

### TREASURY MANAGEMENT STRATEGY 2017/18

#### Introduction

#### 1 Background

##### 1.1 CIPFA defines treasury management as:

*“The management of the local authority’s 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. The Council’s treasury management function primarily ensures that the organisations cash flow is properly managed and that cash is 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 future borrowing needs 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 any debt previously drawn may be restructured to meet Council risk or cost objectives.

#### Reporting Requirements

##### 1.4 The following reports are made during the year:

- a. Before the start of the financial year - Treasury Management Policy and Strategy (Executive) / Prudential and Treasury Indicators (Council)
- b. During the year – any updates that are required will be reported through the Durable Budget Reports (incl. a mid year position report)
- c. At the end of the year – the actual prudential indicators will be reported as part of the Councils out-turn reports.

#### 2 Treasury Management Strategy for 2017/18

2.1 The strategy for 2017/18 covers two main areas (in line with the requirements of recommended best practice);

##### Capital:

- Section A The Capital Plans and Prudential Indicators 2017/18 – 2021/22;
- Section B Minimum Revenue Provision Strategy and Policy Statement 2017/18;
- Section C Affordability Prudential Indicators 2017/18 – 2021/22;

## Treasury Management:

- Section D Current Treasury Position;
- Section E Treasury Indicators 2017/18 – 2021/22;
- Section F Prospects for Interest Rates;
- Section G Borrowing Strategy;
- Section H Policy on Borrowing in Advance of Need;
- Section I Debt Rescheduling;
- Section J Municipal Bond Agency;
- Section K Investment Policy;
- Section L Creditworthiness Policy;
- Section M Investment Strategy;
- Section N Policy on use of External Service Providers.

2.2 These elements cover the requirements of the Local Government Act 2003, the CIPFA Prudential Code, CLG MRP Guidance, the CIPFA Treasury Management Code and the CLG Investment Guidance.

## CAPITAL

### Section A - The Capital Plans and Prudential Indicators 2017/18 – 2021/22

2.3 *Capital Expenditure* - this Prudential Indicator is a summary of the Council's capital expenditure plans (as currently contained in the Councils draft budgets);

<b>TABLE 1</b>	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>
<b>Capital Expenditure</b>	<b>actual</b>	<b>latest estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Private Sector Housing Improvement Invest and Repair Programme	354	738	500	500	500	500	500
Community Project Schemes	191	193	157	32	32	32	32
IT Investment Programme	200	269	220	220	220	220	220
Invest to Save Projects	682	2,744	20,459	20,679	20,279	20,279	20,279
HRA	4,263	4,936	4,001	3,225	3,253	3,475	3,469
<b>Total Capital Programme</b>	<b>6,242</b>	<b>9,305</b>	<b>25,773</b>	<b>24,822</b>	<b>24,420</b>	<b>24,642</b>	<b>24,636</b>
Leases	-	-	-	-	-	-	-
<b>Total Capital Expenditure</b>	<b>6,242</b>	<b>9,305</b>	<b>25,773</b>	<b>24,822</b>	<b>24,420</b>	<b>24,642</b>	<b>24,636</b>

<b>TABLE 2</b>	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>
<b>Capital Expenditure / Financing</b>	<b>actual</b>	<b>latest estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Non – HRA	1,979	4,369	21,772	21,597	21,167	21,167	21,167
HRA	4,263	4,936	4,001	3,225	3,253	3,475	3,469
<b>Total Capital Programme</b>	<b>6,242</b>	<b>9,305</b>	<b>25,773</b>	<b>24,822</b>	<b>24,420</b>	<b>24,642</b>	<b>24,636</b>
Leases	-	-	-	-	-	-	-
<b>Total Capital Expenditure</b>	<b>6,242</b>	<b>9,305</b>	<b>25,773</b>	<b>24,822</b>	<b>24,420</b>	<b>24,642</b>	<b>24,636</b>
<b>Financed By</b>							
Capital Grants	600	657	527	500	500	500	500
Capital Receipts	766	926	1006	453	692	642	350
Revenue Contribution	4,876	3,587	3,233	2,912	2,701	2,973	3,259
Net financing need for the year	-	4,135	21,007	20,957	20,527	20,527	20,527

2.4 *The Council's Borrowing Need (the Capital Financing Requirement)* - the second Prudential Indicator is the Council's Capital Financing Requirement (CFR). The CFR is simply the total historic outstanding capital expenditure which has not yet been paid for from either revenue or capital resources. It is essentially a measure of the Council's underlying borrowing need. Any capital expenditure above, which has not immediately been paid for, will increase the CFR.

<b>TABLE 3</b>	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>
<b>Capital Financing Requirement As at 31 March</b>	<b>actual</b>	<b>latest estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Non-HRA	15,941	18,649	38,672	58,199	76,840	95,158	113,627
HRA	67,222	64,285	61,285	58,285	54,785	51,285	47,785
<b>TOTAL</b>	<b>83,163</b>	<b>82,934</b>	<b>99,957</b>	<b>116,484</b>	<b>131,625</b>	<b>146,443</b>	<b>161,412</b>
Movement In CFR	(4,349)	(229)	17,023	16,527	15,141	14,818	14,969

<b>TABLE 4</b>	<b>2015/16</b>	<b>201/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>
<b>Movement in CFR represented by</b>	<b>actual</b>	<b>Latest Estimate</b>	<b>Estimate</b>	<b>Estimate</b>	<b>estimate</b>	<b>Estimate</b>	<b>Estimate</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Net financing need for the year	-	4,135	21,007	20,957	20,527	20,527	20,527
Less MRP and other financing movements	4,349	4,364	3,984	4,430	5,386	5,709	5,558
Movement In CFR	(4,349)	(229)	17,023	16,527	15,141	14,818	14,969

## **Section B - Minimum Revenue Provision Strategy and Policy Statement 2017/18**

2.5 The Council is required to pay off an element of the accumulated General Fund capital spend each year (the CFR) through a revenue charge (the Minimum Revenue Provision - MRP), although it is also allowed to undertake additional voluntary payments if required (Voluntary Revenue Provision - VRP).

2.6 CLG Regulations have been issued which require the full Council to approve an MRP Statement in advance of each year – the following strategy is a continuation of the successful strategy used in 2016/17:

For capital expenditure incurred before 1 April 2008 or which in the future will be Supported Capital Expenditure, the MRP policy will be:

- *Existing practice* - MRP will follow the existing practice outlined in former CLG regulations (option 1). This option provides for an approximate 4% reduction in the borrowing need (CFR) each year.

From 1 April 2008 for all unsupported borrowing (including finance leases) the MRP policy will be:

- *Asset Life Method* – MRP will be based on the estimated life of the assets, in accordance with the proposed regulations (this option must be applied for any expenditure capitalised under a Capitalisation Direction) (option 3). This option provides for a reduction in the borrowing need over approximately the asset's life.

2.7 MRP Holiday - The Council may incur expenditure that does not involve the creation of an asset on the Council's balance sheet, but instead may be in the form of a long-term debtor arising from loans or other types of capital expenditure made by the Council. Under such arrangements, there will be no Minimum Revenue Provision made, as the

Council will earmark subsequent repayments as capital receipts and set these sums aside to reduce the overall debt liability (Capital Financing Requirement) of the Council. Any such schemes will be reviewed on a case by case basis to ensure that the Council continues to meet its requirement to make a prudent provision each year.

2.8 The Authority has opted to charge the HRA on an annual basis and make provision for the repayment of its debt liability.

2.9 Repayments included in annual finance leases are applied as MRP.

2.10 *The Use of the Council's Resources and the Investment Position* - The application of resources (capital receipts, reserves etc.) to either finance capital expenditure or other budget decisions to support the revenue budget will have an ongoing impact on investments unless resources are supplemented each year from new sources. Detailed below are estimates of the year end balances for each resource and anticipated day to day cash flow balances. The table now reflects the under/over borrowing position of the Council. This is explained further in Table 11.

<b>TABLE 5</b>	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>
<b>Year End Resources</b>	<b>actual</b>	<b>latest estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Fund balances	2,265	2,455	2,455	2,455	2,455	2,455	2,455
Reserves	19,668	21,089	21,089	21,089	20,589	20,089	20,089
Capital receipts	3,105	1,994	1,763	1,717	1,432	1,108	1,076
<b>Total core funds</b>	<b>25,038</b>	<b>25,538</b>	<b>25,307</b>	<b>25,261</b>	<b>24,476</b>	<b>23,652</b>	<b>23,620</b>
Working capital	5,270	5,270	5,270	5,270	5,270	5,270	5,270
Less: Internal Borrowing	15,675	19,661	19,884	19,156	17,487	16,021	14,609
Expected investments	14,633	11,147	10,693	11,375	12,259	12,901	14,281

## **Section C - Affordability Prudential Indicators 2017/18 – 2021/22**

2.11 The previous sections cover the overall capital and control of borrowing prudential indicators, but within this framework prudential indicators are required to assess the affordability of the capital investment plans. These provide an indication of the impact of the capital investment plans on the Council's overall finances.

2.12 *Actual and estimates of the ratio of financing costs to 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.

<b>TABLE 6</b>	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>
<b>Ratio of financing cost to net Revenue stream</b>	<b>actual</b>	<b>latest estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>
Non-HRA	1.58%	5.24%	8.01%	20.42%	33.27%	44.89%	55.72%
HRA	11.43%	11.03%	10.69%	10.28%	9.89%	9.40%	8.91%

2.13 *Estimates of the incremental impact of capital investment decisions on council tax* - this indicator identifies the revenue costs associated with proposed changes to the five year capital programme recommended in the budget report compared to the Council's existing approved commitments and current plans. The assumptions are based on the budget, but will invariably include some estimates, such as the level of Government support, which are not published over a five year period. It is important to note that these are purely 'notional' figures – they do not take account of any income generating potential of the capital schemes.

<b>TABLE 7</b>	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>
<b>Incremental impact of capital Investment decisions</b>	<b>actual</b>	<b>latest estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>
	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>
Council Tax Band D (Indicative figure – per year)	n/a	(0.24)	3.40	22.17	22.03	20.61	n/a

2.14 *Estimates of the incremental impact of capital investment decisions on housing rent levels* - Similar to the council tax calculation, this indicator identifies the trend in the cost of proposed changes in the housing capital programme recommended in the budget report compared to the Council's existing commitments and current plans, expressed as a discrete impact on weekly rent levels.

<b>TABLE 8</b>	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>
<b>Incremental impact of capital Investment decisions</b>	<b>actual</b>	<b>latest estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>
	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>
Average Weekly Housing Rents	n/a	(0.05)	0.00	0.10	0.00	0.00	n/a

2.15 The above indicator shows the revenue impact on any newly proposed changes, although any discrete impact will be constrained by rent controls.

2.16 *HRA Ratios* - The table below shows the ratio of HRA debt to HRA revenues. HRA revenues are based on the HRA Business Plan.

<b>TABLE 9</b>	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>
<b>Ratio of HRA Debt to HRA Revenues</b>	<b>actual</b>	<b>latest estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
HRA debt	67	64	61	58	55	51	48
HRA revenues	16	16	16	16	16	16	17
Ratio of debt to revenues %	420%	402%	383%	364%	342%	321%	281%

2.17 The table below shows the ratio of HRA debt to the number of HRA dwellings. The number of HRA dwellings in 2016/17 is based on the latest projections for the year while from 2017/18 onwards is based on the HRA MTFS.

<b>TABLE 10</b>	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>
<b>Ratio of HRA Debt to Number of dwellings</b>	<b>actual</b>	<b>latest estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>
HRA debt £m	67	64	61	58	55	51	48
Number of HRA dwellings	3,721	3,701	3,691	3,681	3,671	3,661	3,651
Debt per dwelling £'000	18.07	17.37	16.60	15.83	14.92	14.01	13.09

## TREASURY MANAGEMENT

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

## Section D - Current Treasury Position

2.19 The net financing need for the year illustrates that based upon the latest estimates for 2016/17 borrowing of £4,135,000 will be required to finance the programme. This is in accordance with the Council's guiding principles. Although in the past the Council has not had to borrow from external sources for this funding, it has in effect borrowed the money 'from itself' from other cash holdings that the Council has. This internal borrowing over the past many years means that the council does not hold significant 'cash backed' reserves. The Council currently has long term HRA debt which was required to enact the self-financing transaction. The Council technically stopped being debt free some time ago due to its use of its own earmarked cash reserves. Any borrowing will be in line with prudential indicators and the borrowing strategy outlined in Section G.

2.20 The Council's latest treasury portfolio position:

TABLE 11	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
	actual	latest estimate	estimate	estimate	estimate	estimate	estimate
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>External Debt</b>							
Debt at 1 April	69,589	65,490	61,375	78,270	95,615	112,511	128,876
Expected change in Debt	(4,099)	(4,115)	16,895	17,345	16,896	16,365	16,459
Other long term liabilities (OLTL)	863	1,998	1,898	1,803	1,713	1,627	1,546
Expected change in other OLTL	1,135	(100)	(95)	(90)	(86)	(81)	(78)
<b>Actual Gross Debt at 31 March</b>	<b>67,488</b>	<b>63,273</b>	<b>80,073</b>	<b>97,328</b>	<b>114,138</b>	<b>130,422</b>	<b>146,803</b>
The Capital Financing Requirement	83,163	82,934	99,957	116,484	131,625	146,443	161,412
Under / (over) borrowing	15,675	19,661	19,884	19,156	17,487	16,021	14,609
<b>Total Investments at 31 March</b>							
Expected Investments	16,360	11,147	10,693	11,375	12,259	12,901	14,281
<b>Net Debt</b>	<b>51,128</b>	<b>52,126</b>	<b>69,380</b>	<b>85,953</b>	<b>101,879</b>	<b>117,521</b>	<b>132,522</b>

2.21 Within the prudential indicators there are a number of key indicators to ensure that the Council operates its activities within well defined limits. One of these is that the Council needs to ensure that its gross debt does not, except in the short term, exceed the CFR in the preceding year plus the estimates of any additional CFR for 2017/18 and the following four financial years. This allows some flexibility for limited early borrowing for future years, but ensures that borrowing is not undertaken for revenue purposes. The Council complied with this prudential indicator in the current year and does not envisage difficulties for the future. This view takes into account current commitments, existing plans, and the proposals in the Council's budget reports that are currently under consideration.

## Section E - Treasury Indicators for 2017/18 to 2021/22

2.22 It is a statutory duty under Section 3 of the Local Government Act 2003 and supporting regulations, for the Council to determine and keep under review how much it can afford to borrow. The amount so determined is termed the "Affordable Borrowing Limit". In England and Wales the authorised limit represents the legislative limit specified in Section 3 of the Local Government Act 2003.

2.23 The following indicators are relevant for the purposes of setting an integrated Treasury Management Strategy. These are technical calculations, which are required to be set to comply with statute. The figures fall out of the Council's budget for 2017/18 and are created by applying a number of statutory calculations.

2.24 *The Operational Boundary* - this is the limit beyond which external debt is not normally expected to exceed. In most cases, this would be a similar figure to the CFR, but may be lower or higher depending on the levels of actual debt.

TABLE 12	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
<b>Operational Boundary for external Debt</b>	<b>actual</b>	<b>latest estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Borrowing	90,000	88,000	105,000	121,000	137,000	151,000	166,000

2.25 *The Authorised Limit for external debt* - a further key prudential indicator represents a control on the maximum level of borrowing. This represents a limit beyond which external debt is prohibited, and this limit needs to be set or revised by the full Council.

TABLE 13	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
<b>Authorised limit for external Debt</b>	<b>actual</b>	<b>latest estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Borrowing	95,000	93,000	110,000	126,000	142,000	156,000	171,000

2.26 HRA Debt Limit - Separately, the Council is also limited to a maximum HRA CFR through the HRA self-financing regime. This is in accordance with the settlement and was prescribed as part of the self-financing determination.

TABLE 14	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
<b>HRA Debt Limit</b>	<b>actual</b>	<b>latest estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
HRA Debt Cap	79,146	79,146	79,146	79,146	79,146	79,146	79,146
HRA CFR	67,222	64,285	61,285	58,285	54,785	51,285	47,785
HRA Headroom	11,924	14,861	17,861	20,861	24,361	27,861	31,361

## Section F - Prospects for Interest Rates

2.27 The Council has appointed Capita Asset Services (formerly Sector) as the treasury advisor to the Council and part of their service is to assist the Council to formulate a view on interest rates.

*Capita Bank Rate forecast for financial year ends (March)*

- 2016 / 2017 0.25%
- 2017 / 2018 0.25%
- 2018 / 2019 0.25%
- 2019 / 2020 0.75%

2.28 There is downside risk to these forecasts if economic growth remains weaker for longer than expected. However, should the pace of growth pick up more sharply than expected there could be upside risk, particularly if Bank of England inflation forecasts for two years ahead exceed the Bank of England's 2% target rate.

## Section G - Borrowing Strategy

2.29 *Borrowing rates* - The latest Capita forecast for the Public Works Loan Board (PWLB) new borrowing rate is as follows: -

(Capita Interest rate forecast – 20<sup>th</sup> December 2016)

	Mar-17	Jun-17	Sep-17	Dec-17	Mar-18	Jun-18	Mar-19
Bank Rate	0.25%	0.25%	0.25%	0.25%	0.25%	0.25%	0.25%
5yr PWLB Rate	1.60%	1.60%	1.60%	1.60%	1.70%	1.70%	1.80%
25yr PWLB Rate	2.90%	2.90%	2.90%	3.00%	3.00%	3.00%	3.20%
50yr PWLB Rate	2.70%	2.70%	2.70%	2.80%	2.80%	2.80%	3.00%

2.30 The Council is currently maintaining an under-borrowed position. This means that the capital borrowing need (the Capital Financing Requirement), has not been fully funded with loan debt as cash supporting the Council's reserves, balances and cash flow has been used as a short term measure. This strategy is prudent as investment returns are low and counterparty risk is high.

2.31 Against this background and the risks within the economic forecast, caution will be adopted with the 2017/18 treasury operations. Interest rates will be closely monitored and a pragmatic approach will be adopted to any changing circumstances:

- if it was 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 will be reconsidered, and potential rescheduling from fixed rate funding into short term borrowing will be looked at.
- if it was felt that there was a significant risk of a much sharper RISE in long and short term rates than that currently forecast, perhaps arising from a greater than expected increase in the anticipated rate to US tapering of asset purchases, or in world economic activity or a sudden increase in inflation risks, then the portfolio position will be re-appraised with the likely action that fixed rate funding will be drawn whilst interest rates are still lower than they will be in the next few years.

2.32 *Treasury Management Limits on Activity* - there are three debt related treasury activity limits. The purpose of these are to restrain the activity of the treasury function within certain limits, thereby managing risk and reducing the impact of any adverse movement in interest rates. However, if these are set to be too restrictive they will impair the opportunities to reduce costs / improve performance. The indicators are:

- Upper limits on variable interest rate exposure. This identifies a maximum limit for variable interest rates based upon the debt position net of investments;
- Upper limits on fixed interest rate exposure. This is similar to the previous indicator and covers a maximum limit on fixed interest rates;
- Maturity structure of borrowing. These gross limits are set to reduce the Council's exposure to large fixed rate sums falling due for refinancing, and are required for upper and lower limits.



<b>TABLE 15</b>	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>
<b>Interest Rate Exposures</b>	<b>actual</b>	<b>latest estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<b>Upper limits on fixed interest rates based on net debt</b>	n/a	100%	100%	100%	100%	100%	100%
<b>Upper limit for variable rates based on net debt</b>	n/a	100%	100%	100%	100%	100%	100%

<b>Maturity structure of fixed rate borrowing</b>	<b>Lower Limit</b>	<b>Upper Limit</b>
under 12 Months	0%	100%
between 12 months and 24 months	0%	100%
Between 24 months and 5 years	0%	100%
More than 10 years	0%	100%

*Note: All indicators have been reviewed by our external treasury advisors Capita.*

## **Section H - Policy on Borrowing in Advance of Need**

2.33 The Council will not borrow more than or in advance of its needs purely in order to profit from the investment of the extra sums borrowed. Any decision to borrow in advance will be within forward approved Capital Financing Requirement estimates, and will be considered carefully to ensure value for money can be demonstrated and that the Council can ensure the security of such funds.

2.34 Risks associated with any borrowing in advance activity will be subject to prior appraisal and subsequent reporting through the mid-year or annual reporting mechanism.

## **Section I – Debt Rescheduling**

2.35 As short term borrowing rates will be considerably cheaper than longer term fixed interest rates, there may be potential opportunities to generate savings by switching from long term debt to short term debt. However, these savings will need to be considered in the light of the current treasury position and the size of the cost of debt repayment (premiums incurred).

2.36 The reasons for any rescheduling to take place will include:

- the generation of cash savings and / or discounted cash flow savings
- helping to fulfil the treasury strategy
- enhance the balance of the portfolio (amend the maturity profile and/or the balance of volatility).

2.37 Consideration will also be given to identify if there is any residual potential for making savings by running down investment balances to repay debt prematurely as short term rates on investments are likely to be lower than rates paid on current debt.

2.38 All rescheduling will be reported to the Council, at the earliest meeting following its action.

## **Section J – Municipal Bond Agency**

2.39 The Municipal Bond Agency (MBA) will shortly be making its first loans to local authorities. The MBA is aiming to have lower borrowing rates in the medium term when

compared to the Public Works Loan Board (PWLB). This Authority will consider whether to make use of this alternative source of borrowing as and when appropriate.

## **Section K - Investment Policy**

2.40 The Council's investment policy has regard to the CLG's Guidance on Local Government Investments and the revised CIPFA Treasury Management in Public Services Code of Practice and Cross Sector Guidance Notes. The Council's overall investment priorities are:

- Security; the creditworthiness of the counterparty and;
- Liquidity; how readily available cash is; the term of the investment.

2.41 The Council will also aim to achieve the optimum return on its investments commensurate with proper levels of security and liquidity. The risk appetite of this Council is low in order to give priority of security of its investments.

2.42 In accordance with guidance from CLG and CIPFA, and in order to minimise the risk to investments, the Council has below clearly stipulated the minimum acceptable credit quality of counterparties for inclusion on the lending list. The creditworthiness methodology used to create the counterparty list fully accounts for the ratings, watches and outlooks published by all three ratings agencies with a full understanding of what the ratings reflect in the eyes of each agency. Using the Capita ratings service potential counterparty ratings are monitored on a real time basis with knowledge of any changes notified electronically as the agencies notify modifications.

2.43 The Council recognises that ratings should not be the sole determinant of the quality of an institution and that it is important to continually assess and monitor the financial sector on both a micro and macro basis and in relation to the economic and political environments in which institutions operate. The assessment will also take account of information that reflects the opinion of the markets. To this end the Council will engage with its advisors to maintain and monitor on market pricing such as "Credit Default Swaps" (CDS) and overlay that information on top of the credit ratings. This is encapsulated within the credit methodology provided by the advisors, Capita Asset Services in producing its colour codings which show the varying degrees of suggested creditworthiness.

2.44 Other information sources used will include the financial press, and other such information pertaining to the banking sector in order to establish the most robust scrutiny process on the suitability of potential investment counterparties.

2.45 The aim of the strategy is to generate a list of highly creditworthy counterparties which will also enable diversification and thus avoidance of concentration risk. The intention of the strategy is to provide security of investment and minimisation of risk.

## **Section L - Creditworthiness Policy**

2.46 This Council uses the creditworthiness service provided by Capita Asset Services. This service employs sophisticated modelling utilising credit ratings from the three main credit rating agencies - Fitch, Moody's and Standard and Poor's. The credit ratings are supplemented with the following overlays: -

- credit watches and credit outlooks from credit rating agencies;

- Credit Default Swap spreads to give early warning of likely changes in credit ratings;
- sovereign ratings to select counterparties from only the most creditworthy countries.

2.47 This modelling approach combines credit ratings, credit watches and credit outlooks in a weighted scoring system which is then combined with an overlay of CDS spreads for which the end product is a series of colour coded bands which indicate the relative creditworthiness of counterparties. These colour codes are used by the Council to determine the duration for investments. The Council will therefore use counterparties within the following durational bands.

- Yellow 5 years
- Dark Pink 5 years for Enhanced money market funds(EMMF) with a credit score of 1.25
- Light Pink 5 years for EMMF with a credit score of 1.5
- Purple 2 years
- Blue 1 year (only applies to nationalised or semi nationalised UK Banks)
- Orange 1 year
- Red 6 months
- Green 100 days
- No Colour not to be used

2.48 The Capita Asset Services creditworthiness service uses a wider array of information than just primary ratings and by using a risk weighted scoring system minimises exposure to just one agency's ratings.

2.49 All credit ratings will be monitored daily. The Council is alerted to changes to ratings of all three agencies through its use of the Capita Asset Services creditworthiness service.

- If a downgrade results in the counterparty/investment scheme no longer meeting the Council's minimum criteria, its further use as a new investment will be withdrawn immediately.
- In addition to the use of Credit Ratings the Council will be advised of information in movements in CDS against the iTraxx benchmark (A set of CDS indices) and other market data on a weekly basis. Extreme market movements may result in downgrade of an institution or removal from the Councils lending list.

2.50 Sole reliance will not be placed on the use of this external service. In addition the Council will also use market data and market information, information on any external support for banks to help support its decision making process.

2.51 Time and monetary limits applying to investments. The Council will only use UK institutions. The time and monetary limits for institutions on the Council's counterparty list are as follows (these will cover both Specified and Non-Specified Investments):

<b>TABLE 16</b>	<b>Minimum credit criteria / colour band</b>	<b>Max % of total investments</b>	<b>Max. maturity period</b>
DMADF – UK Government	N/A	100%	6 months
UK Government gilts	AAA	100%	5 years
UK Government Treasury bills	AAA	100%	5 years
Bonds issued by multilateral development banks	AAA	100%	6 months
Money market funds	AAA	100%	Liquid
Local authorities	N/A	100%	5 years
Term deposits with banks and building societies	Yellow Dark Pink Light Pink Purple Blue Orange Red Green No Colour	100%	Up to 5 years Up to 5 years (EMMF 1.25) Up to 5 years (EMMF 1.5) Up to 2 years Up to 1 year Up to 1 year Up to 6 Months Up to 3 months Not for use
CDs or corporate bonds with banks and building societies	Yellow Purple Blue Orange Red Green No Colour	100%	Up to 5 years Up to 2 years Up to 1 year Up to 1 year Up to 6 Months Up to 3 months Not for use
Gilt funds	AAA	100%	
Property funds			

*The Council has included the potential for the use of property funds going forwards. Property funds are a longer-term investment tool, with an investment period of 2-5 years. Balances available for investment will be based on the projected level of reserves and balances available for longer-term investment and appropriate due diligence will be undertaken before investments of this type are considered.*

## **Section M – Cash Flow Investment Strategy**

2.52 The Council's funds are mainly cash-flow derived. The Council will seek to utilise its notice and call accounts, money market funds and short-dated deposits (overnight to three months) in order to benefit from the compounding of interest. Investments will be made with reference to cash flow requirements and the outlook for short-term interest rates (i.e. rates for investments up to 12 months).

2.53 The suggested budgeted investment earnings rates for returns on investments placed for periods up to three months during each financial year for the next four years are as follows:

- 2017 / 2018 0.25%
- 2018 / 2019 0.25%
- 2019 / 2020 0.50%
- 2020 / 2021 0.75%

2.54 Total principal funds invested for greater than 364 days. These limits are set with regard to the Council's liquidity requirements and to reduce the need for early sale of an investment, and are based on the availability of funds after each year-end.

<b>TABLE 17</b>	<b>2015/16 £m</b>	<b>2016/17 £m</b>	<b>2017/18 £m</b>	<b>2018/19 £m</b>	<b>2019/20 £m</b>	<b>2020/21 £m</b>	<b>2021/22 £m</b>
Principal sums invested for over 364 days	10,000	10,000	10,000	10,000	10,000	10,000	10,000

## **Section N - Policy on the use of External Service Providers**

- 2.55 The Council continues to use Capita Asset Services, Treasury solutions as its external treasury management advisors for 2017/18.
- 2.56 The Council recognises that responsibility for treasury management decisions remains with the organisation at all times and will ensure that undue reliance is not placed upon our external service providers.
- 2.57 It also recognises that there is value in employing external providers of treasury management services in order to acquire access to specialist skills and resources. The Council will ensure that the terms of their appointment and the methods by which their value will be assessed are properly agreed and documented, and subjected to regular review.