Slough Borough Council

Report To:	Audit and Corporate Governance Committee
Date:	17th January 2024
Subject:	Treasury Management Outturn Report 2022-23
Chief Officer:	Adele Taylor, Executive Director of Finance & Commercial (S151 Officer)
Contact Officer:	Thomas Mulloy, Director of Strategic & Corporate Finance
Ward(s):	All
Exempt:	NO
Appendices:	Appendix 1 – Treasury Management Outturn Report

1. Summary and Recommendations

1.1 This report sets out the Treasury Management Outturn position for Slough Borough Council's for the year 2022/23.

Recommendations:

The Committee is recommended to

1. Review and comment on the Treasury Management Outturn Report at Appendix 1;
2. Refer the report to Cabinet for noting as part of the Council's budget setting process.

Reasons

The Committee should assess the performance of investment activity and the associated risks, taking account of external advice. This will allow the Committee to assure itself that the Council is taking prudent decisions and if it has any concerns, to make recommendations to Cabinet or Full Council to address these concerns.

Commissioner Review

The Commissioners note the report and that the opening and closing balances could be subject to change following the ongoing review of the Councils Balance Sheet.

2. Report

Introductory paragraph

2.1 This Outturn Report documents the Treasury activities of the Council during the financial year 1st April 2022 to 31st March 2023, its borrowings, investments and cash balances. It demonstrates SBC's compliance to the approved Treasury Management Strategy, policies and its overall recovery vision.

Options considered

2.2 The Council could choose not to report the Treasury Management Outturn to this Committee, instead reporting it to Full Council as part of the budget setting process. However, this is not recommended, as learning from previous investment decision-making and from other local government failures has emphasised the importance of member oversight to assess the performance of any investment programme and the associated risks.

In the past, Committee members have been provided with training on local authority finance and investment and borrowing powers to inform a review of reports. A new Member training for this current committee on Treasury Management will take place at 5.30pm on 17th Jan 2024 by Council's treasury management Advisors, Arlingclose.

Background

2.3 The Council's Treasury Management Strategy 2022/23 (TMS) went to Cabinet for recommendation on 27th February 2023 and to Full Council on for approval on 9th March 2023. This strategy adopted a different approach from previous years to ensure that financial risks were property identified, monitored and controlled.

2.4 External advice has been sought from Arlingclose, the Council's treasury management advisors. This is set out in Appendix A and includes a summary of the external context.

2.5 On 31st March 2023, the Council had net borrowing of £449.5m arising from its revenue and capital income and expenditure. The underlying need to borrow for capital purposes is measured by the Capital Financing Requirement (CFR), while usable reserves and working capital are the underlying resources available for investment. These factors are summarised in Table 1 below.

Table 1: Balance Sheet Summary

	31.3.23 Actual £m
General Fund CFR	635
Housing Revenue Account CFR	174
Total CFR	**809**
Less: *Other debt liabilities	33.1
Borrowing CFR	**775.9**
External borrowing	590.5
Internal/Under borrowing	**185.4**

* Finance leases, PFI liabilities and transferred debt that form part of the Council's total debt2.6 The Council has pursued its strategy of keeping borrowing and investments below their underlying levels, sometimes known as internal borrowing, in order to reduce risk and keep interest costs low. The treasury management position on 31st March 2023 and the change during the year is shown in Table 2 below.

Table 2: Treasury Management Summary (*)

	31.3.22 Balance £m	Movement £m	31.3.23 Balance £m	31.3.23 Rate %
***External Long-term borrowing	378.41	68.56	446.97	3.07
***External Short-term borrowing	338.50	(195.0)	143.5	1.49
Total borrowing	**716.91**	**(126.44)**	**590.47**	
***Long-term investments	14.00	105.0	119.0	3.9
***Short-term investments	14.13	7.87	22.0	2.16
**Cash and cash equivalents				
Total investments	**28.13**	**112,87**	**141.0**	**3.52**
Net borrowing	**688.78**	**(239.31)**	**449.47**	**2.46**

*Subject to audit

**These are company's assets that are cash or can be converted into cash immediately. Cash equivalents include bank accounts and marketable securities such as commercial paper and short-term government bonds. Cash equivalents should have maturities of three months or less.

***Long term borrowing/ investments are repaid/matures over a period longer than a year.
Short -term borrowing/ investments are repaid/matures over a period shorter than or a year.

2.7 On 31st March 2023 the Council held £590.47m of loans, a decrease of £126.44m compared to the position as of 31st March 2022. Outstanding loans on 31st March are summarised in Table 3 below.

Table 3A: Borrowing Position

	31.3.22 Balance £m	Net Movement £m	31.3.23 Balance £m	31.3.23 Weighted Average Rate %	31.3.23 Weighted Average Maturity (years)
Public Works Loan Board	365.41	68.56	433.97	3.07	13
Banks (LOBO) (Lender's Option Borrower's Option)	13.0	0	13.00	4.15	56
Banks (fixed term)	0	0	0		
Local authorities (long-term)	0	0	0		
Local authorities (short-term)	338.5	(195.0)	143.5	1.49	

2.8 The Council holds invested funds, representing income received in advance of expenditure plus balances and reserves held. During the year, the Council's investment balances ranged between £22m and £141 million due to timing differences between income and expenditure. The investment position is shown in table 4 below.

Table 4: Treasury Investment Position

	31.3.22 Balance £m	Net Movement £m	31.3.23 Balance £m	31.3.23 Income Return %	31.3.23 Weighted Average Maturity days
Banks & building societies (unsecured)	4.0	(4.0)	0		
Government (incl. local authorities)	14.0	105.0	119.0	4.20	34
Money Market Funds	10.13	11.87	22.0	2.16	1
Total investments	**28.13**	**112.87**	**141.0**		

2.9 The Council has also invested in non-treasury investments, being those for service purposes or for commercial purposes (primarily financial return). These investments are shown in table 5 below.

Interest receivable 2021/22 £000s	Debtor	Balance at 31/3/2023 £000s	Interest receivable 2022/23 £000s	Rate %
1,551	James Elliman Homes	51,700	1,551	3%
420	SUR LLP - senior debt	0	144	5%
0	SUR LLP - loan notes	2,885	0	5%
N/A	GRE 5 Ltd	9,929	598	6%
0	Slough Children First Ltd	5,000	0	1.41%
1	St Bernards School	repaid	2	2.49%
1,972		**69,514**	**2,295**	**3.82%**

2.10 The Council measures the financial performance of its treasury management activities both in terms of its impact on the revenue budget and its relationship to benchmark interest rates, as shown in table 6 below.

Table 6: Performance

	Actual £m	Budget £m	Over/ (under)	Actual % Interest rate
Total borrowing	590.7	570.0	20.7	
PFI and Finance leases	33.06	34	(0.9)	
Total debt	623.8	604	19.8	2.90
Total treasury investments	141.0	141.0	0	3.52
Net Debt	**482.8**	**502.1**	**19.8**	**2.46**

Information on compliance with specific investment limits is shown in Appendix A.

3. Implications of the Recommendation

3.1 Financial implications

3.1.1 This report details the Council's Treasury Management and investment activity as at 31st March 2023. The Council is on a journey to get back onto a financially sustainable footing, principally by reducing debt, and by disposing of assets.

3.1.2 CIPFA's 2021 Prudential Code is clear that local authorities must not borrow to invest primarily for financial return and that it is not prudent for local authorities to make any investment or spending decision that will increase the capital financing requirement, and so may lead to new borrowing, unless directly and primarily related to the functions of the Council. PWLB loans are no longer available to local authorities planning to buy investment assets primarily for yield unless these loans are for refinancing purposes.

3.1.3 The cost of both long and short-term borrowing rose dramatically over the year, with rates at the end of March around 2% - 4% higher than those at the beginning of April. Rate rises have been driven primarily by inflation and the need for central banks to control this by raising interest rates. Particularly dramatic rises were seen in September 2023 after the Government's 'mini budget' included unfunded tax cuts and additional borrowing to fund consumer energy price subsidies: over a twenty-four-hour period, some PWLB rates increased to 6%. Rates have now fallen from September peaks but remain volatile and well above recent historical norms. The PWLB 10-year maturity certainty rate stood at 4.33% on 31st March 2023, 20 years at 4.70% and 30 years at 4.66%.

3.2 Legal implications

3.2.1 The Local Government Act 2003 provides the Council with the power to borrow and invest money for any purpose relevant to its functions and for the prudent management of its financial affairs. The Council is under a duty to determine and to keep under review how much money it can afford to borrow. The Local Authorities (Capital Finance and Accounting) (England) Regulations 2003, provide that, in complying with this duty, the Council must have regard to CIPFA's Prudential Code for Capital Finance in Local Authorities and CIPFA's Treasury Management Code of Practice.

3.2.2 Both the CIPFA Code and government guidance require the Council to invest its funds prudently, and to have regard to the security and liquidity of its treasury investments before seeking the optimum rate of return, or yield. The Council's objective when investing money is to strike an appropriate balance between risk and return, minimising the risk of incurring losses from defaults and the risk of receiving unsuitably low investment income.

3.2.3 Full Council is required to approve a Treasury Management Strategy and investment decisions must be made in accordance with that. Any decision to depart from this Strategy must be agreed by Full Council.

3.3 Risk management implications

3.3.1 Best practice and learning from other local government failures has identified that a failure to properly review and monitor investment activity can expose the Council to significant financial risk. It is critical that delegated authority is set at an appropriate level, performance is assessed against the principles set out in the TMS, performance is regularly monitored at senior officer level and by elected members, consideration is given to including aspects of the investment strategy in the internal audit programme and that the Council does not rely on investment activity to avoid making service decisions to meet reduced budgets.

3.3.2 The key risks for future investment activity is:

Asset sales either do not generate the expected receipts or are delayed. The mitigation is using external consultants to ensure best consideration is achieved through a managed asset disposal plan; and

Interest rates rise thus increasing borrowing costs. The temporary borrowing portfolio is at risk of interest rate rises. This can be mitigated by locking into PWLB borrowing and shifting the focus away from temporary borrowing.

3.4 Environmental implications

3.4.1 There are no specific implications.

3.5 Equality implications

3.5.1 There are no specific implications.

3.6 Procurement implications

3.6.1 There are no specific implications.

3.7 Workforce implications

3.7.1 There are no specific implications.

3.8 Property implications

3.8.1 In order to reduce the overall level of borrowing and finance the capitalisation direction, the Council will have to generate capital receipts. The Council is currently managing the asset disposal plan to generate these receipts.

4. Background Papers

None