

TREASURY MANAGEMENT POLICY

Policy Type:	Council
Responsible Department:	Business Support & Improvement
Responsible Officer:	Manager Finance and Procurement
Related Policies and Procedures	<ul style="list-style-type: none"> • Open Space Fund Policy • Prudential Management Policy • Procurement Policy • Long-term Financial Plan • Infrastructure and Asset Management Plan • Delegations Framework • Project Management Framework
Community Plan Link	<p>4. Civic Leadership</p> <p>4.1 We have strong leadership and governance</p> <p>4.2 Council provides best value services to the Community</p> <p>4.3 Our business systems are effective and transparent</p>
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1. PREAMBLE

- 1.1. The Treasury Management Policy guides Council's decision making regarding the financing of its strategic objectives, as covered by its Long-term Financial Plan and Annual Business Plan and Budget, and management of its cash investments.

2. SCOPE

- 2.1. The scope within which the treasury functions will operate will ensure that:
- 2.1.1. Funds are available as required to support strategic objectives and approved expenditure;
 - 2.1.2. Interest rate and other risks (e.g. liquidity and investment credit risks) are acknowledged and responsibly managed;
 - 2.1.3. The net interest costs associated with borrowing and investing are reasonably minimised on average over the longer term;
 - 2.1.4. Medium to longer term objectives of the Long-term Financial Plan are not compromised;

- 2.1.5. Where possible, the structure of the borrowing is appropriate for the nature of the assets being funded; and
- 2.1.6. Council's funding activities are in accordance with its legislative and common law responsibilities.

3. POLICY PURPOSE/OBJECTIVES

- 3.1. The objective of this policy is to enable Council to manage its treasury functions: borrowings, investments, and associated cash flow; holistically in a manner that ensures financial sustainability and supports strategic management plans.
- 3.2. This means Council will:
 - 3.2.1. Maintain a target range for its Net Financial Liabilities ratio;
 - 3.2.2. Generally only borrow funds to support long-term cash flow to fund new and upgraded assets identified in Council endorsed strategies. This may include strategic land purchases, recognising the *Open Space Fund Policy* has been established to fund the purchase of open space;
 - 3.2.3. Only retain or quarantine money for a particular future purpose when required by legislation or part of an agreement;
 - 3.2.4. Apply, where cost effective, any funds that are not immediately required to meet approved expenditure, to reduce the level of borrowings or to defer and/or reduce the level of new borrowings that would otherwise be required;
 - 3.2.5. Not borrow for funding annual operational expenditure.
- 3.3. With reference to Borrowings, subject to meeting Net Financial Liabilities Ratio targets:
 - 3.3.1. Council aims to borrow 'long for long' and 'short for short', i.e. where possible, the structure of the borrowing is appropriate for the nature of the assets being funded. However, any borrowing arrangement still needs to meet the overall treasury objective of minimising the costs of borrowings in the medium term by also considering future capital receipts and outlays.
 - 3.3.2. It is appropriate to borrow for financing of strategic land purchases and to fund capital upgrading/new assets particularly if used for revenue generating purposes.
 - 3.3.3. Significant spikes in asset renewal expenditure can be considered for borrowing.

4. DEFINITIONS

<i>the Act</i>	Means the <i>Local Government Act 1999</i> .
<i>Annual Business Plan</i>	The plan and budget for each financial year that outlines annual and long-term objectives, annual activities, and performance measures, in accordance with section 123 of the Act.
<i>Financial Sustainability</i>	Where the Council has sufficient funds to meet all resource and financial obligations, and the long-term financial performance and position is sustainable where planned Long-term service and infrastructure

	levels and standards are met without unplanned increases in rates or disruptive cuts to services.
Local Government Financing Authority (LGFA)	The Government guaranteed statutory authority established to develop and implement borrowing and investment programs for the benefit of Councils and prescribed local government bodies within the State.
Long-term Financial Plan	Financial projections for the Council's planned activities over a 10 year timeframe, as required by s122 of the Act
Net Financial Liabilities (NFL)	Total liabilities less financial assets, where financial assets for this purpose include cash, investments, receivables and prepayments, but exclude equity held in a Council subsidiary, inventories and assets held for sale. The Net Financial Liabilities Ratio is calculated by expressing net financial liabilities at the end of the year as a percentage of total operating revenue for the year.
Surplus Funds	Funds over and above a level which is required to meet Council's immediate working capital requirements.
Treasury Management	Activities which are related to the funding of Council operations. This includes funds management, cash flow budgeting, investment of surplus funds and borrowings.

5. ROLES AND RESPONSIBILITIES

5.1. Council

Council is responsible for the:

- 5.1.1. Endorsing council's Treasury Management Policy;
- 5.1.2. Setting the targets for the Long-term financial plan, including the Net Financial Liabilities Ratio in relation to debt and borrowing capacity; and
- 5.1.3. Approving council's loans and loan facilities;
- 5.1.4. Monitoring the financial sustainability of the Council and any risks in relation to council's debt and borrowing capacity.

5.2. Audit Committee

The Audit Committee is responsible for:

- 5.2.1. Reviewing and recommending the endorsement of the Treasury Management Policy;
- 5.2.2. Reviewing and making recommendations to the Council regarding the assumptions, financial indicators and targets in the Long-term Financial Plan, including the financial sustainability of the Council and any risks in relation council's debt and borrowing capacity;

- 5.2.3. Reviewing the council's treasury management performance, and where required, providing advice on Council's borrowings and investments;

5.3. Chief Executive Officer

The Chief Executive Officer is responsible for:

- 5.3.1. Monitoring and reporting on Council's financial sustainability in regards to borrowings council's actual and forecast debt levels.

5.4. Executive Management Team

- 5.4.1. The Executive Management Team is responsible for being informed on council's loans, borrowings and investments to:

- 5.4.1.1. facilitate informed decision making, and
- 5.4.1.2. exercise their delegations in accordance with this Policy.

5.5. Manager Finance and Procurement

The Manager Finance and Procurement will be responsible for:

- 5.5.1. The administration of this Policy on behalf of Council;
- 5.5.2. Forecasting the borrowing requirements as part of the annual review of the Long-Term Financial Plan and preparation of the Annual Business Plan and Budget;
- 5.5.3. Establishing and managing council's loans and loan facilities in accordance with this Policy; and
- 5.5.4. Reporting to Audit Committee and Council on the council's treasury management performance.

5.6. Team Leader Financial Accounting

- 5.6.1. The Team Leader Financial Accounting will be responsible for monitoring and managing council's short term (day-to-day) cash flow, in consultation with the Manager Finance and Procurement and accordance with this Policy.

- 5.7. Decision making in relation to application of this Policy will be in accordance with Clause 7: Policy Delegations.

6. POLICY STATEMENT

6.1. Treasury Management Strategy

- 6.1.1. Council's operating and capital expenditure decisions are made on the basis of:
 - 6.1.1.1. Identified community need and benefit relative to other expenditure options;
 - 6.1.1.2. The cost effectiveness of the proposed means of service delivery; and
 - 6.1.1.3. The affordability of proposals having regard to Council's long-term financial sustainability, including consideration of the cost of capital and the impact of the proposal on Council's Net Financial liabilities ratio.

6.2. Inter-generational Equity Funding

6.2.1. Council shall strive to achieve equity between generations of ratepayers (inter-generational equity) whereby the mechanisms to fund specific capital expenditure and operations take into account the ratepayers who benefit from the expenditure and therefore on a user pay basis, who should pay for the costs associated with such expenditure.

6.3. Long-term Sustainability of Council

6.3.1. The level of borrowings shall be within the adopted Net Financial liabilities ratio to ensure the long-term sustainability of Council.

6.4. Borrowing

6.4.1. All borrowings will be considered in the context of Council's strategic priorities and borrowing levels in line with Council's Long-term Financial Plan and adopted targets.

6.4.2. Short Term Cash Flow Management

6.4.2.1. Short term cash advance may be used to sustain the cash flows of Council having regard to anticipated receipts and expenditures and the annual cash flow budget. For this purpose, Council may operate an overdraft on its bank account and/or a cash advance facility from a financial institution.

6.4.3. Interest Rate Risk Exposures

6.4.3.1. For Council to minimise net interest costs on average over the longer term, and at the same time, manage interest rate movement risks within acceptable limits, both fixed and variable interest rate borrowings should be considered.

6.4.3.2. Management shall not speculate on interest rate movements.

6.4.4. Fixed and Variable Interest Borrowings

6.4.4.1. In order to ensure that there is an appropriate mix of interest rate exposure, as old borrowings mature, and new borrowings are raised, Council will endeavour to restructure its portfolio of borrowings in order to progressively achieve and strive to maintain a mixture of fixed and variable interest rate borrowings.

6.4.4.2. In order to spread its exposure to interest rate movements, Council will aim to have a variety of maturity dates on its fixed interest rate borrowings over the available maturity spectrum.

6.4.4.3. Fixed and variable borrowing activities will comply with Council's Procurement Policy.

6.4.5. Risk Minimisation

6.4.5.1. To reduce the level of risk:

- Council approval is required for all new loans.
- Loans are to be provided by institutions with Long-term credit ratings of "AA-" or better.

- All new loans are to be tendered to at least two lending institutions.

6.4.6. Borrowing Redemption

6.4.6.1. When surplus funds exist, the decision to repay borrowings shall be made based on the facts available at the time giving due regard to minimising the overall cost to Council.

6.5. Investments

6.5.1. Council funds that are not immediately required for operations and that cannot be applied to either reduce existing borrowings or avoid the arising of new borrowings, will be invested. The balance of funds held in any operating bank account that does not provide investment returns at least consistent with 'at call' market rates, shall be kept at a level that is no greater than is required to meet immediate working capital requirements.

6.5.2. All investments will be considered in the context of Council's strategic priorities to ensure Council maximises the return on surplus funds.

6.5.3. To manage the level of risk Council will limit its investments to secure organisations. In addition, Council is prohibited from directly acquiring shares in a company. Therefore, without Council approval, investments are limited to:

- Deposits with the Local Government Finance Authority;
- Bank interest bearing deposits
- Bank accepted/ endorsed bank bills
- Bank negotiable Certificate Deposits, and State / Commonwealth Government Bonds.

6.5.4. This policy does not insist that the highest interest rate should be accepted, but that the investment which delivers the best value to Council should be selected.

6.6. Hedging and other financial arrangements

6.6.1. Council may consider the use of hedging and other financial arrangements but only as a mechanism to reduce interest rate risk exposure and not for speculative trading.

6.7. Reporting

6.7.1. At least once a year, Council via the Audit Committee, shall receive a specific report regarding treasury management performance relative to this policy document.

6.7.2. This report shall highlight:

6.7.2.1. For each Council borrowing and investment, the quantum of funds, its interest rate and maturity date, and changes in the quantum since the previous report;

6.7.2.2. The portion of fixed interest rate and variable interest rate borrowings at the end date of the reporting period; and

6.7.2.3. Full details and explanation of any instances of deviation from this policy during the year.

7. POLICY DELEGATIONS

- 7.1. Section 44(3)(c) of the Act provides that a council must approve all loans and clearly states that the power to borrow money cannot be delegated from the Council itself.
- 7.2. In terms of Investments, there is no restriction upon the delegation of the powers at Section 139 or the duty at Section 140 of the Act.
- 7.3. Investment/Loan Transactions within new facilities, which must be within the debt levels approved by Council, have been delegated to the following:
- Chief Executive Officer
 - All General Managers
 - Manager Finance and Procurement
- or a combination of two of the following
- Manager Finance and Procurement,
 - Team Leader Financial Accounting, and
 - Financial Accountant.
- 7.4. Investment/Loan Transactions within existing approved facilities are delegated to:
- CEO
 - All General Managers
 - Manager Finance and Procurement
 - Team Leader Financial Accounting
 - Financial Accountant

8. LEGISLATION

8.1. Local Government Act 1999

8.1.1. Chapter 8 Sections 122 and 123, provides that a council should have strategic plans and an annual budget.

8.1.2. Borrowings

8.1.2.1. Chapter 9 Sections 133 and 134 provides that a council can:

- Obtain funds from a range of sources, including taxation and borrowing appropriate to the Council carrying out its functions;
- Borrow funds and enter into arrangements to protect against;
- adverse interest rate movements on borrowings; and
- Invest Council funds.

8.1.2.2. Section 44(3)(c) of the Act provides that a council must approve all loans and clearly states that the power to borrow money cannot be delegated from the Council itself.

8.1.3. Investments

8.1.3.1. Chapter 9 Sections 139 and 140 provides that a council:

- Empowers councils to invest money;
- Council must exercise care, diligence and skill that a prudent person of business would exercise in managing the affairs of other persons;
- Avoid investments that are speculative or hazardous in nature; and
- A council must review the performance of its investments at least annually.

8.1.3.2. Section 44 enables a council to delegate this function.

8.1.3.3. Section 47 prohibits a council from directly acquiring shares in a company.

8.2. Local Government (Financial Management) Regulations 2011

8.2.1. Regulation 5 requires the preparation of a Budgeted Statement of Cash Flows covering Council's Long-term Financial Plans and Budgets as part of the Council's annual budget papers.

8.3. LGA Financial Sustainability Information Papers

8.3.1. Information Paper 9 Financial Indicators - Revised May 2015

8.3.2. Information Paper 10 Debt - Revised February 2015

8.3.3. Information Paper 15 Treasury Management - Revised February 2015.

9. AVAILABILITY OF POLICY

9.1. The Policy can be downloaded, free of charge, from Council's website:

www.unley.sa.gov.au.

9.2. A printed copy may be purchased on request at:

The Civic Centre,
181 Unley Road, Unley SA 5061.

10. DOCUMENT HISTORY

Date	Ref/Version No.	Comment
15 December 2008	C386/08: V1	
26 July 2010	C701/10: V2	
23 May 2011	C133/11: V3	
28 May 2012	C420/12: V4	
26 September 2016	C600/16: V5	
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