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| <h1>REPORT FOR DECISION</h1> |
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| <b>DECISION OF:</b>                       | <b>OVERVIEW &amp; SCRUTINY COMMITTEE<br/>CABINET<br/>COUNCIL</b>  |
| <b>DATE:</b>                              | <b>11 FEBRUARY 2015<br/>25 FEBRUARY 2015<br/>25 FEBRUARY 2015</b>   |
| <b>SUBJECT:</b>                           | <b>TREASURY MANAGEMENT STRATEGY AND<br/>PRUDENTIAL INDICATORS 2015/16</b>   |
| <b>REPORT FROM:</b>                       | <b>LEADER &amp; CABINET MEMBER FOR FINANCE</b>  |
| <b>CONTACT OFFICER:</b>                   | <b>MIKE OWEN, EXECUTIVE DIRECTOR OF<br/>RESOURCES &amp; REGULATION</b><br><br><b>STEPHEN KENYON, ASSISTANT DIRECTOR OF<br/>RESOURCES &amp; REGULATION (FINANCE AND<br/>EFFICIENCY)</b>  |
| <b>TYPE OF DECISION:</b>                  | <b>COUNCIL</b>  |
| <b>FREEDOM OF<br/>INFORMATION/STATUS:</b> | The report is for publication   |
| <b>SUMMARY:</b>                           | <p>The report sets out the suggested Strategy for 2015/16 in respect of the following aspects of the Treasury Management function. It is based upon the Treasury officers' views on interest rates, supplemented with leading market forecasts provided by the Council's treasury advisor. The Strategy covers:</p> <ul style="list-style-type: none"> <li>• treasury limits in force which will limit the treasury risk and activities of the Council;</li> <li>• prudential and treasury indicators;</li> <li>• the current treasury position;</li> <li>• prospects for interest rates;</li> <li>• the borrowing strategy;</li> <li>• the borrowing requirement;</li> </ul> |

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|  | <ul style="list-style-type: none"> <li>• debt rescheduling;</li> <li>• the investment strategy;</li> <li>• the minimum revenue provision policy;</li> </ul> <p>The primary objective of the Council's treasury management function will continue to be the minimisation of financing costs whilst ensuring the stability of the Authority's long term financial position by borrowing at the lowest rates of interest and by investing surplus cash to earn maximum interest, all at an acceptable level of risk.</p> <p>The overall strategy for 2015/16 will be to finance capital expenditure by running down cash/investment balances and using short term temporary borrowing rather than more expensive longer term loans. The taking out of longer term loans (1 to 10 years) to finance capital spending will only then be considered if required by the Council's underlying cash flow needs. Some long term loans (over 10 years) may be undertaken to replace debt which matures in the year. With the reduction of cash balances the level of short term investments will fall. Given that investment returns are likely to remain low (say) 0.50% for the financial year 2015/16, then savings will be made from running down investments rather than taking out more expensive long term loans.</p> <p>This approach does have a refinancing risk and it should be noted that with a 2 pool approach to Housing Revenue Account (HRA) and General Fund (GF) debt, whilst the HRA is fully funded, the GF is carrying all of this risk.</p> <p>All prospects for rescheduling debt will be considered, in order to generate savings by switching from high costing long term debt to lower costing shorter term debt.</p> |
| <p><b>OPTIONS &amp; RECOMMENDED OPTION</b></p> | <p>It is recommended that Overview and Scrutiny Committee notes the report;</p> <p>It is recommended that Cabinet approves, for onward submission to Council, the:</p> <ul style="list-style-type: none"> <li>• Prudential Indicators forecast for 3 years</li> <li>• Treasury Management Strategy for 2015/16</li> <li>• Minimum Revenue Provision Policy for 2015/16</li> <li>• Schemes of Delegation and Responsibility attached at Appendices 2 and 6</li> </ul> <p>It is recommended that Council approves the report.</p>  |

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|   | Reasons for the Decision:<br><br>It is a requirement of the CIPFA Code that the Council receives an annual treasury management strategy report.  |
| <b>IMPLICATIONS:</b>  |  |
| <b>Corporate Aims/Policy Framework:</b>   | Do the proposals accord with the Policy Framework?      Yes  |
| <b>Statement by the S151 Officer: Financial Implications and Risk Considerations:</b> | Treasury Management is an integral part of the Council's financial framework and it is essential that the correct strategy is adopted in order to ensure that best value is obtained from the Council's resources and that assets are safeguarded. |
| <b>Statement by Executive Director of Resources &amp; Regulation:</b>                 | There are no additional resource implications.   |
| <b>Health &amp; Safety implications:</b>  | There are no direct Health & Safety implications   |
| <b>Equality/Diversity implications:</b>   | No   |
| <b>Considered by Monitoring Officer:</b>  | Yes  |
| <b>Wards Affected:</b>  | All  |
| <b>Scrutiny Interest:</b>   | Overview & Scrutiny Committee  |

**TRACKING/PROCESS**

**EXECUTIVE DIRECTOR: Mike Owen**

|  |                         |                 |                 |
|--|-------------------------|-----------------|-----------------|
| Chief Executive/<br>Senior Leadership Team | Cabinet<br>Member/Chair | Ward Members    | Partners        |
|  | Leader / Finance        |                 |                 |
| Scrutiny Committee                         |                         | Committee       | Council         |
| Overview & Scrutiny<br>11/2/15             |                         | Cabinet 25/2/15 | Council 25/2/15 |

## 1.0 BACKGROUND

- 1.1 The Council is required to operate a balanced budget, which broadly means that cash raised during the year will meet cash expenditure. Part of the treasury management operation is to ensure that this cash flow is adequately planned, with cash being 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.
- 1.2 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 borrowing need 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.
- 1.3 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."*

## 1.4 Reporting requirements

- 1.4.1 The Council is required to receive and approve, as a minimum, three main reports each year, which incorporate a variety of policies, estimates and actuals.

**Prudential and treasury indicators and treasury strategy** (this report) – the first, and most important report covers:

- the capital plans (including prudential indicators);
- a minimum revenue provision (MRP) policy (how residual capital expenditure is charged to revenue over time);
- the treasury management strategy (how the investments and borrowings are to be organised) including treasury indicators; and
- an investment strategy (the parameters on how investments are to be managed).

**A mid year treasury management report** – This will update members with the progress of the capital position, amending prudential indicators as necessary, and whether the treasury strategy is meeting the strategy or whether any policies require revision.

**An annual treasury report** – This provides details of a selection of actual prudential and treasury indicators and actual treasury operations compared to the estimates within the strategy.

- 1.4.2 The above reports are required to be adequately scrutinised before being recommended to the Council. This role is undertaken by the Overview and Scrutiny Committee.

## 1.5 In Year Monitoring Arrangements

- 1.5.1 Budget monitoring reports are produced on a monthly basis, together with quarterly reporting to Cabinet and the Overview and Scrutiny Committee.

1.5.2 In 2014/15 the average rate of return on investments is 0.61% as at 31<sup>st</sup> December 2014.

## **1.6 Treasury Management Strategy for 2015/16**

1.6.1 The strategy for 2015/16 covers two main areas:

### **Capital issues**

- the capital plans and the prudential indicators;
- the minimum revenue provision (MRP) strategy.

### **Treasury management issues**

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

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

## **1.7 Treasury Management consultants**

1.7.1 The Council uses Capita Asset Services, treasury solutions as its external treasury management advisors.

1.7.2 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.

1.7.3 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.

## **2.0 THE CAPITAL PRUDENTIAL INDICATORS 2015/16 – 2017/18**

2.1 The Council's capital expenditure plans are the key driver of treasury management activity. The outputs of the capital expenditure plans are reflected in prudential indicators, which are designed to assist Members overview and confirm capital expenditure plans.

### **2.2 Capital expenditure**

2.2.1 This prudential indicator is a summary of the Council's capital expenditure plans, both those agreed previously, and those forming part of this budget cycle.

| <b>Capital Expenditure</b> | <b>2013/14 Actual<br/>£'000</b> | <b>2014/15 Estimate<br/>£'000</b> | <b>2015/16 Estimate<br/>£'000</b> | <b>2016/17 Estimate<br/>£'000</b> | <b>2017/18 Estimate<br/>£'000</b> |
|----------------------------|---------------------------------|-----------------------------------|-----------------------------------|-----------------------------------|-----------------------------------|
| <b>Non-HRA</b>             | 16,120                          | 14,819                            | 9,829                             | 6,849                             | 2,600                             |
| <b>HRA</b>                 | 7,181                           | 13,356                            | 12,290                            | 12,576                            | 0                                 |
| <b>Total</b>               | <b>23,301</b>                   | <b>28,174</b>                     | <b>22,119</b>                     | <b>19,425</b>                     | <b>2,600</b>                      |

## **2.3 The Council's borrowing need (the Capital Financing Requirement)**

2.3.1 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.

2.3.2 The CFR does not increase indefinitely, as the minimum revenue provision (MRP) is a statutory annual revenue charge which broadly reduces the borrowing need in line with each assets life.

2.3.3 The CFR includes any other long term liabilities (e.g. finance leases). Whilst these increase the CFR, and therefore the Council's borrowing requirement, these types of scheme include a borrowing facility and so the Council is not required to separately borrow for these schemes.

| <b>Capital Financing Requirement</b> | <b>2013/14 Actual<br/>£'000</b> | <b>2014/15 Estimate<br/>£'000</b> | <b>2015/16 Estimate<br/>£'000</b> | <b>2016/17 Estimate<br/>£'000</b> | <b>2017/18 Estimate<br/>£'000</b> |
|--------------------------------------|---------------------------------|-----------------------------------|-----------------------------------|-----------------------------------|-----------------------------------|
| <b>CFR – non HRA</b>                 | 127,649                         | 122,743                           | 119,584                           | 118,942                           | 114,125                           |
| <b>CFR – HRA existing</b>            | 40,531                          | 40,531                            | 40,531                            | 40,531                            | 40,531                            |
| <b>Housing Reform Settlement</b>     | 78,253                          | 78,253                            | 78,253                            | 78,253                            | 78,253                            |
| <b>Total CFR</b>                     | <b>246,433</b>                  | <b>241,526</b>                    | <b>238,368</b>                    | <b>237,726</b>                    | <b>232,909</b>                    |

## **2.4 Minimum revenue provision (MRP) policy statement**

2.4.1 The concept of MRP was introduced in 1989 to prescribe the minimum amount which must be charged to the revenue account each year to meet credit liabilities (borrowing and leasing costs).

2.4.2 The Council will follow the same policy in 2015/16 as it did in 2014/15. Accordingly it is recommended that the:

- Regulatory method for calculating MRP be used for supported borrowing
- Asset Life method of calculating repayment provision be used for unsupported borrowing

2.4.3 It is to be noted that the above policy resulted in MRP savings of £89,700 in 2012/13, £77,100 in 2013/14 and is expected to generate further savings in 2014/15 and 2015/16.

## **2.5 Affordability prudential indicators**

2.5.1 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.

## 2.6 Ratio of financing costs to net revenue stream.

2.6.1 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.

| %       | 2013/14<br>Actual | 2014/15<br>Estimate | 2015/16<br>Estimate | 2016/17<br>Estimate | 2017/18<br>Estimate |
|---------|-------------------|---------------------|---------------------|---------------------|---------------------|
| Non-HRA | 3.21%             | 3.10%               | 3.03%               | 2.95%               | 2.85%               |
| HRA     | 14.60%            | 14.18%              | 13.61%              | 13.61%              | 13.61%              |

2.6.2 The estimates of financing costs include current commitments and the proposals in this budget report.

## 2.7 Incremental impact of capital investment decisions on Council Tax

2.7.1 This indicator identifies the revenue costs associated with proposed changes to the three year capital programme recommended in this 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 three year period.

2.7.2 Incremental impact of capital investment decisions on the band D council tax:

|                            | 2013/14<br>Actual | 2014/15<br>Estimate | 2015/16<br>Estimate | 2016/17<br>Estimate | 2017/18<br>Estimate |
|----------------------------|-------------------|---------------------|---------------------|---------------------|---------------------|
| <b>Council tax -Band D</b> | <b>-£3.62</b>     | <b>-£0.44</b>       | <b>-£1.99</b>       | <b>-£0.21</b>       | <b>-£1.61</b>       |

## 2.8 Estimates of the incremental impact of capital investment decisions on housing rent levels.

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

2.8.2 Incremental impact of capital investment decisions on housing rent levels:

|                                   | 2013/14<br>Actual | 2014/15<br>Estimate | 2015/16<br>Estimate | 2016/17<br>Estimate | 2017/18<br>Estimate |
|-----------------------------------|-------------------|---------------------|---------------------|---------------------|---------------------|
| <b>Weekly housing rent levels</b> | £0                | £0                  | £0                  | £0                  | £0                  |

### 3.0 BORROWING

3.1 The capital expenditure plans set out in Section 2 provide details of the service activity of the Council. 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.

### 3.2 Current portfolio position

3.2.1 To assist Members in agreeing a strategy for 2015/16 the Council's current treasury portfolio position (at nominal value) is detailed below:

|                                | 31st March 2014 |         |              | Forecast 31st March 2015 |         |              |
|--------------------------------|-----------------|---------|--------------|--------------------------|---------|--------------|
|                                | Principal       |         | Avg. Rate    | Principal                |         | Avg. Rate    |
|                                | £0              | £0      |              | £0                       | £0      |              |
| <b>Fixed rate funding</b>      |                 |         |              |                          |         |              |
| PWLB Bury                      | 146,362         |         |              | 140,553                  |         |              |
| PWLB Airport                   | 4,078           |         |              | 3,308                    |         |              |
| Market Bury                    | 57,500          | 207,940 |              | 57,500                   | 201,361 |              |
| <b>Variable rate funding</b>   |                 |         |              |                          |         |              |
| PWLB Bury                      | 0               |         |              | 0                        |         |              |
| Market Bury                    | 0               | 0       |              | 0                        | 0       |              |
| <b>Temporary Loans / Bonds</b> | 2,003           | 2003    |              | 3                        | 3       |              |
| <b>Total Debt</b>              | <b>209,943</b>  |         | <b>3.96%</b> | <b>201,364</b>           |         | <b>3.95%</b> |
| <b>Total Investments</b>       | <b>45,050</b>   |         | <b>0.78%</b> | <b>35,950</b>            |         | <b>0.61%</b> |

3.2.2 The forecast accumulated capital financing requirement at the end of 2014/15 is £241.5m. The forecast borrowing at the end of 2014/15 is £201.4m meaning that the Authority is under borrowed by £40.1m.

3.2.3 The investment portfolio after the Capital Programme has been spent during 2014/15 is estimated to be around £36m. In preference to taking out long term borrowing, the Authority is taking temporary loans and running down investments to finance capital expenditure because investment returns are low at the present time. The estimated rate of interest on investments for 2014/15 is 0.61% against Capita Asset Services' suggested investment earnings rate for returns on investments placed, for periods up to three months in 2014/15, of 0.50%.

### 3.3 Treasury Indicators: limits to borrowing activity

3.3.1 **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.

| Operational boundary               | 2014/15 Estimate<br>£'000 | 2015/16 Estimate<br>£'000 | 2016/17 Estimate<br>£'000 | 2017/18 Estimate<br>£'000 |
|------------------------------------|---------------------------|---------------------------|---------------------------|---------------------------|
| <b>Borrowing</b>                   | 241,500                   | 238,400                   | 237,700                   | 232,900                   |
| <b>Other long term liabilities</b> | 7,000                     | 6,700                     | 6,400                     | 6,400                     |
| <b>Total</b>                       | <b>248,500</b>            | <b>245,100</b>            | <b>244,100</b>            | <b>239,300</b>            |



3.3.2 **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. It reflects the level of external debt which, while not desired, could be afforded in the short term, but is not sustainable in the longer term.

This is the statutory limit determined under section 3 (1) of the Local Government Act 2003. The Government retains an option to control either the total of all councils' plans, or those of a specific council, although this power has not yet been exercised.

| <b>Authorised limit</b>            | <b>2014/15<br/>Estimate<br/>£'000</b> | <b>2015/16<br/>Estimate<br/>£'000</b> | <b>2016/17<br/>Estimate<br/>£'000</b> | <b>2017/18<br/>Estimate<br/>£'000</b> |
|------------------------------------|---------------------------------------|---------------------------------------|---------------------------------------|---------------------------------------|
| <b>Borrowing</b>                   | 276,500                               | 273,400                               | 272,700                               | 267,900                               |
| <b>Other long term liabilities</b> | 7,000                                 | 6,700                                 | 6,400                                 | 6,400                                 |
| <b>Total</b>                       | <b>283,500</b>                        | <b>280,100</b>                        | <b>279,100</b>                        | <b>274,300</b>                        |

### 3.4 Prospects for interest rates

3.4.1 The Council has appointed Capita Asset Services as its treasury advisor and part of their service is to assist the Council to formulate a view on interest rates. The following table gives their central view.

| <b>Annual<br/>Average %</b> | <b>Bank Rate<br/>%</b> | <b>PWLB Borrowing Rates %<br/>(including certainty rate adjustment)</b> |                |                |
|-----------------------------|------------------------|---|----------------|----------------|
|                             |                        | <b>5 year</b>   | <b>25 year</b> | <b>50 year</b> |
| Mar 2015                    | 0.50                   | 2.20  | 3.40           | 3.40           |
| Jun 2015                    | 0.50                   | 2.20  | 3.50           | 3.50           |
| Sep 2015                    | 0.50                   | 2.30  | 3.70           | 3.70           |
| Dec 2015                    | 0.75                   | 2.50  | 3.80           | 3.80           |
| Mar 2016                    | 0.75                   | 2.60  | 4.00           | 4.00           |
| Jun 2016                    | 1.00                   | 2.80  | 4.20           | 4.20           |
| Sep 2016                    | 1.00                   | 2.90  | 4.30           | 4.30           |
| Dec 2016                    | 1.25                   | 3.00  | 4.40           | 4.40           |
| Mar 2017                    | 1.25                   | 3.20  | 4.50           | 4.50           |
| Jun 2017                    | 1.50                   | 3.30  | 4.60           | 4.60           |
| Sep 2017                    | 1.75                   | 3.40  | 4.70           | 4.70           |
| Dec 2017                    | 1.75                   | 3.50  | 4.70           | 4.70           |
| Mar 2018                    | 2.00                   | 3.60  | 4.80           | 4.80           |

3.4.2 UK GDP grew during 2013 and the first half of 2014. Since then it appears to have subsided however is expected to continue into 2015 and 2016. There needs to be a significant rebalancing of the economy away from consumer spending to manufacturing, business investment and exporting in order for this to become more firmly established. One drag on the economy has been that wage inflation has only recently started to exceed CPI inflation, so enabling disposable income and living standards to start improving. The plunge in the price of oil brought CPI inflation down to a low of 1.0% in November, the lowest rate since September 2002. Inflation is expected to stay around or below 1.0% for the best part of a year; this will help improve consumer disposable income and so underpin economic growth during 2015. However, labour productivity needs to improve substantially to enable wage rates to increase and further support consumer disposable income and economic growth. In addition, the rate at which unemployment has been falling must eventually feed through into pressure for wage increases, though current views

on the amount of hidden slack in the labour market probably means that this is unlikely to happen early in 2015.

3.4.3 The US, the biggest world economy, has generated growth rates of 4.6% (annualised) in Q2 2014 and 5.0% in Q3. This gives an outlook for strong growth going forwards and it very much looks as if the US is now on the path of recovery from the financial crisis of 2008. Consequently, it is now expected that the US will be the first major western economy to start on central rate increases by mid 2015.

3.4.4 The current economic outlook and structure of market interest rates and government debt yields have several key treasury management implications:

- Greece: the recent general election on 25 January 2015 saw the election of a political party which is both anti EU and anti austerity. However, if this eventually results in Greece leaving the Euro, it is unlikely that this will directly destabilise the Eurozone as the EU has put in place adequate firewalls to contain the immediate fallout to just Greece. However, the indirect effects of the likely strengthening of anti EU and anti austerity political parties throughout the EU is much more difficult to quantify;
- As for the Eurozone in general, concerns in respect of a major crisis subsided considerably in 2013. However, the downturn in growth and inflation during the second half of 2014, and worries over the Ukraine situation, Middle East and Ebola, have led to a resurgence of those concerns as risks increase that it could be heading into deflation and prolonged very weak growth. Sovereign debt difficulties have not gone away and major concerns could return in respect of individual countries that do not dynamically address fundamental issues of low growth, international uncompetitiveness and the need for overdue reforms of the economy (as Ireland has done). It is, therefore, possible over the next few years that levels of government debt to GDP ratios could continue to rise to levels that could result in a loss of investor confidence in the financial viability of such countries. Counterparty risks therefore remain elevated. This continues to suggest the use of higher quality counterparties for shorter time periods;
- Investment returns are likely to remain relatively low during 2015/16 and beyond;
- Borrowing interest rates have been volatile during 2014 as alternating bouts of good and bad news have promoted optimism, and then pessimism, in financial markets. The closing weeks of 2014 saw gilt yields dip to historically remarkably low levels after inflation plunged, a flight to quality from equities (especially in the oil sector), and from the debt and equities of oil producing emerging market countries, and an increase in the likelihood that the ECB will commence quantitative easing (purchase of EZ government debt) in early 2015. The policy of avoiding new borrowing by running down spare cash balances has served well over the last few years. However, this needs to be carefully reviewed to avoid incurring higher borrowing costs in later times, when authorities will not be able to avoid new borrowing to finance new capital expenditure and/or to refinance maturing debt;
- There will remain a cost of carry to any new borrowing which causes an increase in investments as this will incur a revenue loss between borrowing costs and investment returns.

### **3.5 Borrowing strategy**

3.5.1 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 temporary measure. This strategy is prudent as investment returns are low and counterparty risk is relatively high.

3.5.2 Against this background and the risks within the economic forecast, caution will be adopted with the 2015/16 treasury operations. The Assistant Director of Resources & Regulation (Finance and Efficiency) will monitor interest rates in financial markets and adopt a pragmatic approach to 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 postponed, and potential rescheduling from fixed rate funding into short term borrowing will be considered.*
- *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.*

3.5.3 Any decisions will be reported to the appropriate decision making body at the next available opportunity.

### **3.6 Treasury management limits on activity**

3.6.1 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.

| Interest rate exposures                                       | 2014/15<br>Upper | 2015/16<br>Upper | 2016/17<br>Upper |
|---|------------------|------------------|------------------|
| Limits for fixed interest rates based on net debt             | 140%             | 140%             | 140%             |
| Limits for fixed interest rates based on net debt             | -40%             | -40%             | -40%             |
| <b>Maturity structure of new fixed rate borrowing 2014/15</b> |                  |                  |                  |
|   | <b>Upper</b>     | <b>Lower</b>     |                  |
| Under 12 months   | 40%              | 0%               |                  |
| 12 months and within 24 months                                | 35%              | 0%               |                  |
| 24 months and within 5 years                                  | 40%              | 0%               |                  |
| 5 years and within 10 years                                   | 50%              | 0%               |                  |
| 10 years and above  | 90%              | 0%               |                  |

### 3.7 Policy on borrowing in advance of need

3.7.1 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 that value for money can be demonstrated and that the Council can ensure the security of such funds.

3.7.2 In determining whether borrowing will be undertaken in advance of need the Council will:

- ensure that there is a clear link between the capital programme and maturity profile of the existing debt portfolio which supports the need to take funding in advance of need
- ensure the ongoing revenue liabilities created, and the implications for the future plans and budgets, have been considered
- evaluate the economic and market factors that might influence the manner and timing of any decision to borrow
- consider the merits and demerits of alternative forms of funding
- consider the alternative interest rate bases available, the most appropriate periods to fund and repayment profiles to use
- consider the impact of borrowing in advance on temporarily (until required to finance capital expenditure) increasing investment cash balances and the consequent increase in exposure to counterparty risk, and other risks, and the level of such risks given the controls in place to minimise them.

### 3.8 Borrowing Requirement

3.8.1 Based on a current forecast for the Capital Financing Requirement plus the replacement of existing debt, less the minimum revenue provision (MRP) and the voluntary revenue provision (VRP), the net borrowing requirement for the current year and the next three years is estimated to be as follows.

|                              | 2014/15<br>Estimate<br>£'000 | 2015/16<br>Estimate<br>£'000 | 2016/17<br>Estimate<br>£'000 | 2017/18<br>Estimate<br>£'000 |
|------------------------------|------------------------------|------------------------------|------------------------------|------------------------------|
| <b>Alternative financing</b> | 0                            | 0                            | 749                          | 886                          |
| <b>Replacement borrowing</b> | 6,059                        | 11,280                       | 14,494                       | 2,577                        |
| <b>Borrowing Requirement</b> | <b>6,059</b>                 | <b>11,280</b>                | <b>15,243</b>                | <b>3,463</b>                 |

- 3.8.2 Alternative financing is a combination of running down cash balances and investments and temporary borrowing.
- 3.8.3 The plan is to use a combination of internal borrowing (i.e. running down cash balances/investments) and temporary borrowing to finance some of the replacement borrowing. The rest will be financed by long term borrowing (over 10 years) as required by the Council's underlying cash flow needs.
- 3.8.4 The overall effect of the finance costs on the General Fund for the next three years is detailed in the Affordable Borrowing Limit prudential indicator. This ultimately shows the effect of the proposed capital investment decision on the council tax compared to a situation with the same level of capital investment as occurred in the previous year. Changes in the capital investment decision affects the movement in new borrowing for capital purposes, resulting in a change in the finance costs which impacts council tax.

| <b>Affordable Borrowing Limit</b> | <b>2014/15 Estimate</b> | <b>2015/16 Estimate</b> | <b>2016/17 Estimate</b> |
|-----------------------------------|-------------------------|-------------------------|-------------------------|
| <b>Increase in Council tax</b>    | £0.00                   | £0.00                   | £0.00                   |

The increase in Council Tax in 2015/16 relates to slippage on schemes approved in previous years.

### **3.9 Debt rescheduling**

- 3.9.1 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).
- 3.9.2 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).
- 3.9.3 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.
- 3.9.4 All rescheduling will be reported to the Council, at the earliest meeting following its action.

## **4.0 ANNUAL INVESTMENT STRATEGY**

### **4.1 Introduction: changes to credit rating methodology**

- 4.1.1 The main rating agencies (Fitch, Moody's and Standard & Poor's) have, through much of the financial crisis, provided some institutions with a ratings "uplift" due to implied levels of sovereign support. More recently, in response to the evolving regulatory regime, the agencies have indicated they may remove these "uplifts". This process may commence during 2014/15 and / or 2015/16. The actual timing

of the changes is still subject to discussion, but this does mean immediate changes to the credit methodology are required.

- 4.1.2 It is important to stress that the rating agency changes do not reflect any changes in the underlying status of the institution or credit environment, merely the implied level of sovereign support that has been built into ratings through the financial crisis. The eventual removal of implied sovereign support will only take place when the regulatory and economic environments have ensured that financial institutions are much stronger and less prone to failure in a financial crisis.
- 4.1.3 Both Fitch and Moody's provide "standalone" credit ratings for financial institutions. For Fitch, it is the Viability Rating, while Moody's has the Financial Strength Rating. Due to the future removal of sovereign support from institution assessments, both agencies have suggested going forward that these will be in line with their respective Long Term ratings. As such, there is no point monitoring both Long Term and these "standalone" ratings.
- 4.1.4 Furthermore, Fitch has already begun assessing its Support ratings, with a clear expectation that these will be lowered to 5, which is defined as "A bank for which there is a possibility of external support, but it cannot be relied upon." With all institutions likely to drop to these levels, there is little to no differentiation to be had by assessing Support ratings.
- 4.1.5 As a result of these rating agency changes, the credit element of Capita's future methodology will focus solely on the Short and Long Term ratings of an institution. Rating Watch and Outlook information will continue to be assessed where it relates to these categories. This is the same process for Standard & Poor's that Capita have always taken, but a change to the use of Fitch and Moody's ratings. Furthermore, Capita will continue to utilise CDS prices as an overlay to ratings in their new methodology.

## **4.2 Investment policy**

- 4.1.1 The Council's investment policy has regard to the CLG's Guidance on Local Government Investments ("the Guidance") and the 2011 revised CIPFA Treasury Management in Public Services Code of Practice and Cross Sectoral Guidance Notes ("the CIPFA TM Code"). The Council's investment priorities will be security first, liquidity second and then return.
- 4.1.2 In accordance with guidance from the CLG and CIPFA, and in order to minimise the risk to investments, the Council applies minimum acceptable credit criteria in order to generate a list of highly creditworthy counterparties, which will also enable diversification and thus avoidance of concentration risk.
- 4.1.3 Continuing regulatory changes in the banking sector are designed to see greater stability, lower risk and the removal of expectations of Government financial support should an institution fail. This withdrawal of implied sovereign support is anticipated to have an effect on ratings applied to institutions. This will result in the key ratings used to monitor counterparties being the Short Term and Long Term ratings only. Viability, Financial Strength and Support Ratings previously applied will effectively become redundant. This change does not reflect deterioration in the credit environment but rather a change of method in response to regulatory changes.
- 4.1.4 Furthermore, the Council's officers recognise 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 a monitor on market pricing such as “credit default swaps” and overlay that information on top of the credit ratings.

- 4.1.5 Other information sources used will include the financial press, share price 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.
- 4.1.6 Investment instruments identified for use in the financial year are listed in appendix 5.3 under the ‘specified’ and ‘non-specified’ investments categories. Counterparty limits will be as set through the Council’s treasury management practices – schedules.
- 4.1.7 In light of low investment returns, the Executive Director of Resources & Regulation has obtained Cabinet approval to investigate alternative forms of investment; primarily property, which will yield a sustainable rental income at a higher rate than can be obtained via UK high street banks.

## 4.2 Creditworthiness policy

4.2.1 This Council applies the creditworthiness service provided by Capita Asset Services. This service employs a sophisticated modelling approach utilising credit ratings from the three main credit rating agencies - Fitch, Moody’s and Standard and Poor’s. The credit ratings of counterparties are supplemented with the following overlays:

- credit watches and credit outlooks from credit rating agencies;
- CDS spreads to give early warning of likely changes in credit ratings;
- sovereign ratings to select counterparties from only the most creditworthy countries.

4.2.2 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 suggested 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 (EMMFs) with a credit score of 1.25
- Light Pink 5 years for EMMFs with a credit score of 1.5
- Purple 2 years
- Blue 1 year (nationalised or semi nationalised UK Banks)
- Orange 1 year
- Red 6 months
- Green 100 days
- No colour not to be used

| Y          | Pi1        | Pi2        | P          | B         | O         | R           | G             | N/C       |
|------------|------------|------------|------------|-----------|-----------|-------------|---------------|-----------|
| 1          | 1.25       | 1.5        | 2          | 3         | 4         | 5           | 6             | 7         |
| Up to 5yrs | Up to 5yrs | Up to 5yrs | Up to 2yrs | Up to 1yr | Up to 1yr | Up to 6mths | Up to 100days | No Colour |

4.2.3 Typically the minimum credit ratings criteria the Council use will be a Short Term rating (Fitch or equivalent) of F1 and a Long Term rating of A-. There may be occasions when the counterparty ratings from one rating agency are marginally

lower than these ratings but may still be used. In these instances consideration will be given to the whole range of ratings available, or other topical market information, to support their use.

4.2.4 All credit ratings will be monitored daily and weekly. 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 credit default swap spreads 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 Council's lending list.

4.2.5 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 supporting government.

### 4.3 Country limits

4.3.1 The Council has determined that it will only use approved counterparties from countries with a minimum sovereign credit rating of AA- from Fitch Ratings (or equivalent from other agencies if Fitch does not provide). The list of countries that qualify using this credit criteria as at the date of this report are shown in Appendix 4, although the Council's current approach is to use UK High Street Banks and other public bodies. The list of counterparties will be added to, or deducted from, by officers should ratings change in accordance with this policy.

### 4.4 Investment Strategy

4.4.1 **In-house funds.** Investments will be made with reference to the core balance and cash flow requirements and the outlook for short-term interest rates (i.e. rates for investments up to 12 months).

4.4.2 **Investment returns expectations.** Bank Rate is forecast to remain unchanged at 0.5% before starting to rise from quarter 4 of 2015. Bank Rate forecasts for financial year ends (March) are:

- 2015/16 0.75%
- 2016/17 1.25%
- 2017/18 2.00%

4.4.3 There are downside risks to these forecasts (i.e. start of increases in Bank Rate occurs later) if economic growth weakens. However, should the pace of growth quicken, there could be upside risk.

4.4.4 The suggested budgeted investment earnings rates for returns on investments placed for periods up to 100 days during each financial year for the next eight years are as follows:

|         |       |
|---------|-------|
| 2015/16 | 0.60% |
| 2016/17 | 1.25% |
| 2017/18 | 1.75% |
| 2018/19 | 2.25% |



|             |       |
|-------------|-------|
| 2019/20     | 2.75% |
| 2020/21     | 3.00% |
| 2021/22     | 3.25% |
| 2022/23     | 3.25% |
| Later years | 3.50% |

4.4.5 **Investment treasury indicator and limit** - 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>Maximum principal sums invested &gt; 364 days</b> |                |                |                |
|--|----------------|----------------|----------------|
| <b>£m</b>  | <b>2014/15</b> | <b>2015/16</b> | <b>2016/17</b> |
| <b>Principal sums invested &gt; 364 days</b>         | £10m           | £10m           | £10m           |

4.4.6 For its cash flow generated balances, the Council will seek to utilise its business reserve, instant access and notice accounts, money market funds and short-dated deposits (overnight to 100 days) in order to benefit from the compounding of interest.

4.4.7 The Council has now moved (wef February 2015) from the Co-operative bank to Barclays bank for it's current account.

#### **4.5 End of year investment report**

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

#### **5.0 EQUALITY & DIVERSITY**

5.1 An initial assessment has been undertaken and it is concluded that there will be no negative impact from this report.

#### **COUNCILLOR MIKE CONNOLLY LEADER & CABINET MEMBER FOR FINANCE**

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## APPENDIX 1: Interest Rate Forecasts 2014 – 2018

| Capita Asset Services Interest Rate View  |        |        |        |        |        |        |        |        |        |        |        |        |        |
|---|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
|   | Mar-15 | Jun-15 | Sep-15 | Dec-15 | Mar-16 | Jun-16 | Sep-16 | Dec-16 | Mar-17 | Jun-17 | Sep-17 | Dec-17 | Mar-18 |
| <b>Bank Rate View</b>   | 0.50%  | 0.50%  | 0.50%  | 0.75%  | 0.75%  | 1.00%  | 1.00%  | 1.25%  | 1.25%  | 1.50%  | 1.75%  | 1.75%  | 2.00%  |
| 3 Month LIBID   | 0.50%  | 0.50%  | 0.60%  | 0.80%  | 0.90%  | 1.10%  | 1.10%  | 1.30%  | 1.40%  | 1.50%  | 1.80%  | 1.90%  | 2.10%  |
| 6 Month LIBID   | 0.70%  | 0.70%  | 0.80%  | 1.00%  | 1.10%  | 1.20%  | 1.30%  | 1.50%  | 1.60%  | 1.70%  | 2.00%  | 2.10%  | 2.30%  |
| 12 Month LIBID  | 0.90%  | 1.00%  | 1.10%  | 1.30%  | 1.40%  | 1.50%  | 1.60%  | 1.80%  | 1.90%  | 2.00%  | 2.30%  | 2.40%  | 2.60%  |
| 5yr PW IB Rate  | 2.20%  | 2.20%  | 2.30%  | 2.50%  | 2.60%  | 2.80%  | 2.90%  | 3.00%  | 3.20%  | 3.30%  | 3.40%  | 3.50%  | 3.60%  |
| 10yr PW IB Rate   | 2.80%  | 2.80%  | 3.00%  | 3.20%  | 3.30%  | 3.50%  | 3.60%  | 3.70%  | 3.80%  | 3.90%  | 4.00%  | 4.10%  | 4.20%  |
| 25yr PW IB Rate   | 3.40%  | 3.50%  | 3.70%  | 3.80%  | 4.00%  | 4.20%  | 4.30%  | 4.40%  | 4.50%  | 4.60%  | 4.70%  | 4.70%  | 4.80%  |
| 50yr PW IB Rate   | 3.40%  | 3.50%  | 3.70%  | 3.80%  | 4.00%  | 4.20%  | 4.30%  | 4.40%  | 4.50%  | 4.60%  | 4.70%  | 4.70%  | 4.80%  |
| <b>Bank Rate</b>  |        |        |        |        |        |        |        |        |        |        |        |        |        |
| Capita Asset Services   | 0.50%  | 0.50%  | 0.50%  | 0.75%  | 0.75%  | 1.00%  | 1.00%  | 1.25%  | 1.25%  | 1.50%  | 1.75%  | 1.75%  | 2.00%  |
| Capital Economics   | 0.50%  | 0.50%  | 0.75%  | 0.75%  | 1.00%  | 1.00%  | 1.25%  | 1.25%  | -      | -      | -      | -      | -      |
| <b>5yr PW IB Rate</b>   |        |        |        |        |        |        |        |        |        |        |        |        |        |
| Capita Asset Services   | 2.20%  | 2.20%  | 2.30%  | 2.50%  | 2.60%  | 2.80%  | 2.90%  | 3.00%  | 3.20%  | 3.30%  | 3.40%  | 3.50%  | 3.60%  |
| Capital Economics   | 2.20%  | 2.50%  | 2.70%  | 3.00%  | 3.10%  | 3.20%  | 3.30%  | 3.40%  | -      | -      | -      | -      | -      |
| <b>10yr PW IB Rate</b>  |        |        |        |        |        |        |        |        |        |        |        |        |        |
| Capita Asset Services   | 2.80%  | 2.80%  | 3.00%  | 3.20%  | 3.30%  | 3.50%  | 3.60%  | 3.70%  | 3.80%  | 3.90%  | 4.00%  | 4.10%  | 4.20%  |
| Capital Economics   | 2.80%  | 3.05%  | 3.30%  | 3.55%  | 3.60%  | 3.65%  | 3.70%  | 3.80%  | -      | -      | -      | -      | -      |
| <b>25yr PW IB Rate</b>  |        |        |        |        |        |        |        |        |        |        |        |        |        |
| Capita Asset Services   | 3.40%  | 3.50%  | 3.70%  | 3.80%  | 4.00%  | 4.20%  | 4.30%  | 4.40%  | 4.50%  | 4.60%  | 4.70%  | 4.70%  | 4.80%  |
| Capital Economics   | 3.25%  | 3.45%  | 3.65%  | 3.85%  | 3.95%  | 4.05%  | 4.15%  | 4.25%  | -      | -      | -      | -      | -      |
| <b>50yr PW IB Rate</b>  |        |        |        |        |        |        |        |        |        |        |        |        |        |
| Capita Asset Services   | 3.40%  | 3.50%  | 3.70%  | 3.80%  | 4.00%  | 4.20%  | 4.30%  | 4.40%  | 4.50%  | 4.60%  | 4.70%  | 4.70%  | 4.80%  |
| Capital Economics   | 3.30%  | 3.50%  | 3.70%  | 3.90%  | 4.00%  | 4.10%  | 4.20%  | 4.30%  | -      | -      | -      | -      | -      |
| Please note – The current PWLB rates and forecast shown above have taken into account the 20 basis point certainty rate reduction effective as of the 1st November 2012 |        |        |        |        |        |        |        |        |        |        |        |        |        |

## **APPENDIX 2: Economic Background**

### **1 The UK Economy**

**1.1** After UK GDP growth in 2013 at an annual rate of 2.7%, and then in 2014 0.7% in Q1, 0.9% in Q2 2014 (annual rate 3.2% in Q2), Q3 has seen growth fall back to 0.7% in the quarter and to an annual rate of 2.6%. It therefore appears that growth has eased since the first half of 2014 leading to a downward revision of forecasts for 2015 and 2016. For this recovery to become more balanced and sustainable in the longer term, the recovery needs to move away from dependence on consumer expenditure and the housing market to exporting, and particularly of manufactured goods, both of which need to substantially improve on their recent lacklustre performance. This overall strong growth has resulted in unemployment falling faster than expected. The MPC is now focusing on how quickly slack in the economy is being used up. It is also particularly concerned that the squeeze on the disposable incomes of consumers should be reversed by wage inflation rising back significantly above the level of inflation in order to ensure that any recovery will be sustainable. There also needs to be a major improvement in labour productivity, which has been at a low level since 2008, to support increases in pay rates. Unemployment is expected to keep on its downward trend and this is likely to eventually feed through into a return to increases in wage growth at some point during the next three years. However, just how much those future increases in pay rates will counteract the depressive effect of increases in Bank Rate on consumer confidence, the rate of growth in consumer expenditure and the buoyancy of the housing market, are areas that will need to be kept under regular review.

**1.2** Inflation (CPI), reached 1.0% in November 2014, the lowest rate since September 2002. Forward indications are that inflation is likely to remain around or under 1% for the best part of a year. A return to growth has lowered forecasts for the increase in Government debt over the last year but monthly public sector deficit figures during 2014 have disappointed until November. The autumn statement, therefore, had to revise the speed with which the deficit is forecast to be eliminated.

### **2 The Global Economy**

#### **2.1 The Eurozone (EZ)**

The Eurozone is facing an increasing threat from weak or negative growth and from deflation. In November 2014, the inflation rate fell further, to reach a low of 0.3%. However, this is an average for all EZ countries and includes some countries with negative rates of inflation. Accordingly, the ECB took some rather limited action in June and September 2014 to loosen monetary policy in order to promote growth. It now appears likely that the ECB will embark on full quantitative easing (purchase of EZ country sovereign debt) in early 2015.

Concern in financial markets for the Eurozone subsided considerably after the prolonged crisis during 2011-2013. However, sovereign debt difficulties have not gone away and major issues could return in respect of any countries that do not dynamically address fundamental issues of low growth, international uncompetitiveness and the need for overdue reforms of the economy, (as Ireland has done). It is, therefore, possible over the next few years that levels of government debt to GDP ratios could continue to rise for some countries. This could mean that sovereign debt concerns have not disappeared but, rather, have only been postponed. The ECB's pledge in 2012 to buy unlimited

amounts of bonds of countries which ask for a bailout has provided heavily indebted countries with a strong defence against market forces. This has bought them time to make progress with their economies to return to growth or to reduce the degree of recession. However, debt to GDP ratios (2013 figures) of Greece 180%, Italy 133%, Portugal 129%, Ireland 124% and Cyprus 112%, remain a cause of concern, especially as some of these countries are experiencing continuing rates of increase in debt in excess of their rate of economic growth i.e. these debt ratios are likely to continue to deteriorate. Any sharp downturn in economic growth would make these countries particularly vulnerable to a new bout of sovereign debt crisis. It should also be noted that Italy has the third biggest debt mountain in the world behind Japan and the US.

## **2.2 Greece**

The outcome of the general election on 25 January 2015 saw a political party which is anti EU and anti-austerity come to power. However, if this eventually results in Greece leaving the Euro, it is unlikely that this will directly destabilise the Eurozone as the EU has put in place adequate firewalls to contain the immediate fallout to just Greece. However, the indirect effects of the likely strengthening of anti EU and anti austerity political parties throughout the EU is much more difficult to quantify. There are particular concerns as to whether democratically elected governments will lose the support of electorates suffering under EZ imposed austerity programmes, especially in countries which have high unemployment rates. There are also major concerns as to whether the governments of France and Italy will effectively implement austerity programmes and undertake overdue reforms to improve national competitiveness. These countries already have political parties with major electoral support for anti EU and anti austerity policies. Any loss of market confidence in either of the two largest Eurozone economies after Germany would present a huge challenge to the resources of the ECB to defend their debt.

## **2.3 The USA**

The U.S. Federal Reserve ended its monthly asset purchases in October 2014. GDP growth rates (annualised) for Q2 and Q3 of 4.6% and 5.0% suggest strong growth going forward. It is therefore forecast that the first increase in the Fed. rate will occur by the middle of 2015.

## **2.4 China**

Government action in 2014 to stimulate the economy appeared to be putting the target of 7.5% growth within achievable reach but recent data has indicated a marginally lower outturn for 2014, which would be the lowest rate of growth for many years. There are also concerns that the Chinese leadership has only started to address an unbalanced economy which is heavily over dependent on new investment expenditure, and for a potential bubble in the property sector to burst, as it did in Japan in the 1990s, with its consequent impact on the financial health of the banking sector. There are also concerns around the potential size, and dubious creditworthiness, of some bank lending to local government organisations and major corporates. This primarily occurred during the government promoted expansion of credit, which was aimed at protecting the overall rate of growth in the economy after the Lehmans crisis.

## 2.5 Japan

Japan is causing considerable concern as the increase in sales tax in April 2014 has suppressed consumer expenditure and growth to the extent that it has slipped back into recession in Q2 and Q3. The Japanese government already has the highest debt to GDP ratio in the world.

## 3 Capita Asset Services Forward View

Economic forecasting remains difficult with so many external influences weighing on the UK. Our Bank Rate forecasts, (and also MPC decisions), will be liable to further amendment depending on how economic data transpires over 2015. Forecasts for average earnings beyond the three year time horizon will be heavily dependent on economic and political developments. Major volatility in bond yields is likely to endure as investor fears and confidence ebb and flow between favouring more risky assets i.e. equities, or the safe haven of bonds.

The overall longer run trend is for gilt yields and PWLB rates to rise, due to the high volume of gilt issuance in the UK, and of bond issuance in other major western countries. Increasing investor confidence in eventual economic recovery is also likely to compound this effect as recovery will encourage investors to switch from bonds to equities.

The overall balance of risks to economic recovery in the UK is currently evenly weighted. However, only time will tell just how sustainable any growth will be; it also remains exposed to vulnerabilities in a number of key areas.

The interest rate forecasts in this report are based on an initial assumption that there will not be a major resurgence of the EZ debt crisis. There is an increased risk that Greece could end up leaving the Euro but if this happens, the EZ now has sufficient fire walls in place that a Greek exit would have little immediate direct impact on the rest of the EZ and the Euro. It is therefore expected that there will be an overall managed, albeit painful and tortuous, resolution of any EZ debt crisis that may occur where EZ institutions and governments eventually do what is necessary - but only when all else has been tried and failed. Under this assumed scenario, growth within the EZ will be weak at best for the next couple of years with some EZ countries experiencing low or negative growth, which will, over that time period, see an increase in total government debt to GDP ratios. There is a significant danger that these ratios could rise to the point where markets lose confidence in the financial viability of one, or more, countries, especially if growth disappoints and / or efforts to reduce government deficits fail to deliver the necessary reductions. However, it is impossible to forecast whether any individual country will lose such confidence, or when, and so precipitate a sharp resurgence of the EZ debt crisis. While the ECB has adequate resources to manage a debt crisis in a small EZ country, if one, or more, of the larger countries were to experience a major crisis of market confidence, this would present a serious challenge to the ECB and to EZ politicians.

Downside risks to current forecasts for UK gilt yields and PWLB rates currently include:

- Geopolitical risks in Eastern Europe, the Middle East and Asia, increasing safe haven flows.
- UK economic growth is weaker than we currently anticipate.
- Weak growth or recession in the UK's main trading partners - the EU, US and China.

- A resurgence of the Eurozone sovereign debt crisis.
- Recapitalisation of European banks requiring more government financial support.
- Monetary policy action failing to stimulate sustainable growth and to combat the threat of deflation in western economies, especially the Eurozone and Japan.

The potential for upside risks to current forecasts for UK gilt yields and PWLB rates, especially for longer term PWLB rates include: -

- An adverse reaction by financial markets to the result of the UK general election in May 2015 and the economic and debt management policies adopted by the government
- ECB either failing to carry through on recent statements that it will soon start quantitative easing (purchase of government debt) or severely disappointing financial markets with embarking on only a token programme of minimal purchases which are unlikely to have much impact, if any, on stimulating growth in the EZ.
- The commencement by the US Federal Reserve of increases in the central rate in 2015 causing a fundamental reassessment by investors of the relative risks of holding bonds as opposed to equities, leading to a sudden flight from bonds to equities.
- A surge in investor confidence that a return to robust world economic growth is imminent, causing a flow of funds out of bonds into equities.
- UK inflation returning to significantly higher levels than in the wider EU and US, causing an increase in the inflation premium inherent to gilt yields.

### APPENDIX 3: Treasury Management Practice (TMP1) – Credit and Counterparty Risk Management

**SPECIFIED INVESTMENTS:** All such investments will be sterling denominated, with **maturities up to maximum of 1 year**, meeting the minimum 'high' quality criteria where applicable.

**NON-SPECIFIED INVESTMENTS:** These are any investments which do not meet the specified investment criteria. A maximum of 100% \*\* will be held in aggregate in non-specified investment

A variety of investment instruments will be used, subject to the credit quality of the institution, and depending on the type of investment made it will fall into one of the above categories.

The criteria, time limits and monetary limits applying to institutions or investment vehicles are:

|  | * Minimum credit criteria / colour band                         | ** Max % of total investments | Max. maturity period  |
|--|---|-------------------------------|---|
| <b>DMADF – UK Government</b>                             | N/A   | <b>100%</b>                   | <b>6 months</b>   |
| UK Government gilts                                      | UK sovereign rating   | 10%                           | 5 years   |
| UK Government Treasury bills                             | UK sovereign rating   | 10%                           | 5 years   |
| Bonds issued by multilateral development banks           | UK sovereign rating   |                               | 6 months  |
| Money market funds                                       | AAA   | 100%                          | Liquid  |
| Enhanced money market funds with a credit score of 1.25  | AAA   | 100%                          | Liquid  |
| Enhanced money market funds with a credit score of 1.5   | AAA   | 100%                          | Liquid  |
| Local authorities  | N/A   | 100%                          | 5 years   |
| Term deposits with banks and building societies          | Yellow<br>Purple<br>Blue<br>Orange<br>Red<br>Green<br>No Colour | 100%                          | Up to 5 years<br>Up to 2 years<br>Up to 1 year<br>Up to 1 year<br>Up to 6 Months<br>Up to 100 days<br>Not for use |
| CDs or corporate bonds with banks and building societies | Yellow<br>Purple<br>Blue<br>Orange<br>Red<br>Green<br>No Colour | 100%                          | Up to 5 years<br>Up to 2 years<br>Up to 1 year<br>Up to 1 year<br>Up to 6 Months<br>Up to 100 days<br>Not for use |
| Corporate bond funds                                     |   | 10%                           |   |
| Gilt funds   | UK sovereign rating   | 10%                           |   |
| Property funds   |   | 10%                           |   |

## **APPENDIX 4: Approved countries for investments**

*Based on lowest available rating*

### AAA

- Australia
- Canada
- Denmark
- Germany
- Luxembourg
- Norway
- Singapore
- Sweden
- Switzerland

### AA+

- Finland
- Hong Kong
- Netherlands
- U.K.
- U.S.A.

### AA

- Abu Dhabi (UAE)
- France
- Qatar

### AA-

- Belgium
- Saudi Arabia

*(note the Council only invests in the highest rated UK institutions)*



## APPENDIX 5: DELEGATION AND RESPONSIBILITY

The following personnel are involved on a regular basis in Treasury Management: -

|  |  |
|--|--|
| Executive Director of Resources & Regulation (Mike Owen)                           | Overall supervision of Treasury Management function and cashflow. Regular reviews of Treasury Management Strategy.   |
| Assistant Director of Resources & Regulation (Finance & Efficiency) (Steve Kenyon) | Deputise for the Executive Director of Resources & Regulation. Direct supervision of Treasury Management function. Assist in reviews of Treasury Management Strategy and monitor performance |
| Head of Financial Management (Andrew Baldwin)                                      | Deputise for the Executive Director of Resources & Regulation  |
| Principal Accountant (Management Accountancy) (Jane Bunn)                          | Manage and undertake day to day Treasury Management Activities in accordance with Treasury Strategy and Policy Statement.  |
| Senior Accountant (Joanne McIntyre)  | Deputise for Principal Accountant in her duties as required.   |
| Senior Accountant (Angela Sozansky)  | Deputise for Principal Accountant in her duties as required.   |
| Senior Accountancy Assistant (Stephen Blake)                                       | Deputise for Principal Accountant in her duties as required.   |
| Accountancy Assistant (Linda Hughes)   | Standby for allocation of short term business via brokers.   |

Please note that the Council's signatories for treasury management transactions are :-

|                |   |
|----------------|---|
| Mike Owen      | Executive Director of Resources & Regulation                        |
| Steve Kenyon   | Assistant Director of Resources & Regulation (Finance & Efficiency) |
| Andrew Baldwin | Head of Financial Management  |
| Lewis Magid    | Principal Accountant  |
| Jane Bunn      | Principal Accountant  |



## **APPENDIX 6: Treasury management scheme of delegation**

### **(i) Full council**

- receiving and reviewing reports on treasury management policies, practices and activities;
- approval of annual strategy.

### **(ii) Boards/committees/Council/responsible body**

- approval of/amendments to the organisation's adopted clauses, treasury management policy statement and treasury management practices;
- budget consideration and approval;
- approval of the division of responsibilities;
- receiving and reviewing regular monitoring reports and acting on recommendations;
- approving the selection of external service providers and agreeing terms of appointment.

### **(iii) Body/person(s) with responsibility for scrutiny**

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

## **APPENDIX 7: The treasury management role of the section 151 officer**

### **The S151 (responsible) officer**

- 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.