannot be pursued as a criteria at least until such time as there are more ESG linked products available to the Council. However, opportunities to invest in ESG products, where they are on a par with non-ESG linked investments in terms of the SLY criteria, will be selected as a priority.
- 8.31. Wider than the financial investments considered in this Investment Strategy are non-financial investments which include activities and projects of the Council, for example 100% sustainable utilities, or electric fleet and its infrastructure. As with all Council priorities and decisions, these would need to be considered in the wider context including reference to the corporate plan, full business cases and due diligence, therefore this Investment Strategy is only concerned with cash based financial investments.
- 8.32. Ethical investing is a standard item of business in the treasury team's regular review meetings with advisors Link and the team keeps up to date with relationship managers for various counterparties and brokers as to opportunities available. Developments in this particular area of financial investing will be reported to the Audit Committee in the regular updates.

### ***Investment income***

- 8.33. The Council's in-house managed funds are derived from a core balance available for capital and revenue funding and day-to-day cash flows. At 31st March 2022 the core balances available for investment were £15,789,000. Core balances are available for investment in line with the profile of capital expenditure and requirements of the revenue budget. Investments are therefore made with reference to the core balance and cash flow requirements and the outlook for interest rates.

### ***Investment Return Expectations***

- 8.34. Based on expectations of movements in the Bank of England base rate, average investment earnings are forecast by Link as:

Year	Average earnings
2023/24	4.40%
2024/25	3.30%
2025/26	2.60%
2026/27	2.50%

8.35. Taking into account the accounts and investments the Council has access to whilst ensuring the profile of liquidity suits the Council's needs, investment income is forecast over the medium term at:

Year	Average earnings
2023/24	£699,260
2024/25	£673,640
2025/26	£609,110
2026/27	£617,440

***Long-term Investments (greater than 365 days)***

8.36. When placing long-term treasury management investments with counterparties the Council's liquidity requirements, availability of funds and counterparty eligibility need to be taken into consideration. A full review and selection process would take place with input from the Council's advisors, Link, in advance of entering in to any commitment to fully ensure that it is appropriate for the Council. The table below sets the limit for these investments:

Maximum principal sums invested	2023/24	2024/25	2025/26	2026/27
> 365 days	£3,500,000	£3,500,000	£3,500,000	£3,500,000



### **Treasury Management Policy Statement**

In accordance with the CIPFA Code of Practice on Treasury Management, Staffordshire Moorlands District Council defines the policies and objectives of its treasury management activities as follows:

1. The Council defines its treasury management activities as: *“The management of the 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.”*
2. The Council 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, and any financial instruments entered into to manage these risks.
3. The Council 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.

**Treasury Management Scheme of Delegation**

**(i) Full Council**

- receiving and reviewing reports on treasury management policies, practices and activities;
- approval of annual strategy.

**(ii) Audit & Accounts Committee**

- approval of/ amendments to the Council's adopted clauses, treasury management policy statement and treasury management practices;
- reviewing the treasury management policy and procedures and making recommendations to the responsible body;
- budget consideration and approval;
- approval of the division of responsibilities;
- receiving and reviewing regular monitoring reports and acting on recommendations;
- approving the selection of external service providers and agreeing terms of appointment.

**The treasury management role of the section 151 (responsible) officer**

- recommending clauses, treasury management policy/ practices for approval, reviewing the same regularly, and monitoring compliance;
- submitting regular treasury management policy reports;
- submitting budgets and budget variations;
- receiving and reviewing management information reports;
- reviewing the performance of the treasury management function;
- ensuring the adequacy of treasury management resources and skills, and the effective division of responsibilities within the treasury management function;
- ensuring the adequacy of internal audit, and liaising with external audit;
- recommending the appointment of external service providers.

**Management Practices for Non-Treasury Investments**

This Council recognises that investment in other financial assets and property primarily for financial return, taken for non-treasury management purposes, requires careful investment management. Such activity includes loans supporting service outcomes, investments in subsidiaries, and investment property portfolios.

This Council will ensure that all the Council's investments are covered in the capital strategy, investment strategy or equivalent, and will set out, where relevant, the organisation's risk appetite and specific policies and arrangements for non-treasury investments. It will be recognised that the risk appetite for these activities may differ from that for treasury management.

The Council will maintain a schedule setting out a summary of existing material investments, subsidiaries, joint venture and liabilities including financial guarantees and the organisation's risk exposure.

## Specified and Non-Specified Investments

### Specified Investments

All such investments will be sterling denominated, with maturities up to maximum of 1 year\*, meeting the minimum 'high' quality criteria where applicable.

Investment Instrument	Minimum 'High' Credit Criteria	Investment Limit**
Debt Management Agency Deposit Facility (DMADF)	n/a	As per lending limits Yellow UK
Term deposits – local authorities	n/a	As per lending limits Yellow UK for total LA lending; max £2m per LA
Term deposits – housing associations	n/a	n/a
Third Party Loans	Decision made on individual basis per Capital Strategy	n/a
UK Government Gilts and Treasury Bills	UK sovereign rating	As per lending limits Yellow UK
Certificates of deposits (CDs) or corporate bonds with banks and building societies	Based on Link Creditworthiness analysis. Lowest Band – GREEN Sovereignty Rating –AAA (exc UK)	As per individual / group lending limits
Term deposits – banks and building societies	Based on Link Creditworthiness analysis. Lowest Band – GREEN Sovereignty Rating –AAA (exc UK)	As per individual / group lending limits
UK (Part-)Nationalised Banks	Based on Link Creditworthiness analysis. Lowest Band – BLUE	As per individual / group lending limits
UK Instant Access Accounts	Based on Link Creditworthiness analysis. Lowest Band – GREEN	As per individual / group lending limits

\* If forward deposits are to be made, the forward period plus the deal period should not exceed one year in aggregate

\*\* must conform to both institution and group limits set

<b>Collective Investment Schemes structured as Open Ended Investment Companies (OEICs):</b>			
Investments	Minimum Credit Criteria	Investment Limit/ Max. % of total investments	Max. maturity period
Money Market Funds (CNAV & LVNAV)	AAA rated	As per individual / group lending limits	Liquid

### **Non-specified Investments**

Non-specified investment instruments are assumed to take on greater risk and should therefore be subject to greater scrutiny. They include investments that are for a period of more than one year and instruments that the Council has very limited experience and expertise in dealing with. A maximum of £10,000,000 (40% of the projected highest balance) will be held in aggregate in non-specified investments.

<b>Non-specified Investments</b>	<b>Minimum Credit Criteria</b>	<b>Investment Limit / Max. % of total investments</b>	<b>Max. maturity period</b>
Term deposits – UK government (maturities in excess of 1 year)	UK Sovereign Rating	> 365 day limit	5 years
Third Party Loans (maturities in excess of 1 year)	Decision made on individual basis per Capital Strategy	n/a	n/a
Term & Callable deposits – banks and building societies (maturities in excess of 1 year)	Based on Link Creditworthiness analysis. Lowest Band – PURPLE	> 365 day limit	2 years
Commercial Paper	Based on Link Creditworthiness analysis. Lowest Band – GREEN Sovereignty Rating AAA/ UK	£3,300,000 (10% of highest balance)	1 year
UK Government Gilts – all maturities	UK Sovereign Rating	£3,300,000 (10% of highest balance)	2 years
Bonds issued by multilateral development banks - all maturities	Long term AAA	£3,300,000 (10% of highest balance)	6 months
Bonds issued by a financial institution which is guaranteed by the UK government – all maturities	UK Sovereign Rating	£3,300,000 (10% of highest balance)	2 years
Sovereign bond issues (i.e. other than the UK govt) – all maturities	Long Term AAA	£3,300,000 (10% of highest balance)	2 years
Treasury Bills – all maturities	UK Sovereign Rating	£4,950,000 (15% of highest balance)	2 years
Property Funds/ Multi Asset Funds	Full due diligence to select appropriate fund	> 365 day limit	n/a

<b>Collective Investment Schemes structured as Open Ended Investment Companies (OEICs):</b>			
<b>Investments</b>	<b>Minimum Credit Criteria</b>	<b>Investment Limit/ Max. % of total investments</b>	<b>Max. maturity period</b>
Government Liquidity Funds – all maturities	AAA rated	£4,950,000 (15% of highest balance)	2 years
Enhanced cash funds – all maturities	AAA rated	£3,300,000 (10% of highest balance)	Liquid
Gilt Funds – all maturities	UK Sovereign Rating	£3,300,000 (10% of highest balance)	2 years