

## Annual Treasury Management Review 2022/23

<b>Council</b>	12 October 2023
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<b>Portfolio Holder</b>	Councillor Rob Yates, Cabinet Member for Corporate Services
<b>Status</b>	For Decision
<b>Classification</b>	Unrestricted
<b>Previously Considered by</b>	Governance & Audit Committee Cabinet
<b>Ward</b>	Thanet Wide

### Executive Summary:

This report summarises treasury management activity and prudential/ treasury indicators for 2022/23. However, the Council's 2021/22 and 2022/23 accounts have not yet been audited and hence the figures in this report are subject to change. The Chartered Institute of Public Finance and Accountancy (CIPFA) defines treasury management 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 regulatory environment places responsibility on members for the review and scrutiny of treasury management policy and activities. This report is, therefore, important in that respect, as it provides details of the 2022/23 year-end position for treasury activities.

Key reporting items to consider include:

- 2022/23 capital expenditure on long term assets was £16.2m (2021/22: £12.7m), against a budget of £49.8m.
- The Council's gross debt, also called the borrowing position, at 31 March 2023 was £19.9m (31 March 2022: £20.2m).
- The Council's underlying need to borrow to finance its capital expenditure, also called the Capital Financing Requirement (CFR), was £52.2m at 31 March 2023 (31 March 2022: £51.7m).
- Therefore it can be reported the Council has complied with the requirement to hold less gross debt than its CFR.
- The maximum debt held by the Council during 2022/23 was £20.2m, which was well within the statutory authorised limit of £96.0m.

- At 31 March 2023 the Council's investment balance was £60.6m (31 March 2022: £51.3m).
- A marked reduction in GF capital receipts over the last few years, which has implications for funding the future capital programme.

## **Recommendation(s):**

That Council:

1. Notes the actual 2022/23 prudential and treasury indicators in this report;
2. Approves this Annual Treasury Management Report for 2022/23.

## **Corporate Implications**

### **Financial and Value for Money**

The financial implications are highlighted in this report.

### **Legal**

Section 151 of the 1972 Local Government Act requires a suitably qualified named officer to keep control of the Council's finances. For this Council, this is the Director of Corporate Services and Section 151 Officer, and this report is helping to carry out that function.

### **Risk Management**

Risk management is as per the provisions of the annual Treasury Management Strategy Statement, Minimum Revenue Provision Policy Statement and Annual Investment Strategy.

### **Corporate**

Failure to undertake this process will impact on the Council's compliance with the Treasury Management Code of Practice.

### **Equalities Act 2010 & Public Sector Equality Duty**

There are no equity and equalities implications arising directly from this report, but the Council needs to retain a strong focus and understanding on issues of diversity amongst the local community and ensure service delivery matches these.

It is important to be aware of the Council's responsibility under the Public Sector Equality Duty (PSED) and show evidence that due consideration had been given to the equalities impact that may be brought upon communities by the decisions made by Council.

## **CORPORATE PRIORITIES**

This report relates to the following corporate priorities: -

- Growth
- Environment

- Communities.

## **1. Introduction and Background**

- 1.1. The Chartered Institute of Public Finance and Accountancy (CIPFA) defines treasury management 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.”*
- 1.2. 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.
- 1.3. 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. This management of longer-term cash may involve arranging long or short-term loans, or using longer-term cash flow surpluses. On occasion, when it is prudent and economic, any existing debt may also be restructured to meet Council risk or cost objectives.

## **2. Reporting Requirements**

- 2.1. This Council is required by regulations issued under the Local Government Act 2003 to produce an annual treasury management review of activities and the actual prudential and treasury indicators for 2022/23. This report meets the requirements of both the Chartered Institute of Public Finance & Accountancy (CIPFA) Code of Practice on Treasury Management (the Code) and the CIPFA Prudential Code for Capital Finance in Local Authorities (the Prudential Code).
- 2.2. During 2022/23 the minimum reporting requirements were that the full Council should receive the following reports:
  - an annual treasury strategy in advance of the year (Council 10/02/2022):  
<https://democracy.thanet.gov.uk/documents/s75310/Treasury%20Mgmt%20Strategy%202022-23%20Council.pdf>
  - a mid-year treasury update report (Council 08-12-2022):  
<https://democracy.thanet.gov.uk/documents/s79524/Council%208%20Dec%202022%20-%20Mid%20Year%20Report%20Council%202022-23.pdf>

- an annual review following the end of the year describing the activity compared to the strategy (this report).
- 2.3. The regulatory environment places responsibility on members for the review and scrutiny of treasury management policy and activities. This report is, therefore, important in that respect, as it provides details of the 2022/23 year-end position for treasury activities and highlights compliance with the Council's policies previously approved by members.
- 2.4. This Council confirms that it has complied with the requirement under the Code to give prior scrutiny to all of the above treasury management reports by the Governance and Audit Committee before they were reported to the full Council. Member training on treasury management issues has been arranged for 27 September 2023 in order to support members' scrutiny role, and further training will be arranged as required. The Council's external treasury management advisor is Link Group, Treasury Solutions (Link).
- 2.5. The Council's 2021/22 and 2022/23 accounts have not yet been audited and hence the figures in this report are subject to change

### 3. The Council's Capital Expenditure and Financing

- 3.1. The Council undertakes capital expenditure on long-term assets. These activities may either be:
- Financed immediately through the application of capital or revenue resources (capital receipts, capital grants, revenue contributions etc.), which has no resultant impact on the Council's borrowing need; or
  - If insufficient financing is available, or a decision is taken not to apply resources, the capital expenditure will give rise to a borrowing need.

The actual capital expenditure forms one of the required prudential indicators. The table below shows the actual capital expenditure for the General Fund (GF) and the Housing Revenue Account (HRA) and how this was financed.

	2021-22 Provisional Actual £'000	2022-23 Budget £'000	2022-23 Provisional Actual £'000
Capital expenditure - GF	7,425	41,658	12,055
Capital expenditure - HRA	5,301	8,140	4,099
<b>Capital expenditure - Total</b>	<b>12,726</b>	<b>49,798</b>	<b>16,154</b>
<b>Financed by:</b>			
Capital receipts	933	3,936	1,159
Capital grants	5,660	32,637	7,104
Revenue and reserves	4,978	8,708	5,940
Borrowing	1,155	4,517	1,951
<b>Total</b>	<b>12,726</b>	<b>49,798</b>	<b>16,154</b>

- 3.2. Full details of capital expenditure and explanations of variances from budget will be reported within the Financial and Performance Monitoring Year-End Report to Cabinet. The Council is committed to tackling the significant level of slippage in the capital programme as per the following extract from section 5 of the Council's Capital Strategy document:

*“Slippage will not be an acceptable norm. Capital schemes will be at risk of having their Council funding re-directed should there be delays that cannot be substantiated (schemes that are externally funded may require more flexibility however).”*

#### **4. The Council's Overall Borrowing Need**

- 4.1. The Council's underlying need to borrow to fund its capital expenditure is termed the Capital Financing Requirement (CFR). The CFR can be thought of as the outstanding debt that still needs to be repaid in relation to the capital assets (buildings, vehicles etc) that the Council has purchased or invested in. It can also be helpful to compare it to the outstanding balance that is still payable on a loan or a mortgage, in this case we are considering how much of the Council's debt still needs to be paid for.
- 4.2. Part of the Council's treasury activities is to address the funding requirements for this borrowing need. Depending on the capital expenditure programme, the treasury service organises the Council's cash position to ensure that sufficient cash is available to meet the capital plans and cash flow requirements. This may be sourced through borrowing from external bodies (such as the Government, through the Public Works Loan Board [PWLB], or the money markets) or utilising temporary cash resources within the Council.
- 4.3. **Reducing the CFR** – the Council's (non HRA) underlying borrowing need (CFR) is not allowed to rise indefinitely. Statutory controls are in place to ensure that capital assets are broadly charged to revenue over the life of the asset. The Council is required to make an annual revenue charge, called the Minimum Revenue Provision – MRP, to reduce the CFR. This is effectively a repayment of the non-Housing Revenue Account (HRA) borrowing need (there is no statutory requirement to reduce the HRA CFR). This differs from the treasury management arrangements which ensure that cash is available to meet capital commitments. External debt can also be borrowed or repaid at any time, but this does not change the CFR.
- 4.4. The total CFR can also be reduced by:
- the application of additional capital financing resources (such as unapplied capital receipts); or
  - charging more than the statutory revenue charge (MRP) each year through a Voluntary Revenue Provision (VRP).
- 4.5. The Council's 2022/23 MRP Policy (as required by DLUHC Guidance) was approved as part of the Treasury Management Strategy Report for 2022/23 on 10 February 2022.
- 4.6. The Council's CFR for the year is shown below, and represents a key prudential indicator. It includes any PFI and leasing schemes on the balance

sheet, which increase the Council's borrowing need. No borrowing is actually required against any such schemes as a borrowing facility is included in the contract.

CFR - GF	31 March 2022 Provisional Actual £'000	31 March 2023 Budget £'000	31 March 2023 Provisional Actual £'000
Opening balance	28,449	23,165	23,165
Add unfinanced capital expenditure (as above)	627	3,936	1,867
Less MRP/VRP*	(5,911)	(1,111)	(1,110)
Less PFI & finance lease repayments	0	0	0
Closing balance	23,165	25,990	23,922

CFR - HRA	31 March 2022 Provisional Actual £'000	31 March 2023 Budget £'000	31 March 2023 Provisional Actual £'000
Opening balance	28,236	28,514	28,514
Add unfinanced capital expenditure (as above)	528	581	84
Less MRP/VRP*	(250)	(285)	(286)
Less PFI & finance lease repayments	0	0	0
Closing balance	28,514	28,810	28,312

\* Includes voluntary application of capital receipts

Borrowing activity is constrained by prudential indicators for gross borrowing and the CFR, and by the authorised limit.

- 4.7 **Gross borrowing and the CFR** - in order to ensure that borrowing levels are prudent over the medium term and only for a capital purpose, the Council should ensure that its gross external borrowing (borrowing undertaken with financial institutions or external organisations) does not, except in the short term, exceed the total of the CFR in the preceding year (2022/23) plus the estimates of any additional capital financing requirement for the current (2023/24) and next two financial years.
- 4.8 This essentially means that the Council is only borrowing to fund capital expenditure and is not borrowing to support revenue expenditure. Under statutory requirements Councils are not allowed to borrow to fund their revenue budget activities.

- 4.9 By assessing this indicator over four years it allows the Council some flexibility to borrow in advance of its immediate capital needs in 2022/23. The table below highlights the Council's gross borrowing position against the CFR and shows that the Council has complied with this prudential indicator, as the Council's gross debt of **£19.9m** is less than the **£52.2m** CFR at 31 March 2023.

	31 March 2022 Provisional Actual £'000	31 March 2023 Budget £'000	31 March 2023 Provisional Actual £'000
CFR GF	23,165	25,990	23,922
CFR HRA	28,514	28,810	28,312
<b>Total CFR</b>	<b>51,679</b>	<b>54,800</b>	<b>52,234</b>
Gross borrowing position	(20,216)	(48,157)	(19,882)
Underfunding of CFR	31,463	6,643	32,352

- 4.10 **The authorised limit** - the authorised limit is the “affordable borrowing limit” required by s3 of the Local Government Act 2003. Once this has been set, the Council does not have the power to borrow above this level.
- 4.11 **The operational boundary** – the operational boundary is the expected borrowing position of the Council during the year. Periods where the actual position is either below or over the boundary are acceptable subject to the authorised limit not being breached.
- 4.12 **Actual financing costs as a proportion of net revenue stream** - this indicator identifies the trend in the cost of capital, (borrowing and other long term obligation costs net of investment income), against the net revenue stream.
- 4.13 The table below shows that during 2022/23 the Council's maximum gross debt position was **£20.2m** and therefore it has maintained gross borrowing within its authorised limit and operational boundary.

	2022/23 £000
Authorised limit	96,000
Maximum gross borrowing position during the year	20,216
Operational boundary	86,000
Average gross borrowing position	20,018

	2022/23 %
Financing costs as a proportion of net revenue stream - GF	4.9
Financing costs as a proportion of net revenue stream -HRA	2.2

## 5. Treasury Position as at 31 March 2023

- 5.1. The Council's treasury management debt and investment position is organised by the treasury management service in order to ensure adequate liquidity for revenue and capital activities, security for investments and to manage risks within all treasury management activities. Procedures and controls to achieve these objectives are well established both through member reporting detailed above, and through officer activity detailed in the Council's Treasury Management Practices. At the end of 2022/23 the Council's treasury position (excluding any borrowing for PFI and finance leases) was as follows:

	31 March 2022 Principal £'000	Rate/ Return %	Average Life Years	31 March 2023 Principal £'000	Rate/ Return %	Average Life Years
<b>Gross Debt Position</b>						
GF debt	7,629	3.44%	15.7	7,295	3.50%	15.5
HRA debt	12,587	4.24%	8.8	12,587	4.36%	8.1
<b>Total debt (all fixed rate)</b>	<b>20,216</b>	<b>3.95%</b>	<b>11.4</b>	<b>19,882</b>	<b>4.04%</b>	<b>10.8</b>
<b>CFR compared to Gross Debt</b>						
GF CFR	23,165			23,922		
HRA CFR	28,514			28,312		
<b>Total CFR</b>	<b>51,679</b>			<b>52,234</b>		
<b>Under- borrowing</b>	<b>31,463</b>			<b>32,352</b>		
<b>Net Debt / Investment</b>						
Total debt	20,216	3.95%	11.4	19,882	4.04%	10.8
Total investments	(51,308)	0.10%		(60,599)	2.28%	
<b>Net debt / (investment)</b>	<b>(31,092)</b>			<b>(40,717)</b>		

- 5.2. This table shows that, as previously stated, gross debt was £19.882m and the CFR was £52.234m at the end of 2022/23. This means the Council is in an under borrowed position of £32.352m, as external gross debt is less than the CFR.
- 5.3. This table also shows that the Council's investments totalled £60.599m at the 2022/23 year end and therefore was in a net investment position, as investments held exceeded gross debt by £40.717m.



- 5.4. As at 31 March 2023, all of the debt is from the Public Works Loan Board (PWLB), which is a facility operated by the UK Debt Management Office on behalf of HM Treasury and provides loans to local authorities, apart from a market loan of £4.5m principal at 4.19% with an average life of 0.5 years.
- 5.5. The maturity structure of the debt portfolio, or the timeline of when the Council's debt is repayable, was as follows:

	<b>31 March 2022 actual £000</b>	<b>2022/23 upper limits £000</b>	<b>31 March 2023 actual £000</b>
Under 1 year	4,834	9,941	4,759
1 year to under 2 years	259	9,941	2,487
2 years to under 5 years	2,662	9,941	262
5 years to under 10 years	2,356	9,941	2,356
10 years to under 20 years	7,185	9,941	7,098
20 years to under 30 years	1,920	9,941	1,920
30 years to under 40 years	0	9,941	0
40 years to under 50 years	1,000	9,941	1,000
50 years and above	0	9,941	0
<b>Total debt</b>	<b>20,216</b>		<b>19,882</b>

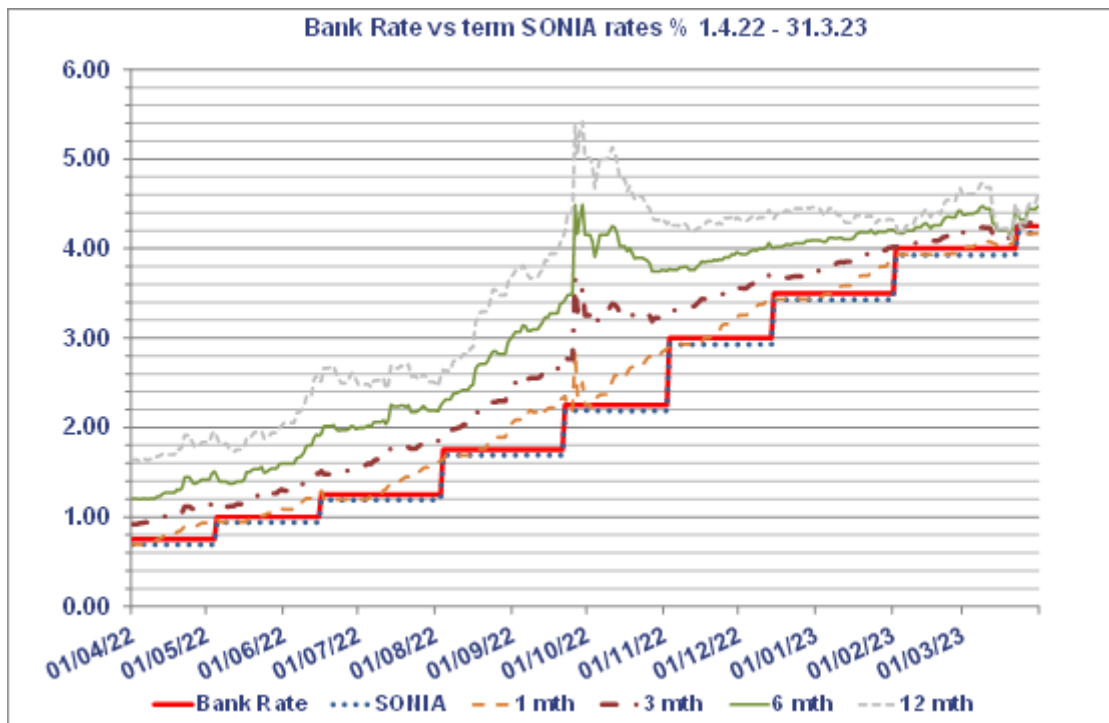
- 5.6. The following table shows the value of the type of investments the Council was holding at year-end. All investments at the 2021/22 and 2022/23 year-end were for under one year.

	<b>31 March 2022 actual £000</b>	<b>31 March 2022 actual %</b>	<b>31 March 2023 actual £000</b>	<b>31 March 2023 actual %</b>
Banks - Instant Access	30	0.06	30	0.05
Banks - Notice Accounts	4,055	7.90	4,055	6.69
Banks - Fixed Term Deposits	100	0.19	2,000	3.30
Money Market Funds	46,124	89.90	53,512	88.31
Bond Funds	999	1.95	1,002	1.65
<b>Total Treasury Investments</b>	<b>51,308</b>	<b>100.00</b>	<b>60,599</b>	<b>100.00</b>

## 6. The Strategy for 2022/23

### 6.1. Investment strategy and control of interest rate risk

- 6.1.1. The following chart tracks the Bank of England base rate of interest and the Sterling Overnight Index Average (SONIA) during 2022/23.



- 6.1.2 Investment returns picked up throughout the course of 2022/23 as central banks, including the Bank of England, realised that inflationary pressures were not necessarily transitory, and that tighter monetary policy was called for.
- 6.1.3 Starting April at 0.75%, Bank Rate moved up in stepped increases of either 0.25% or 0.5%, reaching 4.25% by the end of the financial year, with the expectation of a further one or two increases in 2023/24.
- 6.1.4 The sea-change in investment rates meant local authorities were faced with the challenge of pro-active investment of surplus cash for the first time in over a decade, and this emphasised the need for a detailed working knowledge of cashflow projections so that the appropriate balance between maintaining cash for liquidity purposes, and “laddering” deposits on a rolling basis to lock in the increase in investment rates as duration was extended, became an on-going feature of the investment landscape.
- 6.1.5 With bond markets selling off, equity valuations struggling to make progress and, latterly, property funds enduring a wretched Q4 2022, the more traditional investment options, such as specified investments (simple to understand, and less than a year in duration) became more actively used. This Council does not invest in equity or property funds, and the bond fund it uses is classified as a short duration fund.
- 6.1.6 Meantime, through the autumn, and then in March 2023, the Bank of England maintained various monetary policy easing measures as required to ensure specific markets, the banking system and the economy had appropriate levels of liquidity at times of stress.
- 6.1.7 Nonetheless, while the Council has taken a cautious approach to investing, it is also fully appreciative of changes to regulatory requirements for financial institutions in terms of additional capital and liquidity that came about in the

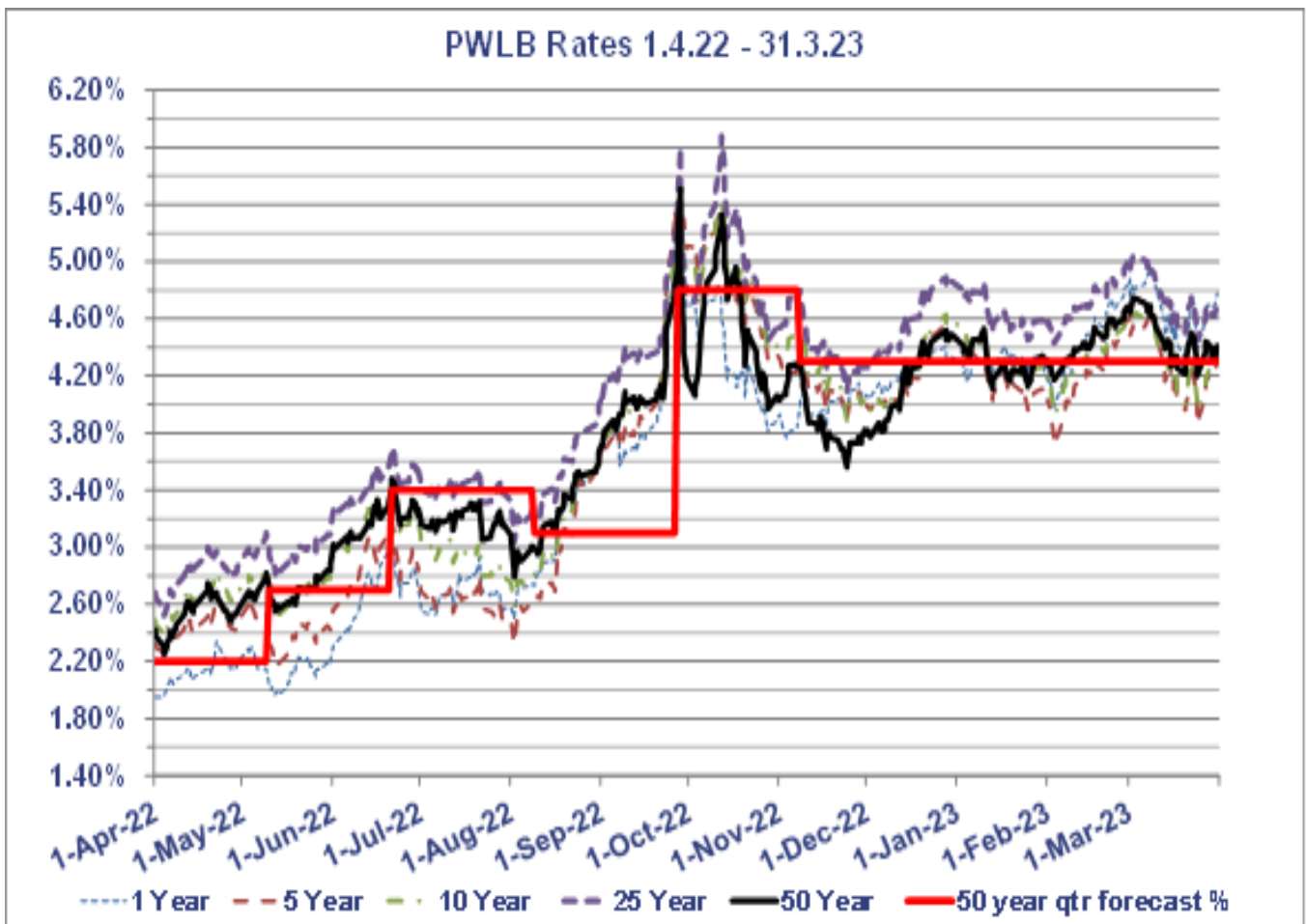
aftermath of the Great Financial Crisis of 2008/9. These requirements have provided a far stronger basis for financial institutions, with annual stress tests by regulators evidencing how institutions are now far more able to cope with extreme stressed market and economic conditions.

## 6.2. **Borrowing strategy and control of interest rate risk**

- 6.2.1. During 2022/23, the Council maintained an under-borrowed position. This meant that the capital borrowing need (the Capital Financing Requirement) was not fully funded with loan debt, as cash supporting the Council's reserves, balances and cash flow was used as an interim measure. This strategy was prudent as investment returns were initially low and minimising counterparty risk on placing investments also needed to be considered.
- 6.2.2. A cost of carry generally remained in place during the year on any new long-term borrowing that was not immediately used to finance capital expenditure, as it would have caused a temporary increase in cash balances; this would have incurred a revenue cost – the difference between (higher) borrowing costs and (lower) investment returns. The Council sought to avoid taking on long-term borrowing at elevated levels and has focused on a policy of internal borrowing.
- 6.2.3. The policy of avoiding new borrowing by running down spare cash balances, has served well over the last few years. However, this was kept under review to avoid incurring higher borrowing costs in the future when this authority may not be able to avoid new borrowing to finance capital expenditure and/or the refinancing of maturing debt.
- 6.2.4. Against this background and the risks within the economic forecast, caution was adopted with the treasury operations. The Section 151 Officer therefore monitored interest rates in financial markets and adopted a pragmatic strategy based upon the following principles to manage interest rate risks:
  - if it had been felt that there was a significant risk of a sharp FALL in long and short term rates, (e.g. due to a marked increase of risks around relapse into recession or of risks of deflation), then long term borrowings would have been postponed, and potential rescheduling from fixed rate funding into short term borrowing would have been considered.
  - if it had been felt that there was a significant risk of a much sharper RISE in long and short term rates than initially expected (e.g. perhaps arising from an acceleration in the start date and in the rate of increase in central rates in the USA and UK, an increase in world economic activity or a sudden increase in inflation risks), then the portfolio position would have been re-appraised. Most likely, fixed rate funding would have been drawn whilst interest rates were lower than they were projected to be in the next few years.
- 6.2.5 Interest rate forecasts were initially suggesting only gradual rises in short, medium and longer-term fixed borrowing rates during 2022/23 but by August it had become clear that inflation was moving up towards 40-year highs, and the

Bank of England engaged in monetary policy tightening at every Monetary Policy Committee meeting during 2022, and into 2023, either by increasing Bank Rate by 0.25% or 0.5% each time. The CPI measure of inflation was above 10% in the UK by the end of 2022/23 but is expected to fall back by year end. Nonetheless, there remain significant risks to that central forecast.

Link Group Interest Rate View 27.03.23		Jun-23	Sep-23	Dec-23	Mar-24	Jun-24	Sep-24	Dec-24	Mar-25	Jun-25	Sep-25	Dec-25	Mar-26
BANK RATE		4.50	4.50	4.25	4.00	3.50	3.25	3.00	2.75	2.75	2.50	2.50	2.50
3 month ave earnings		4.50	4.50	4.30	4.00	3.50	3.30	3.00	2.80	2.80	2.50	2.50	2.50
6 month ave earnings		4.50	4.40	4.20	3.90	3.40	3.20	2.90	2.80	2.80	2.60	2.60	2.60
12 month ave earnings		4.50	4.40	4.20	3.80	3.30	3.10	2.70	2.70	2.70	2.70	2.70	2.70
5 yr PWLB		4.10	4.10	3.90	3.80	3.70	3.60	3.50	3.40	3.30	3.20	3.20	3.10
10 yr PWLB		4.20	4.20	4.00	3.90	3.80	3.70	3.50	3.50	3.40	3.30	3.30	3.20
25 yr PWLB		4.60	4.50	4.40	4.20	4.10	4.00	3.80	3.70	3.60	3.50	3.50	3.40
50 yr PWLB		4.30	4.20	4.10	3.90	3.80	3.70	3.50	3.50	3.30	3.20	3.20	3.10



6.2.6 PWLB rates are based on gilt (UK Government bonds) yields through H.M.Treasury determining a specified margin to add to gilt yields. The main influences on gilt yields are Bank Rate, inflation expectations and movements in US treasury yields. Inflation targeting by the major central banks has been successful over the last 30 years in lowering inflation and the real equilibrium

rate for central rates has fallen considerably due to the high level of borrowing by consumers: this means that central banks do not need to raise rates as much now to have a major impact on consumer spending, inflation, etc. This has pulled down the overall level of interest rates and bond yields in financial markets over the last 30 years. Indeed, in recent years many bond yields up to 10 years in the Eurozone turned negative on expectations that the EU would struggle to get growth rates and inflation up from low levels. In addition, there has, at times, been an inversion of bond yields in the US whereby 10-year yields have fallen below shorter-term yields. In the past, this has been a precursor of a recession.

- 6.2.7 However, since early 2022, yields have risen dramatically in all the major developed economies, first as economies opened post-Covid; then because of the inflationary impact of the war in Ukraine in respect of the supply side of many goods. In particular, rising cost pressures emanating from shortages of energy and some food categories have been central to inflation rising rapidly. Furthermore, by the financial year-end the FOMC, ECB and Bank of England were all being challenged by persistent inflation exacerbated by very tight labour markets and high wage increases relative to what central banks believe to be sustainable.
- 6.2.8 Gilt yields have been on a continual rise since the start of 2021, peaking in the autumn of 2022. At the close of the day on 31 March 2023, all gilt yields from 1 to 50 years were between 3.64% and 4.18%, with the 1 year being the highest and 6-7.5 years being the lowest yield.
- 6.2.9 Regarding PWLB borrowing rates, the various margins attributed to their pricing are 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)
- 6.2.10 There may be a fall in gilt yields and PWLB rates across the whole curve over the next one to two years as Bank Rate first rises to dampen inflationary pressures and a tight labour market, and is then cut as the economy slows, unemployment rises, and inflation (on the Consumer Price Index measure) moves closer to the Bank of England's 2% target.
- 6.2.11 As a general rule, short-dated gilt yields will reflect expected movements in Bank Rate, whilst medium to long-dated yields are driven primarily by the inflation outlook.
- 6.2.12 The Bank of England is also embarking on a process of Quantitative Tightening, but the scale and pace of this has already been affected by the Truss/Kwarteng "fiscal experiment" in the autumn of 2022 and more recently by the financial market unease with some US (e.g., Silicon Valley Bank) and European banks (e.g., Credit Suisse). There is expected to be a gradual reduction of the Bank's original £895bn stock of gilt and corporate bonds, selling it back into the market over several years. The impact this policy will have on the market pricing of gilts, while issuance is markedly increasing, is unknown as at 31 March 2023.

- 6.3. **Change in strategy during the year** – the strategy adopted in the original Treasury Management Strategy Report for 2022/23 (approved by the Council on 10 February 2022) was revised during 2022/23 in the mid-year treasury update report (approved by the Council on 8 December 2022).

## 7. Borrowing Outturn for 2022/23

- 7.1. **Borrowing** – Due to investment concerns, both counterparty risk and comparatively low investment returns, no borrowing was undertaken during the year.
- 7.2. **Borrowing in advance of need** - The Council has not borrowed more than, or in advance of, its needs purely in order to profit from the investment of the extra sums borrowed.
- 7.3. **Rescheduling** – No rescheduling was done during the year as the average 1% differential between PWLB new borrowing rates and premature repayment rates made rescheduling unviable.
- 7.4. **Repayments** – The Council repaid £0.334m of maturing debt using investment balances, as below:

Lender	Principal £'000	Interest Rate	Repayment Date
Salix	4	0.00%	01-04-22
PWLB	43	3.08%	25-04-22
PWLB	50	2.48%	27-05-22
PWLB	72	1.28%	20-06-22
PWLB	43	3.08%	24-10-22
PWLB	50	2.48%	28-11-22
PWLB	72	1.28%	20-12-22
<b>Total</b>	<b>334</b>		

- 7.5. **Summary of debt transactions** – The average interest rate on the debt portfolio increased from 3.95% to 4.04% during the year. This was due to the repayment of maturing debt as shown above.

## 8. Investment Outturn for 2022/23

- 8.1. **Investment Policy** – the Council's investment policy is governed by DLUHC investment guidance, which has been implemented in the annual investment strategy approved by the Council on 10 February 2022. This policy sets out the approach for choosing investment counterparties, and is based on credit

ratings provided by the three main credit rating agencies, supplemented by additional market data (such as rating outlooks, credit default swaps, bank share prices etc.).

- 8.2. The investment activity during the year conformed to the approved strategy, and the Council had no liquidity difficulties.
- 8.3. **Resources** - the Council's cash balances comprise revenue and capital resources and cash flow monies. The Council's core cash resources comprised as follows:

<b>Balance Sheet Resources</b>	<b>31 March 2022 Provisional £000</b>	<b>31 March 2023 Provisional £000</b>
GF Balance	2,011	TBA*
Earmarked Reserves	21,502	TBA*
HRA Balance	6,364	TBA*
Capital Receipts Reserve	7,396	8,222
Major Repairs Reserve	15,014	TBA*
Capital Grants Unapplied	43	TBA*
<b>Total Usable Reserves</b>	<b>52,330</b>	<b>TBA*</b>

\*2022/23 accounts in preparation and figures not yet available

- 8.4. **Investments held by the Council**
- The Council maintained an average balance of £58.428m of internally managed funds.
  - The internally managed funds earned an average rate of return of 2.28%.
  - The comparable performance indicator to the end of 2023 was the average 7 day SONIA compounded rate which was 2.19%.
  - This compares with an original budget assumption of £35m investment balances earning an average rate of 0.50%.
  - Total investment income was £1,333k compared to a budget of £175k.
- 8.5. **Investments held by fund managers** – the Council does not use external fund managers on a discretionary basis for any part of its investment portfolio.

## 9. Investment risk benchmarking

- 9.1. The following investment benchmarks were set in the Council's 2022/23 annual treasury strategy:

- 9.1.1. **Security** - The Council's maximum security risk benchmark for the current portfolio, when compared to historic default tables, is:
- 0.05% historic risk of default when compared to the whole portfolio (excluding unrated investments).
- 9.1.2. **Liquidity** – in respect of this area the Council seeks to maintain:
- Liquid short term deposits of at least £10m available with a week's notice.
  - Weighted average life benchmark is expected to be in the range of 0 to 1 years, with a maximum of 5 years.
- 9.1.3. **Yield** - local measures of yield benchmarks are:
- Investments – internal returns above the 7 day SONIA compounded rate.
- 9.1.4. The Council kept to the above benchmarks during 2022/23.

## **10. Fair Value of Investments (IFRS 9)**

- 10.1 Following the consultation undertaken by the Department of Levelling Up, Housing and Communities [DLUHC] on IFRS 9, the Government has extended the mandatory statutory override for local authorities to reverse all unrealised fair value movements resulting from pooled investment funds to 31<sup>st</sup> March 2025. Local authorities are required to disclose the net impact of the unrealised fair value movements in a separate unusable reserve throughout the duration of the override in order for the Government to keep the override under review and to maintain a form of transparency.
- 10.2 As at 31 March 2023, the Council had £1m in a pooled investment fund accounted for at fair value, with an unrealised fair value gain of £24k.

## **11. International Financial Reporting Standard 16 (IFRS 16)**

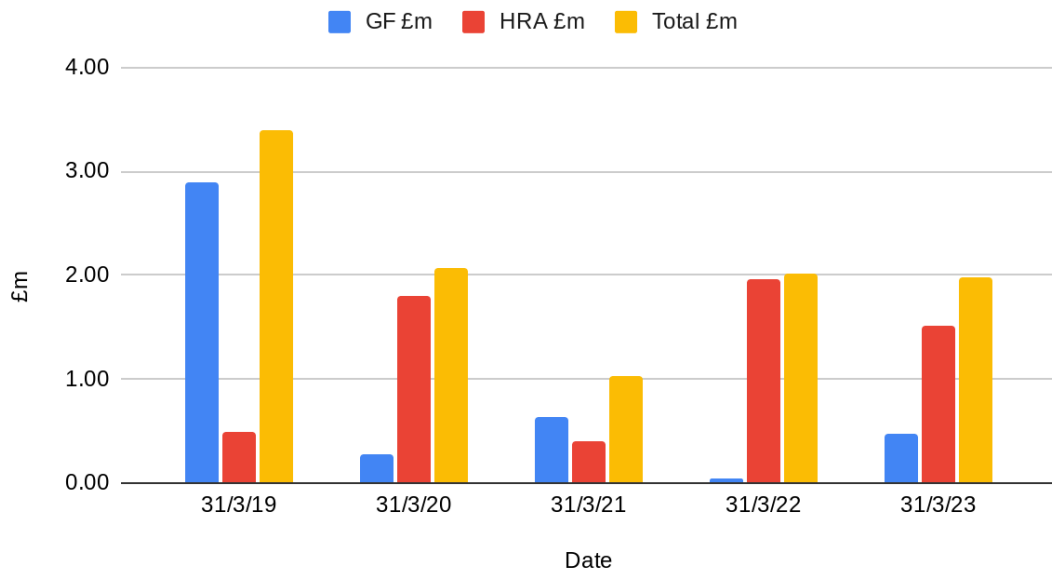
- 11.1 The implementation of IFRS16 (bringing almost all lease liabilities onto the balance sheet together with the corresponding 'right of use' assets) has been delayed once more to 2024/25.

## **12. Capital Receipts**

- 12.1 The chart below shows a 5 year summary of net capital receipts. It excludes the 2020/21 and 2021/22 capital receipts from the Dreamland disposal, as these have been used to reduce the Council's capital financing requirement (CFR) rather than finance the future capital programme.



## Net Capital Receipts - GF/HRA (5 Year Summary)



12.2 As can be seen from this chart, there has been a marked reduction in GF capital receipts over the last few years, which has implications for funding the future capital programme.

### 13. Capital Financing

13.1 The 2022/23 accounts are in preparation and figures are not yet available to compare the Council's CFR (showing how much of the Council's capital / long-term assets had yet to be funded) against its Capital Adjustment Account (showing how much had effectively been paid off or funded) and its Revaluation Reserve (showing the aggregate increase in value of these assets since acquisition by the Council).

### 14. Options

14.1 The recommended option (to ensure regulatory compliance as set out in section 1 of this report) is that Council:

- Notes the actual 2022/23 prudential and treasury indicators in this report.
- Approves this Annual Treasury Management Report for 2022/23.

14.2 Alternatively, Council may decide not to do this and provide reason(s) why.

### 15. Disclaimer

15.1 This report is a technical document focussing on public sector investments and borrowings and, as such, readers should not use the information contained within the report to inform personal investment or borrowing decisions. Neither Thanet District Council nor any of its officers or employees makes any representation or warranty, express or implied, as to the accuracy or completeness of the information contained herein (such information being subject to change without notice) and shall not be in any way responsible or

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Reporting to: Colin Carmichael, Interim Chief Executive

### **Annex List**

**Annex 1:** Report Guidance

**Annex 2:** Abbreviations and Definitions

**Annex 3:** The Economy and Interest Rates

### **Corporate Consultation Undertaken**

**Finance:** n/a

**Legal:** Sameera Khan, Interim Head of Legal & Monitoring Officer