

REPORT TO: East Lothian Council

MEETING DATE: 28 February 2023

BY: Executive Director for Council Resources

SUBJECT: Treasury Management Strategy 2023-24 to 2027-28

1 PURPOSE

1.1 To seek the approval of Council of the Treasury Management and Investment Strategies for 2023-24 to 2027-28.

2 RECOMMENDATIONS

2.1 Council is recommended to:

- i. Note that the General Services and HRA Capital investment plans for 2023-24 to 2027-28 are subject to consideration and approval by the previous agenda item considered by Council on 28 February 2023. Should there be any change to the approved figures, there will be a need to update the specific Boundaries and Limits set out below.
- ii. Approve the Treasury Management Strategy referenced within sections 3.6-3.19.
- iii. Approve the Investment Strategy referenced in sections 3.20-3.22.
- iv. Approve the repayment of loans fund advances using the methodology detailed in section 3.7.
- v. Approve the Operational Boundaries for external debt as detailed in section 3.15.
- vi. Approve the Authorised Limits for external debt as detailed in section 3.16.
- vii. Approve the delegation of authority to the Chief Financial Officer in conjunction with the Head of Finance to effect movement between

- external borrowing and other long-term liabilities as detailed in section 3.19.
- viii. Note the detailed Treasury Management Strategy Statement which has been submitted to the Members' Library (Ref. 18/23, February 2023 Bulletin).

3 BACKGROUND

- 3.1 Treasury management is defined as the management of the local authority's borrowing, investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks.
- 3.2 The Treasury Management Code of Practice requires the Council to approve a Treasury Management Strategy and an Investment Strategy in advance of each financial year.
- 3.3 This strategy is also supported by the Financial and Capital Strategies, which were approved by Council on 13 December 2022, and is intended to firmly place decisions around borrowing in the context of the overall longer-term financial position of the authority and to provide improved links between the revenue and capital budgets.
- 3.4 The full Treasury Management and Investment Strategy for the period 2023-24 to 2027-28 has been lodged in the Members' Library. This report outlines the key points from those strategies. The figures used are based on those reflected in the draft General Services and HRA capital budgets amendment being considered by Council at this meeting.
- 3.5 Each year a local authority must calculate the revenue costs that flow from capital financing decisions. This means that capital expenditure must be limited to a level that is affordable and within the projected income of the Council for the foreseeable future, taking into account the elements below:
 - Increases in principal and interest charges caused by increased borrowing to finance additional capital expenditure, and
 - Any additional running costs from new capital projects.

Treasury Management Strategy

3.6 The table below provides details setting out the capital investment plans for 2023-24 to 2027-28, in line with the proposed General Services and HRA capital budgets. As a reminder, the actual capital expenditure incurred in 2021-22 and provisional estimates of total gross capital expenditure plans and how these are to be financed for 2022-23 are also detailed below. Not all of the projected expenditure will be funded by

borrowing, but any shortfall of other funding resources results in a borrowing need.

Table 1

Capital expenditure £'000	2021/22 Actual	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate	2027/28 Estimate	5 Year Total Estimate
General Services	64,689	90,514	98,917	95,641	45,733	44,529	64,182	349,001
HRA	30,841	40,604	33,964	42,812	46,964	28,704	23,211	175,655
Total	95,530	131,118	132,881	138,453	92,697	73,233	87,393	524,656

Financing of capital expenditure £'000	2021/22 Actual	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate	2027/28 Estimate	5 Year Total Estimate
General Ser	vices							
Capital grants	-14,463	-39,571	-17,351	-39,539	-20,286	-34,718	-42,441	-154,335
Capital receipts	-12,117	-10,119	-15,609	-19,867	-16,267	-17,760	-23,038	-92,542
CFCR	-533	0	0	0	0	0	0	0
General Services Total	-27,114	-49,690	-32,960	-59,406	-36,553	-52,478	-65,479	-246,877
HRA								
Capital grants	-9,258	-12,487	-6,696	-5,696	-3,696	-3,696	-196	-19,980
Capital receipts		0	0	0	0	0	0	0
CFCR	-4,264	-2,308	-1,200	-1,500	-2,500	-3,000	-3,500	-11,700
HRA Total	-13,522	-14,795	-7,896	-7,196	-6,196	-6,696	-3,696	-31,680
Net financing need for the year	54,894	66,633	92,025	71,851	49,948	14,059	18,218	245,899

- 3.7 The net financing need for the year is financed by Loans Fund advances. The operation of the loans fund is regulated by statute: (The Local Authority (Capital Finance and Accounting) (Scotland) Regulations 2016 (the 2016 Regulations)) which came into force on 1 April 2016. The Council will apply the following strategy for loans fund advances, and this remains consistent with the Loans Fund Review principles previously approved by Council in June 2019:
 - Any income/receipts applied in year are where possible aligned to shorter life assets or where appropriate to reduce loans fund advances. Any loans fund advances in year is matched to assets with longer economic lives.

General Services

- Capital expenditure funded by loans fund advances from 2001 is reflected within the loans fund on an individual asset basis, rather than an overall pooled approach.
- Capital expenditure funded by loans fund advances incurred between 2001 and 2016 has been aligned to the asset life which was given at the time capital expenditure had been incurred (i.e. in line with depreciation charged through the Council's statutory accounts). These have been aligned to the asset lives provided for the rolling valuation programme as required by the Council's statutory accounting process.
- From 2016, in line with the statutory guidance, all asset lives have been reviewed and aligned to the estimated economic life of the asset.

HRA

- Capital expenditure funded by loans fund advances incurred from 2001 has been reflected within the loans fund and categorised as new council housing, modernisation expenditure on existing properties and open market acquisitions.
- Capital expenditure funded by loans fund advances incurred between 2001 and 2012-13 has been aligned to the asset life which was given at the time capital expenditure has been incurred (i.e. in line with depreciation charged through the Council's statutory accounts).
- From 2013-14, there was a change to the approach required to value Council dwellings through the statutory accounts. As a result, all of the Council dwellings have been depreciated using a pooled approach and given the same life, regardless of each asset's age.
- It is not considered prudent and commensurate with the economic benefit of the asset life to match loans fund advances in such a way. As such, from 2013-14, all of the asset lives have been reviewed, and all HRA loans fund advances are now aligned to the estimated economic life of the asset.
- 3.8 For illustrative purposes, assuming projected expenditure is in line with approved plans and further extended to a 10 year period, the General Services and HRA expected loans fund balances are shown in tables 2 and 3 below.

Table 2 - General Services

General Services £'000	Opening Balance	Advances	Repayments	Closing Balance
Year 1	273,317	55,845	6,560	322,602
Year 2-5	322,602	92,751	21,868	393,484
Year 6-10	393,484	24,104	30,093	387,495
Year 11-15	387,495	0	36,381	351,115
Year 15-20	351,115	0	42,173	308,941
Year 21-30	308,941	0	74,483	234,458
Year 31-40	234,458	0	54,381	180,077
Year 41-50	180,077	0	64,542	115,536
Year 51-60	115,536	0	83,594	31,942
Year 61-70	31,942	0	31,942	0

Table 3 - HRA

HRA £'000	Opening Balance	Advances	Repayments	Closing Balance
Year 1	223,685	33,983	4,972	252,697
Year 2-5	252,697	114,490	25,994	341,193
Year 6-10	341,193	52,761	41,768	352,185
Year 11-15	352,185	0	42,938	309,247
Year 16-20	309,247	0	39,114	270,133
Year 21-30	270,133	0	63,656	206,477
Year 31-40	206,477	0	60,237	146,240
Year 41-50	146,240	0	61,070	85,169
Year 51-60	85,169	0	64,841	20,328
Year 61-70	20,328	0	20,328	0

3.9 The Capital Financing Requirement (CFR) measures the Council's underlying need to borrow for a capital purpose. The Council does not associate borrowing with particular items or types of expenditure. The authority has an integrated Treasury Management Strategy and has adopted the CIPFA Code of Treasury Management. The Council has at any point in time a number of cash flows both positive and negative. In day-to-day cash management, no distinction is made between revenue

- cash and capital cash. External borrowing arises as a consequence of all the financial transactions of the Council and not simply those arising from capital spending. Other than to manage short-term cash flows, the Council is not allowed to borrow for revenue purposes.
- 3.10 Table 4 below sets out the Capital Financing Requirement (CFR) and the movement in CFR for the Council across the 5 year strategy period from 2023-24 to 2027-28. The table also includes a reminder of the actual CFR in 2021-22 and current projections for 2022-23.

Table 4 - CFR

£'000	2021/22 Actual	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate	2027/28 Estimate
Capital Financing Req	uirement (i	ncluding P	PP & Financ	ce Leases)			
CFR - General Services	291,703	330,724	403,333	430,854	431,023	414,755	405,667
CFR – HRA	219,522	240,509	265,974	295,781	330,196	345,187	357,242
Total CFR	511,225	571,223	669,307	726,635	761,220	759,941	762,909
Movement in CFR	43,702	60,009	82,679	57,328	34,584	-1,278	2,968
Movement in CFR repr	resented by	/					
Net financing need for the year	54,381	66,663	92,025	71,851	49,947	14,059	18,217
GS -Less loan fund repayments and other financing movements	-6,273	-1,802	-3,947	-8,714	-9,010	-8,319	-7,789
HRA - Less loan fund repayments and other financing movements	-4,406	-4,822	-5,399	-5,809	-6,353	-7,017	-7,460
Movement in CFR	43,702	60,009	82,679	57,328	34,584	-1,278	2,968

- 3.11 Capital investment decisions should be made in accordance with the following fundamental principles of the Prudential Code:
 - Service objectives e.g. achieving the Council Plan objectives
 - Stewardship of assets e.g. asset management planning
 - Affordability e.g. implications for Council Tax and Rent levels
 - Value for money e.g. option appraisal
 - Prudence and sustainability e.g. implications for external borrowing
 - Practicality e.g. is the investment proposal practical given other competing pressures on the service involved

- 3.12 Prudential indicators are also required to assess the affordability of the capital investment plans. These provide an indication of the impact of the capital investment plans on the councils overall finances. Some of these are set out in more detail below.
 - One of the main prudential indicators is the ratio of financing costs to net revenue streams which identifies the trend in the cost of capital against income. Actual 2021-22 figures, and estimates of the ratio of financing costs to net revenue stream for the current and future years are set out in the table 5 below.

Table 5 – Ratio of financing costs to net revenue streams

£'000	2021/22 Actual	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate	2027/28 Estimate
GS Revenue Stream	279,553	276,375	297,453	305,389	311,231	319,080	325,520
GS Financing Costs	15,250	8,111	13,000	19,258	19,941	19,008	18,190
General Services	5.62%	2.93%	4.37%	6.31%	6.41%	5.96%	5.59%
HRA Revenue Stream	36,194	276,375	297,453	305,389	311,231	319,080	325,520
HRA Financing Costs	10,494	11,582	13,585	14,747	16,466	18,006	18,789
HRA	28.99%	33.37%	36.24%	36.76%	38.31%	39.18%	38.79%

• The reduction in the General Services 2022-23 ratio reflects an assumption showing the impact of use of fiscal flexibilities in relation to loans fund principal repayments, which will form part of the outturn report to Council in June 2023. If the flexibility is not applied both the financing costs and the ratio will increase. The ratio also reflects the size of the capital investment budgets to support the infrastructure requirements associated with current and future growth plans.

The phased payback of the 2022-23 fiscal flexibility is also included from 2023-24.

- The HRA ratio reflects the large planned investment in new council housing programme, which is mainly financed through borrowing. This borrowing has to be repaid with interest and this leads to increased financing costs.
- The incremental impact of capital investment decisions on council tax and housing rent levels are set out in Tables 6 and 7 below.

Table 6 - Impact on Council Tax

	2021/22 Actual	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate	2027/28 Estimate
General Services Debt £'000	257,927	309,114	372,651	401,755	403,784	389,611	382,427
Band D Equivalents	51,577	58,548	61,235	62,739	63,997	64,904	65,927
Debt per Band D Equivalent £	£5,001	£5,280	£6,086	£6,404	£6,309	£6,003	£5,801

Table 7 - Impact on Rent

	2021/22 Actual	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate	2027/28 Estimate
HRA debt £'000	219,522	245,305	265,974	295,781	330,196	345,187	357,242
Number of HRA dwellings	9,010	9,204	9,283	9,444	9,608	9,681	9,701
Debt per dwelling £	£24,364	£26,652	£28,652	£31,319	£34,367	£35,656	£36,825

3.13 The Council's treasury portfolio position at 31 March 2022 and forward projections are shown in Table 8 below. The table shows the actual external debt (the treasury management operations) against the underlying capital borrowing need (the Capital Financing Requirement – CFR) highlighting any over or under borrowing.

Table 8 - Treasury Portfolio

£'000	2021/22 Actual	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate	2027/28 Estimate
External De	bt				•		
Debt at 1 April	365,549	477,448	493,592	573,341	616,035	663,912	666,391
Expected change in Debt	59,212	16,143	79,749	42,694	47,877	2,480	3,098
Other long- term liabilities (OLTL)	35,356	33,779	32,214	30,687	29,104	27,245	25,148
Expected change in OLTL	-1,577	-1,565	-1,527	-1,583	-1,860	-2,096	-1,902
Actual gross debt at 31 March	458,540	525,806	604,028	645,139	691,156	691,539	692,735
The Capital Financing Requirement	511,228	586,632	669,311	726,639	761,224	759,945	762,913
Under / (over) borrowing	52,688	60,827	65,283	81,500	70,067	68,406	70,178

3.14 The key treasury management indicator of prudence is that external borrowing should not exceed the CFR for the preceding year (2021-22) plus additional CFR in the current (2022-23) and two following years (2023-24 and 2024-25).

	2022/23 Estimate Gross Debt	2021/22 Actual CFR	2022/23 Estimate CFR Increase	2023/24 Estimate CFR Increase	2024/25 Estimate CFR Increase	CFR Total
£m	525	511	75	83	57	726

This year is projected to be within this indicator - External Debt £525m and CFR £726m. At the close of the 2021-22 financial year, the Council was well within this indicator, as the CFR for the actual year was £511 million and external borrowing was £458 million.

Boundaries for Debt

3.15 In line with the requirements, the Council is asked to approve limits beyond which external debt is not normally expected to exceed in the proceeding 5 years of the strategy. The operational boundaries for gross external debt are set out in Table 9 below.

Table 9 – Operational Boundary

Operational boundary £'000	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate	2027/28 Estimate
Debt	554,418	638,624	697,535	733,979	734,797	739,667
Other long						
term	32,209	30,682	29,099	27,240	25,143	23,241
liabilities						
Total	586,627	669,306	726,634	761,219	759,940	762,908

3.16 Furthermore, the Council must set maximum levels of borrowing by way setting Authorised Limits for its gross external debt for the strategy period. Table 10 below sets out the maximum authorised limits for the next five years. These limits separately identify borrowing from other long-term liabilities such as finance leases.

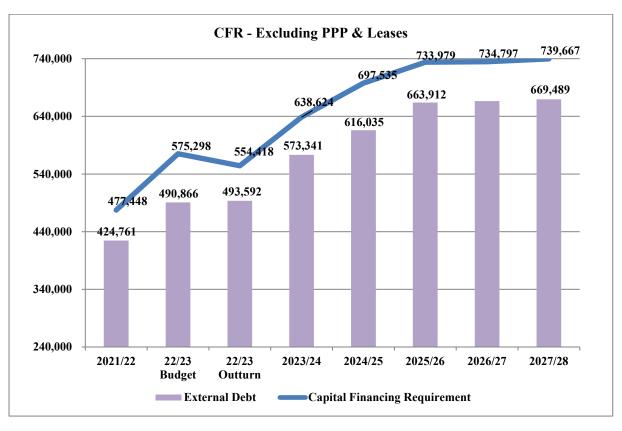
Table 10 - Authorised Limits

Authorised limit £'000	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate	2027/28 Estimate
Debt	609,000	680,000	765,000	777,000	795,000	809,000
Other long term liabilities	33,000	31,000	30,000	28,000	26,000	24,000
Total	642,000	711,000	795,000	805,000	821,000	833,000

- 3.17 These authorised limits are consistent with the Council's current commitments, and approved budget for capital expenditure and financing. The limits are based on the estimate of the most likely, prudent but not worst-case scenario which includes sufficient headroom over and above this to allow for the operational management of unusual cash flows, such as debt restructuring, or timing issues with expected capital income. Any revision required to the authorised limit must be approved by Council. External debt is prohibited beyond the authorised limit.
- 3.18 A summary of the CFR excluding PPP and leases against the planned external debt is set out in Table 11 and the graph shown below.

Table 11

£'000	2021/22	2022/23 Budget	2022/23 Midyear	2022/23 Outturn	2023/24	2024/25	2025/26	2026/27	2027/28
Authorised Limit	550,000	556,000	556,000	609,000	680,000	765,000	777,000	795,000	809,000
Operational Boundary	491,056	507,635	507,635	554,418	638,624	697,535	733,979	734,797	739,667
Capital Financing Requirement	432,169	507,635	505,805	586,632	669,311	726,639	761,224	759,945	762,913
External Debt	365,549	469,365	453,075	525,806	604,028	645,139	691,156	691,539	692,735



3.19 In line with existing financial regulations, the Council has delegated authority to the Chief Financial Officer in conjunction with the Head of Finance to effect movement between borrowing and long-term liabilities

within the total authorised limits and operational boundaries approved. Any such movement would be reported to Council / Cabinet via the Members Library and as part of Treasury Management update reports.

Investment Strategy

- 3.20 The Council's Investment strategy is developed in line with Local Government Investments (Scotland) Regulations 2010, (and accompanying Finance Circular 5/2010) and the CIPFA Treasury Management in Public Services Code of Practice and Cross Sectoral Guidance Notes, 2021 edition, ("the CIPFA TM Code").
- 3.21 The Investment strategy details the approach which the Council will take to minimise the risk to investments and lists the investments which the Council will be permitted to use. The regulations and guidance place a high priority on the management of risk. The Council's investment priorities will be **security first**, **liquidity second and then return**.
- 3.22 Common Good and Charitable Trust funds are managed on behalf of the Council by an external investment management firm. The strategy details the Council's policy on the investment of these funds. The indicator below sets a limit on the total level of investments held for longer than 365 days.

Upper limit for principal sums invested for longer than 365 days						
£m	2023/24	2024/25	2025/26			
Principal sums invested for						
longer than 365 days	£10m	£10m	£10m			

4 POLICY IMPLICATIONS

4.1 There are no direct policy implications associated with this report although clearly, the report provides a strategic context and direction within which all future financial plans should be considered. On-going monitoring and reporting of the Council's financial performance is a key part of the approved Treasury Management Strategy.

5 INTEGRATED IMPACT ASSESSMENT

5.1 The subject of this report has been considered and given there is no direct change in policy direction, there is no immediate requirement to undertake any further impact assessment.

6 RESOURCE IMPLICATIONS

- 6.1 Financial these strategies are consistent with the draft General Services and HRA capital budgets being considered by Council on 28 February 2023.
- 6.2 Personnel none
- 6.3 Other none

7 BACKGROUND PAPERS

- 7.1 CIPFA (2021) "Treasury Management in the Public Services, Cross Sectoral Guidance notes"
- 7.2 CIPFA (2021) "The Prudential Code for capital finance in local authorities"
- 7.3 The Local Government Investments (Scotland) Regulations 2010
- 7.4 The Local Authority (Capital Financing and Accounting) (Scotland) Regulations 2016
- 7.5 Financial Strategy and Capital Strategy 2023-24 to 2027-28 Council 13 December 2022
- 7.6 Capital Investment and Treasury Management Strategy 2023-24 to 2027-28 (available in the Members' Library, Ref: 18/23, February 2023 Bulletin: Agendas, reports and minutes | East Lothian Council)
- 7.7 Council 28 February 2023 Administration budget papers

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