

BRIDGEND COUNTY BOROUGH COUNCIL

REPORT TO CABINET

24 NOVEMBER 2015

REPORT OF THE CORPORATE DIRECTOR - RESOURCES

HALF-YEAR TREASURY MANAGEMENT REPORT 2015-16

1. Purpose of Report

1.1 The purpose of the report is to:-

- Comply with the requirement of the Chartered Institute of Public Finance and Accountancy's (CIPFA) Treasury Management in the Public Services: Code of Practice 2011 Edition (the Code) to report as part of a mid-year review an overview of treasury activities;
- Report on the projected Treasury Management and Prudential Indicators for 2015-16;
- Inform Cabinet of the proposed changes to the Investment Strategy 2015-16 included in the Treasury Management Strategy.

2. Connection to Corporate Improvement Objectives / Other Corporate Priorities

2.1 The Treasury Management Report is integral to the delivery of the Corporate Improvement Objectives as the allocation of resources determines the extent to which the Corporate Objectives can be delivered.

3. Background

3.1 The Council's Treasury Management activities are regulated by the Local Government Act 2003 which provides the powers to borrow and invest as well as providing controls and limits on this activity. The Local Authorities (Capital Finance and Accounting) (Wales) Regulations 2003 as amended, develops the controls and powers within the Act.

3.2 The Council is required to operate the overall treasury function with regard to the Code and this was formally adopted by the Council in February 2012. This includes a requirement for the Council to approve a Treasury Management Strategy (TMS) before the start of each financial year which sets out the Council's and Chief Financial Officer's responsibilities, delegation, and reporting arrangements. Council approved the TMS 2015-16 on 25 February 2015.

3.3 The Welsh Government (WG) issued revised Guidance on Local Authority Investments in April 2010, which requires the Council to approve an Investment Strategy prior to the start of each financial year and this is included in the TMS.

3.4 The Council is also required to undertake any borrowing activity with regard to the CIPFA Prudential Code for Capital Finance in Local Authorities. The Council's adoption and implementation of both the Prudential Code and the Code of Practice

for Treasury Management means that its capital expenditure is prudent, affordable and sustainable, and its treasury practices demonstrate a low risk approach.

3.5 This report covers the following areas:

- The Council's treasury position for the period 1 April to 30 September 2015
- Borrowing Strategy 2015-16
- Borrowing Outturn for the period 1 April to 30 September 2015
- Investment Strategy 2015-16
- Investment Outturn for the period 1 April to 30 September 2015
- Review of the Treasury Management Strategy 2015-16
- Treasury Management and Prudential Indicators 2015-16

4. Current Situation

4.1.1 The treasury position for 1 April to 30 September 2015:

		Principal as at 01-04-15	Average Rate	Principal as at 30-9--15	Average Rate
		£m	%	£m	%
Fixed rate long term funding	PWLB*	77.62	4.70	77.62	4.70
Variable rate long term funding	PWLB*	-	-	-	-
	LOBO**	19.25	4.65	19.25	4.65
Total Long Term External Borrowing***		96.87	4.69	96.87	4.69
Other Long Term Liabilities*** (including PFI)		21.58		23.62	
TOTAL GROSS DEBT		118.45		120.49	
Fixed rate investments		18.00	0.51	35.60	0.42
Variable rate investments		1.50	0.50	6.20	0.63
TOTAL INVESTMENTS****		19.50	0.51	41.80	0.45
TOTAL NET DEBT		98.95		78.69	

* Public Works Loan Board (PWLB)

** Lender's Option Borrower's Option (LOBO)

*** Long term borrowing include all instruments with an initial term of 365 days or more and long term liabilities includes the short term element of the liability

**** The investment totals include instant access deposit accounts which are included as "Cash" in the Council's balance sheet in the Statement of Accounts and also investments shown as "Cash Equivalents" in the Council's balance sheet that mature in 1 month or less from the date of acquisition and that are readily convertible to known amounts of cash with insignificant risk of change in value

Fixed rate in the above table includes instruments which are due to mature in the year

- 4.1.2 The £19.25 million is due to mature in 2054, and relates to Lender's Option Borrower's Option (LOBO) loans which may be re-scheduled in advance of this maturity date. The LOBO rate and term may vary in the future depending upon the prevailing market rates, the lender exercising their option to increase rates at one of the bi-annual trigger points (the next trigger date being January 2016 however it is not expected to be repaid on this date) and therefore, the Council being given the option to accept the increase or to repay the loan without incurring a penalty. The current average interest rate for these LOBO's is 4.65% compared to the PWLB Loans average interest rate of 4.70%.
- 4.1.3 The long term liabilities figure of £23.62 million at 30 September 2015 includes £19.04 million for the Council's Private Finance Initiative (PFI) arrangement (for the provision of a Secondary School in Maesteg) and a new Long Term Liability of £2.40 million relating to a loan from the WG Central Capital Retained Fund for regeneration works within the Llynfi Valley.
- 4.1.4 It should be noted that the accounting practice required to be followed by the Council requires financial instruments in the accounts (debt and investments) to be measured in a method compliant with International Financial Reporting Standards (IFRS). The figures shown in the above table and throughout the report are based on the actual amounts borrowed and invested and so may differ from those in the Statement of Accounts which include accrued interest or are stated at fair value in different instances.
- 4.1.5 The Council's Treasury Management Advisers are currently Arlingclose and the services provided to the Council include:-
- advice and guidance on relevant policies, strategies and reports,
 - advice on investment decisions,
 - notification of credit ratings and changes,
 - other information on credit quality,
 - advice on debt management decisions,
 - accounting advice,
 - reports on treasury performance,
 - forecasts of interest rates, and
 - training courses.

4.2 Borrowing Strategy and Outturn for 1 April to 30 September 2015

- 4.2.1 The Bank Rate started the financial year at 0.50% and remained at that level from 1 April to 30 September 2015. It is currently expected that it will remain at that level for the remainder of the 2015-16 financial year.

- 4.2.2 The Council's primary objective for the management of its debt is to ensure its long term affordability. The majority of its loans have therefore been borrowed from the PWLB at long term fixed rates of interest.
- 4.2.3 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 borrow short term loans or use internal resources. Short term and variable rate loans expose the Council to the risk of short term interest rate rises and are therefore subject to the limit on the net exposure to variable interest rates as shown in the treasury management indicators in **Appendix A**. However, with long term rates forecast to rise in the coming years, any such short term savings will need to be balanced against the potential longer-term costs. The Council's Treasury Management advisers assist the Council with this 'cost of carry' and breakeven analysis.
- 4.2.4 No long or short term borrowing has been taken during the period 1 April to 30 September 2015 and it is not expected that there will be a requirement for any long term borrowing in the second half of 2015-16, however for cash-flow purposes short term borrowing may be required. Market conditions have meant that there has been no loan rescheduling so far this year, however, in conjunction with Arlingclose, the loan portfolio will be reviewed for any potential savings as a result of any loan rescheduling.

4.3 Investment Strategy 2015-16 (Extract from TMS 2015-16)

- 4.3.1 Both the CIPFA Code and the WG Guidance require the Council 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 Council's objective when investing money is to strike an appropriate balance between risk and return, balancing the risk of incurring losses from defaults against receiving unsuitably low investment income.

The major objectives to be followed in 2015-16 are:-

- To maintain capital security;
- To maintain liquidity so funds are available when expenditure is needed;
- To achieve the yield on investments commensurate with the proper levels of security and liquidity.

- 4.3.2 The Annual Investment Strategy incorporated in the Council's Treasury Management Strategy 2015-16 includes the credit ratings defined for each category of investments and the liquidity of investments. The Council's investments have historically been placed in short term bank and building society unsecured deposits and local and central government, however, investments may be made with any public or private sector organisations that meet the minimum credit criteria specified in the Investment Strategy.
- 4.3.3 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. In the current climate, relying mainly on credit

ratings is considered to be inappropriate and the Council 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.

4.3.4 A half year review of the Annual Investment Strategy will be undertaken and any changes will be reported to Council.

4.4 Investment Outturn for 1 April to 30 September 2015

4.4.1 On a day to day basis, the Council typically has surplus cash balances arising from the cash flow e.g. timing differences between grants being received and making various payments. These are invested on the market via brokers, direct with the institution or held in deposit accounts. The Council usually invests for a range of periods dependent on cash flow requirements and the interest rates on offer having regard to the Investment Strategy. All investments in the first half of 2015-16 were short term i.e. less than 12 months duration and placed in fixed term deposits or deposit accounts. The table below details these investments by counterparty type:

Investment Counterparty Category	Balance 01 April 2015 (A) £m	Investments Raised (B) £m	Investments Repaid (C) £m	Balance 30 Sept 2015 (A+B-C) £m	Weighted Average Investment Balance Apr - Sept 2015 £m	Weighted Average Duration Investments in force during Apr - Sept 2015 Days	Weighted Average Rate Apr - Sept 2015 %
UK Govt DMO	-	76.40	76.40	0.00	2.49	6	0.25
UK Local Authorities	9.00	108.53	86.93	30.60	26.22	42	0.38
Building Societies	5.00	7.00	9.00	3.00	4.77	73	0.55
Banks (Fixed Maturity)	4.00	4.00	6.00	2.00	2.71	62	0.53
Banks Instant Access/Notice Period Accounts *	1.50	28.95	24.25	6.20	6.38	n/a	0.53
Total/Average	19.50	224.88	202.58	41.80	42.57	38	0.42

* An average duration is not shown as money is frequently added / withdrawn to/from these accounts as required by cash-flow

4.4.2 Occasionally, investments are placed with the UK Debt Management Office (DMO - Executive Agency of UK Government) but only for very short term deposits. The interest rates offered by this facility are lower than some other counterparties but this is commensurate with the high level of security and reduced risk offered. It

provides another option when examining potential investments and ensures compliance with the Council's investment objective that security takes priority over yield. There were no deposits with the DMO as at 30 September 2015.

4.4.3 Favourable cash flows have provided positive cash balances for investment and as shown above the balance on investments at 30 September 2015 was £41.80 million. The table below shows a breakdown based on the maturity profile and counterparty type as at 30 September 2015.

Counterparty Category	Instant Access Deposit Accounts £m	Notice Period Deposit Accounts £m	Deposits Maturing Within 1 Month £m	Deposits Maturing Within 1-3 Months £m	Deposits Maturing Within 4-6 Months £m	Deposits Maturing Within 6-12 Months £m	Total £m
UK Local Authorities	-	-	9.50	13.60	2.00	5.50	30.60
UK Building Societies	-	-	3.00	-	-	-	3.00
Banks*	2.20*	4.00	-	2.00	-	-	8.20
Total	2.20	4.00	12.50	15.60	2.00	5.50	41.80

* All these are UK registered banks apart from £1.2m with Svenska Handelsbanken which is a Swedish bank incorporated in the EEA and entitled to accept deposits through a branch in the UK and are classed as a UK Bank in the Government's Borrowing Statistical Return

4.4.4 The Council's primary objective for the management of its investment portfolio is to give priority to the security and liquidity of its funds before seeking the best rate of return. As shown above, the majority of its surplus cash has been held as short term investments with UK Local Authorities and banks and building societies of high credit quality. This has therefore resulted in more of the investment portfolio being moved into investment instruments with lower rates of return but higher security and liquidity.

4.5 Review of the Treasury Management Strategy 2015-16

4.5.1 Cipfa's Code of Practice for Treasury Management requires all Local Authorities to conduct a mid-year review of its treasury management policies, practices and activities. As a result of this review it was not deemed necessary to make any changes to the main parts of the Treasury Management Strategy 2015-16, however, it would be beneficial for the Council to make some minor revisions to the Investment Strategy included within this Statement to enable increased flexibility in an ever changing financial market and increase the investment opportunities available to the Council whilst still maintaining security.

4.5.2 Following consultation with Arlingclose the proposed main changes are summarised below:

- reduce the UK Local Authorities individual counterparty limit from £15 million to £12 million
- increase the unsecured investments with Building Societies group limit from £5million to £6million

- add additional wording to clarify the counterparty limits:
 - These cash limits are per counterparty and relate to principal only and exclude any accrued interest.

4.5.3 In addition to these there were some minor grammatical changes for clarification purposes only.

4.6 Treasury Management and Prudential Indicators 2015-16

4.6.1 The 2011 Treasury Management Code and Prudential Code require the Council to set and report on a number of Treasury Management Indicators within this report, however, the Council has decided to report on all indicators in this report so the Prudential Indicators are also included. The indicators either summarise the expected activity or introduce limits upon the activity, and reflect the underlying capital programme. **Appendix A** details the estimate for 2015-16 set out in the Council's Treasury Management Strategy and also the projected indicators for 2015-16.

5. Effect upon Policy Framework and Procedure Rules

5.1 As required by Financial Procedure Rule 17.3 within the Council's Constitution, all investments and borrowing transactions have been undertaken in accordance with the Treasury Management Strategy Statement 2015-16 approved by Council.

6. Equality Impact Assessment

6.1 There are no equality implications.

7. Financial Implications

7.1 The financial implications are reflected within the report.

8. Recommendation

8.1 It is recommended that:

- Cabinet note the Council's treasury management activities for the first half of 2015-16;
- Cabinet note the projected Treasury Management and Prudential Indicators for 2015-16;
- Cabinet note the changes to the Treasury Management Strategy 2015-16 that will be reported to Council for approval.

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Background documents:
Treasury Management Strategy 2015-16

APPENDIX A

1 TREASURY MANAGEMENT INDICATORS 2015-16

1.1.1 The following indicators (which are forward looking parameters) form part of the CIPFA Code of Practice on Treasury Management. They enable the Council to measure and manage its exposure to Treasury Management risks using the following indicators.

The Council needs to set the upper limits to its **Interest Rate Exposure** for the effects of changes in interest rates. There are two treasury management indicators that relate to both fixed interest rates and variable interest rates. These limits have been calculated with reference to the net outstanding principal sums and are set to control the Council's exposure to interest rate risk.

No.		Treasury Management Strategy 2015-16 £m	Projection 31-03-2016 £m
	Total Projected Principal Outstanding on Borrowing 31 March 2016	101.87	96.87
	Total Projected Principal Outstanding on Investments 31 March 2016	8.00	15.00
	Net Principal Outstanding	93.87	81.87
1.	Upper Limit on fixed interest rates (net principal) exposure	140.00	64.12
2.	Upper Limit on variable interest rates (net principal) exposure	50.00	17.75

The Section 151 Officer will manage interest rate exposures between these limits in 2015-16.

1.1.2 A further indicator for Treasury Management measures the **Maturity Structure of Borrowing** and is the amount of projected borrowing that is fixed rate, maturing in each period as a percentage of total projected fixed rate borrowing. This indicator is set to control the Council's exposure to refinancing risk and has been set to allow for the possible restructuring of long term debt where this is expected to lead to an overall saving or reduction in risk.

The 19.87% shown in the table below relates to £19.25 million Lender's Option Borrower's Option (LOBO) loans which may be re-scheduled in advance of their maturity date of 2054, as detailed in paragraph 4.1.2 of the report. The Code requires the maturity of LOBO loans to be shown as the earliest date on which the lender can require payment, i.e. the next call date, however, the lender is not expected to exercise this option due to current low

interest rates, so the maturity date is actually uncertain but is shown in the “Under 12 months” category as per the Code.

No	Maturity structure of fixed rate borrowing during 2015-16	Upper limit	lower limit	Projection 31-03-16
3.	Under 12 months	50%	0%	19.87%
	12 months and within 24 months	25%	0%	0.00%
	24 months and within 5 years	50%	0%	0.00%
	5 years and within 10 years	60%	0%	0.00%
	10 years and above	100%	40%	80.13%

- 1.1.3 The **Upper Limit for Total Principal Sums invested over 364 days** indicator controls the amount of longer term investments which mature beyond the period end. This is set to control the Council’s exposure to the risk of incurring losses by seeking early repayment of its investments.

No.		Treasury Management Strategy 2015-16 (Limit) £m	Projection 31-03-16 £m
4.	Upper Limit for Total Principal Sums Invested for more than 364 days	15	4

2 PRUDENTIAL INDICATORS 2015-16

The Prudential Indicators are required to be set and approved by Council in accordance with CIPFA’s *Prudential Code for Capital Finance in Local Authorities*.

Council is required to formally adopt CIPFA’s Treasury Management Code and the revised version of the 2011 code was adopted by Council on 22 February 2012.

2.1 Prudential Indicators for Prudence

- 2.1.1 The following Prudential Indicators are based on the Council’s capital programme which is subject to change.

The Council’s capital expenditure plans are summarised below and this forms the first prudential indicator for Prudence. The total capital expenditure is funded from capital grants and contributions, capital receipts and revenue with the remainder being the **Net Financing Need for the Financial Year** to be met from borrowing.

No.	Prudential indicators For Prudence	Estimate Treasury Management Strategy	Projection 31-03-16
		2015-16 £'000	£'000
1	Estimates of Capital Expenditure		
	Non – HRA	36,441	38,523
	Total Capital Expenditure	36,441	38,523
	Financed by :-		
	Capital Grants and Contributions	12,575	17,364
	Capital Receipts	9,322	9,167
	Revenue	3,055	3,369
	Net Financing Need for Year	11,489	8,623

The capital expenditure figures have changed from the Treasury Management Strategy 2015-16 as the capital programme approved by Council on 25 February 2015 has been amended to include new approved schemes and to incorporate slippage of schemes identified as part of the capital monitoring and a change in the profile of prudential borrowing. This has resulted in a decrease in the Net Financing Need for 2015-16.

2.1.2 The second Prudential Indicator is the **Capital Financing Requirement (CFR)** for the Council. This shows the total outstanding capital expenditure that has not been funded from either revenue or other capital resources. It is derived from the actual Balance Sheet of the Council. It is essentially a measure of the underlying need to finance capital expenditure and forms the basis of the charge to the General Fund under the Prudential Code system.

The process for charging the financing of capital expenditure to revenue is a statutory requirement and is called the Minimum Revenue Provision (MRP). The actual MRP charge needs to be prudent and the methodology is detailed in the Council's MRP policy in the TMS 2015-16. The MRP requirement for the PFI Scheme, Innovation Centre and HALO will be equivalent to the write down of the liability for the year and is met from existing budgets.

No.	Prudential indicators For Prudence	Est. Treasury Management Strategy 2015-16 £'000	Projection 2015-16 £'000
2	Capital Financing Requirement (CFR)		
	Opening CFR (1 April 2015) excluding PFI	157,078	154,980
	Opening PFI CFR	19,300	19,300
	Opening Innovation Centre	769	769
	Opening HALO	1,150	962
	Total Opening CFR	178,297	176,011
	Movement in CFR excluding PFI & other liabilities	4,801	2,133
	Movement in PFI CFR	(512)	(512)
	Movement in Innovation Centre CFR	(51)	(51)
	Movement in HALO CFR	(117)	(117)
	Total Movement in CFR	4,121	1,453
	Closing CFR (31 March 2016)	182,418	177,464
	Movement in CFR represented by :-		
	Net Financing Need for Year (above)	11,489	8,623
Minimum and Voluntary Revenue Provisions*	(7,368)	(7,170)	
Total Movement	4,121	1,453	

Minimum Revenue Provision (MRP) and Voluntary Revenue Provision (VRP) represent the revenue charge for the repayment of debt and includes MRP for the Public Finance Initiative (PFI), Finance Leases, Innovation Centre and Halo

2.2 Limits to Borrowing Activity

2.2.1 The Council's long term borrowing at the 30 September 2015 was £96.87 million as detailed in section 4.1.1 the Treasury Position. External Borrowing can arise as a result of both capital and revenue expenditure and timing of cash flows. Because the Council has an integrated Treasury Management Strategy there is no association between individual loans and particular types of expenditure. Therefore, the Capital Financing Requirement and actual external borrowing can be very different.

The **Gross Debt** position (Borrowing and Long Term Liabilities) is shown below:

No.	Prudential indicators For Prudence	Estimate Treasury Management Strategy 2015-16 Est. £'000	Projection 31-03-16 £'000
	Gross Debt 31 March		
3	External Borrowing	101,867	96,867
	Long Term Liabilities (including PFI)	20,539	23,251
	Total Gross Debt	122,406	120,118

2.2.2 Within the Prudential Indicators, there are a number of key indicators to ensure the Council operates its activities within well-defined limits. One key control is to ensure that over the medium term, debt will only be for a capital purpose. The Council needs to ensure that external debt does not, except in the short term, exceed the Capital Financing Requirement for 2015-16. The table below shows that the Council is on target to comply with this requirement.

No.	Prudential indicators For Prudence	Estimate Treasury Management Strategy 2015-16 £'000	Projection 31-03-16 £'000
4	Gross Debt & the CFR		
	Total Gross Debt	122,406	120,118
	Closing CFR (31 March 2016)	182,418	177,464

2.2.3 A further two Prudential Indicators control the Council's overall level of debt to support Capital Expenditure. These are detailed below and confirms that the Council is well within the limit set :-

- The **Authorised Limit** for External Debt – this represents the limit beyond which borrowing is prohibited. It reflects a level of borrowing that could not be sustained even though it would be affordable in the short term. It needs to be set and approved by Members.
- The **Operational Boundary** for External Debt – this is not an actual limit and actual borrowing could vary around this boundary during the year. It is based on the probable external debt during the course of the year.

No.	Prudential indicators For Prudence	Treasury Management Strategy 2015-16 £m	Projection 31-03-16 £m
5	Authorised limit for external debt -		
	Borrowing	140	
	Other long term liabilities	30	
	Total	170	
6	Operational Boundary		
	Borrowing	105	
	Other long term liabilities	25	
	Total	130	
	Borrowing		97
	Other long term liabilities		23
	Total		120

2.3 Prudential Indicators for Affordability

2.3.1 The Prudential Code Indicators Numbered 1 to 6 above in section 2.1 and 2.2 cover the overall controls on borrowing and financing of capital expenditure within the Council. The second suite of indicators detailed below assesses the affordability of capital investment plans and the impact of capital decisions on the Council's overall finances.

The indicator the **Ratio of Financing Costs to Net Revenue Stream** demonstrates the trend in the cost of capital against the Total Revenue amount to be met from local taxpayers and the amount provided by the Assembly in the form of Revenue Support Grant. The estimates of capital financing costs include interest payable and receivable on Treasury Management activities and the Minimum Revenue Provision charged to the Comprehensive Income and Expenditure Statement. The revenue stream is the amount to be met from government grants and local taxpayers.

No.	Prudential Indicators for Affordability	Estimate Treasury Management Strategy 2015-16	Projection 2015-16
7.	Ratio of Financing Costs to Net Revenue Stream		
	Ratio	5.05%	5.33%

2.3.2 The indicator of the **Incremental Impact of Capital Investment Decisions on Council Tax** identifies the estimate of the incremental impact to the Council Tax from the capital expenditure proposals, particularly changes in borrowing requirements that have occurred since the Capital Programme was approved for the year. This is a purely notional calculation designed to show the effect of changes in capital investment decisions.

No.	Incremental Impact of Capital Investment Decisions on Council Tax	Estimate Treasury Management Strategy 2015-16	Projection 2015-16
8.	Increase in Band D Council Tax as per Capital Programme	£ 3.91	£ 3.87