Permitted Investments

Appendix 1

The Council uses the Link creditworthiness service for specific categories of permitted investments. This utilises credit ratings from the three main credit rating agencies – Fitch, Moody's and Standard & Poors, along with credit watches, outlooks, CDS spreads and country sovereign ratings in a weighted scoring system with an end product of a series of colour coded bands which indicate the relative creditworthiness of specific categories of counterparties for investment.

These colour codes are used by the Council to determine the maximum suggested duration for investment with that counterparty. These are as follows:-

Link Asset Services Colour Code	Maximum Suggested Duration for Investment
Yellow	6 years*
Dark Pink	6 years**
Light Pink	6 years**
Purple	2.5 years
Blue	1.25 years***
Orange	1.25 years
Red	7 months
Green	120 days
No colour	Not to be used

- * Note the yellow colour category is for:- UK Government Debt, or its equivalent, Money Market Funds (MMF's), and collateralised deposits where the collateral is UK Government Debt
- ** Dark Pink for Ultra Short Dated Bond Funds with a credit score of 1.25; Light Pink for Ultra Short Dated Bond Funds with a credit score of 1.5
- *** Only applies to nationalised or semi-nationalised UK banks

Note that the maximum suggested durations listed above have been extended by 1 year (when compared to the suggested maximum durations provided by Link) for the Yellow, Dark Pink, Light Pink categories (and so to 6 years); the Purple category by 6 months to 2.5 years; the Blue and Orange categories by 3 months to 1.25 years; the Red category by a month to 7 months, and the Green category by 20 days to 120 days. This is to allow flexibility around these durations on the margins e.g. the placement of a 13 month fixed term deposit for a counterparty rated Orange or Blue. A thorough appraisal of the additional risk involved in extending the duration of any deposit (marginally) beyond the maximum suggested by Link, against any enhanced value to the portfolio, will be undertaken prior to the placement of any deposit.

1.1 Deposits

Investment Category	Minimum Credit Criteria	Liquidity risk	Market risk	Max %/£m of total investments	Max. maturity period
Debt Management Agency Deposit Facility		Term	No	100%	6 months
Term deposits – local authorities		Term	No	100%	5 years
Call accounts – banks and building societies	Green	Instant	No	100%	1 day
Term deposits / Notice Accounts – banks and building societies	Yellow Purple Blue Orange Red Green No Colour	Term	No	100%	Up to 6 yrs Up to 2.5 yrs Up to 1.25 yrs Up to 1.25 yrs Up to 7 mths Up to 120 days Not for use
Fixed term deposits with variable rate and variable maturities: - Structured deposits	Yellow Purple Blue Orange Red Green No Colour	Term	No	100%	Up to 6 yrs Up to 2.5 yrs Up to 1.25 yrs Up to 1.25 yrs Up to 7 mths Up to 120 days Not for use

1.2 Deposits with counterparties currently in receipt of government support / ownership

Investment Category	Minimum Credit Criteria	Liquidity risk	Market risk	Max %/£m of total investments	Max. maturity period
UK nationalised banks – Call accounts	Blue	Instant	No	100%	1 day
UK nationalised banks – Term Deposits / Notice Accounts	Blue	Term	No	100%	1.25 years
UK nationalised banks – Fixed term deposits with variable rate and variable maturities: - Structured deposits	Blue	Term	No	100%	1.25 years
Non-UK(high sovereign rated country) nationalised banks – Call accounts	Green	Instant	No	100%	1 day
Non-UK (high sovereign rated country) nationalised banks:- Term Deposits / Notice Accounts	Yellow Purple Blue Orange Red Green No Colour	Term	No	100%	Up to 6 yrs Up to 2.5 yrs Up to 1.25 yrs Up to 1.25 yrs Up to 7 mths Up to 120 days Not for use
Non-UK (high sovereign rated country) nationalised banks:- Fixed term deposits with variable rate and variable maturities: - Structured deposits	Yellow Purple Blue Orange Red Green No Colour	Term	No	100%	Up to 6 yrs Up to 2.5 yrs Up to 1.25 yrs Up to 1.25 yrs Up to 7 mths Up to 120 days Not for use

If forward deposits are made, the forward period plus the deal period equate to the maximum maturity period.

1.3 Collective investment schemes structured as Open Ended Investment Companies (OEICs)

Investment Category	Minimum Credit Criteria	Liquidity risk	Market risk	Max %/£m of total investments	Max. maturity period
Government Liquidity Funds	AAA	Instant	No	100%	1 day
Money Market Funds CNAV	AAA	Instant	No	100%	1 day
Money Market Funds LVNAV	AAA	Instant	No	100%	1 day
Money Market Funds VNAV	AAA	Instant	No	100%	1 day
Ultra Short Dated Bond Funds with a credit score of 1.25	AAA	T+1 to Yes 10		100%	1 week
Ultra Short Dated Bond Funds with a credit score of 1.5	AAA	T+1 to T+5	Yes	100%	1 week
Bond Funds	AAA	T+2 or longer	Yes	50%	2 days
Gilt Funds	AAA	T+2 or longer	Yes	50%	2 days

1.4 Securities issued or guaranteed by governments

Investment Category	* Minimum Credit Criteria	Liquidity risk	Market risk	Max %?£m of total investments	Max. maturity period
Treasury Bills	UK sovereign rating	Sale T+1	Yes	100%	50 years
UK Government Gilts	UK sovereign rating	Sale T+1	Yes	100%	50 years
Bond issuance issued by a financial institution which is explicitly guaranteed by the UK Government e.g. National Rail	UK sovereign rating	Sale T+3	Yes	100%	50 years
Sovereign bond issues (other than the UK govt)	AAA (or state your criteria if different)	Sale T+1	Yes	100%	50 years
Bonds issued by multilateral development banks	AAA (or state your criteria if different)	Sale T+1	Yes	100%	50 years

1.5 Securities issued by corporate organisations

Investment Category	* Minimum Credit Criteria	Liquidity risk	Market risk	Max % of total investments	Max. maturity period
Certificates of deposit issued by banks and building societies	Yellow Purple Blue Orange Red Green No Colour	Sale T+0	Yes	100%	Up to 6 yrs Up to 2.5 yrs Up to 1.25 yrs Up to 1.25 yrs Up to 7 mths Up to 120 days Not for use
Commercial paper other	Yellow Purple Blue Orange Red Green No Colour	Sale T+0	Yes	100%	Up to 6 yrs Up to 2.5 yrs Up to 1.25 yrs Up to 1.25 yrs Up to 7 mths Up to 120 days Not for use
Floating rate notes	Yellow Purple Blue Orange Red Green No Colour	Sale T+2	Yes	100%	Up to 6 yrs Up to 2.5 yrs Up to 1.25 yrs Up to 1.25 yrs Up to 7 mths Up to 120 days Not for use
Corporate Bonds other	Yellow Purple Blue Orange Red Green No Colour	Sale T+2	Yes	100%	Up to 6 yrs Up to 2.5 yrs Up to 1.25 yrs Up to 1.25 yrs Up to 7 mths Up to 120 days Not for use

1.6 Other

Investment Category	Minimum Credit Criteria	Liquidity risk	Market risk	Max %/£m of total investments	Max. maturity period
Local authority mortgage guarantee scheme.	Blue	Term	No	50%	5 years
Loans to Third Parties	n/a	Term	No	£25m	25 years
Subordinated Debt Subscription to Newbattle Centre SPV	n/a	Term	No	£0.326m	22 years
ESCO	n/a	Term	No	£10.2m	n/a

Treasury Risks and Mitigating Controls for each type of investment are as outlined in the Treasury Management & Annual Investment Strategy Statement – 2022/23 Detailed – Appendix 5.3.

Prudential Indicators

Appendix 2

1. Prudential Indicators for Affordability

These indicators provide an indication of the impact of the capital investment plans on the Council's overall finances.

1.1 Estimates of Ratio of Financing Costs to Net Revenue Stream

This indicator identifies the trend in the cost of capital (borrowing and other long term obligation costs net of investment income) against the net revenue stream.

Ratio of Financing Costs to Net Revenue Stream										
%	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26				
Actual Estimate Estimate Estimate Estima										
General Services	2.03%	1.08%	1.25%	2.60%	2.70%	2.72%				
HRA	38.86%	38.27%	43.16%	55.21%	55.12%	55.17%				

The figures above are based on the current General Services and HRA Capital Plans.

1.2 HRA Ratios

The following indicator identifies the ratio of overall debt on the HRA account compared to annual house rent revenue.

HRA Debt as a % of Gross Revenue										
	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26				
	Actual	Estimate	Estimate	Estimate	Estimate	Estimate				
HRA debt £000's	£ 172,394	£ 182,419	£ 294,230	£ 335,663	£ 342,248	£ 343,999				
HRA revenues £000's	£ 30,004	£ 30,570	£ 31,950	£ 32,873	£ 34,781	£ 35,787				
Ratio of debt to revenues %	575%	597%	921%	1021%	984%	961%				

The following indicator identifies the ratio of overall debt on the HRA account per HRA dwelling.

HRA Debt per Dwelling									
	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26			
	Actual	Estimate	Estimate	Estimate	Estimate	Estimate			
HRA debt £000's	£ 172,394	£ 182,419	£ 294,230	£ 335,663	£ 342,248	£ 343,999			
Number of HRA dwellings	7,002	7,170	7,451	7,841	8,212	8,224			
Debt per dwelling £	£ 24,621	£ 25,442	£ 39,489	£ 42,809	£ 41,677	£ 41,829			

1.3 Net Income from Service & Commercial Investments as a proportion of Net Revenue Stream

A new indicator will be developed as part of the implementation of the new Prudential Code which identifies the ratio of net income from service and commercial investments as a proportion of the net General Services revenue stream.

2. Prudential Indicators for Capital Expenditure

The Council's capital expenditure plans are the key driver of treasury management activity. The output of the capital expenditure plans is reflected in the prudential indicators, which are designed to assist members' overview and confirm capital expenditure plans.

2.1 Estimated Capital Expenditure

This indicator shows the gross capital spend included in the relevant capital plans.

Capital Expenditure												
	2	2020/21	2	2021/22	4	2022/23	2	2023/24	2	2024/25	2	2025/26
	ı	Actual	E	stimate	E	Stimate	E	stimate	Ε	stimate	E	stimate
		£000's		£000's		£000's		£000's	:	£000's		£000's
General Services												
Place	£	14,709	£	14,901	£	34,115	ш	23,718	£	16,322	£	9,529
People & Partnerships	£	10,780	£	10,489	£	33,760	£	35,853	£	32,560	£	10,747
Council Transformation	£	69	£	776	£	1,019	ш	7,421	£	11,725	£	1,039
Provision for Return of Contingencies	£	-	£	(639)	£	(654)	ш	(1,722)	£	(1,675)	£	(1,515)
Total General Services	£	25,558	W	25,527	£	68,240	ш	65,270	£	58,933	£	19,799
Total HRA	£	15,632	£	45,559	£	124,894	£	56,651	£	14,858	£	10,114
Combined Total	£	41,190	£	71,086	£	193,134	£	121,920	£	73,790	£	29,913

2.2 Financing of Capital Expenditure

This indicator shows how the Capital Expenditure forecasts are being financed by capital or revenue resources. Any shortfall of resources results in a funding borrowing need.

Capital Expenditure and Available Financing									
	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26			
	Actual	Estimate	Estimate	Estimate	Estimate	Estimate			
	£000's	£000's	£000's	£000's	£000's	£000's			
Capital Expenditure									
General Services	£ 25,558	£ 25,527	£ 68,240	£ 65,270	£ 58,933	£ 19,799			
HRA	£ 15,632	£ 45,559	£ 124,894	£ 56,651	£ 14,858	£ 10,114			
Total	£ 41,190	£ 71,086	£ 193,134	£ 121,920	£ 73,790	£ 29,913			
Financed by:									
Capital receipts	£ 998	£ 72	£ -	£ -	£ -	£ -			
Capital grants	£ 20,194	£ 15,907	£ 22,214	£ 28,277	£ 11,937	£ 8,186			
Capital reserves	£ -	£ 27,000	£ 3,000	£ 2,533	£ 7,694	£ -			
Developer/Other Contributions	£ 3,661	£ 3,143	£ 14,822	£ 8,402	£ 8,363	£ 5,566			
Net financing need for the year	£ 16,337	£ 24,963	£ 153,098	£ 82,709	£ 45,797	£ 16,161			

2.3 Estimated Capital Financing Requirement

This indicator measures the Council's maximum underlying need to borrow for capital purposes and other long term liabilities over the next three years.

Capital Financing Requirement (CFR)						
·	2020/21 2021/22		2022/23	2023/24	2024/25	2025/26
	Actual	Estimate	Estimate	Estimate	Estimate	Estimate
	£000's	£000's	£000's	£000's	£000's	£000's
Capital Financing Requirement						
CFR – General Services	£ 119,929	£ 130,387	£ 166,151	£ 202,023	£ 234,144	£ 237,587
CFR – HRA	£ 172,394	£ 182,419	£ 294,230	£ 335,663	£ 342,248	£ 343,999
CFR – PFI Schemes	£ 99,203	£ 95,914	£ 92,433	£ 88,739	£ 84,815	£ 80,661
Total CFR	£ 391,526	£ 408,720	£ 552,814	£ 626,425	£ 661,207	£ 662,247
Movement in CFR	£ (2,376)	£ 17,194	£ 144,094	£ 73,611	£ 34,782	£ 1,040
Movement in CFR represented by						
Net financing need for the year (previous table)	£ 16,337	£ 24,963	£ 153,098	£ 82,709	£ 45,797	£ 16,161
Less Scheduled Debt Amortisation	£ (8,170)	£ (5,670)	£ (5,843)	£ (10,214)	£ (10,961)	£ (10,967)
Less net PFI Finance Lease Principal Payments	£ (10,543)	£ (3,289)	£ (3,481)	£ (3,694)	£ (3,924)	£ (4,154)
Movement in CFR	£ (2,376)	£ 16,004	£ 143,774	£ 68,801	£ 30,912	£ 1,040

3. Prudential Indicators for Prudence

3.1 Net Borrowing Requirement

This indicator shows the amount of external borrowing required to finance the current debt outstanding on capital projects.

Net Borrowing Requirement						
	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
	Actual	Estimate	Estimate	Estimate	Estimate	Estimate
	£000's	£000's	£000's	£000's	£000's	£000's
External Debt						
Debt at 1 April	£ 269,077	£ 274,795	£ 323,450	£ 460,382	£ 537,686	£ 576,392
Actual/Expected change in Debt	£ 5,718	£ 48,655	£ 136,932	£ 77,305	£ 38,706	£ 5,194
Other long-term liabilities (OLTL)	£ 109,746	£ 99,203	£ 95,914	£ 92,433	£ 88,739	£ 84,815
Actual/Expected change in OLTL	£ (10,543)	£ (3,289)	£ (3,481)	£ (3,694)	£ (3,924)	£ (4,154)
Actual/Expected Gross Debt at 31 March	£ 373,998	£ 419,364	£ 552,815	£ 626,425	£ 661,207	£ 662,247
The Capital Financing Requirement	£ 391,526	£ 408,720	£ 552,814	£ 626,425	£ 661,207	£ 662,247
Under / (over) borrowing	£ 17,528	£ (10,644)	£ -	£ -	£ -	£ -
Deposits						
Cash & Cash Equivalents	£ 56,287	£ 65,000	£ 25,000	£ 25,000	£ 25,000	£ 25,000
Short-Term Investments	£ 74,985	£ 70,000	£ 55,000	£ 45,000	£ 40,000	£ 40,000
Total Deposits	£ 131,272	£ 135,000	£ 80,000	£ 70,000	£ 65,000	£ 65,000

4. Prudential Indicators for External Debt

4.1 Operational Boundary

This is the limit beyond which external debt is not normally expected to exceed and will be the focus of day to day treasury management. Typically, this would be a similar figure to the CFR, but may be lower or higher depending on the levels of actual debt.

For this Council:-

- the Operational Boundary for Borrowing has been calculated to equate directly to the value of the CFR for General Services and HRA combined, over the current financial year and the following 4 financial years (2021/22 to 2025/26); and
- the Operational Boundary for Other Long-Term Liabilities has been calculated to equate directly to the in-year CFR for Other Long-Term Liabilities, given the known contractual provisions for the repayment of debt within the Council's two PPP agreements.

Operational Boundary					
	2021/22	2022/23	2023/24	2024/25	2025/26
	Estimate	Estimate	Estimate	Estimate	Estimate
	£000's	£000's	£000's	£000's	£000's
Operational Boundary - Borrowing	£312,806	£460,381	£ 537,686	£ 576,392	£ 581,586
Operational Boundary - Other long term liabilities	£ 95,914	£ 92,433	£ 88,739	£ 84,815	£ 80,661
Total	£408,720	£552,814	£ 626,425	£ 661,207	£ 662,247

Should the Operational Boundary be breached, for example as a result of a decision taken to borrow in advance (should market conditions indicate that it is prudent to do so), this will be reported to Council at the next available opportunity.

4.2 Authorised Limit of Total External Debt

This indicator sets the limit for total external debt.

In an active Treasury Management policy it is sometimes prudent to borrow in advance of need if interest rates are expected to rise.

In order to continue to service the ongoing external debt and finance the current capital programmes the Council needs to increase its external borrowing to £581.586 million by 31 March 2026. Within the Capital Plans, there are assumptions regarding capital receipts and developer contributions which when applied to the Council's capital plans reduce the Council's borrowing requirements. However, the realisation of these capital receipts and developer contributions carry inherent uncertainty around both the timing and value of each receipt/contribution, given that they are largely dependent upon economic and market activity which are outwith the Council's control. Therefore, in order to calculate the Authorised Limit for Borrowing, these capital receipts and developer contributions have been added to the Capital Financing Requirement, to give the Council flexibility to fully borrow in advance of need (if market conditions support this action) should these receipts and contributions be unable to be realised in the short term. This therefore reflects a level of borrowing which, while not desired, could be afforded but is not sustainable.

It is expected that, given current market conditions, no borrowing in advance of need for the remainder of 2021/22 and throughout 2022/23 will be undertaken, and that all borrowing undertaken in these periods will be aligned to match as closely as possible to the incurrence of capital expenditure in the remainder of 2021/22 and throughout 2022/23. Should market conditions materially change and which would support any borrowing in advance of need, any

borrowing drawn would be supported by a business case which will appraise the anticipated savings in borrowing costs (from expected increases in rates later in the year / in forthcoming years) against the carrying cost associated with borrowing in advance of need.

Council is therefore asked to approve that, rather than restrict borrowing to £312.806 million for 2021/22, £460.381 million for 2022/23, £537.686 million for 2023/24, £576.392 million for 2024/25, and £581.586 million for 2025/26, that permission be granted to borrow up to the 2025/26 Authorised Limit for Borrowing of £621.955 million as shown in the table below), if market conditions support this action.

Adopting this approach will secure lower costs for future years but care will be taken to ensure that the cost of carry is minimised and that the maturity structure of all debt is sufficiently robust to ensure that the Capital Financing Requirement at 31 March 2026 remains achievable.

Authorised Limit						
	2021/22	2022/23	2023/24	2024/25	2025/26	
	Estimate	Estimate	Estimate	Estimate	Estimate	
	£000's	£000's	£000's	£000's	£000's	
Authorised Limit - Borrowing	£621,955	£621,955	£ 621,955	£ 621,955	£ 621,955	
Authorised Limit - Other long term liabilities	£ 95,914	£ 92,433	£ 88,739	£ 84,815	£ 80,661	
Total Debt	£717,869	£714,388	£ 710,694	£ 706,770	£ 702,616	

Reconciliation of calculation of Authorised Limit for borrowing:-

Reconciliation of Authorised Limit for Borrowing				
	£000's			
CFR - General Services at 31 March 2026	£ 237,587			
CFR - HRA at 31 March 2026	£ 343,999			
Capital Receipts 21/22 to 25/26 unrealised to date	£ 72			
Developer/Other Contributions 21/22 to 25/26 unrealised to date	£ 40,297			
Authorised Limit for Borrowing	£ 621,955			

5. Prudential Indicators for Treasury Management

5.1 Upper limits on Fixed and Variable Interest Rates

This indicator limits the amount of external debt that may be held at fixed or variable rates. These limits are proposed to be as follows:-

Upper Limits on Exposure to Fixed and Variable Interest Rates 2022/23				
Interest rate exposures		Upper Limit		
Limits on fixed interest rates based on gross debt		100.00%		
Limits on variable interest rates based on gross debt		30.00%		
Limits on fixed interest rates based on investments		100.00%		
Limits on variable interest rates based on investments		100.00%		

5.2 Maturity Structure of Borrowing

This indicator sets the upper and lower limits of the time scales within which external debt may be held.

The Treasury Management Code of Practice requires that LOBO's with a call date in the next 12 months are classified as short-term borrowing rather than longer-term (10 year+) borrowing.

In addition, the Code also recommends that where an authority's debt is typically very long term (i.e. for a period of greater than 10 years), that authorities should break down the period in excess of 10 years into several ranges, for example 10 to 20 years, 20 to 30 years, etc.

With the above in mind, the proposed upper and lower limits for each maturity band are shown below, with the overall aim to ensure a spreading approach to avoid a cluster of high value loans maturing/requiring refinancing within a short period of time.

Maturity Structure of Borrowing 2022/23					
Maturity structure of fixed interest rate borrowing 2022/23	Lower	Upper			
Under 12 months	0.00%	50.00%			
12 months to 2 years	0.00%	50.00%			
2 years to 5 years	0.00%	50.00%			
5 years to 10 years	0.00%	50.00%			
10 years to 20 years	0.00%	50.00%			
20 years to 30 years	0.00%	50.00%			
30 years to 40 years	0.00%	50.00%			
40 years to 50 years	0.00%	50.00%			
50 years and above	0.00%	50.00%			
Maturity structure of variable interest rate borrowing 2021/22	Lower	Upper			
Under 12 months	0.00%	30.00%			
12 months to 2 years	0.00%	30.00%			
2 years to 5 years	0.00%	30.00%			
5 years to 10 years	0.00%	30.00%			
10 years to 20 years	0.00%	30.00%			
20 years to 30 years	0.00%	30.00%			
30 years to 40 years	0.00%	30.00%			
40 years to 50 years	0.00%	30.00%			
50 years and above	0.00%	30.00%			

5.4 Total Principal Sums Invested for Periods Longer than 365 Days

This indicator relates to the total level of investments held for periods longer than 365 days.

Principal Sums Invested for > 365 Days				
Limit		£70m		

The current strategy as outlined in the body of these reports is to continue to cash-back the Council's balance sheet reserves. It is expected that the majority of this will be in the form of fixed term deposits and/or certificates of deposit. Given expected reserve forecasts and the current interest rate environment, in particular the short-medium term forecast for the Council's Capital Fund and HRA Reserve, the limit for prinicipal sums invested for > 365 days has been retained at £70m.

For its cash flow generated balances, the Council will seek to utilise its business reserve instant access accounts and money market funds.

5.5 Liability Benchmark

A new indicator will be developed as part of the implementation of the new Treasury Management Code which identifies future borrowing needs against the maturity profile of the Council's existing loan portfolio.