

Agenda Item No.4 (d)

DERBYSHIRE COUNTY COUNCIL

CABINET

25 January 2018

Report of the Director of Finance & ICT

**PRUDENTIAL CODE FOR CAPITAL FINANCE, CAPITAL PROGRAMME
APPROVALS & TREASURY MANAGEMENT STRATEGY
(COUNCIL SERVICES)**

1 Purpose of the Report

To obtain approval for proposals for submission to Council relating to The Prudential Code for Capital Finance, including:

- The capital starts programme for 2018-19.
- The Minimum Revenue Provision (MRP) policy for 2018-19.
- A Treasury Management Strategy for 2018-19.
- To undertake a procurement exercise to commission services to undertake works associated with these schemes where appropriate
- Compliance with, and set limits under CIPFA's Prudential Code and the Treasury Management in the Public Services: Code of Practice and Cross Sectoral Guidance Notes

2 Information and Analysis

A CAPITAL PROGRAMME & FINANCING

- 2.1 The Prudential Code for Capital Finance in Local Authorities (the Code) is a professional Code that sets out a framework for self-regulation of capital spending; in effect allowing councils to invest in capital projects which best meet their service delivery objectives as long as they are affordable, prudent and sustainable, subject to Government reserve powers to restrict borrowing for national economic reasons.
- 2.2 To facilitate the decision making process and support capital investment decisions, the Code requires the Council to agree and monitor a number of prudential indicators. The indicators cover affordability,

prudence, capital expenditure, debt levels and treasury management. These indicators will also form the basis of in-year monitoring and reporting.

- 2.3 The main limiting factor on the Council's ability to undertake capital expenditure is whether the revenue resource is available to support in full the implications of capital expenditure, both borrowing costs and running costs, after allowing for any support provided by central government, now mainly through capital grants.
- 2.4 The capital programme remains affected by the downward pressure on public expenditure, with lower levels of new schemes, government support and related borrowing going forward.

Schemes are funded by a combination of government grant, capital receipts, use of revenue or reserves with the balance funded from borrowing. Policy on borrowing is to limit new borrowing to no more than the value of existing borrowing repaid. Capital receipts are normally used to support the overall programme. In cases where a new project is directly dependent on the disposal of an existing asset, eg replacement of a school, then the receipt from disposal of the "old" asset can be earmarked to fund the replacement.

The Council will receive government grant of just under £39m to address key issues in highways maintenance, develop integrated transport schemes and address the most immediate condition problems in schools. Funding for phase 2 of the replacement of Alfreton Park Special School has been proposed, along with further investment in Spire Lodge to enable the County to provide facilities to disabled children with challenging behaviour and complex needs. These schemes will reduce the number of children who are placed with out of county providers.

There is also a proposal to commit £16.5m of section 106 funds to the proposed Infinity Academy that is to be built in South Derbyshire to accommodate the anticipated increase in school places

The proposed new starts programme for 2018-19, as shown in Appendix 1, has been evaluated and is recommended to proceed with new borrowing at £7.097m (excluding Invest to Save schemes). More details on each scheme are provided in Appendix 2. The proposals for capital expenditure related borrowing and the estimated impact on the Council's revenue accounts in the next three years are shown at 2.5 to 2.10 below.

Where appropriate it may be necessary to undertake a procurement exercise to commission services to undertake works associated with these schemes and this report also seeks approval to commence these

exercises. Please note if it is decided that using a non-DCC Framework is the best option a separate report will be produced seeking approval to use a Framework for each scheme, in line with the Council's Financial Regulations.

- 2.5 Details of the actual and estimated figures are shown below. This table incorporates schemes already approved, completed or still in progress plus the proposed new starts for 2018-19, and estimates for 2019-20 and 2020-21. These figures include existing capital programme proposals with updated forecasts for phasing of expenditure.

| | 2016-17 Actual £m | 2017-18 Estimate £m | 2018-19 Estimate £m | 2019-20 Estimate £m | 2020-21 Estimate £m |
|--|-------------------------|---------------------------|---------------------------|---------------------------|---------------------------|
| *Capital Expenditure | 110.83 | 184.50 | 168.81 | 81.85 | 63.20 |
| Funding sources: | | | | | |
| Borrowing | 8.70 | 71.60 | 60.84 | 43.22 | 44.94 |
| Capital receipts | 8.48 | 19.60 | 17.25 | 5.48 | 3.70 |
| Capital grants | 80.67 | 65.05 | 84.16 | 31.64 | 13.06 |
| Revenue | 12.97 | 28.25 | 6.56 | 1.52 | 1.50 |
| *Capital Financing Requirement (CFR) (underlying need to borrow for capital purposes) | | | | | |
| Total CFR at year end | 468.15 | 526.57 | 571.35 | 597.03 | 623.53 |
| Net movement in CFR | -30.44 | 58.42 | 44.79 | 25.68 | 26.50 |
| Minimum Revenue Provision | 15.24 | 13.19 | 16.06 | 17.54 | 18.44 |
| | | | | | |
| PFI & Leases in CFR | 78.70 | 75.60 | 72.28 | 68.73 | 65.01 |
| PFI & Leases in MRP | 2.90 | 3.10 | 3.32 | 3.55 | 3.72 |

(*These are prudential indicators.)

The above table indicates proposals for capital expenditure and related borrowing. Within the framework of prudential indicators Members are required to assess the affordability of the capital investment plans. Members are asked to note the following indicators, which are designed to assist the consideration of affordability:

- 2.6 **Actual and Estimates of the ratio of financing costs to net revenue stream** - This indicator identifies the trend in the cost of capital against the net revenue stream, based on the Capital Programme set out above.

| | 2016-17 Actual £m | 2017-18 Estimate £m | 2018-19 Estimate £m | 2019-20 Estimate £m | 2020-21 Estimate £m |
|-----------------------------------|-------------------------|---------------------------|---------------------------|---------------------------|---------------------------|
| Financing costs of CFR | 39.24 | 39.54 | 44.70 | 47.91 | 50.01 |
| Net Revenue Stream* Including DSG | 906.6 | 1,026.3 | 1,048.3 | 1,062.3 | 1,047.5 |
| Percentage | 4.3% | 4.4% | 4.4% | 4.6% | 4.7% |
| Net Revenue Stream* Excluding DSG | 482.8 | 498.0 | 503.3 | 517.3 | 502.5 |
| Percentage | 8.1% | 7.9% | 8.9% | 9.3% | 10.0% |

- * Estimates of Government grants, Council Tax/Business Rates, including and excluding Dedicated Schools Grant (DSG). DSG is forecast to increase by £**m in 2018-19, should schools become academies the net revenue stream excluding DSG will reduce although financing costs will remain with the Council.

2.7 The estimates of financing costs include current commitments and the proposed starts programme for 2018-19, together with an estimate through to 2020-21.

2.8 **Estimates of the incremental impact of capital investment decisions on Council Tax** - This indicator illustrates the estimated effect of the Capital Programme set out above, including the provisional programme through to 2018-19. In practice, only part of the costs are met from Council Tax.

| | 2018-19 £ | Forward Projection 2019-20 £ | Forward Projection 2020-21 £ |
|-----------------------------------|--------------|---------------------------------------|---------------------------------------|
| Council Tax - Band D | | | |
| Existing Commitments only | 20.54 | 9.30 | 0.00 |
| Implication of new starts 2015-18 | 0.58 | 3.65 | 8.31 |
| Total Commitments | 21.12 | 12.95 | 8.31 |

2.9 Provision is made in the proposed 2018-19 revenue budget and in the Forward Financial Plan for debt charges and other costs arising from the programme. The Plan indicates that the proposals in this report are affordable over future years, based on current assumptions on the overall level of resources likely to be available to the Council. The programme will be reviewed in the event of any future change in those assumptions.

2.10 Minimum Revenue Provision

The Local Authorities (Capital Finance and Accounting) (England) Amendment Regulations 2008 require local authorities to agree a policy on the calculation of the Minimum Revenue Provision (MRP) for each financial year. The MRP is the amount the authority has to provide for the repayment of debt.

A revised policy was agreed by Cabinet on 22 November 2016 which is set out below:

- To provide 2.5% of debt outstanding on all debt as at 31 March 2018.

- On any new debt since this date to provide 2.5% of the balance on all borrowing unless any unsupported borrowing relates to any significant assets with a life of less than 20 years. In this case an annual amount based on the expected useful life of the individual assets is used and where those assets are vehicles then an average life of 5 years is used.

The Authority continues to have the option to make voluntary additional provision for debt repayment if it wishes.

The policy meets the requirement to make a prudent calculation of MRP.

B EXTERNAL DEBT

- 2.11 The Prudential Code specifies a number of prudential indicators in respect of external debt. These are described below.

Limits to Borrowing Activity

- 2.12 **The authorised limit** - This represents the limit beyond which borrowing is prohibited, and needs to be set and revised if necessary by members.

The figures for the proposed authorised limit for 2017-18 take into account:

- (a) The estimated amount of the Capital Financing Requirement at 31 March 2018 (£**m). This figure takes into account net debt of approximately £**m which the Council services on behalf of Derby City Council. This debt arose before Local Government Reorganisation for which Derby City is recharged the relevant loan charges. Derby City are looking to repay this debt in the near future. It is possible that the Council may have to borrow on behalf of the D2N2 Local Economic Partnership (LEP) in the future, although no borrowing is anticipated at present.
- (b) New borrowing for capital schemes of £**m during 2018-19 less Minimum Revenue Provision of £**m.
- (c) Short term borrowing from the other organisations. Deposits are expected to be taken from the D2N2 LEP pending their use. The deposits are treated as loans to the Council and therefore need to be included in its borrowing limits. It is suggested that a figure of £**m should be used to cover these items.
- (d) PFI and finance leases totalling £**m are included in the CFR. A debt redemption value of £**m is calculated on these liabilities.

Based on the above, it is proposed that the authorised limit (including transferred debt & PFI) should be set at £**m for 2018-19. Proposed limits for future years have been calculated in a similar manner.

- 2.13 **The operational boundary** - This indicator is based on the probable external debt during the course of the year; it is not a limit and actual borrowing could vary around this boundary for short times during the year.

In practice it is unlikely that all of the potential borrowing requirements included in the authorised limit will materialise at once, therefore the operational boundary requirements (including transferred debt & PFI) will be somewhat lower. £644m is suggested as a realistic figure for 2018-19.

- 2.14 The Cabinet is asked to approve the following authorised and operational limits:

| Authorised limit for external debt | 2018-19 Estimate £m | 2019-20 Estimate £m | 2020-21 Estimate £m |
|---|--------------------------------|--------------------------------|--------------------------------|
| Borrowing | | | |
| PFI liabilities | | | |
| Total | | | |
| | | | |
| Operational boundary for external debt | 2018-19 £m | 2019-20 £m | 2020-21 £m |
| Borrowing | | | |
| PFI & other long term Liabilities | | | |
| Total | | | |

These borrowing limits will be subject to monitoring and will be revised annually.

- 2.15 To date, the Council has remained within all of the Prudential Indicators set for 2017-18.

C TREASURY MANAGEMENT

Prudential Indicators

- 2.16 CIPFA published new versions of its Treasury Management in the Public Services: Code of Practice and Cross-sectorial Guidance Notes (TM Code) and the Prudential Code for Capital Finance in Local Authorities (Prudential Code) in late December 2017. Due to a change in the Prudential Indicators there is no longer a requirement for local authorities to formally adopt the Treasury Management Code. Local authorities in all parts of the UK are now required by law to have regard to the Code.

- 2.17 In addition, the Department for Communities and Local Government (CLG) issued revised Guidance on Local Authority Investments in March 2010 that requires the Authority to approve an investment strategy before the start of each financial year.
- 2.18 This report fulfils the Authority's legal obligation under the Local Government Act 2003 to have regard to both the CIPFA Code and CLG Guidance.

The proposed Treasury Management Strategy for 2018-19, which incorporates these requirements, is attached as Appendix 3. The County Fund and Pension Fund will continue to have separate counterparty limits. The authority will primarily use existing borrowers and investors, but the availability of other categories provides a flexibility and resilience.

Clauses to be formally adopted

- 2.19 CIPFA recommends in the revised Treasury Management Code of Practice that councils should amend their financial regulations to adopt four important clauses in respect of treasury management activity. These clauses relate to:
- The creation and maintenance of a treasury management policy statement and treasury management practices.
 - Minimum reporting requirements to council on treasury management matters. The addition to clause 2 states "Where a capital strategy is produced by a local authority", the committee with delegated responsibility for the implementation and regular monitoring of Treasury Management policies and practices "may also set the detailed treasury management policies, while being clear that overall responsibility remains with full council."
 - Delegation of responsibility for the implementation, regular monitoring and execution of its treasury management policies and practices
 - Delegation of responsibility for the effective scrutiny of those policies and practices.

These clauses are reproduced in the Treasury Management Strategy statement together with the policy statement recommended by CIPFA.

3 Considerations

In preparing this report the relevance of the following factors has been considered: financial, legal, prevention of crime and disorder, equality and diversity; human resources, environmental, health, social value, property and transport considerations.

4 Background Papers

Local Government Act 2003, Prudential Code, Treasury Management in the Public Services: Code of Practice and Cross Sectoral Guidance Notes, Guidance issued by CLG, Capital Accounting Working Papers.

5 Officer's Recommendations

Cabinet recommends to Council:

- 5.1 The adoption of the Prudential Code including the Prudential Indicators as described in paragraphs 2.5, 2.6, 2.8 and 2.12-2.16.
- 5.2 The 2018-19 Capital Starts Programme as detailed in Appendix 1, and that further reports on the detailed schemes be brought to Cabinet.
- 5.3 The MRP policy for 2018-19 as detailed in paragraph 2.10.
- 5.4 To undertake a procurement exercise to commission services to undertake works associated with these schemes where appropriate
- 5.5 The Treasury Management Strategy for 2018-19 as described in Appendix 3, and taking into account the guidance issued by the DCLG and noting the changes in 2.18.
- 5.6 The adoption of CIPFA's Code of Practice on Treasury Management and Cross Sectoral Guidance Notes (revised 2011), as shown in Appendix 3, and the Treasury Management Policy Statement as specified in the Treasury Management Code of Practice and set out in Appendix 3.

PETER HANDFORD

Director of Finance & ICT

APPENDIX 1

CAPITAL PROGRAMME BIDS 2018-19

| | FUNDING STREAM | | | | | | TOTAL |
|---|----------------|---------------|-------------------|---------------------|-----------|--------------|---------------|
| | Grant | S106 | Invest to Save | Capital Receipts | Other | Borrowing | |
| | £'000 | £'000 | £'000 | £'000 | £'000 | £'000 | £'000 |
| Communities, Commissioning, and Policy | | | | | | | |
| IT Hardware replacement | | | | | | 1,000 | 1,000 |
| Children's | | | | | | | |
| Basic Need | 3,822 | | | | | | 3,822 |
| Infinity Academy | | 16,500 | | | | | 16,500 |
| School condition | 9,500 | | | | | | 9,500 |
| School Access initiative | | | | | | 800 | 800 |
| Spire Lodge | | | 2,225 | | | | 2,225 |
| Alfreton Park replacement phase 2 | | | 5,400 | | | | 5,400 |
| Devolved Formula Capital | 2,500 | | | | | | 2,500 |
| Economy, Transport, and Environment | | | | | | | |
| Local Transport Plan | 21,581 | | | | | | 21,581 |
| Closed landfill flare replacement prog | | | | | | 180 | 180 |
| Retaining wall remediation | | | | | | 400 | 400 |
| Elvaston Castle - coach house & clock tower | | | | | | 350 | 350 |
| waterswallows recycling reuse shop | | | 24 | | | | 24 |
| Derelict land rec./regeneration prog | | | | 700 | 52 | 317 | 1,069 |
| Tapton lock adventure play eqpt | | | 30 | | | | 30 |
| Chesterfield Canal works | | | | | | 25 | 25 |
| Grassmoor country park car park surfacing | | | | | | 25 | 25 |
| Adult Care | | | | | | | |
| Disabled Facilities Grant | 1,500 | | | | | 4,000 | 5,500 |
| TOTAL | 38,903 | 16,500 | 7,679 | 700 | 52 | 7,097 | 70,931 |

APPENDIX 2**New Starts Proposals****Commissioning, Communities, and Policy****IT Hardware replacement - £1m**

The ICT Service maintains a 5 year plan which details the major infrastructure components that will need replacing. This includes components and utilities that support the Data Centre and Converged Infrastructure, Core VSS Network and Network Cabinet replacement to maintain a physically secure network. All components are centralised and represent critical elements of the Council's ICT Infrastructure. The ICT infrastructure underpins the delivery of front line services through the direct provision of ICT, such as IT equipment and connectivity in libraries and the ICT backbone to support large systems for practitioners, such as the Adult Care and Children Services case management system and the SAP platform that provides the Council's core financial systems.

Children's Services**Schools Basic Need - £3.822m**

The DfE grant allocation for Basic Need schemes is to provide additional school places in areas of population growth. There are a number of primary sector schools which are 'candidates' for this funding for which feasibility studies have been undertaken. A priority list of potential projects is being finalised.

Infinity Academy £16.50m

The Authority has a statutory duty to secure sufficient school places. The Cabinet paper of 20 September 2016 detailed just under 10,000 houses that are proposed for this area of South Derbyshire. Since that time, restrictions have been placed by the government on expanding some Academies in this area. As a consequence, there is now potential for a serious shortfall of places within the short term if this new school is not delivered in a timely way. If there was a significant delay, the cost to the Authority to provide buses to areas where places are available would be very high.

School Condition - £9.50m

This grant allocation is to address urgent condition and suitability issues in educational properties, including projects relating to essential re-roofing, re-heating, re-wiring, replacement windows, and replacement of 'buildings at risk'. A priority list of potential projects will be finalised once the actual grant figure is known.

Schools Access Initiative - £800k

This is used to address disabled access needs in mainstream schools. This helps to enable disabled pupils to attend their local mainstream schools where appropriate.

Spire Lodge - £2.225m

The existing facilities at The Outback and Spire Lodge are not suitable to meet the need of disabled children with more challenging behaviour and complex needs. The proposed integrated Spire Lodge facility will enable children with these needs to be accommodated by the authority. Children with these needs are currently placed in private, often out of county facilities, that can cost up to £500,000 per child. Typically, these children require support packages costing £300,000-£350,000 per year. This scheme will deliver cost efficiencies. The two additional high needs long term beds will generate an annual saving to the authority of £200,000. A business case demonstrating this is being finalised.

Alfreton Park Community School replacement - £5.40m

The existing school accommodation is ageing and becoming increasingly unsuitable in meeting the changing needs of children aged from 3 -19 who have severe, complex and profound learning difficulties with many on the autistic spectrum. The school is now overcrowded with the number on roll increasing from 53 to 83 over the last 10 year with projections showing the demand for places increasing further. By 2018 the demand for places in the school is forecast to be 95 and is expected to rise further. The new building will deliver an additional 20 places. If these places are not provided within county, expensive out of county placements would be required for these children. The average cost of an out of county placement is £39,000 but for children with Severe Learning Difficulties the cost can be much higher. For example, the minimum fee at Bladen House which caters for children with SLD is £78,000. If we assume we would to secure out of county placements for 20 children at an average cost of £60,000 then there would be an annual saving of £1.2m. In addition to the cost of out of county placements, there are expected to be transport savings by transporting pupils to in county places. The average transport cost to out county placements is £8,600. If we assume an average saving of 50% for the 20 students we assume can be kept within county then this would result in an additional saving of £86,000 per annum. Total savings per annum are therefore £1,286,000. This level of saving would result in a payback on the investment in 5 years (not including finance charges). This outline business case is subject to detailed confirmation.

Devolved Formula Capital - £2.50m

This grant funding is devolved directly to schools by the DfE to spend on their Asset Management Plan priorities, or to contribute to capital projects funded by the Authority in accordance with approved policies.

Economy, Transport and Environment

Local Transport Plan - £21.581m

Direct grant allocation for highway maintenance and integrated transport.

The Highway Maintenance grant funds a programme of work that is key to effectively managing and maintaining the local highways network, the Council's largest and most visible asset. The Integrated Transport grant funding is vital in providing local people with access to jobs, education, healthcare, shopping, leisure and other services, while reducing the impact of social and rural exclusion and improving safety.

Land Reclamation and Markham Vale - £1.069m

This is a joint bid for Markham Vale and Land Reclamation.

Funding for land reclamation programme is predominantly provided through capital grants secured from a variety of external funding organisations, with the Council providing some pump-prime investment. The funding may be used as match other funding from outside bodies and will continue to do so with further bids, working together with Countryside team. It also assists with early scheme development on proposed works. The funding is also required to enable the Council to meet statutory obligations on land in its ownership, particularly around physical and environmental work on mines, tips and quarries to deal with hazards and contamination. The work on Chesterfield canal also supports many hours of volunteer time which contributes to the restoration programme.

Funding for Markham Vale is predominantly provided through capital grants secured from a variety of external sources with the Council providing some investment.

Closed Landfill Flare Replacement Programme - £180k

In 2010-11 the Council agreed to extend the time of flare replacement on closed landfill sites. By experience it has proved necessary to replace the flares every nine or ten years as parts become unavailable, general wear and tear take its toll and they become "old" technology. In 2010-11 it was proposed that the replacement period be extended by 3 years by carrying out the minimum refurbishment at years nine or ten. This has given a limited

saving for the first 4 years although it has always been understood that this strategy only delays the expenditure and eventually it has to be made.

In practice no flares have been replaced since 2010-11. This has had an impact on the service as the flares have broken down more frequently which has necessitated a slight increase in expenditure on maintenance and more Technician time to carry out repairs. This has been managed within the Service but is not sustainable so a replacement programme now needs to be put in place and investment made. The typical cost of replacement per flare is £30,000.

Currently the Council has 11 gas flares that are out of the recommended 10 year replacement programme with their ages ranging from 30 years to 10 years. A Programme (prioritisation list) for the replacement has been developed taking account of age, condition and local environment.

The Aftercare Team is currently repairing and fixing any issue that arise. For every flare we keep running past the 10 year replacement date we achieve an approximate saving of £3000 per year. However it should be noted that if a fault develops on any of the flares which is not viable or able to be repaired due to obsolete parts, or for safety reasons, then the flare would need to be replaced at short notice. The consequence of not doing so could result in gas migration which can have catastrophic health and safety and environmental effects.

This capital bid is for a new flare replacement programme. The strategy would be to replace all flares over a 6 year programme commencing with the older flares first. The replacement programme will need to remain flexible i.e. if a particular flare is functioning well or very poorly it may be prudent to rearrange the year in which it is replaced.

Waterswallows Household Waste Recycling Centre Reuse Shop - £24k

The proposal is to develop a reuse shop at the Waterswallows (Buxton) HWRC to enable the recovery of items from the residual waste stream for sale and reuse to members of the public visiting the site. Capital funding is required for the set up costs of the shop, namely cabin, storage container, cash register and CCTV enhancements.

Grassmoor Country Park - £25k

Birkin Lane Car Park re-modelling and re-surfacing to improve the main entrance to the site

Tapton Lock - Adventure Play equipment for events area - £30K

Equipment for a play area to provide extra facilities for visitors

Chesterfield Canal - £25k

Bywash wall and reconstruction work to chamber by an outside contractor

Highway Retaining Walls and Slips - £400k

A changing climate with more intense periods of rainfall has caused problems to a number of highway retaining walls and landslips across the county. Investigative works in to 3 sites (see below) began as part of the capital programme in 2015-16.

- The A610 is a major link road carrying significant traffic volumes and containing key utilities such as two 400mm high pressure water mains. The River Amber runs adjacent to the embankment (approximately 5m high) carrying the road, and to date has eroded the toe of the embankment and caused two landslips. Further erosion will remove the support to the A610 and the utilities housed within it.
- The B5056 carries moderate levels of traffic accessing a number of villages and traffic travelling between Ashbourne, Bakewell and Buxton. Unstable ground caused a progressive landslip and an adjacent retaining wall failed, but this has since been rebuilt. The highway also carries important local utilities.
- Waterloo Road is a residential minor road on the steep hillside above the A6 in Matlock Bath. The existing retaining wall on one of the bends has experienced movement and is exhibiting signs of extreme distress. There are properties adjacent to the road that could be affected and property downhill adjacent to the A6. The highway also contains essential local utilities.

All three schemes are technically complex and present significant logistical challenges in terms of repair techniques, access to the works and diversions. A provisional budget estimate of £1.3million was agreed and involved the delay of one significant £600,000 bridge repair schemes. Following detailed site investigations, discussions with specialist contractors and detailed design, the likely total scheme cost is now £1.7million. If the shortfall is to be met from existing structures capital budgets, other works to bridges and retaining walls would have to be delayed which would increase the risk of structural failure.

Elvaston Castle - Coach House and Clock Tower - £350k

In 2016-17, £450k was approved for the repair of the roof of the Coach House and Clock Tower. It has since been recognised that the implementation of further repairs to the buildings, ie walls, windows, and internal structure, would significantly increase the prospects of a cost effective conversion and consequently create a more inclusive and competitive environment for developer tendering.

Adult Care

Adaptations - £5.50m

Disabled people requiring major adaptations to their accommodation are able to apply for a Disabled Facilities Grant (DFG) administered by district councils. The DFG is mandatory if the applicant is unable to access essential facilities within their home. The County Council has a duty to identifying suitable works based upon an assessment of individual needs; however, the decision to approve the grant lies with the relevant District Council.

The DFG process is prescribed by legislation and regulations and requires that applicants are subject to a Test of Resources (means test). The Test of Resources only looks at an applicant's income and does not take account of their outgoings or personal circumstances. There are three possible outcomes for applicants:

- a grant to cover the cost of all the work (up to a maximum of £30,000)
- a grant to cover part of the work with the requirement that the applicant meets the remaining costs (subsequently referred to as their assessed contribution)
- the grant application is deemed ineligible as the applicant is assessed to be able to meet all the costs of the work.

The decision on DFG funding is the responsibility of the relevant District Council. However, the County Council, as part of its legal duties under the Chronically Sick and Disabled Peoples Act (1970) s2(1)(e), is required to consider providing financial assistance where 1) the applicant requests assistance towards his/her assessed contribution due to financial hardship and/or 2) that the costs of the work assessed as being necessary are above the current £30,000 DFG limit and the applicant appears to be unable to meet the additional costs.

DERBYSHIRE COUNTY COUNCIL

TREASURY MANAGEMENT STRATEGY 2018-19

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1 Introduction

In February 2012 the Authority adopted the Chartered Institute of Public Finance and Accountancy's *Treasury Management in the Public Services: Code of Practice 2011 Edition* (the CIPFA Code) which requires the Authority to approve a treasury management strategy before the start of each financial year. CIPFA published a revised edition of the Treasury Management Code in December 2017. Arlingclose the Council's treasury management advisors have informed us that these revisions do not alter the requirements of the Treasury Management Strategy.

In addition, the Department for Communities and Local Government (CLG) issued revised *Guidance on Local Authority Investments* in March 2010 that requires the Authority to approve an investment strategy before the start of each financial year. Again the DCLG have consulted on proposed changes to this guidance with a deadline for responses of 22 December 2017.

This report fulfils the Authority's legal obligation under the *Local Government Act 2003* to have regard to both the CIPFA Code and the CLG Guidance.

The Authority has borrowed and invested substantial sums of money and is therefore exposed to financial risks including the loss of invested funds and the revenue effect of changing interest rates. The successful identification, monitoring and control of risk are therefore central to the Authority's treasury management strategy.

Revised strategy: In accordance with the CLG Guidance, the Authority will be asked to approve a revised Treasury Management Strategy Statement should the assumptions on which this report is based change significantly. Such circumstances would include, for example, a large unexpected change in interest rates, or in the Authority's capital programme or in the level of its investment balance.

2 External Context

Economic background: The major external influence on the Authority's treasury management strategy for 2018/19 will be the UK's progress in negotiating its exit from the European Union and agreeing future trading arrangements. The domestic economy has remained relatively robust since the surprise outcome of the 2016 referendum, but there are indications that uncertainty over the future is now weighing on growth. Transitional arrangements may prevent a cliff-edge, but will also extend the period of uncertainty for several years. Economic growth is therefore forecast to remain sluggish throughout 2018/19.

Consumer price inflation reached 3.0% in September 2017 as the post-referendum devaluation of sterling continued to feed through to imports. Unemployment continued to fall and the Bank of England's Monetary Policy Committee judged that the extent of spare capacity in the economy seemed limited and the pace at which the economy can grow without generating inflationary pressure had fallen over recent years. With its inflation-control mandate in mind, the Bank of England's Monetary Policy Committee raised official interest rates to 0.5% in November 2017.

In contrast, the US economy is performing well and the Federal Reserve is raising interest rates in regular steps to remove some of the emergency monetary stimulus it has provided for the past decade. The European Central Bank is yet to raise rates, but has started to taper its quantitative easing programme, signalling some confidence in the Eurozone economy.

Credit outlook: High profile bank failures in Italy and Portugal have reinforced concerns over the health of the European banking sector. Sluggish economies and fines for pre-crisis behaviour continue to weigh on bank profits, and any future economic slowdown will exacerbate concerns in this regard.

Bail-in legislation, which ensures that large investors including local authorities will rescue failing banks instead of taxpayers in the future, has now been fully implemented in the European Union, Switzerland and USA, while Australia and Canada are progressing with their own plans. In addition, the largest UK banks will ring-fence their retail banking functions into separate legal entities during 2018. There remains some uncertainty over how these changes will impact upon the credit strength of the residual legal entities.

The credit risk associated with making unsecured bank deposits has therefore increased relative to the risk of other investment options available to the Authority; returns from cash deposits however remain very low.

Interest rate forecast: The Authority's treasury adviser Arlingclose's central case is for UK Bank Rate to remain at 0.50% during 2018/19, following the rise from the historic low of 0.25%. The Monetary Policy Committee re-emphasised that any prospective increases in Bank Rate would be expected to be at a gradual pace and to a limited extent.

Future expectations for higher short term interest rates are subdued and on-going decisions remain data dependant and negotiations on exiting the EU cast a shadow over monetary policy decisions. The risks to Arlingclose's forecast

are broadly balanced on both sides. The Arlingclose central case is for gilt yields to remain broadly stable across the medium term. Upward movement will be limited, although the UK government's seemingly deteriorating fiscal stance is an upside risk.

A more detailed economic and interest rate forecast provided by Arlingclose is attached at **Appendix A**.

For the purpose of setting the budget, it has been assumed that new investments will be made at an average rate of 1%, and that new long-term loans will be borrowed at an average rate of 2.59% (20 Year PWLB maturity loan with Certainty Rate discount at 31/12/17).

3 Local Context

The Authority currently (31/12/17) has £374m of external borrowing and £301m of investments.

The Authority's net debt position is detailed in Table 1.

Forecast changes are shown in the balance sheet analysis Table 2.

Table 1 – Existing Borrowing & Investment Portfolio

| | 31.12.17 Actual Portfolio £m | 31.12.17 Average Rate % |
|--|---|--|
| External borrowing: | | |
| Public Works Loans Board (PWLB) | 279 | 4.66 |
| Banks (including LOBO's) | 28 | 4.69 |
| Other Local Authorities | 10 | 0.35 |
| D2N2 | 57 | 0.50 |
| Total External Borrowing | 374 | 4.02 |
| Other long-term liabilities: | | |
| Private Finance Initiative | 74 | |
| Finance Leases | 5 | |
| Transferred Debt | 0 | |
| Total other long-term liabilities | 79 | |
| Total gross external debt | 453 | |
| Treasury investments: | | |
| Managed in-house: | | |
| Short-term investments | 170 | 0.69 |
| Long-term investments | 69 | 1.29 |
| Managed externally: | | |
| Money market funds | 41 | 0.59 |
| Pooled Funds | 18 | 4.07 |
| Total treasury investments | 298 | 1.02 |
| Net debt | 155 | |

| | | |
|--|------------|-------------|
| Non-treasury investments | | |
| Investment property/Local Authority Mortgage Scheme (LAMS) | 2 | 2.00 |
| Loans to subsidiaries | 1 | 5.50 |
| Loans to local companies | 0 | n/a |
| Total non-treasury investments | 3 | 2.70 |
| Total investments | 301 | 1.04 |

Table 2 - Balance Sheet Summary and Forecast

| | 31.3.17 Actual £m | 31.3.18 Estimate £m | 31.3.19 Estimate £m | 31.3.20 Estimate £m | 31.3.21 Estimate £m |
|--|----------------------------------|------------------------------------|------------------------------------|------------------------------------|------------------------------------|
| Capital Financing Requirement (CFR) | 469 | 613 | 647 | 651 | 651 |
| Less: Other debt liabilities * | -79 | -76 | -72 | -69 | -66 |
| Borrowing CFR | 390 | 537 | 575 | 582 | 585 |
| Less: External borrowing ** | 326 | 307 | 300 | 291 | 286 |
| Internal borrowing*** | 64 | 230 | 275 | 291 | 299 |
| Less: Usable reserves | -303 | -216 | -175 | -164 | -159 |
| Less: Working capital | -26 | -26 | -26 | -26 | -26 |
| Investments (Borrowing) | 265 | 12 | -74 | -79 | -114 |

* comprised of PFI liabilities (£74m) and finance leases (£5m).

** Derby City Council - £26m of transferred debt repaid 31 March 2017.
D2N2 – The authority owed £14m to D2N2 at 31 March 2017.

*** The Authority's internal borrowing limit is currently 40% of the CFR

The underlying need to borrow for capital purposes is measured by the Capital Financing Requirement (CFR), while usable reserves and working capital are the underlying resources available for investment. The Authority's current strategy is to maintain borrowing and investments below their underlying levels, sometimes known as internal borrowing.

The Authority has an increasing CFR due to the capital programme. Investments are forecast to reduce to £Nil by 31 March 2019, as capital receipts are used to finance capital expenditure and usable reserves are utilised to finance the revenue budget. The Authority is forecast to borrow up to £74m by 31 March 2019, although slippage in the capital programme ranging from 25% to 35% is probable and will reduce the Authorities borrowing requirement.

It is recommended that the internal borrowing limit for the Authority is revised from 40% of the CFR to 50% of the Borrowing CFR. This limit will be kept under review. Research confirms a number of Local Authorities do not have any internal borrowing limits.

CIPFA's *Prudential Code for Capital Finance in Local Authorities* recommends that the Authority's total debt should be lower than its highest forecast CFR

over the next three years. Table 2 shows that the Authority expects to comply with this recommendation during 2018-19.

4 Borrowing Strategy

At 31 December 2017, the Authority held £307m of fixed term loans, a decrease of £31m on the previous year as part of its strategy for funding previous years' capital programmes (a temporary revenue loan of £57m from D2N2 and £10m from Thurrock Council are excluded). The balance sheet forecast in Table 2 predicts that the Authority will require additional borrowing in 2018-19. The Authority may also borrow to pre-fund future years' requirements, providing this does not exceed the authorised limit for borrowing of £674m.

Objectives: The Authority's chief objective when borrowing money is to strike an appropriately low risk balance between securing low interest costs and achieving cost certainty over the period for which funds are required. The flexibility to renegotiate loans should the Authority's long-term plans change is a secondary objective.

Strategy: Given the significant cuts to public expenditure and in particular to local government funding, the Authority's borrowing strategy continues to address the key issue of affordability without compromising the longer-term stability of the debt portfolio. With short-term interest rates currently much lower than long-term rates, it is likely to be more cost effective in the short-term to either use internal resources, or to borrow short-term loans instead.

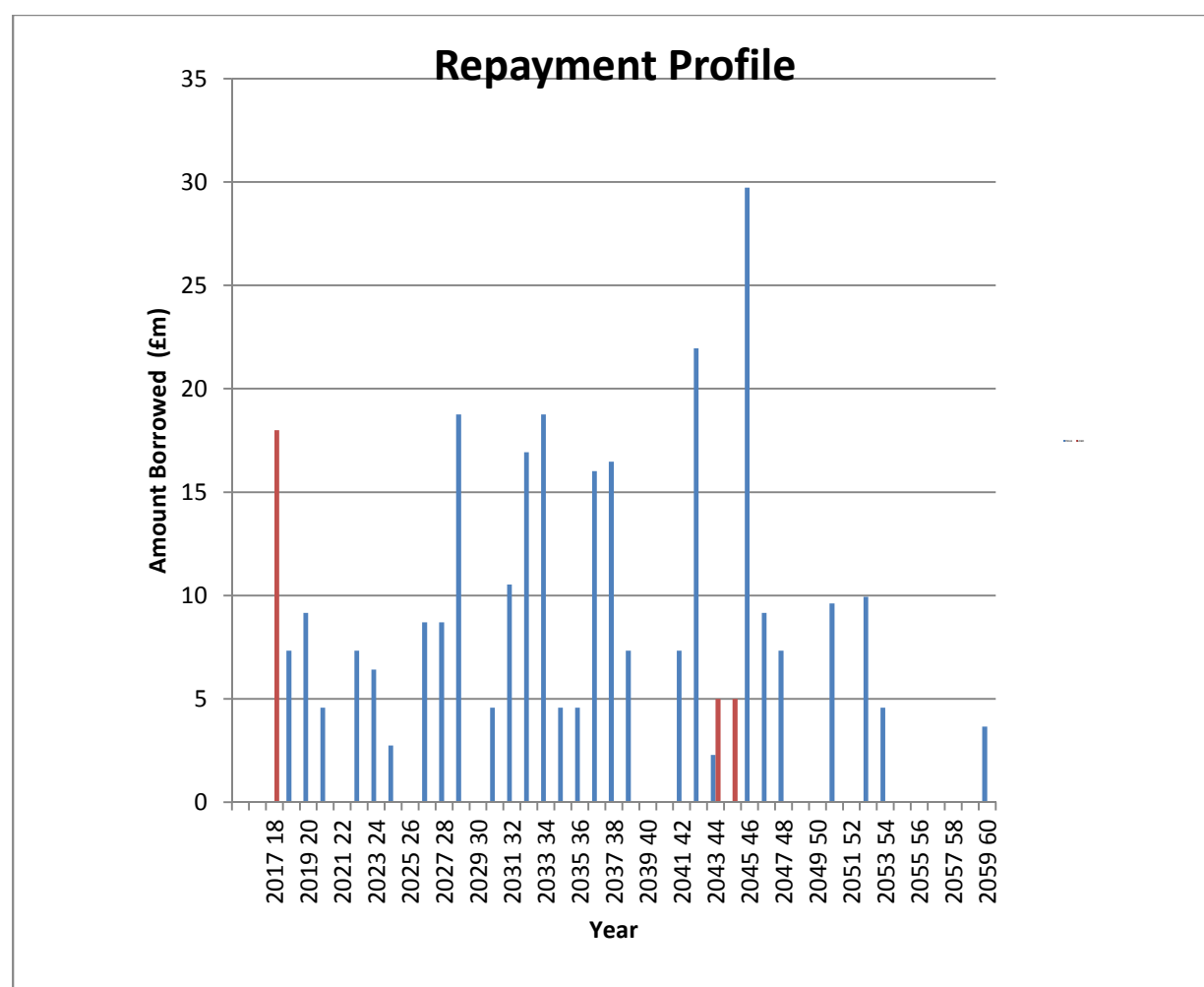
By doing so, the Authority is able to reduce net borrowing costs (despite foregone investment income) and reduce overall treasury risk. The benefits of internal borrowing will be monitored regularly against the potential for incurring additional costs by deferring borrowing into future years when long-term borrowing rates are forecast to rise modestly. The Authority will monitor this 'cost of carry' and breakeven analysis. Its output may determine whether the Authority borrows additional sums at long-term fixed rates in 2018-19 with a view to keeping future interest costs low, even if this causes additional cost in the short-term.

Alternatively, the Authority may arrange forward starting loans during 2018-19, where the interest rate is fixed in advance, but the cash is received in later years. This would enable certainty of cost to be achieved without suffering a cost of carry in the intervening period.

In addition, the Authority may borrow short-term loans to cover unplanned cash flow shortages.

Maturity Profile

The Authority's maturity profile at 31 March 2018 is shown below. The maturity profile is the rate at which long term loans have to be repaid to the PWLB (or other lenders). It would be imprudent to have a large proportion of repayments due in any particular year, thus a good spread of maturities is desirable. The Authority currently has no short-term borrowing < 364 days repayable after 31 March 2018. The £18m of maturities in 2017-18 are the 3 LOBO's loans. These are technically callable every 6 months.



The average redemption is £8.2m per year over the next 37 years. The maximum redemption is £29.7m in 2045-46. The average duration of all the Authority's loans is approximately 19 years. Any new borrowing would be targeted for maturity in years with nil/low repayments.

Sources of Borrowing: The approved sources of long-term and short-term borrowing are:

- Public Works Loan Board (PWLB) and any successor body
- Any UK Local Authority
- Any other bank or building society authorised to operate in the UK
- UK public and private sector pension funds (except for the Derbyshire Pension Fund)
- Capital market bond investors
- UK Municipal Bond Agency plc and other special purpose companies created to enable local authority bond issues
- D2N2 Local Economic Partnership
- Internal borrowing (see above)
- Any institution approved for investments (see below)

In addition, capital finance may be raised by the following methods that are not borrowing, but may be classed as other debt liabilities:

- operating and finance leases
- hire purchase
- Private Finance Initiative
- sale and leaseback

The Authority has previously raised the majority of its long-term borrowing from the PWLB but it continues to investigate other sources of finance, such as local authority loans, bank loans, that may be available at more favourable rates.

Municipal Bonds Agency: UK Municipal Bonds Agency plc was established in 2014 by the Local Government Association as an alternative to the PWLB. It plans to issue bonds on the capital markets and lend the proceeds to local authorities. This will be a more complicated source of finance than the PWLB for two reasons: borrowing authorities will be required to provide bond investors with a joint and several guarantee to refund their investment in the event that the agency is unable to for any reason; and there will be a lead time of several months between committing to borrow and knowing the interest rate payable. Any decision to borrow from the Agency will therefore be the subject of a separate report to Cabinet.

LOBOs: The Authority holds £18m of LOBO (Lender's Option Borrower's Option) loans where the lender has the option to propose an increase in the interest rate at set dates, following which the Authority has the option to either accept the new rate or to repay the loan at no additional cost. All 3 LOBOS have options during 2018-19, and although the Authority understands that lenders are unlikely to exercise their options in the current low interest rate environment, there remains an element of refinancing risk. The Authority will take this option to repay LOBO loans at no cost if it has the opportunity.

The Authority is currently in discussion with Commerzbank to repay £13m of LOBO's at preferential rates. This transaction should be completed by 31 March 2017.

Short-term and Variable Rate loans: These loans leave the Authority exposed to the risk of short-term interest rate rises and are therefore subject to the limit on the net exposure to variable interest rates in the treasury management indicators below.

Debt Rescheduling: The PWLB allows authorities to repay loans before maturity and either pay a premium or receive a discount according to a set formula based on current interest rates. Other lenders may also be prepared to negotiate premature redemption terms. The Authority may take advantage of this and replace some loans with new loans, or repay loans without replacement, where this is expected to lead to an overall cost saving or a reduction in risk.

5 Investment Strategy

The Authority holds significant invested funds, representing income received in advance of expenditure plus balances and reserves held. In the current year, the Authority's investment balance has ranged between £269 million and £406 million, although these levels are expected to fall significantly as reserves are utilised in the forthcoming year.

Objectives: Both the CIPFA Code and the CLG Guidance require the Authority to invest its funds prudently, and to have regard to the security and liquidity of its investments before seeking the highest rate of return, or yield. The Authority's objective when investing money is to strike an appropriate balance between risk and return, minimising the risk of incurring losses from defaults and the risk of receiving unsuitably low investment income. Where balances are expected to be invested for more than one year, the Authority will aim to achieve a total return that is equal or higher than the prevailing rate of inflation, in order to maintain the spending power of the sum invested.

Negative Interest Rates: If the UK enters into a recession in 2018/19, there is a small chance that the Bank of England could set its Base rate at or below zero, which is likely to feed through to negative interest rates on all low risk, short-term investment options. This situation already exists in many other European countries. In this event, security will be measured as receiving the contractually agreed amount at maturity, even though this may be less than the amount originally invested.

Strategy: Given the increasing risk and continued low returns from short-term unsecured bank investments, the Authority aims to further diversify into more secure and/or higher yielding asset classes during 2018-19. This is especially the case for the estimated £25m (of reserves) that are available for longer-term investment. The majority of the Authority's surplus cash is currently invested in local authority loans, short-term unsecured bank deposits and money market funds. This diversification will therefore represent a continuation of the new strategy adopted in 2016/17.

Approved Counterparties: The Authority may invest its surplus funds with any of the counterparty types in Table 3a below, subject to the cash limits (per counterparty) and the time limits shown.

The Pension Fund limits are detailed in Table 3b below. Approval to adopt this strategy is obtained from the Pensions and Investments Committee.

Table 3a: Approved Investment Counterparties and Limits (County Fund)

| Credit Rating* | Banks Unsecured | Banks Secured | Government Other LA's | Corporates | Registered Providers |
|--------------------------------|-----------------------------------|----------------------|------------------------------|-----------------------------------|-----------------------------|
| UK Govt | n/a | n/a | £ Unlimited 50 years | n/a | n/a |
| AAA | £30m 5 years | £30m 20 years | £30m 50 years | £10m 20 years | £10m 20 years |
| AA+ | £30m 5 years | £30m 10 years | £30m 25 years | £10m 10 years | £10m 10 years |
| AA | £30m 4 years | £30m 5 years | £30m 15 years | £10m 5 years | £10m 10 years |
| AA- | £30m 3 years | £30m 4 years | £30m 10 years | £10m 4 years | £10m 10 years |
| A+ | £30m 2 years | £30m 3 years | £30m 5 years | £10m 3 years | £10m 5 years |
| A | £30m 13 months | £30m 2 years | £30m 5 years | £10m 2 years | £10m 5 years |
| A- | £30m 6 months | £30m 13 months | £30m 5 years | £10m 13 months | £10m 5 years |
| None | £1m 6 months | n/a | £30m 25 years | Individual Cabinet Approval | £10m 5 years |
| Pooled funds | £30m per fund | | | | |
| Other Bodies (Non - Corporate) | Individual Cabinet Approval | | | | |

NB: An excess of the counterparty limit due to accrued interest is permitted.

Operational bank accounts: The Authority may incur operational exposures, for example through current accounts, collection accounts and merchant acquiring services, to any UK bank with credit ratings no lower than BBB- and with assets greater than £25 billion. These are not classed as investments, but are still subject to the risk of a bank bail-in. The Bank of England has stated that in the event of failure, banks with assets greater than £25 billion are more likely to be bailed-in than made insolvent, increasing the chance of the Authority maintaining operational continuity

County Fund: It is requested that the existing additional overnight limit of £20 million for the County Fund be increased to £30m.

D2N2: It is requested that the existing overnight limit of £1m for D2N2 is maintained.

Derbyshire Developments Ltd: It is requested that existing overnight limit of £1m for Derbyshire Developments Ltd is maintained.

Table 3b: Approved Investment Counterparties and Limits (Pension Fund)

| Credit Rating* | Banks Unsecured | Banks Secured | Government Other LA's |
|-----------------------|------------------------|----------------------|------------------------------|
| UK Govt | n/a | n/a | Unlimited 13 months |
| AAA | £10m 13 months | £20m 13 months | £20m 13 months |
| AA+ | £10m 13 months | £20m 13 months | £20m 13 months |
| AA | £10m 13 months | £20m 13 months | £20m 13 months |
| AA- | £10m 13 months | £20m 13 months | £20m 13 months |
| A+ | £10m 13 months | £20m 13 months | £20m 13 months |
| A | £10m 13 months | £20m 13 months | £20m 13 months |
| A- | £10m 6 months | £20m 13 months | £20m 13 months |
| None | £1m 6 months | n/a | £20m 13 months |
| Money Market funds | £20m per fund | | |

NB: An excess of the counterparty limit due to accrued interest is permitted.

Operational bank accounts (continued)

Pension Fund: It is requested that the existing additional overnight limit of £10m for the Pension Fund is increased to £20m.

Custodian Accounts

The Derbyshire Pension fund is joining the Local Government Pension Scheme Central pool (LGPS Central) commencing on 01 April 2018.
Northern Trust: This is the custodian for LGPS Central.

BNP Paribas: the existing custodian for the Derbyshire Pension Fund.

In House Account: It is requested that the existing limit of £30m for operational and transactional purposes is maintained until further notice.

Wellington account: It is requested that the existing limit of £20m (US\$ equivalent) for operational and transactional is maintained until further notice.

BNY Mellon: It is requested that the existing limit of £1m limit for the former custodian account is maintained until further notice.

- * **Credit Rating:** Investment decisions are made by reference to the lowest published long-term credit rating from Fitch, Moody's or Standard & Poor's. **Where available, the credit rating relevant to the specific investment or class of investment is used**, otherwise the counterparty credit rating is used. Investment decisions are never solely made based on credit ratings alone, as all other relevant factors including external advice will be taken into account.

See Appendix B – credit rating definitions (Fitch)

See Appendix C – UK High St banks/building societies

UK Banks Unsecured: Accounts, deposits, certificates of deposit and senior unsecured bonds with banks and building societies. These investments are subject to the risk of credit loss via a bail-in should the regulator determine that the bank is failing or likely to fail. No unsecured investments with banks rated BBB+ or lower are permitted except for overnight deposits with the Council's main bank account (Lloyds) and contingency bank account (Barclays).

Non-UK Banks: Non UK Banks have an additional requirement that the sovereign rating of its country of domicile must be a minimum of AA+ (The UK has a sovereign rating of AA+). No unsecured investment with banks rated A- or lower are permitted except for overnight deposits at the Pension Funds custodian banks.

Banks Secured: Covered bonds, reverse repurchase agreements and other collateralised arrangements with banks and building societies. These investments are secured on the bank's assets, which limits the potential losses in the unlikely event of insolvency, and means that they are exempt from bail-in. Where there is no investment specific credit rating, but the collateral upon which the investment is secured has a credit rating, the highest of the collateral credit rating and the counterparty credit rating will be used to determine cash and time limits (e.g. a Lloyds Bank covered bond secured by collateral is rated at AAA by Fitch, whilst an unsecured Lloyds bank deposit is rated at A+, 5 notches below). The

combined secured and unsecured investments in any one bank will not exceed the cash limit for secured investments.

Government: Loans, bonds and bills issued or guaranteed by national governments, regional and local authorities and multilateral development banks. These investments are not subject to bail-in, and there is an insignificant risk of insolvency. Investments with the UK Central Government may be made in unlimited amounts for up to 50 years. Investments with Other Local Authorities are significant (£138m at 31 December 2017). The Authority will distinguish between Upper Tier Authorities (Counties, Unitaries, London Boroughs and Lower Tier Authorities (Boroughs & Districts) in England. Investments to Scottish, Welsh, Northern Irish, Fire, Police, Transport and Local Authority Pension funds will also be permitted.

Corporates: Loans, bonds and commercial paper issued by companies other than banks and registered providers. These investments are not subject to bail-in, but are exposed to the risk of the company going insolvent. Loans to unrated companies will only be made as part of a diversified pool in order to spread the risk widely.

Registered Providers: Loans and bonds issued by, guaranteed by or secured on the assets of registered providers of social housing, formerly known as housing associations. These bodies are tightly regulated by the Homes and Communities Agency and, as providers of public services, they retain a high likelihood of receiving government support if needed.

Pooled Funds: Shares in diversified investment vehicles consisting of the any of the above investment types, plus equity shares and property. These funds have the advantage of providing wide diversification of investment risks, coupled with the services of a professional fund manager in return for a fee. Short-term Money Market Funds that offer same-day liquidity and very low or no volatility will be used as an alternative to instant access bank accounts, while pooled funds whose value changes with market prices and/or have a notice period will be used for longer investment periods.

Bond, equity and property funds offer enhanced returns over the longer term, but are more volatile in the short term. These allow the Authority to diversify into asset classes other than cash without the need to own and manage the underlying investments. Because these funds have no defined maturity date, but are available for withdrawal after a notice period, their performance and continued suitability in meeting the Authority's investment objectives will be monitored regularly.

Risk Assessment and Credit Ratings: Credit ratings are obtained and monitored by the Authority's treasury advisers, who will notify changes in ratings as they occur. Where an entity has its credit rating downgraded so that it fails to meet the minimum approved investment criteria (BBB+) then:

- no new investments will be made,
- any existing investments that can be recalled or sold at no cost will be, and
- full consideration will be given to the recall or sale of all other existing investments with the affected counterparty.

Where a credit rating agency announces that a credit rating is on review for possible downgrade (also known as "rating watch negative" or "credit watch negative") so that it may fall below the Authority's minimum approved rating criteria (A-), then only investments that can be withdrawn on the next working day will be made with that organisation until the outcome of the review is announced. This policy will not apply to negative outlooks, which indicate a long-term direction of travel rather than an imminent change of rating.

Other information on the security of investments: The Authority understands that credit ratings are good, but not perfect, predictors of investment default. Full regard will therefore be given to other available information on the credit quality of the organisations in which it invests, including credit default swap prices, financial statements, information on potential government support and reports in the quality financial press. No investments will be made with an organisation if there are substantive doubts about its credit quality, even though it may meet the credit rating criteria.

When deteriorating financial market conditions affect the creditworthiness of all organisations, as happened in 2008 and 2011, this is not generally reflected in credit ratings, but can be seen in other market measures. In these circumstances, the Authority will restrict its investments to those organisations of higher credit quality and reduce the maximum duration of its investments to maintain the required level of security. The extent of these restrictions will be in line with prevailing financial market conditions. If these restrictions mean that insufficient commercial organisations of high credit quality are available to invest the Authority's cash balances, then the surplus will be deposited with the UK Government, via the Debt Management Office, treasury bills, or with other local authorities. This will cause a reduction in the level of investment income earned, but will protect the principal sum invested.

Specified Investments: The CLG Guidance defines specified investments as:

- denominated in pound sterling,
- due to be repaid within 12 months of arrangement,
- not defined as capital expenditure by legislation, and
- invested with one of:
 - the UK Government,
 - a UK local authority, parish council or community council, or
 - a body or investment scheme of “high credit quality”.

The Authority defines “high credit quality” organisations and securities as those having a credit rating of A- or higher that are domiciled in the UK or a foreign country with a sovereign rating of AA+ or higher. For money market funds and other pooled funds “high credit quality” is defined as those having a credit rating of A- or higher.

Non-specified Investments: Any investment not meeting the definition of a specified investment is classed as non-specified. The Authority does not intend to make any investments denominated in foreign currencies, nor any that are defined as capital expenditure by legislation, such as company shares. Non-specified investments will therefore be limited to long-term investments, i.e. those that are due to mature 12 months or longer from the date of arrangement, and investments with bodies and schemes not meeting the definition on high credit quality. Limits on non-specified investments are shown in Table 4a County and 4b Pension Fund below.

Table 4a: Non-Specified Investment Limits (County Fund)

| | Cash limit |
|---|-------------------|
| Total long-term investments | £100m |
| Total investments rated below A- or unrated (except UK Government and local authorities) | £50m |
| Total non-specified investments | £150m |

Table 4b: Non-Specified Investment Limits (Pension Fund)

| | Cash limit |
|--|-------------------|
| The Pension Fund’s Custodian Bank | |
| BNP Paribas - In House | £30m |
| BNP Paribas – Wellington (US\$ equivalent) | £20m |
| BNY Mellon – Core & Satellite | £1m |
| Total non-specified investments | £51m |

Investment Limits (County Fund): The Authority's revenue reserves available to cover investment losses are forecast to be £176m on 31 March 2018. In order that no more than approximately 20% of available reserves will be put at risk in the case of a single default, the maximum that will be lent to any one organisation (except for the UK Government or Lloyds Bank as the Council's main bankers) will be £30m (plus accrued interest). A group of banks under the same ownership will be treated as a single organisation for limit purposes. Limits will also be placed on fund managers, investments in brokers' nominee accounts, foreign countries and industry sectors as below. Investments in pooled funds and multilateral development banks do not count against the limit for any single foreign country since the risk is diversified over many countries.

Table 5a: Investment Limits (County Fund)

| | Cash limit |
|---|-------------------|
| UK Central Government | Unlimited |
| Any single organisation, except the UK Central Government | £30m each |
| Any group of organisations under the same ownership | £30m per group |
| Any group of pooled funds under the same management | £30m per manager |
| Negotiable instruments held in a broker's nominee account | £100m per broker |
| Foreign countries | £50m in total |
| Registered Providers | £50m in total |
| Unsecured investments with Building Societies | £100m in total |
| Loans to unrated bodies | £100m in total |
| Money Market Funds | £200m in total |

Investment Limits (Pension Fund): The Pension Fund's cash balance is forecast to be £250m at 31 March 2018. In order that no more than approximately 20% of available cash will be put at risk in the case of a single default, the maximum that will be lent to any one organisation (except for the UK Government or Lloyds Bank as the Pension Funds main bankers) will be £20m (plus accrued interest).

A group of banks under the same ownership will be treated as a single organisation for limit purposes. Limits will also be placed on fund managers, and foreign countries. Investments in pooled funds and multilateral development banks do not count against the limit for any single foreign country since the risk is diversified over many countries.

Table 5b: Investment Limits (Pension Fund)

| | Cash limit |
|---|-------------------|
| UK Central Government | Unlimited |
| Any single organisation, except the UK Central Government | £20m each |
| Any group of organisations under the same ownership | £20m per group |
| Any group of pooled funds under the same management | £20m per manager |
| Negotiable instruments held in a broker's nominee account | £100m per broker |
| Foreign countries | £50m in total |
| Unsecured investments with Building Societies | £50m in total |
| Money Market Funds | £200m in total |

Liquidity Management: The Authority uses purpose-built cash flow forecasting software (Logotech PSTM) to determine the maximum period for which funds may prudently be committed. The forecast is compiled on a prudent basis to minimise the risk of the Authority being forced to borrow on unfavourable terms to meet its financial commitments. Limits on long-term investments are set by reference to the Authority's medium term financial plan and cash flow forecast.

Non-Treasury Investments: Although not classed as treasury management activities and therefore not covered by the CIPFA Code or the CLG Guidance, the Authority may also purchase property for investment purposes and may also make loans and investments for service purposes, for example in shared ownership housing, as loans to local businesses and landlords, or as equity investments and loans to the Authority's subsidiaries.

Such loans and investments will be subject to the Authority's normal approval processes for revenue and capital expenditure and need not comply with this treasury management strategy.

6 Treasury Management Indicators

The Authority measures and manages its exposures to treasury management risks using the following indicators.

Security: The Authority has adopted a voluntary measure of its exposure to credit risk by monitoring the value-weighted average credit rating of its investment portfolio. This is calculated by applying a score to each investment (AAA=1, AA+=2, etc.) and taking the arithmetic average, weighted by the size of each investment.

| | Target |
|---------------------------------|--------|
| Portfolio average credit rating | A |

Liquidity: The Authority has adopted a voluntary measure of its exposure to liquidity risk by monitoring the amount of cash available to meet unexpected payments within a rolling 3 month period, without additional borrowing.

| | Target |
|-------------------------------------|--------|
| Total cash available within 91 days | £30m |

Interest Rate Exposures: This indicator is set to control the Authority's exposure to interest rate risk. The upper limits on fixed and variable rate interest rate exposures, expressed as the proportion of net principal borrowed will be:

| Borrowing | 2018-19 | 2019-20 | 2020-21 |
|--|---------|---------|---------|
| Upper limit on fixed interest rate exposure | 100% | 100% | 100% |
| Upper limit on variable interest rate exposure | 40% | 40% | 40% |

| Investments | 2018-19 | 2019-20 | 2020-21 |
|--|---------|---------|---------|
| Upper limit on fixed interest rate exposure | 40% | 40% | 40% |
| Upper limit on variable interest rate exposure | 100% | 100% | 100% |

Fixed rate investments and borrowings are those where the rate of interest is fixed for at least 12 months, measured from the start of the financial year or the transaction date if later. All other instruments are classed as variable rate.

Maturity Structure of Borrowing: This indicator is set to control the Authority's exposure to refinancing risk. The upper and lower limits on the maturity structure of fixed rate borrowing will be:

| | Upper | Lower |
|--------------------------------|-------|-------|
| Under 12 months | 20% | 0% |
| 12 months and within 24 months | 10% | 0% |
| 24 months and within 5 years | 40% | 0% |
| 5 years and within 10 years | 40% | 5% |
| 10 years and within 20 years | 40% | 10% |
| 20 years and within 30 years | 40% | 10% |
| 30 years & above | 40% | 10% |

Time periods start on the first day of each financial year. The maturity date of the borrowing is the earliest date on which the lender can demand repayment.

Principal Sums Invested for Periods Longer than 364 days: The purpose of this indicator is to control the Authority's exposure to the risk of incurring losses by seeking early repayment of its investments. The limits on the total principal sum invested to final maturities beyond the period end will be:

| | 2018-19 | 2019-20 | 2020-21 |
|---|---------|---------|---------|
| Limit on principal invested beyond year end | £100m | £80m | £60m |

7 Other Items

There are a number of additional items that the Authority is obliged by CIPFA or CLG to include in its Treasury Management Strategy.

Policy on Use of Financial Derivatives: Local authorities have previously made use of financial derivatives embedded into loans and investments both to reduce interest rate risk (e.g. interest rate collars and forward deals) and to reduce costs or increase income at the expense of greater risk (e.g. LOBO loans and callable deposits). The general power of competence in Section 1 of the *Localism Act 2011* removes much of the uncertainty over local authorities' use of standalone financial derivatives (i.e. those that are not embedded into a loan or investment).

The Authority will only use standalone financial derivatives (such as swaps, forwards, futures and options) where they can be clearly demonstrated to reduce the overall level of the financial risks that the Authority is exposed to. Additional risks presented, such as credit exposure to derivative counterparties, will be taken into account when determining the overall level of risk. Embedded derivatives, including those present in pooled funds and forward starting transactions, will not be subject to this policy, although the risks they present will be managed in line with the overall treasury risk management strategy.

Financial derivative transactions may be arranged with any organisation that meets the approved investment criteria. The current value of any amount due from a derivative counterparty will count against the counterparty credit limit and the relevant foreign country limit.

Investment Training: The needs of the Authority's treasury management staff for training in investment management are assessed annually and additionally when the responsibilities of individual members of staff change.

Staff regularly attend training courses, seminars and conferences provided by Arlingclose and CIPFA. Relevant staff are also encouraged to study professional qualifications from CIPFA, the Association of Corporate Treasurers and other appropriate organisations.

Investment Advisers: The Authority has appointed Arlingclose Limited as treasury management advisers and receives specific advice on investment, debt and capital finance issues. The quality of this service is reviewed annually.

Investment of Money Borrowed in Advance of Need: The Authority may, from time to time, borrow in advance of need, where this is expected to provide the best long term value for money. Since amounts borrowed will be invested until spent, the Authority is aware that it will be exposed to the risk of loss of the borrowed sums, and the risk that investment and borrowing interest

rates may change in the intervening period. These risks will be managed as part of the Authority's overall management of its treasury risks.

The total amount borrowed will not exceed the authorised borrowing limit of £674m. The maximum period between borrowing and expenditure is expected to be 2 years, although the Authority is not required to link particular loans with particular items of expenditure.

Financial Implications

The forecast for investment income in 2018-19 is £4.0m, based on an average investment portfolio of £200m at an interest rate of 1.00%. The forecast for debt interest paid in 2018-19 is £14.0m, based on an average debt portfolio of £300m at an average interest rate of 4.69%. If actual levels of investments and borrowing, and actual interest rates differ from those forecast, performance against budget will be correspondingly different.

Other Options Considered

The CLG Guidance and the CIPFA Code do not prescribe any particular treasury management strategy for local authorities to adopt. The Director of Finance & ICT believes that the above strategy represents an appropriate balance between risk management and cost effectiveness. Some alternative strategies, with their financial and risk management implications, are listed below.

| Alternative | Impact on income and expenditure | Impact on risk management |
|---|--|--|
| Invest in a narrower range of counterparties and/or for shorter times | Interest income will be lower | Lower chance of losses from credit related defaults, but any such losses will be greater |
| Invest in a wider range of counterparties and/or for longer times | Interest income will be higher | Increased risk of losses from credit related defaults, but any such losses will be smaller |
| Borrow additional sums at long-term fixed interest rates | Debt interest costs will rise; this is unlikely to be offset by higher investment income | Higher investment balance leading to a higher impact in the event of a default; however long-term interest costs will be more certain |
| Borrow short-term or variable loans instead of long-term fixed rates | Debt interest costs will initially be lower | Increases in debt interest costs will be broadly offset by rising investment income in the medium term, but long term costs will be less certain |
| Reduce level of borrowing | Saving on debt interest is likely to exceed lost investment income | Reduced investment balance leading to a lower impact in the event of a default; however long-term interest costs will be less certain |

Appendix A**Appendix A – Arlingclose Economic & Interest Rate Forecast November 2017****Underlying assumptions:**

- In a 7-2 vote, the MPC increased Bank Rate in line with market expectations to 0.5%. Dovish accompanying rhetoric prompted investors to lower the expected future path for interest rates. The minutes re-emphasised that any prospective increases in Bank Rate would be expected to be at a gradual pace and to a limited extent.
- Further potential movement in Bank Rate is reliant on economic data and the likely outcome of the EU negotiations. Policymakers have downwardly assessed the supply capacity of the UK economy, suggesting inflationary growth is more likely. However, the MPC will be wary of raising rates much further amid low business and household confidence.
- The UK economy faces a challenging outlook as the minority government continues to negotiate the country's exit from the European Union. While recent economic data has improved, it has done so from a low base: UK Q3 2017 GDP growth was 0.4%, after a 0.3% expansion in Q2.
- Household consumption growth, the driver of recent UK GDP growth, has softened following a contraction in real wages, despite both saving rates and consumer credit volumes indicating that some households continue to spend in the absence of wage growth. Policymakers have expressed concern about the continued expansion of consumer credit; any action taken will further dampen household spending.
- Some data has held up better than expected, with unemployment continuing to decline and house prices remaining relatively resilient. However, both of these factors can also be seen in a negative light, displaying the structural lack of investment in the UK economy post financial crisis. Weaker long term growth may prompt deterioration in the UK's fiscal position.
- The depreciation in sterling may assist the economy to rebalance away from spending. Export volumes will increase, helped by a stronger Eurozone economic expansion.
- Near-term global growth prospects have continued to improve and broaden, and expectations of inflation are subdued. Central banks are moving to reduce the level of monetary stimulus.

- Geo-political risks remains elevated and helps to anchor safe-haven flows into the UK government bond (gilt) market.

Forecast:

- The MPC has increased Bank Rate, largely to meet expectations they themselves created. Future expectations for higher short term interest rates are subdued. On-going decisions remain data dependant and negotiations on exiting the EU cast a shadow over monetary policy decisions.
- Our central case for Bank Rate is 0.5% over the medium term. The risks to the forecast are broadly balanced on both sides.
- The Arlingclose central case is for gilt yields to remain broadly stable across the medium term. Upward movement will be limited, although the UK government's seemingly deteriorating fiscal stance is an upside risk.

| | Dec-17 | Mar-18 | Jun-18 | Sep-18 | Dec-18 | Mar-19 | Jun-19 | Sep-19 | Dec-19 | Mar-20 | Jun-20 | Sep-20 | Dec-20 | Average |
|---------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Official Bank Rate | | | | | | | | | | | | | | |
| Upside risk | 0.00 | 0.00 | 0.00 | 0.25 | 0.25 | 0.25 | 0.25 | 0.25 | 0.25 | 0.25 | 0.25 | 0.25 | 0.25 | 0.19 |
| Arlingclose Central Case | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 |
| Downside risk | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 | -0.25 | -0.25 | -0.25 | -0.25 | -0.25 | -0.25 | -0.25 | -0.25 | -0.15 |
| 3-month LIBID rate | | | | | | | | | | | | | | |
| Upside risk | 0.10 | 0.10 | 0.10 | 0.25 | 0.25 | 0.25 | 0.25 | 0.25 | 0.25 | 0.25 | 0.25 | 0.25 | 0.25 | 0.22 |
| Arlingclose Central Case | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 | 0.50 |
| Downside risk | -0.10 | -0.10 | -0.15 | -0.15 | -0.15 | -0.25 | -0.25 | -0.25 | -0.25 | -0.25 | -0.25 | -0.25 | -0.25 | -0.20 |
| 1-yr LIBID rate | | | | | | | | | | | | | | |
| Upside risk | 0.15 | 0.15 | 0.20 | 0.30 | 0.30 | 0.30 | 0.30 | 0.30 | 0.30 | 0.30 | 0.30 | 0.30 | 0.30 | 0.27 |
| Arlingclose Central Case | 0.70 | 0.70 | 0.70 | 0.70 | 0.80 | 0.80 | 0.80 | 0.80 | 0.80 | 0.80 | 0.80 | 0.80 | 0.80 | 0.77 |
| Downside risk | -0.15 | -0.20 | -0.30 | -0.30 | -0.30 | -0.30 | -0.30 | -0.30 | -0.30 | -0.30 | -0.30 | -0.15 | -0.15 | -0.26 |
| 5-yr gilt yield | | | | | | | | | | | | | | |
| Upside risk | 0.20 | 0.25 | 0.25 | 0.25 | 0.30 | 0.35 | 0.35 | 0.35 | 0.35 | 0.35 | 0.35 | 0.35 | 0.40 | 0.32 |
| Arlingclose Central Case | 0.75 | 0.75 | 0.80 | 0.80 | 0.80 | 0.85 | 0.90 | 0.90 | 0.95 | 0.95 | 1.00 | 1.05 | 1.10 | 0.89 |
| Downside risk | -0.20 | -0.20 | -0.25 | -0.25 | -0.25 | -0.35 | -0.40 | -0.40 | -0.40 | -0.40 | -0.40 | -0.40 | -0.40 | -0.33 |
| 10-yr gilt yield | | | | | | | | | | | | | | |
| Upside risk | 0.20 | 0.25 | 0.25 | 0.25 | 0.30 | 0.35 | 0.35 | 0.35 | 0.35 | 0.35 | 0.35 | 0.35 | 0.40 | 0.32 |
| Arlingclose Central Case | 1.25 | 1.25 | 1.25 | 1.25 | 1.25 | 1.30 | 1.30 | 1.35 | 1.40 | 1.45 | 1.50 | 1.55 | 1.55 | 1.36 |
| Downside risk | -0.20 | -0.25 | -0.25 | -0.25 | -0.25 | -0.30 | -0.35 | -0.40 | -0.40 | -0.40 | -0.40 | -0.40 | -0.40 | -0.33 |
| 20-yr gilt yield | | | | | | | | | | | | | | |
| Upside risk | 0.20 | 0.25 | 0.25 | 0.25 | 0.30 | 0.35 | 0.35 | 0.35 | 0.35 | 0.35 | 0.35 | 0.35 | 0.40 | 0.32 |
| Arlingclose Central Case | 1.85 | 1.85 | 1.85 | 1.85 | 1.85 | 1.90 | 1.90 | 1.95 | 1.95 | 2.00 | 2.05 | 2.05 | 2.05 | 1.93 |
| Downside risk | -0.20 | -0.30 | -0.25 | -0.25 | -0.30 | -0.35 | -0.40 | -0.45 | -0.50 | -0.50 | -0.50 | -0.50 | -0.50 | -0.38 |
| 50-yr gilt yield | | | | | | | | | | | | | | |
| Upside risk | 0.20 | 0.25 | 0.25 | 0.25 | 0.30 | 0.35 | 0.35 | 0.35 | 0.35 | 0.35 | 0.35 | 0.35 | 0.40 | 0.32 |
| Arlingclose Central Case | 1.70 | 1.70 | 1.70 | 1.70 | 1.70 | 1.75 | 1.80 | 1.85 | 1.90 | 1.95 | 1.95 | 1.95 | 1.95 | 1.82 |
| Downside risk | -0.30 | -0.30 | -0.25 | -0.25 | -0.30 | -0.35 | -0.40 | -0.45 | -0.50 | -0.50 | -0.50 | -0.50 | -0.50 | -0.39 |

Appendix B**Credit Rating Definitions - Long Term (Fitch's)****AAA - Highest credit quality.**

'AAA' ratings denote the lowest expectation of default risk. They are assigned only in cases of exceptionally strong capacity for payment of financial commitments. This capacity is highly unlikely to be adversely affected by foreseeable events.

AA - Very high credit quality

'AA' ratings denote expectations of very low default risk. They indicate very strong capacity for payment of financial commitments. This capacity is not significantly vulnerable to foreseeable events.

A - High credit quality

'A' ratings denote expectations of low default risk. The capacity for payment of financial commitments is considered strong. This capacity may, nevertheless, be more vulnerable to adverse business or economic conditions than is the case for higher ratings.

Appendix C

UK High St Banks & Building Societies

Long Term Ratings

a) UK Banks

| Bank | Credit Rating Agency | | | Limit |
|----------------|----------------------|---------|------|-------|
| | Fitch | Moody's | S&P | £m |
| Barclays | A | A1 | A | 30 |
| Close Brothers | A | AA3 | n/a | 30 |
| Goldman Sachs | A | A1 | A+ | 30 |
| HSBC | AA- | AA3 | AA- | 30 |
| Lloyds (HBOS) | A+ | AA3 | A | 30 |
| RBS/Nat West | BBB+ | A3 | BBB+ | 10 |
| Santander UK | A | AA3 | A | 30 |

b) UK Building Societies

| Building Society | Long term | | | Limit |
|------------------|-----------|---------|-----|-------|
| | Fitch | Moody's | S&P | £m |
| Coventry | A | A2 | n/a | 30 |
| Leeds | A- | A3 | n/a | 30 |
| Nationwide | A+ | AA3 | A | 30 |
| Yorkshire | A- | A3 | n/a | 30 |

c) Foreign Banks

| Bank | Credit | Reference | Agency | Limit |
|-------------|--------|-----------|--------|-------|
| | Fitch | Moodys | S&P | £m |
| Handelsbank | AA | AA2 | Aa- | 10 |

Appendix D**Clauses to be formally adopted**

CIPFA recommends that all public service organisations adopt, as part of their standing orders, financial regulations, or other formal policy documents appropriate to their circumstances, the following four clauses:

1. This Council will create and maintain, as the cornerstones for effective treasury management:
 - a treasury management policy statement, stating the policies, objectives and approach to risk management of its treasury management activities
 - suitable treasury management practices (TMPs) setting out the manner in which the organisation will seek to achieve those policies and objectives, and prescribing how it will manage and control those activities.

The content of the policy statement and TMPs will follow the recommendations contained in Sections 6 and 7 of the Treasury Management Code of Practice, subject only to amendment where necessary to reflect the particular circumstances of this Council. Such amendments will not result in the organisation materially deviating from the Code's key principles.

2. This Council will receive reports on its treasury management policies, practices and activities, including, as a minimum, an annual strategy and plan in advance of the year, a mid-year review and an annual report after its close, in the form prescribed in its TMPs.
3. This Council delegates responsibility for the implementation and regular monitoring of its treasury management policies and practices to Cabinet, and for the execution and administration of treasury management decisions to the Director of Finance, who will act in accordance with the organisation's policy statement and TMPs and, if he/she is a CIPFA member, CIPFA's Standard of Professional Practice on Treasury Management.
4. This Council nominates the Audit Committee to be responsible for ensuring effective scrutiny of the treasury management strategy and policies.

Appendix E**Treasury Management Practices (TMPs)**

CIPFA recommends that an organisation's treasury management practices (TMPs) include those of the following that are relevant to its treasury management powers and the scope of its treasury management activities.

| | |
|-------|---|
| TMP1 | Risk management |
| TMP2 | Performance measurement |
| TMP3 | Decision-making and analysis |
| TMP4 | Approved instruments, methods and techniques |
| TMP5 | Organisation, clarity and segregation of responsibilities, and dealing arrangements |
| TMP6 | Reporting requirements and management information arrangements |
| TMP7 | Budgeting, accounting and audit arrangements |
| TMP8 | Cash and cash flow management |
| TMP9 | Money laundering |
| TMP10 | Training and qualifications |
| TMP11 | Use of external service providers |
| TMP12 | Corporate governance |

Note

TMPs are the detailed procedures which are held by the Director of Finance & ICT and are subject to regular review.

Appendix F**The Treasury Management Policy Statement**

CIPFA recommends that the Council's treasury management policy statement adopts the following forms of words to define the policies and objectives of its treasury management activities:

1. This organisation defines its treasury management activities as:

The management of the organisation'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.
2. This organisation regards the successful identification, monitoring and control of risk to be the prime criteria by which the effectiveness of its treasury management activities will be measured. Accordingly, the analysis and reporting of treasury management activities will focus on their risk implications for the organisation.
3. This organisation acknowledges that effective treasury management will provide support towards the achievement of its business and service objectives. It is therefore committed to the principles of achieving value for money in treasury management, and to employing suitable comprehensive performance measurement techniques, within the context of effective risk management.