

**REPORT TO: POLICY AND RESOURCES COMMITTEE - 22 MARCH 2010**

**REPORT ON: TREASURY MANAGEMENT STRATEGY STATEMENT AND ANNUAL INVESTMENT STRATEGY 2010/2011**

**REPORT BY: DIRECTOR OF FINANCE**

**REPORT NO: 163-2010**

## **1 PURPOSE OF REPORT**

This report introduces the Dundee City Council Treasury Management Strategy Statement and Annual Investment Strategy for 2010/2011, the preparation of which is a requirement of the Council's Treasury Policy Statement and the CIPFA Code of Practice on Treasury Management.

## **2 RECOMMENDATION**

The Committee are asked to:

- 1 note that in terms of the Treasury Policy Statement, the Director of Finance is obliged to present the annual Treasury Management Strategy at the start of each financial year.
- 2 approve the strategy proposed by the Director of Finance for 2010/2011 as set out in the attached document "Treasury Management Strategy 2010/2011".

## **3 FINANCIAL IMPLICATIONS**

There are no direct financial implications arising from the recommendations in this report. However, decisions made within the Treasury Management function will affect the cost of the Council's long and short-term borrowing in 2010/2011 and future years. The 2010/2011 Revenue Budget has been set including a provision of £23.744m for Capital Financing Costs and this is based on an average Loans Fund Interest rate of 5.4%.

## **4 BACKGROUND**

The Council's Treasury Policy Statement Report No 162-2010 requires that the Policy and Resources Committee will receive and consider the Treasury Management Strategy in advance of each new financial year.

## **5 TREASURY MANAGEMENT STRATEGY 2010/2011**

The Council's Treasury Management Strategy for 2010/2011 is set out in detail in the attached document. The net new borrowing required in 2010/2011 is £57m. In light of this there is expected to be phased borrowing during the year. This will be based on cash flow and interest rate monitoring to determine the term and value of each loan taken.

In light of the current uncertainties in the finance market, lending transactions will be closely monitored to achieve maximum security of capital. This will involve using all available sources of information to assess the financial strength of any counterparties.

## **6 POLICY IMPLICATIONS**

This Report has been screened for any policy implications in respect of Sustainability, Strategic Environmental Assessment, Anti-Poverty, Equality Impact Assessment and Risk Management.

The major issue is with Risk Management. This is considered in Appendix C of the statement.

7 **CONSULTATION**

The Chief Executive and the Depute Chief Executive (Support Services) have been consulted.

8 **BACKGROUND PAPERS**

None

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**DIRECTOR OF FINANCE**

**16 MARCH 2010**

**DUNDEE CITY COUNCIL**

**TREASURY MANAGEMENT STRATEGY**  
**2010/2011**

**Finance Department  
Dundee**

## TREASURY MANAGEMENT STRATEGY 2010/2011

### 1 INTRODUCTION

The Local Government in Scotland Act 2003 and supporting regulations require the Council to 'have regard to' the 'Prudential Code for Capital Finance in Local Authorities' published by the Chartered Institute of Public Finance and Accountancy (CIPFA) in 2009 and therefore to set Prudential and Treasury Indicators for the next three years to ensure that the Council's capital investment plans are affordable, prudent and sustainable. They also require the Council to have regard to the 'Treasury Management in the Public Services: Code of Practice and Cross-sectoral Guidance Notes' published by CIPFA in 2009 which require the Council to set out its treasury management strategy for borrowing and investment and how it will give priority to security and liquidity in managing its investments.

The suggested strategy for 2010/11 in respect of the following aspects of the treasury management function is based upon the treasury officers' views on interest rates, supplemented with leading market forecasts provided by the Council's treasury adviser, Sector Treasury Services.

The strategy covers:

- treasury limits in force which will limit the treasury risk and activities of the Council
- prudential and treasury indicators
- the current treasury position
- the borrowing requirement
- prospects for interest rates
- the borrowing strategy
- policy on borrowing in advance of need
- debt rescheduling
- the investment strategy
- creditworthiness policy
- policy on use of external service providers

#### Balanced Budget Requirement

It is a statutory requirement under Section 93 of the Local Government Finance Act 1992, for the Council to produce a balanced budget. In particular, a local authority must calculate its budget requirement for each financial year to include the revenue costs that flow from capital financing decisions. This, therefore, means that increases in capital expenditure must be limited to a level whereby increases in charges to revenue from: -

1. increases in interest charges caused by increased borrowing to finance additional capital expenditure, and
2. any increases in running costs from new capital projects

are limited to a level which is affordable within the projected income of the Council for the foreseeable future.

#### Treasury Limits for 2010/11 to 2012/13

It is a statutory duty under part 7 of the Local Government in Scotland Act 2003 and supporting regulations, for the Council to determine and keep under review how much it can afford to allocate to capital expenditure. The amount so determined is termed the "Affordable Capital Expenditure Limit". In Scotland the estimate of capital expenditure for 2010/11 represents the legislative limit specified in section 35(1) of the Local Government in Scotland Act 2003.

The Council must have regard to the Prudential Code when setting the Affordable Capital Expenditure Limit, which essentially requires it to ensure that total capital investment remains within sustainable limits and, in particular, that the impact upon its future council tax and council rent levels is 'acceptable'.

Whilst termed an "Affordable Capital Expenditure Limit", the capital plans to be considered for inclusion incorporate financing by both external borrowing and other forms of liability, such as credit arrangements. The affordable capital expenditure limit is to be set, on a rolling basis, for the forthcoming financial year and two successive financial years.

## 2 CURRENT TREASURY PORTFOLIO POSITION

The Council's loan debt position at 28 February 2010 was as follows:

		<u>£m</u>	<u>£m</u>	<u>%</u>
Fixed Rate Funding	Public Works Loan Board	265.6		
	Market Loans	<u>20.0</u>	285.6	91.80
Variable Rate Funding	Market Loans	20.0		
	Temporary Loans	<u>5.5</u>	<u>25.5</u>	<u>8.20</u>
Total Loan Debt			<u>311.1</u>	<u>100.0</u>
<u>Investments</u>				
Short Term Lending			<u>5.0</u>	

## 3 PRUDENTIAL AND TREASURY INDICATORS 2010/11 - 2010/13

Prudential and Treasury Indicators (Appendix A to this report) are relevant for the purposes of setting an integrated treasury management strategy. Please note these figures differ from those reported to Committee on 11 February 2010 in Report 77-2010. To reflect changed accounting arrangements under the International Financial Reporting Standards (IFRS), PPP costs now require to be shown on the Balance Sheet. The Capital Financing Requirement, Operational Boundary (Net Borrowing Requirement) and Authorised Limit for External Debt Figures have all been increased by £90m from 2009/10 onwards to reflect the capital value of the recently completed schools PPP programme..

The Council is also required to indicate if it has adopted the CIPFA Code of Practice on Treasury Management. This original 2001 Code was adopted by the Finance Committee and the revised Code will be adopted on 22 March 2010 by the Policy and Resources Committee.

## 4 PROSPECTS FOR INTEREST RATES

The Council has appointed Sector Treasury Services as treasury advisor to the Council and part of their service is to assist the Council to formulate a view on interest rates. Appendix B draws together a number of current City forecasts for short term (Bank Rate) and longer fixed interest rates. The following table gives the Sector central view.

### **Sector Bank Rate forecast for financial year ends (March)**

- 2009 / 2010 0.50%
- 2010/ 2011 1.00%
- 2011/ 2012 3.00%
- 2012/ 2013 4.50%

There is downside risk to these forecasts if recovery from the recession proves to be weaker and slower than currently expected.

The effect on interest rates for the longer term is expected to be:

**Longer term interest rates 50 years** - PWLB rates are expected to be in a range of 4.75% to 5% during the year.

## 5 **BORROWINGS STRATEGY**

The net borrowing requirement for capital expenditure is shown in Appendix A. In 2010/2011 it is £57m. Cash flows and PWLB rates will be monitored to determine the appropriate time to borrow and term of the loans to be taken. Estimates of the likely rates for different terms are shown at Appendix B. Short-term rates are expected to be lower but this must be balanced against the risk of having to re-finance at an earlier date.

<b>Comparison of gross and net debt positions at year end</b>	<b>2008/09</b>	<b>2009/10</b>	<b>2010/11</b>	<b>2011/12</b>	<b>2012/13</b>
	<b>actual</b>	<b>probable out-turn</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>
	£'000	£'000	£'000	£'000	£'000
Actual external debt (gross)	316	326	383	423	432
Cash Balances	35	5	5	5	5
<b>Net Debt</b>	<b>281</b>	<b>321</b>	<b>378</b>	<b>418</b>	<b>427</b>

- This Council currently has a difference between gross debt and net debt (after deducting cash balances), of £5m.
- The general aim of this treasury management strategy is to maintain the difference between the two debt levels over the next three years in order to reduce the credit risk incurred by holding investments. However, measures taken in the last year have already reduced substantially the level of credit risk so another factor which will be carefully considered is the difference between borrowing rates and investment rates to ensure the Council obtains value for money once an appropriate level of risk management has been attained to ensure the security of its investments.

Against this background caution will be adopted with the 2010/11 treasury operations. The Director of Finance will monitor the interest rate market and adopt a pragmatic approach to changing circumstances, reporting any decisions to the Policy and Resources Committee.

## 6 **POLICY ON BORROWING IN ADVANCE OF NEED**

The Council will not borrow in excess of its Capital Financing Requirement with the prime intention to profit from the investment of the extra sums borrowed. In accordance with the revised Code, any decision to borrow in advance will be considered carefully to ensure value for money can be demonstrated and that the Council can ensure the security of such funds.

It is not expected that there will be any such borrowing over the next year.

## 7 **DEBT RESCHEDULING**

The introduction of different PWLB rates on 1 November 2007 for new borrowing as opposed to early repayment of debt and the setting of a spread between the two rates has meant that PWLB to PWLB restructuring is now much less attractive.

Opportunities will continue to be monitored and possible reasons would be:

- cash savings
- enhance balance of the long term profile with respect to maturity and volatility
- help fulfil portfolio strategy

The most likely switch would be from long term to short term debt.

## 8 **ANNUAL INVESTMENT STRATEGY**

### Investment Policy

The Council will have regard to the Local Government Investment (Scotland) Regulations 2010 and accompanying finance circular, the 2009 revised CIPFA Treasury Management in Public Services Code of Practice and Cross Sectoral Guidance Notes ("the CIPFA TM Code") and the Audit Commission's report on Icelandic investments. The Council's investment priorities are: -

- (a) the security of capital and
- (b) the liquidity of its investments.

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 to security of its investments.

The borrowing of monies purely to invest or on-lend and make a return is unlawful and this Council will not engage in such activity.

Permitted investment instruments identified for use in the financial year are listed in Appendix C. Counterparty limits will be as set through the Council's Treasury Management Practices – Schedules.

### Creditworthiness policy

This Council uses the creditworthiness service provided by Sector Treasury Services. This service has been progressively enhanced over the last year and now uses a sophisticated modelling approach with credit ratings from all three rating agencies - Fitch, Moodys and Standard and Poors, forming the core element. However, it does not rely solely on the current credit ratings of counterparties but also uses the following as 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

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 code bands which indicate the relative creditworthiness of counterparties. These colour codes are also used by the Council to determine the duration of investments and are therefore referred to as durational bands. The Council is satisfied that this service now gives a much

improved level of security for its investments. It is also a service which the Council would not be able to replicate using in house resources.

The selection of counterparties with a high level of creditworthiness will be achieved by selection of institutions down to a minimum durational band within Sector's weekly credit list of worldwide potential counterparties. The Council will therefore use counterparties within the following durational bands :-

- Purple 1 year
- Blue 1 year (only applies to nationalised or semi nationalised UK Banks)
- Orange 1 year
- Red 6 months
- Green 3 months
- No Colour not to be used

This Council will not use the approach suggested by CIPFA of using the lowest rating from all three rating agencies to determine creditworthy counterparties. The Sector creditworthiness service use ratings from all three agencies, but by using a scoring system, it does not give undue preponderance to just one agency's ratings.

All credit ratings will be monitored weekly. The Council is alerted daily to changes to ratings of all three agencies through its use of the Sector 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 Credit Default Swap against the iTraxx benchmark 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.

Sole reliance will not be placed on the use of this external service. In addition this Council will also use market data and market information, information on government support for banks and the credit ratings of that government support.

The maximum deposit will be in line with counterparty credit rating as follows

- F1 + £12m
- F1 £8m.
- UK Local Authorities £8m
- Debt Management Agency £12m

Please note additional balances may be held in the Council's current account (currently with the Royal Bank of Scotland).

#### Country limits

The Council will only use UK institutions, with the exception of Santander, who are expected to seek a UK listing.

#### Investment strategy

**In-house funds:** The Council's in-house managed funds are mainly cash-flow derived and thus only available for limited periods. Investments will accordingly be made with reference to the cash flow requirements and the outlook for short-term interest rates (i.e. rates for investments up to 12 months).



**Interest rate outlook:** Bank Rate has been unchanged at 0.50% since March 2009. Bank Rate is forecast to commence rising in quarter 3 of 2010 and then to rise steadily from thereon. Bank Rate forecasts for financial year ends (March) are as follows: -

- 2009 / 2010 0.50%
- 2010/ 2011 1.00%
- 2011/ 2012 3.00%
- 2012/ 2013 4.50%

There is downside risk to these forecasts if recovery from the recession proves to be weaker and slower than currently expected.

For 2010/11 it is suggested that the Council should budget for an investment return of 0.60% on investments placed during the financial year.

For its cash flow generated balances, the Council will seek to utilise its business reserve and call accounts which are currently paying higher than market rates.

#### Policy on longer term investments

Until the new investment regulations take effect from 1 April 2010, investing by Scottish local authorities is limited to one year. This restriction will be removed from that date and this authority accordingly wishes to be able to make use of this new power at times when such investing is both appropriate and attractive.

It is not expected this will be exercised in 2010/2011.

#### End of year investment report

At the end of the financial year, the Council will report on its investment activity as part of its Annual Treasury Report.

#### Policy on the use of external service providers

The Council uses Sector Treasury Services as its external treasury management advisers.

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.

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.

#### Scheme of delegation

##### Policy and Resources Committee

- receiving and reviewing reports on treasury management policies, practices and activities.
- approval of annual strategy.
- approval of/amendments to the organisation's adopted clauses, treasury management policy statement and treasury management practices.

- budget consideration and approval.

#### Director of Finance

- Appendix D shows the responsibilities of the Director of Finance per S.10 of the Council's Financial Regulations.
- approval of the division of responsibilities within the Treasury Section
- approving the selection of external service providers and agreeing terms of appointment.
- recommending clauses, treasury management policy/practices for approval, reviewing the same regularly, and monitoring compliance
- submitting regular treasury management policy reports
- submitting budgets and budget variations
- receiving and reviewing management information reports
- reviewing the performance of the treasury management function
- ensuring the adequacy of treasury management resources and skills, and the effective division of responsibilities within the treasury management function
- ensuring the adequacy of internal audit, and liaising with external audit
- recommending the appointment of external service providers.

#### Internal Audit

- reviewing the treasury management policy and procedures and making recommendations to the responsible body.

#### Policy on scrutiny, monitoring and change of investment policies and practices

The Internal Audit Section will review the Treasury Management Practices (TMP's) of the authority. These set out all the policies and procedures in place to implement the treasury management strategy and the principles set out in the treasury management policy statement. They are intended to minimise the risk to the capital sum of investments and for optimising the return on the funds consistent with those risks. These TMP's have been adopted as part of the approval of the Treasury Policy Statement.

Any changes in the TMP's will be sent to Internal Audit for approval prior to implementation and any material change will be reported to the Policy and Resources Committee.

The Treasury Policy Statement will be reviewed at least every 3 years.

A copy of the TMP's may be obtained from the Head of Financial Services.

#### Permitted Investments – non treasury investments

##### Definition of non treasury investments

Regulation 9 adds to the normal definition of investments the following categories: -

- All share holding, unit holding and bond holding, including those in a local authority owned company, is an investment.
- Loans to a local authority company or other entity formed by a local authority to deliver services, is an investment.
- Loans made to third parties are investments.
- Investment property is an investment.

Any loan issued to a third party is treated as an investment. Such loans are neither capital nor revenue transactions, but are often made for service reasons and for which specific statutory provision exists. For service reasons these loans may be offered at an interest rate below the market rate. All loans to third parties are classified as investments for the purposes of the Consent. Where the loan is

advanced at less than a market interest rate there is an associated loss of investment return which would otherwise have been earned on these monies. Annual Strategies and Reports will need to recognise all loans to third parties as investments.

Investment balances forecasts

Regulation 31 requires this authority to provide forecasts for the level of investments for the next three years, in line with the time frame of our capital investment programme.

The table in Appendix E shows that treasury investment balances have fallen over 2009/10.

**DUNDEE CITY COUNCIL**

PRUDENTIAL INDICATOR	2008/09	2009/10	2010/11	2011/12	2012/13
<b>1 CAPITAL PLAN PRUDENTIAL INDICATORS</b>	<b>actual</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>estimate</b>	<b>estimate</b>	<b>estimate</b>	<b>actual</b>
<b>Capital Expenditure</b>					
General Services	27,092	53,407	86,674	63,184	36,889
<b>Ratio of financing costs to net revenue stream</b>					
General Services	5.6%	6.4%	6.6%	7.1%	7.3%
<b>Net borrowing requirement</b>					
brought forward 1 April	316,029	315,673	416,000	473,000	513,000
carried forward 31 March	315,673	416,000	473,000	513,000	522,000
in year borrowing requirement	(356)	100,327	57,000	40,000	9,000
<b>In year Capital Financing Requirement</b>					
General Services	(2,439)	98,421	50,000	33,000	6,000
HRA	6,739	9,943	9,000	6,000	6,000
TOTAL	4,300	108,364	59,000	39,000	12,000
<b>Capital Financing Requirement as at 31 March</b>					
General Services	201,579	300,000	350,000	383,000	389,000
HRA	131,057	141,000	150,000	156,000	162,000
TOTAL	332,636	441,000	500,000	539,000	551,000
<b>Difference between Net Borrowing and Capital Financing Requirement</b>					
	16,963	25,000	27,000	26,000	29,000
<b>Incremental impact of capital investment decisions</b>	£ p	£ p	£ p	£ p	£ p
Increase/(Decrease) in Council Tax (band D per annum)	0.00	0.00	0.53	3.03	9.43

PRUDENTIAL INDICATOR	2008/09	2009/10	2010/11	2011/12	2012/13
<b>2 TREASURY MANAGEMENT PRUDENTIAL INDICATORS</b>	<b>actual</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>Authorised limit for external debt -</b>					
borrowing	347,000	441,000	498,000	538,000	547,000
other long term liabilities	4,000	4,000	4,000	4,000	4,000
TOTAL	351,000	445,000	502,000	542,000	551,000
<b>Operational boundary for external debt -</b>					
borrowing	315,673	416,000	473,000	513,000	522,000
other long term liabilities	-	-	-	-	-
TOTAL	315,673	416,000	473,000	513,000	522,000
<b>Upper limit for fixed interest rate exposure</b>					
expressed as					
Net principal re fixed rate borrowing/investments	100%	100%	100%	100%	100%
<b>Upper limit for variable rate exposure</b>					
expressed as					
Net principal re variable rate borrowing/investments	30%	30%	30%	30%	30%
<b>Upper limit for total principal sums invested for over 364 days</b>	N/A	N/A	N/A	N/A	N/A

Maturity structure of fixed rate borrowing during 2009/10	lower limit	upper limit
under 12 months	-	10%
12 months and within 24 months	-	15%
24 months and within 5 years	-	25%
5 years and within 10 years	-	25%
10 years and above	50%	95%

Adoption of CIPFA Code of Practice for Treasury Management

YES

## APPENDIX B

### OUTLOOK FOR INTEREST RATES

The data below shows a variety of forecasts published by a number of institutions. The first three are individual forecasts including those of UBS and Capital Economics (an independent forecasting consultancy). The final one represents summarised figures drawn from the population of all major City banks and academic institutions.

The forecast within this strategy statement has been drawn from these diverse sources and officers' own views.

#### Individual Forecasts

##### Sector interest rate forecast – 22.2.10

	Mar-10	Jun-10	Sep-10	Dec-10	Mar-11	Jun-11	Sep-11	Dec-11	Mar-12	Jun-12	Sep-12	Dec-12	Mar-13
Bank rate	0.50%	0.50%	0.50%	0.50%	1.00%	1.50%	2.00%	2.50%	3.00%	3.25%	3.75%	4.25%	4.50%
5yr PWLB rate	3.05%	3.10%	3.15%	3.20%	3.40%	3.65%	4.00%	4.30%	4.50%	4.65%	4.75%	4.80%	4.85%
10yr PWLB rate	4.35%	4.35%	4.45%	4.50%	4.60%	4.70%	4.75%	4.90%	4.95%	5.10%	5.10%	5.15%	5.15%
25yr PWLB rate	4.75%	4.75%	4.80%	4.85%	4.90%	5.00%	5.05%	5.10%	5.20%	5.30%	5.35%	5.35%	5.35%
50yr PWLB rate	4.75%	4.75%	4.80%	4.85%	4.90%	5.05%	5.10%	5.15%	5.15%	5.30%	5.30%	5.30%	5.30%

##### Capital Economics interest rate forecast – 18.1.10

	Mar-10	Jun-10	Sep-10	Dec-10	Mar-11	Jun-11	Sep-11	Dec-11
Bank Rate	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%
5yr PWLB rate	3.15%	2.95%	2.65%	2.45%	2.45%	2.45%	2.45%	2.45%
10yr PWLB rate	4.45%	4.15%	3.65%	3.15%	3.15%	3.15%	3.15%	3.15%
25yr PWLB rate	4.75%	4.65%	4.35%	4.05%	3.95%	3.75%	3.75%	3.75%
50yr PWLB rate	4.85%	4.65%	4.25%	4.25%	4.25%	4.25%	4.25%	4.25%

##### UBS interest rate forecast (for quarter ends) – 22.2.10

	Mar-10	Jun-10	Sep-10	Dec-10	Mar-11	Jun-11	Sep-11	Dec-11
Bank Rate	0.50%	0.50%	0.50%	0.75%	1.00%	1.25%	1.75%	2.25%
10yr PWLB rate	4.25%	4.40%	4.40%	4.75%	4.90%	5.15%	5.40%	5.40%
25yr PWLB rate	4.75%	4.85%	5.00%	5.15%	5.40%	5.65%	5.65%	5.65%
50yr PWLB rate	4.85%	4.95%	5.15%	5.30%	5.60%	5.85%	5.85%	5.85%

Survey Of Economic Forecasts

**HM Treasury February 2010** – summary of forecasts of 23 City and 12 academic analysts for Q4 2009 and 2010. Forecasts for 2010 – 2013 are based on 21 forecasts in the last quarterly forecast – also February 2010.

BANK RATE FORECASTS	quarter ended			annual average Bank Rate				
	actual	Q4 2010	Q4 2011	ave. 2010	ave. 2011	ave. 2012	ave. 2013	ave. 2014
Median	0.50%	1.00%	2.50%	0.60%	1.60%	2.80%	3.50%	4.00%
Highest	0.50%	2.00%	3.50%	1.00%	3.00%	4.20%	4.60%	4.90%
Lowest	0.50%	0.50%	0.50%	0.50%	0.50%	1.00%	1.40%	1.60%

## PERMITTED INVESTMENTS APPENDIX C

This Council approves the following forms of investment instrument for use as permitted investments as set out in table 1.

### Treasury risks

All the investment instruments in table 1 are subject to the following risks: -

1. **Credit and counterparty risk:** this is the risk of failure by a counterparty (bank or building society) to meet its contractual obligations to the organisation particularly as a result of the counterparty's diminished creditworthiness, and the resulting detrimental effect on the organisation's capital or current (revenue) resources. There are no counterparties where this risk is zero although AAA rated organisations have a very high level of creditworthiness.
2. **Liquidity risk:** this is the risk that cash will not be available when it is needed. While it could be said that all counterparties are subject to at least a very small level of liquidity risk as credit risk can never be zero, in this document, liquidity risk has been treated as whether or not instant access to cash can be obtained from each form of investment instrument.
3. **Market risk:** this is the risk that, through adverse market fluctuations in the value of the principal sums an organisation borrows and invests, its stated treasury management policies and objectives are compromised, against which effects it has failed to protect itself adequately.
4. **Interest rate risk:** this is the risk that fluctuations in the levels of interest rates create an unexpected or unbudgeted burden on the organisation's finances, against which the organisation has failed to protect itself adequately. This authority has set limits for its fixed and variable rate exposure in its Treasury Indicators in this report.
5. **Legal and regulatory risk:** this is the risk that the organisation itself, or an organisation with which it is dealing in its treasury management activities, fails to act in accordance with its legal powers or regulatory requirements, and that the organisation suffers losses accordingly.

### Controls on treasury risks

1. **Credit and counterparty risk:** this authority has set minimum credit criteria to determine which counterparties and countries are of high creditworthiness to enable investments to be made safely.
2. **Liquidity risk:** this authority has a cash flow forecasting model to enable it to determine how long investments can be made for and how much can be invested.
3. **Market risk:** this authority does not purchase investment instruments which are subject to market risk in terms of fluctuation in their value. (The only exception is for Common Good and Insurance Fund assets where there is a slightly higher risk threshold).

4. **Interest rate risk:** this authority manages this risk by having a view of the future course of interest rates and then formulating a treasury management strategy accordingly which aims to maximise investment earnings consistent with control of risk or alternatively, seeks to minimise expenditure on interest costs on borrowing.
5. **Legal and regulatory risk:** this authority will not undertake any form of investing until it has ensured that it has all necessary powers and also complied with all regulations.

### Unlimited investments

Regulation 24 states that an investment can be shown in table 1 as being 'unlimited' in terms of the maximum amount or percentage of the total portfolio that can be put into that type of investment. However, it also requires that an explanation must be given for using that category.

The authority has given no types of investment an unlimited category.

### Objectives of each type of investment instrument

Regulation 25 requires an explanation of the objectives of every type of investment instrument which an authority approves as being 'permitted'.

#### 1. DEPOSITS

The following forms of 'investments' are actually more accurately called deposits as cash is deposited in an account until an agreed maturity date or is held at call.

- a) **Debt Management Agency Deposit Facility. (DMADF)** This offers the lowest risk form of investment available to local authorities as it is effectively an investment placed with the Government. It is also easy to use as it is a deposit account and avoids the complications of buying and holding Government issued treasury bills or gilts. As it is low risk it also earns low rates of interest.
- b) **Term deposits with high credit worthiness banks and building societies.** This is the most widely used form of investing used by local authorities. It offers a much higher rate of return than the DMADF (dependent on term) and now that measures have been put in place to avoid over reliance on credit ratings, the authority feels that the residual risks around using such banks and building societies are at a low, reasonable and acceptable level. The authority will ensure diversification of its portfolio of deposits ensuring that no more than £12m can be placed with any one institution or group.
- c) **Call accounts with high credit worthiness banks and building societies.** The objectives are as for 1b. but there is instant access to recalling cash deposited. This generally means accepting a lower rate of interest than that which could be earned from the same institution by making a term deposit. Some use of call accounts is highly desirable to ensure that the authority has ready access to cash when needed to pay bills. This is likely to be the most widely used in 2010/11.



## 2. COLLECTIVE INVESTMENT SCHEMES STRUCTURED AS OPEN ENDED INVESTMENT COMPANIES (OEICS)

- a. **Government liquidity funds.** These are very similar to money market funds (see below) but only invest in government debt issuance with highly rated governments. They offer a lower rate of return than MMFs but slightly higher than the returns from the DMADF.
- b. **Money Market Funds (MMFs).** By definition, MMFs are AAA rated and are widely diversified, using many forms of money market securities including types which this authority does not currently have the expertise or risk appetite to hold directly. However, due to the high level of expertise of the fund managers and the huge amounts of money invested in MMFs, and the fact that the weighted average maturity (WAM) cannot exceed 60 days, MMFs offer a combination of high security, instant access to funds, high diversification and good rates of return compared to equivalent instant access facilities. They are particularly advantageous in falling interest rate environments as their 60 day WAM means they have locked in investments earning higher rates of interest than are currently available in the market. MMFs also help an authority to diversify its own portfolio as e.g. a £2m investment placed directly with HSBC is a 100% risk exposure to HSBC whereas £2m invested in a MMF may end up with say £10,000 being invested with HSBC through the MMF. For authorities particularly concerned with risk exposure to banks, MMFs offer an effective way of minimising risk exposure while still getting much better rates of return than available through the DMADF. They also offer a constant Net Asset Value (NAV) i.e. the principal sum invested has high security.
- c. **Gilt funds.** (Common Good and Insurance Fund Only) These are funds which invest only in U.K. Government gilts. They offer a lower rate of return than bond funds but are highly rated both as a fund and through investing only in AAA rated gilts. They offer a higher rate of return than investing in the DMADF but they do have an exposure to movements in market prices of assets held.
- d. **Bond funds.** (Common Good and Insurance Fund Only) These invest in both government and corporate bonds. This therefore entails a higher level of risk exposure than gilt funds and the aim is to achieve a higher rate of return than normally available from gilt funds by trading in bonds. They do have an exposure to movements in market prices of assets held so do not offer constant Net Asset Value.

## 3. SECURITIES ISSUED OR GUARANTEED BY GOVERNMENTS

The following types of investments are where an authority directly purchases a particular investment instrument, a security, i.e. it has a market price when purchased and that value can change during the period the instrument is held until it matures or is sold. The annual earnings on a security is called a yield i.e. it is normally the interest paid by the issuer divided by the price you paid to purchase the security unless a security is initially issued at a discount e.g. treasury bills..

- a. **Treasury bills.** These are short term bills (up to 12 months) issued by the Government and so are backed by the sovereign rating of the UK. The yield is higher than the rate of interest paid by the DMADF and another advantage compared to a time deposit in the DMADF is that they can be sold if there is a

need or access to cash at any point in time. However, there is a spread between purchase and sales prices so early sales could incur a net cost during the period of ownership.

- b. **Gilts.** These are longer term debt issuance by the UK Government and are backed by the sovereign rating of the UK. The yield is higher than the rate of interest paid by the DMADF and another advantage compared to a time deposit in the DMADF is that they can be sold if there is a need for access to cash at any point in time. However, there is a spread between purchase and sale prices so early sales may incur a net cost. The advantage over Treasury bills is that they generally offer higher yields the longer it is to maturity (for most periods) if the yield curve is positive.

**Table 1: permitted investments in house****1.1 Deposits**

	Minimum Credit Criteria	Liquidity Risk	Market Risk	Max	Max. maturity period
Debt Management Agency Deposit Facility	-	term	no	£12m	1yr
Term deposits - Local Authority	-	term	no	£8m	1yr
Call accounts - banks and building societies	per Sector Matrix	instant	no	£12m	1yr
Term deposits - banks and building societies	per Sector Matrix	term	no	£12m	1yr
Fixed term deposits with variable rate and variable maturities :- Structured deposits.	per Sector Matrix	term	no	£12m	1yr

**1.2 Collective investment schemes structured as Open Ended Investment Companies (OEICs)**

	Minimum Credit Criteria	Liquidity Risk	Market Risk	Max % of total investments	Max. maturity period
1. Government Liquidity Funds	Long-term volatility rating V1-V2	instant	no (see note A)	50%	60 days
2. Money Market Funds	Long-term volatility rating AAA <sub>MMf</sub>	instant	no (see note A)	50%	60 days
3. Gilt Funds (Common Good and Insurance Only)	Long-term volatility rating V1-V2	T+>1	yes	50% of Common Good or Insurance only	ongoing
4. Bond Funds (Common Good and Insurance Only)	Long-term volatility rating V1-V4	T+>1	yes	50% of Common Good or Insurance only	ongoing
5. Equity Funds (Common Good and Insurance Only)	*Long-term volatility rating V1-V7	T+>1	yes	50% of Common Good or Insurance only	ongoing

Note A: the objective of this fund to maintain the net asset value but they hold assets which can vary in value. However, the credit rating agencies require the fluctuation in unit values held by investors to vary by almost zero.

### 1.3 Securities issued or guaranteed by governments

	*Minimum Credit Criteria	Liquidity Risk	Market Risk	Max % of total investments	Max. maturity period
Treasury Bills	UK sovereign rating	Sale T+1	yes	20	1yr
UK Government	UK sovereign rating	Sale T+1	yes	20	1yr
Bond issuance by a financial institution which is explicitly guaranteed by the UK Government (refers solely to GEFCO - Guaranteed Export Finance Corporation)	UK sovereign rating	Sale T+3	yes	20	1yr

Accounting treatment of investments. The accounting treatment may differ from the underlying cash transactions arising from investment decisions made by this Council. To ensure that the Council is protected from any adverse revenue impact, which may arise from these differences, we will review the accounting implications of new transactions before they are undertaken.

### 1.4 Other

	*Minimum Credit Criteria	Liquidity Risk	Market Risk	Max % of total investments	Max. maturity period
Equities	FTSE 350	T+3	yes	50% of Common Good or Insurance only	ongoing

**TREASURY MANAGEMENT**  
**APPENDIX D**

The Director of Finance and her staff shall ensure that all the Council's borrowing and lending transactions and practices comply with the CIPFA Code of Practice on Treasury Management in the Public Services.

The Director of Finance shall prepare a Treasury Policy Statement which will be approved by the Policy and Resources Committee and reviewed at least every three years.

The Director of Finance shall prior to the commencement of each financial year submit a report to the Policy and Resources Committee on the Treasury Management Strategy for that year.

The Director of Finance shall submit a report to the Policy and Resources Committee twice yearly reviewing the Council's Treasury Management activities. One of these reports will be an annual report on the Treasury Management activities of the previous financial year.

**INVESTMENT FORECASTS  
APPENDIX E**

<b>INVESTMENT FORECASTS</b>	<b>2009/10</b>	<b>2010/11</b>	<b>2011/12</b>	<b>2012/13</b>
	<b>probable out-turn</b>	<b>estimate</b>	<b>estimate</b>	<b>estimate</b>
	£'000	£'000	£'000	£'000
<b>Cash balances managed in house</b>				
1 April	36,822	11,000	6,000	6,000
31 March	11,000	6,000	6,000	6,000
change in year	(25,822)	(5,000)	0	0
average daily cash balances	20,000	8,000	6,000	6,000
<b>Cash balances managed by cash fund managers</b>				
1 April	0	0	0	0
31 March	0	0	0	0
change in year	0	0	0	0
average daily cash balances	0	0	0	0
<b>TOTAL CASH BALANCES</b>				
1 April	36,822	11,000	6,000	6,000
31 March	11,000	6,000	6,000	6,000
change in year	(25,822)	(5,000)	0	0
average daily cash balances	5,000	2,500	2,500	2,500
<b>Holdings of shares, bonds, units (including authority owned company)</b>				
1 April	709	709	709	709
purchases	0	0	0	0
sales	0	0	0	0
31 March	709	709	709	709
<b>Loans to local authority owned company or other entity to deliver services</b>				
1 April	0	0	0	0
advances	0	0	0	0
repayments	0	0	0	0
31 March	0	0	0	0
<b>Loans made to third parties</b>				
1 April	7,085	8,085	10,000	10,500
advances	1,000	2,000	1,000	1,000
repayments	0	85	500	500
31 March	8,085	10,000	10,500	11,000
<b>Investment properties</b>				
1 April	18,570	18,570	18,570	18,570
advances	0	0	0	0
repayments	0	0	0	0
31 March	18,570	18,570	18,570	18,570
<b>TOTAL OF ALL INVESTMENTS</b>				
1 April	62,186	37,364	34,279	34,779
31 March	37,364	34,279	34,779	35,279
change in year	(24,822)	(3,085)	500	500