



Police Fire and Crime Panel

15 February 2021

TREASURY MANAGEMENT STRATEGY 2021/22

Report of the Staffordshire Commissioner

1. Background

- 1.1 In addition to the existing role overseeing Staffordshire Police, the Staffordshire Commissioner became responsible for the governance of the Staffordshire Fire and Rescue Service from August 2018. However, both remain separate organisations, with separate budgets and governance processes.
- 1.2 This report will detail the treasury management strategy for the Staffordshire Commissioner Fire and Rescue Authority only; a separate report has been completed and supported by the Panel for the Staffordshire Police and Crime Commissioner. Therefore, reference is made only to **Staffordshire Commissioner Fire and Rescue Authority ('the Authority')** as part of this report.

2. Introduction

- 2.1 This report outlines the Authority's Treasury Management Strategy for the 2021/22 financial year.
- 2.2 Treasury management comprises the management of the Authority's cash flows, borrowings and investments, and their associated risks. The Authority is exposed to financial risks, including the effects on revenue from changing interest rates on borrowings and investments, and the risks of a potential loss of invested funds. Therefore, it is essential that the Authority successfully identifies, monitors and controls financial risk as part of prudent financial management.
- 2.3 The Authority conducts its treasury risk management within the framework of the Chartered Institute of Public Finance and Accountancy's (CIPFA) *Treasury Management in the Public Services Code of Practice 2017 Edition* (the CIPFA Code). The CIPFA Code requires that the Authority approves a treasury management strategy before the start of each financial year. In addition, this report fulfils the legal obligation to have regard to the CIPFA Code under the Local Government Act 2003.
- 2.4 The Annual Investment Strategy (AIS) for 2021/22 meets the requirements of the statutory guidance issued by the Ministry of Housing, Communities and Local Government's (MHCLG) in its *Guidance on Local Government Investments 2018 Edition*.

- 2.5 This strategy has been prepared in conjunction with the Treasury and Pensions team at Staffordshire County Council (SCC), and after consultation with the Director of Finance.

3. **Recommendations**

- 3.1 That the Police Fire and Crime Panel note the proposed borrowing strategy for the 2021/22 financial year. The main features are:
- a) a borrowing strategy to operate within the prudential limits set out in **Appendix 2**;
 - b) a borrowing strategy, to use cash as far as is practical with the option to borrow up to £3m long-term where the Director of Finance considers this appropriate in 2021/22;
 - c) a strategy on borrowing in advance of need that will not be used in 2021/22; and
 - d) a loan restructuring strategy that is potentially unlimited where this rebalances risk.
- 3.2 The Police Fire and Crime Panel to note in accordance with the MHCLG's Guidance on Local Authority Investments, the adoption of the Annual Investment Strategy (AIS) 2021/22 as detailed in **Section 7** of this report and summarised in **Appendix 4**. Also, to note the policies on:
- reviewing the strategy;
 - use of external advisors; and
 - training.

4. **External Context**

Economic background

- 4.1 The impact on the UK from coronavirus, together with the exit from the European Union and future trading arrangements with the bloc, will remain a major influence on the County Council's treasury management strategy for 2021/22.
- 4.2 The Bank of England (BoE) maintained Bank Rate at 0.10% in November 2020 and also extended its Quantitative Easing programme by £150 billion to £895 billion. The Monetary Policy Committee voted unanimously for both, but no mention was made of the potential future use of negative interest rates.
- 4.3 UK Consumer Price Inflation (CPI) for November 2020 registered 0.3% year on year, down from 0.7% in the previous month. Core inflation, which excludes the more volatile components, fell to 1.1% from 1.5%. The most recent labour market data for the three months to October 2020 showed the unemployment rate rose to 4.9% while the employment rate fell to 75.2%. Both measures are expected to deteriorate further due to the ongoing impact of coronavirus on the jobs market, particularly when the various government job retention schemes start to be unwound in 2021, with the BoE forecasting unemployment will peak at 7.75% in Q2 2021. In October, the headline 3-month average annual growth rate for wages were 2.7% for total pay and 2.8% for regular pay. In real terms, after adjusting for inflation, total pay growth was up by 1.9% while regular pay was up 2.1%.
- 4.4 GDP growth rebounded by 16.0% in Q3 2020 having fallen by -18.8% in the second quarter, with the annual rate rising to -8.6% from -20.8%. All sectors rose

quarter-on-quarter, with dramatic gains in construction (41.2%), followed by services and production (both 14.7%). Monthly GDP estimates have shown the economic recovery slowing and remains well below its pre-pandemic peak. Looking ahead, the BoE's November MPR forecasts economic growth will rise in 2021 with GDP reaching 11% in Q4 2021, 3.1% in Q4 2022 and 1.6% in Q4 2023.

- 4.5 GDP growth in the euro zone rebounded by 12.7% in Q3 2020 after contracting by -3.7% and -11.8% in the first and second quarters, respectively. Headline inflation, however, remains extremely weak, registering -0.3% year-on-year in October, the third successive month of deflation. Core inflation registered 0.2% y/y, well below the European Central Bank's (ECB) target of 'below, but close to 2%'. The ECB is expected to continue holding its main interest rate of 0.0% and deposit facility rate of -0.5% for some time.
- 4.6 The US economy contracted at an annualised rate of 31.7% in Q2 2020 and then rebounded by 33.1% in Q3. The Federal Reserve maintained the Fed Funds rate at between 0.0% and 0.25% and announced a change to its inflation targeting regime to a more flexible form of average targeting. The Fed also provided strong indications that interest rates are unlikely to change from current levels over the next three years.

Credit outlook

- 4.7 After spiking in late March as coronavirus became a global pandemic, credit default swap (CDS) prices for the larger UK banks have steadily fallen back to almost pre-pandemic levels. Although uncertainly around coronavirus related loan defaults led to banks provisioning billions for potential losses in the first half of 2020, drastically reducing profits; reported impairments for Q3 were much reduced in some institutions. However, general bank profitability in 2020 is likely to be significantly lower than in previous years.
- 4.8 The credit ratings for many UK institutions were downgraded on the back of downgrades to the UK sovereign rating. Credit conditions more generally though in banks and building societies have tended to be relatively benign, despite the impact of the pandemic.
- 4.9 Looking forward, the potential for bank losses could be greater than expected when government and central bank support starts to be removed remains a risk, suggesting a cautious approach to bank deposits in 2021/22 remains advisable.

Interest rate forecast

- 4.10 The County Council's current Treasury Adviser, Arlingclose is forecasting that BoE Bank Rate will remain at 0.1% until at least the end of 2023. The risks to this forecast are judged to be to the downside as the BoE and UK government continue to react to the coronavirus pandemic and the Brexit transition period ends. The BoE extended its asset purchase programme to £895 billion in November while keeping Bank Rate on hold. However, further interest rate cuts to zero, or possibly negative, cannot yet be ruled out but this is not part of the County Council forecast.
- 4.11 Gilt yields are expected to remain very low in the medium-term while short-term yields are likely to remain below or at zero until such time as the BoE expressly rules out the chance of negative interest rates or growth/inflation prospects improve. The central case is for 10-year and 20-year Gilts to rise to around 0.5%

and 0.75% respectively over the time horizon. The risks around the Gilt yield forecasts are judged to be broadly balanced between upside and downside risks, but there will almost certainly be short-term volatility due to economic and political uncertainty and events.

- 4.12 Due to the risks associated with the current financial environment and coronavirus, the treasury strategy retains the low risk approach adopted in recent years, based on prioritising security, liquidity and then yield.

5. Local Context

- 5.1 On 31 December 2020, the Authority held £17.050m of external borrowing and had £14.9m temporarily invested. The Authority's future requirements for borrowing and investments can be considered by reviewing its balance sheet forecasts.

Balance sheet

- 5.2 In terms of borrowing, the Authority discloses its Capital Financing Requirement (CFR) as part of its Statement of Accounts. This represents the underlying need to borrow for capital purposes i.e. the amounts that have been financed through external and internal borrowing rather than being permanently financed.
- 5.3 If the Authority increases debt to fund additional capital expenditure, this will increase its Loans CFR; conversely repaying debt through the Minimum Revenue Provision (MRP) will reduce its Loans CFR. The table below shows forecasts for the Authority's Loans CFR and how this will be financed through external and internal borrowing:

| | 31.03.20 Actual £m | 31.03.21 Estimate £m | 31.03.22 Forecast £m | 31.03.23 Forecast £m | 31.03.24 Forecast £m |
|---------------------------------------|--------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| Loans CFR | 23.3 | 24.8 | 27.3 | 27.7 | 28.9 |
| Less: External borrowing | (17.6) | (17.1) | (17.1) | (16.8) | (16.7) |
| Less: Capital financing from reserves | 0.0 | (1.7) | (1.9) | (0.6) | 0.0 |
| Internal / (over) borrowing | 5.8 | 6.0 | 8.3 | 10.3 | 12.2 |

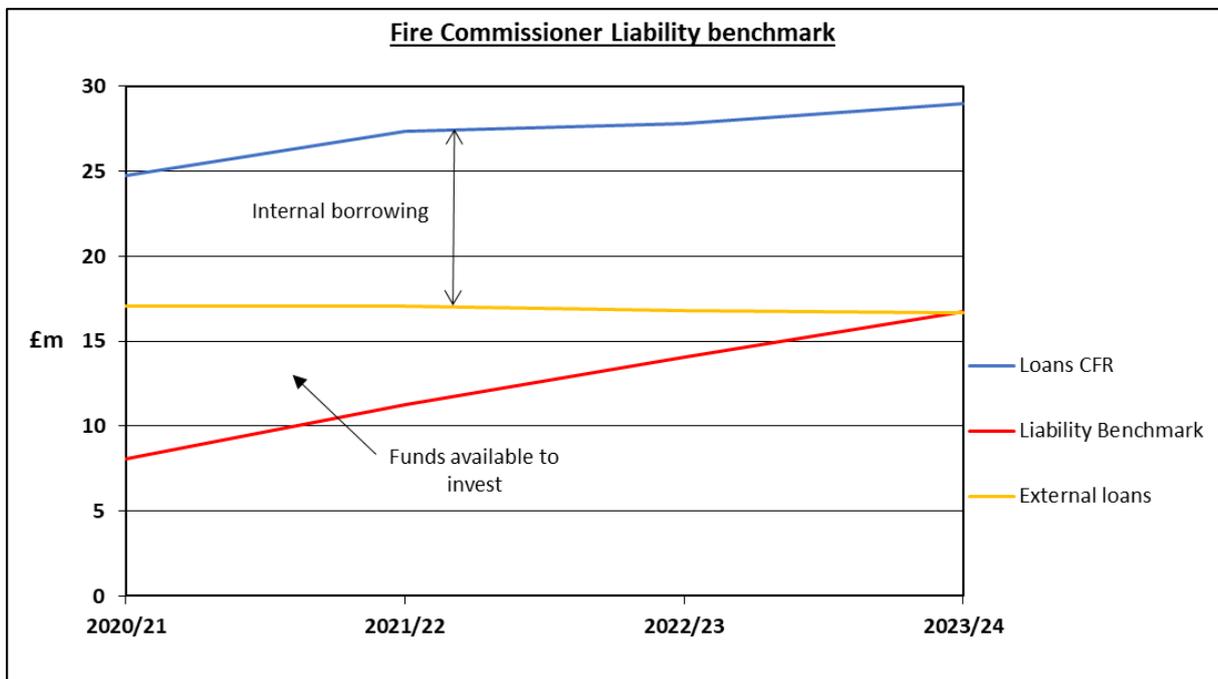
- 5.4 The table shows that the Authority's Loans CFR is forecast to increase steadily over the period, because of its replacement of vehicles capital programme. The Authority's internal borrowing requirements move in line with the Loans CFR projections; there is a greater increase from 2020/21 as it predicts it will no longer use reserves for capital financing in the latter period.
- 5.5 CIPFA's Prudential Code for Capital Finance in Local Authorities recommends that the Authority's total external borrowing should be lower than its highest forecast CFR over the next three years; the previous table shows the Authority will comply with this recommendation in this period.
- 5.6 For investments, the Authority's total resources available are measured by its usable reserves and working capital less any amounts that have been internally borrowed. This is shown in the following table:

| | 31.03.20 Actual £m | 31.03.21 Estimate £m | 31.03.22 Forecast £m | 31.03.23 Forecast £m | 31.03.24 Forecast £m |
|---|--------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| Usable reserves | 15.6 | 15.0 | 14.2 | 13.2 | 13.2 |
| Working capital surplus | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| (Less Internal) / Add Over Borrowing | (5.8) | (6.0) | (8.3) | (10.3) | (12.2) |
| Investments/ (New borrowing) | 9.8 | 9.0 | 5.9 | 2.9 | 1.0 |

5.7 The table above shows a continuation of the Authority’s recent strategy in using internal borrowing to reduce the need for external borrowing and as a result, reduce temporary investment levels. Forecasts indicate that this strategy can continue as long as reserves remain at current levels as projected.

Liability benchmark

5.8 The CIPFA Prudential Code encourages local authorities to develop their own liability benchmark to manage treasury management risk. The liability benchmark represents the minimum amount of loans required to maintain cash balances at nil i.e. when all usable reserves and working capital surpluses are used to offset the amount of loans borrowed.



5.9 The chart shows that the Authority’s Loans CFR (blue line) has been financed through a combination of external borrowing (yellow line) and internal borrowing (the difference between the yellow line and the blue line).

5.10 The chart indicates that Authority will have reducing funds available to invest up until 2023/24. This is because the Authority’s Loans CFR, and hence its liability benchmark, has been steadily increasing whilst its level of external loans has been steadily decreasing with loans being repaid upon maturity. The chart also shows that the Authority should not need to borrow externally during the period covered by this report.

6. Borrowing Strategy 2021/22

- 6.1 The Authority is likely to hold £17.1m in external loans in 2021/22, as part of its strategy for funding previous years capital programmes. The Authority will need to ensure total amounts borrowed do not exceed the authorised limit of £32.4million (when excluding other liabilities such as PFI), as disclosed in **Appendix 2**.

Objectives

- 6.2 The primary objective for the Authority when considering borrowing money is to strike an appropriate balance between securing low interest costs and achieving certainty of those costs over the period for which funds are required. Although relatively low interest costs may be secured for the short term, it is more difficult to predict interest costs over the long term. The risks associated with the borrowing Strategy are laid out in **Appendix 3**.

Strategy

- 6.3 Given the significant cuts to public services and to local government funding in recent years, the Authority continues to address the key issue of affordability without compromising the long-term stability of its debt portfolio. As short-term interest rates have been lower than long term rates, it is more cost effective to use internal resources in lieu of borrowing in the short term.
- 6.4 The balance sheet analysis at **paragraph 5.3** and the liability benchmark analysis at **paragraph 5.8** both indicate the Authority should have sufficient internal resources for use in lieu of borrowing during the period covered by the report. Despite this fact the Authority requires a borrowing strategy to mitigate against changing circumstances or when external borrowing to replace internal debt becomes cheaper.
- 6.5 It is important to understand that not all of the borrowing requirement needs to be closed with loans; an important aspect of using some cash in the current financial climate is its risk reduction effects:
- Using cash reduces security risk as investment balances are lower. Regulations in the form of bail-in mean that there is some risk in holding too much money in financial institutions.
 - There is less exposure to variable interest rate changes; this exposure arises when a fixed term loan is taken out with corresponding variable rate investments. This is avoided when cash is used.
 - The low interest rate environment allows a portion of the capital programme to be funded at low cost through the use of cash and this opportunity should continue to be maximised.
- 6.6 The Authority will monitor the benefits of internal borrowing on a regular basis as this strategy must be balanced against the possibility that long-term borrowing costs may increase in future years, leading to additional costs incurred in deferring borrowing. The Authority will need to determine whether it borrows additional sums at long term fixed rates in 2021/22 with a view to keeping future interest costs low. To this end, the Authority will consult with the Treasury team at Staffordshire County Council.
- 6.7 The strategy proposed is one that still aims to balance the liquidity needs of day to day cash management with the low risk approach that is offered by using cash.

As cash balances may not be sufficient in the future, the Authority will need to consider what loans should be raised to provide the liquidity necessary to allow it to continue to pay its bills.

Sources of borrowing

- 6.8 The approved sources of long term and short-term borrowing are:
- Public Works Loans Board (PWLB)
 - UK Municipal Bonds Agency Plc and any other special purpose companies created to enable local authority bond issues
 - Other UK public sector bodies
 - UK public pension funds
 - Approved banks or building societies authorised to operate in the UK
 - Any institutions approved for investments.

Short-term loans

- 6.9 Short-term loans raised from money markets are typically under 6 months duration. These are low cost and the Authority can respond flexibly to liquidity pressures by raising these when needed. The disadvantage of short-term loans is one of availability and it can be difficult to raise quickly from banks and building societies.
- 6.10 The local authority lending market has progressed considerably in recent years and funds are generally available in the short to medium term. However, future availability cannot be predicted as loans raised depend upon other local authorities still having cash balances and being prepared to lend it to the Authority.

Long-term loans

- 6.11 Long-term loans are those for a duration of more than 12 months. The Authority has previously raised the majority of its long-term borrowing from the PWLB, a statutory body that issues loans to local authorities. Government consent is not required hence the PWLB continues to be seen as the 'lender of first resort' because of the flexibility and ease of access. However, local authorities are required by law to have regard to the Prudential Code and only borrow within relevant legislation and its borrowing powers.
- 6.12 The exact type of loan to be raised by the Authority and its duration would have to be considered at the time; but with current interest rates and the maturity profile of the existing loan portfolio, loans towards the shorter end of the yield curve offer better value for money.
- 6.13 The optimum timing for borrowing cannot be foreseen and decisions often need to be taken at short notice. Because of this, it is proposed to delegate the decision to borrow long-term loans to the Director of Finance at the Authority and reported retrospectively to the Strategic Governance Board (Fire). In addition, the outturn and half-year reports will update the position later in the year.
- 6.14 The overall strategy of maximising the use of cash in lieu of borrowing is still considered a relatively low risk strategy, although it is impossible to eliminate all treasury risk. The consequences of using cash are the possibility of increased

costs in the future if interest rates rise; this must be balanced with the extra cost now if loans are raised (the cost of carry).

Loan restructuring

- 6.15 Movements in interest rates over time may provide opportunities to restructure the loan portfolio in one of two ways:
- Replace existing loans with new loans at a lower rate (known as loan rescheduling).
 - Repay loans early without replacing the loans. However, this would increase the use of cash which may not be possible if reserve levels are not adequate.
- 6.16 Currently loan restructuring would be very expensive and unattractive for the Authority. This is because gilt yields are comparatively low. This would lead to large penalties to compensate the PWLB or its successor body if loans were repaid early.
- 6.17 The loans position includes a £1m LOBO (Lender Option Borrower Option) loan held with Dexia Bank where the maturity date is uncertain. The bank has an option to amend (i.e. increase) the loan interest rate on pre-determined dates in 2021/22; if this option is exercised then the Authority as a matter of policy will repay the loan.
- 6.18 In recent years, some banks owning LOBO loans, such as Commerzbank, have been actively removing these non-core assets from their balance sheet, and were willing to significantly reduce the repayment penalty. Dexia Bank are not currently offering such favourable repayment terms for their LOBO loans, although it is possible they may do so in future years.
- 6.19 Aside from a potential restructure, it is judged unlikely in the current interest rate environment that LOBO loans options will be exercised. A repayment of the LOBO loan would further increase the “gap” funded from cash; alternatively, the Authority could take up an alternative loan, say with the Public Works Loan Board (PWLB), or its successor body. A decision would be taken at the time.
- 6.20 Market conditions and regulations can change, and the outcome cannot be foreseen. It is therefore proposed to allow unlimited loan restructuring with the decision being delegated to the Director of Finance at the Authority and reported retrospectively to the Strategic Governance Board (Fire).

Policy on Borrowing in Advance of Need

- 6.21 As the borrowing strategy proposed for 2021/22 involves maximising the use of cash until borrowing is required, the policy is not to borrow in advance this year. This will be revisited annually as part of the overall borrowing strategy.

7. Annual Investment Strategy (AIS) 2021/22

- 7.1 It is the Authority’s borrowing strategy that determines its investment strategy. The current economic environment of relatively low interest rates also favours the use of cash instead of borrowing, hence balances available for temporary investments are likely to be less.

- 7.2 Nevertheless, the Authority may have significant level of funds to invest at different points of the year; this usually represents income received in advance of expenditure plus balances and reserves held. In the first 3 quarters of 2020/21, the Authority's investment balance averaged at around £16.6 million.

MiFID II

- 7.3 Following the introduction of the second Markets in Financial Instruments Directive (MiFID II) regulations from January 2018, local authorities will automatically be treated as retail clients by financial services firms, unless they meet the criteria and 'opt up' to be professional clients. As a retail client, the Authority would receive enhanced protections, but this would also mean it may face increased costs and restricted access to certain products including money market funds, pooled funds, treasury bills and treasury advice.
- 7.4 The Authority meets the criteria set out under MiFID II and will continue to be treated as a professional client by regulated financial services firms in 2021/22.

Objectives

- 7.5 The CIPFA Code requires the local authorities to invest their funds prudently, and to have regard to the security and liquidity of its investments before seeking the highest rate of return or yield.
- 7.6 The Authority's objective when investing its cash is to strike an appropriate balance between risk and return, thereby minimising the risk of incurring losses from defaults and the risk of receiving unsuitably low investment income.

Strategy

- 7.7 The main characteristics which should determine an investment strategy are:
- the credit risk of the counterparties invested with;
 - the length of the investment; and
 - the type of financial instrument that is used.
- 7.8 The Authority has taken a low risk approach to investment and the AIS for 2021/22 will continue to do so. Short term unsecured bank investments have generally provided very low returns with additional risk from bail-in regulations. The Authority will continue to concentrate its short-term investments in more secure MMFs and government investments.
- 7.9 MHCLG Guidance on Local Government Investments specifies the types of financial instruments that local authorities can invest in and the Authority has divided its approved treasury investments into Standard Investments and Non-Standard Investments.

Standard investments

- 7.10 The Authority considers Standard Investments to be those made with approved counterparties that do not require further approval from the Director of Finance at the Authority. These investments tend to be for a period of less than a year and are those most frequently used by the Authority. Standard Investments can be invested with:
- UK Government – central government or local authority, parish council or community council

- short term MMFs
- bank and building society investments

i) Government

- 7.11 The Authority invests with central government by using its Debt Management Account Deposit Facility (DMADF) account. Funds held in the DMADF account are backed by the UK Government so they are very secure; however returns tend to be lower than those received elsewhere.
- 7.12 The Authority invests in term deposits with local authorities which can provide a higher return depending on the availability of, or the need for cash in the local authority lending market. Like central government investments, local government investments are not subject to bail in risk.
- 7.13 Although investments in the local authority lending market have a low risk of insolvency, they are not completely without risk. The financial risks of a few local authorities have been documented in the press; the Authority will continue to monitor such developments and seek information from the County Council's Treasury team where necessary.

ii) Money Market Funds (MMFs)

- 7.14 Money Market Funds have high credit quality and are pooled investment vehicles consisting of money market deposits and similar instruments. Short-term MMFs that offer same day liquidity can be used as an alternative to instant access bank accounts. The Authority has used same day notice MMFs for some time as they have tended to provide greater security and a higher yield than bank accounts.
- 7.15 EU regulation introduced in January 2019 have meant most same day notice MMFs have converted from a Constant Net Asset Value (CNAV) to a Low Volatility Net Asset Value (LVNAV) structure. The assets of LVNAV MMFs are marked to market, meaning the dealing NAV (unit price) may fluctuate in extreme circumstances. However, LVNAV MMFs are allowed to maintain a constant dealing NAV provided they meet strict criteria and minimum liquidity requirements. Public debt CNAV MMFs are still available where 99.5% of assets are invested in government debt instruments.
- 7.16 The Authority will continue to use same day notice MMFs that meet the criteria listed below. These are considered to have sufficient high credit quality to be included on the Authority's Approved Lending List:
- Diversified – MMFs invest across many different investments meaning they achieve more diversification than the Authority could achieve on its own account.
 - Short liquidity – cash can be accessed daily.
 - Ring-fenced assets – the investments are owned by investors and not the fund management company.
 - Custodian – the investments are managed by an independent bank known as a custodian, who operates at arms-length from the fund management company.
- 7.17 Like all treasury instruments, MMFs do carry an element of risk:

- The failure of one or more of an MMF's investments could lead to a run on MMFs, especially during a financial crisis; however, the new MMF regulations do limit this risk to some extent.
- If the UK enters a recession, there is a possibility that the Bank Rate could be set at or below zero. This could mean interest earned from MMFs could become negative after the deduction of their fee. In this instance, the Authority could move funds to an alternative category of investment.

iii) Bank and building society accounts

7.18 The Authority can make investments with approved banks and building societies by using call accounts or term deposits. Investments held with banks and building societies run the risk of credit loss via a bail in, if the regulator determines that the bank is failing or likely to fail.

iv) Operational bank account

7.19 The Authority's banking provider is Lloyds Bank. Cash is retained with Lloyds Bank each night earning interest at a market rate; the amount retained will be set in line with the diversification policy set out at **paragraph 7.26**.

7.20 In respect of the Bank ring-fencing legislation Lloyds Bank has a relatively small investment banking operation meaning that 97% of the bank's assets remain within the 'retail bank' ring-fence. The Authority's business with Lloyds Bank will take place within the 'retail bank' ring-fence (Lloyds Bank Plc) and not form part of their investment banking operations (Lloyds Bank Corporate Markets).

7.21 Lloyds Bank Plc has seen a credit ratings upgrade since ring-fencing legislation was introduced; should the Lloyds credit rating fall, then small balances may be retained with the bank for operational efficiency. The Authority will continue to seek support from the County Council's Treasury team on bank credit risk and any changes will be determined by the Director of Finance at the Authority.

7.22 The Authority's commercial banking contract with Lloyds Bank was originally agreed alongside the County Council and expired in March 2020. The Authority intended to utilise the ESPO 'Framework Agreement for Banking Services' to procure a new banking contract. As an 'Exception to Procurement Regulations', the Authority, alongside the County Council, agreed to extend the current banking contract with Lloyds Bank for two years as the current ESPO framework had expired thus giving time for a new agreement to be negotiated. However, a new Framework Agreement has not been put into place so a full tender exercise will be carried out during 2021/22.

Standard Investment diversification

7.23 Risks to investments, such as those discussed for MMFs in **paragraph 7.17**, point towards the fundamental need for diversification across counterparties and investment categories, where possible. Diversification can help to protect the security of investments by limiting the Authority's loss in the event of a counterparty default. Diversification will not protect the Authority from a systemic failure of the banking sector even if the risk of this has diminished following the bail-in banking regulations.

7.24 Diversification can be achieved by setting a maximum amount to be invested with each counterparty, to limit risk and to ensure a spread of investments.

- No limits are proposed for government investments as these may be utilised for all the Authority's investments in certain circumstances.
- For MMF's a standard limit of £1.5m per MMF is in place to meet liquidity requirements.

- 7.25 To allow short-term flexibility for investments, the Director of Finance at the Authority has agreed to increase the standard limits for MMFs to temporary limits of £2.5m. The Authority will continue to use the higher temporary limits in 2021/22 until the level of cash balances fall to allow them to revert to the standard limits.
- 7.26 For Lloyds Bank a limit is set of the lower of 10% of total balances or £1.0m (subject to a minimum upper level of £500k); this amount will minimise processing costs and provide additional liquidity for the Authority. The Treasury team at Staffordshire County Council will review and reset this limit once a month with reference to forecast future balances.
- 7.27 Where cash balances are low then this may mean that all investments are placed with the MMFs and Lloyds Bank. However, balances will be within the limits stated above.
- 7.28 It is proposed that both the application and amendment of this policy are delegated to the Director of Finance at the Authority with the outcome reported in the regular treasury management reports to the Strategic Governance Board (Fire).

Non-Standard Investments

- 7.29 The Authority considers Non-Standard Investments to be all other types of approved investment counterparties that are not included as part of Standard Investments i.e. those investments that are used less frequently and may require further approval from the Director of Finance at the Authority.
- 7.30 Collective Investment Schemes are Non-Standard Investments that range from enhanced MMF's to property and equity funds. These all have varying risk and return profiles. The Authority approved a decision to use this category of investment in 2016/17 by committing to the Royal London Fund, a AAA rated enhanced Cash Plus MMF with a 3-day liquidity notice period.
- 7.31 The Royal London Cash Plus Fund allows the Authority to earn an increased yield in a low interest rate environment, and where the Authority has high cash balances. Security is maintained as it invests in highly sought after covered (secured) bonds, which are exempt from bail-in. These enhanced duration MMF's have the same characteristics as same day liquidity MMF's but typically have a 3-5 day notice period. They also have a recommended investment duration of at least 6 months, due to their longer investment horizon.
- 7.32 The financial limit for the Royal London Cash Plus MMF has been set at £1.5m.

The Credit Management Strategy for 2021/22

- 7.33 Investments made by the Authority should be of 'high credit quality'. Although this can be difficult to define, credit ratings can be used as published by external credit rating agencies (the three main agencies are Moody's, Standard & Poors and Fitch). Credit ratings can be obtained from the County Council's Treasury team, where available.

- 7.34 For 2021/22, the minimum credit-rating thresholds are set at a long-term rating of 'A-' where available. Counterparties that are rated below this level are excluded. However, credit ratings are not the only aspect of how creditworthiness is assessed.
- 7.35 The following elements are also factored in when evaluating creditworthiness:
- Potential government support.
 - Credit Default Swap prices (CDS) (i.e. the cost of insuring against counterparty default).
 - Share prices and bond yields.
 - Balance sheet structure.
 - Macro-economic factors.
 - A subjective overlay, i.e. a judgement being made about whether the counterparty should be recommended or not.
- 7.36 The Authority remains responsible for all its investment decisions. The County Council's Treasury team will continue to have treasury management meetings with the Authority on a quarterly basis where a review of the Lending List will take place.
- 7.37 Under stressed market conditions, additional meetings with County Council's Treasury team may take place at very short notice. A decision may be made to adjust the Authority's investment risk profile; the end result may involve moving investments to lower risk counterparties or instruments.

Non-treasury investments

- 7.38 Under the CIPFA Codes and MHCLG Guidance, local authorities may invest in other financial assets and property for financial return, and also make loans and investments for service purposes.
- 7.39 Such non-treasury investments should be assessed as part of a separate investment strategy. They should set out the specific policies and arrangements for non-treasury investments and ensure the same robust procedures for the consideration of risk and return are applied to these, as for treasury investments.
- 7.40 In the absence of any legal powers to do so the Commissioner does not currently hold any non-treasury investments and, therefore, no additional commercial strategy is required.

Risk

- 7.41 Although guidance sets out security and liquidity as being the main treasury risks, they are not the only investment risks faced by the Authority. **Appendix 5** sets out a high-level risk assessment for six of the key risks which are summarised in the following table:

| Risk | Assessment |
|----------------------|-------------------|
| Security | Low |
| Liquidity | Low to Medium |
| Interest rate | Low to Medium |
| Market | Low |
| Refinancing | Low to Medium |
| Regulatory and legal | Low |

7.42 Within the Authority's AIS there is a balance to be struck between the security of investments and liquidity; the safest investments are not necessarily the most liquid and so a pragmatic approach must be taken.

7.43 The proposed AIS has been evaluated against these risks and the judgement is that the most significant risks have been reduced as far as possible. This is not to say that all risk has been eliminated which is not possible in treasury terms.

8. Review of strategy

8.1 The Authority will prepare a revised strategy when there are significant changes to the following factors:

- the economic environment;
- the financial risk environment;
- the budgetary position; or
- the regulatory environment.

8.2 The responsibility for assessing these circumstances and proposing changes to the strategy is allocated to the Director of Finance at the Authority.

9. Policy on the use of external service providers

9.1 Currently the Authority has no contracted external treasury adviser and this is considered appropriate with the simple arrangements set out.

9.2 The treasury service for the Authority is provided by the County Council's Treasury team, who use Arlingclose as their external treasury management adviser. The County Council's contract with Arlingclose was renewed in 2017 following a tender process. The Authority could use Arlingclose to provide consultancy advice on an ad-hoc basis should this be considered necessary. This contract is currently out to tender so a different provider may be in place during 2021/22 but the service levels provided would be, by necessity, very similar.

10. Investment management training

10.1 Treasury management is a specialised area requiring high quality and well-trained staff with an up to date knowledge of current issues, legislation and treasury risk management techniques.

10.2 The County Council's Treasury team who provide the treasury service are experienced and attend regular CIPFA and treasury consultant training seminars throughout the year as well as speaking to brokers and fund managers to further understand the market.

10.3 Training needs for Authority's staff who attend quarterly meetings with the County Council's Treasury team are assessed on an ongoing basis by local managers.

11. Service Level Agreement

11.1 Staffordshire County Council provides treasury management and banking services as part of a Service Level Agreement (SLA) with the Authority. The SLA

does not constitute a contract but is a document of good practice; it outlines the range of services offered by the Council and the degree of co-operation required from the Authority in order for the Council to fulfil its role. The SLA will be reviewed prior to 2021/22 to ensure that it meets the requirements of the Authority.

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Background Documents:

1. Treasury Management in the Public Services: Code of Practice (CIPFA) (2017)
2. The Prudential Code for Capital Finance in Local Authorities (CIPFA) (2017)
3. The Local Authorities (Capital Finance and Accounting) (England) Regulations 2003
4. Statutory Guidance on Local Government Investments – Issued under Section 15(1) (a) of the Local Government Act 2003 (2018)
5. Statutory Guidance on Minimum Revenue Provision – Issued under section 21 (1A) of the Local Government Act 2003 (2018)

Financial Implications

All financial implications are covered in the body of this report.

Legal Implications

Approval of Prudential Indicators and an AIS are necessary in order to meet the requirements of the Local Government Act 2003.

Equality & Diversity Implications

There are no equality and diversity implications.

Risk Implications

Risk is inherent in treasury management operations and is dealt with throughout this report. **Appendices 3 and 5** show a risk assessment for borrowing and investment activities.

Consultation and Engagement Undertaken

Staffordshire County Council's Treasury and Pension Fund Team have provided the economic background and forecasts for this report.

Procurement and Social Value Implications

The daily treasury management function is carried out on behalf of the Authority by Staffordshire County Council, under a Service Level Agreement (SLA).

Protective Security Considerations

Data protection and protective security policies are implemented within Staffordshire County Council and all departments within the Council. Treasury management activities are undertaken in line with these policies and the agreed SLA.

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Treasury Management Indicators

| Indicator | Estimate 2021/22 | Estimate 2022/23 | Estimate 2023/24 |
|---|---------------------|---------------------|---------------------|
| 1. External Debt | £m | £m | £m |
| Authorised Limit | 32.4 | 32.8 | 34.0 |
| Authorised Limit for other liabilities | 79.5 | 77.0 | 75.5 |
| TOTAL | 111.9 | 109.8 | 109.5 |
| Operational Boundary | 27.4 | 27.8 | 29.0 |
| Operational Boundary for other liabilities | 79.5 | 77.0 | 75.5 |
| TOTAL | 106.9 | 104.8 | 104.5 |
| External Loans | 17.1 | 16.8 | 16.7 |
| <p><i>The Authorised Limit is the maximum level of external borrowing which should not be exceeded. It is linked to the estimated level of borrowing assumed in the Capital Programme.</i></p> <p><i>The Operational Boundary represents the Director's estimate of the day to day limit for Treasury Management activity based on the most likely i.e. prudent but not worst case scenario</i></p> <p><i>Other liabilities relate to PFI schemes on the balance sheet.</i></p> | | | |
| 2. Interest Rate Exposures | £m | £m | £m |
| a. Upper Limit (Fixed) | 27.4 | 27.8 | 29.0 |
| b. Upper Limit (Variable) | (25) | (25) | (25) |
| <p><i>Upper limits of fixed and variable borrowing and investments are required to be set. This limits the Authority's exposure to both fixed and variable interest rate movements as part of the overall risk management strategy for treasury management activities. Negative figures are shown in brackets; these relate to investments at a variable rate which are not offset by variable borrowings.</i></p> | | | |
| 3. Maturity Structure of Borrowing | Upper Limit | Lower Limit | |
| Under 12 months | 10% | 0% | 0.0% |
| 12 months and with 24 months | 10% | 0% | 1.5% |
| 24 months and within 5 years | 30% | 0% | 3.8% |
| 5 years and with 10 years | 50% | 0% | 3.8% |
| 10 years and above | 100% | 25% | 90.9% |
| <p><i>This indicator identifies the amount of loans maturing in specified periods. The overarching principle is that steps should be taken from a risk management point of view to limit exposure to significant refinancing risk in any short period of time.</i></p> <p><i>The Authority currently applies the prudent practice of ensuring that no more than 10% of its total gross fixed rate loans mature in any one financial year.</i></p> | | | |
| 4. Total principal sums invested for periods longer than a year | £ | £ | £ |
| <i>Any investments made for longer than a year will be in accordance with the limits on non-specified investments.</i> | nil | nil | nil |

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Risk assessment – Borrowing strategy

| Risk heading | Risk description | Relevance to borrowing | Key control | Assessment | Borrowing strategy |
|---------------------|---|---|---|----------------------|---|
| Security | A third party fails to meet its contractual obligations (i.e. counterparty risk). | Unlikely that there is a failure between the agreement to borrow and sums being received a few days later. However, if we borrow in advance we must invest until this is needed and this increases exposure to investment risk. | Usually borrow from the Government (PWLB or its successor body) with funds received within 3 working days from the date of agreement to borrow. | LOW | Use of cash to fund borrowing reduces this risk further i.e. less money is held with banks and third parties as a result. |
| Liquidity | Cash is not readily available when it is needed. | Only borrow for capital – usually borrow from Government (PWLB or its successor body) with a maximum limit of £3m for long-term borrowing set in 2019/18. | Prudential rules on borrowing and consideration of whether Government is secure. | LOW | Use of cash to fund borrowing increases this risk as liquidity is reduced when borrowing is avoided. However, the Authority is able to borrow money temporarily using the money markets should it need to, so the overall risk remains low. |
| Interest rate | Unexpected <u>reduction</u> in short term Interest rates. | Depends on the mix between fixed rate borrowing and variable rate borrowing. Higher exposure to variable rate borrowing helps the budget. | The control is set out below. | LOW to MEDIUM | Pursuing a strategy of using cash reduces the overall net exposure to sudden interest rate falls. |
| Interest rate | Unexpected <u>increase</u> in short term interest rates. | Mix of variable and fixed rates – Lower exposure to variable rate borrowing helps the budget. | Limit variable rate borrowing to a relatively small proportion (e.g. 20%). | LOW to MEDIUM | 20% limit provides a suitable risk control. |

Appendix 3 (continued)

| Risk heading | Risk description | Relevance to borrowing | Key control | Assessment | Borrowing strategy |
|---------------------------|--|---|---|---------------|---|
| Market | The market value of loans changes substantially (i.e. how much is the borrowing strategy exposed to long term interest rate change). | How much risk is built into the maturity profile of the loans structure. LOBO's (5% of all loans) are the only 'market' instrument in borrowing terms currently used. | This is inversely linked to refinancing risk below. | MEDIUM | Use of cash will shorten the duration of the loan portfolio and reduces this risk. Without the use of cash this risk assessment would probably be high. |
| Refinancing risk | Maturing transactions cannot be renewed on similar terms. | Need to avoid a high level of borrowing over a short period where you are exposed to high interest rates. | The Authority has a policy of limiting maturing loans to 10% of the loans portfolio. | MEDIUM | Using cash to fund borrowing potentially increases the refinancing risk. Without the use of cash this risk assessment would probably be low. |
| Regulatory and legal risk | Rules governing local government borrowing are changed or amended without notice, which has happened in the recent past. | Local government is heavily reliant upon PWLB (or its successor body); cost and ability to reschedule / manage loans are determined by the Government The Government could close the PWLB (or its successor body) and force local authorities to use market loans for all new borrowing. | Market loans will be evaluated and taken if these are good overall value and dilute reliance on the PWLB (or its successor body). The newly set up UK Municipal Bonds Agency may provide an alternative in the future. | MEDIUM | One LOBO loan is held. Use of cash means that PWLB (or its successor body) loans are not being taken. If the PWLB (or its successor body) was closed to new business then market loans would be the only option. |

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| Lending List – January 2021 | |
|--------------------------------------|-------------------|
| | Time Limit |
| <i>Regulation Investments</i> | |
| UK Government DMADF account | 6 months |
| UK Local Authority | 12 months |
| <i>Banks</i> | |
| Lloyds Group (£1.0m max) | call only |
| <i>MMF</i> | |
| Federated (£2.5m max) | call only |
| Morgan Stanley (£2.5m max) | call only |
| Aberdeen Standard (£2.5m max) | call only |
| <i>Enhanced MMF</i> | |
| Royal London Cash Plus (£1.5m max) | 3-day notice |

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Risk assessment - Investments

| Risk heading | Risk description | Relevance to investment | Key control | Assessment | Approved Investment Strategy (AIS) |
|--------------|---|---|--|------------|--|
| Security | A third party fails to meet its contractual obligations (i.e. counterparty risk). | Crucial that money invested is returned (principal and interest). | Relies on credit management policy including; credit risk, diversification, duration and amount of investment, and an ongoing review of the credit environment. Prudential limit on investment over 1 year. | LOW | Use of the counterparties identified within the AIS reduces this risk to a low level. The borrowing strategy identified will reduce cash balances and the resulting security risk. With the exception of regulation investments, counterparties have a financial limit to ensure funds are spread amongst them. Overall this remains a low risk strategy. |
| Liquidity | Cash is not readily available when it is needed. | Need to plan investment to match cash requirements. | Managed through detailed cash flow forecast and investment in highly liquid funds – can also borrow temporarily (Local Authorities are a good credit risk if lent money). | LOW | Same day access accounts are currently held with: <ul style="list-style-type: none"> • Federated MMF • Morgan Stanley MMF • Aberdeen Standard MMF • Lloyds Banking Group (as banker) Cash flow plans are completed annually and regularly updated. Overall the risk is low. |

Appendix 5 (continued)

| Risk heading | Risk description | Relevance to investment | Key control | Assessment | Approved Investment Strategy (AIS) |
|------------------|---|---|---|------------------------|--|
| Interest rate | Unexpected <u>reduction</u> in Interest rate. | Reduces the return on investment and reduces the level of reserves. | Can reduce risk by; A) netting off investment against borrowing to reduce net exposure B) investing for longer periods. | LOW | Investments will be short term, this does not protect against an interest rate reduction. The current interest rate environment has interest rates at historically low levels. |
| Interest rate | Unexpected <u>increase</u> in interest rates. | In order to take advantage of the unexpected return, would need to keep investment short term and increase the amount of cash invested (e.g. by not using cash in lieu of borrowing). | Controlled through the overall strategy. | MEDIUM | Current policy allows upturns to be taken advantage of as investments are not fixed for long periods. Using cash to fund borrowing (the proposed borrowing strategy) reduces this risk as the overall exposure to short term interest rates is less. |
| Market | Unexpected need to liquidate market instrument quickly and accept 'price on the day'. | Only relevant if invest in market instruments (e.g. CD's, Gilts). | Limit investment in market instruments or alternatively have capacity to borrow to avoid need to liquidate. Controlled by limits on Non-Specified Investments. | LOW | Market instruments are not in use by the Authority. |
| Refinancing risk | Maturing transactions cannot be renewed on similar terms. | Reflected in the term (duration) of investments. If everything invested shorter term there is a higher refinancing risk. | Proportion of investments maturing in the short term. | LOW/ MEDIUM | The current policy is to invest in the relatively short term. There is an increased risk with this strategy due to frequent 'refinancing' but this is expected to be advantageous in a rising interest rate environment. Using cash to fund borrowing (the proposed borrowing strategy) reduces this risk as the overall exposure to short term interest rates is less. |

Appendix 5 (continued)

| Risk heading | Risk description | Relevance to investment | Key control | Assessment | Approved Investment Strategy (AIS) |
|---------------------------|---|---|--------------------|-------------------|---|
| Regulatory and legal risk | Rules governing local government investment powers are changed or amended without notice. | Investment powers are granted through statute and guidance. | None. | LOW | <p>The current policy of using cash in lieu of borrowing reduces the Authority's dependency on interest receipts.</p> <p>The AIS is low risk and uses liquid and conservative investment instruments.</p> |