

Appendix 1

DENBIGHSHIRE COUNTY COUNCIL

ANNUAL TREASURY MANAGEMENT REPORT 2018/19

**Steve Gadd
Chief Accountant**

CONTENTS

| Section | Title |
|----------------|--|
| 1 | Background |
| 2 | Economic Background |
| 3 | Borrowing Activity |
| 4 | Investment Activity |
| 5 | Compliance with Prudential Indicators |
| 6 | Money Laundering Update |
| | Annex A - PWLB borrowing rates and UK Money Market rates |
| | Annex B – Compliance with Prudential Indicators 2018/19 |
| | Annex C – Glossary |

1. Background

- 1.1 The Council's treasury management activity is underpinned by CIPFA's Code of Practice on Treasury Management ("the Code"), which requires local authorities to produce Prudential Indicators annually and a Treasury Management Strategy Statement on the likely financing and investment activity. The Code also recommends that members are informed of treasury management activities at least twice a year. Reports are presented twice a year to the Corporate Governance Committee which is the committee with responsibility for the scrutiny of the Council's treasury policy, strategy and activity, as well as the annual report made to cabinet and the report to full council for approval of the annual treasury strategy.
- 1.2 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."
- 1.3 The Council 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. This report covers treasury activity and the associated monitoring and control of risk.

2. Economic Background

- 2.1 UK Consumer Price Inflation (CPI) for February 2019 was up 1.9% year/year, just above the consensus forecast but broadly in line with the Bank of England's February Inflation Report. The most recent labour market data for the three months to January 2019 showed the unemployment rate fell to a new low 3.9% while the employment rate of 76.1% was the highest on record. The 3-month average annual growth rate for pay excluding bonuses was 3.4% as wages continue to rise steadily and provide some upward pressure on general inflation. Once adjusted for inflation, real wages were up 1.4%.
- 2.2 After rising to 0.6% in the third calendar quarter from 0.4% in the second, fourth quarter economic growth slowed to 0.2% as weaker expansion in production, construction and services dragged on overall activity. Annual GDP growth at 1.4% continues to remain below trend. Following the Bank of England's decision to increase Bank Rate to 0.75% in August, no changes to monetary policy have been made since.

3. Borrowing Activity

3.1 The table below shows the level of the Council's borrowing from the Public Works Loan Board (PWLB) at the start and the end of the year.

| | Balance at 01/04/2018 £000 | Maturing loans £000 | Premature repayments £000 | New Borrowing £000 | Balance at 31/03/2019 £000 |
|---|----------------------------------|---------------------------|---------------------------------|--------------------------|----------------------------------|
| Fixed rate loans – Public Works Loan Board (PWLB) | 180,192 | 5,057 | 0 | 35,000 | 210,135 |
| Total borrowing | 180,192 | 5,057 | 0 | 35,000 | 210,135 |

3.2 In line with its TM strategy and following advice from its treasury consultants, the Council has locked in a proportion of its debt at very low rates with the Public Works Loan Board (PWLB) to fund the capital programme. Four new loans for £35m were undertaken during 2018/19 over a 15 year period on an Equal Instalment of Principal (EIP) basis.

3.3 The Council has also been accessing temporary borrowing from other local authorities at very low rates to cover short-term cash flow requirements.

3.4 As a result of this borrowing, the average rate on the Council's debt decreased from 4.41% at 1 April 2018 to 4.21% at 31 March 2019.

3.5 Annex A shows how interest rates for borrowing have moved over the course of the year.

4. Investment Activity

4.1 The Council held cash balances of £9.7m at the end of 2018/19. These represent the Council's Balances and Reserves (after internal borrowing and working cash balances are accounted for) and also where money has been borrowed before capital expenditure is incurred.

4.2 The Welsh Government's Investment Guidance requires local authorities to focus on security (keeping the money safe) and liquidity (making sure the Council never runs out of cash) as the primary objectives of a prudent investment policy. The Council's aim was to achieve a return on investments in line with these principles. The return is important but is a secondary consideration and the priority is the security of the sums invested.

4.3 The table below shows the level of the Council's investments at the start and the end of the year.

| | Balance at 01/04/2018 £000 | Investments Raised £000 | Investments Repaid £000 | Balance at 31/03/2019 £000 |
|--------------------|----------------------------------|-------------------------------|-------------------------------|----------------------------------|
| Investments | 12,600 | 319,750 | 322,650 | 9,700 |

- 4.4 Security of capital remained the Council's main investment objective. This was maintained by following the Council's counterparty policy as set out in its Treasury Management Strategy Statement for 2018/19 which defined "high credit quality" organisations as those having a long-term credit rating of A- or higher if domiciled in the UK or a foreign country with a sovereign rating of AA+ or higher.

Unsecured Bank Deposits

- 4.5 Conventional bank deposits have become riskier because of a lower likelihood that the UK and other governments will support failing banks. As the Banking Reform Act 2014 was implemented in the UK from January 2015, banks were no longer able to rely on government bail-outs if they got into difficulty. They would be required instead to bail themselves out by taking a proportion of investors' deposits to build up their capital. This new risk has been termed 'bail-in' risk and is potentially a greater risk to investors than the 'bail-out' risk of the past.
- 4.6 Given the increasing risk and continued low returns from short-term unsecured bank investments, the Council has only held a minimal amount of investments for short-term cash flow purposes and has placed a far greater emphasis on investing with the UK Government's Debt Management Office and other local authorities in order to minimise these risks.

Credit Risk Management

- 4.7 Counterparty credit quality was assessed and monitored with reference to the following:
- credit ratings (minimum long-term counterparty rating of A- across rating agencies Fitch / S&P / Moody's);
 - analysis of funding structure and susceptibility to bail-in;
 - credit default swap prices;
 - financial statements;
 - information on potential government support;
 - share prices.

Liquidity Management

- 4.8 In keeping with the WG's Guidance on Investments, the Council maintained a sufficient level of liquidity through the use of overnight deposits and instant access call accounts. The Authority uses purpose-built cash flow forecasting software to determine the maximum period for which funds may prudently be committed.

Yield

- 4.9 The Council sought to achieve the best return balanced against its objectives of security and liquidity. The UK Bank Rate was increased from 0.50% to 0.75% on 2 August 2018. Short term money market rates also remained at very low levels which had a significant impact on investment income.
- 4.10 All investments made during the year complied with the Council's agreed Treasury Management Strategy, Prudential Indicators, Treasury Management Practices and prescribed limits. Maturing investments were repaid to the Council in full and in a timely manner.

5. Compliance with Prudential Indicators

- 5.1 The Council can confirm that it has complied with its Prudential Indicators for 2018/19, which were set in February 2018 as part of the Council's Treasury Management Strategy Statement. Details can be found in Annex B.
- 5.2 In compliance with the requirements of the CIPFA Code of Practice this report provides members with a summary report of the treasury management activity during 2018/19. None of the Prudential Indicators have been breached and a prudent approach has been taken in relation to investment activity with priority being given to security and liquidity over yield.

6. Money Laundering Update

- 6.1 The Council is alert to the possibility that it may become the subject of an attempt to involve it in a transaction involving the laundering of money. Accordingly, it has a Money Laundering Policy and maintains procedures for verifying and recording the identity of counterparties and reporting suspicions, and will ensure that relevant staff are properly trained. This policy is due to be reviewed and updated in view of new regulations.
- 6.2 The Section 151 Officer has been appointed as the Money Laundering Reporting Officer. There haven't been any cases of money laundering reported since the start of Denbighshire to date and the risk to the Council is considered to be minimal.

Interest Rates 2018/19

Public Works Loan Board (PWLB) borrowing rates and UK Money Market rates during the year were:

Example PWLB Borrowing rates (The rate at which the Council could borrow money from the Government)

| Start Date | Length of Loan | | |
|-------------------|-----------------------|---------------------|---------------------|
| | 1yr % | 19½-20 yrs % | 49½-50 yrs % |
| 03-Apr-18 | 1.68 | 2.73 | 2.47 |
| 28-Sep-18 | 1.75 | 2.91 | 2.76 |
| 29-Mar-19 | 1.68 | 2.55 | 2.43 |

Example Bank Rate, Money Market rates (The rate at which the Council could invest with banks)

| Date | Bank Rate % | 7-day Investment Rates % | 1-month Investment Rates % | 6-month Investment Rates % |
|-------------|--------------------|---------------------------------|-----------------------------------|-----------------------------------|
| 03-Apr-18 | 0.50 | 0.36 | 0.39 | 0.72 |
| 28-Sep-18 | 0.75 | 0.59 | 0.60 | 0.78 |
| 29-Mar-19 | 0.75 | 0.57 | 0.61 | 0.83 |

Compliance with Prudential Indicators 2017/18

1 Estimated and Actual Capital Expenditure

- 1.1 This indicator is set to ensure that the level of proposed investment in capital assets remains within sustainable limits and, in particular, to consider the impact on the Council Tax and in the case of the HRA, housing rent levels.

| Capital Expenditure | 2018/19 Estimated February 2018 £000 | 2018/19 Revised February 2019 £000 | 2018/19 Outturn March 2019 £000 |
|---------------------|---|---|--|
| Non-HRA | 51,137 | 54,269 | 53,316 |
| HRA | 10,233 | 11,579 | 8,632 |
| Total | 61,370 | 65,848 | 61,948 |

- NB The figures for the February estimate were produced early in January but due to the nature of capital expenditure, some of the major schemes have slipped and this expenditure will now be incurred in 2019/20.

2 Estimated and Actual Ratio of Financing Costs to Net Revenue Stream

- 2.1 This is an indicator of affordability and demonstrates the revenue implications of capital investment decisions by highlighting the proportion of the revenue budget required to meet the borrowing costs associated with capital spending. The financing costs include existing and proposed capital commitments.

| Ratio of Financing Costs to Net Revenue Stream | 2018/19 Estimated February 2018 £000 | 2018/19 Revised February 2019 £000 | 2018/19 Outturn March 2019 £000 |
|--|---|---|--|
| Financing Costs | 11,005 | 11,361 | 11,427 |
| Net Revenue Stream | 194,418 | 194,418 | 194,418 |
| Non-HRA Ratio | 5.66% | 5.84% | 5.88% |
| Financing Costs | 6,757 | 6,473 | 5,936 |
| Net Revenue Stream | 15,535 | 15,739 | 15,739 |
| HRA Ratio | 43.50% | 41.13% | 37.72% |

3 Capital Financing Requirement

- 3.1 The Capital Financing Requirement (CFR) measures the Council's underlying need to borrow for a capital purpose. In order to ensure that over the medium term net borrowing will only be for a capital purpose, the Council ensures that net external borrowing does not, except in the short term, exceed the CFR in the preceding year plus the estimates of any additional CFR for the current and next two financial years. Performance during 2018/19 is demonstrated in the following table:

| Capital Financing Requirement | 2018/19 Estimated February 2018 £000 | 2018/19 Revised February 2019 £000 | 2018/19 Outturn March 2019 £000 |
|--------------------------------------|---|---|--|
| Non-HRA | 208,906 | 201,640 | 204,310 |
| HRA | 74,271 | 73,593 | 69,589 |
| Total | 283,177 | 275,233 | 273,899 |
| Borrowing | 220,802 | 223,135 | 228,135 |

NB The outturn figures are taken from the pre-audited Statement of Accounts 2018/19 so they may be subject to change.

4 **Authorised Limit and Operational Boundary for External Debt**

Summary Table:

| 2018/19 | 31/03/2019 £000 |
|-----------------------------|----------------------------|
| External Borrowing | 228,135 |
| Internal Borrowing | 45,764 |
| Operational Boundary | 245,000 |
| Authorised Limit | 250,000 |

- 4.1 **Operational Boundary:** This limit is set to reflect the Council's best view of the most likely prudent (i.e. not worst case) levels of borrowing activity.
- 4.2 **Authorised Limit:** This is the maximum amount of external debt that can be outstanding at one time during the financial year. The limit, which is expressed gross of investments, is consistent with the Council's existing commitments, proposals for capital expenditure and financing and with its approved treasury policy and strategy and also provides headroom over and above for unusual cash movements.
- 4.3 The levels of debt are measured on an ongoing basis during the year for compliance with the Authorised Limit and the Operational Boundary. The Council maintained its total external borrowing and other long-term liabilities within both limits; at its peak this figure was £228.1m. In addition to external borrowing, the Council uses its own reserves and balances to fund capital expenditure and this is known as internal borrowing as shown in the table above.

5 Upper Limits for Fixed Interest Rate Exposure and Variable Interest Rate Exposure

- 5.1 These indicators allow the Council to manage the extent to which it is exposed to changes in interest rates. The exposures are calculated on a net basis i.e. fixed rate debt net of fixed rate investments. The upper limit for variable rate exposure allows for the use of variable rate debt to offset exposure to changes in short-term rates on the portfolio of investments.

| | 2018/19 Estimated % | 2018/19 Actual Peak Exposure % |
|---|------------------------------------|---|
| Upper Limit for Fixed Rate Exposure | 100 | 100 |
| Upper Limit for Variable Rate Exposure | 40 | 0 |

6 Maturity Structure of Fixed Rate borrowing

- 6.1 This indicator is to limit large concentrations of fixed rate debt needing to be replaced at times of uncertainty over interest rates and is designed to protect against excessive exposures to interest rate changes in any one period, in particular in the course of the next ten years.
- 6.2 It is calculated as the amount of projected borrowing that is fixed rate maturing in each period as a percentage of total projected borrowing that is fixed rate.

| Maturity structure of fixed rate borrowing | Upper limit % | Lower limit % | Actual Borrowing as at 31/03/2019 £000 | Percentage of total as at 31/03/2019 % |
|---|--------------------------|--------------------------|---|---|
| under 12 months | 30 | 0 | 24,705 | 10.83 |
| 12 months and within 24 months | 30 | 0 | 5,924 | 2.60 |
| 24 months and within 5 years | 30 | 0 | 18,867 | 8.27 |
| 5 years and within 10 years | 30 | 0 | 23,557 | 10.32 |
| 10 years and above | 100 | 50 | 155,082 | 67.98 |
| Total | | | 228,135 | 100.00 |

7 Total principal sums invested for periods longer than 364 days

- 7.1 This indicator is set in order to allow the Council to manage the risk inherent in investments longer than 364 days. For 2018/19 this limit was set at £10m. The Council did not have any investments which exceeded 364 days during 2018/19 because the policy was to limit investments to a shorter period than 1 year.

8 Adoption of the CIPFA Treasury Management Code

- 8.1 The Council confirms its adoption of the CIPFA Code of Treasury Management at its Council meeting on 26 March 2002. The Council has incorporated the changes from the revised CIPFA Code of Practice into its treasury policies, procedures and practices.

GLOSSARY - Useful guide to Treasury Management Terms and Acronyms

| | |
|-------------------------|---|
| BANK OF ENGLAND | UK's Central Bank |
| BANK RATE | Bank of England Interest Rate (also known as Base Rate) |
| CPI | Consumer Price Index – a measure of the increase in prices |
| RPI | Retail Price Index – a measure of the increase in prices |
| DMO | Debt Management Office – issuer of gilts on behalf of HM Treasury |
| FSA | Financial Services Authority - the UK financial watchdog |
| GDP | Gross Domestic Product – a measure of financial output of the UK |
| LIBID | London Interbank Bid Rate - International rate that banks lend to other banks |
| LIBOR | London Interbank Offer Rate – International rate that banks borrow from other banks (the most widely used benchmark or reference for short term interest rates) |
| PWLB | Public Works Loan Board – a Government department that lends money to Public Sector Organisations |
| MPC | Monetary Policy Committee - the committee of the Bank of England that sets the Bank Rate |
| LONG TERM RATES | More than 12 months duration |
| SHORT TERM RATES | Less than 12 months duration |
| BOND (GENERAL) | An investment in which an investor loans money to a public or private company that borrows the funds for a defined period of time at a fixed interest rate |
| GOVERNMENT BOND | A type of bond issued by a national government generally with a promise to pay periodic interest payments and to repay the face value on the maturity date |
| CORPORATE BOND | A type of bond issued by a corporation to raise money in order to expand its business |

COVERED BOND

A corporate bond issued by a financial institution but with an extra layer of protection for investors whereby the investor has recourse to a pool of assets that secures or “covers” the bond if the financial institution becomes insolvent

GILT

A bond that is issued by the British government which is classed as a low risk investment as the capital investment is guaranteed by the government

REPO

A repurchase agreement involving the selling of a security (usually bonds or gilts) with the agreement to buy it back at a higher price at a specific future date
For the party selling the security (and agreeing to repurchase it in the future) it is a REPO
For the party on the other end of the transaction e.g. the local authority (buying the security and agreeing to sell in the future) it is a reverse REPO

FTSE 100

Financial Times Stock Exchange 100 - An index composed of the 100 largest companies listed on the London Stock Exchange which provides a good indication of the performance of major UK companies