EAST RENFREWSHIRE COUNCIL

AUDIT AND SCRUTINY COMMITTEE

16 January 2014

Report by Director of Finance

TREASURY MANAGEMENT STRATEGY REPORT FOR 2014/15

PURPOSE OF REPORT

1. To advise the Audit and Scrutiny Committee on the treasury management strategy for the financial year 2014/15.

RECOMMENDATIONS

- 2. It is recommended that Members:-
 - (a) consider the content of the Treasury Strategy Statement Report 2014/15; and
 - (b) recommend to the Council that the Treasury Strategy Statement Report 2014/15 be approved, including the amendment of Treasury Management Practices in accordance with Appendix B.

BACKGROUND

- 3. In line with the revised CIPFA Treasury Management Code of Practice 2009, the Audit and Scrutiny Committee is responsible for ensuring effective scrutiny of the treasury management strategy and policies.
- 4. The attached Treasury Management Strategy Report for the financial year 2014/15 is submitted in accordance with this requirement.

TREASURY STRATEGY STATEMENT FOR 2014/15 (TSS)

5. The TSS for 2014/15 is attached.

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Key Words

Treasury Management, Interest Rates, Treasury Strategy, investment, debt rescheduling

Treasury Strategy Statement 2014/15

Background

The Council is required to operate a balanced budget, which broadly means that cash raised during the year will meet cash expenditure. Part of the treasury management operation is to ensure that this cash flow is adequately planned, with cash being available when it is needed. Surplus monies are invested in low risk counterparties commensurate with the Council's low risk appetite, providing adequate liquidity initially before considering investment return.

The second main function of the treasury management service is the funding of the Council's capital plans. These capital plans provide a guide to the borrowing need of the Council, essentially the longer term cash flow planning to ensure that the Council can meet its capital spending obligations. This management of longer term cash may involve arranging long or short loans, or using longer term cash flow surpluses.

Treasury management is defined as:

"The management of the local authority's investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks."

Statutory requirements

The Local Government in Scotland Act 2003 (the Act) and supporting regulations requires the Council to 'have regard to' the Chartered Institute of Public Finance and Accountancy (CIPFA) Prudential Code, the CIPFA Treasury Management Code of Practice and the Scottish Government regulations to set Prudential and Treasury Indicators for the next three years to ensure that the Council's capital investment plans are affordable, prudent and sustainable. This is part of a separate report to Council and is consistent with the information contained here.

The Act requires the Council to set out its treasury strategy for borrowing and to prepare an Annual Investment Strategy; this sets out the Council's policies for managing its investments and for giving priority to the security and liquidity of those investments.

CIPFA requirements

The Council is required to receive and approve, as a minimum, four main reports each year, which incorporate a variety of polices, estimates and actuals.

Prudential Code for Capital Finance - this report covers:

- the capital plans (including prudential indicators) and;
- the treasury indicators

Treasury Strategy (this report) – this report covers:

- the treasury management strategy; and
- an investment strategy (the parameters on how investments are to be managed).

A mid year treasury management report – This will update members with the progress of the capital investment position and whether the treasury operations are meeting the strategy or whether any policies require revision.

An annual treasury report – This provides details of a selection of actual treasury indicators compared to the estimates within the Prudential Code for Capital Finance Report and actual treasury operations.

Scrutiny

The above reports are required to be adequately scrutinised before being recommended to the Council. This role is undertaken by both the Cabinet (for both the Mid Year and Annual Treasury Reports) and the Audit and Scrutiny Committee (for the Treasury Strategy Report).

The suggested strategy for 2014/15 in respect of the following aspects of the treasury management function is based upon advice on leading market forecasts provided by the Council's treasury adviser, Capita Asset Services. The strategy covers:-

- treasury limits in force which will limit the treasury risk and activities of the Council;
- prospects for interest rates;
- the borrowings strategy;
- borrowing in advance of need;
- the investments strategy;
- debt rescheduling.

1. Treasury Management Limits on Activity

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

- Upper limits on variable interest rate exposure. This identifies a maximum limit for variable interest rates based upon the debt position net of investments and is set at 30%.
- Upper limits on fixed interest rate exposure. This is similar to the previous indicator and covers a maximum limit on fixed interest rates and this has been set at 100%
- Maturity structure of borrowing. These gross limits are set to reduce the Council's exposure to large fixed rate sums falling due for refinancing. The Council has set the limit of debt maturing in the one year to 15%.

2. Prospects for Interest Rates

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

Capita Asset Services Bank Rate forecast

Annual Average %	Bank Rate %	PWLB Borrowing Rates % (including certainty rate adjustment)						
		5 year	25 year	50 year				
Dec 2013	0.50	2.50	4.40	4.40				
Mar 2014	0.50	2.50	4.40	4.40				
Jun 2014	0.50	2.60	4.40	4.40				
Sep 2014	0.50	2.70	4.50	4.50				
Dec 2014	0.50	2.70	4.50	4.60				
Mar 2015	0.50	2.80	4.60	4.70				
Jun 2015	0.50	2.80	4.70	4.80				
Sep 2015	0.50	2.90	4.80	4.90				
Dec 2015	0.50	3.00	4.90	5.00				
Mar 2016	0.50	3.20	5.00	5.10				
Jun 2016	0.50	3.30	5.10	5.20				
Sep 2016	0.75	3.50	5.10	5.20				
Dec 2016	1.00	3.60	5.10	5.20				
Mar 2017	1.25	3.70	5.20	5.30				

In view of the above forecast the Council's borrowing strategy will be based upon the advice received from Capita Asset Services that is copied at Appendix B.

3. Capital Borrowings and the Borrowing Portfolio Strategy

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

Against this background and the risks within the economic forecast, caution will be adopted with the 2014/15 treasury operations. The Chief Financial Officer will monitor interest rates in financial markets and adopt a pragmatic approach to changing circumstances:

4. Policy on Borrowing in Advance of Need

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

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

- ensure that there is a clear link between the capital programme and maturity profile of the existing debt portfolio which supports the need to take funding in advance of need
- ensure the ongoing revenue liabilities created, and the implications for the future plans and budgets have been considered

- evaluate the economic and market factors that might influence the manner and timing of any decision to borrow
- consider the merits and demerits of alternative forms of funding
- consider the alternative interest rate bases available, the most appropriate periods to fund and repayment profiles to use
- consider the impact of borrowing in advance on temporarily (until required to finance capital expenditure) increasing investment cash balances and the consequent increase in exposure to counterparty risk, and other risks, and the level of such risks given the controls in place to minimise them

5. Temporary Investments Strategy

Investment Policy

The Council's investment policy has regard to the Local Government Investment (Scotland) Regulations (and accompanying finance circular) and the 2011 revised CIPFA Treasury Management in Public Services Code of Practice and Cross Sectoral Guidance Notes ("the CIPFA TM Code"). The Council's investment priorities will be security first, liquidity second, then return.

Creditworthiness policy

The Council applies both the creditworthiness service provided by Captia Asset Services along with the advice supplied from the three main credit rating agencies – Fitch, Moodys and Standard and Poors.

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

- if a downgrade results in the counterparty / investment scheme no longer meeting the Council's minimum criteria, its further use as a new investment will be withdrawn immediately.
- in addition to the use of credit ratings the Council will be advised of information in movements in Credit Default Swap against the iTraxx benchmark and other market data on a weekly basis. Extreme market movements may result in downgrade of an institution or removal from the Council's lending list.

Sole reliance will not be placed on the use of this external service. In addition this Council will also use market data and market information.

Country limits

The Council has determined that it will only use approved counterparties from within the United Kingdom.

Council Permitted Investments

The Investment Regulations (Code on the Investment of Money by Local Authorities) requires the Council's approval of all the types of investments to be used and set appropriate limits for the amount that can be held in each investment type. These types of investments are termed permitted investments and any investment used which has not been approved as a permitted investment will be considered ultra vires.

The permitted investments which may be used in the forthcoming year are:

Cash type instruments

- a. Deposits with the Debt Management Account Facility (UK Government);
- b. Deposits with other local authorities or public bodies;
- c. Money Market Funds;
- d. Call account deposit accounts with financial institutions (banks and building societies);
- e. Term deposits with financial institutions (banks and building societies);
- f. UK Government Gilts and Treasury Bills;
- g. Certificates of deposits with financial institutions (banks and building societies)

Other investments

- h. Investment properties;
- i. Loans to third parties, including soft loans;
- j. Loans to a local authority company;
- k. Shares in hub schemes.

For those permitted cash type investments the Chief Financial Officer will maintain a counterparty list in compliance with the following counterparty selection criteria. These criteria will be reviewed and revised as considered necessary and submitted to Council for approval as necessary. These criteria select which counterparties the Council will choose from, rather than defining what its investments are.

The rating criteria use the **lowest common denominator** method of selecting counterparties and applying limits. This means that the application of the Council's minimum criteria will apply to the lowest available rating for any institution. For instance if an institution is rated by two agencies, one meets the Council's criteria, the other does not, the institution will fall outside the lending criteria.

 Banks 1 – the Council will use financial institutions which have at least the following Fitch, Moody's and Standard and Poors ratings (where rated),

	Fitch	Moodys	Standard and Poors			
Long term	Α	A3	Α			
Short term	F1	P-1	A-1			
Viability/ financial strength	BBB-	C-	N/A			
Support	3	N/A	N/A			

- Banks 2 Part nationalised UK banks Lloyds Bank and Royal Bank of Scotland. These banks can be included if they continue to be part nationalised or they meet the ratings in Banks 1 above.
- Banks 3 The Council's own banker for transactional purposes if the bank falls below the above criteria, although in this case balances will be minimised in both monetary size and time.
- Bank subsidiary and treasury operation -. The Council will use these
 where the parent bank has provided an appropriate guarantee or has the
 necessary ratings outlined above.
- Money Market Funds AAA rated
- UK Government (including gilts and the Debt Management Account Deposit Facility)
- Local authorities, parish councils etc (including joint boards)

Use of additional information other than credit ratings.

Additional requirements under the Code require the Council to supplement credit rating information. Whilst the above criteria rely primarily on the application of credit ratings to provide a pool of appropriate counterparties for officers to use, additional operational market information will be applied before making any specific investment decision from the agreed pool of counterparties. This additional market information (for example Credit Default Swaps, negative rating watches/outlooks) will be applied to compare the relative security of differing investment counterparties.

The time and monetary limits for institutions on the Council's counterparty list are shown in Appendix C

6. Debt Rescheduling

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

The reasons for any rescheduling to take place will include:

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

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

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

APPENDIX A - Interest Rate Forecast 2013/2017

Capita Asset Services Interest Rate View															
	Now	Dec-13	Маг-14	Jun-14	Sep-14	Dec-14	Mar-15	Jun-15	Sep-15	Dec-15	Маг-16	Jun-16	Sep-16	Dec-16	Mar-17
Capita Asset Services Bank Rate View	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.75%	1.00%	125%
3 Month LIBID	0.39%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.60%	0.70%	0.90%	1.00%
6 Month LIBID	0.47%	0.60%	0.60%	0.60%	0.60%	0.60%	0.60%	0.60%	0.60%	0.60%	0.70%	0.80%	1.00%	120%	1.40%
12 Month LIBID	0.75%	0.80%	0.80%	0.80%	0.80%	0.80%	0.80%	0.80%	0.90%	1.00%	120%	1.40%	1.60%	1.80%	2.00%
Syr PWLB Rate	2.38%	2.50%	2.50%	2.60%	2.70%	2.70%	2.80%	2.80%	2.90%	3.00%	3.20%	3.30%	3.50%	3.60%	3.70%
10 yr PWLB Rate	3.52%	3.70%	3.70%	3.70%	3.80%	3.80%	3.90%	4.00%	4.10%	420%	430%	4.40%	4.50%	4.60%	4.60%
25yr PWLB Rate	429%	4.40%	4.40%	4.40%	4.50%	4.50%	4.60%	4.70%	4.80%	4.90%	5.00%	5.10%	5.10%	5.10%	520%
50yr PWLB Rate	433%	4.40%	4.40%	4.40%	4.50%	4.60%	4.70%	4.80%	4.90%	5.00%	5.10%	520%	520%	520%	530%
Bank Rate															
Capita Asset Services	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.75%	1.00%	125%
UBS	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	-	-	-	-	-	-	-	-	-
Capital Economics	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	0.50%	-	-	-	-	-
Syr PWLB Rate															
Capita Asset Services	2.38%	2.50%	2.50%	2.60%	2.70%	2.70%	2.80%	2.80%	2.90%	3.00%	3.20%	3.30%	3.50%	3.60%	3.70%
UBS	2.38%	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Capital Economics	2.38%	230%	230%	230%	230%	230%	230%	2.50%	2.90%	3.30%	-	-	-	-	-
10 yr PWLB Rate															
Capita Asset Services	3.52%	3.70%	3.70%	3.70%	3.80%	3.80%	3.90%	4.00%	4.10%	420%	430%	4.40%	4.50%	4.60%	4.60%
UBS	3.52%	3.90%	4.00%	4.00%	4.10%	4.10%	-	-	-	-	-	-	-	-	-
Capital Economics	3.52%	3.55%	3.55%	3.55%	3.55%	3.55%	3.55%	3.55%	3.55%	3.80%	-	-	-	-	-
25yr PWLB Rate															
Capita Asset Services	429%	4.40%	4.40%	4.40%	4.50%	4.50%	4.60%	4.70%	4.80%	4.90%	5.00%	5.10%	5.10%	5.10%	520%
UBS	429%	4.40%	4.50%	4.50%	4.60%	4.60%	-	-	-	-	-	-	-	-	-
Capital Economics	429%	4.25%	4.25%	4.25%	4.25%	4.25%	4.25%	4.25%	4.25%	435%	-	-	-	-	-
50yr PWLB Rate															
Capita Asset Services	433%	4.40%	4.40%	4.40%	4.50%	4.60%	4.70%	4.80%	4.90%	5.00%	5.10%	520%	520%	520%	5.30%
UBS	433%	4.50%	4.50%	4.60%	4.60%	4.70%	-	-	-	-	-	-	-	-	-
Capital Economics	433%	4.40%	4.40%	4.40%	4.40%	4.40%	4.40%	4.40%	4.40%	4.50%	-	-	-	-	-

Capita Asset Services forward view

Economic forecasting remains difficult with so many external influences weighing on the UK. Major volatility in bond yields is likely during the remainder of 2013/14 as investor fears and confidence ebb and flow between favouring more risky assets i.e. equities, and safer bonds.

Near-term, there is some residual risk of further Quantitative Easing (QE) - if there is a dip in strong growth or if the Monetary Policy Committee (MPC) takes action to do more QE in order to reverse the rapid increase in market rates, especially in gilt yields and interest rates up to 10 years. This could cause shorter-dated gilt yields and PWLB rates over the next year or two to significantly undershoot the forecasts. The failure in the US, (at the time of writing), over passing a Federal budget for the new financial year starting on 1 October, and the expected tension over raising the debt ceiling in mid October, could also see bond yields temporarily dip until any binding agreement is reached between the opposing Republican and Democrat sides. Conversely, the eventual start of tapering by the Fed could cause bond yields to rise.

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

The overall balance of risks to economic recovery in the UK is currently weighted to the upside after five months of robust good news on the economy. However, only time will tell just how long this period of strong economic growth will last; it also remains exposed to vulnerabilities in a number of key areas.

Economic Background

Global economy

The Eurozone. The sovereign debt crisis has eased during 2013 which has been a year of comparative calm after the hiatus of the Cyprus bailout in the spring. The EZ finally escaped from seven quarters of recession in quarter 2 of 2013 but growth is likely to remain weak and so will dampen UK growth. The ECB's pledge to buy unlimited amounts of bonds of countries which ask for a bail out, has provided heavily indebted countries with a strong defence against market forces. This has bought them time to make progress with their economies to return to growth or to reduce the degree of recession. However, debt to GDP ratios (2012 figures) of 176% Greece, Italy 131%, Portugal 124%, Ireland 123% and Cyprus 110%, remain a cause of concern, especially as many of these countries are experiencing continuing rates of increase in debt in excess of their rate of economic growth i.e. these debt ratios are continuing to deteriorate. Any sharp downturn in economic growth would make these countries particularly vulnerable to a new bout of sovereign debt crisis. It should also be noted that Italy has the third biggest debt mountain in the world behind Japan and the US. Greece remains particularly vulnerable and continues to struggle to meet EZ targets for fiscal correction. commentators still view a Greek exit from the Euro as inevitable and there are concerns that austerity measures in Cyprus could also end up in forcing an exit. The question remains as to how much damage an exit by one country would do and whether contagion would spread to other countries. However, the longer a Greek exit is delayed, the less are likely to be the repercussions beyond Greece on other countries and on EU banks.

USA. The economy has managed to return to reasonable growth in Q2 2013. The Federal Reserve has continued to provide huge stimulus to the economy through its \$85bn per month asset purchases programme of quantitative easing. However, it is expected that this level of support will start to be tapered down by the end of 2013. It has also pledged not to increase the central rate until unemployment falls to 6.5%; this is probably unlikely to happen until early 2015. Consumer, investor and business confidence levels have improved markedly in 2013. The housing market has turned a corner and house sales and increases in house prices have returned to healthy levels. Many house owners have therefore been helped to escape from negative equity and banks have also largely repaired their damaged balance sheets so that they can resume healthy levels of lending. All this bodes well for a reasonable growth rate looking forward.

UK economy

Economic growth. Until 2013, the economic recovery in the UK since 2008 had been the worst and slowest recovery in recent history. However, growth rebounded in quarter 1 (+0.3%), 2 (+0.7%) and 3 (+0.8%) of 2013 to surpass all expectations as all three main sectors, services, manufacturing and construction contributed to this strong upturn. The August 2013 Bank of England Inflation Report consequently upgraded growth forecasts for 2013 from 1.2% to 1.4% and for 2014 from 1.7% to 2.5%. However, Bank Governor Mark Carney put this into perspective by describing this welcome increase as not yet being "escape velocity" to ensure we return to strong AND sustainable growth. However, growth is expected to be strong for the immediate future. One downside is that wage inflation continues to remain significantly below CPI inflation so disposable income and living standards are under pressure, although income tax cuts have ameliorated this to some extent. A rebalancing of the economy towards exports has started but as 40% of UK exports go to the Eurozone, the difficulties in this area are likely to continue to dampen UK growth.

Forward guidance. The Bank of England also issued forward guidance with this Inflation Report which said that the Bank will not start to consider raising interest rates until the jobless rate (Labour Force Survey / International Labour Organisation i.e. not the claimant count measure) has fallen to 7% or below. This would require the creation of about 750,000 jobs and was forecast to take three years. The UK unemployment rate currently stands at 2.5 million i.e. 7.7 % on the LFS / ILO measure. The Bank's guidance is subject to three provisos, mainly around inflation; breaching any of them would sever the link between interest rates and unemployment levels. This actually makes forecasting Bank Rate much more complex given the lack of available reliable forecasts by economists over a three year plus horizon. The recession since 2007 was notable for how unemployment did NOT rise to the levels that would normally be expected in a major recession and the latest Inflation Report noted that productivity had sunk to 2005 levels. There has therefore been a significant level of retention of labour, which will mean that a significant amount of GDP growth can be accommodated without a major reduction in unemployment. The forecast in this report for Bank Rate not to start increasing until quarter 3 of 2016 is based on a slow reduction of unemployment, (in line with the Bank of England's forecast), and contrary to the prevalent market view where rates are indicating that Bank Rate is expected to start going up in early 2015.

Credit conditions. While Bank Rate has remained unchanged at 0.5% and quantitative easing has remained unchanged at £375bn in 2013, the Funding for Lending Scheme (FLS), aimed at encouraging banks to expand lending to small and medium size enterprises, has been extended. The FLS certainly seems to have had a positive effect in terms of encouraging house purchases (though levels are still far below the pre-crisis level). In response to signs that the recovery in the housing market is gaining momentum, which could potentially lead to a bubble in the housing market, the Bank of England announced in November that the Funding for Lending

Scheme would cease to offer banks incentives for mortgage lending, and would instead focus on helping small firms to borrow. Despite this, most economists are not totally convinced that this will lower the risk of a housing bubble materially. In addition, the Financial Policy Committee has other tools at its disposal that it can use if risks of a bubble in the housing market continue to develop. It has the power to direct banks to hold more capital against loans in certain sectors, such as mortgage lending.

Inflation. Inflation has fallen from a peak of 3.1% in June 2013 to 2.7% in September. It is expected to fall back to reach the 2% target level within the two year horizon.

AAA rating. The UK has lost its AAA rating from Fitch and Moody's but that caused little market reaction.

EAST RENFREWSHIRE COUNCIL

ORGANISATIONS APPROVED FOR THE INVESTMENT OF SURPLUS FUNDS

Banking Group	Limits Deposit Transaction			
Bank of England	Debt Management Office	9	£5m	£5m
HSBC Bank plc			£1m	£1m
Lloyds Banking Group:	Bank of Scotland		£10m	£10m
Royal Bank of Scotland Group:	Royal Bank of Scotland		£5m	£5m
Local Authorities All Local Authorities including Police &	Fire		£2m	£2m
Money Market Funds				
Maximum limit of £5m per fund			£10m	£5m
Credit Ratings				
Fitc LT ST Viabili		Moodys LT ST	FSR LT	S&P ST

(please note credit ratings are not the sole method of selecting counterparty)

BBB-

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Limit

Investment of surplus funds is permitted in each of the above organisations, with the limits set on an individual basis by the Chief Financial Officer.

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The limit may only be exceeded or another organisation approved with the written permission of the Chief Financial Officer.

Deposit Periods

Minimum Criteria A

The maximum period for any deposit (with the exception of Hub Schemes) is currently set at 3 months, and only exceeded with the written permission of the Chief Financial Officer

Hub scheme deposit periods are dependent on the lifetime of the associated scheme.