# Treasury Management Practices (TMPs) Principles and Schedules 2017-18

Revised December 2017

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This document has been prepared in the format provided by CIPFA. For ease of use, the key areas for Guildford Borough Council treasury operations are referenced below:

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#### Introduction

The CIPFA Code of Practice on Treasury Management in the public Services (the Code) which was last revised in 2017. The code requires the setting out of the responsibilities and duties of Councillors and officers, allowing a framework for reporting and decision making on all aspects of treasury management. The Code recommends the creation and maintenance of:

- A Treasury Management Policy Statement, stating the policies, objectives and approach to risk management of its treasury management activities,
- Treasury Management Practices (TMPs) setting out the way in which we will seek to achieve those policies and objectives and prescribing how it will manage and control those activities.

#### The TMPs comprise:

TMP 1: Risk management

TMP 2: Performance measurement TMP 3: Decision-making and analysis

TMP 4: Approved instruments, methods and techniques

TMP 5: Organisation, clarity and segregation of responsibilities and dealing arrangements

TMP 6: Reporting requirements and management information arrangements

TMP 7: Budgeting, accounting and audit arrangements

TMP 8: Cash and cash flow management

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Schedules supporting these practices and other documents held at an operational level specify the systems and routines to be employed and the records to be maintained in fulfilling the Council's treasury functions.

### **Treasury Management Practices (TMPs)**

#### **TMP 1: Risk Management**

All treasury management activities involve both risk and the pursuit of reward or gain for the Council. The council's policies and practices emphasise that the effective identification, management and containment of risk are the prime objectives of treasury management activities.

The following risks are relevant:

- credit and counterparty risk
- liquidity risk
- interest rate risk
- exchange rate risk
- legal and regulatory risk
- fraud, error and corruption and contingency management
- market risk

The Chief Financial Officer (CFO) will design, implement and monitor all arrangements for the identification, management and control of treasury management risk. They will report at least annually on the adequacy/suitability thereof, and will report, as a matter of urgency, the circumstances of any actual or likely difficulty in achieving the Council's objectives in this respect, all in accordance with the procedures set out in *TMP6: Reporting requirements and management information arrangements*. In respect of each of the following risks, how we will seek to ensure compliance with these objectives are set out in the schedules below.

#### **Credit and Counterparty Risk Management**

Credit and counterparty risk is the risk of failure by a third party to meet its contractual obligations to the Council under an investment, borrowing, capital, project or partnership financing, particularly as a result of the third party's diminished creditworthiness, and the resulting detrimental effect on the Council's capital and revenue resources.

#### **Principle**

The Council regards a key objective of its treasury management activities to be the security of the principal sums it invests. Accordingly, it will ensure that its counterparty lists and limits reflect a prudent attitude towards organisations with whom funds may be deposited. It will limit its investment activities to the instruments, methods and techniques referred to in *TMP4: Approved instruments, methods and techniques*, and listed in the schedule. It also recognises the need to have, and will therefore maintain, a formal counterparty policy in respect of those organisations from which it may borrow, or with whom it may enter into other financing arrangements.

#### **Schedule**

Criteria to be used for creating/managing approved counterparty lists/limits

The CFO is responsible for setting prudent criteria and the Council's treasury advisors will also provide guidance and assistance in setting the criteria.

The criteria will be agreed by the Executive as part of the annual capital and investment strategy.

The Council's treasury management advisors will advise on credit policy and creditworthiness related issues. The Council will maintain a counterparty list based on its criteria and will monitor and update the credit standing of the institutions at least monthly. This assessment will include consideration of credit ratings from all three main credit ratings agencies and other alternative assessments of credit strength (for example, statements of potential government support, which now includes resolution mechanisms for failing financial institutions, CDS information, the composition of an institution's balance sheet liabilities). The Council will also take into account information on corporate developments of and market sentiment towards investment counterparties.

The credit rating criteria will also apply to securities issued by financial and non-financial institutions, which in some instances, might be higher than that of the issuing institution.

Higher time and cash limits may be set for secured investments (e.g. those with underlying collateral or which are by regulation excluded from being bailed-in/restructured in the event of financial distress).

Where there is no investment-specific rating, but collateral upon which the investment secured is rated, then the higher of the collateral and counterparty rating will be used to determine time and cash limits.

Approved methodology for changing limits and adding/removing counterparties The CFO has delegated responsibility to add or delete counterparties and to review limits within the parameters of the criteria detailed above.

#### Risk management:

(a) creditworthiness deteriorates below the minimum criteria

Where an entity's credit rating is downgraded so that it fails to meet the minimum criteria, then:

- no new investment 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 other existing investments with the affected counterparty

(b) ratings are placed on review for downgrade

Where a credit rating is placed on review for possible downgrade (also termed 'rating watch negative' or 'credit watch negative') so that is may fall below the minimum approved credit criteria, then only investments that can be withdrawn on the next working day will be made with that organisation until the rating review has been completed and its outcome known.

The policy in (b) will not apply for 'negative outlooks' which indicate a long-term direction of travel rather than a possibility of an imminent downgrade.

Counterparty list and limits	A full individual listing of banking* counterparties based on the criteria will be maintained. As credit ratings etc. are subject to change without notice, an up-to-date lending list will be maintained on an ongoing basis within the Procedure Notes file.
	*it may be impractical to determine a specific list of non-financial counterparties in whose securities investments might be made. The minimum credit rating criteria and whether the security is secured or unsecured will determine its selection for investment.
	The Council's external fund manager(s) will adhere to the counterparty credit criteria and maximum individual limits set by the Council; however it is understood that the fund manager(s) may use a subset of the list so derived.
Details of credit rating agencies' services and their application	The Council considers the ratings of all the three main credit rating agencies (Standard & Poor's, Moody's and Fitch) when making investment decisions. Credit rating agency information is just one of a range of instruments used to assess creditworthiness of institutions.
	No investments will be made with an organisation if there are substantive doubts about its credit quality, even though it may meet the minimum credit rating criteria
Description of the general approach to collecting/using information other than credit ratings for	The Council's Treasury Advisor, Arlingclose, provides timely information on counterparties, in terms of credit rating updates and economic summaries. CDS information is received monthly, as well as information on share price.
counterparty risk assessment	The Council's treasury advisor also undertakes analysis on the balance sheet structure of key banking institutions to help inform the potential restructure (i.e. bail-in) of a banks unsecured liabilities should this be required by the regulatory authorities.
	In addition, the Principal Group Accountant reads quality financial press for information on counterparties.
Country, sector and group listings of counterparties and	Investments will be displayed to show total group exposure, total country exposure and total sector exposure.
overall limits applied to each, where appropriate	Group limits have been set for the above, in terms of monetary value, where appropriate. Group limits for organisations under the same ownership will be set at the same level as the lead institution in that group

#### **Liquidity Risk Management**

Liquidity risk is the risk that cash will not be available when it is needed, that ineffective management of liquidity creates additional unbudgeted costs, and that the Council's business/service objectives will be thereby compromised.

#### **Principle**

The CFO will ensure the Council has adequate though not excessive cash resources, borrowing arrangements, overdraft or standby facilities to enable it at all times to have the level of funds available to it which are necessary for the achievement of its business/service objectives.

The Council will only borrow in advance of need where there is a clear business case for doing so and will only do so for the current capital programme or to fund future debt maturities.

#### **Schedule**

Cash flow and cash Balances	The Council will aim for effective cash flow forecasting and monitoring of cash balances and will maintain a rolling daily and monthly cash flow forecast.
	The treasury team shall seek to optimise the balance held in the Council's main bank accounts at the close of each working day in order to minimise the amount of bank overdraft interest payable or maximise the amount of interest that can be earned.
	In order to achieve the maximum return from investments, a daily cash balance of +/- £50,000 is the objective for the Council's bank account.
Short term investments	The Council holds a call account with HSBC (our bankers) to act as a sweeping account to deal with day-to-day cash flow fluctuations.
	The Council also uses various reserve/call accounts and money market funds to manage its liquidity requirements. These accounts/funds are named on the Council's approved counterparty list. We review and set the maximum balance on each of these accounts as part of the Council's annual capital and investment strategy.
	Short-term investments through the money market, mainly for cash flow purposes, are managed in-house. We review and set the maximum balance on each of these accounts as part of the Council's annual capital and investment strategy.
Temporary Borrowing	Temporary borrowing up to 364 days through the money market is available should there be a cash flow deficit at any point during the year.
	At no time will the outstanding total of temporary and long-term borrowing, together with any bank overdraft, exceed the Prudential Indicator for the Authorised Borrowing Limit, set out in the annual capital and investment strategy, agreed by Council before the start of each financial year.
Bank Overdraft and standby facilities	The Council has an authorised overdraft limit with its bankers HSBC of £500,000 at an agreed rate of 1.75% over base rate, renewable annually.
	The facility is used as a contingency when temporary borrowing is difficult or more expensive.

#### **Interest Rate Risk Management**

Interest Rate risk is the risk that fluctuations in the levels of interest rates create an unexpected or unbudgeted burden on the Council's finances, against which the Council has failed to protect itself adequately.

#### **Principle**

The Council will manage its exposure to fluctuations in interest rates with a view to containing its interest costs, or securing its interest revenues, in accordance with the amounts provided in its budgetary arrangements as amended in accordance with *TMP6:* Reporting requirements and management information arrangements.

#### **Schedule**

Minimum/ maximum proportions of fixed/variable rate debt/interest Borrowing/investments may be at a fixed or variable rate.

The Prudential Code requires the Council to determine each year the maximum proportion of interest payable on net borrowing, which is subject to fixed and variable interest rates. We set this each year as part of the annual budget setting process and the annual capital and investment strategy.

In setting our forward treasury strategy on an annual basis, we will determine the necessary degree of certainty required for our plans and budgets but will allow sufficient flexibility enable us to benefit from potentially advantageous changes in market conditions and level of interest rates and also to mitigate the effects of potentially disadvantageous changes.

The Council will achieve this by the prudent use of its approved financing and investment instruments, methods and techniques, primarily to create stability and certainty of costs and revenues, but at the same time retaining a sufficient degree of flexibility.

Managing changes to interest rate levels

The main impact of changes in interest rate levels is to monies borrowed and invested at variable rates of interest, and those borrowed or invested for a shorter period of time.

The Council will consider matching borrowing at variable rates with investments similarly exposed to changes in interest rates as a way of mitigating any adverse budgetary impact.

The Council may determine it is more cost effective in the short-term to fund its borrowing requirement through the use of internal resources ('internal borrowing) or through borrowing short-term loans. The benefits of such borrowing will be monitored regularly against the potential for incurring additional costs by deferring borrowing or refinancing in future years when interest rates are expected to be higher.

Interest rate forecasts are provided by the Council's advisors and are closely monitored by the Principal Group Accountant. Variations from original estimates and their impact on the Council's debt and investments are notified to the Executive quarterly as part of the budget monitoring process.

We maintain an Interest Rate Equalisation Fund in the accounts to address interest rate risk.

For our investments, we also consider dealing from forward periods dependent upon market conditions. The Council's counterparty term limits will apply and will include the forward period of the investment.

Details of approved interest rate	The upper limits on net fixed interest rate and net variable interest rate exposures are determined each year as part of the treasury management
exposure limits	indicators included as part of the annual capital and investment strategy.
	We invest internally managed funds primarily to meet future cash outflow requirements and we place deposits for periods so that funds are available when required. In the event that surplus funds are available for investment for longer periods, or forward deals, the annual capital and investment strategy details our policy.
Details of hedging tools used to manage risk	The Council's legal power to use derivative instruments remains unclear. The General Power of Competence enshrined in the Localism Act is not sufficiently explicit. Consequently, the Council does not intend to use derivatives to manage interest rate risk.
	Should this position change, the Council will develop a detailed risk management framework governing the use of derivatives, but this will also require full Council approval.

#### **Exchange Rate Risk Management**

The risk that fluctuations in foreign exchange rates create an unexpected or unbudgeted burden on the Council's finances against which the Council has failed to protect itself adequately.

#### **Principle**

The Council will ensure that it protects itself adequately against the risk of fluctuations in foreign exchange rates creating an unexpected or unbudgeted burden on the Council's finances. It will manage any exposure to fluctuations in exchange rates so-as-to minimise any detrimental impact on its budgeted income/expenditure levels.

#### **Schedule**

Exchange rate risk management	This Council does not, on a day-to-day basis, have foreign currency transactions or receipts. Unexpected receipt of foreign currency will be converted to sterling at the earliest opportunity.
	If the Council has a contractual obligation to make a payment in a currency other than sterling then forward foreign exchange transactions will be considered, with professional advice.
	At the present time statute prevents the Council borrowing in currencies other than Sterling. The Council has also determined that all its investments will be in Sterling.

#### **Refinancing Risk Management**

The risk that maturing borrowings, capital, project or partnership financings cannot be refinanced on terms that reflect the provisions made by the organisation for those refinancings, both capital and current (revenue), and/or that the terms are inconsistent with prevailing market conditions at the time.

#### **Principle**

The Council will ensure that its borrowing, private financing and partnership arrangements are negotiated, structured and documented, and the maturity profile of the monies so raised are managed, with a view to obtaining offer terms for renewal or refinancing, if required, which are competitive and as favourable to the organisation as can reasonably be achieved in the light of market conditions prevailing at the time.

It will actively manage its relationships with its counterparties in these transactions in such a manner as to secure this objective, and will avoid over reliance on any one source of funding if this might jeopardise achievement of the above.

#### **Schedule**

Projected capital investment requirements	Five year projections are in place for capital expenditure and its financing or funding. Financing will be from capital receipts, reserves and any grants or contributions, revenue resources or reserves. Funding will be from internal or external borrowing, as decided.
	We also have a 'capital vision', which holds details of possible capital income and expenditure in the future.
	As required by the Prudential Code, the Council will undertake an Options Appraisal exercise to evaluate the best capital expenditure financing route.
	The Council's projected long-term borrowing requirement will be linked to the liability benchmark.
Debt profiling, policies and practices	Any longer term borrowing will be undertaken in accordance with the Prudential Code and will comply with the Council's Prudential Indicators and the annual capital and investment.
	The Council will maintain, through its treasury system, currently Latima, reliable records of the terms and maturities of its borrowings, capital, project and partnership funding and, where appropriate, plan and successfully negotiate terms for its refinancing.
	Where the lender to the Council is a commercial body the Council will aim for diversification in order to spread risk and avoid over-reliance on a small number of counterparties.
Policy concerning limits	The revenue consequences of financing the capital programme are
on revenue	included in cash flow models, annual revenue estimates and medium term
consequences of capital financings	forecasts.
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#### **Legal and Regulatory Risk Management**

The risk that the Council itself, or a third party with which it is dealing in its treasury management activities, fails to act in accordance with its legal powers or regulatory requirements, and that the Council suffers losses accordingly.

#### **Principle**

The Council will ensure that all of its treasury management activities comply with its statutory powers and regulatory requirements. We will demonstrate such compliance, if required to do so, to all parties with whom it deals in such activities. In framing our credit and counterparty policy under *TMP1(1): Credit and counterparty risk management,* we will ensure that there is evidence of counterparties' powers, authority and compliance in respect of the transactions they may effect with the Council, particularly with regard to duty of care and fees charged.

The Council recognises that future legislative or regulatory changes may impact on its treasury management activities and, so far as it is reasonably able to do so, will seek to minimise the risk of these impacting adversely on the organisation.

References to relevant statutes	The treasury management activities of the Council shall comply fully with legal statute and the regulations of the Council. These are:
and regulations	<ul> <li>CIPFA's Treasury Management Code of Practice 2001 and subsequent amendments</li> </ul>
	<ul> <li>CIPFA Guide for Chief Financial Officers on Treasury Management in Local Authorities</li> </ul>
	<ul> <li>CIPFA Prudential Code for Capital Finance in Local Authorities and subsequent amendments</li> </ul>
	<ul> <li>CIPFA Standard of Professional Practice on Treasury Management</li> <li>The Local Government Act 2003</li> </ul>
	<ul> <li>The Local Authorities (Capital Finance and Accounting) (England)</li> <li>Regulations 2003 SI 2003 No 3146, and subsequent amendments</li> </ul>
	<ul> <li>The CLG's statutory Guidance on Minimum Revenue Provision (MRP)</li> <li>Pensions, England and Wales – The Local Government Pension Scheme (Management and Investment of Funds) Regulations 2009 – SI 2009 No 3093</li> </ul>
	<ul> <li>The ODPM's (now CLG's) Guidance on Local Government Investments in England issued March 2004 and subsequent amendments</li> </ul>
	<ul> <li>The Local Authorities (Contracting out of Investment Functions) Order 1996 SI 1996 No 1883</li> <li>LAAP Bulletins</li> </ul>
	<ul> <li>Code of Practice on Local Authority Accounting in the United Kingdom based on International Financial Reporting Standards (from 2011-12 onwards)</li> </ul>
	<ul> <li>Accounts and Audit Regulations 2003, as amended together with CLG's Guidance</li> </ul>
	<ul> <li>The Non Investment Products Code (formerly known as The London Code of Conduct) for principals and broking firms in the wholesale markets.</li> <li>CLG's Self-Financing Policy Documentation and subsequent amendments</li> <li>Council's Constitution including:         <ul> <li>Standing Order relating to Contracts</li> <li>Financial Procedure Rules</li> </ul> </li> </ul>
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Procedures for evidencing the organisation's powers/ authorities	The Council's Financial Procedure Rules contain evidence of the power/ authority to act as required by section 151 of the Local Government Act 1972, under the general direction of the Executive.
to counterparties	The Council will confirm, if requested to do so by counterparties, the powers and authorities under which the Council effects transactions with them.
	Where required, the Council will also establish the powers of those with whom they enter into transactions, including any compliance requirements in respect of a duty of care and best practice.
Required information from counterparties	We shall only lend to institutions on our authorised lending list, or in securities which meet the Council's approved credit criteria.
concerning their powers/ authorities	The Council will only undertake borrowing from approved sources listed in TMP 4: Approved Instruments, Methods and Techniques.
Statement on political risks and management of the same	Political risk is managed by:
	<ul> <li>adherence to the Statement of Professional Practice by the CFO</li> <li>the roles of the Corporate Governance and Standards Committee</li> </ul>

#### Fraud, Error and Corruption, and Contingency Management

This is the risk that the Council fails to identify the circumstances in which it may be exposed to the risk of loss through fraud, error, corruption or other eventualities in its treasury management dealings, and fails to employ suitable systems and procedures and maintain effective contingency management arrangements to these ends. It includes the area of risk referred to as operational risk.

#### **Principle**

The Council will ensure that we have identified the circumstances which may expose us to the risk of loss through fraud, error, corruption or other eventualities in our treasury management dealings. Accordingly, we will employ suitable systems and procedures, and will maintain effective contingency management arrangements, to these ends.

#### **Schedule**

Details of systems and procedures to be followed, including Internet services Segregation of duties minimises the possibility of fraud and loss due to error, and is detailed in *TMP5: Organisation, clarity and segregation of responsibilities, and dealing arrangements.* 

We review officer access to all systems at least six-monthly or as necessary.

- 1. Electronic Banking and Dealing
- (a) <u>Banking</u>: The Council's online banking service provided by HSBC is subject to separate log-on and security device control allowing varying levels of access. Details of transactions and balances are available as required, and the system also holds historic data. Officers having access to the bank's online system are as follows:

#### System Administrators

- Principal Group Accountant
- Accountancy Technician (Capital, Treasury and Assets)
- Head of Financial Services (HoFS)
   Officers who can authorise payments
- Director of Resources
- HoFS
- Principal Group Accountant
- Principal Management Accountant
- Senior Financial Reporting Accountant Other end users
- Accountant (Capital, Treasury and Assets)
- Accountancy Assistant Financial and Reporting
- Cash office / payments staff
- (b) Access to the Council's <u>treasury management system</u>, currently Latima, is limited to those officers listed below, each having a separate log-on and password.
  - Principal Group Accountant
  - Accountancy Technician (Capital, Treasury and Assets)
  - Accountant (Capital, Treasury and Assets)
  - Accountancy Intern

Full procedure notes covering the day-to-day operation of the on-line banking system and the treasury management system are held in the Procedure Notes file, and electronically on the Council's network.

- 2. <u>Standard Settlement Instructions</u> (SSI) list: a list is maintained of named officers who have the authority to transact loans and investments:
  - Brokers and counterparties with whom the Council deals direct are provided a copy of the SSI list.
  - A list of named officers with authority to borrow from the PWLB and invest with the Debt Management Agency Deposit Facility is also maintained with the PWLB/DMADF.
- 3. Payment Authorisation:
  - Payments can only be authorised by agreed cheque signatories of the Council, the list of signatories having previously been agreed with the Council's bank.
  - Inflow and outflow of monies borrowed and invested will only be from the counterparty's bank accounts, or their nominated custody account.
  - Separate officers will carry out (a) dealing and (b) recording of transactions and disbursements.

Verification	Loans and investments will be maintained in spreadsheet registers and the treasury management system which will include fees and brokerage paid.  Transactions will be cross-checked against broker notes, counterparty confirmations and PWLB loan schedules by verifying dates, amounts, interest rates, maturity, interest payment dates etc.
	When receiving requests for change of payment details, due care will be exercised to ascertain the bona fide of the request and avoid potential fraud. Additional checks will be made through pre-existing contact details for the payee before altering payment details.
Substantiation	<ol> <li>The treasury management system balances are reconciled with financial ledger codes at the end of each month and at the financial year-end.</li> <li>Working papers are retained for audit inspection.</li> </ol>
	The bank reconciliation is carried out monthly from the bank statement to the general ledger.
Internal Audit	Internal Audit carry out an annual regulatory review of the treasury management function including probity testing. See TMP7: Budgeting, accounting and audit arrangements.
Contingency Management	<ol> <li>Treasury systems, other than Latima, are retained on the Council's network. Daily back-ups are taken and maintained and network back-ups can be used by ICT to restore files, if necessary.</li> <li>Backups for Latima are carried out by the provider as part of the contract and include a daily electronic backup to an appropriate medium for off-site storage.</li> <li>Temporary off-site working facility: The officers who can avail of this facility following an emergency are Principal Group Accountant, Accountancy Technician (Capital, Treasury and Assets) who will individually be made aware of the procedures to follow.</li> <li>Electronic Banking System Failure: Emergency procedures have been agreed with HSBC, for instance manual CHAPS payments can be undertaken and balances can be provided over the phone.</li> </ol>
Insurance Cover	The Council has Fidelity Guarantee cover up to £5 million. Details of the
details	provider and cover are held by the Payroll and Insurance Manager.

#### **Market Risk Management**

This is the risk that, through adverse market fluctuations in the value of the principal sums the Council borrows and invests, its stated treasury management policies and objectives are compromised, against which effects it has failed to protect itself adequately.

#### **Principle**

This Council will seek to ensure that its stated treasury management policies and objectives will not be compromised by adverse market fluctuations in the value of the principal sums it invests, and will accordingly seek to protect itself from the effects of such fluctuations.

Schedule	
Details of approved procedures and limits for controlling exposure to investments whose capital value may fluctuate (gilts, CDs etc)	Investment instruments used by the external fund managers are subject to fluctuation in capital movements and exposed to interest rate risk. In order to minimise these risks capital preservation is set as the primary objective and pursuit of investment performance should be commensurate with this objective.
	Additionally the following risk control guidelines are set for each fund as part of the fund management agreement to control market risk  (a) Maximum weighted average duration of the fund; (b) Maximum permitted exposure to gilts/bonds; (c) Maximum maturity of any instrument.
	Pooled funds with a Variable Net Asset Value (VNAV) – the Council may use these types of funds in line with its capital and investment strategy and on advice from its treasury advisors.  The annual TMSS sets out the details and limits that can be invested in
Accounting for unrealised gains/losses	these sorts of instruments.  The method of accounting for unrealised gains or losses on the valuation of financial assets comply with Accounting Code of Practice.  VNAV pooled funds will be treated as Available for Sale Assets.  Segregated funds with external managers will be treated as Fair Value through Profit or Loss.

#### TMP 2: PERFORMANCE MEASUREMENT

#### **Principle**

The Council is committed to the pursuit of value for money in its treasury management activities, and to the use of performance methodology in support of that aim, within the framework set out in its treasury management policy statement.

Accordingly, the treasury management function will be the subject of ongoing analysis of the value it adds in support of the Council's stated business or service objectives. It will be the subject of regular examination of alternative methods of service delivery, or the availability of fiscal or other grant or subsidy incentives, and of the scope for other potential improvements. The performance of the treasury management function will be measured using the criteria set out below.

#### Schedule

Policy concerning methods for testing value for money Best value reviews will include the production of plans to review the way services are provided by

- Challenging
- Comparing performance
- · Consulting with other users and interested parties
- Applying competition principles

in order to pursue continuous improvement in the way the Council's functions are exercised, having regard to a combination of value for money, efficiency and effectiveness.

The Council is a member of CIPFA benchmarking club, and benchmarking is provided by the Council's treasury management advisors, Arlingclose, against their clients.

As well as enabling comparison of performance with other authorities over a range of operations, the clubs provide a forum to discuss treasury management issues, and provide opportunities to review further and improve treasury management operations.

The Council is a member of the Surrey treasury management officers group who meet twice a year to discuss treasury management issues.

#### Policy concerning methods for performance measurement

- Performance measurement at this Council is intended to calculate the
  effectiveness of treasury activity in delivering the strategic objectives set
  through the Capital and Investment Strategy and the Council's Prudential
  Indicators and to enhance accountability.
- Prudential Indicators are local to the Council and are not intended as a comparator between authorities.
- The Council will use local indicators as set out in the Capital and Investment Strategy
- The performance review will be made in the light of general trends in interest rates during the year and how the decisions made corresponded with these trends and the Council's agreed strategy, i.e. the Council will avoid hindsight analysis.

Any comparison of the Council's treasury portfolio against recognised industry standards, market indices and other portfolios is intended to

- (i) allow the Council the opportunity to assess the potential to add value through changes to the existing ways in which its portfolio is managed and
- (ii) permit an informed judgement about the merits or otherwise of using new treasury management techniques or instruments.

In drawing any conclusions the Council will bear in mind that the characteristics of its treasury operations may differ from those of other councils, particularly with regard to the position on risk.

# Methodology to be applied for evaluating the impact of treasury management decisions

Monitoring of the outcome of treasury management activity against Prudential Indicators and Performance Indicators approved by the Council is carried out on a monthly basis and reported to the HoFS/CFO, as part of the monthly Treasury Management monitor.

The monthly budget monitoring report to Corporate Management Team includes an interest projection, compared to budget, to highlight any potential surpluses or deficits on return on investments in the year.

Quarterly monitoring is presented to the Corporate Governance and Standards Committee as part of the Financial Monitoring report of the Council.

The year-end Annual Treasury Report will also include, as a matter of course, the outturn against the PIs set prior to the commencement of the financial year and any in-year amendments.

The Council's Treasury Management advisers review the existing debt portfolio on a regular basis and all transactions that have occurred in the interim in order to ensure that best practice has been achieved.

The Council's treasury management advisors compare the performance of the Council's in-house funds against the cash benchmark and the performance of the externally managed funds is benchmarked against each funds individually set benchmark. Performance is also compared with funds managed on a similar basis in the local authority manager peer group.

#### Methodology to be employed for measuring the performance of the Council's treasury management activities

Treasury management activity is reviewed monthly against strategy and prevailing economic and market conditions through the treasury management monitoring report presented to HoFS/CFO.

The report will include:

- a) Total debt including average rate and maturity profile
- b) The effect of new borrowing and/or maturities on the above
- c) The effect of any debt restructuring on the debt portfolio
- d) An analysis of any risks inherent within the debt portfolio (e.g. exposure to variable rate)
- e) Total investments including average rate, credit and maturity profile
- f) The effect of new investments/redemptions/maturities on the above
- g) The rate of return on investments against their indices for internally and externally managed funds
- h) An analysis of any risks inherent within the investment portfolio (e.g. exposure to market movements in the value of CDs, gilts/bonds, callable deposits in their call period)
- i) A statement whether the treasury management activity resulted in a breach of the Prudential Indicators and other limits set within the capital and investment strategy.
- j) Performance Indicators against target
- k) Daily bank balances: any major deviations from the target bank balances

# Benchmarks and calculation methodology with regard to risk and return

#### **Treasury Management Costs**

Costs are split into debt management, investment management and other. Investment management is then shown as cost per £m invested, and debt management costs per £m value of debt.

**Investment returns** are compared to the 7-day rate or the Bank of England base rate.

- internally managed investment returns total interest accruing during the month or year on average daily balances invested during the calendar month.
- externally managed investment returns the growth (i.e. increase in value of the fund) in respect of the monthly average value of the fund.

#### **Debt Management**

- average rate on all external debt
- average rate on external debt borrowed in financial year
- average rate on internal borrowing
- average period to maturity of external debt
- average period to maturity of new loans in financial year
- ratio of PWLB and market debt (beginning and end of period)
- ratio of fixed and variable rate debt (beginning and end of period)

#### Best value

The treasury management function will be the subject of ongoing analysis of the value it adds in support of the Council's stated corporate and service objectives.

When tendering for treasury-related or banking services, the Council adheres to its Financial Procedure Rules. These require that:

- a) for contracts under £xx, at least x quotes and service delivery proposals are generally obtained
- b) when placing a contract with a value in excess of £xx, a tendering process that meets the requirements of the EU procurement procedures (OJEU) is undertaken.
- c) if necessary, the Council will also consult with other users of similar services as well as with interested parties.
- d) the Council will also evaluate alternative methods of the availability of fiscal, grant or subsidy initiatives, and service delivery.

### TMP 3: DECISION-MAKING AND ANALYSIS

#### **Principle**

The Council will maintain full records of its treasury management decisions, and of the processes and practices applied in reaching those decisions, both for the purposes of learning from the past, and for demonstrating that reasonable steps were taken to ensure that all issued relevant to those decisions were taken into account at the time. The issues to be addressed and processes and practices to be pursued in reaching decisions are detailed below.

Major treasury	As a public service organisation, there is a requirement to demonstrate
decisions	openness and accountability in treasury management activities.
	Accordingly, the Council will create and maintain an audit trail of major
	treasury management decisions which comprise either:
	a) changes to Prudential Indicator(s) during the course of the financial year
	b) Options Appraisal to determine a funding decision
	c) raising a new long-term loan / long-term source of finance
	d) prematurely restructuring/redeeming an existing long-term loan(s)
	d) investing longer-term (i.e. in excess of 1-year)
	f) utilisation of investment instruments which constitute capital
	expenditure (i.e. loan capital/share capital in a body corporate) g) leasing
	h) change in banking arrangements
	i) appointing/replacing a treasury advisor
	j) appointing/replacing a fund manager
Process	The Council's strategy for the application of its treasury policy is set out in the annual capital and investment strategy.
	Based on the annual Treasury Management Strategy, the CFO will prepare, monthly, for the ensuing 12 months rolling forecasts of the financing, borrowing and surplus cash requirements of the Council, for the purpose of:
	applying the strategy on a day-to-day basis
	<ul> <li>monitoring the results of the strategy</li> </ul>
	<ul> <li>recommending amendments to the strategy to the Executive, where applicable, during the course of the year.</li> </ul>
Delegated powers for	The CFO has delegated powers to carry out the Council's strategy for
treasury management	debt management, capital finance and borrowing, depositing surplus
	funds and managing the cash flows of the Council.

	T
Issues to be addressed,	In exercising these powers, the CFO, and those to whom the treasury
evaluation,	activity have been delegated, will
authorisation	<ul> <li>have regard to the nature and extent of any associated risks to</li> </ul>
	which the Council may become exposed;
	be certain about the legality of the decision reached and that the
	necessary authority to proceed has been obtained;
	<ul> <li>be satisfied that the documentation is adequate to deliver the</li> </ul>
	Council's objectives, protect the Council's interests, and to
	maintain an effective audit trail;
	<ul> <li>ensure that the perceived credit risk associated with the</li> </ul>
	approved counterparties parties is judged satisfactory and is
	within agreed limits;
	<ul> <li>be satisfied that the terms of any transactions have been fully</li> </ul>
	checked against the market, and have been found to be
	competitive;
	<ul> <li>follow best practice in implementing the treasury transaction.</li> </ul>
	In exercising Borrowing and Funding decisions, the CFO will
	<ul> <li>evaluate economic and market factors that may influence the</li> </ul>
	manner and timing of any decision to fund;
	<ul> <li>consider alternative forms of funding, including use of revenue</li> </ul>
	resources, leasing and private partnerships;
	<ul> <li>consider the use of internal resources and/or the most</li> </ul>
	appropriate periods to fund and repayment profiles to use;
	<ul> <li>consider ongoing revenue liabilities created;</li> </ul>
	<ul> <li>where applicable, monitor regularly the benefits of internal</li> </ul>
	borrowing against the potential for incurring additional costs by
	deferring borrowing into future years.
	In eversicing Investment decisions, the CEO will
	In exercising Investment decisions, the CFO will  • determine that the investment is within the Council's strategy
	<ul> <li>and pre-determined instruments and criteria;</li> <li>consider the optimum period, in the light of core balances and</li> </ul>
	consider the optimum period, in the light of core balances and reserves, cash flow availability and prevailing market
	conditions;
	the credit risk associated with unsecured investments with
	banks and building societies
	<ul> <li>consider the alternative investment products and techniques</li> </ul>
	available if appropriate.
Processes to be	The processes to be followed will be in keeping with TMP 4: The
followed	Council's Approved, Instruments, Methods and Techniques.
Evidence and records	The Council will maintain a record of all major treasury management
to be kept	decisions, the processes undertaken and the rationale for reaching the
	decision made. These will allow for an historical assessment of
	decisions made and verification that any checks and safeguards are
	indeed in place and operating correctly.
	,
	Records and working papers will be maintained by the Council
	electronically, and /or in relevant files.

### TMP 4: APPROVED INSTRUMENTS, METHODS AND TECHNIQUES

#### **Principle**

The Council will undertake its treasury management activities by employing only those instruments, methods and techniques detailed in the schedule to this document, and within the limits and parameters defined in *TMP1 Risk Management*.

Schedule	
Approved treasury management activities	The Council is permitted to undertake the following activities:
management activities	<ul><li>managing cashflow</li></ul>
	<ul><li>capital financing</li></ul>
	<ul> <li>borrowing including debt restructuring and debt repayment</li> </ul>
	<ul> <li>lending including redemption of investments</li> </ul>
	<ul><li>banking</li></ul>
	• leasing
	<ul> <li>managing the underlying risk associated with the Council's capital financing and surplus funds activities.</li> </ul>
	The above list is not finite and the Council would, from time-to- time,
	consider and determine new financial instruments and treasury
	management techniques. The Council will, however, consider carefully
	whether the officers have the skills and experience to identify and
	manage the advantages and risks associated with using the
	instruments/techniques before undertaking them, more so as some risks may not be wholly or immediately transparent.
Approved capital	Public Works Loans Board (PWLB) loans
financing methods and	long term money market loans including LOBOs
types/sources of	<ul> <li>temporary money market loans (up to 364 days).</li> </ul>
funding	bank overdraft
	<ul> <li>loans from bodies such as the European Investment Bank (EIB)</li> </ul>
	stock issues
	operating and finance Leases
	deferred Purchase
	Government and EU Capital Grants
	lottery monies
	other Capital Grants and Contributions
	private finance initiative
	hire purchase     and language and language
	sale and leaseback
	Internal Resources
	Capital receipts
	Revenue balances
	Use of Reserves
	Approved sources of long-term and short-term borrowing include:
	PWLB and its successor body
	<ul> <li>any institutions approved for investments</li> </ul>
	<ul> <li>any other bank or building society authorised to operate in the UK</li> </ul>
	<ul> <li>UK public and private sector pension funds (other than SCC)</li> </ul>
	<ul> <li>Local Capital Finance Company and other special purpose vehicles</li> </ul>
	created to enable local authority bond issues
	The level of debt will be consistent with the capital and investment
	strategy and the Prudential Indicators.

## Approved investment instruments

The Council will determine through our Annual Investment Strategy (AIS) which instruments we will use, giving priority to the security and liquidity (in that order) of its invested monies. The investments will be categorised as 'Specified' or 'Non Specified' based on the criteria set out by the ODPM (now CLG) in its Investment Guidance March 2004 (as amended).

The Council will determine through the Annual Investment Strategy (AIS) which instruments will be used in-house and which will be used by the appointed external fund manager(s) including the maximum exposure for each category of non-specified investments. Where applicable, the Council's credit criteria will also apply.

Examples include, and are not limited to:

- deposits with the UK government, the DMADF, and UK local authorities
- fixed term deposits with banks and building societies
- certificates of deposit
- Callable deposits
- investments in money market funds
- treasury bills
- gilts
- bonds issued by multilateral development banks
- sterling nominated bonds by non-UK sovereign governments
- covered bonds (ie those with underlying collateral)
- unsecured corporate bonds
- reverse repurchase agreements (reverse repo)
- investments with registered providers of social housing (ie housing associations)
- commercial paper
- floating rate notes
- pooled funds (ie collective investment schemes meeting the criteria in SI 2004 No 534 and subsequent amendments
- Pooled funds (ie collective investment schemes which do not meet the definition of collective investment schemes in SI 2004 No 534 and subsequent amendments – these will be capital expenditure investments

The use of the above instruments by the Council's fund manager will be by reference to the fund guidelines contained in the agreement between the Council and the manager.

The external fund managers have the expertise to deal in CDs, treasury bills and corporate bonds and debt instruments, all of which are instruments that may expose the Council to changes in the value of capital.

#### Use of Derivatives

The general power of competence in Section 1 of the Localism Act 2011 removed much of the uncertainty over local authorities' use of standalone financial derivatives (i.e. those that are no embedded into a loan or investment).

The Council intends to use derivative instruments for the management of risks, limited to those set out in the annual treasury strategy. The Council will seek proper advice and will consider that advice when entering into arrangements to use such products to ensure that it fully understands those products.

Embedded derivatives will not be subject to this policy, although the risks they present will be managed in line with the overall treasury risk management strategy.

# TMP 5: ORGANISATION, CLARITY AND SEGREGATION OF RESPONSIBILITIES, AND DEALING ARRANGEMENTS

#### **Principle**

The Council considers it essential, for the:

- purposes of the effective control and monitoring of its treasury management activities.
- reduction of the risk of fraud or error, and
- pursuit of optimum performance

that these activities are structured and managed in a fully integrated manner, and that there is at all times a clarity of treasury management responsibilities.

The principle on which this will be based is a clear distinction between those charged with setting treasury management policies and those charged with implementing and controlling these policies, particularly with regard to the execution and transmission of funds, the recording and administering of treasury management decisions, and the audit and review of the treasury management function.

If and when the Council intends, as a result of lack of resources or other circumstances, to depart from these principles, the CFO will ensure that the reasons are properly reported in accordance with *TMP6: Reporting requirements and management information arrangements*, and the implications properly considered and evaluated.

The CFO will ensure that there are clear written statements of the responsibilities for each post engaged in treasury management, and the arrangements for absence cover. The CFO will also ensure that at all times those engaged in treasury management will follow the policies and procedures set out. The present arrangements are detailed in the schedule below.

The CFO will ensure there is proper documentation for all deals and transactions, and that procedures exist for the effective transmission of funds. The present arrangements are detailed in the schedule below.

The delegations to the finance team in respect of treasury management are set out in the schedule below. The finance team will fulfil all such responsibilities in accordance with the organisation's policy statement and TMPs and, if a CIPFA member, the Standard of Professional Practice on Treasury Management.

Limits to responsibilities at	Full Council:  • receiving and reviewing Prudential Indicators as part of the budget	
Executive levels	setting process (following receipt by the Executive)	
	<ul> <li>receiving and reviewing reports on treasury management policies, practices and activities (following receipt by the Executive)</li> </ul>	
	The Executive:	
	<ul> <li>approval of amendments to adopted clauses, and treasury management policy statement</li> </ul>	
	<ul> <li>budget consideration and approval</li> </ul>	
	<ul> <li>receiving and reviewing external audit reports and acting on recommendations</li> </ul>	
	<ul> <li>approving the selection of external service providers and agreeing terms of appointment</li> </ul>	
Principles and practices	The segregation of duties will be determined by the CFO.	
concerning segregation of	Segregation of duties exists in that:	
duties	<ul> <li>the officer(s) responsible for negotiating and closing treasury management deals are completely separate from the officer with responsibility for recording the transactions in the cash book and completing cheque and bank reconciliations</li> </ul>	
	<ul> <li>the officer(s) responsible for negotiating and closing treasury management deals is separate from officer(s) authorising payments</li> <li>all borrowing/investments decisions must be authorised by one of the Managing Director, CFO/HoFS, Deputy CFO, Director of Resources, Principal Group Accountant, Principal Management Accountant, Senior Financial Reporting Accountant.</li> </ul>	
	Additionally, The Council receives bank statements on a daily basis.	
	These are posted independent of the treasury function in order to maintain an adequate separation of duties.	

#### Statement of duties/ responsibilities of each treasury post

#### The CFO is responsible for:

- submitting budgets and budget variations
- recommending clauses, treasury management policy, practices for approval, reviewing the same regularly and monitoring compliance
- determining Prudential Indicators and treasury management strategy including the Annual Investment Strategy (AIS)
- submitting regular treasury management policy reports
- receiving and reviewing management information reports
- reviewing the performance of the treasury management function and promoting best value reviews
- ensuring the adequacy of treasury management resources and skills, and the effective division of responsibilities within the treasury management function
- ensuring the adequacy of internal audit and liaising with external audit
- recommending the appointment of external service providers
- determining long-term capital financing and investment decisions.
- The CFO has delegated powers to determine and undertake the most appropriate form of borrowing from the approved sources, and to make the most appropriate form of investments in approved instruments.
- The CFO may delegate her power to borrow and invest to Principal Group Accountant, Accountant (Capital, Assets and Treasury) Accountancy Technician (Capital, Assets and Treasury),

#### **Principal Group Accountant**

- Deputise for the CFO in their absence
- execution of transactions
- adherence to agreed policies and practices on a day-to-day basis
- maintaining relationships with third parties and external service providers
- monitoring performance on a day-to-day basis
- submitting management information reports to the responsible officer
- identifying and recommending opportunities for improved practices.
- prepare the capital and investment strategy

#### Accountancy Technician (Capital, Assets and Treasury)

- execution of transactions
- reconciling treasury management transactions to the general ledger
- recording / reconciling counterparty documentation and custody accounts

#### Accountant (Capital, Assets and Treasury)

- execution of transactions
- adherence to agreed policies and practices on a day to day basis

#### Accountancy Assistant - Financial Reporting

- recording treasury management transactions and investment income in the cash book,
- cheque and bank reconciliation

Absence cover arrangements	Cover in the absence of the Principal Group Accountant is provided by
	<ul> <li>Accountancy Technician (Capital, Assets and Treasury)</li> <li>Accountant (Capital, Assets and Treasury)</li> <li>Accountancy Intern</li> <li>Head of Financial Services</li> </ul>
	Cover is reviewed at least every six months, or as necessary.
	Full procedure notes are available, detailing the processes required to enable the day-to-day operation of the treasury management function.
Description of the relationships between the chief finance officer, the monitoring officer and the head of paid service.	The Managing Director is the Head of Paid Service. The Head of Financial Services is the s1515 officer. The legal Services manager and the audit and performance manager are the Monitoring Officers'. They report to the Director of Resources and the Managing Director respectively.

Dealing

Dealing		
Authorised officers	Responsible officers for borrowing/investment decisions:	
	Borrowing activity	
	<ul> <li>Lending activity</li> <li>HoFS</li> <li>Principal Group Accountant</li> <li>Accountancy Technician (Capital, Assets and Treasury)</li> <li>Accountant (Capital, Assets and Treasury)</li> </ul>	
	Authorising payments for borrowing/lending (HSBC net)      HoFS     Principal Group Accountant     Principal Management Accountant     Senior Financial Reporting Accountant     Director of Resources	
	<u>Transaction recording (bank statements)</u> • Accountancy Assistant – financial reporting	
Dealing limits	Internally Managed Investments  • the maximum for any one investment deal is subject to the lending limits detailed in the Council's AIS  Externally Managed Investments  • the maximum amount placed with any single financial institution is detailed in the Council's AIS	
List of approved brokers	Brokers used by the Council are named in <i>TMP 11: External Service Providers</i>	
Policy on brokers' services	It is the Council's policy to utilise the services between at least two brokers.  The Council will maintain a spread of business between them in order to avoid relying on the services of any one broker.	
Policy on taping of conversations	Conversations with brokers are taped by the brokers. No taping is carried out by the Council at present.	

Direct dealing practices	Direct dealing is carried out with institutions and with external pooled funds identified in the procedure notes file subject to counterparty and maturity limits and dealing limits.  Prior to undertaking direct dealing, the Council will ensure that each
	counterparty/fund has been provided with the Council's list of authorised dealers and the Council's Standard Settlement Procedures.
Deal Ticket pro forma	Deals will be recorded as per the deal ticket pro-formas (pro forma maintained at operational level)
Settlement	settlements are made by online by CHAPS
transmission procedures	all CHAPS payments relating to settlement transactions require authorisation by an authorised officer,
	all CHAPS payments require authorisation online by an authorised signatory as set out in <i>TMP:1 Risk Management (Fraud, error and corruption and contingency management)</i>
Documentation requirements	For each deal undertaken a record should be prepared giving details of dealer, amount, period, counterparty, interest rate, dealing date, payments date(s), broker.
	Investments
	<ul> <li>deal ticket authorising the investment</li> <li>confirmation from the broker</li> </ul>
	confirmation from the counterparty
	<ul> <li>contract notes for the purchase and sale of shares/units in pooled funds from the fund's manager/administrator</li> </ul>
	Chaps payment transmission document
	Loans
	<ul> <li>deal ticket with signature to agree loan</li> <li>confirmation from the broker</li> </ul>
	confirmation from PWLB/market counterparty
	Chaps payment transmission document for repayment of loan.
Arrangements concerning the management of	The CFO has responsibility for updating the Council's records with any credit developments.
counterparty funds	The Principal Group Accountant is tasked with the responsibility for checking that records have been correctly updated to reflect any credit developments

# TMP 6: REPORTING REQUIREMENTS AND MANAGEMENT INFORMATION ARRANGEMENTS

#### **Principle**

The Council will ensure that regular reports are prepared and considered on the implementation of its treasury management policies

- on the effects of decisions taken and transactions executed in pursuit of those policies;
- the implications of changes, particularly budgetary, resulting from regulatory, economic, market or other factors affecting its treasury management activities; and
- the performance of the treasury management function.

As a minimum, the Executive will receive:

- an annual report on the strategy and plan to be pursued in the coming year
- a mid-year review
- an annual report on the performance of the treasury management function, on the
  effects of the decisions taken and the transactions executed in the past year, and on
  any circumstances of non-compliance with the organisation's treasury management
  policy statement and TMPs.

The CFO and Councillors will receive regular monitoring reports on treasury management activities and risks.

The Corporate Governance and Standards Committee will have responsibility for the scrutiny of treasury management policies and practices.

The present arrangements and the form of these reports are outlined below.

Frequency of executive reporting requirements	The CFO will annually submit budgets and will report on budget variations as appropriate.
	The CFO will submit the <b>Prudential Indicators</b> and the <b>Treasury Strategy Statement (including Annual Investment Strategy)</b> and report on the projected borrowing and investment strategy and activity for the forthcoming financial year to the Executive and full Council before the start of the year.
	The <b>Annual Treasury Report</b> will be prepared as soon as practicable after the financial year-end and, in all cases, before the end of September, and reported to Corporate Governance and Standards Committee, the Executive and full Council.
	A <b>Mid-Year Treasury Report</b> will be prepared by the Principal Group Accountant which will report on treasury management activities for the first part of the financial year. The report will also provide a forecast for the current year. The mid-year report will be submitted to the Corporate Governance and Standards Committee during the year.
	Monthly reports are reported and discussed internally as part of the monthly treasury management strategy meetings

#### Content of Reporting:

#### 1. Prudential Indicators

The Council will set the following Prudential Indicators, revise if necessary, and in its annual / semi-annual reports publish actual outturn (where appropriate) in respect of, as a minimum

- Financing costs as a proportion of net revenue stream (estimate; actual)
- Capital expenditure (estimate; actual)
- Incremental impact of capital financing decisions (estimate)
- Capital Financing Requirement (estimates; actual)
- Authorised limit for external debt
- Operational boundary for external debt
- Actual external debt
- Upper limits on fixed and variable rate interest exposures
- Upper and lower limits to maturity structure of fixed rate borrowing
- Upper limit to total of principal sums invested longer than 364 days.

The Prudential Indicators are approved and revised by the Executive and full Council and are integrated into the Council's overall financial planning and budget process.

The Corporate Governance and Standards Committee will also receive a copy of this report to carry out its scrutiny role of treasury management.

#### 2. Treasury Strategy Statement including the Annual Investment Strategy

The capital and investment strategy integrates with the Prudential Indicators being set and will include the following

- link to capital financing and treasury management Prudential Indicators for the current and ensuing five years
- strategy for financing new borrowing requirements (if any) and refinancing maturing borrowing (if any) over the next three years and for restructuring of debt
- the extent to which surplus funds are earmarked for short term requirements
- the investment strategy for the forthcoming year(s) (see below\*)
- the minimum to be held in short term/specified investment during the coming year
- the interest rate outlook against which the treasury activities are likely to be undertaken.

\*Based on the CLG Guidance on Investments, the Council will produce an AIS which sets out

- the objectives, policies and strategy for managing its investments;
- the determination of which Specified and Non-Specified Investments the Council will utilise during the forthcoming financial year(s) based on the Council's economic and investment outlook and the expected level of investment balances;
- the limits for the use of Non-Specified Investments.

The AIS will be integrated into the treasury strategy statement.

The Corporate Governance and Standards Committee will also receive a copy of this report to carry out its scrutiny role of treasury management.

# 3. Annual Treasury Report

The CFO will produce an annual report for the Executive on all activities of the treasury management function (including the performance of fund managers) as soon as practicable after year end and in all cases no later than 30 September of the succeeding financial year.

The main contents of the report will comprise

- confirmation that the Council calculated its budget requirements and set a balanced budget for the FY;
- the prevailing economic environment
- a commentary on treasury operations for the year, including their revenue effects:
- commentary on the risk implications of treasury activities undertaken and the future impact on treasury activities of the Council
- compliance with agreed policies/practices and statutory/regulatory requirements
- compliance with Prudential Indicators;
- performance measures.

The Corporate Governance and Standards Committee will also receive a copy of this report to carry out its scrutiny role of treasury management.

# 4. Mid-Year Treasury Report

The CFO will produce a mid-year report for Councillors on the borrowing and investment activities of the treasury management function (including performance of fund managers) for the first six months of the financial year.

The main contents of the report will comprise

- Economic background
- Economic forecast (including interest rates forecast)
- Treasury Management Strategy Statement update
- Performance versus benchmarks
- Borrowing information (including premature repayment, new loans information)
- Information on investments, including current lending list
- Prudential indicators relating to treasury management
- Governance framework and scrutiny arrangements

The Corporate Governance and Standards Committee will receive a copy of this report as part of the financial monitoring of the Council, to carry out its scrutiny role of treasury management.

# Content and frequency of management information reports

The Principal Group Accountant produces a monthly monitoring report for the CFO/HoFS, and the Lead Councillor for Finance.

This report includes details of:

- borrowing and investment activity undertaken
- performance of internal and external investments against benchmark
- · cash flow monitoring
- interest rates and forecasts
- extent of compliance with the treasury strategy and reasons for variance (if any)
- any other, e.g. details of daily bank balances against target balances
- Prudential Indicator monitoring and compliance
- performance indicator monitoring
- reconciliations of temporary investments, balances and interest

#### TMP 7: BUDGETING, ACCOUNTING AND AUDIT ARRANGEMENTS

#### **Principle**

The CFO will prepare, and the Council will approve and, if necessary, from time to time will amend, an annual budget for treasury management, which will bring together all of the costs involved in running the treasury management function, together with associated income. The matters to be included in the budget will at minimum be those required by statute or regulation, together with such information as will demonstrate compliance with *TMP1: Risk management, TMP2: Performance measurement, and TMP4: Approved instruments, methods and techniques.* The form which the Council's budget will take is set out in the schedule below.

The CFO will exercise effective controls over this budget, and will report upon and recommend any changes required in accordance with *TMP6: Reporting requirements and management information arrangements*.

The Council will account for its treasury management activities, for decisions made and transactions executed, in accordance with appropriate accounting practices and standards, and with statutory and regulatory requirements in force for the time being. The present form of the Council's accounts is set out in the schedule.

The Council will ensure that its auditors, and those charged with regulatory review, have access to all information and papers supporting the activities of the treasury management function as are necessary for the proper fulfilment of their roles, and that such information and papers demonstrate compliance with external and internal policies and approved practices. The information made available under present arrangements is detailed below.

<u> </u>		
Statutory/regulatory requirements	<b>Balanced Budget Requirement</b> : The provisions of S32 and S43 of the Local Government Finance Act 1992 require this Council to calculate its budget requirement for each financial year including, among other aspects:	
	(a) the expenditure which is estimated to be incurred in the year in performing its functions and which will be charged to a revenue account and	
	(b) revenue costs which flow from capital financing decisions.	
	S33 of the Act requires the Council to set a council tax sufficient to meet expenditure after taking into account other sources of income.	
Proper accounting practice	CIPFA's Code of Practice on Local Authority Accounting in the United Kingdom: A Statement of Recommended Practice (the local authority SORP) constitutes "proper accounting practice under the terms of S21 (2) of the Local Government Act 2003".	

Financial Statements	The Financial Statements comprise:
	An explanatory foreword
	<ul> <li>Accounting policies, changes in accounting estimates and errors</li> </ul>
	Presentation of financial statements
	Movement in reserves statement
	Comprehensive income and expenditure statement
	Balance sheet
	Cash flow statement
	Housing revenue account
	Collection Fund (England)
	Statement of Responsibilities  The Association Outcome
	■ The Accounting Statements
	Additional Financial Statements (Housing Revenue Account,
	Collection Fund)
	Notes to the financial statements
	Statements reporting reviews of internal controls or internal financial
	controls
	Events after the reporting period     Polated party disclosures
Format of the Council's	Related party disclosures     The current form of the Council's accounts is available within the
Disclosures relating to	Financial Services department.
Disclosures relating to	Due regard will be given to the disclosure requirements under CIPFA's Accounting Code of Practice.
treasury management	
Treasury-related information requirements	The following information is specifically requested by the external auditor and should be considered an initial request for information. It is usually
of external auditors	followed by more detailed audit testing work which often requires further
or external auditors	information and/or explanations from the Council's officers.
	Information is this context includes internally generated documents
	including those from the Council's treasury management system,
	externally generated documents, observation of treasury management
	practices which support and explain the operation and activities of the
	treasury management function.
	a a a a a a a a a a a a a a a a a a a
	<ul> <li>Determination of Affordable Borrowing Limit under Section 3 of the</li> </ul>
	Local Government Act 2003.
	<ul> <li>Prudential Indicators.</li> </ul>
	<ul> <li>Capital and Investment Strategy including the AIS.</li> </ul>
	, , , ,
	External borrowing:
	new loans borrowed during the year: PWLB certificates /
	documentation in relation to market loans borrowed (including
	copy of agreements, schedule of commitments)
	loan maturities in the year
	compliance with proper accounting practice, regulations and
	determinations for the amortisation of premiums and discounts
	arising on loans restructured during the year and previous years.
	<ul> <li>analysis of loans outstanding at year end including maturity</li> </ul>
	analysis.
	<ul> <li>analysis of borrowing between long- and short-term</li> </ul>
	debt management and financing costs
	<ul> <li>calculation of (i) interest paid (ii) accrued interest</li> </ul>
	■ interest paid
	MRP calculation and analysis of movement in the CFR.
	bank overdraft position.
	brokerage/commissions/transaction related costs.
<u> </u>	

	<ul> <li>Investments: <ul> <li>investment transactions during the year including any transaction-related costs</li> <li>cash and bank balances at year end</li> <li>short-term investments at year end</li> <li>long-term investments at year end (including investments in associates and joint ventures) by asset type, including unrealised gains or losses at year end</li> <li>calculation of (i) interest received (ii) accrued interest</li> <li>actual interest received</li> <li>external fund manager valuations including investment income schedule and movement in capital values, transaction confirmations received (if any)</li> <li>basis of valuation of investments</li> <li>evidence of existence and title to investments (e.g. Custodian's Reports;</li> <li>schedule of any investments in companies together with their latest financial statements); statement of transactions between the company and the Council.</li> </ul> </li> <li>Cash Flow</li> </ul>
	<ul> <li>reconciliation of the movement in cash to the movement in net debt</li> <li>cash inflows and outflows (in respect of long-term financing)</li> <li>cash inflows and outflows (in respect of purchase/sale of long-term investments)</li> <li>net increase/decrease in (i) short-term loans (ii) short-term deposits (iii) other liquid resources</li> </ul>
	Other  external advisors'/consultants' charges
Internal Audit	Internal Audit generally conducts an annual review of the treasury management function and probity testing.
	The internal auditors will be given access to treasury management information/documentation as required by them.
Compliance with CIPFA Treasury Management and Prudential Codes	Auditors may require evidence/demonstration of compliance with external and internal treasury management policies and strategy.
	Any serious breach of the TM Code's recommendations or Prudential Indicators should be brought to the attention of the external auditor.
Costs for treasury management	The budget for treasury management forms part of the Corporate Services budget. Investment income and borrowing costs form a separate item in the Council's accounts.

#### TMP 8: CASH AND CASH FLOW MANAGEMENT

#### **Principle**

Unless statutory or regulatory requirements demand otherwise, all monies in the hands of the Council will be under the control of the CFO, and will be aggregated for cash flow and investment management purposes. Cash flow projections will be prepared on a regular and timely basis, and the CFO will ensure that these are adequate for the purposes of monitoring compliance with *TMP1* [2] liquidity risk management. The present arrangements for preparing cash flow projections and their form are set out in the schedule below.

#### Schedule

Arrangements for preparing /submitting cash flow statements

Cash flow forecasts will be viewed over five time horizons and will be used to formulate the Council's borrowing and investment strategy by identifying periods of surplus or shortfall of cash balances.

The cash flow forecasts and statements are held at operational level electronically.

The accuracy and effectiveness of the Council's cash flows are dependent on the accuracy of estimating expenditure, income and their corresponding time periods.

An **outline medium-term cash flow** model is prepared as part of the budget process, with projections for five further years. It is summarised and looks mainly at cash flows arising from the capital programme, the in-year capital financing requirement, scheduled loan repayments and long-term investment maturities, and anticipated movements in reserves.

A **detailed annual cash flow** is prepared for the financial year once the budget for the ensuing year has been agreed, which is monitored and updated on a monthly basis. It identifies the major inflows and outflows on a month-by-month basis.

It is prepared using the agreed revenue budget and capital programme for the financial year and based on the knowledge obtained from the Council's various service sections incurring the expenditure /receiving the income and can be supplemented by the experience from previous years.

**Daily cash flows** show forecast and planned movements of cash on a daily basis, including the matching of known inflows and payments. This is recorded in the Latima system.

# Content and frequency of cash flow projections

The detailed annual cash flow model includes the following:

- revenue income and expenditure based on the budget.
- profiled capital income and expenditure as per the capital programme.

#### Revenue activities:

#### Inflows:

- revenue support grant
- precepts received
- non domestic rates receipts
- NNDR receipts from national pool
- council tax and business rates receipts
- other government grants
- cash for goods and services
- other operating cash receipts

#### Outflows:

- salaries and payments on behalf of employees
- operating cash payments
- housing benefit paid
- precepts paid
- NNDR payments to national pool
- payments to the capital receipts pool

#### Capital activities including financing

#### Inflows:

- capital grants received
- sale of fixed assets
- other capital cash receipts

#### Outflows:

- purchase of fixed assets
- purchase of long-term investments
- other capital cash payments

# Financing, Servicing of Finance/Returns on Investments Inflows:

- new long-term loans raised
  - new short-term loans raised
- details of withdrawals from investment funds
- interest received
- discount on premature repayment of loan

#### Outflows:

- loan repayments
- premia on premature repayment of loan
- short-term investments
- capital element of finance lease rental payments
- interest paid
- interest element of finance lease rental payments

Monitoring, frequency of cash flow updates	The annual cash flow statement is updated monthly with the actual cash inflows and outflows after taking account of any revisions including those relating to grant income and capital expenditure and will be reconciled with:  • net RSG and NNDR payments as notified; • county council and police authority precepts as notified; • actual salaries and other employee costs paid from account bank statements; • actual payments to Inland Revenue from general account bank statements; • actual council tax received from the general ledger; • actual rent allowances paid from the general ledger; • actual council house rent cash received from the general ledger; • actual capital programme expenditure and receipts from the general ledger;
	<ul> <li>loan principal and interest repayments from bank statements.</li> </ul>
Bank statements procedures	The Council receives bank statements on a daily basis. These are posted independent of the treasury function in order to maintain an adequate separation of duties and are reconciled to the general ledger on a monthly basis.
Payment scheduling	The Council has a policy of paying suppliers in line with agreed terms of trade and the following service standards:  • to make accurate and timely payments to creditors of the Council  • to make urgent payments to creditors within one day if required  • to respond to all written enquiries within five working days
Monitoring debtor/ creditor levels	Debtor levels are monitored by a monthly Sundry Debtors Monitoring Report to the CFO and the Head of Financial Services which will include an analysis of debt by age and details and details of recovery status. A monthly performance indicator is also produced with details of outstanding debt of more than three months old.  The level of Creditor invoices being processed / remaining unpaid is monitored on a daily basis by the e-payments manager. A monthly performance monitor report is produced. Payment runs are three times a week and details of all BACS and cheque payments per run are held by the payments department with a summary of the totals reported to the Principal Group Accountant.
Banking of funds	Instructions for the banking of income are set out in the Council's Financial Procedure Rules.  Cheques received by the Council are collated by the Payments department and sent to a cheque bureau on a daily basis.  The Council does not accept cash at the main office, but for the outstations each department is responsible for banking the cash received.  All the Council's sections are advised of the requirement to bank on a regular basis in order to comply with recommended best practice and also remain within the particular insurance limits for the Council's premises.
Listing of sources of information	The treasury function receives cash flow information as identified above.

Practices concerning	The Council would not normally expect to make prepayments.
prepayments to obtain	However, each case will be examined on its merits, including the risk
benefits	and potential benefit.

#### TMP 9: MONEY LAUNDERING

#### **Background**

The Proceeds of Crime Act (POCA) 2002 consolidated, updated and reformed criminal law in the UK in relation to money laundering. The principal offences relating to money laundering are:

- Concealing, disguising, converting, transferring or removing criminal property from England and Wales, from Scotland or from Northern Ireland
- Being concerned in an arrangement which a person knows or suspects facilitates the acquisition, retention use or control of criminal property
- Acquiring, using or possessing criminal property.

Other offences include failure to disclose money laundering offences, tipping off a suspect either directly or indirectly, and doing something that might prejudice an investigation.

Organisations pursuing relevant businesses were required to

- appoint a nominated officer and implement internal reporting procedures;
- train relevant staff in the subject;
- establish internal procedures with respect to money laundering;
- obtain, verify and maintain evidence and records of the identity of new clients and transactions undertaken and report their suspicions.

In December 2007, the UK Government published the Money Laundering Regulations 2007, which replaced the 2003 Regulations.

CIPFA believes that public sector organisations should "embrace the underlying principles behind the money laundering legislation and regulations and put in place anti money laundering policies, procedures and reporting arrangements appropriate and proportionate to their activities".

#### **Principle**

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 will maintain procedures for verifying and recording the identity of counterparties and reporting suspicions, and will ensure that staff members involved in this are properly trained. The present arrangements, including the name of the officer to whom reports should be made, are detailed in the schedule below.

Anti money laundering policy	This Council's policy is to prevent, wherever possible, the organisation and its staff being exposed to money laundering, to identify the potential areas where it may occur and to comply with all legal and regulatory requirements, especially with regard to the reporting of actual or suspected cases.
	The Council has accepted responsibility to ensure that those of its staff who are most likely to be exposed to money laundering can make themselves fully aware of the law and, where necessary, are suitably trained.

Treasury	The Council will reflect the anti-laundering measures it has in place as
Documentation	part of its treasury documentation. Such measures include:
	Awareness of what constitutes money laundering
	The obligation to report knowledge of / having reasonable
	grounds to believe an offence might be committed
	Maintaining up to date direct dealing and SSI mandates with
	counterparties
Nomination of	(a) The Council has nominated Head of Audit and Performance to be
Responsible Officer(s)	the Money Laundering Reporting Officer to whom any suspicions
responsible emeer(s)	relating to transactions involving the Council will be communicated.
	relating to transactions involving the Council will be communicated.
	(b) The responsible officer will be conversant with the requirements of
	the Proceeds of Crime Act 2002 and will ensure relevant staff are
	appropriately trained and informed so they are alert for suspicious
	transactions.
	(A) The second like (Const. 11 and a second
	(c) The responsible officer will make arrangements to receive and
	manage the concerns of staff about money laundering and their
	suspicion of it, to make internal enquiries and to make reports,
	where necessary, to National Criminal Intelligence Services (NCIS).
	(d) It is the responsibility of all Chief Officers to report all suspected
	irregularities to the Money Laundering Reporting Officer.
	(e) It is the responsibility of the CFO to ensure all suspected financial
	irregularities are reported to the Money Laundering Reporting
	Officer, Chief Executive, the Executive and Standards Committee.

Procedures for
establishing the Identity
of Lenders and
Borrowers

- (a) In the course of its treasury activities, the Council will only borrow from permitted sources identified in *TMP 4*.
- (b) The Council will not accept loans from individuals.
- (c) In the course of its treasury activities, the Council will only invest with those counterparties which are on its approved lending list.
- (d) The identity and authenticity of commercial institutions (banks, building societies and other financial institutions) authorised to carry out borrowing and lending activity in the UK will be checked via the Bank of England / Prudential Regulation Authority's website.
- (e) All receipts/disbursements of funds will be undertaken by BACS or CHAPS settlement.
- (f) Direct Dealing mandates: The Council will provide (in the case of lending) / obtain (in the case of borrowing) and maintain on file dealing mandates with any new money market counterparty. The mandates should be on letter-headed paper, dated and signed.
- (g) All banking transactions will only be undertaken by the personnel authorised to operate the Council's banks accounts.
- (h) If the Council takes / provides loans from individuals, it will establish robust procedures for verifying and recording the appropriate financial and personal information of such individuals.
- (i) When receiving requests for change in payment details, due care will be exercised to ascertain the bona fide of the request and avoid potential fraud. Additional checks will be made through pre-existing contact details for the payee before altering payment details.

#### TMP 10: TRAINING AND QUALIFICATIONS

#### **Principle**

The Council recognises the importance of ensuring that all staff involved in the treasury management function are fully equipped to undertake the duties and responsibilities allocated to them. It will therefore seek to appoint individuals who are both capable and experienced and will provide training for staff to enable them to acquire and maintain an appropriate level of expertise, knowledge and skills. The CFO will recommend and implement the necessary arrangements.

The CFO will ensure that council members tasked with treasury management responsibilities, including those responsible for scrutiny, have access to training relevant to their needs and responsibilities.

Those charged with governance recognise their individual responsibility to ensure that they have the necessary skills to complete their role effectively.

The present arrangements are detailed in the schedule below.

ochedule.	
Qualifications/ experience for treasury staff	Treasury staff are expected to have a professional accountancy qualification or be an experienced member of the Association of Accounting Technicians.
	Cover for day-to-day treasury management can be provided by suitably trained staff with the approval of the CFO.
Details of approved training courses	The courses/events the Council would expect its treasury personnel to consider are:
	<ul> <li>Certificate in International Treasury Management – Public Finance (no longer available for new entrants)</li> <li>Training courses for Accounting, Auditing, Best Value/Competition, Budgeting, Capital Finance &amp; Borrowing, Financial Management run by CIPFA and IPF</li> <li>Any courses/seminars run by Treasury Management Consultants.</li> <li>Attending CIPFA Conference</li> <li>Training attended by those responsible for scrutiny of the treasury function</li> </ul>
	The Council participates in a CIPFA Employer Accreditation Scheme for CPD purposes which is based on planning, recording and evaluating development. Employees are required to register with the scheme and declare participated in the CPD scheme annually. The Council has been awarded Platinum status
Records of training received by treasury staff	Treasury-related training records are maintained by each officer.
Records of training received by those charged with governance	Training records are maintained by those people/committees responsible for governance of treasury management.

#### TMP 11: USE OF EXTERNAL SERVICE PROVIDERS

#### **Principle**

The Council recognises that responsibility for the treasury management decisions remains with the organisation at all times. We recognise the potential value of employing external providers of treasury management services, in order to acquire access to specialist skills and resources. When we employ such service providers, we will ensure it does so for reasons which will have been submitted to a full evaluation of the costs and benefits. we will also ensure that the terms of their appointment and the methods by which their value will be assessed are properly agreed and documented, and subjected to regular review. And we will ensure, where feasible and necessary, that a spread of service providers is used, to avoid over reliance on one or a small number of companies. Where services are subject to formal tender or re-tender arrangements, legislative requirements will always be observed. The monitoring of such arrangements rests with the CFO, and details of the current arrangements are set out in the schedule below.

Schedule	
Contract threshold	The Council's Financial Procedure Rules require that a formal contract is in place with all external service providers. The contract will clearly state the services to be provided and the terms on which they will be provided.
Details of service providers and procedures and frequency for tendering services	(a) Bankers to the Council: HSBC, 12a North Street, Guildford, Surrey, GU1 4AF Contract period: January 2017 to December 2023, extension to December 2016 This service will be re-tendered regularly
	(b) <u>Treasury advisor</u> Arlingclose, 35 Chiswell Street, London, EC1Y 4SE (0844 8808 200) Contract period: April 2017 to March 2024 This service will be re-tendered regularly
	(c) External Fund Managers Payden & Rygel - Invested in 2011 CCLA – invested in March 2013 Aberdeen – invested in February 2014 M&G – invested in February 2014 Schroders – invested in February 2014 City Financials – invested in May 2015 UBS – invested in June 2015
	(d) <u>Brokers</u> :     It is considered good practice for the Council to have at least two brokers and to spread business between them. The Council is not contracted to any of its brokers.
	Tradition - 0207 422 3566 RP Martins - 0207 469 9580 Tullett Prebonne - 0207 200 7042 King and Shaxson – 0207 929 8529 ICAP – 0207 532 3560 BGC – 0207 894 7742
	(e) Treasury System: 07796 114 246 Contract period: from 26 June 2000

Regulatory status of services provided	The Council's external service providers are all regulated by the FCA
Details of service provided by Treasury Advisor	<ul> <li>Strategic Advice on Council Treasury Management Strategy</li> <li>Capital Finance advice</li> <li>Advice on Housing Finance</li> <li>Assistance with the Treasury Management annual strategy report and policy statement</li> <li>Interest rate forecasting, market updates and economic advice</li> <li>Investment policy</li> <li>Credit ratings and counterparty creditworthiness</li> <li>Debt management</li> <li>Fund manager monitoring</li> <li>Seminars and training</li> <li>Access to website</li> </ul>
Bribery Act	The Council is mindful of the requirements of the Bribery Act 2011 and in its dealings with external providers

#### TMP 12: CORPORATE GOVERNANCE

#### **Principle**

The Council is committed to the pursuit of proper corporate governance throughout its businesses and services, and to establishing the principles and practices by which this can be achieved. Accordingly, the treasury management function and its activities will be undertaken with openness and transparency, honesty, integrity and accountability.

The Council has adopted and has implemented the key recommendations of the Treasury Management Code of Practice (Revised 2009). This, together with the other arrangements detailed in the schedule below, are considered vital to the achievement of proper corporate governance in treasury management, and CFO will monitor and, if and when necessary, report upon the effectiveness of these arrangements.

Stewardship responsibilities	The CFO ensures that systems exist to deliver proper financial administration and control and maintaining a framework for overseeing and reviewing the treasury management function.
List of documents to be made available for public inspection.	The following documents are freely available for public inspection: <ul> <li>annual statement of accounts</li> <li>medium term financial strategy</li> <li>5-year capital programme</li> <li>treasury management policy</li> <li>treasury management strategy</li> <li>budget monitoring reports</li> <li>annual treasury report</li> </ul>
Council's website.	Financial information is additionally available on the Council's website.
Procedures for consultation with stakeholders.	Members and senior officers of the Council are consulted via reports to the Executive and officer/member briefing sessions.
List of external funds managed on behalf of others and the basis of attributing interest earned and costs to these investments	The Council does not manage any external funds on behalf of others.

#### Note:

Items the Council would maintain at operational level in the procedures notes file as referred to in this template:

- 1. the Council's credit criteria
- 2. current lending list
- 3. business reserve accounts / money market funds
- 4. counterparties with whom the Council deals direct
- 5. dealing checklist
- 6. deal ticket proforma
- 7. format of the Council's Standard Settlement Instructions form
- 8. settlement procedures
- 9. procedure notes for the Council's on-line banking system
- 10. procedure notes for the Council's treasury management system
- 11. procedure notes for dealing online with counterparties
- 12. procedure for dealing with requests for change of banking/payment details