

Notice of a public meeting of

Audit and Governance Committee

- To:** Councillors Lomas (Chair), Fisher (Vice-Chair), Baker, Cuthbertson, Musson, Wann, Webb and Leigh (Independent Member)
- Date:** Wednesday, 30 November 2022
- Time:** 5.30 pm
- Venue:** The George Hudson Board Room - 1st Floor West Offices (F045)

AGENDA

1. Declarations of Interest

At this point in the meeting, Members are asked to declare any disclosable pecuniary interest or other registerable interest they might have in respect of business on this agenda, if they have not already done so in advance on the Register of Interests.

2. Minutes (Pages 1 - 6)

To approve and sign the minutes of the meeting held on 7 September 2022.

3. Public Participation

At this point in the meeting members of the public who have registered to speak can do so. Members of the public may speak on agenda items or on matters within the remit of the Executive. **Please note that our registration deadlines are set at 2 working days before the meeting, in order to facilitate the management of public participation at our meetings.** The deadline for

registering at this meeting is **5:00pm on Monday, 28 November 2022**. To register to speak please visit www.york.gov.uk/AttendCouncilMeetings to fill in an online registration form. If you have any questions about the registration form or the meeting, please contact Democratic Services. Contact details can be found at the foot of this agenda.

Webcasting of Public Meetings

Please note that, subject to available resources, this meeting will be webcast including any registered public speakers who have given their permission. The meeting can be viewed live and on demand at www.york.gov.uk/webcasts.

During coronavirus, we made some changes to how we ran council meetings, including facilitating remote participation by public speakers. See our updates (www.york.gov.uk/COVIDDemocracy) for more information on meetings and decisions.

4. Corporate Governance Report (Pages 7 - 48)

This report provides the Committee with updates in respect of:

- Corporate Governance performance indicators update;
- Information Commissioners Office (ICO) published decision notices;
- Ombudsmen update including Local Government and Social Care Ombudsman (LGSCO) cases from the previous report in June 2022 to date of preparing this report on 1st November 2022 and Housing Ombudsman Service (HOS) complaint handling code self-assessment;
- Investigatory Powers Commissioners Office (IPCO) update.

5. Audit Completion Report (Pages 49 - 90)

The paper attached at Annex A is the Audit Completion Report from Mazars and communicates their findings to date of the audit for the year ended 31 March 2022.

6. Draft Accounts (Pages 91 - 284)

This report presents an updated draft accounts for 2021/22, which follow draft pre-audit accounts previously presented on 29th June 2022. There are two national regulatory/ technical issues as set out at paragraphs 5 & 6 which mean that the Accounts presented are still in draft format, whilst we await the outcome of these matters.

7. Internal audit & counter fraud progress report (Pages 285 - 312)

This report provides an update on the delivery of the internal audit work programme for 2022/23 and on counter fraud activity undertaken so far in the year.

8. Treasury Management Midyear Review (Pages 313 - 330)

The Committee are responsible for ensuring effective scrutiny of the treasury management strategy and policies, as stated in the Treasury Management Strategy 2023/23 approved by full Council on 17 February 2022.

9. Progress against the Action Plan prepared in response to the Public Interest Report (Pages 331 - 344)

To update the committee on the conclusion of delivery of the Action Plan, prepared in response to the Report in the Public Interest dated 19 April 2021.

10. Audit and Governance Work Plan (Pages 345 - 346)

To receive a plan of reports currently expected to be presented to future meetings of the Committee up to March 2023.

11. Urgent Business

Any other business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officer:

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For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak

- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

City of York Council

Committee Minutes

Meeting	Audit and Governance Committee
Date	7 September 2022
Present	Councillors Lomas (Chair), Fisher (Vice-Chair), Baker, Cuthbertson, Wann and Webb Mr Leigh (Independent Member)
Apologies	Councillor Musson
Officers Present	Debbie Mitchell – Chief Finance Officer Helen Whiting – Head of HR (attending remotely) Helen Malam – Principal Accountant

10. Declarations of Interest (17:35)

Members were asked to declare any personal interests not included on the Register of Interests, any prejudicial interests or any disclosable pecuniary interests which they may have in respect of business on the agenda.

Cllr Cuthbertson declared a personal interest in Agenda Item 7 (Amendments to the Constitution) as a member of the Board of City of York Trading Ltd.

11. Minutes (17:36)

On being invited by the Chair to comment on the minutes, the Independent Member mentioned the lack of a control mechanism to monitor actions agreed by the committee.

Resolved: That the minutes of the meeting held on 29 June 2022 be approved, and then signed by the Chair as a correct record.

12. Public Participation (17:39)

It was reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme.

13. Key Corporate Risks monitor 1 (17:40)

Members considered a report which provided an update on the key corporate risks (KPRs) to the Council, as at August 2022.

Details of the 12 KCRs, and progress in addressing them, were set out in Annex A to the report. A summary of the current gross and net risk ratings of all KCRs was provided in Annex B.

Members raised questions and comments on specific risk areas, as summarised below:

KCR 1 (financial pressures):

- Information was requested on the impact of inflation on business rates and council tax payments, the potential impact of the care cap, and any indications of additional government support.

KCR 9 (communities):

- Officers confirmed that the process to appoint an Access Officer was underway, with the post to be advertised from 8 September.
- A suggestion was made to include relationships with parish councils in this KCR.

KCR 12 (major incidents):

- It was suggested that an explanatory note be added against the new risk (relating to commercial power outages).

Resolved: That the report be noted, and that officers be asked to note the comments made by Members in respect of KCRs 1, 9 and 12, and provide the feedback requested.

Reason: To provide assurance that the authority is effectively understanding and managing its key risks.

14. Embedding Good Governance (18:15)

Members considered the second report prepared by the Local Government Association (LGA) to support delivery of the council's Action Plan to address the recommendations in the Report in the Public Interest of April 2021. The report confirmed that progress had been made but that several matters remained outstanding, including mandatory training on the new Constitution and re-training on the Code of Conduct.

Mark Edgehill of the LGA was in attendance to present the report (attached as Annex 1 to the officer cover report) and answer any questions. In doing so, he highlighted the importance of the final stage of the process, which would be about the changes brought about by implementing the Action Plan. The next stage would involve an on-site visit, as explained in paragraph 7 of the report. In response to a question about the consequences of ignoring a Monitoring Officer's advice on a conflict of interest, he agreed to seek a view on this from the Monitoring Officer on the LGA team.

In response to Members' questions, officers confirmed that an extensive training programme was being developed, much of it mandatory, in a variety of formats. It was understood that Code of Conduct training would be offered by the end of October, but they would check on this, and on the provision of guidance on meeting agendas referred to at page 52 of the papers.

Resolved: (i) That the report, and the information provided at the meeting, be noted.

(ii) That Members' comments regarding the training programme currently in preparation by officers be fed into the process, and that the committee have sight of the programme prior to the election period.

Reason: In order to monitor the delivery of the Action Plan prepared in response to the Public Interest Report, as required by Council.

15. Exit Strategies Guidance (18:58)

Members considered a report which informed them of the council's response to DLUHC's 'Statutory Guidance on the making and disclosure of special severance payments by local authorities in England'.

The report confirmed that the council's Exit Strategies document, as approved by Staffing Matters & Urgency Committee and shared with Audit & Governance Committee, reflected the requirements of the Statutory Guidance, and that the supporting Pay Elements and Discretions document had been incorporated in the Constitution.

Resolved: (i) That the council's response to the DLUHC's publication on 12 May 2022 of 'Statutory Guidance on the making and disclosure of special severance payments by local authorities in England' be noted.

(ii) That it be noted that the council's Exit Strategies: Guidance on the use of Settlement Agreements including Special Severance Payments' was approved by the Staffing Matters and Urgency Committee on 18 October 2021.

Reason: To confirm that the council has complied with statutory guidance issued by the government, as required.

16. Amendments to the Constitution (19:00)

Members considered a report which invited them to note the amendments to the Constitution approved by Full Council on 14 July 2022, along with updated arrangements for the appointment of Caldicott Guardians for the council.

The amendments agreed by Council were attached as Appendix A. The report detailed requirements to review the appointment of Caldicott Guardians now that the Corporate Director of Children & Education had taken up post. It was proposed to appoint the following, with the Monitoring Officer to make the associated technical changes to the Constitution:

- Corporate Director of Adult Social Care & Integration
- Corporate Director of Children & Education
- Director of Public Health.

A query was raised on the terms of reference of the Shareholder Committee (page 115 of the agenda papers), with a request that this be passed to the Monitoring Officer.

Resolved: (i) That the amendments approved by Full Council on 14 July 2022, as detailed in Annex 1 to the report, be noted.

(ii) That the revised arrangements for the appointment of the council's Caldicott Guardians, and the technical changes to be made by the Monitoring Officer to Appendix One: Scheme of Delegation, be noted.

Reason: To ensure that the council's Constitution is accurate and fit for purpose to effectively support the service delivery and decision-making responsibilities of the council in a lawful and financially competent manner.

17. Audit and Governance Work Plan (19:04)

Members considered the committee's work plan for the remainder of the current Municipal Year.

The Chair noted that the Key Corporate Risks Monitor 2 scheduled for the additional meeting on 19 October had been included in the Monitor report to today's meeting (Minute 13 refers) and the remaining business could be held over to November. Therefore it was suggested that the October meeting be cancelled. This would not, however, prevent Members receiving information on the development of Member training before the November meeting.

Resolved: That the work plan be agreed, subject to the cancellation of the meeting on 19 October, with the business scheduled for that meeting to be moved to the next meeting.

Reason: To ensure that the committee has a planned programme of work in place.

Cllr K Lomas, Chair

[The meeting started at 5.33 pm and finished at 7.16 pm].

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Audit and Governance Committee

30 November 2022

Report of the Director of Governance

Corporate Governance Report

1. Summary

1.1 This report provides Members with updates in respect of:

- Corporate Governance performance indicators update
- Information Commissioners Office (ICO) published decision notices
- Ombudsmen update including Local Government and Social Care Ombudsman (LGSCO) cases from the previous report in June 2022 to date of preparing this report on 1st November 2022 and Housing Ombudsman Service (HOS) complaint handling code self-assessment.
- Investigatory Powers Commissioners Office (IPCO) update

2. Corporate Governance Performance Indicators Update

2.1 The performance indicators report for the reporting year April 2022 to March 2023 are attached at Annex 1.

2.2 The wider set of indicators and datasets are included on the regular external publication of information through York Open Data including those indicators linked to the Council Plan are now published on York Open Data. These are

- IG22a - % of Grade 1 4Cs Complaints responded to 'In Time' – which is available at <https://data.yorkopendata.org/dataset/kpi-ig22a>
- FOI02 - FOI & EIR % Requests responded to In time - (YTD) – which is available at <https://data.yorkopendata.org/dataset/kpi-foi02-01>

2.3 We continue to work with internal audit to provide improved quality assurance and monitoring of FOI and EIR responses which will assist

the Corporate Governance Team (CGT) to identify in a timelier way, specific support, and guidance to managers across the council. We will provide an update on this work in the full year report for Corporate Governance which will come to the relevant future Committee.

- 2.4 Complaints about council services are dealt with under the council's corporate procedure for Complaints, Concerns, Comments and Compliments (the 4Cs). This procedure was designed using the guidance and good practice specified in the statutory procedures and by the Local Government and Social Care Ombudsman (LGSCO) and Housing Ombudsman Service (HOS).
- 2.5 The indicators in Annex 1 provide year to date / YTD (cumulative) and quarterly figures however for ease, the corporate complaints figures for Q2 2022-23 (July to September) are provided below. Though there has been an increase in the number of both grade 1 and grade 2 corporate complaints received compared to the same reporting period in 2021/22, we continue to improve the % of both grades of corporate complaints, responded to in time. The CGT continues to work across the council to maintain this improvement.

	Q2 2021/22	Q2 2022/23
Grade 1 corporate complaint – total received	104	160
Grade 1 corporate complaint – % responded to in time	80.41%	82.61%
Grade 2 corporate complaint – total received	275	495
Grade 2 corporate complaint – % responded to in time	87.94%	98.89%

- 2.4. Complaints about adult and children's social care services are dealt with under two separate pieces of legislation:
- The Children Act 1989 Representations Procedure (England) Regulations 2006
 - The Local Authority Social Services and National Health Service Complaints (England) Regulations 2009
- 2.5 The indicators in Annex 1 provide year to date / YTD (cumulative) and quarterly figures and the figures for adult's social care and children's social care for Q2 2022-23 (July to September) are provided below. There has been improvement in the number of adults social care complaints responded to in time and a fall in the number of children's social care complaints responded to in time. This fall is a concern, and the CGT are working closely with managers to provide additional

targeted support and guidance where we have identified areas for improvement.

	Q2 2021/22	Q2 2022/23
Adults social care complaints – total received	8	10
Adults social care complaints - % responded to in time	71.45%	88.89%
Children’s social care complaints – total received	15	9
Children’s social care complaints - % responded to in time	66.67%	57.14%

- 2.6 It is important to note although there has been an increase in the number of corporate and adults social care complaints received, this is not always a negative, because it can also reflect that the procedures, we have in place are accessible, that customers are supported to make complaints which in turn provides invaluable feedback and useful information for senior managers about the way that services are delivered, so that improvements can be made. The CGT continues to work with teams across the council to ensure learning from complaints is leading to improvements in services and that there is evidence of these actions being completed.
- 2.5 The indicators in Annex 1 provide year to date / YTD (cumulative) and quarterly figures and the figures for Q2 2022-23 (July to September) are provided below. Though there has been a decrease in the number of FOIs (Freedom of Information Act requests) and EIRs (Environmental Information Regulation requests) received compared to the same reporting period in 2021/22, we have improved the % of both FOIs and EIRs responded to in time. There has been an increase in the number of SAR (subject access to records request) received compared to the same reporting period in 2021/22, and we continue to improve the % of SARs responded to in time.

	Q2 2021/22	Q2 2022/23
FOI – total received	263	159
FOI - % responded to in time	76.74%	82.88%
EIR – total received	156	148
EIR - % responded to in time	80.13%	93.01%
SAR – total received	24	29
SAR - % responded to in time	65.22%	69.23%

3. ICO published decision notices

- 3.1 If someone is unhappy with the response they receive in relation to an FOI, EIR or SAR or if they want to raise a complaint under data protection legislation in relation to the rights of individuals, there is an opportunity to seek an internal review and then to complain to the ICO. The ICO publishes their decision notices and full reports on their website.
- 3.2 From date of the previous report to Committee up to the date of preparing this report on 11th November 2022, there were two published decision notices. The summary of this is at Annex 2 and the full reports from the ICO on these cases, can be found at

[| Search | ICO](#)

[ic-168988-k5m6.pdf \(ico.org.uk\)](#)

[ic-134814-v1n0.pdf \(ico.org.uk\)](#)

- 3.3 One decision notice was upheld as we had not complied with section 10(1) of FOIA in providing a valid response to the request within the statutory time frame of 20 working days. We had to provide a substantive response within 35 calendar days of the decision notice which has been completed in the timescale.
- 3.4 One decision notice was not upheld because we had correctly applied the regulation 13(1) of the EIR (personal information) to withhold the information requested.

4. Ombudsmen update

- 4.1 Local Government and Social Care Ombudsman (LGSCO) decisions from the last report to Committee in are shown in Annex 3. There were no Housing Ombudsman Services decisions during this time.
- 4.2 Of the 23 cases determined by the LGSCO:
- 15 were closed after the LGSCO's initial enquiries as either out of their jurisdiction or no further action needed.
 - 1 was not upheld so no further action needed.
 - 7 were upheld and had recommendations and/or remedies. Details of the recommendations and /or remedies are shown at Annex 3.

- 4.3 The Corporate Governance Team undertakes ongoing work with the Corporate Management Team, Directorate Management Teams as well as with individual service areas to ensure that we share learning opportunities across the council and to identify areas for improvement from Ombudsmen cases.
- 4.4 The Housing Ombudsman Service (HOS) introduced their Complaint Handling Code in July 2020 that set out good practice that allows landlords, for example the council, to respond to complaints effectively and fairly. Following a review one year after it was introduced, which demonstrated overwhelming support for the Code, the HOS updated it to strengthen provisions to support a positive complaint handling culture. You can find out more about the HOS Complaint Handling Code at

[Complaint Handling Code - Housing Ombudsman \(housing-ombudsman.org.uk\)](https://housing-ombudsman.org.uk)

- 4.5 We have completed the annual assessment against the Code to ensure our complaint handling remains in line with its requirements and we have published the results on the council website and have provided a copy of this as Annex 4

[Housing Ombudsman Service - Complaint handling Code - Self Assessment form \(york.gov.uk\)](https://york.gov.uk)

5. Investigatory Powers Commissioners Office inspection update (IPCO)

- 5.1 The IPCO carried out their programmed inspection of the council's use of covert surveillance, acquisition of communications data or use of a Covert Human Intelligence Source (CHIS) and our adherence to the relevant laws such as Regulation of Investigatory Powers Act 2000 (RIPA) and Investigatory Powers Act 2019 (IPA) and all relevant codes of practice on 27th August 2021 by way of a virtual meeting and submission of documents and evidence.
- 5.2 Following this inspection, we reviewed staffs' training needs and recently provided professional training through BLS & Stay Compliant Training (an experienced team of investigators and surveillance experts), for staff, managers and Chief Officers who are engaged in investigatory or enforcement areas, including where RIPA considerations are not so immediately apparent, to maintain their levels of knowledge and awareness of when these powers may be available to them and which guidelines to follow. There was also a further

immersive, practical/hands- on, 'on the ground' covert techniques training course, for staff to practice skills they are expected to perform on real-life operations to increase their understanding of the practical application of the legislation in real-life situations. We also asked all those who attended for their feedback from the training such as relevance, usefulness, subject depth etc and the majority rated these as excellent or good. We also asked for their comments and suggestions for future training needs, and we will review this information to inform future training needs and provision.

6. Consultation

Not relevant for the purpose of this report.

7. Options

Not relevant for the purpose of this report.

8. Analysis

Not relevant for the purpose of this report.

9. Council Plan

- 9.1 The council's corporate governance service offers assurance to its customers, employees, contractors, partners, and other stakeholders that all information, including confidential and personal information, is dealt with in accordance with legislation and regulations and its confidentiality, integrity and availability is appropriately protected.

10. Legal Implications

- 10.1 The Council has a duty to comply with the various aspects of complaints, data protection, and privacy and information governance related legislation.

11. Risk Management

- 11.1 The council may face financial and reputational risks if the information it holds is not managed and protected effectively or if it does not respond to complaints effectively. For example, the ICO can currently impose civil monetary penalties for serious breaches and / or take enforcement actions. Ombudsmen can impose financial remedies and/or individuals may be at risk of committing criminal offences. The failure to identify and manage information risks or respond to complaints effectively, may diminish the council's overall effectiveness and damage its reputation.

12. Recommendations

12.1 Members are asked:

12.1.1 To note the details contained in this report.

Contact Details

Author: Lorraine Lunt
Information Governance &
Feedback Team Manager
Telephone: 01904 554145

Chief Officer Responsible
for the report: Bryn Roberts
Director of Governance

Report Approved Date 15 November 2022

Wards Affected: List wards or tick box to indicate all All

For further information please contact the author of the report

Annexes

- Annex 1 – Corporate Governance performance indicators summary
- Annex 2 – Information Commissioner’s Office (ICO) published decision notices
- Annex 3 – Ombudsmen decisions
- Annex 4 – Housing Ombudsmen Service – Self Assessment

Background Information

Not applicable

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Corporate Governance Performance Indicators

		Previous Years			2022/2023	
		2019/2020	2020/2021	2021/2022	Q1	Q2
FOI01	FOI (Freedom of Information) - Total Requests Received - (YTD)	1,422	1,215	1,056	180	339
IG01j	Number of FOI reviews received	-	-	30	4	6
FOI01-03	EIR (Environmental Information Regulations) - Total Requests Received - (YTD)	487	647	625	161	309
IG01i	Number of EIR reviews received	-	-	19	7	3
FOI05	DP (Data Protection Act) / SAR (Subject Access Request) - Total Received - (YTD)	204	160	117	41	70
IG01p	Number of Rights of Individuals requests received	-	-	77	9	15
IG01o	Number of Requests for Information received	-	-	347	0	0
FOI02	FOI (Freedom of Information) - Requests responded to In time - (YTD)	1,166	975	803	150	271
	FOI (Freedom of Information) - % Requests responded to In time - (YTD)	82.00%	80.25%	78.70%	84.70%	83.90%
FOI03	FOI (Freedom of Information) - Requests responded to Out of time - (YTD)	256	240	217	27	52
	FOI (Freedom of Information) - % Requests responded to Out of time - (YTD)	18.00%	19.75%	20.50%	15.30%	16.10%
IG14ja	% of FOI reviews responded to 'In Time'	-	-	78.57%	50.00%	100.00%
FOI02-03	EIR (Environmental Information Regulations) - Requests responded to In time - (YTD)	430	555	521	133	266
	EIR (Environmental Information Regulations) - % Requests responded to In time - (YTD)	88.30%	85.78%	84.90%	83.10%	87.80%

FOI03-03	EIR (Environmental Information Regulations) - Requests responded to Out of time - (YTD)	57	92	93	27	37
	EIR (Environmental Information Regulations) - % Requests responded to Out of time - (YTD)	11.70%	14.22%	14.90%	16.90%	12.20%
IG14ia	% of EIR reviews responded to 'In Time'	-	-	83.33%	83.33%	66.67%
FOI05	DP (Data Protection Act) / SAR (Subject Access Request) - In time - (YTD)	157	120	75	24	42
	DP (Data Protection Act) / SAR (Subject Access Request) - % In time - (YTD)	76.96%	75.00%	72.10%	63.20%	71.20%
	DP (Data Protection Act) / SAR (Subject Access Request) - Out of time - (YTD)	47	40	37	14	22
	DP (Data Protection Act) / SAR (Subject Access Request) - % Out of time - (YTD)	29.94%	25.00%	35.60%	36.80%	37.30%
IG14pa	% of Rights of Individuals responded to 'In Time'	-	-	76.92%	87.50%	90.91%
IG14oa	% of Requests for Information responded to 'In Time'	-	-	98.98%	100.00%	98.29%
IG01c	Number of Comments received	-	-	1,379	178	220
IG01d	Number of 4Cs Complaints received	-	-	1,368	557	655
IG01e	Number of Compliments received	-	-	239	67	60
IG01f	Number of Concerns received	-	-	6	1	1
IG14ca	% of Comments responded to 'In Time'	-	-	74.55%	65.99%	71.51%
IG14da	% of 4Cs Complaints responded to 'In Time'	-	-	84.15%	94.59%	95.07%
IG14ea	% of Compliments responded to 'In Time'	-	-	99.56%	100.00%	100.00%
IG14fa	% of Concerns responded to 'In Time'	-	-	0.00%	0.00%	0.00%
IG01a	Number of Adult Complaints received	-	-	43	10	10
IG08aa	Number of Adult Complaints assessed at Green	-	-	32	8	8
IG18ad	% of Adult Complaints: Upheld in Full	-	-	19.44%	40.00%	0.00%
IG14aa	% of Adult Complaints responded to 'In Time'	-	-	63.16%	80.00%	88.89%

IG01b	Number of Child Complaints received	-	-	45	13	9
IG10ba	Number of Child Complaints assessed at Grade 1	-	-	31	9	7
IG18bd	% of Child Complaints: Upheld in Full	-	-	12.50%	22.22%	16.67%
IG14ba	% of Child Complaints responded to 'In Time'	-	-	41.18%	54.55%	57.14%
IG01n	Number of LGSCO cases received	-	-	41	6	12
IG14na	% of LGSCO cases responded to 'In Time'	-	-	76.92%	83.33%	70.00%
IG01u	Number of Housing Ombudsman cases received	-	-	3	1	0
IG14ua	% of Housing Ombudsman cases responded to 'In Time'	-	-	100.00%	100.00%	0.00%
FOI01	FOI & EIR - Total Requests Received - (YTD)	1,909	1,862	1,685	341	648
FOI02	FOI & EIR - Requests responded to In time - (YTD)	1,596	1,530	1,326	283	537
	FOI & EIR - % Requests responded to In time - (YTD)	83.60%	82.17%	81.20%	84.00%	85.80%
FOI03	FOI & EIR - Requests responded to Out of time - (YTD)	313	332	310	54	89
	FOI & EIR - % Requests responded to Out of time - (YTD)	16.39%	17.83%	19.00%	16.00%	14.20%

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Information Commissioner's Office (ICO) published decision notices for City Of York Council

28 Sep 2022 – complaint upheld

The public authority has failed to respond to this request within 20 working days, as specified under FOIA. The Commissioner requires it to provide the complainant with a response to this request within 35 calendar days in accordance with its obligations under FOIA.

The full decision notice is published at [ic-168988-k5m6.pdf \(ico.org.uk\)](#)

20 Jun 2022 – complaint not upheld

The complainant requested from the Council copies of correspondence between a named individual or their agent and the Council about the proposed dualling scheme for the York Outer Ring Road. The Council relied on regulation 13(1) of the EIR (personal information) to withhold the information. The Commissioner's decision is that the Council correctly applied regulation 13(1) of the EIR. The Commissioner requires no steps to be taken.

The full decision notice is published at [ic-134814-v1n0.pdf \(ico.org.uk\)](#)

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Ombudsman Cases

Omb Ref	Directorate	Service Area	Date of Final Decision	Outcome	Summary of Final Decision	Actions	Completed or Ongoing
21 011 043	Adult Social Care and Integration	Adults	16/06/2022	Upheld: maladministration and injustice.	Mr X complained about the Council's handling of his parents' home care package and his complaints. There was fault in how the Council failed to review Mr X's parents' care plans and did not follow the correct safeguarding process when investigating some concerns about Mr X's parents. The Council has already made some service improvements, and we have made further recommendations for it to address the personal injustice caused to Mr X.	<p>Within one month of the date of the final decision statement (by the 15th July), the Council will:</p> <ul style="list-style-type: none"> • carry out the financial reconciliation of Mr X's parents' care account to decide if there is a further refund due. The Council should communicate this to Mr X and explain how it had arrived at its decision; • pay Mr X £200 to recognise the distress, frustration and unnecessary time and trouble he experienced in chasing the Council for answers to his complaints; and • pay Mr X £300 to recognise the avoidable uncertainty the Council's faults around care planning and safeguarding caused him. 	Completed
22002711	Place	Community Safety	22/06/2022	Closed after initial enquiries - out of jurisdiction.	We will not investigate this complaint about the Council's prosecution of Mr X for noise nuisance. We cannot consider matters which have been or are subject to court proceedings. We will not exercise discretion to	N.A	N.A

					consider matters which Mr X was aware of more than 12 months before he complained to us. There is no evidence to suggest that Mr X could not have complained to us sooner.		
22 003 459	Place	Planning & Environment	24/06/2022	Closed after initial enquiries - no further action.	We will not investigate Mr X's complaint about the Council's involvement in his neighbour Mr Y's development which damaged his tree, resulting in its loss. There is not enough evidence of Council fault causing Mr X's claimed injustice to warrant us investigating. Mr X's complaint is a claim of property damage and loss, which is a legal liability issue for the courts to determine. It is reasonable for Mr X to take the matter to court and pursue the compensation he seeks.	N.A	N.A
21 018 087	Place	Highways & Transport	29/06/2022	Not upheld: no further action.	Mr X complained the Council failed to make a report public at least five clear days before a committee meeting. Mr X complained this prevented the committee meeting from examining the report and resulted in blue-badge holders being prevented from accessing the city centre. The Ombudsman discontinued our investigation of this complaint as further investigation of the Council would not achieve a worthwhile outcome for Mr X.	N.A	N.A
22004677	Place	Planning & Environment	12/07/2022	Closed after initial enquiries - out of jurisdiction.	We cannot investigate this complaint that the Council's scheme to tackle climate change is a waste of public money. This is because the alleged injustice	N.A	N.A

					affects all or most people in the Council's area.		
22004249	Place	Highways & Transport	14/07/2022	Closed after initial enquiries - out of jurisdiction.	We will not investigate this complaint about the Council's response to the complainant's reports of defects in the surface of his road. This is because the complaint does not meet the tests in our Assessment Code on how we decide which complaints to investigate. There is insufficient evidence of fault in the Council's response to the concerns raised about the road, and it is reasonable to expect the complainant to pursue a court remedy if he thinks the Council is responsible for damage to his vehicle or should conduct further repairs.	N.A	N.A
22 005 245	Place	Highways & Transport	22/07/2022	Closed after initial enquiries - out of jurisdiction.	We will not investigate Mrs B's complaint that the Council has failed to maintain the road outside her home. This is because it is reasonable for Mrs B to apply for a court order which requires the Council to repair the road.	N.A	N.A

21 016 917	Place	Parking	29/07/2022	Upheld: fault & injustice— no further action, Organisation already remedied.	Miss X complained the Council failed to consider the impact on her guest house business when it introduced its digital parking permits. Miss X also says the system is not flexible or suitable for guesthouse businesses when requesting or amending online permits. She says this has caused her frustration, confusion, and anxiety as well as monetary loss. We find fault with the Council for failing to properly explain its concessions and failing to consult trade organisations about implementing digital parking. This caused an injustice to Miss X, however, we are satisfied the Council has now remedied any injustice caused. We do not find fault with the Council for the implementation or flexibility of the online digital system.	N.A	N.A
21 016 898	Customer and Commuinties	Council tax	16/08/2022	Upheld: fault & injustice	Ms X complained about how the Council handled her council tax account. Specifically, she complained the Council failed to award her a single person discount and council tax support and delayed in updating her council tax account. The Council was delayed in updating Ms X's account. However, it has apologised and offered to set up a payment plan which is appropriate to remedy the injustice caused. The Council was not at fault in how it awarded Ms X single person discount and council tax support	N.A	N.A

22 000880	Place	Waste	16/08/2022	Closed after initial enquiries - out of jurisdiction.	Ms X complains the Council failed to collect waste from a block of flats maintained by a company she works for. We will discontinue our investigation into Ms X's complaint as we cannot say that Ms X is a suitable representative and she has stopped responding to our correspondence	N.A	N.A	
21 011789	Children and Education	Transitions	16/08/2022	upheld fault and injustice	Mr and Mrs X complained the Council poorly managed their child, Y's, transition from children's services to adult services as a care leaver. They say this caused them and Y distress and affected Y's health. They also say the Council handled their complaint poorly. The Council is at fault. There were faults during the transition planning process and with complaints handling. The Council has agreed to apologise to Mr and Mrs X and Y, make remedy payments in recognition of the uncertainty and distress caused and act to improve its services.	<p>Within one month of the final decision, the Council will:</p> <ul style="list-style-type: none"> -Write to Mr and Mrs X and Y to apologise for the faults identified in Y's transition planning and the poor handling of her complaint. -pay Mr and Mrs X £300 and pay Y £300 in recognition of the frustration, distress and uncertainty caused. -remind relevant officers that complaints about the Council's actions before a young person turns 18 fall under the children's statutory complaints procedure, regardless of the young person's age when the complaint is raised. <p>This needs to be done by the 16th of September 2022.</p> <p>Within three months of the final decision the Council will</p> <ul style="list-style-type: none"> -review its procedures for transition planning with young people approaching 18, in particular how it ensures plans for post-18 accommodation are in place well before the young 	Completed	Ongoing

						person's 18th birthday. This needs to be completed by the 17th of November 2022	
22 006 033	Place	Waste	18/08/2022	closed after initial enquiries NFA	We will not investigate Mrs X's complaint about the Council missing some of her bin collections. The matters complained of did not cause Mrs X such a significant personal injustice to warrant an investigation.	N.A	na
22 006 027	Place	Licensing	08/08/2022	Closed after initial enquiries - no further action.	We will not investigate this complaint about the Council's decision to revoke the complainant's taxi licence. This is because the complainant appealed to the magistrates and because there is insufficient evidence of fault by the Council.	N.A	na
22 006 407	Children and Education	Education	12/09/2022	Closed after initial enquiries - no further action	We will not investigate this complaint about the Council's failure to issue final Education Health and Care Plans for Mrs X's son following reviews of the Plan in 2019-20 and 2020-21. The fault in the form of delay by the Council is unlikely to have caused sufficient injustice to warrant investigation by us.	N.A	na
22 007 797	Adult Social Care and Integration	Adults	27/09/2022	Closed after initial enquiries - no further action	We will not investigate Ms C's complaint about lack of care and support from the Council. This is because it is unlikely we would find enough evidence of fault with the actions taken by the Council to warrant an ombudsman investigation.	na	na

22 007 040	Customer and Communities	Council tax	28/09/2022	Closed after initial enquiries - no further action	We will not investigate this complaint about enforcement action the Council took for council tax arrears. This is because there is insufficient evidence of fault by the Council.	n.a	n.a
22 008 225	Place	Highways & Transport	04/10/2022	Closed after initial enquiries - out of jurisdiction.	We will not investigate this complaint about highway maintenance. This is because the court is better placed to consider the complaint and it is reasonable to expect Mr Y to use his right to approach the court about the matter.	n.a	n.a
21 016 897	Adult Social Care and Integration / Children and Education	Adults	30/09/2022	Upheld:Fault and Injustice.	Ms X complained about the Council's handling of her disabled son, Mr F's care between 2020 and 2022 following a safeguarding investigation. There was fault identified by a safeguarding investigation around the care Mr F received at a care home commissioned by the Council. There was then poor communication and delay in putting funding in place when Mr F moved into a temporary care home. The Council agreed to apologise and pay Ms X a total of £600 to remedy the distress and uncertainty caused by the faults. There was no fault in the Council issuing Ms X with an invoice for outstanding care fee contributions or with how it managed Mr F's move to a permanent supported living placement.	By 28/10/2022: 1) apologise to Ms X for the uncertainty and distress caused to her and Mr F because of the poor record keeping and missed opportunities to identify medical concerns as identified in the safeguarding investigation at care home 1. 2) It agreed to pay Ms X a total of £600 to remedy the injustice caused to both her and Mr F. 3) apologise to Ms X for the distress and uncertainty caused to her by its poor communication and the delay in commissioning and funding Mr F's placement at care home 2	Completed
22 008 647	Place	Highways & Transport	07/10/2022	Closed after initial enquiries - no further action.	We will not investigate this complaint about street numbering. This is because any fault has not caused him a significant personal injustice.	n.a	N/A

22006774	Place	Housing	10/10/2022	Closed after initial enquiries - out of jurisdiction.	We will not investigate this complaint about the Council as a registered social housing provider because we have no jurisdiction to investigate.	n.a	N/A
22 001 187	Adult Social Care and Integration	Adults	17/10/2022	Upheld:Fault and Injustice.	Mrs F complained about the Council's decision to apply a top up on her mother's care charge contributions. She also complained about the advice and support she received. We found fault in the way the Council applied its top up charge and the support it provided Mrs F with finding suitable care homes for her mother. The Council agreed to apologise to Mrs F, remove its top up charges, and make payment to acknowledge the injustice this caused her.	By 17 th November 2022 : 1.apologise in writing to Mrs F and pay her £150 to acknowledge the distress and uncertainty she experienced as a result of the Council handling of Mrs X's care charge contributions and its social workers limited support for her requests.2. pay Mrs F £100 to acknowledge the unnecessary time and trouble she had to bring her concerns to the Council's attention. 3. provide Mrs F with an amended invoice for Mrs X's care charge contributions for the 12-week property disregard period in late 2021 and early 2022, which removes the Council's top up charge. Within 3 months : 4. review its existing policy to ensure a consistent approach on top up charges. This includes where an individual has been assessed to be able to afford a more expensive care home, has refused the Council's offer of a care home and agreed to meet such charges in writing. The Council has no duty to source care arrangements for	Ongoing

						service users who are self-funders of their care. 5. provide training to its staff to ensure timely accurate advice and guidance is provided to residential care users, or their representatives, regarding top up charges. And, where applicable, requests for support with finding suitable care homes are actioned without delay.	
22 006 869	Place	Waste	24/10/2022	Upheld: Fault and Injustice.	Mr L complains in relation to a number of missed garden waste collections by the Council. He also says the Council's customer service and complaints process has been poor. We found fault by the Council, which had already fully acknowledged its failings and the unsatisfactory service provided. This caused Mr L an injustice and the Council has agreed to our recommendations to remedy this.	By 24 th November 2022: 1) Provide a fresh apology to Mr L for the fault and injustice identified. 2) Pay Mr L £100 to acknowledge the frustration and uncertainty he has suffered as a result of the fault identified.	Ongoing
22 009 413	Place	Housing	28/10/2022	Closed after initial enquiries: out of jurisdiction	We cannot investigate issues relating to the Council's actions as landlord as such matters are outside our jurisdiction.	N/A	N/A

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Housing Ombudsman Service – Complaint Handling Code – Self-Assessment Form

This self-assessment form was completed in September 2022 by Corporate Governance Team. It will be reviewed at least annually or sooner if required or appropriate to.

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Section 1 - Definition of a complaint

Mandatory 'must' requirements

Code section	Code requirements	Comply: Yes/No
1.2	A complaint must be defined as: <i>'an expression of dissatisfaction, however made, about the standard of service, actions or lack of action by the organisation, its own staff, or those acting on its behalf, affecting an individual resident or group of residents.'</i>	Yes
1.3	The resident does not have to use the word 'complaint' for it to be treated as such. A complaint that is submitted via a third party or representative must still be handled in line with the landlord's complaints policy.	Yes
1.6	... if further enquiries are needed to resolve the matter, or if the resident requests it, the issue must be logged as a complaint.	Yes
1.7	A landlord must accept a complaint unless there is a valid reason not to do so.	Yes
1.8	A complaints policy must clearly set out the circumstances in which a matter will not be considered, and these circumstances should be fair and reasonable to residents.	Yes
1.9	If a landlord decides not to accept a complaint, a detailed explanation must be provided to the resident setting out the reasons why the matter is not suitable for the complaints process and the right to take that decision to the Ombudsman.	Yes

Best practice 'should' requirements

Code section	Code requirements	Comply: Yes/No
1.4	Landlords should recognise the difference between a service request , where a resident may be unhappy with a situation that they wish to have rectified, and a complaint about the service they have/have not received.	Yes
1.5	Survey feedback may not necessarily need to be treated as a complaint, though, where possible, the person completing the survey should be made aware of how they can pursue their dissatisfaction as a complaint if they wish to.	Yes

Section 2 – Accessibility and awareness

Mandatory 'must' requirements

Code section	Code requirements	Comply: Yes/No
2.1	Landlords must make it easy for residents to complain by providing different channels through which residents can make a complaint such as in person, over the telephone, in writing, by email and digitally. While the Ombudsman recognises that it may not be feasible for a landlord to use all of the potential channels, there must be more than one route of access into the complaints system.	Yes
2.3	Landlords must make their complaint policy available in a clear and accessible format for all residents. This will detail the number of stages involved, what will happen at each stage and the timeframes for responding	Yes
2.4	Landlord websites, if they exist, must include information on how to raise a complaint. The complaints policy and process must be easy to find on the website.	Yes
2.5	Landlords must comply with the Equality Act 2010 and may need to adapt normal policies, procedures, or processes to accommodate an individual's needs. Landlords must satisfy themselves that their policy sets out how they will respond to reasonable adjustments requests in line with the Equality Act and that complaints handlers have had appropriate training to deal with such requests.	Yes
2.6	Landlords must publicise the complaints policy and process, the Complaint Handling Code and the Housing Ombudsman Scheme in leaflets, posters, newsletters, online and as part of regular correspondence with residents.	Yes
2.7	Landlords must provide residents with contact information for the Ombudsman as part of its regular correspondence with residents	Yes
2.8	Landlords must provide early advice to residents regarding their right to access the Housing Ombudsman Service throughout their complaint, not only when the landlord's complaints process is exhausted.	Yes

Best practice 'should' requirements

Code section	Code requirements	Comply: Yes/No
2.2	Where a landlord has set up channels to communicate with its residents via social media, then it should expect to receive complaints via those channels. Policies should contain details of the steps that will be taken when a complaint is received via social media and how confidentiality and privacy will be maintained.	Yes

Section 3 – Complaint handling personnel

Mandatory 'must' requirements

Code section	Code requirements	Comply: Yes/No
3.1	Landlords must have a person or team assigned to take responsibility for complaint handling to ensure complaints receive the necessary attention, and that these are reported to the governing body. This Code will refer to that person or team as the “complaints officer”.	Yes
3.2	...the complaint handler appointed must have appropriate complaint handling skills and no conflicts of interest.	Yes
3.3	Complaint handlers should: <ul style="list-style-type: none"> • be able to act sensitively and fairly • be trained to handle complaints and deal with distressed and upset residents • have access to staff at all levels to facilitate quick resolution of complaints • have the authority and autonomy to act to resolve disputes quickly and fairly. 	Yes

Section 4 – Complaint handling principles

Mandatory 'must' requirements

Code section	Code requirements	Comply: Yes/No
4.1	Any decision to try and resolve a concern must be taken in agreement with the resident and a landlord's audit trail/records should be able to demonstrate this. Landlords must ensure that efforts to resolve a resident's concerns do not obstruct access to the complaints procedure or result in any unreasonable delay. It is not appropriate to have extra named stages (such as 'stage 0' or 'pre-complaint stage') as this causes unnecessary confusion for residents. When a complaint is made, it must be acknowledged and logged at stage one of the complaints procedure within five days of receipt .	Yes
4.2	Within the complaint acknowledgement, landlords must set out their understanding of the complaint and the outcomes the resident is seeking. If any aspect of the complaint is unclear, the resident must be asked for clarification and the full definition agreed between both parties.	Yes
4.6	A complaint investigation must be conducted in an impartial manner	Yes
4.7	The complaint handler must: <ul style="list-style-type: none"> • deal with complaints on their merits • act independently and have an open mind • take measures to address any actual or perceived conflict of interest • consider all information and evidence carefully • keep the complaint confidential as far as possible, with information only disclosed if necessary to properly investigate the matter. 	Yes
4.11	Landlords must adhere to any reasonable arrangements agreed with residents in terms of frequency and method of communication	Yes
4.12	The resident, and if applicable any staff member who is the subject of the complaint, must also be given a fair chance to: <ul style="list-style-type: none"> • set out their position • comment on any adverse findings before a final decision is made. 	Yes
4.13	A landlord must include in its complaints policy its timescales for a resident to request escalation of a complaint.	Yes

Code section	Code requirements	Comply: Yes/No
4.14	A landlord must not unreasonably refuse to escalate a complaint through all stages of the complaints procedure and must have clear and valid reasons for taking that course of action. Reasons for declining to escalate a complaint must be clearly set out in a landlord's complaints policy and must be the same as the reasons for not accepting a complaint.	Yes
4.15	A full record must be kept of the complaint, any review and the outcomes at each stage. This must include the original complaint and the date received, all correspondence with the resident, correspondence with other parties and any reports or surveys prepared.	Yes
4.18	Landlords must have policies and procedures in place for managing unacceptable behaviour from residents and/or their representatives when pursuing a complaint.	Yes

Best practice 'should' requirements

Code section	Code requirements	Comply: Yes/No
4.3	Landlords should manage residents' expectations from the outset, being clear where a desired outcome is unreasonable or unrealistic	Yes
4.4	A complaint should be resolved at the earliest possible opportunity, having assessed what evidence is needed to fully consider the issues, what outcome would resolve the matter for the resident and whether there are any urgent actions required.	Yes
4.5	Landlords should give residents the opportunity to have a representative deal with their complaint on their behalf, and to be represented or accompanied at any meeting with the landlord where this is reasonable.	Yes
4.8	Where a key issue of a complaint relates to the parties' legal obligations landlords should clearly set out their understanding of the obligations of both parties.	Yes
4.9	Communication with the resident should not generally identify individual members of staff or contractors	Yes
4.10	Landlords should keep residents regularly updated about the progress of the investigation.	Yes
4.16	Landlords should seek feedback from residents in relation to the landlord's complaint handling as part of the drive to encourage a positive complaint and learning culture.	In progress

Code section	Code requirements	Comply: Yes/No
4.17	Landlords should recognise the impact that being complained about can have on future service delivery. Landlords should ensure that staff are supported and engaged in the complaints process, including the learning that can be gained	Yes
4.19	Any restrictions placed on a resident's contact due to unacceptable behaviour should be appropriate to their needs and should demonstrate regard for the provisions of the Equality Act 2010.	Yes

Section 5 – Complaint stages

Mandatory 'must' requirements

Stage 1

Code section	Code requirements	Comply: Yes/No
5.1	Landlords must respond to the complaint <u>within 10 working days</u> of the complaint being logged. Exceptionally, landlords may provide an explanation to the resident containing a clear timeframe for when the response will be received. This should not exceed a further 10 days without good reason.	Yes
5.5	A complaint response must be sent to the resident when the answer to the complaint is known, not when the outstanding actions required to address the issue, are completed. Outstanding actions must still be tracked and actioned expeditiously with regular updates provided to the resident.	Yes
5.6	Landlords must address all points raised in the complaint and provide clear reasons for any decisions, referencing the relevant policy, law and good practice where appropriate.	Yes
5.8	Landlords must confirm the following in writing to the resident at the completion of stage one in clear, plain language: <ul style="list-style-type: none"> • the complaint stage • the decision on the complaint • the reasons for any decisions made • the details of any remedy offered to put things right • details of any outstanding actions • details of how to escalate the matter to stage two if the resident is not satisfied with the answer 	Yes

Stage 2

Code section	Code requirements	Comply: Yes/No
5.9	If all or part of the complaint is not resolved to the resident's satisfaction at stage one it must be progressed to stage two of the landlord's procedure, unless an exclusion ground now applies. In instances where a landlord declines to escalate a complaint it must clearly communicate in writing its reasons for not escalating as well as the resident's right to approach the Ombudsman about its decision.	Yes

Code section	Code requirements	Comply: Yes/No
5.10	On receipt of the escalation request, landlords must set out their understanding of issues outstanding and the outcomes the resident is seeking. If any aspect of the complaint is unclear, the resident must be asked for clarification and the full definition agreed between both parties.	Yes
5.11	Landlords must only escalate a complaint to stage two once it has completed stage one and at the request of the resident.	Yes
5.12	The person considering the complaint at stage two, must not be the same person that considered the complaint at stage one.	Yes
5.13	Landlords must respond to the stage two complaint <u>within 20 working days</u> of the complaint being escalated. Exceptionally, landlords may provide an explanation to the resident containing a clear timeframe for when the response will be received. This should not exceed a further 10 days without good reason.	Yes
5.16	<p>Landlords must confirm the following in writing to the resident at the completion of stage two in clear, plain language:</p> <ul style="list-style-type: none"> • the complaint stage • the complaint definition • the decision on the complaint • the reasons for any decisions made • the details of any remedy offered to put things right • details of any outstanding actions <p>And</p> <ul style="list-style-type: none"> • if the landlord has a third stage, details of how to escalate the matter to stage three • if this was the final stage, details of how to escalate the matter to the Housing Ombudsman Service if the resident remains dissatisfied. 	Yes

Stage 3

Code section	Code requirements	Comply: Yes/No
5.17	Two stage landlord complaint procedures are ideal. This ensures that the complaint process is not unduly long. If landlords strongly believe a third stage is necessary, they must set out their reasons for this as part of their self-assessment. A process with more than three stages is not acceptable under any circumstances	N/A
5.20	Landlords must confirm the following in writing to the resident at the completion of stage three in clear, plain language: <ul style="list-style-type: none"> • the complaint stage • the complaint definition • the decision on the complaint • the reasons for any decisions made • the details of any remedy offered to put things right • details of any outstanding actions • details of how to escalate the matter to the Housing Ombudsman Service if the resident remains dissatisfied 	N/A

Best practice 'should' requirements

Stage 1

Code section	Code requirements	Comply: Yes/No
5.2	If an extension beyond 20 working days is required to enable the landlord to respond to the complaint fully, this should be agreed by both parties.	Yes
5.3	Where agreement over an extension period cannot be reached, landlords should provide the Housing Ombudsman's contact details so the resident can challenge the landlord's plan for responding and/or the proposed timeliness of a landlord's response.	Yes
5.4	Where the problem is a recurring issue, the landlord should consider any older reports as part of the background to the complaint if this will help to resolve the issue for the resident.	Yes

Code section	Code requirements	Comply: Yes/No
5.7	Where residents raise additional complaints during the investigation, these should be incorporated into the stage one response if they are relevant and the stage one response has not been issued. Where the stage one response has been issued, or it would unreasonably delay the response, the complaint should be logged as a new complaint.	Yes

Stage 2

Code section	Code requirements	Comply: Yes/No
5.14	If an extension beyond 10 working days is required to enable the landlord to respond to the complaint fully, this should be agreed by both parties.	Yes
5.15	Where agreement over an extension period cannot be reached, landlords should provide the Housing Ombudsman's contact details so the resident can challenge the landlord's plan for responding and/or the proposed timeliness of a landlord's response	Yes

Stage 2

Code section	Code requirements	Comply: Yes/No
5.18	Complaints should only go to a third stage if the resident has actively requested a third stage review of their complaint. Where a third stage is in place and has been requested, landlords must respond to the stage three complaint <u>within 20 working days</u> of the complaint being escalated. Additional time will only be justified if related to convening a panel. An explanation and a date for when the stage three response will be received should be provided to the resident.	N/A
5.19	Where agreement over an extension period cannot be reached, landlords should provide the Housing Ombudsman's contact details so the resident can challenge the landlord's plan for responding and/or the proposed timeliness of a landlord's response.	N/A

Section 6 – Putting things right

Mandatory 'must' requirements

Code section	Code requirements	Comply: Yes/No
6.1	Effective dispute resolution requires a process designed to resolve complaints. Where something has gone wrong a landlord must acknowledge this and set out the actions it has already taken, or intends to take, to put things right.	Yes
6.2	Any remedy offered must reflect the extent of any service failures and the level of detriment caused to the resident as a result. A landlord must carefully manage the expectations of residents and not promise anything that cannot be delivered or would cause unfairness to other residents.	Yes
6.5	The remedy offer must clearly set out what will happen and by when, in agreement with the resident where appropriate. Any remedy proposed must be followed through to completion.	Yes
6.6	In awarding compensation, a landlord must consider whether any statutory payments are due, if any quantifiable losses have been incurred, the time and trouble a resident has been put to as well as any distress and inconvenience caused.	Yes

Best practice 'should' requirements

Code section	Code requirements	Comply: Yes/No
6.3	Landlords should look beyond the circumstances of the individual complaint and consider whether anything needs to be 'put right' in terms of process or systems to the benefit of all residents.	Yes
6.7	In some cases, a resident may have a legal entitlement to redress. The landlord should still offer a resolution where possible, obtaining legal advice as to how any offer of resolution should be worded.	Yes

Section 7 – Continuous learning and improvement

Mandatory 'must' requirements

Code section	Code requirements	Comply: Yes/No
7.2	Accountability and transparency are integral to a positive complaint handling culture. Landlords must report back on wider learning and improvements from complaints in their annual report and more frequently to their residents, staff and scrutiny panels.	Yes

Best practice 'should' requirements

Code section	Code requirements	Comply: Yes/No
7.3	A member of the governing body should be appointed to have lead responsibility for complaints to support a positive complaint handling culture. This role will be responsible for ensuring the governing body receives regular information on complaints that provides insight to the governing body on the landlord's complaint handling performance.	Yes
7.4	As a minimum, governing bodies should receive: <ul style="list-style-type: none"> • Regular updates on the volume, categories and outcome of complaints, alongside complaint handling performance including compliance with the Ombudsman's orders • Regular reviews of issues and trends arising from complaint handling, • The annual performance report produced by the Ombudsman, where applicable • Individual complaint outcomes where necessary, including where the Ombudsman made findings of severe maladministration or referrals to regulatory bodies. The implementation of management responses should be tracked to ensure they are delivered to agreed timescales. The annual self-assessment against the Complaint Handling Code for scrutiny and challenge. 	Yes
7.5	Any themes or trends should be assessed by senior management to identify potential systemic issues, serious risks or policies and procedures that require revision. They should also be used to inform staff and contractor training.	Yes

Code section	Code requirements	Comply: Yes/No
7.6	<p>Landlords should have a standard objective in relation to complaint handling for all employees that reflects the need to:</p> <ul style="list-style-type: none"> • have a collaborative and co-operative approach towards resolving complaints, working with colleagues across teams and departments • take collective responsibility for any shortfalls identified through complaints rather than blaming others • act within the Professional Standards for engaging with complaints as set by the Chartered Institute of Housing. 	Yes

Section 8 – Self assessment and compliance

Mandatory 'must' requirements

Code section	Code requirements	Comply: Yes/No
8.1	Landlords must carry out an annual self-assessment against the Code to ensure their complaint handling remains in line with its requirements.	Yes
8.2	Landlords must also carry out a self-assessment following a significant restructure and/or change in procedures.	Yes
8.3	Following each self-assessment, a landlord must: <ul style="list-style-type: none"> • report the outcome of their self-assessment to their governing body. In the case of local authorities, self- assessment outcomes should be reported to elected members • publish the outcome of their assessment on their website if they have one, or otherwise make accessible to residents • include the self-assessment in their annual report section on complaints handling performance 	Yes

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**Agenda Item**

Audit and Governance Committee

30 November 2022

Report of the Chief Finance Officer

Mazars Audit Completion Report**Summary**

1. The paper attached at Annex A is the Audit Completion Report from Mazars and communicates their findings to date of the audit for the year ended 31 March 2022.

Recommendations

2. Members are asked to
 - (a) Note the matters set out in the Audit Completion Report presented by the external auditor

Reason

To ensure the proper consideration of the opinion and conclusions of the external auditor in respect of the annual audit of accounts and review of the council's arrangements for ensuring value for money.

Background and Analysis

3. The report covers:
 - a. Status of the audit
 - b. Audit approach
 - c. Details of any significant findings
 - d. Details of any internal control recommendations
 - e. A summary of misstatements and other amendments
 - f. Details of the value for money arrangements

Options

4. Not applicable.

Corporate Priorities

- 5. The report contributes to the overall effectiveness of the Council's governance and assurance arrangements.

Implications

- 6. There are no financial, HR, equalities, legal, crime and disorder, IT or property implications arising from this report.

Risk Management

- 7. The Council will fail to comply with legislative and best practice requirements to provide for a proper audit of the Council if it does not consider this report.

Contact Details

Author:

Emma Audrain
Technical Accountant
01904 551170

Chief Officer responsible for the report:

Debbie Mitchell
Chief Finance Officer

Report **x** **Date** 22/11/22
Approved

Wards Affected: All

For further information please contact the author of the report

Background Papers:

None

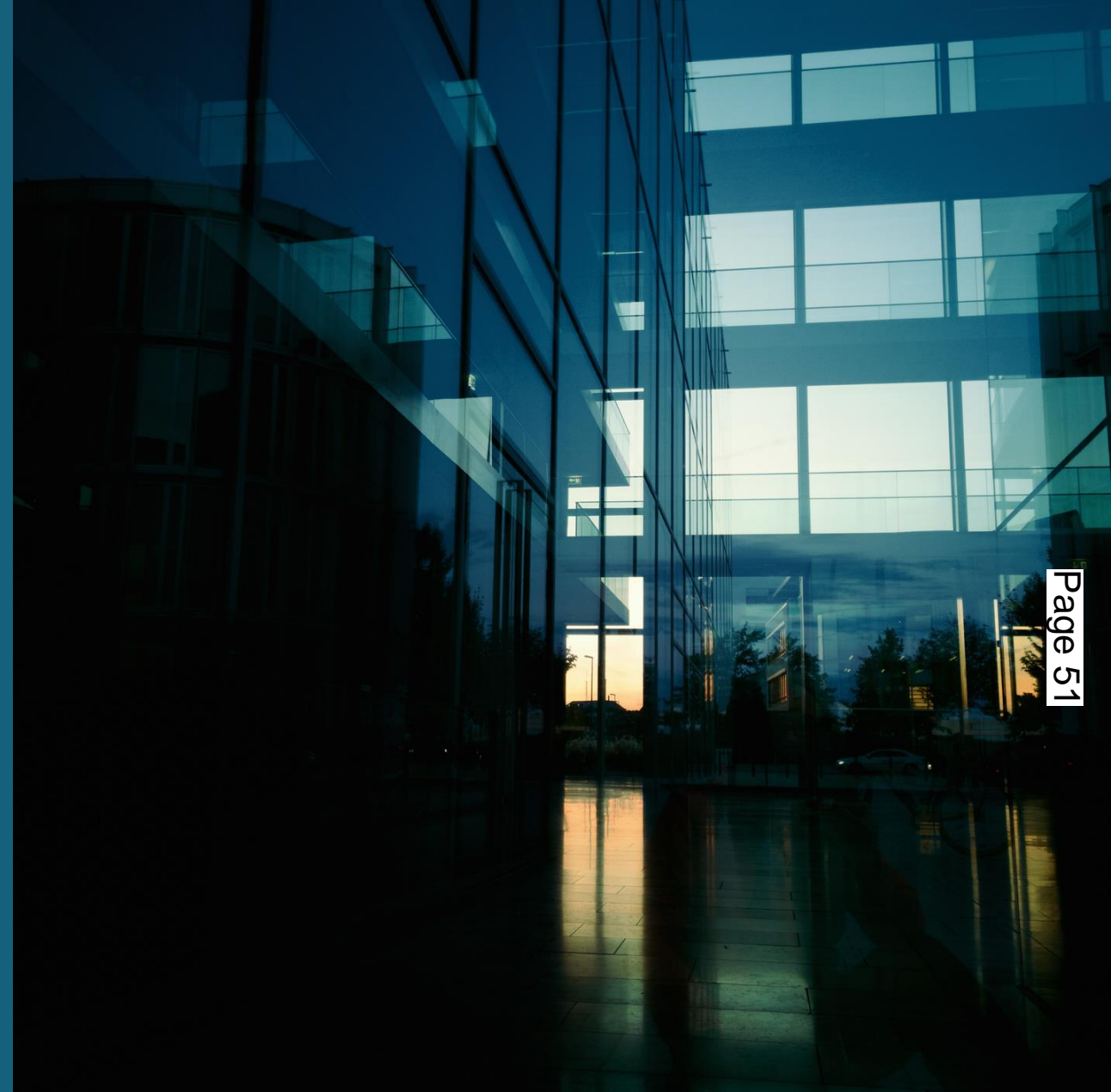
Annex:

Annex A – Mazars Audit Completion Report

Audit Completion Report

City of York Council – Year ended 31
March 2022

November 2022



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Our reports are prepared in the context of the 'Statement of Responsibilities of auditors and audited bodies' and the 'Appointing Person Terms of Appointment' issued by Public Sector Audit Appointments Limited. Reports and letters prepared by appointed auditors and addressed to the Council are prepared for the sole use of the Council and we take no responsibility to any member or officer in their individual capacity or to any third party. Mazars LLP is the UK firm of Mazars, an international advisory and accountancy group. Mazars LLP is registered by the Institute of Chartered Accountants in England and Wales.

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Dear Committee Members

Audit Completion Report – Year ended 31 March 2022

We are pleased to present our Audit Completion Report for the year ended 31 March 2022. The purpose of this document is to summarise our audit conclusions.

The scope of our work, including identified significant audit risks and other areas of management judgement, was outlined in our Audit Strategy Memorandum which we presented on 29 June 2022. We have reviewed our Audit Strategy Memorandum and concluded that the original significant audit risks and other areas of management judgement remain appropriate.

We would like to express our thanks for the assistance of your team during our audit.

If you would like to discuss any matters in more detail, then please do not hesitate to contact me on 0113 387 8850.

Yours faithfully

Mark Kirkham
Mazars LLP

01

Section 01:

Executive summary

1. Executive summary

Principal conclusions and significant findings

The detailed scope of our work as your appointed auditor for 2021/22 is set out in the National Audit Office's (NAO) Code of Audit Practice. Our responsibilities and powers are derived from the Local Audit and Accountability Act 2014 and as outlined in our Audit Strategy Memorandum, our audit has been conducted in accordance with International Standards on Auditing (UK) and means we focus on audit risks that we have assessed as resulting in a higher risk of material misstatement.

In section 4 of this report, we have set out our conclusions and significant findings from our audit. This section includes our conclusions on the audit risks in our Audit Strategy Memorandum, which were:

- management override of controls;
- revenue recognition;
- valuation of land and buildings; and
- net defined benefit pension liability.

Section 5 sets out internal control recommendations and section 6 sets out audit misstatements (unadjusted misstatements). Section 7 outlines our work on the Council's arrangements to achieve economy, efficiency and effectiveness in its use of resources.

Status and audit opinion

High risk areas of the audit were started early in the summer and the fieldwork stage of the audit started 3 October 2022. At the time of preparing this report, we are finalising our audit in respect of the financial statements for the year ended 31 March 2022.

The significant matters remaining outstanding are outlined in section 2. We will provide an update to you in relation to the significant matters outstanding in a follow up letter.

Subject to the satisfactory conclusion of the remaining audit work, we have the following conclusions:



Audit opinion

We anticipate issuing an unqualified opinion, without modification, on the financial statements. Page 7 of this report highlights a national issue in relation to infrastructure assets. We do not intend to complete our work in this area or issue our audit opinion until the matter is resolved.



Value for money arrangements

We are yet to complete our work in respect of the Council's arrangements to secure economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2022. Our work is explained in section 7 of this report.



Whole of Government Accounts (WGA)

We have not yet received group instructions from the National Audit Office in respect of our work on the Council's WGA submission for 2021/22. We are unable to commence our work in this area until such instructions have been received.



Wider powers

The 2014 Act requires us to give an elector, or any representative of the elector, the opportunity to question us about the accounting records of the Council and to consider any objection made to the accounts. We have received an objections and a number of questions from local electors. We have not yet reached a decision in respect of the objection but our work to date suggests the subject matter is unlikely to affect our audit opinion.



02




Section 02:

Status of the audit

2. Status of the audit

Our work is substantially complete and there are currently no matters of which we are aware that would require modification of our audit opinion, subject to the outstanding matters detailed below.







Audit area	Status	Description of the outstanding matters
Infrastructure assets		<p>As previously reported, CIPFA highlighted a national technical accounting issue relating to infrastructure assets, principally for highways authorities.</p> <p>Historically accounting for infrastructure has not been an area of risk because a historical cost basis is used in accounting for these assets. Concerns have, however, been raised that some authorities are not applying component accounting requirements.</p> <p>CIPFA's Local Authority Accounting Code Board (CIPFA LASAAC) is currently consulting with Local Authorities and Auditors, it is our understanding a proposed resolution will be confirmed in early 2023.</p> <p>Any changes will require additional audit work and has delayed the completion of our 2021/22 audit. We are working with management to resolve this issue as soon as possible.</p>
Whole of Government Accounts (WGA)		<p>We have not completed our 2020/21 or 2021/22 work in this area. We are waiting for clarification from the NAO in regard to 2020/21's audit requirements and Group Instructions to be issued for 2021/22.</p> <p>We cannot start this work until this information is received. We will work with management to complete this work as soon as possible.</p>




-  Likely to result in material adjustment or significant change to disclosures within the financial statements.
-  Potential to result in material adjustment or significant change to disclosures within the financial statements.
-  Not considered likely to result in material adjustment or change to disclosures within the financial statements.



2. Status of the audit

Outstanding matters continued.

Audit area	Status	Description of the outstanding matters
Standard audit enquiries		We are awaiting responses to our standard audit enquiries from the Monitoring Officer.
Journals		We are finalising our work in this area.
Non-pay expenditure		We have selected our sample and we are awaiting evidence finalise our work in this area.
Income and expenditure cut off		Our work in this area is substantially complete, however we are awaiting evidence to support the remaining items.
Payroll testing		We are finalising our work in this area.
CIES - non-grant income		Our work in this area has made significant progress but we are awaiting evidence to support remaining items.




-  Likely to result in material adjustment or significant change to disclosures within the financial statements.
-  Potential to result in material adjustment or significant change to disclosures within the financial statements.
-  Not considered likely to result in material adjustment or change to disclosures within the financial statements.



2. Status of the audit

Outstanding matters continued.

Audit area	Status	Description of the outstanding matters
CIES - grant income		Our work in this area is ongoing. We require evidence to support several items of grant income, including non-specific grant, capital grants and grant income credited to services.
Collection fund		There are several queries relating to business rates income, including those as part of the Technical Team's review of the draft accounts. The audit team has also raised queries and we require supporting evidence from management to complete our testing.
Property, plant and equipment		Our work in this is substantially complete, however we are awaiting evidence in regard to proposed audit adjustments and property disposals.
Creditors		We require evidence to support a minimal number of creditor transactions.
Debtors impairment		We are finalising our work in this area.
Private Finance Initiatives (PFI)		We have recently been informed that the Council has taken external advice on its PFI model for the waste recycling centre, which will result in material adjustments to the draft financial statements. Officers are awaiting information from their external advisors, which we will need to consider.





-  Likely to result in material adjustment or significant change to disclosures within the financial statements.
-  Potential to result in material adjustment or significant change to disclosures within the financial statements.
-  Not considered likely to result in material adjustment or change to disclosures within the financial statements.




Page 59



2. Status of the audit

Outstanding matters continued.

Audit area	Status	Description of the outstanding matters
Pensions		Our work is substantially completed but we require the Pension Fund auditor's letter to complete our work in this area. We also have other queries in regard to data sent to the actuary. We are still awaiting for responses to queries from the Administering Authority.
Final versions of the Annual Report and Annual Governance Statement		We will review the final versions of the Annual Report and Annual Governance Statement. This includes our technical and final review of the financial statements.
Letter of Representation		Receipt, and review, of signed letter of management representation.
Final check of information provided by the Council		We will complete procedures to ensure the completeness of financial data, including any journals posted subsequent to period 19 which are relevant to the 31 March 2022 financial statements.
Post balance sheet events		Review of post balance sheet events up to the point at which we sign our audit report.
Audit review and quality control		Completion of Manager and Partner review and our quality control processes in respect of the audit.

-  Likely to result in material adjustment or significant change to disclosures within the financial statements.
-  Potential to result in material adjustment or significant change to disclosures within the financial statements.
-  Not considered likely to result in material adjustment or change to disclosures within the financial statements.



03

Section 03: **Audit approach**

3. Audit approach

Changes to our audit approach

We provided details of our intended audit approach in our Audit Strategy Memorandum in June 2022. We have not made any changes to our audit approach since we presented our Audit Strategy Memorandum.

Materiality

Our provisional materiality at the planning stage of the audit was set at £9.3 million using a benchmark of circa 2% of gross operating expenditure. Our assessment of materiality, based on the draft financial statements was £7.8 million using the same benchmark.

As part of our closure procedures, we will revise materiality based on the final version of the financial statements.

Use of experts

As detailed in our Audit Strategy Memorandum, management makes use of experts in specific areas when preparing the financial statements. We also use experts to assist us to obtain sufficient appropriate audit evidence on specific items of account. There are no changes to our or management's use of experts:

Item of account	Management's expert	Our expert
Defined benefit liability	Actuary (Aon Hewitt)	NAO's consulting actuary (PWC)
Property, plant and equipment valuation	In-house valuer	We take into account any relevant information which is available from third parties.
Financial instrument disclosures	Link Asset Services (formerly Capita)	No expert required.

As at the time of preparing this report, and as mentioned on page 11, we are awaiting information relating to the Council's PFI model, potentially requiring us to evaluate EY, as management's expert.

We will also need to consider Link, regarding their involvement developing the revised Minimum Revenue Provision (MRP) model and calculation, see page 19 for more detail.

Service organisation

International Auditing Standards (UK) (ISAs) define service organisations as third-party organisations that provide services to the Council that are part of its information systems relevant to financial reporting. We are required to obtain an understanding of the services provided by service organisations as well as evaluating the design and implementation of controls over those services.

As set out in our Audit Strategy Memorandum, we are not aware of any such arrangement at the Council.



04

Section 04: **Significant findings**

4. Significant findings

In this section we outline the significant findings from our audit. These findings include:

- our audit conclusions regarding other significant risks and key areas of management judgement outlined in the Audit Strategy Memorandum;
- our comments in respect of the accounting policies and disclosures that you have adopted in the financial statements. On page 20 we have concluded whether the financial statements have been prepared in accordance with the financial reporting framework and commented on any significant accounting policy changes that have been made during the year;
- any further significant matters discussed with management; and
- any significant difficulties we experienced during the audit.



4. Significant findings

Significant risks

Management override of controls]	<p>Description of the risk</p> <p>This is a mandatory significant risk on all audits due to the unpredictable way in which such override could occur.</p> <p>Management at various levels within an organisation are in a unique position to perpetrate fraud because of their ability to manipulate accounting records and prepare fraudulent financial statements by overriding controls that otherwise appear to be operating effectively. Because of the unpredictable way in which such override could occur there is a risk of material misstatement due to fraud on all audits.</p>
<p>How we addressed this risk</p> <p>We addressed this risk by carrying out audit work in the following areas:</p> <ul style="list-style-type: none"> • accounting estimates impacting amounts included in the financial statements; • consideration of identified significant transactions outside the normal course of business; and • journals recorded in the general ledger and other adjustments made in preparation of the financial statements. 	
<p>Audit conclusion</p> <p>We have not yet obtained the audit evidence required.</p>	

Revenue recognition	<p>Description of the risk</p> <p>In accordance with ISA 240 we presume there is a risk of fraud in respect of the recognition of revenue because of the potential for inappropriate recording of transactions in the wrong period. ISA 240 allows the presumption to be rebutted but, given the Council’s range of revenue sources, we have concluded that there are insufficient grounds for rebuttal for all income streams in 2021/22. We have identified income from fees and charges, as the key area for audit testing.</p> <p>This does not imply that we suspect actual or intended manipulation but that we continue to deliver our audit work with appropriate professional scepticism.</p>
<p>How we addressed this risk</p> <p>We have completed the following work:</p> <ul style="list-style-type: none"> • testing revenue items recorded around year end to ensure they have been recognised in the appropriate year; • testing year end receivables; and • obtaining direct confirmations of year-end bank balances and testing the reconciliations to the ledger. 	
<p>Audit conclusion</p> <p>Subject to the satisfactory completion of the work highlighted in section 2 of this report, we do not expect there to be any matters to report in respect of revenue recognition.</p>	



4. Significant findings

Valuation of land and buildings

Description of the risk

At the planning stage, Council dwellings, infrastructure assets, other land and buildings were the Council’s highest value assets totalling £983.3 million in 2020/21. The balance sheet also included investment properties totalling £65.1 million, and assets held for sale totalling at £0.8 million in 2020/21.

Per the CIPFA Code, each of these class of asset requires that where assets are subject to revaluation, their year end carrying value should reflect the appropriate fair value at that date.

Management engages its own Valuer as an expert to assist in determining the fair value of land and buildings to be included in the financial statements but there remains a high degree of estimation uncertainty associated with the valuation of land and buildings due to the significant judgements and number of variables involved.

How we addressed this risk

We have:

- assessed the scope and terms of engagement with the Valuer;
- assessed the competence, skills and objectivity of the Valuer;
- assessed how management use the Valuer’s report to value land and buildings included in the financial statements;
- tested the accuracy of the data used in valuations;
- challenged the Council and Valuer’s assumptions and judgements applied in the valuations;
- reviewed valuation methodology used, including the appropriateness of the valuation basis;
- considered the reasonableness of the valuation by comparing the valuation output with market intelligence; and
- we engaged the Mazars Real Estates Valuation team to assist in the valuation of the Community Stadium, Allerton Waste Recycling Centre and Depreciated Replacement Cost valuation methodology. .

Audit conclusion

Subject to the satisfactory completion of the work highlighted in section 2 of this report and with the exception of issues highlighted in sections 5 and 6, we do not expect to report any other issues in regard to valuation of land and buildings.



4. Significant findings

Net defined benefit liability valuation

Description of the risk

The financial statements contain material pension entries in respect of the retirement benefits. The calculation of these pension figures, both assets and liabilities, can be subject to significant volatility and includes estimates based upon a complex interaction of actuarial assumptions. This results in an increased risk of material misstatement.

How we addressed this risk

We have:

- critically assessed the competency, objectivity and independence of the North Yorkshire Pension Fund’s Actuary;
- liaised with the auditors of the North Yorkshire Pension Fund to gain assurance over the design and implementation of controls in place at the Pension Fund. This included the processes and controls in place to ensure data provided to the Actuary by the Pension Fund for the purposes of the IAS 19 valuation is complete and accurate;
- reviewed the appropriateness of the Pension Asset and Liability valuation methodologies applied by the Pension Fund Actuary, and the key assumptions included within the valuation. This included comparing them to expected ranges, utilising information by the consulting actuary engaged by the National Audit Office; and
- agreed the data in the IAS 19 valuation report provided by the Fund Actuary for accounting purposes to the pension accounting entries and disclosures in the Council’s financial statements.

Audit conclusion

As at the time of writing this report, our work on the valuation of the Council’s net pension liability valuation is substantially complete, with the exception of receipt of the Pension Fund auditor’s letter. At this stage there are no issues to report and we will report any issues to Audit and Governance Committee within our follow-up letter.



4. Significant findings

Qualitative aspects of the Council’s accounting practices

We have reviewed the Council’s accounting policies and disclosures and concluded they comply with the 2021/22 Code of Practice on Local Authority Accounting, appropriately tailored to the Council’s circumstances.

Draft accounts were received on 29 June 2022 and were of a good quality, subject to audit adjustments.

Significant matters discussed with management

Minimum Revenue Provision (MRP)

As part of our review of the financial statements, we noted the Minimum Revenue Provision (MRP) had significantly reduced from the prior year (£7.95m to £4.73m). Our enquires confirmed that the method for calculating MRP has changed from an equal instalment basis to an annuity basis, which is permissible per statutory guidance. Management has confirmed that Members were made aware of the change during the meeting of the Finance and Performance Committee in February 2022. The matter was also included in the Executive report that was considered by the Audit and Governance Committee when the Treasury Management strategy for 2022/23 was presented. We are informed that Members were made aware of the savings in 2021/22 and the potential impact on future MRP charges.

Defined benefit pension liability and property valuations

As required by our regulator, we have increased our work on defined benefit pension schemes and the valuation of property, plant and equipment. This and other issues emerging during the year have had an impact on the fee required to complete the audit and we will discuss any fee variation request with management on completion of our audit work and update the Committee. As set out in our ASM all fee variation requests are subject to approval from PSAA.

Group Accounts

The Council has assessed its subsidiaries, associates and joint ventures and considers them to be not material either qualitatively or quantitatively. We have considered management’s judgement and are satisfied that the accounts are not materially misstated as a result of this judgement. In the coming years, the Council will need to ensure it reviews this assessment and updates it for any significant changes.

Working together

Consistent with our experience at many of our other clients, post pandemic working practices have led to increases in the time taken to complete audits.

This year we have noted improvements in audit/client working practices, for example having a single point of contact at the Council has significantly improved coordination of audit queries.

We would like to work with management to enhance engagement in order to help deliver the audit in a more efficient manner. Some of the changes we would like to see include:

- clear agreement of the ledger to the accounts before the start of the audit. The current reconciliation is complex and takes a lot of audit resource to confirm;
- further improvements in working papers. There are several key working papers that could be updated to enable the audit team to easily identify source data and facilitate timelier sample selection; and
- identification and agreement of key system reports and evidence that could be provided in advance of the audit to enable earlier testing and samples to be selected in a timelier way.

We will of course consider any improvements we can make to our working practices.



4. Significant findings

Wider responsibilities

Our powers and responsibilities under the 2014 Act are broad and include the ability to:

- issue a report in the public interest;
- make statutory recommendations that must be considered and responded to publicly;
- apply to the court for a declaration that an item of account is contrary to law; and
- issue an advisory notice under schedule 8 of the 2014 Act.

We have not exercised any of these powers as part of our 2021/22 audit.

The 2014 Act also gives rights to local electors and other parties, such as the right to ask questions of the auditor and the right to make an objection to an item of account. We are currently carrying out follow up audit work after receiving a statutory objection which challenges the adoption of a highway in 2021/22 and the consequent expenditure.



05

Section 05:

Internal control recommendations

5. Internal control recommendations

The purpose of our audit was to express an opinion on the financial statements. As part of our audit, we have considered the internal controls in place relevant to the preparation of the financial statements in order to design audit procedures to allow us to express an opinion on the financial statements but not for the purpose of expressing an opinion on the effectiveness of internal control or to identify any significant deficiencies in their design or operation.

The matters reported are limited to those deficiencies and other control recommendations that we have identified during our normal audit procedures and that we consider to be of sufficient importance to merit being reported. If we had performed more extensive procedures on internal control, we might have identified more deficiencies to be reported or concluded that some of the reported deficiencies need not in fact have been reported. Our comments should not be regarded as a comprehensive record of all deficiencies that may exist or improvements that could be made.

Our findings and recommendations are set out below. We have assigned priority rankings to each of them to reflect the importance that we consider each poses to your organisation and, hence, our recommendation in terms of the urgency of required action. In summary, the matters arising fall into the following categories:

Priority ranking	Description	Number of issues
1 (high)	In our view, there is potential for financial loss, damage to reputation or loss of information. This may have implications for the achievement of business strategic objectives. The recommendation should be taken into consideration by management immediately.	
2 (medium)	In our view, there is a need to strengthen internal control or enhance business efficiency. The recommendations should be actioned in the near future.	
3 (low)	In our view, internal control should be strengthened in these additional areas when practicable.	



5. Internal control recommendations

1) Significant deficiencies in internal control – Level 2

Description of deficiency

In 2019/20 and 2020/21, we recommend that the Council improved its arrangement to review, challenge and document the output of management’s valuation experts relied upon in the production of its financial statements.

In 2021/22 our expert valuer completed a review of the Council’s Depreciated Replacement Cost (DRC) valuation methodology and noted a departure from RICS DRC guidance note (2018) in regard to the correct application of Modern Equivalent Asset (MEA) valuation guidance, including componentisation, physical, functional and economic adjustments.

As part of our work on Allerton Waste Recycling Centre (the Council’s largest property value), as part of the early discussion with the Mazars valuation team we recommended that management should complete its own independent indexation checks to assess if the value as at 31 March 2022, was materially accurate since the last valuation date, however this was not completed.

Potential effects

Without sufficient challenge, information relied upon in preparing the accounts could result in a material misstatement.

Recommendation

While we recognise improvements in the Council’s arrangement, in 2021/22 we noted the following areas for improvement:

- management should implement procedures to ensure RICS valuation guidance and methodology has been applied by the valuer; and
- for valuations where the Council does not have relevant expertise, it should consider other options to gain sufficient assurance for the valuation assertion.



5. Internal control recommendations

1) Significant deficiencies in internal control – Level 2

Management response

A number of improvements have been made in response to points previously raised, including:

- Providing a more detailed assessment of assets not revalued in year to ensure valuations are still materially accurate. Information provided was in a format suggested by the Auditors.
- Our Valuers have advised Mazars that this year they have checked floor areas of properties using the GIS mapping system for added reassurance. Buildings are generally a static asset in physical nature, and our Property Valuers are notified of any changes through the lease requirements which require tenants to seek approval for any alterations.

We will always need to place reliance on the expertise of our valuers who are professionally qualified (RICS) and undertake regular CPD (Continuing Professional Development)

AWRP – Allerton Waste Recycling Plant was built by and is now operated by Amey Cespa on behalf of North Yorkshire County Council (NYCC) and City of York Council (CYC) under a long term waste management service contract for the provision of landfill diversion services. NYCC is the major partner in this with 79% share, whilst CYC has a 21% share

The asset was formally revalued in 2020/21. Due to the specialist nature of this asset, our internal valuers do not have the knowledge and experience needed to provide an update on the valuation. Any valuation would need to be supplied by specialist external valuers at a significant cost to the Council. The plan is to have a formal valuation undertaken every 5 years, in line with how other land and buildings are revalued by both NYCC and CYC, however this will be kept under review. It is part of the agreement we have with Amey Cespa that the facilities, plant and machinery are kept in good working order and they have to undertake an annual programme of maintenance. If the asset is well maintained, this should reduce the risk of impairments and provides re-assurance that the value of the asset will not have altered materially as a result of this.



5. Internal control recommendations

Follow up on previous internal control points

Description of deficiency

As part of our work on IT general controls, IT auditors were unable to obtain evidence to show that there is a documented Disaster Recovery (DR) process nor that there has been a DR test performed within the period.

Potential effects

Unavailability of systems and partial or complete loss of data, resulting in reputational damage to the Council.

Recommendation

Management should:

- ensure that the DR plan is formalised and considers a variety of scenarios;
- ensure the document passes through version control at least once per annum; and
- ensure DR is tested and documented at least once per annum.

2021/22 update

No issues relating to this prior year issues were noted in 2021/22.



06

Section 06:

Summary of misstatements

6. Summary of misstatements

This section outlines the misstatements identified during the audit, above the trivial threshold for adjustment of £0.315m.

The section below outlines the misstatements that were identified during our audit which management has assessed as not being material either individually or in aggregate to the financial statements and does not currently plan to adjust.

The second paragraph outlines the misstatements that have been adjusted by management during the audit.

Unadjusted misstatements

As at the time of preparing this report we have not noted any unadjusted misstatements to report.

Adjusted misstatements

As at the time of preparing this report, we have no unadjusted misstatements to report.

As part of our work on property, plant and equipment valuations, we have identified an error relating to the Council's Depreciated Replacement Cost assets. We are waiting for management to quantify the error and confirm which classes of transaction will need to be changed.

Upon completed of the audit, we will write to Those Charged With Governance to confirm any other errors noted as part of the audit.



6. Summary of misstatements

Disclosure amendments

Management has made the following disclosure adjustments:

- **Note 1x (Financial instruments)** – minor disclosure amendment;
- **Note 2 (Accounting standards that have been issued but not yet adopted)** – the disclosure has been updated to remove reference to pension estimates, as this was not a judgement in the application of accounting policies;
- **Note 50 (Contingent liabilities)** – As reported in previous years, the disclosures did not meet the definition of a contingent liability and has been removed.

The financial statement have been updated for other minor disclosure errors.

Disclosure errors not amended

Management has decided not to make the following correction:

- **Note 3 (Critical judgements in applying accounting policies)** – the disclosure includes a reference to future levels of funding for local government but does not describe a judgement in the application of its accounting policies. In our view this does not meet the requirements of the Code.

Upon completed of the audit, we will write to Those Charged With Governance and confirm any other disclosure errors noted as part of the audit.



07

Section 07:

Value for money arrangements

7. Value for money arrangements

Audit approach

We are required to consider whether the Council has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources. The NAO issues guidance to auditors that underpins the work we are required to carry out and sets out the reporting criteria that we are required to consider. The reporting criteria are:

- **Financial sustainability** - How the Council plans and manages its resources to ensure it can continue to deliver its services.
- **Governance** - How the Council ensures that it makes informed decisions and properly manages its risks.
- **Improving economy, efficiency and effectiveness** - How the Council uses information about its costs and performance to improve the way it manages and delivers its services.

At the planning stage of the audit, we undertake work to understand the arrangements that the Council has in place under each of the reporting criteria and we identify risks of significant weaknesses in those arrangements. Although we describe this work as planning work, we keep our understanding of arrangements under review and update our risk assessment throughout the audit to reflect emerging issues that may suggest significant weaknesses in arrangements exist.

The table overleaf outlines the risks of significant weaknesses in arrangements that we have identified, the risk-based procedures we have undertaken, and the results of our work.

Where our risk-based procedures identify actual significant weaknesses in arrangements we are required to report these and make recommendations for improvement. Where such significant weaknesses are identified, we report these in the audit report.

The primary output of our work on the Council's arrangements is the commentary on those arrangements that forms part of the Auditor's Annual Report. We intend to issue the Auditor's Annual Report in April 2023.

Status of our work

We are yet to complete our work in respect of the Council's arrangements for the year ended 31 March 2022. At the time of preparing this report, we have not identified any significant weaknesses in arrangements that require us to make a recommendation, however we continue to undertake work on the Council's arrangements.

As noted above, our commentary on the Council's arrangements will be provided in the Auditor's Annual Report in April 2023.



7. Value for money arrangements

Our work to follow-up on previous recommendations

As part of our 2020/21 audit, we identified significant weaknesses in the Council's arrangements. The table below sets out the significant weakness identified, our previous recommendations and the work we intend to report in April 2023.

Previously identified significant weakness in arrangements	Relevant reporting criteria	Our 2020/21 recommendations	Audit update
<p>We issued a Public Interest Report on 19 April 2021 including recommendations to address the significant weaknesses we identified in the Council's arrangements in respect of the severance of the former Chief Executive:</p> <ul style="list-style-type: none"> elements of the exit package, described in both the business case considered by Members and in the financial statements as contractual, were paid at the discretion of the Council and were not contractual entitlements; the business case considered by Members did not include sufficient facts, both in terms of financial analysis and background information, to make an informed decision; decision records that document the use of public funds under the scheme of delegation were not maintained; and safeguards to prevent conflicts of interest and demonstrate the Council applies the principles and values of sound governance were not applied. 	<p>Governance</p> <p>Improving the 3 Es</p>	<ul style="list-style-type: none"> The Council should adopt and apply appropriate standards for business case preparation in relation to exit and pension discretions to improve information supporting decisions. Decision notes should be maintained that document the factors that explain the case for the use of public funds under the scheme of delegation such as where payments exceed contractual entitlements. The Council should review the design of its governance policies and procedures to manage conflicts of interest (including self-interest threats). This should include updating the Council's constitution and scheme of delegation. The Council should ensure all Members fully understand the requirements of the Code of Conduct in relation to declaration of interests. The Council should review its policies and procedures to reflect Government guidance in the use of non-disclosure agreements. 	<p>We have noted the Council has made progress in addressing the recommendations relating to the significant weakness reported in 2020/21.</p> <p>The progress includes commissioning an 'Assurance Exercise on Actions Resulting from the 19 April 2021 Public Interest Report' from the Local Government Association.</p>



Appendices

A: Draft management representation letter

B: Draft audit report

C: Independence

D: Other communications

Appendix A: Draft management representation letter

City of York Council
West Offices
Station Rise
York
YO1 6GA

X January 2023

Dear Mark

City of York Council - audit for year ended 31 March 2022

This representation letter is provided in connection with your audit of the financial statements of City of York Council (the Council) for the year ended 31 March 2022 for the purpose of expressing an opinion as to whether the financial statements give a true and fair view in accordance with the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2021/22 (the Code) and applicable law.

I confirm that the following representations, to the best of my knowledge and belief, are made on the basis of enquiries of management and staff with relevant knowledge and experience (and, where appropriate, inspection of supporting documentation) sufficient to satisfy ourselves that I can properly make each of the following representations to you.

My responsibility for the financial statements and accounting information

I believe that I have fulfilled my responsibilities for the true and fair presentation and preparation of the financial statements in accordance with the Code and applicable law.

My responsibility to provide and disclose relevant information

I have provided you with:

- access to all information of which we are aware that is relevant to the preparation of the financial statements such as records, documentation and other material;
- additional information that you have requested from us for the purpose of the audit; and
- unrestricted access to individuals within the Council you determined it was necessary to contact in order to obtain audit evidence.

I confirm as Chief Finance Officer that I have taken all the necessary steps to make me aware of any relevant audit information and to establish that you, as auditors, are aware of this information.

As far as I am aware there is no relevant audit information of which you, as auditors, are unaware.



Appendix A: Draft management representation letter

Accounting records

I confirm that all transactions that have a material effect on the financial statements have been recorded in the accounting records and are reflected in the financial statements. All other records and related information, including minutes of all Council and committee meetings, have been made available to you.

Accounting policies

I confirm that I have reviewed the accounting policies applied during the year in accordance with Code and International Accounting Standard 8 and consider these policies to faithfully represent the effects of transactions, other events or conditions on the Council's financial position, financial performance and cash flows.

Accounting estimates, including those measured at fair value

I confirm that the methods, significant assumptions and the data used in making the accounting estimates are appropriate to achieve recognition, measurement or disclosure that is in accordance with the applicable financial reporting framework..

Contingencies

There are no material contingent losses including pending or potential litigation that should be accrued where:

- information presently available indicates that it is probable that an asset has been impaired or a liability had been incurred at the balance sheet date; and
- the amount of the loss can be reasonably estimated.

There are no material contingent losses that should be disclosed where, although either or both the conditions specified above are not met, there is a reasonable possibility that a loss, or a loss greater than that accrued, may have been incurred at the balance sheet date.

There are no contingent gains which should be disclosed.

All material matters, including unasserted claims, that may result in litigation against the Council have been brought to your attention. All known actual or possible litigation and claims whose effects should be considered when preparing the financial statements have been disclosed to you and accounted for and disclosed in accordance with the Code and applicable law.

Laws and regulations

I confirm that I have disclosed to you all those events of which I am aware which involve known or suspected non-compliance with laws and regulations, together with the actual or contingent consequences which may arise therefrom.

The Council has complied with all aspects of contractual agreements that would have a material effect on the accounts in the event of non-compliance.



Appendix A: Draft management representation letter

Fraud and error

I acknowledge my responsibility as Chief Finance Officer for the design, implementation and maintenance of internal control to prevent and detect fraud and error.

I have disclosed to you:

- all the results of my assessment of the risk that the financial statements may be materially misstated as a result of fraud;
- all knowledge of fraud or suspected fraud affecting the Council involving:
 - management and those charged with governance;
 - employees who have significant roles in internal control; and
 - others where fraud could have a material effect on the financial statements.

I have disclosed to you all information in relation to any allegations of fraud, or suspected fraud, affecting the Council's financial statements communicated by employees, former employees, analysts, regulators or others.

Related party transactions

I confirm that all related party relationships, transactions and balances, have been appropriately accounted for and disclosed in accordance with the requirements of the Code and applicable law.

I have disclosed to you the identity of the Council's related parties and all related party relationships and transactions of which I am aware.

Impairment review

To the best of my knowledge, there is nothing to indicate that there is a permanent reduction in the recoverable amount of the property, plant and equipment below their carrying value at the balance sheet date. An impairment review is therefore not considered necessary.

Charges on assets

All the company's assets are free from any charges exercisable by third parties except as disclosed within the financial statements.

Future commitments

I am not aware of any plans, intentions or commitments that may materially affect the carrying value or classification of assets and liabilities or give rise to additional liabilities.

Service Concession Arrangements

I am not aware of any material contract variations, payment deductions or additional service charges in 2021/22 in relation to the Council's PFI schemes that you have not been made aware of.



Appendix A: Draft management representation letter

Subsequent events

I confirm all events subsequent to the date of the financial statements and for which the Code and applicable law, require adjustment or disclosure have been adjusted or disclosed.

Should further material events occur after the date of this letter which may necessitate revision of the figures included in the financial statements or inclusion of a note thereto, I will advise you accordingly.

Going concern

To the best of my knowledge there is nothing to indicate that the Council will cease to continue as a going concern in the foreseeable future. The period to which I have paid particular attention in assessing the appropriateness of the going concern basis is not less than twelve months from the date of approval of the accounts.

Unadjusted misstatements

I confirm that the effects of the uncorrected misstatements are immaterial, both individually and in aggregate, to the financial statements as a whole. *Please make sure the appendix is attached to the letter and not cross-referenced to the appendix in the ACR. Unadjusted should be numerical AND disclosure..*

Yours faithfully

Chief Finance Officer:

Date:



Appendix B: Draft audit report

Independent auditor’s report to the members of City of York Council

As a result of the infrastructure assets issue and the potential impact of our work in regard your VFM arrangements, we are unable to provide a draft audit report at this stage.



Appendix C: Independence

As part of our ongoing risk assessment, we monitor our relationships with you to identify any new actual or perceived threats to our independence within the regulatory or professional requirements governing us as your auditors.

We can confirm that no new threats to independence have been identified since issuing the Audit Strategy Memorandum and therefore we remain independent.



Appendix D: Other communications

Other communication	Response
Compliance with Laws and Regulations	<p>We have not identified any significant matters involving actual or suspected non-compliance with laws and regulations. Or detail significant matters identified.</p> <p>We will obtain written representations from management that all known instances of non-compliance or suspected non-compliance with laws and regulations whose effects should be considered when preparing financial statements have been disclosed.</p>
External confirmations	<p>We did not experience any issues with respect to obtaining external confirmations.</p>
Related parties	<p>We did not identify any significant matters relating to the audit of related parties.</p> <p>We will obtain written representations from management confirming that:</p> <ul style="list-style-type: none"> a. they have disclosed to us the identity of related parties and all the related party relationships and transactions of which they are aware; and b. they have appropriately accounted for and disclosed such relationships and transactions in accordance with the requirements of the applicable financial reporting framework
Going Concern	<p>We have not identified any evidence to cause us to disagree with the Chief Financial Officer that City of York Council will be a going concern, and therefore we consider that the use of the going concern assumption is appropriate in the preparation of the financial statements.</p>

Appendix D: Other communications

Other communication	Response
Subsequent events	<p>We are required to obtain evidence about whether events occurring between the date of the financial statements and the date of the auditor’s report that require adjustment of, or disclosure in, the financial statements are appropriately reflected in those financial statements in accordance with the applicable financial reporting framework.</p> <p>We will obtain written representations from management that all events occurring subsequent to the date of the financial statements and for which the applicable financial reporting framework requires adjustment or disclosure have been adjusted or disclosed.</p>
Matters related to fraud	<p>We have designed our audit approach to obtain reasonable assurance whether the financial statements as a whole are free from material misstatement due to fraud. In addition to the work performed by us, we will obtain written representations from management, and Audit Committee,, confirming that</p> <ul style="list-style-type: none"> a. they acknowledge their responsibility for the design, implementation and maintenance of internal control to prevent and detect fraud; b. they have disclosed to the auditor the results of management’s assessment of the risk that the financial statements may be materially misstated as a result of fraud; c. they have disclosed to the auditor their knowledge of fraud or suspected fraud affecting the entity involving: <ul style="list-style-type: none"> i. management; ii. employees who have significant roles in internal control; or iii. others where the fraud could have a material effect on the financial statements; and d. they have disclosed to the auditor their knowledge of any allegations of fraud, or suspected fraud, affecting the entity’s financial statements communicated by employees, former employees, analysts, regulators or others.



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Mazars is an internationally integrated partnership, specialising in audit, accountancy, advisory, tax and legal services*. Operating in over 90 countries and territories around the world, we draw on the expertise of 40,400 professionals – 24,400 in Mazars' integrated partnership and 16,000 via the Mazars North America Alliance – to assist clients of all sizes at every stage in their development.

*where permitted under applicable country laws.



Agenda Item

Audit and Governance Committee

30 November 2022

Report of the Chief Finance Officer

Annual Financial Report - Statement of Accounts 2021/22

Summary

1. This report presents an updated draft accounts for 2021/22, which follow draft pre-audit accounts previously presented on 29th June 2022. There are two national regulatory/ technical issues as set out at paragraphs 5 & 6 which mean that the Accounts presented are still in draft format, whilst we await the outcome of these matters.

Recommendations

2. Members are asked to
 - (a) Note the matters set out in the Audit Completion Report presented by the external auditor in the previous agenda item and summarised in this report.

Reason

To ensure the proper consideration of the opinion and conclusions of the external auditor in respect of the annual audit of accounts and review of the council's arrangements for ensuring value for money.

- (b) Delegate authority to the Chair in consultation with the Vice Chair to approve and sign the final Statement of Accounts by resolution of this Committee in accordance with the Accounts and Audit regulations 2015 - subject to the only amendments being Infrastructure Assets and PFI accounting for AWRP as set out at paragraphs 5 & 6.

Reason

To ensure compliance with the International Auditing Standards and other relevant legislative requirements.

Background

3. The International Standard on Auditing (ISA) 260 requires the Council's External Auditor to report to those charged with governance any issues arising from the audit of the financial statements. It is also a statutory requirement that the Council approves the final statement of accounts after the audit and by 31st July each year. This has been extended to 30th November.

Analysis

4. The accounts attached at Annex A have been revised since the unaudited version was reported to the Audit & Governance Committee meeting in June 2022. A small number of amendments have been made to the financial statements and supporting notes, mostly to try and improve the presentation of information contained within the accounts. All the changes made have been highlighted in the accounts attached at Annex A.
5. CIPFA have highlighted a national technical accounting issue regarding Infrastructure assets, which affects York as we are a highways authority. The issue relates to component accounting and concerns that some authorities are applying different accounting treatment. We are awaiting further guidance from CIPFA's Local Authority Accounting Code Board (CIPFA LASAAC) which is expected in late December. Once we have this information we will assess the impact on the Accounts and make any adjustments necessary in consultation with Mazars.
6. The PFI accounting for Allerton Waste Recovery Park is based on an externally produced accounting model. The model was first used in the production of the 2017/18 Statement of Accounts. The accounting model has recently been reviewed by the same external advisor, as is good practice, and some changes have been made. These are mainly around the treatment of guaranteed third party revenues. These changes will affect the technical accounting entries included in the Statement of Accounts. There is still some work outstanding by the external advisor and due to the complex nature of the accounting involved, this work must be completed before any account changes are finalised
7. It should be noted that neither of the issues set out above nor the amendments made so far have any impact on the outturn position of the council as all the changes are either technical accounting or presentational adjustments.

8. The annual production of the accounts is the subject of a continuous review and, as usual, areas for improvement will be identified as a result of any issues identified this year. Any subsequent items identified in the last few days of the audit work will be reported verbally at the meeting

Consultation

9. The content of the report of the external auditor has been discussed with the relevant responsible officers. It is reported here for due consultation with those members charged with governance at the council.

Options

10. Not applicable.

Corporate Priorities

11. The Annual Financial Report provides a technical financial summary of the activities of the council and assists in providing the Council with a viable financial position on which to base future budget projections, as well as contributing to the overall effectiveness of the Council's governance and assurance arrangements.

Implications

12. There are no financial, HR, equalities, legal, crime and disorder, IT or property implications arising from this report

Risk Management

13. Areas of risk identified throughout the annual accounts process are monitored and managed on an ongoing basis to ensure the statutory deadline is met.
14. The Council will fail to comply with legislative and best practice requirements to provide for a proper audit of the Council if it does not consider this report or approve and sign the Annual Financial Report.

Authors:

Emma Audrain
Technical Accountant
01904 551170

Chief Officer responsible for the report:

Debbie Mitchell
Chief Finance Officer

Report **x** **Date** 22/11/22
Approved

Wards Affected: All

For further information please contact the author of the report

Background Papers:

Audit & Governance Committee 29 July 2022 – Pre Audit Statement of Accounts 2021/22

Annex:

Annex A Updated Draft Statement of Accounts 2021/22



Statement of Accounts

2021/22

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STATEMENT OF ACCOUNTS

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NARRATIVE REPORT



1. INTRODUCTION

These accounts set out the financial results of the City of York Council activities for the year ending 31st March 2022. They are prepared in accordance with the Chartered Institute of Public Finance & Accountancy (CIPFA) Code of Practice on Local Authority Accounting (the Code) which requires that the accounts show a true and fair view of the financial position of the Council. Suitable accounting policies have been adopted and applied consistently. Where necessary judgements and estimates have been made which comply with the Code.

This narrative report explains the main information included in the accounts, gives an overview of the Council as at 31st March 2022 and provides further information about the most significant matters reported in the accounts, along with an analysis of the pressures and risks that may impact on future financial performance.

The structure of the accounts is as follows:

Statement of Responsibilities

This discloses the respective responsibilities of the Council and the Chief Finance Officer in relation to the proper administration of the Council's financial affairs.

Comprehensive Income and Expenditure Statement

This statement shows the accounting cost in the year of providing services in accordance with generally accepted accounting practice, rather than the amount to be funded from taxation. Councils raise taxation to cover expenditure in accordance with regulations and this may be different from the accounting cost. The taxation position is shown in the Movement in Reserves Statement.

Movement in Reserves Statement

This statement shows the movement in the year on the different reserves held by the Council, analysed into 'usable reserves' (i.e. those that can be applied to fund expenditure or reduce local taxation) and other reserves and other unusable reserves.

Balance Sheet

The Balance Sheet shows the value as at the Balance Sheet date of the assets and liabilities recognised by the Council. The net assets of the Council (assets less liabilities) are matched by the reserves held by the Council.

Cash Flow Statement

This statement shows the changes in cash and cash equivalents of the Council during the reporting period.

Notes and Accounting Policies

The notes to the financial statements are important in the overall presentation of the accounts. They aim to assist understanding and have 3 key roles;

- Presenting information about the basis of preparation of the statements and the accounting policies used
- Disclosing information required by the Code that is not presented elsewhere

- Disclosing information that is not presented elsewhere but is relevant to understanding the statements

Expenditure and Funding Analysis (EFA)

The objective of the EFA is to demonstrate to council tax payers how the funding available to the authority (i.e. government grants, rents, council tax and business rates) for the year has been used in providing services in comparison with those resources consumed or earned by authorities in accordance with generally accepted accounting practices.

The Expenditure and Funding Analysis also shows how this expenditure is allocated for decision making purposes between the authority's services. Income and expenditure accounted for under generally accepted accounting practices is presented more fully in the Comprehensive Income and Expenditure Statement.

Housing Revenue Account Income and Expenditure Statement

The HRA Income and Expenditure Statement shows the economic cost in the year of providing housing services in accordance with generally accepted accounting practices, rather than the amount to be funded from rents and government grants.

Movement on the Housing Revenue Account Statement

This statement shows how the surplus or deficit on the Housing Revenue Account Income and Expenditure Account for the year reconciles to the movement on the Statutory Housing Revenue Accounts balance for the year.

Collection Fund

This fund is an agent's statement that reflects the statutory obligation for billing authorities to maintain a separate Collection Fund. The statement shows the transactions of the Council in relation to the collection from taxpayers and distribution to the Council, the Police and Crime Commissioner for North Yorkshire, North Yorkshire Fire and Rescue Authority, parish councils and central government of council tax and national non-domestic rates.

Annual Governance Statement (AGS)

This statement gives assurance that the Authority has conducted a review of the effectiveness of its systems of internal control and that the appropriate mechanisms are in place for the maintenance of good governance across the activities of the Authority.

Glossary

This is included to explain the technical terms used in the financial statements.

2. ABOUT THE COUNCIL

The policies of the Council are directed by the political leadership and implemented by the Corporate Management Team and officers of the Council. There are 47 Councillors who are elected every four years by local residents on a ward by ward basis. The May 2019 elections resulted in a new administration when the Liberal Democrats and the Green Party formed a partnership to lead the council and councillors from both parties sit on the ruling Executive.

Our Council Plan 2019 – 2023 sets out our priorities over the coming years and details what steps we'll take to ensure York continues to make history and build communities. We've focused our plan on eight key outcomes (seven of which will improve the quality of life for all residents, and one will enhance the way we work):

- good health and wellbeing
- well paid jobs and an inclusive economy
- getting around sustainably
- a better start for children and young people
- a greener and cleaner city
- creating homes and world-class infrastructure
- safe communities and culture for all
- an open and effective council

It's really important that we have capable, confident people, working positively for York. Therefore we all share a set of values, to help guide what we do and how we engage with our communities, our residents and each other. Our three values are:

- We work together
- We improve
- We make a difference

The people plan for 2016-2020 sets out the high level plan, to ensure we will have the right workforce in place to achieve the objectives set out in the Council Plan. The plan focuses on five key areas:

- Performance and Change
- Resourcing
- Pay Reward & Recognition
- Skills and Behaviours Development
- Wellbeing & Engagement

3. REVIEW OF THE FINANCIAL POSITION

Funding Context and Financial Planning

The Council's Medium Term Financial Strategy is set within a robust and well established planning framework and is based on an analysis of the key influences on the financial position and an assessment of the main financial risks facing the Council. This framework has enabled the Council to deliver significant performance improvements in many areas, whilst maintaining effective control and use of its limited financial resources. As part of the financial strategy, consideration is given to the likely savings required in future years and services are actively working to develop plans which will change the way services are provided, and deliver budget reductions in the future.

However, the council will need to continue to secure further savings and to manage cost pressures effectively. In doing so, the council will also need to provide capacity for additional investment in unavoidable costs and priorities. The continued development of the Medium Term Financial Strategy will ensure that the Council prepares effectively for these challenges.

Locally demand for council services continues to increase, with an ageing population and increased complex needs in respect of elderly care and there is continued pressure on many of the council's income budgets. There are also significant challenges in the health sector, including challenging financial positions for health partners which are in turn a significant financial risk to the Council.

In shaping the budget all the issues are carefully considered to ensure a budget that is both prudent and protects vulnerable people. Ensuring that there is the capacity to invest is a critical part of the budget deliberations. In relation to council tax, the 2021/22 budget included a council tax increase in of 1.99%, plus an additional increase of 3% in line with the Government's Adult Social Care precept.

All aspects of the public sector were already facing challenging times and in recent years the Council has had to deal with large reductions in funding, combined with a range of significant pressures. In 2021/22, core spending power in York sat at £706 per head, the second lowest in the country. The added pressure of additional expenditure and loss of income from fees and charges due to the COVID-19 pandemic that dominated 2020/21, and continued to have an impact in 2021/22, has added to an already difficult financial position for local government as a whole. The further postponement of the Fair Funding Review, and the uncertainty this brings, has added to the Council's financial challenges in the medium term.

Revenue Outturn 2021/22

The Council's General Fund budget for its own net expenditure was set at £131m. To this sum the parish precepts added a further £0.8m. Band D Council Tax, including both Police and Fire Authority precepts, was set at £1,797.56. This was a 4.4% increase on the previous year.

Comprehensive revenue and capital budget monitoring is carried out during the year and is supplemented by quarterly combined finance and performance reports presented to the Executive. This robust financial management has helped the Council to maintain good financial health, despite the continuing pressures on the public sector.

As outlined in reports to Executive throughout the year, the COVID-19 pandemic has continued to have an impact on the Council's financial position and adversely affected performance against a number of indicators. However, the overall financial impact has been mitigated by continued financial support from Government in the form of a COVID support grant and the Contain Outbreak Management Fund. These one off grants have been used, in accordance with the grant conditions, to fund additional COVID related pressures across the Council thus preventing the need to use the general reserve to balance the overall position.

NARRATIVE REPORT

The key financial pressures are mainly underlying and recurring pressures relating to social care. In particular, the cost of placements and agency staff within children's services. There remain considerable financial challenges looking ahead into 2022/23 and beyond. These challenges include the underlying pressures in both adults and children's social care, rising inflation and the current "cost of living" crisis, all of which increase pressure on the Council's already stretched budget. This is alongside the need to deliver £6.4m of ongoing savings as outlined in the annual budget report considered by Executive in February of this year.

The 2022/23 budget agreed in February 2022 provided for significant growth in adults and children's services budgets and made proper provision for all known cost increases at that time. Since then, inflationary pressures have become apparent and further work is needed to identify ways to manage and mitigate this pressure.

Full details on the individual service areas position for 2021/22 were reported to Executive in June 2022.

The overall outturn position for the Council is shown below (note that + indicates an overspend against budget);

Directorate	2021/22 Net Budget	2021/22 Net expenditure	Variation
	£'000	£'000	£'000
People	69,592	77,134	+7,542
Place	21,772	19,930	-1,842
Customers & Communities, Public Health and Corporate Services	22,182	22,510	+328
Central budgets	17,844	14,454	-3,390
Use of COVID grants		-2,638	-2,638
TOTAL	131,390	131,390	nil

Reserves

At the end of the financial year 2021/22 the useable reserves stood at £162m, compared to £163m at the end of 2020/21. Further details can be found in note 8. The table below summarises the position on useable reserves (note brackets indicate a reduction in reserve):

	Opening Balance	Net movement in year	Closing Balance at 31.3.22
	£'000	£'000	£'000
General Fund balance	11,158	972	12,130
Earmarked General Fund Reserves	77,255	(18,380)	58,875
Housing Revenue Account	28,832	737	29,569
Earmarked Housing Revenue Account Reserves	8,442	(2,356)	6,086
Major Repairs Reserve	3,777	(3,280)	497
Capital Receipts Reserve	5,525	4,752	10,277
Capital Grants Unapplied	28,341	16,723	45,064
Total	163,330	(832)	162,499

The Council takes a risk based approach to the management of useable reserves and as part of setting the annual budget, the s151 Officer undertakes a review of risks and known commitments to calculate a minimum level for the General Fund reserve, and this was incorporated into the Council budget reports. For 2021/22, it was determined that a level of £6.4m remained an appropriate figure. However in light of the risks facing the council, in particular the scale of future reductions on top of those already made, it was also considered that headroom should remain above the minimum level.

NARRATIVE REPORT

The General Fund reserve balance of £12.1m in the table above also includes individual school balances of £5.1m. These earmarked reserves are not for Council use and the level of reserve, in accordance with the Code, forms part of the Movement in Reserves Statement. In compliance with the Education Reform Act 1988, individual school balances will be carried forward into 2021/22.

The other usable reserves are set aside to cover future expenditure, including capital schemes. Capital grants unapplied are grants received but not yet used and the capital receipts reserve holds the balance of receipts from the disposal of assets. These funds are considered in the annual capital programme report presented to Executive and Full Council in February each year.

The Housing Revenue Account, Major Repairs Reserve and Earmarked Housing Revenue Reserves are considered as part of the business planning process and are held for future use on maintaining existing council homes, as well as investment in developing new build schemes.

Risks and opportunities

The single largest issue during the year has again been the continued financial impact of the COVID-19 pandemic which has been significant and is likely to last for a number of years. The longer term financial impact of the pandemic is as yet uncertain but it could potentially impact on interest and inflation rates, property and rental values as well as the local business economy.

The Council has continued to support economic growth, recognising the significant financial benefits in the form of retained business rates, and creation of jobs. Ensuring that there is a strong link between the capital and revenue budgets to support the delivery of council priorities is essential. The Capital Strategy sets out continuing significant capital investment, and details regarding some of the major capital schemes that will impact on the economy of the city.

At a time of significant reductions in grants and rising demand it is absolutely essential to set a prudent, stable and achievable budget. Many councils across the country are now experiencing very severe financial challenges. Whilst the challenges for this council are significant, through sound financial planning, and in year management, the council retains strong financial health. In response to a shift in demand led expenditure pressures and reductions in grant funding, the council is taking steps to enable itself, residents and communities to work together as equal partners to meet their future needs and priorities.

The scale of future budget reductions required will inevitably affect all services and all residents to some extent. In considering what savings can be made we have taken long term approaches to the development of future services and this approach will help to protect the needs of the most vulnerable people in York.

The budget process adopted a risk based approach, and in particular prioritises statutory services to vulnerable adults and children, and key frontline services. Whilst all areas are asked to consider the long term implications of up to a 30% reduction in their net spend over a 4 year period, assessment of options, risks, and links with priorities took place in formulating the final proposals.

Alongside the revenue budget, there are proposals for further major investment in a variety of schemes. These continue the council's approach to prioritise investment in the economy, housing, transport, and to invest to save. In addition, the council is continuing to make a significant investment in Information and Communications technology (ICT), recognising that the need for high quality technology will be crucial to delivering services in the most effective manner in the future, particularly in relation to continued hybrid working.

Key performance indicators

The Executive for the Council Plan (2019-23) agreed a core set of indicators to help monitor the council priorities and these provide the structure for performance updates in this report. The indicators have been grouped around the eight outcome areas included in the Council Plan

Further detailed performance information is provided on a quarterly basis via www.yorkopendata.org.uk

4. HOUSING REVENUE ACCOUNT (HRA)

In April 2012 the Localism Act introduced a significant change to the way that council housing is financed by replacing the old HRA subsidy system with a new system of self-financing. This resulted in a number of changes which have had a significant impact on the Council's HRA business plan and its stock retention strategy and involved the Council borrowing £122m to pay central government. This was a one off payment and in return the Council obtained greater independence and responsibility for the management of its housing stock as it now has the ability to actively manage the debt and its financial impact on the HRA.

The 2021/22 HRA budget was a deficit of £1,599k and the year end position was an underspend of £2,336k. Expenditure was significantly lower than budget, primarily because of delays in the capital programme resulting in a reduced revenue contribution of £2.1m and a small underspend on repairs and maintenance of £82k.

5. BUSINESS RATES AND COUNCIL TAX

The main aim of the Business Rates scheme is to give Councils a greater incentive to grow business in their area. However, it also increases financial risk to the Council through additional liabilities in respect of backdated appeals and risks from non-collection.

The Council is a member of the Leeds City Region Business Rates Pool. The pool is a voluntary arrangement which allows local authorities to retain locally a proportion of any growth in business rates income. The pool was established on 1st April 2021 with the aim of furthering economic development activities across the region. It is funded from "levies" on business rates growth which would otherwise be paid over to central government. In this scheme the pool retain 50% of retained business rates.

The operation of the pool is governed by a formal agreement between the authorities. The pool is led by a Joint Committee made up of the leaders from some of the authorities and is administered by Leeds City Council. The Joint Committee is responsible for making decisions about the use of pool receipts.

As outlined in the introduction, the Collection Fund is an agent's statement. The Council is required by statute to maintain this separate fund for the collection and distribution of amounts due in respect of Council Tax and Business Rates.

The account shows a deficit on Council Tax and Business Rates at 31 March 2022; as it did on 31 March 2021. The position continues to reflect the impact that Covid-19 has had. There was a reduction in the amount billed and in year collection rates, which has contributed to the deficit position. This is covered in further detail in the Collection Fund notes section of the Accounts. Collection rates have improved from those in 2020/21 which has seen the deficit position reduce overall. 96.8% of the total sum collectable for 2021/22 Council Tax bills was received in the year. Similarly, the recovery on Business Rates was 97.2% of the 2021/22 bills.

6. CAPITAL EXPENDITURE

Capital expenditure for the year totalled £78.220m (2020/21 £92.397m). This was funded by capital receipts, internal borrowing, Government Grants and other contributions and revenue contributions.

A summary of where the money was spent in 2021/22 and how it was funded is shown below:

	2021/22 Outturn £m
Capital Expenditure	
Children's services	6.326
Adult Social Care	1.565
Housing & Community Safety	30.251
Transport, Highways & Environment	21.389
Property Services	13.979
Community Stadium & other major projects	1.329
FM & Buildings	0.011
ICT	2.942
Communities, Culture & Public Realm	0.297
Climate Change	0.131
Total expenditure	78.220
Funding	
Prudential Borrowing	30.451
HRA & RTB Receipts	12.305
Capital Receipts	0.583
Grants and other contributions	20.504
Earmarked Reserves	14.377
Total Funding	78.220

Over the last year there has been significant progress made on a number of major project.

The York Central project has now transitioned from the planning stages into delivery following the agreement of the reserved matters planning application for the first phase of infrastructure works in November 2020. This followed the agreement of £77.1m of funding from the Ministry of Housing Communities and Local Government (MHCLG) which was awarded directly to Homes England and Network Rail.

The decision by government to award this funding directly to the landowning bodies was a significant change and has reshaped the delivery arrangements for the infrastructure and the governance arrangements. CYC have recently completed the enabling works contract for the site including; site clearance, demolitions and further ground investigations for which the Council is being reimbursed. The landowning partners have confirmed their intention for Homes England to lead the delivery of the main Infrastructure Package IP2 and to enter into a construction contract with John Sisk Ltd, subject to ongoing due diligence. A decision is currently being ratified through the Homes England governance arrangements.

Executive agreed in March 2022 to provide a £35m capital contribution towards the IP2 package funded from future Enterprise Zone receipts.

The Guildhall project achieved Practical Completion (on the building contract) on 25 April 2022 with the hand over under the agreed lease arrangements to University of York following on 29 April 2022. The office space is already fully let, and formally opened on 16 May, there is a strong forward events programme and bookings for the main hall include a Christmas Market. There are competing interests to secure the restaurant unit and it is anticipated that the rental level modelled in the approved business case will be met.

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Work has continued to progress the delivery of the Castle Gateway project. Following extensive consultation with the public and stakeholders the design for the new public realm and event space to replace Castle Car Park and the Eye of York is complete and a planning application was submitted in January 2022. This will enable a shovel ready project and will be prioritised for central government funding opportunities. Work continues to develop the housing scheme at Castle Mills although there have been delays resulting in the council seeking a new contractor.

During 2021/22, one of the main tasks which the project team working on the Outer Ring Road and Dualling scheme have undertaken is to evaluate the public engagement process which took place in late 2020. There was a good response to this process and it demonstrated 79% support for the scheme proposals. However there were concerns from a range of groups and residents about the lack of pedestrian and cycle facilities at some locations. The project team worked on a series of revisions to address these concerns, conscious of maintaining the balance of the scope and the available budget. The evaluation of the public engagement process and accompanying scheme revisions were presented to Executive in September 2021. This report was accepted by Executive with the proviso that some minor adjustments be considered to address some further representations by members of the public. This iterative process would be commonly expected of a scheme of this magnitude.

Those final revisions have now been completed and subject to some specialist environmental work, the project team will be in a position to submit a planning application in early 2022/23 financial year. There has also been significant activity in other areas. Concurrent work has taken place attempting to purchase land for the scheme, detailed design and preparations for the final business case. 2022 will be a key year to achieve planning approval, land acquisition and submission of a Compulsory Purchase Order if it is required. The council is also working with utility companies to undertake diversion works prior to planning determination. Commencement of construction is still anticipated for mid 2023.

In November 2020, Council Executive approval was received allowing authority to begin the delivery of a package of enabling works, purchase land and proceed to detailed scheme design at York Station Gateway. Executive approval of the five-phase project Delivery and Procurement Strategy produced together with project partners Network Rail and LNER was also received. In November 2021 the Executive approved CYC entering into a Development Agreement with LNER to deliver Package 3 – the station works.

Land negotiations are currently progressing and the finalisation of deal with Canada Life for an area of land in front of George Stephenson House is expected in July 2022. Meanwhile, the Package 1 – Enabling Works to deliver a scheme of diversionary works for services in Queen Street Bridge and the station frontage area to allow demolition of the bridge began in January 2022. These works will continue into early 2023. This enabling package is valued at c£2m. Detailed design of the scheme is complete and the project team is working with the Local Planning Authority to discharge conditions. The second package of highway works is currently being tendered and will commence in autumn 2022. The station works package (expected to be delivered by LNER under a development agreement with CYC) and will begin in early 2024.

At Lowfield the council is directly delivering 140 new homes, of which around 90 are now complete and occupied. The remaining site contains plots of land for development by others. This includes six self-build plots which are progressing well, one home is occupied and the other five are expected to be completed in 2022. Adjacent to the self-build site is a community build plot which the council have agreed to sell to Yorspace. Planning permission is secured for this site and the community group have discharged their pre-start on site planning conditions. The group are finalising their construction contract following sharp rises in construction costs in the last 12 months. Yorspace expect to complete the land purchase and commence construction before the end of the year.

Duncombe and Burnholme housing delivery sites have completed RIBA design stage 3 and tenders have been awarded to the contractor Caddicks with a start on site expected to be in the July 2022 at Duncombe and by autumn on the Burnholme site. Ordnance Lane housing delivery site is at the

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design stage with the schemes planning application being submitted in December 2021. The scheme received planning permission in June 2022

7. TREASURY MANAGEMENT

The Council's year end treasury debt position for 2021/22 compared to 2020/21 is summarised in the table below:

Debt	31/03/2022 £000	31/03/2021 £000
Balance brought forward	299,088	257,483
Reversal of previous years carrying value	(1,123)	(1,018)
Add new loans taken	15,000	51,500
Less loans matured in year	(7,000)	(10,000)
Total debt as per Treasury Management Outturn Report	305,965	297,965
In year carrying value adjustment	1,304	1,123
Total Debt at 31 st March	307,269	299,088

Three new PWLB loans were taken during the year totalling £15.000m with interest rates on the loans ranging from 2.40% to 2.48% and maturities ranging from 22.34 years to 25.25 years. Four PWLB loans totalling £7.000m were repaid during the year.

The Council maintained an average investment balance of £45.722m in 2021/22 compared to £15.690m in 2020/21. The surplus funds earned an average rate of return of 0.10% in 2021/22 compared to 0.17% in 2020/21.

8. PENSIONS

The cost of pensions to the Council continues to increase year on year and remains a major item of expenditure. The Council is a member of the North Yorkshire Pension Fund (NYPF) and the last full actuarial valuation of the fund was carried out as at 31st March 2019. This has been updated by independent actuaries to take account of the requirements of International Accounting Standard 19 in order to assess liabilities as at 31st March 2022.

The Council's overall pension liability is £113.164m (a decrease from £157.293m in 2020/21). The overall defined benefit obligation has decreased and this has been primarily due to a reduction in the present value of scheme liabilities. Further details can be found in Note 49, Defined Benefit Pension Schemes

9. NON CURRENT ASSETS

The council holds various non current assets which are categorised as follows:

- property, plant and equipment (PPE) – this includes council dwellings, land & buildings, infrastructure assets, community assets, surplus assets, assets under construction and tangible plant, vehicle and equipment assets
- intangible assets
- heritage assets
- investment property
- assets held for sale

The accounting standard IFRS 13 Fair Value Measurement was adopted by the council in 2015/16. In accordance with this accounting standard, the council's Investment Properties and Surplus Assets are valued at fair value and measured at their highest and best use. Assets Held for Sale are measured at the lower of the carrying value on reclassification to this category, or the fair value less costs to sell. The fair value measurements are carried out in accordance with IFRS 13.

All other property, plant and equipment assets, with the exception of assets under construction, community assets and infrastructure assets, are carried at current value. Further details of the measurement bases used are provided in the accounting policies section. Infrastructure and community assets are measured at depreciated historic cost, whilst assets under construction are measured at historic cost. Heritage assets are measured at market value where this exists, or replacement cost. Intangible assets are measured initially at cost and then usually carried at amortised cost.

The Valuation techniques adopted for each category of non current assets are in accordance with the requirements set out in the CIPFA Code of Practice.

The 2021/22 balance sheet value of the council's non current assets (including current assets held for sale) is **£1,346.247m**. This has increased by **£79.02m** from the 2020/21 value of £1,267.227m.

Capital enhancements to the value of £72.131m were made to these assets during 2021/22 and Assets to the value of £18.214m were disposed of during the year.

Non current assets were depreciated by £27.235m during 2021/22. This figure includes amortisation of intangible assets.

Valuations on the council's properties are carried out by qualified valuers within the council's Asset and Property Management Team. A revaluation programme exists which set out when each category of Asset will be valued and during 2021/22 this programme included schools, youth centres, residential homes and heritage properties. In addition, Car, Cycle and Coach parks have been revalued again in 2021/22. They were revalued in 2020/21, but Covid 19 impacted on car park usage and therefore on the valuations so it was agreed that they should be revalued again this year as things return to more normal levels.

The council's housing stock normally has a full revaluation every 5 years, and desktop revaluations are undertaken on the interim years. The last full revaluation was undertaken in 2017/18. In 2021/22, a desktop revaluation was undertaken at 01/04/2021 and then again at 31/03/2021 due to the significant changes in the housing market during the year. The value of the council's housing stock increased by £6.815m as a result of the 01/04/2021 desktop revaluation and increased by a further £13.746m as a result of the 31/03/2022 desktop revaluation.

The HRA has increased the type of housing offered with the Shared Ownership Programme. In total, 65 properties have been purchased to date, with 7 being purchased in 2021/22. In addition, we have

built 12 new shared ownership properties on the Lowfield Green site. As at the 31 March 2022, equity shares in 76 properties have been sold with one property remaining unsold. Customers have been purchasing an average a 58% share of their property, in addition, one customer has now purchased 100% of their property, which has reduced the stock numbers to 76. The budget for this scheme is modelled on 50% of each home being funded by the HRA and resources from Homes England funding. The matched funding is received as a capital receipt when the purchaser buys an equity share of the property, as such the receipts from the sale of the shared ownership homes are required to be reinvested back into the programme. The budget for this programme is currently £1.4m.

The revaluation of some investment properties led to an increase in their valuation of £0.273m. This is reflected in note 14 and in the Comprehensive Income and Expenditure statement.

The council's heritage assets increased in value by £18.424m during 2021/22. This is mainly due to an increase in the annual insurance valuations following the revaluation of some of the Art Gallery collection. This increase is reflected in note 13 and also in note 26.

10. OTHER ISSUES

Covid-19

During 2021/22 we saw a continuation of the challenges of the COVID-19 global pandemic, particularly within Adult Social Care. During the previous year the Council approved a 1 year Recovery and Renewal Strategy, along with a 1 year Transport and Place Strategy, Business Support Plan, Skills and Employment Plan and a Tourism Marketing Plan.

Government funding was received and used to offset COVID related pressures and loss of income in the form of a COVID support grant and the Contain Outbreak Management Fund. A range of other grant schemes were implemented by the Council on behalf of central government. These were often challenging to deliver within the timescales set out and took a significant amount of Council resource to deliver.

The pandemic has altered how we live and work, with working from home being a new experience for many employees across the UK. Many have enjoyed some of the benefits it has to offer; from increased flexibility and autonomy to reduced travel time. Anecdotal evidence from Make it York suggests that the vast majority of employees and company leaders recognise the need for a productive, collaborative space, away from home, to reconnect with colleagues and help build and sustain an inclusive company culture. The Council has implemented a range of measures to allow for hybrid working for staff and releasing further areas of West Offices to let out to partners and other organisations.

Integrated Care

Following changes in legislation to deliver Health and Care reform, Clinical Commissioning Groups (CCG's) will no longer exist after July 2022. The functions of the CCG will continue to be carried out by the NHS, and a new body will be created effective from August 2022. Whilst the formal structures and organisations associated with the commissioning of NHS services will change (the new arrangements have not yet been finalised), the commissioning structure will maintain a link with the Council at its core. The Council's relationship with NHS commissioners will therefore change as the system evolves. The ambition remains to work closely in partnership, with the NHS and Local Government as equals in the Integrated Care System.

Devolution

The Council is currently involved in negotiations with Government on a devolution deal for York and North Yorkshire which could potentially unlock around £2.4bn of investment over 30 years, with a focus on improving the economic prosperity and future long-term opportunities for all residents. The

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aim is to form a Mayoral Combined Authority in 2023, with Mayoral elections in 2024, to put an elected Mayor in place for the whole of North Yorkshire and York. An announcement on a proposed Devolution deal is expected from Government this summer.

DSG Safety Valve

During 2021/22 the Council was successful in gaining financial support from the DfE as part of the Safety Valve Programme. This resulted in an additional payment of £7.6m of DSG on the 31st March 2022, which reduced the cumulative deficit to carry forward into 2022/23. This additional funding represents the first payment under this Safety Valve agreement, which commits the local authority to bring the DSG into an in-year balanced position by 2025/26. Further payments are conditional on the local authority meeting the targets set out in the Management Plan, and reporting quarterly to the DfE on progress, with the eventual aim of eliminating the in-year deficit by the target date, with additional payments by the DfE eliminating the historic deficit at that point.

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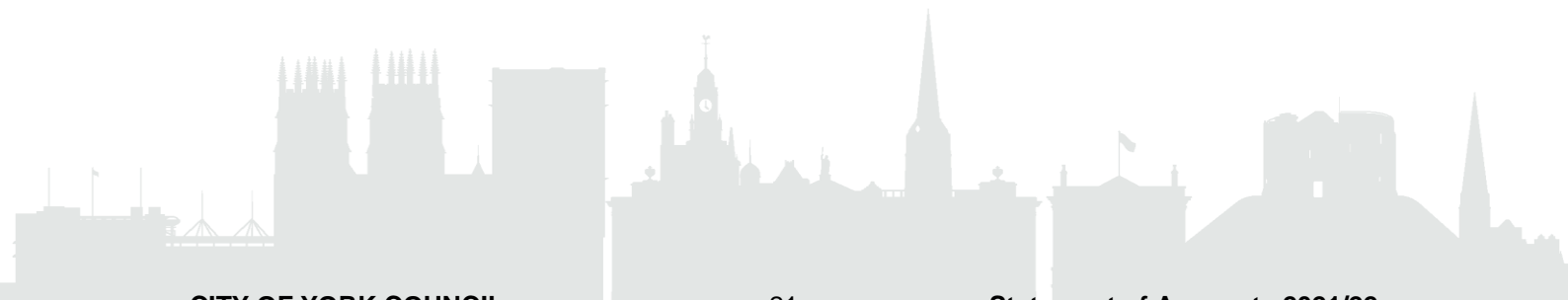
INDEPENDENT AUDITORS REPORT

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STATEMENT OF ACCOUNTS

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STATEMENT OF RESPONSIBILITIES

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STATEMENT OF RESPONSIBILITIES

1. THE COUNCIL'S RESPONSIBILITIES

The Council is required to:

- Make arrangements for the proper administration of its financial affairs and to secure that one of its officers has the responsibility for the administration of those affairs. In this Council that officer is the Chief Finance Officer Services (section 151 officer).
- Manage its affairs to secure economic, efficient and effective use of resources and safeguard its assets.
- Approve the Statement of Accounts.

2. THE SECTION 151 OFFICER'S RESPONSIBILITIES

The Section 151 officer is responsible for the preparation of the Council's Statement of Accounts in accordance with proper practices as set out in the CIPFA/LASAAC Code of Practice on Local Council Accounting in the United Kingdom (the Code).

In preparing this Statement of Accounts, the Section 151 officer has:

- Selected suitable accounting policies and then applied them consistently
- Made judgements and estimates that were reasonable and prudent
- Complied with the code.

The Section 151 officer has also:

- Kept proper accounting records that were up to date
- Taken reasonable steps for the prevention and detection of fraud and other irregularities

3. CERTIFICATION OF THE ACCOUNTS

I certify that the Statement of Accounts presents fairly the position of the City of York Council at 31 March 2022 and its income and expenditure for the year ended 31 March 2022.

Signed *Debbie Mitchell*

Dated 20/06/22

Debbie Mitchell, ACMA

Chief Finance Officer

4. APPROVAL OF THE ACCOUNTS

I certify that the Statement of Accounts has been approved by a resolution of the Audit & Governance Committee of City of York Council in accordance with the Accounts and Audit Regulations 2015.

The Statement of Accounts was approved by Audit and Governance Committee on:

Signed

Dated

Cllr Lomas

Chair, Audit and Governance Committee

MAIN FINANCIAL STATEMENTS

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Comprehensive Income and Expenditure Statement

		2021/22			2020/21 Restated		
	Note	Gross Exp. £000's	Income £000's	Net Exp. £000's	Gross Exp. £000's	Income £000's	Net Exp. £000's
Service Costs							
Public Health		10,451	(10,791)	(340)	8,416	(14,448)	(6,032)
Housing Revenue Account		31,640	(36,302)	(4,662)	33,159	(37,181)	(4,022)
Adult Social Care and Integration		109,127	(40,840)	68,287	106,046	(40,864)	65,182
Children and Education		130,197	(103,502)	26,695	127,922	(95,129)	32,793
Place		93,767	(55,777)	37,990	81,004	(37,882)	43,122
Corporate Services and Governance		105,285	(31,460)	73,825	61,412	(50,755)	10,657
Customer and Communities		36,612	(9,399)	27,213	29,497	(7,023)	22,474
Cost of Services		517,079	(288,071)	229,008	447,456	(283,282)	164,174
Other Operating Expenditure	(9)			2,419			(363)
Financing and Investment Income and Expenditure	(10)			12,523			14,251
Taxation and Non-Specific Grant Income	(11)			(242,300)			(184,390)
(Surplus)/Deficit on Provision of Services	(30)			1,650			(6,328)
Revaluation (gains) on non current assets	(26)			(50,390)			(17,858)
Surplus or deficit from investments in equity instruments designated at fair value through other comprehensive income	(16)			200			275
Fair value not recycled through Surplus or deficit on provision of services on derecognition				200			-
Re-measurement of net defined benefit/ liability	(49)			(70,052)			(60)
Other Comprehensive Income and Expenditure				(120,042)			(17,643)
Total Comprehensive Income and Expenditure				(118,392)			(23,971)

This statement shows the accounting cost in the year of providing services in accordance with generally accepted accounting practice, rather than the amount to be funded from taxation. Councils raise taxation to cover expenditure in accordance with regulations and this may be different from the accounting cost. The taxation position is shown in the Movement in Reserves Statement. **The 2020/21 figures are restated to reflect the change in council structure from 1 April 2021.**

MOVEMENT IN RESERVES STATEMENT

Movement in Reserves Statement

This statement shows the movement in the year on the different reserves held by the Council, analysed into 'usable reserves' (i.e. those that can be applied to fund expenditure or reduce local taxation) and other reserves and other unusable reserves.

		General Fund Balance	Earmarked General Fund Reserves	Housing Revenue Account	Earmarked HRA Reserves	Major Repairs Reserve	Capital Receipts Reserve	Capital Grants Unapplied	Total Usable Reserves	Unusable Reserves	Total Authority Reserves
	Note	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
2021/22											
Balance at 1 April 2021		(11,158)	(77,255)	(28,832)	(8,442)	(3,777)	(5,525)	(28,341)	(163,330)	(625,292)	(788,622)
Movement in Reserves during 2021/22											
(Surplus) /Deficit on Provision of Services		6,574	-	(4,924)	-	-	-	-	1,650	-	1,650
Other Comprehensive Income and Expenditure movement		-	-	-	-	-	-	-	-	(120,042)	(120,042)
Total Comprehensive Expenditure and Income		6,574	-	(4,924)	-	-	-	-	1,650	(120,042)	(118,392)
Adjustments between accounting basis & funding basis under regulations	7	10,834	-	6,543	-	3,280	(4,752)	(16,723)	(818)	818	-
Net Increase/Decrease before Transfers to Earmarked Reserves		17,408	-	1,619	-	3,280	(4,752)	(16,723)	832	(119,224)	(118,392)
Transfers to/from Earmarked Reserves	8	(18,380)	18,380	(2,356)	2,356	-	-	-	-	-	-
Increase/Decrease in Year		(972)	18,380	(737)	2,356	3,280	(4,752)	(16,723)	832	(119,224)	(118,392)
Balance at 31 March 2022 carried forward		(12,130)	(58,875)	(29,569)	(6,086)	(497)	(10,277)	(45,064)	(162,498)	(744,516)	(907,014)

MOVEMENT IN RESERVES STATEMENT

2020/21:

<u>2020/21</u>	Note	General Fund Balance £000's	Earmarked General Fund Reserves £000's	Housing Revenue Account £000's	Earmarked HRA Reserves £000's	Major Repairs Reserve £000's	Capital Receipts Reserve £000's	Capital Grants Unapplied £000's	Total Usable Reserves £000's	Unusable Reserves £000's	Total Authority Reserves £000's
Balance at 1 April 2020		(9,843)	(21,825)	(26,400)	(12,759)	(4,720)	(15,421)	(26,828)	(117,796)	(646,855)	(764,651)
Reporting of Schools Budget Deficit to new Adjustment Account at 1 April 2020			(4,865)						(4,865)	4,865	
Restated balance at 1 April 2020		(9,843)	(26,690)	(26,400)	(12,759)	(4,720)	(15,421)	(26,828)	(122,661)	(641,990)	(764,651)
Movement in Reserves during 2020/21											
(Surplus) /Deficit on Provision of Services		(5,353)	-	(975)	-	-	-	-	(6,328)	-	(6,328)
Other Comprehensive Income and Expenditure movement		-	-	-	-	-	-	-	-	(17,643)	(17,643)
Total Comprehensive Expenditure and Income		(5,353)	-	(975)	-	-	-	-	(6,328)	(17,643)	(23,971)
Adjustments between accounting basis & funding basis under regulations	7	(46,527)	-	2,860	-	943	9,896	(1,513)	(34,341)	34,341	-
Net Increase/Decrease before Transfers to Earmarked Reserves		(51,880)	-	1,885	-	943	9,896	(1,513)	(40,669)	16,698	(23,971)
Transfers to/from Earmarked Reserves	8	50,565	(50,565)	(4,317)	4,317	-	-	-	-	-	-
Increase/Decrease in Year		(1,315)	(50,565)	(2,432)	4,317	943	9,896	(1,513)	(40,669)	16,698	(23,971)
Balance at 31 March 2021 carried forward		(11,158)	(77,255)	(28,832)	(8,442)	(3,777)	(5,525)	(28,341)	(163,330)	(625,292)	(788,622)

Split of General Fund Balance between Schools and GF

	31-Mar-22 £000's	31-Mar-21 £000's
Amount of General Fund Balance held by governors under schemes to finance schools	(5,189)	(2,274)
Amount of General Fund Balance generally available for new expenditure	(6,941)	(6,941)
Total General Fund Balance	(12,130)	(9,843)

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Balance Sheet

	Note	31 March 2022	31 March 2021
		£000's	£000's
Property, Plant and Equipment	(12)	1,159,058	1,098,814
Investment Property	(14)	66,466	65,149
Intangible Assets	(15)	2,705	2,880
Heritage Assets	(13)	118,018	99,594
Long - Term Investments	(16)	4,596	4,996
Long - Term Debtors	(20)	4,913	5,084
LONG - TERM ASSETS		1,355,756	1,276,517
Short-Term Investments	(16)	51	-
Assets Held for Sale	(22)	-	790
Inventories	(17)	507	412
Short-Term Debtors	(19)	63,242	91,004
Cash and Cash Equivalents	(21)	39,048	9,254
CURRENT ASSETS		102,848	101,460
Short-Term Borrowing	(16) / (52)	(6,575)	(8,750)
Provisions due to be settled within 12 months	(24)	(891)	(867)
Short-Term Creditors	(23)	(80,656)	(81,450)
Other Short-Term Liabilities	(23)	(4,988)	(4,749)
CURRENT LIABILITIES		(93,110)	(95,816)
Provisions	(24)	(2,045)	(2,157)
Long-Term Borrowing	(16) / (52)	(300,480)	(290,083)
Other Long-Term Liabilities	(16)	(42,791)	(44,006)
Liability related to Defined Benefit Pension Scheme	(26) / (49)	(113,164)	(157,293)
LONG-TERM LIABILITIES		(458,480)	(493,539)
NET ASSETS		907,014	788,622
RESERVES			
<u>Usable Reserves</u>			
Capital Receipts Reserve		(10,277)	(5,525)
General Fund Balance		(12,130)	(11,158)
Housing Revenue Account Reserve		(29,569)	(28,832)
Major Repairs Reserve		(497)	(3,777)
Capital Grants Unapplied		(45,064)	(28,341)
Earmarked Reserves	(8)	(64,961)	(85,697)
	MIRS	(162,498)	(163,330)
<u>Unusable Reserves</u>			
Revaluation Reserve		(443,688)	(399,087)
Capital Adjustment Account		(443,880)	(434,150)
Financial Instruments Adjustment Account		1,146	1,225
Financial Instruments Revaluation Reserve		(2,176)	(2,376)
Dedicated Schools Grant Adjustment Account		5,843	9,940
Pensions Reserve		113,164	157,293
Collection Fund Adjustment Account		21,303	38,326
Employee Benefit Adjustment Account		3,772	3,537
	(26)	(744,516)	(625,292)
TOTAL RESERVES		(907,014)	(788,622)

The Balance Sheet shows the value as at the Balance Sheet date of the assets and liabilities recognised by the Council. The net assets of the Council (assets less liabilities) are matched by the reserves held by the Council

Cash flow Statement

	Note	2021/22	2020/21
		£000's	£000's
Net (Surplus)/Deficit on the provision of Services		1,650	(6,328)
Adjustments to the Net (Surplus)/Deficit on the Provision of Services for non-cash movements	(27)	(97,810)	(32,215)
Adjustments for items included in the Net (Surplus)/Deficit on the Provision of Services that are investing and financing activities	(27)	54,762	37,869
Net Cash Flows from Operating Activities		(41,398)	(674)
Investing Activities	(28)	17,120	43,343
Financing Activities	(29)	(5,516)	(40,493)
Net (Increase)/Decrease in Cash and Cash Equivalents		(29,794)	2,176
Cash and Cash Equivalents at the beginning of the reporting period	(21)	(9,254)	(11,430)
Cash and Cash Equivalents at the end of the reporting period	(21)	(39,048)	(9,254)

This statement shows the changes in cash and cash equivalents of the Council during the reporting period.

NOTES TO THE MAIN FINANCIAL STATEMENTS

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1. ACCOUNTING POLICIES

I. General

The Statement of Accounts summarises the Council's transactions for the 2021/22 financial year and its position at the year-end of 31 March 2022. The Council is required to prepare an annual Statement of Accounts by the Accounts and Audit Regulations 2015, which those Regulations require to be prepared in accordance with proper accounting practices. These practices primarily comprise the Code of Practice on Local Authority Accounting in the United Kingdom 2021/22 supported by International Financial Reporting Standards (IFRS) and statutory guidance issued by government.

The accounting convention adopted in the Statement of Accounts is principally historical cost, modified by the revaluation of certain categories of non-current assets and financial instruments.

II. Accruals of Income and Expenditure

Activity is accounted for in the year that it takes place, not simply when cash payments are made or received. In particular:

- Revenue from contracts with service recipients, whether for services or the provision of goods, is recognised when the goods or services are transferred to the service recipient in accordance with the performance obligations in the contract.
- Supplies are recorded as expenditure when they are consumed. Where there is a gap between the date supplies are received and their consumption, they are carried as inventories on the Balance Sheet.
- Expenses in relation to services received (including services provided by employees) are recorded as expenditure when the services are received rather than when payments are made.
- Interest receivable on investments and payable on borrowings is accounted for respectively as income and expenditure on the basis of the effective interest rate for the relevant financial instrument rather than the cash flows fixed or determined by the contract.
- Where revenue and expenditure have been recognised but cash has not been received or paid, a debtor or creditor for the relevant amount is recorded in the Balance Sheet. Where debts may not be settled, the balance of debtors is written down and a charge made to revenue for the income that might not be collected.

III. Cash and Cash Equivalents

Cash is represented by cash in hand and deposits with financial institutions repayable without penalty on notice of not more than 24 hours. Cash equivalents are highly liquid investments that mature in no more than 30 days or less from the date of acquisition and that are readily convertible to known amounts of cash with insignificant risk of change in value.

In the Cash Flow Statement, cash and cash equivalents are shown net of bank overdrafts that are repayable on demand and form an integral part of the Council's cash management.

IV. Exceptional Items

When items of income and expense are material, their nature and amount is disclosed separately, either on the face of the Comprehensive Income and Expenditure Statement or in the notes to the accounts, depending on how significant the items are to an understanding of the Council's financial performance.

V. Prior Period Adjustments, Changes in Accounting Policies and Estimates and Errors

Prior period adjustments may arise as a result of a change in accounting policies or to correct a material error. Changes in accounting estimates are accounted for prospectively, ie in the current and future years affected by the change and do not give rise to a prior period adjustment.

Changes in accounting policies are only made when required by proper accounting practices or the change provides more reliable or relevant information about the effect of transactions, other events and conditions on the Council's financial position or financial performance. Where a change is made, it is applied retrospectively (unless stated otherwise) by adjusting opening balances and comparative amounts for the prior period as if the new policy had always been applied.

Material errors discovered in prior period figures are corrected retrospectively by amending opening balances and comparative amounts for the prior period.

VI. Charges to Revenue for Non-Current Assets

Services, support services and trading accounts are debited with the following amounts to record the cost of holding non-current assets during the year:

- depreciation attributable to the assets used by the relevant service,
- revaluation and impairment losses on assets used by the service where there are no accumulated gains in the Revaluation Reserve against which the losses can be written off,
- amortisation of intangible non-current assets attributable to the service.

The Council is not required to raise council tax to fund depreciation, revaluation and impairment losses or amortisations. However, it is required to make an annual contribution from revenue towards the reduction in its overall borrowing requirement equal to an amount calculated on a prudent basis determined by the Council in accordance with statutory guidance. Depreciation, revaluation and impairment losses and amortisations are therefore replaced by the Minimum Revenue Provision (MRP) contribution in the General Fund Balance, by way of an adjusting transaction with the Capital Adjustment Account in the Movement in Reserves Statement for the difference between the two.

VII. Employee Benefits

Benefits Payable during Employment

Short-term employee benefits are those due to be settled within 12 months of the year-end. They include such benefits as wages and salaries, paid annual leave and paid sick leave, bonuses and non-monetary benefits (eg cars) for current employees and are recognised as an expense for services in the year in which employees render service to the Council. An accrual is made for the cost of holiday entitlements (or flexi-leave) earned by employees but not taken before the year-end which employees can carry forward into the next financial year. The accrual is made at the wage and salary rates applicable in the following accounting year, being the period in which the employee takes the benefit. The accrual is charged to Surplus or Deficit on the Provision of Services, but then reversed out through the Movement in Reserves Statement so that holiday benefits are charged to revenue in the financial year in which the holiday absence occurs.

Termination Benefits

Termination benefits are amounts payable as a result of a decision by the Council to terminate an officer's employment before the normal retirement date or an officer's decision to accept voluntary redundancy and are charged on an accruals basis to the appropriate service in the Comprehensive Income and Expenditure Statement at the earlier of when the authority can no longer withdraw the offer of those benefits or when the authority recognises costs for a restructuring.

Where termination benefits involve the enhancement of pensions, statutory provisions require the General Fund balance to be charged with the amount payable by the Council to the pension fund or pensioner in the year, not the amount calculated according to the relevant accounting standards. In the Movement in Reserves Statement, appropriations are required to and from the Pensions Reserve to remove the notional debits and credits for pension enhancement termination benefits and replace them with debits for the cash paid to the pension fund and pensioners and any such amounts payable but unpaid at the year-end.

Post Employment Benefits

Employees of the Council are members of three separate pension schemes:

- The Teachers' Pension Scheme, administered by Capita Teachers' Pensions on behalf of the Department for Education (DfE).
- The NHS Pensions Scheme, administered by NHS Pensions.
- The Local Government Pensions Scheme, administered by North Yorkshire County Council.

All schemes provide defined benefits to members (retirement lump sums and pensions), earned as employees worked for the Council.

However, the arrangements for the teachers' and NHS schemes mean that liabilities for these benefits cannot ordinarily be identified specifically to the Council. These schemes are therefore accounted for as if they were a defined contribution scheme and no liability for future payments of benefits is recognised in the Balance Sheet. The Children's and Education Services line in the Comprehensive Income and Expenditure Statement is charged with the employer's contributions payable to Teachers' Pensions in the year. The Public Health Services line in the Comprehensive Income and Expenditure Statement is charged with the employer's contributions payable to the NHS Pension Scheme in the year.

The Local Government Pension Scheme

The Local Government Scheme is accounted for as a defined benefits scheme:

- The liabilities of the North Yorkshire Pension Fund (NYPF) attributable to the Council are included in the Balance Sheet on an actuarial basis using the projected unit method – ie an assessment of the future payments that will be made in relation to retirement benefits earned to date by employees, based on assumptions about mortality rates, employee turnover rates, etc, and projections of projected earnings for current employees. Further information can be found in NYPF's Annual Report that is available upon request from Financial Services, County Hall, Northallerton, DL7 8AL.
- Liabilities are discounted to their value at current prices, using a discount rate of 2.7% as at 31st March 2022.
- The assets of the NYPF attributable to the Council are included in the Balance Sheet at their fair value:
 - quoted securities – current bid price
 - unquoted securities – professional estimate
 - unitised securities – current bid price
 - property – market value.
- The change in the net pensions liability is analysed into the following components:
 - current service cost – the increase in liabilities as a result of years of service earned this year – allocated in the Comprehensive Income and Expenditure Statement to the services for which the employees worked
 - past service cost – the increase in liabilities arising from current year decisions whose effect relates to years of service earned in earlier years – debited to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement
 - net interest on the defined benefit liability ie net interest expense for the Council – the change during the period in the net defined benefit liability that arises from the passage of time charged to the Financing and Investment Income and Expenditure line of the Comprehensive Income and Expenditure Statement. This is calculated by applying the

discount rate used to measure the defined benefit obligation at the beginning of the period to the net defined benefit liability at the beginning of the period, taking into account any changes in the net defined benefit liability during the period as a result of contribution and benefit payments.

- Re-measurement comprising
 - o the return on plan assets – excluding amounts included in net interest on the net defined benefit liability charged to the Pensions Reserve as Other Comprehensive Income and Expenditure
 - o actuarial gains and losses – changes in the net pensions liability that arise because events have not coincided with assumptions made at the last actuarial valuation or because the actuaries have updated their assumptions – debited to the Pensions Reserve
 - o contributions paid to the NYPF – cash paid as employer’s contributions to the pension fund in settlement of liabilities; not accounted for as an expense.

In relation to retirement benefits, statutory provisions require the General Fund balance to be charged with the amount payable by the Council to the pension fund or directly to pensioners in the year, not the amount calculated according to the relevant accounting standards. In the Movement in Reserves Statement, this means that there are appropriations to and from the Pensions Reserve to remove the notional debits and credits for retirement benefits and replace them with debits for the cash paid to the pension fund and pensioners and any such amounts payable but unpaid at the year-end. The negative balance that arises on the Pensions Reserve thereby measures the beneficial impact to the General Fund of being required to account for retirement benefits on the basis of cash flows rather than as benefits are earned by employees.

Discretionary Benefits

The Council also has restricted powers to make discretionary awards of retirement benefits in the event of early retirements. Any liabilities estimated to arise as a result of an award to any member of staff (including teachers) are accrued in the year of the decision to make the award and accounted for using the same policies as are applied to the NYPF.

VIII. Events After the Balance Sheet Date

Events after the Balance Sheet date are those events, both favourable and unfavourable, that occur between the end of the reporting period and the date when the Statement of Accounts is authorised for issue. Two types of events can be identified:

- those that provide evidence of conditions that existed at the end of the reporting period – the Statement of Accounts is adjusted to reflect such events
- those that are indicative of conditions that arose after the reporting period – the Statement of Accounts is not adjusted to reflect such events, but where a category of events would have a material effect, disclosure is made in the notes of the nature of the events and their estimated financial effect.

Events taking place after the date of authorisation for issue are not reflected in the Statement of Accounts

IX. Fair Value Measurement

The Council measures some of its non-financial assets such as surplus assets, investment properties and some of its financial instruments at fair value at each reporting date. Fair value is the price that would be received to sell an asset or paid to transfer a liability in an orderly transaction between market participants at the measurement date. The fair value measurement assumes that the transaction to sell the asset or transfer the liability takes place either:

- a) In the principal market for the asset or liability, or
- b) In the absence of a principal market, in the most advantageous market for the asset or liability.

The Council measures the fair value of an asset or liability using the assumptions that market participants would use when pricing the asset or liability, assuming the market participants act in their economic best interest.

When measuring the fair value of a non-financial asset, the Council takes into account a market participant's ability to generate economic benefits by using the asset in its highest and best use or by selling it to another market participant that would use the asset in its highest and best use.

The Council uses valuation techniques that are appropriate in the circumstances and for which sufficient data is available, maximising the use of relevant observable inputs and minimising the use of unobservable inputs.

Inputs to the valuation techniques in respect of assets and liabilities for which fair value is measured or disclosed in the Council's financial statements are categorised within the fair value hierarchy, as follows:

- Level 1 – quoted prices (unadjusted) in active markets for identical assets or liabilities that the Council can access at the measurement date. It is considered that no property is identical and hence Level 1 observable inputs do not exist in the property market as opposed to say shares in private companies
- Level 2 – inputs other than quoted prices included within Level 1 that are observable for the asset or liability, either directly or indirectly
- Level 3 – unobservable inputs for the asset or liability

X. Financial Instruments

In the 2018/19 Statement of Accounts the Council transitioned to the accounting standard IFRS 9 Financial Instruments which introduced new classifications and measurement of financial assets along with a new model for impairing financial assets based on expected credit loss. The accounting policy that follows recognises the IFRS 9 standard and further information detailing the judgements and classifications for the Council's Financial Instrument assets can be found in Note 16.

Financial Liabilities

Financial liabilities are recognised on the Balance Sheet when the Council becomes a party to the contractual provisions of a financial instrument. Such instruments are initially measured at fair value and are carried at their amortised cost. Annual charges to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement for interest payable are based on the carrying amount of the liability, multiplied by the effective rate of interest for the instrument. The effective interest rate is the rate that exactly discounts estimated future cash payments over the life of the instrument to the amount at which it was originally recognised.

For the majority of the borrowings that the Council has, this means that the amount presented in the Balance Sheet is the outstanding principal repayable (plus accrued interest); and interest charged to

the Comprehensive Income and Expenditure Statement is the amount payable for the year according to the loan agreement.

Gains and losses on the repurchase or early settlement of borrowing are credited and debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement in the year of repurchase/settlement. However, where repurchase has taken place as part of a restructuring of the loan portfolio that involves the modification or exchange of existing instruments, the premium or discount is respectively deducted from or added to the amortised cost of the new or modified loan and the write-down to the Comprehensive Income and Expenditure Statement is spread over the life of the loan by an adjustment to the effective interest rate.

Where premiums and discounts have been charged to the Comprehensive Income and Expenditure Statement, regulations allow the impact on the General Fund Balance to be spread over future years. The Council has a policy of spreading the gain or loss over the term that was remaining on the loan against which the premium was payable or discount receivable when it was repaid. The reconciliation of amounts charged to the Comprehensive Income and Expenditure Statement to the net charge required against the General Fund Balance is managed by a transfer to or from the Financial Instruments Adjustment Account in the Movement in Reserves Statement.

For loans taken out at concessionary rates, either interest free or at less than prevailing market rates, the effective interest rate is calculated. The value of the loan is discounted using a prevailing market rate at the date of drawdown to reflect the benefit obtained by the Council. The fair value of the loan is taken to the Financial Instruments Adjustment Account and amortised based on the assumed interest rate per annum. The balance on the Financial Instruments Adjustment Account is written down annually in line with the loan amortisation until the value of the loan at redemption equals the value of the loan originally drawn down. Notional interest is debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement reflecting the prevailing market rate used to discount the loan, with the difference serving to increase the amortised cost of the loan in the Balance Sheet. The reconciliation of amounts between the Comprehensive Income and Expenditure Statement and Balance Sheet is managed by a transfer to or from the Financial Instruments Adjustment Account in the Movement in Reserves Statement.

Financial Assets

Financial assets are classified based on a classification and measurement approach that reflects the business model for holding the financial assets and their cash flow characteristics. There are three main classes of financial assets measured at:

- Amortised Cost
- Fair Value through Profit or Loss (FVPL)
- Fair Value through Other Comprehensive Income (FVOCI)

The authority's business model is to hold investments to collect contractual cash flows. Financial assets are therefore classified as amortised cost, except for those whose contractual payments are not solely payment of principal and interest (i.e. where the cash flows do not take the form of a basic debt instrument).

Financial Assets measured at Amortised Cost

Financial assets measured at Amortised Cost are recognised on the Balance Sheet when the authority becomes a party to the contractual provisions of a financial instrument and are initially measured at fair value. They are subsequently measured at their amortised cost. Annual credits to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement for interest receivable are based on the carrying amount of the asset multiplied by the effective rate of interest for the instrument. For most of the financial assets held by the authority, this means that the amount presented in the Balance Sheet is the outstanding principal receivable (plus accrued interest) and interest credited to the Comprehensive Income and Expenditure Statement is the amount receivable for the year in the loan agreement.

For loans made at less than market rates (soft loans) a loss is recorded in the Comprehensive Income and Expenditure Statement (debited to the appropriate service) for the present value of the interest that will be foregone over the life of the instrument, resulting in a lower amortised cost than the outstanding principal.

Interest is credited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement at a marginally higher effective rate of interest than the rate receivable, with the difference serving to increase the amortised cost of the loan in the Balance Sheet. Statutory provisions require that the impact of soft loans on the General Fund Balance is the interest receivable for the financial year – the reconciliation of amounts debited and credited to the Comprehensive Income and Expenditure Statement to the net gain required against the General Fund Balance is managed by a transfer to or from the Financial Instruments Adjustment Account in the Movement in Reserves Statement.

Any gains and losses that arise on the derecognition of an asset are credited or debited to the Financing and Investment Income and Expenditure line within the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement.

Expected Credit Loss Model

The authority recognises expected credit losses on all of its financial assets held at amortised cost, either on a 12-month or lifetime basis. The expected credit loss model also applies to lease receivables and contract assets. Only lifetime losses are recognised for trade receivables (debtors) held by the authority.

Impairment losses are calculated to reflect the expectation that the future cash flows might not take place because the borrower could default on their obligations. Credit risk plays a crucial part in assessing losses. Where risk has increased significantly since an instrument was initially recognised, losses are assessed on a lifetime basis. Where risk has not increased significantly or remains low, losses are assessed on the basis of 12-month expected losses.

For financial assets carried at amortised cost impairment and expected credit loss is netted off from the gross value of the asset to reduce its carrying amount in the balance sheet and a charge is made to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement.

Financial Assets measured at Fair Value through Profit of Loss

Financial assets that are measured at FVPL are recognised on the Balance Sheet when the authority becomes a party to the contractual provisions of a financial instrument and are initially measured and carried at fair value. Fair value gains and losses are recognised as they **arise** in the Surplus or Deficit on the Provision of Services under Financing and Investment Income and Expenditure.

Fair value of an asset is the price that would be received to sell an asset in an orderly transaction between market participants at the measurement date. The fair value measurements of the financial assets are based on the following techniques:

- instruments with quoted market prices – the market price
- other instruments with fixed and determinable payments – discounted cash flow analysis.

The inputs to the measurement techniques are categorised in accordance with the following three levels:

- Level 1 inputs – quoted prices (unadjusted) in active markets for identical assets that the authority can access at the measurement date.
- Level 2 inputs – inputs other than quoted prices included within Level 1 that are observable for the asset, either directly or indirectly.
- Level 3 inputs – unobservable inputs for the asset.

Any gains and losses that arise on the derecognition of the asset are credited or debited to the Financing and Investment Income and Expenditure line within the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement.

Financial Assets measured at Fair Value through Other Comprehensive Income

Financial assets that are measured at FVOCI are recognised on the Balance Sheet when the Authority becomes a party to the contractual provisions of a financial instrument and are initially measured and carried at fair value. Fair value gains and losses are recognised as they arise in Other Comprehensive Income and Expenditure.

Changes in impairment over the lifetime of the instrument are credited or debited to the Financing and Investment Income and Expenditure line within the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement.

When an instrument measured at FVOCI is derecognised the fair value is transferred out of the Financial Instruments Revaluation Reserve Account and credited or debited to the Financing and Investment Income and Expenditure line within the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement. Any gains or losses on derecognition are also credited or debited to the Financing and Investment Income and Expenditure line within the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement.

Financial Assets designated to Fair Value through Other Comprehensive Income

IFRS 9 permits equity instruments not held for trading to be considered for designation to FVOCI. The decision to designate is based on which accounting treatment and presentation of fair value best reflects the Council's reason for investment and the business model for holding the investment. Designation can only be made at initial recognition and the decision to designate an equity instrument is irrevocable.

For equity instruments designated to FVOCI the Council holds these at fair value on the Balance Sheet. The fair value measurements of the financial assets are based on the following techniques:

- instruments with quoted market prices – the market price
- other instruments with fixed and determinable payments – discounted cash flow analysis
- equity shares with no quoted market prices – IFRS 13 Adjusted Net Asset Value method.

The fair value is measured annually with increases and decreases credited or debited to Other Comprehensive Income and Expenditure in the Comprehensive Income and Expenditure Statement. In order that gains and losses from movements in fair value are not reflected in the General Fund Balance, the movement in fair value is balanced off in the Financial Instruments Revaluation Reserve Account in the Movement in Reserves Statement.

When an equity instrument designated FVOCI is derecognised the fair value is reversed out of the Financial Instruments Revaluation Reserve Account and transferred to the General Fund balance in the Movement in Reserves Statement. Any gains or losses on derecognition are credited or debited to the Financing and Investment Income and Expenditure line within the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement..

Further information on equity instruments designated to FVOCI can be found in the Financial Instruments section of the Statement of Accounts under Note 16.

XI. Government Grants and Contributions

Whether paid on account, by instalments or in arrears, government grants and third party contributions and donations are recognised as due to the Council when there is reasonable assurance that:

- the Council will comply with the conditions attached to the payments, and
- the grants or contributions will be received.

Amounts recognised as due to the Council are not credited to the Comprehensive Income and Expenditure Statement until conditions attached to the grant or contribution have been satisfied. Conditions are stipulations that specify that the future economic benefits or service potential embodied in the asset acquired using the grant or contribution are required to be consumed by the recipient as specified, or future economic benefits or service potential must be returned to the transferor.

Monies advanced as grants and contributions for which conditions have not been satisfied are carried in the Balance Sheet as creditors. When conditions are satisfied, the grant or contribution is credited to the relevant service line (attributable revenue grants and contributions) or Taxation and Non-Specific Grant Income (non-ring fenced revenue grants and all capital grants) in the Comprehensive Income and Expenditure Statement.

Where capital grants are credited to the Comprehensive Income and Expenditure Statement, they are reversed out of the General Fund Balance in the Movement in Reserves Statement. Where the grant has yet to be used to finance capital expenditure, it is posted to the Capital Grants Unapplied reserve. Where it has been applied, it is posted to the Capital Adjustment Account. Amounts in the Capital Grants Unapplied reserve are transferred to the Capital Adjustment Account once they have been applied to fund capital expenditure.

XII. Heritage Assets

The Council's Heritage Assets are grouped into four main areas:

- (a) Heritage properties
- (b) Art Collection
- (c) Mansion House Collection and Civic Regalia
- (d) Museum Collections

All categories of heritage assets increase the knowledge, understanding and appreciation of the Council's history and local area. Heritage Assets are recognised and measured (including the treatment of revaluation gains and losses) in accordance with the Council's accounting policies on property, plant and equipment. However, some of the measurement rules are relaxed in relation to heritage assets, further detail is provided below.

The accounting policies in relation to intangible heritage assets are not included in this document as no intangible heritage assets have been identified. All heritage assets are tangible.

Records for Heritage Properties are maintained by the Council's Asset & Property Management team, whilst records for the contents of the Art Gallery are held by York Museums Trust. Items from the Museum, Art Gallery and Mansion House collections are on view for members of the public to see at these sites.

The Council's collections of heritage assets are accounted for as follows.

Heritage properties – assets are valued in accordance with the property RICS guidance and for heritage assets where a market value exists, the assets are valued at fair value market value. Where

no market value exists, the value stated is replacement cost. All valuations are recorded on a valuation certificate.

The code recognises that it may not be possible to value all heritage assets due to their size and unique historical importance. Four such assets have been identified and are consequently not included in the council's balance sheet:

- (a) Medieval City Walls
- (b) Yorkshire Museum and Gardens and Hospitium
- (c) Abbey Walls – Marygate and Bootham
- (d) Roman Multangular Tower and adjoining Walls

Art Collection - including paintings (both oil and watercolour) and sketches, is reported in the Balance Sheet at insurance valuation which is based on market values. The art collection is deemed to have indeterminate life and a high residual value, hence the Council does not consider it appropriate to charge depreciation.

The collection is relatively static and acquisitions and donations are rare. If acquisitions did occur they would initially be recognised at cost and donations would be recognised at valuation provided by external valuers and with reference to appropriate commercial markets for the paintings using the most relevant and recent information from sales at auctions.

Mansion House Collection and Civic Regalia – are recorded on the 2021/22 balance sheet using the valuations provided by a fine art external valuation expert who revalued the assets in the collection in March 2018. The Regalia and items in the Mansion House are deemed to have indeterminate lives and the Council does not consider it appropriate to charge depreciation. The policy for acquisitions, made by purchase or donation, is the same as for the art collection.

Museum Collections – both Castle Museum and Yorkshire Museum are held in Trust but the collections are insured by the Council. For Castle Museum, the collection is of social history value and therefore has a relatively low insurance valuation which is included on the balance sheet.

Yorkshire Museum, the Council considers that obtaining valuations for the vast majority of items and artefacts exhibited within the museum would involve a disproportionate cost in comparison to the benefits to the users of the Council's financial statements. This is because of the diverse nature of the assets held and the lack of comparable values. The Council does not recognise this collection of heritage assets on the Balance Sheet. The Council does not consider that reliable cost or valuation information can be obtained for items held as a result of archaeological investigations. The diverse nature of the assets held, the lack of comparable market values, the length of time the items have existed results in the Council not recognising these assets on the balance sheet. The Council does not (normally) make any purchases of archaeological items.

Acquisitions are again initially recognised at cost or, if bequeathed or donated at nil consideration, at valuation.

Heritage Assets – General

Impairment: The carrying amounts of heritage assets are reviewed and where there is evidence of impairment e.g. where an item has suffered physical deterioration or breakage or where doubts arise as to its authenticity, it is recognised and measured in accordance with the Council's general policies on impairment – see section on impairment in PPE note XX in this summary of accounting policies.

Disposal: disposal of heritage assets are accounted for in accordance with the Council's general provisions relating to the disposal of property, plant and equipment. Heritage asset disposal proceeds are disclosed separately in the notes to the financial statements and are accounted for in accordance

with statutory accounting requirements relating to capital expenditure and capital receipts (again see note XX in this summary of accounting policies).

XIII. Intangible Assets

Expenditure on non-monetary assets that do not have physical substance but are controlled by the Council as a result of past events (e.g. software licences) is capitalised when it is expected that future economic benefits or service potential will flow from the intangible asset to the Council.

Internally generated assets are capitalised where it is demonstrable that the project is technically feasible and is intended to be completed (with adequate resources being available) and the Council will be able to generate future economic benefits or deliver service potential by being able to sell or use the asset. Expenditure is capitalised where it can be measured reliably as attributable to the asset and is restricted to that incurred during the development phase (research expenditure cannot be capitalised).

Expenditure on the development of websites is not capitalised if the website is solely or primarily intended to promote or advertise the Council's goods or services.

Intangible assets are measured initially at cost. Amounts are only revalued where the fair value of the assets held by the Council can be determined by reference to an active market. In practice, no intangible asset held by the Council meets this criterion, and they are therefore carried at amortised cost. The depreciable amount of an intangible asset is amortised over its useful life to the relevant service line(s) in the Comprehensive Income and Expenditure Statement. An asset is tested for impairment whenever there is an indication that the asset might be impaired – any losses recognised are posted to the relevant service line(s) in the Comprehensive Income and Expenditure Statement. Any gain or loss arising on the disposal or abandonment of an intangible asset is posted to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement.

Where expenditure on intangible assets qualifies as capital expenditure for statutory purposes, amortisation, impairment losses and disposal gains and losses are not permitted to have an impact on the General Fund Balance. The gains and losses are therefore reversed out of the General Fund Balance in the Movement in Reserves Statement and posted to the Capital Adjustment Account and (for any sale proceeds greater than £10,000) the Capital Receipts Reserve.

XIV. Interests in Companies and Other Entities

An assessment of the Council's interests has been carried out during the year, in accordance with the Code of Practice, to determine the group relationships that exist. Inclusion in the group is dependent upon the extent of the Council's control over the entity demonstrated through ownership, such as a shareholding in an entity or representation on an entity's board of directors. **The Council does have a number of interests in companies and other entities, which are not material and thus the production of group accounts is not required for these interests. The main Council interests relate to CYT Ltd which is fully disclosed within the Related Parties disclosure.**

The Council has interests in companies and other entities that have the nature of subsidiaries, associates and joint ventures but, due to the values involved, these do not require the Council to prepare Group Accounts. Further detail on all these arrangements can be found within the Related Parties note 41.

XV. Joint Arrangements

Joint arrangements are arrangements by which two or more parties have joint control bound by contract. A Joint Arrangement can be classified as follows:

- A Joint Venture
- A Joint Operation

Joint Venture

A joint Venture is an arrangement under which two or parties have contractually agreed to share control, such that decisions about the activities of the arrangement are given unanimous consent from all parties.

Joint Operation

A Joint Operation is an arrangement by which the parties that have joint control of the arrangement have the rights to the assets and obligations for the liabilities relating to the arrangement. All parties have joint control with decisions of the activities of the arrangement requiring unanimous consent from all parties. The Council recognises on its Balance Sheet the assets that it controls and the liabilities that it incurs and debits and credits the Comprehensive Income and Expenditure Statement with the expenditure it incurs and the share of income it earns from the activity of the operation.

XVI. Inventories and Long Term Contracts

Inventories are included in the Balance Sheet at the lower of cost and net realisable value.

Long term contracts are accounted for on the basis of charging the Surplus or Deficit on the Provision of Services with the value of works and services received under the contract during the financial year.

XVII. Investment Property

Investment properties are those that are used solely to earn rentals and/or for capital appreciation. The definition is not met if the property is used in any way to facilitate the delivery of services or production of goods or is held for sale.

Investment properties are measured initially at cost and subsequently at fair value, based on the price that would be received to sell an asset in an orderly transaction between market participants at the measurement date. As a non-financial asset, investment properties are measured at highest and best use. Properties are not depreciated but are reviewed annually by the Council's Property and Asset Management team (Royal Institute of Chartered Surveyors registered valuer) according to market conditions at the year-end. Properties over £0.5m are revalued annually whilst properties below this level are revalued under the rolling programme or in the intervening periods if there is considered to be a material difference between the carrying value and the fair value of the property reflecting market conditions at the balance sheet date. Gains and losses on revaluation are posted to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement. The same treatment is applied to gains and losses on disposal.

Rentals received in relation to investment properties are credited to the Financing and Investment Income line and result in a gain for the General Fund Balance. However, revaluation and disposal gains and losses are not permitted by statutory arrangements to have an impact on the General Fund Balance. The gains and losses are therefore reversed out of the General Fund Balance in the Movement in Reserves Statement and posted to the Capital Adjustment Account and (for any sale proceeds greater than £10,000) the Capital Receipts Reserve.

XVIII. Leases

Leases are classified as finance leases where the terms of the lease transfer substantially all the risks and rewards incidental to ownership of the property, plant or equipment from the lessor to the lessee. All other leases are classified as operating leases.

Where a lease covers both land and buildings, the land and buildings elements are considered separately for classification.

Arrangements that do not have the legal status of a lease but convey a right to use an asset in return for payment are accounted for under this policy where fulfilment of the arrangement is dependent on the use of specific assets.

The Council as Lessee

Finance Leases

Property, plant and equipment held under finance leases is recognised on the Balance Sheet at the commencement of the lease at its fair value measured at the lease's inception (or the present value of the minimum lease payments, if lower). The asset recognised is matched by a liability for the obligation to pay the lessor. Initial direct costs of the Council are added to the carrying amount of the asset. Premiums paid on entry into a lease are applied to writing down the lease liability. Contingent rents are charged as expenses in the periods in which they are incurred.

Lease payments are apportioned between:

- a charge for the acquisition of the interest in the property, plant or equipment – applied to write down the lease liability, and
- a finance charge (debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement).

Property, Plant and Equipment recognised under finance leases is accounted for using the policies applied generally to such assets, subject to depreciation being charged over the lease term if this is shorter than the asset's estimated useful life (where ownership of the asset does not transfer to the Council at the end of the lease period).

The Council is not required to raise council tax to cover depreciation or revaluation and impairment losses arising on leased assets. Instead, a prudent annual contribution is made from revenue funds towards the deemed capital investment in accordance with statutory requirements. Depreciation and revaluation and impairment losses are therefore substituted by a revenue contribution in the General Fund Balance, by way of an adjusting transaction with the Capital Adjustment Account in the Movement in Reserves Statement for the difference between the two.

Operating Leases

Rentals paid under operating leases are charged to the Comprehensive Income and Expenditure Statement as an expense of the services benefiting from use of the leased property, plant or equipment. Charges are made on a straight-line basis over the life of the lease, even if this does not match the pattern of payments (e.g. there is a rent-free period at the commencement of the lease).

The Council as Lessor

Finance Leases

Where the Council grants a finance lease over a property or an item of plant or equipment, the relevant asset is written out of the Balance Sheet as a disposal. At the commencement of the lease,

the carrying amount of the asset in the Balance Sheet (whether Property, Plant and Equipment or Assets Held for Sale) is written off to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement as part of the gain or loss on disposal. A gain, representing the Council's net investment in the lease, is credited to the same line in the Comprehensive Income and Expenditure Statement also as part of the gain or loss on disposal (ie netted off against the carrying value of the asset at the time of disposal), matched by a lease (long-term debtor) asset in the Balance Sheet.

Lease rentals receivable are apportioned between:

- a charge for the acquisition of the interest in the property – applied to write down the lease debtor (together with any premiums received), and
- finance income (credited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement).

The gain credited to the Comprehensive Income and Expenditure Statement on disposal is not permitted by statute to increase the General Fund Balance and is required to be treated as a capital receipt. Where a premium has been received, this is posted out of the General Fund Balance to the Capital Receipts Reserve in the Movement in Reserves Statement. Where the amount due in relation to the lease asset is to be settled by the payment of rentals in future financial years, this is posted out of the General Fund Balance to the Deferred Capital Receipts Reserve in the Movement in Reserves Statement. When the future rentals are received, the element for the capital receipt for the disposal of the asset is used to write down the lease debtor. At this point, the deferred capital receipts are transferred to the Capital Receipts Reserve.

The written-off value of disposals is not a charge against council tax, as the cost of non-current assets is fully provided for under separate arrangements for capital financing. Amounts are therefore appropriated to the Capital Adjustment Account from the General Fund Balance in the Movement in Reserves Statement.

Operating Leases

Where the Council grants an operating lease over a property or an item of plant or equipment, the asset is retained in the Balance Sheet. Rental income is credited to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement. Credits are made on a straight-line basis over the life of the lease, even if this does not match the pattern of payments (e.g. there is a premium paid at the commencement of the lease). Initial direct costs incurred in negotiating and arranging the lease are added to the carrying amount of the relevant asset and charged as an expense over the lease term on the same basis as rental income.

XIX. Overheads and Support Services

The costs of overheads and support services are charged to those that benefit from the supply or service in accordance with the costing principles of the CIPFA Service Reporting Code of Practice 21/22 (SeRCOP). The total absorption costing principle is used – the full cost of overheads and support services are shared between users in proportion to the benefits received, with the exception of costs relating to the Council's status as a multifunctional, democratic organisation which are charged under Corporate and Customer Services in the Comprehensive Income and Expenditure Statement.

XX. Property, Plant and Equipment

Assets that have physical substance and are held for use in the production or supply of goods or services, for rental to others, or for administrative purposes and that are expected to be used during more than one financial year are classified as Property, Plant and Equipment.

Recognition

Expenditure on the acquisition, creation or enhancement of Property, Plant and Equipment is capitalised on an accruals basis, provided that it is probable that the future economic benefits or service potential associated with the item will flow to the Council and the cost of the item can be measured reliably. Expenditure that maintains but does not add to an asset's potential to deliver future economic benefits or service potential (ie repairs and maintenance) is charged as an expense when it is incurred.

The Council has a de minimis level of £10k for Property assets. Any properties valued at less than this are not generally added to the Council's balance sheet. The exception to this is when capital money has been used to buy the property, and it would then be included on the balance sheet.

The Council recognises schools in line with the provisions of the Code of Practice, consequently schools are recognised on the balance sheet only if the future economic benefits or service potential associated with the school will flow to the Council. The Council regards that the economic benefits or service potential of a school flows to the Council where the Council has the ability to employ the staff of the school and is able to set the admission criteria.

Voluntary Aided, Voluntary Controlled and Academy schools are not recognised within the Council's financial statements as the Council does not exercise sufficient influence on the governing bodies to warrant recognition. The Council does, however, include the playing fields for Voluntary Aided and Voluntary Controlled schools where these are owned by the Council and have not been included in any Academy conversion.

All elements of the 16 Local Authority controlled schools are shown in the Council's financial statements.

Measurement

Assets are initially measured at cost, comprising:

- the purchase price
- any costs attributable to bringing the asset to the location and condition necessary for it to be capable of operating in the manner intended by management
- the initial estimate of the costs of dismantling and removing the item and restoring the site on which it is located.

The Council does not capitalise borrowing costs incurred whilst assets are under construction.

The cost of assets acquired other than by purchase is deemed to be its fair value, unless the acquisition does not have commercial substance (ie it will not lead to a variation in the cash flows of the Council). In the latter case, where an asset is acquired via an exchange, the cost of the acquisition is the carrying amount of the asset given up by the Council.

Donated assets are measured initially at fair value. The difference between fair value and any consideration paid is credited to the Taxation and Non-Specific Grant Income line of the Comprehensive Income and Expenditure Statement, unless the donation has been made conditionally. Until conditions are satisfied, the gain is held in the Donated Assets Account. Where gains are credited to the Comprehensive Income and Expenditure Statement, they are reversed out of the General Fund Balance to the Capital Adjustment Account in the Movement in Reserves Statement.

Assets are then carried in the Balance Sheet using the following measurement bases:

- infrastructure and community assets – depreciated historical cost

- assets under construction – historical cost
- dwellings – current value, determined using the basis of existing use value for social housing (EUV-SH)
- surplus assets – the current value measurement base is fair value, estimated at highest and best use from a market participant’s perspective
- Specialised assets, for example school buildings, residential homes and hostels, and sports facilities – current value, but because of their specialist nature, are measured at depreciated replacement cost which is used as an estimate of current value
- all other assets:
 - – equipment is measured using depreciated historical cost as a proxy for current value
 - – buildings and land are measured at current value, determined as the amount that would be paid for the asset in its existing use (existing use value – EUV).

Where there is no market-based evidence of current value because of the specialist nature of an asset, depreciated replacement cost (DRC) is used as an estimate of current value.

Where non-property assets that have short useful lives or low values (or both), depreciated historical cost basis is used as a proxy for current value.

Assets included in the Balance Sheet at current value are revalued sufficiently regularly to ensure that their carrying amount is not materially different from their current value at the year-end, but as a minimum every five years. Increases in valuations are matched by credits to the Revaluation Reserve to recognise unrealised gains. Exceptionally, gains might be credited to the Comprehensive Income and Expenditure Statement where they arise from the reversal of a loss previously charged to a service.

Where decreases in value are identified, they are accounted for by:

- where there is a balance of revaluation gains for the asset in the Revaluation Reserve, the carrying amount of the asset is written down against that balance (up to the amount of the accumulated gains)
- where there is no balance in the Revaluation Reserve or an insufficient balance, the carrying amount of the asset is written down against the relevant service line(s) in the Comprehensive Income and Expenditure Statement.

The Revaluation Reserve contains revaluation gains recognised since 1 April 2007 only, the date of its formal implementation. Gains arising before that date have been consolidated into the Capital Adjustment Account.

Componentisation

All Property assets containing a building are split into two components - Land and Buildings. The buildings are then further reviewed to assess if there are additional components which should be recognised. This assessment is based on the value of the building and the value of the components. A materiality level has been set, below which this additional review will not be done. Only buildings with a valuation greater than £1m will be considered for componentisation, which accounts for approximately 76% of depreciation charged to the Comprehensive Income & Expenditure Account for buildings. The cost of the component should be at least 20% of the value of the building.

Components whose value is under this level will be considered if the circumstances are deemed appropriate. Componentisation will only be done either at the full 5 yearly valuations or when major capital improvements are undertaken.

Impairment

Assets are assessed at each year-end as to whether there is any indication that an asset may be impaired. Where indications exist and any possible differences are estimated to be material, the recoverable amount of the asset is estimated and, where this is less than the carrying amount of the asset, an impairment loss is recognised for the shortfall.

Where impairment losses are identified, they are accounted for by:

- where there is a balance of revaluation gains for the asset in the Revaluation Reserve, the carrying amount of the asset is written down against that balance (up to the amount of the accumulated gains)
- where there is no balance in the Revaluation Reserve or an insufficient balance, the carrying amount of the asset is written down against the relevant service line(s) in the Comprehensive Income and Expenditure Statement.

Where an impairment loss is reversed subsequently, the reversal is credited to the relevant service line(s) in the Comprehensive Income and Expenditure Statement, up to the amount of the original loss, adjusted for depreciation that would have been charged if the loss had not been recognised.

Depreciation

Depreciation is provided for on all Property, Plant and Equipment assets by the systematic allocation of their depreciable amounts over their useful lives. An exception is made for assets without a determinable finite useful life (ie freehold land and certain Community Assets) and assets that are not yet available for use (ie assets under construction).

Depreciation is calculated on the following bases:

- dwellings and other buildings – straight-line allocation over the useful life of the property as estimated by the valuer
- Mechanical and electrical components for Allerton Waste Recycling plant – reducing balance or straight-line over the life of the components as advised by the valuer.
- vehicles, plant, furniture and equipment – straight-line allocation over 3-10 years
- infrastructure – straight-line allocation over 40 years.

Where an item of Property, Plant and Equipment asset has major components whose cost is significant in relation to the total cost of the item, the components will be depreciated separately.

Revaluation gains are also depreciated, with an amount equal to the difference between current value depreciation charged on assets and the depreciation that would have been chargeable based on their historical cost being transferred each year from the Revaluation Reserve to the Capital Adjustment Account.

Disposals and Non-current Assets Held for Sale

When it becomes probable that the carrying amount of an asset will be recovered principally through a sale transaction rather than through its continuing use, it is reclassified as an Asset Held for Sale. The asset is revalued immediately before reclassification and then carried at the lower of this amount and fair value less costs to sell. Where there is a subsequent decrease to fair value less costs to sell, the loss is posted to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement. Gains in fair value are recognised only up to the amount of any previous losses recognised in the Surplus or Deficit on Provision of Services. Depreciation is not charged on Assets Held for Sale.

If assets no longer meet the criteria to be classified as Assets Held for Sale, they are reclassified back to non-current assets and valued at the lower of their carrying amount before they were classified as

held for sale; adjusted for depreciation, amortisation or revaluations that would have been recognised had they not been classified as Held for Sale, and their recoverable amount at the date of the decision not to sell.

Assets that are to be abandoned or scrapped are not reclassified as Assets Held for Sale. When an asset is disposed of or decommissioned, the carrying amount of the asset in the Balance Sheet (whether Property, Plant and Equipment or Assets Held for Sale) is written off to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement as part of the gain or loss on disposal. Receipts from disposals (if any) are credited to the same line in the Comprehensive Income and Expenditure Statement also as part of the gain or loss on disposal (ie netted off against the carrying value of the asset at the time of disposal). Any revaluation gains accumulated for the asset in the Revaluation Reserve are transferred to the Capital Adjustment Account.

Amounts received for a disposal in excess of £10,000 are categorised as capital receipts. A proportion of receipts relating to a housing disposal is payable to the Government. The balance of receipts is required to be credited to the Capital Receipts Reserve and can then only be used for new capital investment or set aside to reduce the Council's underlying need to borrow (the capital financing requirement).

The written-off value of disposals is not a charge against council tax, as the cost of non-current assets is fully provided for under separate arrangements for capital financing. Amounts are appropriated to the Capital Adjustment Account from the General Fund Balance in the Movement in Reserves Statement.

XXI. Private Finance Initiative (PFI) and Similar Contracts

PFI and similar contracts are agreements to receive services, where the responsibility for making available the property, plant and equipment needed to provide the services passes to the PFI contractor. As the Council is deemed to control the services that are provided under its PFI schemes, and as ownership of the property, plant and equipment will pass to the Council at the end of the contracts for no additional charge, the Council carries the assets used under the contracts on its Balance Sheet as part of Property, Plant and Equipment.

The original recognition of these assets at fair value (based on the cost to purchase the property, plant and equipment) was balanced by the recognition of a liability for amounts due to the scheme operator to pay for the capital investment. For the Schools PFI, the liability was written down by an initial capital contribution of £4.2m. Four schools are incorporated in the PFI scheme – Hob Moor Primary, Hob Moor Oaks, St Barnabas Primary and St Oswalds Primary. St Barnabas and St Oswalds Primaries belong to the Church of England Diocese and were never included on the LAs balance sheet. However, the two Hob Moor schools was previously owned by the council and were recognised as assets. These two schools became Academies during 2018/19, therefore the accounting treatment is now the same as the two other schools and they are no longer included as assets.

The amounts payable to the PFI operators each year are analysed into five elements:

- **fair value of the services received during the year** – debited to the relevant service in the Comprehensive Income and Expenditure Statement
- **finance cost** – an interest charge on the outstanding Balance Sheet liability, debited to the **Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement**
- **contingent rent** – increases in the amount to be paid for the property arising during the contract, debited to the Financing and Investment Income and Expenditure line in the **Comprehensive Income and Expenditure Statement**

- **payment towards liability** – applied to write down the Balance Sheet liability towards the PFI operator (the profile of write-downs is calculated using the same principles as for a finance lease)
- **lifecycle replacement costs** – proportion of the amounts payable is posted to the Balance Sheet as a prepayment and then recognised as additions to Property, Plant and Equipment when the relevant works are eventually carried out.

XXII. Provisions, Contingent Liabilities and Contingent Assets

Provisions

Provisions are made where an event has taken place that gives the Council a legal or constructive obligation that probably requires settlement by a transfer of economic benefits or service potential, and a reliable estimate can be made of the amount of the obligation. For instance, the Council may be involved in a court case that could eventually result in the making of a settlement or the payment of compensation.

Provisions are charged as an expense to the appropriate service line in the Comprehensive Income and Expenditure Statement in the year that the Council becomes aware of the obligation, and are measured at the best estimate at the Balance Sheet date of the expenditure required to settle the obligation, taking into account relevant risks and uncertainties.

When payments are eventually made, they are charged to the provision carried in the Balance Sheet. Estimated settlements are reviewed at the end of each financial year – where it becomes less than probable that a transfer of economic benefits will now be required (or a lower settlement than anticipated is made), the provision is reversed and credited back to the relevant service.

Where some or all of the payment required to settle a provision is expected to be recovered from another party (eg from an insurance claim), this is only recognised as income for the relevant service if it is virtually certain that reimbursement will be received if the Council settles the obligation.

Contingent Liabilities

A contingent liability arises where an event has taken place that gives the Council a possible obligation whose existence will only be confirmed by the occurrence or otherwise of uncertain future events not wholly within the control of the Council. Contingent liabilities also arise in circumstances where a provision would otherwise be made but either it is not probable that an outflow of resources will be required or the amount of the obligation cannot be measured reliably.

Contingent liabilities are not recognised in the Balance Sheet but disclosed in a note to the accounts.

Contingent Assets

A contingent asset arises where an event has taken place that gives the Council a possible asset whose existence will only be confirmed by the occurrence or otherwise of uncertain future events not wholly within the control of the Council.

Contingent assets are not recognised in the Balance Sheet but disclosed in a note to the accounts where it is probable that there will be an inflow of economic benefits or service potential.

XXIII. Reserves

The Council sets aside specific amounts as reserves for future policy purposes or to cover contingencies. Reserves are created by appropriating amounts out of the General Fund Balance in the Movement in Reserves Statement. When expenditure to be financed from a reserve is incurred, it

is charged to the appropriate service in that year to score against the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement. The reserve is then appropriated back into the General Fund Balance in the Movement in Reserves Statement so that there is no net charge against council tax for the expenditure.

The category of Unusable Reserves includes those reserves that are kept to manage the accounting processes for non-current assets, financial instruments, and retirement and employee benefits and do not represent usable resources for the Council – these reserves are explained in the relevant notes.

Earmarked Reserves

Amounts set aside for purposes falling outside the definition of provisions, e.g. for future policy purposes or to cover contingencies, have been accounted for as reserves. In line with the code the creation of a reserve is shown by an appropriation entry on the Movement in Reserves. When expenditure to be financed from a reserve is incurred, it is charged to the appropriate service revenue account in that year, and shown in the Net Cost of Services in the Income and Expenditure Account. The use of the reserve is then appropriated back into the General Fund Balance statement so that there is no net charge against council tax for the expenditure.

The earmarked reserves held by the Council are shown in the Core Statements and detailed in note 8.

Usable Reserves

In addition to those funds under the Earmarked Reserves classification there are a number of usable reserves for specific and non specific purposes.

Councils are required by the Accounts and Audit Regulations 2015 to maintain the Major Repairs Reserve (MRR), which controls an element of the capital resources required to be used on HRA assets or for capital financing purposes. Under the new arrangements in the self-financing HRA, to establish the resources available on an annual basis in the Major Repairs Reserve, the regulations require the MRR to be credited with an amount equivalent to the total depreciation charges for all HRA assets.

Unusable Reserves

Certain reserves are kept to manage the accounting processes for non-current assets and retirement benefits and that do not represent usable resources for the Council. These reserves are shown in Note 26.

XXIV. Revenue Expenditure Funded from Capital under Statute

Expenditure incurred during the year that may be capitalised under statutory provisions but that does not result in the creation of a non-current asset has been charged as expenditure to the relevant service in the Comprehensive Income and Expenditure Statement in the year. Where the Council has determined to meet the cost of this expenditure from existing capital resources or by borrowing, a transfer in the Movement in Reserves Statement from the General Fund Balance to the Capital Adjustment Account then reverses out the amounts charged so that there is no impact on the level of council tax.

XXV. Schools

The Code confirms that the balance of control for local authority maintained schools (ie those categories of school identified in the School Standards and Framework Act 1998, as amended) lies with the local authority. The Code also stipulates that those schools' assets, liabilities, reserves and cash flows are recognised in the local authority financial statements (and not the group accounts).

Therefore schools' transactions, cash flows and balances are recognised in each of the financial statements of the authority as if they were the transactions, cash flows and balances of the authority.

XXVI. Value Added Tax (VAT)

The Comprehensive Income and Expenditure Account excludes amounts relating to VAT and will be included as an expense only if it is not recoverable from Her Majesty's Revenue and Customs. VAT receivable is excluded from income within the Council's income and expenditure account.

2. ACCOUNTING STANDARDS THAT HAVE BEEN ISSUED BUT NOT YET ADOPTED

The Code of Practice on Local Authority Accounting in the United Kingdom (the Code) requires the disclosure of information relating to the expected impact of an accounting change that will be required by a new standard which has been issued but is yet to be adopted by the 2021/22 Code.

The Code also requires that changes in accounting policy are to be applied retrospectively unless transitional arrangements are specified, this would, therefore result in an impact on disclosures spanning two financial years.

Accounting changes that are introduced by the 2022/23 Code are:

- Annual Improvements to IFRS Standards 2018–2020. The annual IFRS improvement programme notes 4 changed standards:
 - IFRS 1 (First-time adoption) – amendment relates to foreign operations of acquired subsidiaries transitioning to IFRS
 - IAS 37 (Onerous contracts) – clarifies the intention of the standard
 - IFRS 16 (Leases) – amendment removes a misleading example that is not referenced in the Code material
 - IAS 41 (Agriculture) – one of a small number of IFRSs that are only expected to apply to local authorities in limited circumstances.

These changes are not expected to have a material impact on the Council's Statement of Accounts.

3. CRITICAL JUDGEMENTS IN APPLYING ACCOUNTING POLICIES

In applying the accounting policies set out in Note 1, the Council has had to make certain judgements about complex transactions or those involving uncertainty about future events.

Future levels of funding for local government – the main critical judgement made in the statement of accounts is regarding the high degree of uncertainty about future levels of funding for local government. There remains no firm date set by Government for the move to 75% business rates retention and changes to how funding is distributed between councils under the fair funding review. Therefore whilst this uncertainty continues it is highly likely that there will be no immediate change to the level of funding

Accounting for schools – Consolidation - In line with the requirements of the Code of Practice on Group Accounts, all maintained schools are now considered to be entities controlled by the Council. Rather than prepare group accounts however, the income, expenditure, liabilities, reserves and cash flows of each schools are recognised in the Council's single entity accounts.

Accounting for schools – Balance sheet recognition – The Council recognises schools in line with the provisions of the Code of Practice, consequently schools are recognised on the balance sheet only if the future economic benefits or service potential associated with the school will flow to the Council. The Council regards that the economic benefits or service potential of a school flows to the Council where the Council has the ability to employ the staff of the school and is able to set the

admission criteria. The Council has undertaken a detailed review to assess the level of control it exercises in relation to both the VA & VC schools. The analysis undertaken considered the governing bodies majority appointment rights and concluded that in all cases the Council did not exercise sufficient influence to warrant recognition of assets in relation to the schools on its balance sheet.

Accounting for schools – Transfer to Academy status – When a school that is held on the Council’s balance sheet transfers to Academy status the Council accounts for this as a disposal and subsequent creation of a finance lease (at nil consideration) on the date that the school converts to Academy status.

Further information on the treatment of Voluntary Aided and Voluntary Controlled schools can be found under Accounting Policies point XX.

Group Accounts Boundaries – The Councils group boundaries have been assessed using the criteria outlined in the Code of Practice, which has confirmed the Council has a number of interests in other entities which therefore fall within the boundary. However, the Council’s interests in aggregate are not sufficiently material to warrant producing consolidated financial statements when reviewing both quantitative and qualitative information. The Council therefore considers that the reader of the accounts is better served by expanding the related party disclosure note in respect of these interests rather than completing separate group accounts statements. The enhanced related parties note can be found at Note 41.

Allerton Waste Recycling Plant – Componentisation and Depreciation – The Council holds a share in Allerton Waste Recycling Plant which is included in the Council’s accounts in Other Land and Buildings (Note 12). Following an external valuation of the site in 2020/21, a judgement was made to continue show the whole asset, including the mechanical and electrical components, under Other Land and Buildings as it is felt that components are an integral part of the site. However, within the Other Land and Buildings header, the asset is split into land, building, and mechanical and electrical component for the purpose of depreciation to reflect their different useful economic lives. The various mechanical and electrical components identified in the valuation have been grouped together as one component but are depreciated separately using the methods and asset lives provided by the valuer. The accounting treatment for Allerton Waste Recycling Plant will be reviewed regularly to ensure the accuracy of depreciation.

4. ASSUMPTIONS MADE ABOUT THE FUTURE AND OTHER MAJOR SOURCES OF ESTIMATION UNCERTAINTY

The Statement of Accounts contains estimated figures based on assumptions made by the Council about the future or that are otherwise uncertain. Estimates are made taking into account historical experience, current trends and other relevant factors. However, as balances cannot be determined with certainty, actual results could be materially different from the assumptions and estimates.

The items in the Council’s Balance Sheet at 31 March 2022 for which there is a significant risk of material adjustment in the forthcoming financial year are as follows:

Pensions

Estimation of the net liability to pay pensions depends on a number of complex judgements relating to the discount rate used, the rate at which salaries are projected to increase, changes in retirement ages, mortality rates and expected returns on pension fund assets. A firm of consulting actuaries is engaged to provide the Council with expert advice about the assumptions to be applied. Variations in the key assumptions would have the following impact on the net liability:

- A 0.1% increase in the discount rate would reduce the net pension liability by £19.957m

- A 0.1% increase in the assumed level of pension increases will increase the net pension liability by £18.057m
- An increase in one year of longevity would increase the net pension liability by £33.262m

Property, Plant & Equipment including Investment properties

Assets are depreciated over useful lives that are dependent on assumptions about the level of repairs and maintenance that will be incurred in relation to individual assets. The current economic climate makes it uncertain that the Council will be able to sustain its current spending on repairs and maintenance, bringing into doubt the useful lives assigned to assets. If the useful life of assets is reduced, depreciation increases and the carrying amount of the assets falls. The closing Net Book Value of these assets at 31 March 2022 is £1,159,058m for Property, Plant & Equipment and £66.466m for Investment Properties. It is estimated that the annual depreciation charge for buildings would increase by £0.642m for every year that useful lives are reduced.

5. MATERIAL ITEMS OF INCOME AND EXPENSE

This note identifies material items of income and expenditure that are not disclosed on the face of the Comprehensive Income and Expenditure Statement. For 2021/22 there were no material items of income and expenditure.

6. EVENTS AFTER THE REPORTING PERIOD

The Statement of Accounts was authorised for issue by the Chief Finance Officer on 20 June 2022. Events taking place after this date are not reflected in the financial statements or notes. Where events taking place before this date provided information about conditions existing at 31 March 2022, the figures in the financial statements and notes have been adjusted in all material respects to reflect the impact of this information.

Adjusting Events:

Adjusting events after the balance sheet date are those that are indicative of conditions that arose after the reporting period. The Code sets out that where material the financial statements should be amended to reflect the impact of these events.

Non- adjusting Events:

Non Adjusting events after the balance sheet date are those that are indicative of conditions that arose after the reporting period – the Statement of Accounts is not adjusted to reflect these events however material items are disclosed in terms of the nature of the events and their financial effects.

There are no adjusting or non-adjusting events after the balance sheet in 2021/22.

7. ADJUSTMENTS BETWEEN ACCOUNTING BASIS AND FUNDING BASIS UNDER REGULATIONS

This note details the adjustments that are made to the total comprehensive income and expenditure recognised by the Council in the year in accordance with proper accounting practice to the resources that are specified by statutory provisions as being available to the Council to meet future capital and revenue expenditure. The movement in reserves statement includes the totals shown in this note.

Adjustments between Accounting Basis and Funding Basis under Regulations – 2021/22

2021/22

	General Fund Balance	Housing Revenue Account	Major Repairs Reserve	Capital Receipts Reserve	Capital Grants Unapplied	Movement in Unusable Reserves
	£000	£000	£000	£000	£000	£000
Adjustments primarily involving the Capital Adjustment Account:						
<u>Reversal of items debited or credited to the Comprehensive Income and Expenditure Statement:</u>						
Charges for depreciation and impairment of non-current assets	(17,268)	(8,906)	-	-	-	26,174
Revaluation losses on Property Plant and Equipment	2,043	(369)	-	-	-	(1,674)
Movements in the market value of Investment Properties	273	-	-	-	-	(273)
Amortisation of intangible assets	(1,058)	(3)	-	-	-	1,061
Capital grants and contributions applied	19,279	979	-	-	-	(20,258)
Revenue expenditure funded from Capital under statute	(6,091)	-	-	-	-	6,091
Amounts of non-current assets written off on disposal or sale as part of the gain/ loss on disposal to the Comprehensive Income and Expenditure Statement	(3,544)	(14,670)	-	-	-	18,214
<u>Insertion of items not debited or credited to the Comprehensive income and Expenditure Statement:</u>						
Statutory provision for the financing of capital investment	6,061	-	-	-	-	(6,061)
Capital expenditure charged against the General Fund and HRA balances	37	3,439	-	-	-	(3,476)
Adjustments primarily involving the Capital Grants Unapplied Account:						
Capital grants and contributions unapplied credited to the Comprehensive Income and Expenditure Statement	20,832	2,502	-	-	(23,334)	-
Application of grants to capital financing transferred to the Capital Adjustment Account	(6,611)	-	-	-	6,611	-
Adjustments primarily involving the Capital Receipts Reserve:						
Transfer of cash sale proceeds credited as part of the gain/ loss on disposal to the Comprehensive Income and Expenditure Statement	662	17,119	-	(17,781)	-	-
Transfer of cash loan repayment to the Capital Receipts Reserve	-	-	-	(100)	-	100
Use of the Capital Receipts Reserve to finance new capital expenditure	-	-	-	11,854	-	(11,854)
Contribution from the Capital Receipts Reserve towards revenue costs under Capital Receipts flexibility	-	-	-	-	-	-

	General Fund Balance	Housing Revenue Account	Major Repairs Reserve	Capital Receipts Reserve	Capital Grants Unapplied	Movement in Unusable Reserves
	£000	£000	£000	£000	£000	£000
Contribution from the Capital Receipts Reserve to finance the payments to the Government Capital receipts pool	-	(1,179)	-	1,179	-	-
Contribution from the Capital Receipts Reserve to finance disposal costs	-	(96)	-	96	-	-
Contribution from the Capital Receipts Reserve to finance repayment of 141 RTB receipts	-	-	-	-	-	-
Adjustment primarily involving the Major Repairs Reserve:						
Reversal of Major Repairs Allowance credited to the HRA	-	8,905	(8,905)	-	-	-
Use of the Major Repairs Reserve to finance new capital expenditure	-	-	12,185	-	-	(12,185)
Adjustment primarily involving the Financial Instruments Adjustment Account:						
Amount by which finance costs charged to the Comprehensive Income and Expenditure Statement are different from finance costs chargeable in the year in accordance with statutory requirements	79	-	-	-	-	(79)
Adjustments primarily involving the Financial Instruments Revaluation Reserve						
Movement in fair value of Financial Instruments	-	-	-	-	-	-
Adjustment primarily involving the Pensions Reserve:						
Employer's pensions contributions and direct payments to pensioners payable in the year	13,108	603	-	-	-	(13,711)
Reversal of items relating to retirement benefits debited or credited to the Comprehensive Income and Expenditure Statement	(37,855)	(1,779)	-	-	-	39,634
Adjustments primarily involving the Collection Fund Adjustment Account:						
Amount by which council tax income credited to the Comprehensive Income and Expenditure Statement is different from council tax income calculated for the year in accordance with statutory requirements	17,023	-	-	-	-	(17,023)
Adjustments primarily involving the Dedicated Schools Grant Adjustment Account:						
Transfer of deficit in respect of schools budget	4,097	-	-	-	-	(4,097)
Adjustment primarily involving the Accumulated Absences Account:						
Amount by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements	(233)	(2)	-	-	-	235
Total Adjustments:	10,834	6,543	3,280	(4,752)	(16,723)	818

Adjustments between Accounting Basis and Funding Basis under Regulations – 2020/21

2020/21

	General Fund Balance	Housing Revenue Account	Major Repairs Reserve	Capital Receipts Reserve	Capital Grants Unapplied	Movement in Unusable Reserves
	£000	£000	£000	£000	£000	£000
Adjustments primarily involving the Capital Adjustment Account:						
Reversal of items debited or credited to the Comprehensive Income and Expenditure Statement:						
Charges for depreciation and impairment of non-current assets	(13,714)	(8,408)	-	-	-	22,122
Revaluation losses on Property Plant and Equipment	1,139	(4,300)	-	-	-	3,161
Movements in the market value of Investment Properties	(1,410)	31	-	-	-	1,379
Amortisation of intangible assets	(979)	(3)	-	-	-	982
Capital grants and contributions applied	22,965	2,894	-	-	-	(25,859)
Revenue expenditure funded from Capital under statute	(10,163)	-	-	-	-	10,163
Amounts of non-current assets written off on disposal or sale as part of the gain/ loss on disposal to the Comprehensive Income and Expenditure Statement	(1,706)	(6,450)	-	-	-	8,156
Insertion of items not debited or credited to the Comprehensive income and Expenditure Statement:						
Statutory provision for the financing of capital investment	9,182	-	-	-	-	(9,182)
Capital expenditure charged against the General Fund and HRA balances	187	4,904	-	-	-	(5,091)
Adjustments primarily involving the Capital Grants Unapplied Account:						
Capital grants and contributions unapplied credited to the Comprehensive Income and Expenditure Statement	8,773	-	-	-	(8,773)	-
Application of grants to capital financing transferred to the Capital Adjustment Account	(7,260)	-	-	-	7,260	-
Adjustments primarily involving the Capital Receipts Reserve:						
Transfer of cash sale proceeds credited as part of the gain/ loss on disposal to the Comprehensive Income and Expenditure Statement	2,795	7,702	-	(10,497)	-	-
Transfer of cash loan repayment to the Capital Receipts Reserve	-	-	-	(100)	-	100
Use of the Capital Receipts Reserve to finance new capital expenditure	-	-	-	19,254	-	(19,254)
Contribution from the Capital Receipts Reserve towards revenue costs under Capital Receipts flexibility	-	-	-	-	-	-
Contribution from the Capital Receipts Reserve to finance the payments to the Government Capital receipts pool	-	(1,179)	-	1,179	-	-
Contribution from the Capital Receipts Reserve to finance disposal costs	-	(60)	-	60	-	-
Contribution from the Capital Receipts Reserve to finance repayment of 141 RTB receipts	-	-	-	-	-	-
Adjustment primarily involving the Major Repairs Reserve:						
Reversal of Major Repairs Allowance credited to the HRA	-	8,408	(8,408)	-	-	-
Use of the Major Repairs Reserve to finance new capital expenditure	-	-	9,351	-	-	(9,351)

	General Fund Balance	Housing Revenue Account	Major Repairs Reserve	Capital Receipts Reserve	Capital Grants Unapplied	Movement in Unusable Reserves
	£000	£000	£000	£000	£000	£000
Adjustment primarily involving the Financial Instruments Adjustment Account:						
Amount by which finance costs charged to the Comprehensive Income and Expenditure Statement are different from finance costs chargeable in the year in accordance with statutory requirements	83	-	-	-	-	(83)
Adjustments primarily involving the Financial Instruments Revaluation Reserve						
Movement in fair value of Financial Instruments	-	-	-	-	-	-
Adjustment primarily involving the Pensions Reserve:						
Employer's pensions contributions and direct payments to pensioners payable in the year	14,504	646	-	-	-	(15,150)
Reversal of items relating to retirement benefits debited or credited to the Comprehensive Income and Expenditure Statement	(28,777)	(1,326)	-	-	-	30,103
Adjustments primarily involving the Collection Fund Adjustment Account:						
Amount by which council tax income credited to the Comprehensive Income and Expenditure Statement is different from council tax income calculated for the year in accordance with statutory requirements	(37,052)	-	-	-	-	37,052
Adjustments primarily involving the Dedicated Schools Grant Adjustment Account:						
Transfer of deficit in respect of schools budget	(5,075)	-	-	-	-	5,075
Adjustment primarily involving the Accumulated Absences Account:						
Amount by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements	(18)	-	-	-	-	18
Total Adjustments:	(46,526)	2,859	943	9,896	(1,513)	34,341

8. TRANSFERS TO/FROM EARMARKED RESERVES

This note sets out the amounts set aside from the General Fund and HRA balances in earmarked reserves to provide financing for future expenditure plans and amounts posted back from earmarked reserves to meet General Fund and HRA expenditure in 2021/22:

	Transfers Out During Year £000's	Transfers In During Year £000's	Net mov't During Year £000's	Balance at 31-Mar-22 £000's	Balance at 31-Mar-21 £000's
General Fund					
Developers Contributions Unapplied	1,491	(2,321)	(830)	(9,383)	(8,553)
Venture Fund	-	(146)	(146)	(4,384)	(4,238)
Public Health COMF Funding reserve	2,301	-	2,301	(100)	(2,401)
Waste Management Reserve	-	-	-	(2,031)	(2,031)
Better Care Fund	-	-	-	(1,541)	(1,541)
Yearsley Pool Reserve	320	(38)	282	(1,131)	(1,413)
Mental Health Accommodation Programme	46	-	46	(880)	(926)
NNDR Reserve	43,263	(23,356)	19,907	(23,097)	(43,004)
Miscellaneous	35,089	(38,269)	(3,180)	(16,328)	(13,148)
Subtotal General Fund	82,510	(64,129)	18,380	(58,875)	(77,255)
HRA					
Miscellaneous	-	(40)	(40)	(40)	-
53rd Week Rent	106	-	106	209	103
HRA Investment Reserve	2,421	(132)	2,290	(6,255)	(8,545)
Subtotal HRA	2,527	(172)	2,356	(6,086)	(8,442)
Total Earmarked Reserves	85,037	(64,301)	20,736	(64,961)	(85,697)

Reserves

The most significant item held within **Developers Contributions** relates to the Community Stadium.

Venture Fund - This fund was established with an initial capital balance of £4m. The fund makes monies available for Council projects that have the ability to generate expenditure savings or increased income. Advances from the fund are required to be repaid over an appropriate life of the project in relation to the life of the asset

Public Health Contain Outbreak Management Fund – The Contain Outbreak Management Fund (COMF) is funding provided by the Government to Support the additional Public Health Costs incurred dealing with the Covid 19 pandemic. The funding is provided for expenditure incurred in areas such as testing, contact tracing, communications and marketing of public health messages, enforcement measures, support for vulnerable people, support of commercial areas and rough sleepers. Funding has been provided throughout the year and is available to cover expenditure up to 31st March 2022 and residual costs into 2022/23.

Waste Management Reserve – When the Long Term Waste Contract was agreed by Council, it was agreed to set aside additional funds in order to build up sufficient budget to fund the contractual obligations. These increased budgets have funded waste contractual increases such as Landfill Tax and the balance has been added to a Waste Reserve. This reserve has funded and will continue to

fund one off costs relating to the Waste Project such as s106 obligations, highway improvements and lease payments.

Better Care Fund – The Better Care Fund is a pooled budget between City of York Council and Vale of York Clinical Commissioning Group for the provision of certain aspects of health and social care. The s75 agreement governing this arrangement provides the legal mechanism to carry forward any uncommitted resource in this reserve

Yearsley Pool Reserve – This reserve was created following a Council decision in February 2015 to approve a sum of £1.5m over a 5 year period towards support for maintaining Yearsley Pool, to be funded from unallocated New Homes Bonus monies

Mental Health Accommodation Programme - Mental Health Accommodation Programme. This reserve holds the Tees, Esk & Wear Valleys NHS Foundation Trust’s initial contribution to the development of specialist mental health housing and support for people with multiple and complex needs in York. The programme was agreed by the Executive in August 2020, with work starting in 2021/22

NNDR reserve - The NNDR Reserve was created to account for ‘timing differences’ between NNDR receipts in the Collection Fund and General Fund, which occur mainly due to S31 grants. When central government provide a discount on a business sector’s NNDR liability, central government compensates the Council by providing a S31 grant equivalent to the discount given, which is allocated to the General Fund. This ‘discount’ results in a deficit on the Collection Fund and a corresponding surplus on the General Fund. The surplus on the General Fund is transferred to the NNDR earmarked reserve to use in the following year against the Collection Fund deficit. In 2020/21 Central Government support for businesses’ NNDR liability significantly increased due to Covid-19. This resulted in a significant increase in the NNDR reserve in 2020/21. During 2021/22, a proportion of the reserve built up due to Covid-19 S31 grants has been transferred into the General Fund to offset the deficit in the Collection Fund

Miscellaneous reserves include a range of earmarked reserves to hold monies over the year end period pending investment, such as Care Act funds and the York Financial Assistance Scheme.

In 2012 the Localism Act introduced a significant change to the way that Council Housing is financed by dismantling the previous system of HRA subsidy and introducing self financing. As part of the self financing HRA Business Plan a reserve was created for HRA investment in new build / redevelopment opportunities.

9. OTHER OPERATING EXPENDITURE

	2021/22	2020/21
	£'000's	£'000's
Parish council precepts	807	799
Payments to the Government Housing Capital Receipts Pool	1,179	1,179
Gains/losses on the disposal of non-current assets	433	(2,341)
Total	2,419	(363)

10. FINANCING AND INVESTMENT INCOME AND EXPENDITURE

	2021/22	2020/21
	£'000's	£'000's
Interest payable and similar charges	14,363	13,890
Net interest on the net defined benefit liability	3,159	3,105
Interest receivable and similar income	(122)	(84)
Income and expenditure in relation to investment properties and changes in their fair value	(4,668)	(2,209)
Other investment income	(208)	(451)
Total	12,524	14,251

11. TAXATION AND NON SPECIFIC GRANT INCOME

	2021/22	2020/21
	£'000's	£'000's
Council tax income	(97,995)	(92,794)
Non domestic rates	(50,769)	2,314
Non-ringfenced or government grants	(59,207)	(74,276)
Capital grants and contributions	(34,329)	(19,634)
Total	(242,300)	(184,390)

NOTES TO THE MAIN FINANCIAL STATEMENTS

12. PROPERTY, PLANT AND EQUIPMENT

2021/22	Council Dwellings	Other Land & Buildings	Plant / Vehicle / Equipment	Infrastructure Assets	Community Assets	Surplus Assets	Assets Under Construction	Total Property, Plant & Equipment	Service concession assets included in Property, Plant & Equipment
	£000	£000	£000	£000	£000	£000	£000	£000	£000
<u>Cost or Valuation (GCA)</u>									
At 1 April 2021	484,542	369,504	39,810	196,627	115	23,827	76,925	1,191,350	47,233
Additions	14,498	6,296	5,167	7,188	-	-	38,408	71,557	-
Acc Dep & Imp WO to GCA	(15,942)	(12,813)	-	-	-	-	-	(28,755)	-
Revaluation increases/(decreases) recognised in the Revaluation Reserve	20,689	9,100	-	-	-	2,178	-	31,967	-
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	(129)	1,793	-	-	-	10	-	1,674	-
Derecognition - Disposals	(5,037)	(3,694)	(4,611)	-	-	(42)	(8,736)	(22,120)	-
Derecognition - Other	-	-	-	-	-	-	-	-	-
Assets reclassified (to)/from Held for Sale	-	-	-	-	-	-	-	-	-
Assets reclassified (to)/from Investment Property	-	(818)	-	-	-	-	-	(818)	-
Other movements in Cost or Valuation	9,804	190	1,821	3,558	-	1,522	(17,577)	(682)	-
At 31 March 2022	508,425	369,558	42,187	207,373	115	27,495	89,020	1,244,173	47,233
<u>Accumulated Depreciation & Impairment</u>									
At 1 April 2021	(7,884)	(12,952)	(25,158)	(46,536)	(4)	-	(2)	(92,536)	-
Depreciation Charge for 2021/22	(8,058)	(9,531)	(3,369)	(5,214)	(2)	-	-	(26,174)	(3,182)
Acc. Depreciation WO to GCA	15,942	12,813	-	-	-	-	-	28,755	-
Derecognition - Disposals	-	229	4,482	-	-	-	-	4,711	-
Assets reclassified (to)/from Investment Property	-	129	-	-	-	-	-	129	-
Other movements in Depreciation and Impairment	-	-	-	-	-	-	-	-	-
At 31 March 2022	-	(9,312)	(24,045)	(51,750)	(6)	-	(2)	(85,115)	(3,182)
<u>Net Book Value</u>									
At 31 March 2022	508,425	360,246	18,142	155,623	109	27,495	89,018	1,159,058	44,051
At 31 March 2021	476,658	356,552	14,652	150,091	111	23,827	76,923	1,098,814	47,233

NOTES TO THE MAIN FINANCIAL STATEMENTS

Comparative Movements in 2020/21:

2020/21	Council Dwellings	Other Land & Buildings	Plant / Vehicle / Equipment	Infrastructure Assets	Community Assets	Surplus Assets	Assets Under Construction	Total Property, Plant & Equipment	Service concession assets included in Property, Plant & Equipment
	£000	£000	£000	£000	£000	£000	£000	£000	£000
<u>Cost or Valuation (GCA)</u>									
At 1 April 2020	481,558	293,222	34,553	185,587	115	24,936	103,605	1,123,576	41,294
Additions	11,297	15,480	4,582	8,830	-	-	40,254	80,443	-
Acc Dep & Imp WO to GCA	(7,928)	(5,317)	-	-	-	(105)	-	(13,350)	(4,114)
Revaluation increases/(decreases) recognised in the Revaluation Reserve	(426)	18,790	-	-	-	(541)	-	17,823	10,053
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	-	(3,010)	-	-	-	(129)	(25)	(3,164)	-
Derecognition - Disposals	(3,031)	(3,519)	(1,068)	-	-	(217)	-	(7,835)	-
Derecognition - Other	-	-	-	-	-	-	-	-	-
Assets reclassified (to)/from Held for Sale	-	-	-	-	-	(800)	-	(800)	-
Assets reclassified (to)/from Investment Property	-	(3,910)	-	-	-	(731)	-	(4,641)	-
Other movements in Cost or Valuation	3,072	57,768	1,743	2,210	-	1,414	(66,909)	(702)	-
At 31 March 2021	484,542	369,504	39,810	196,627	115	23,827	76,925	1,191,350	47,233
<u>Accumulated Depreciation & Impairment</u>									
At 1 April 2020	(7,928)	(11,757)	(23,349)	(41,631)	(3)	-	(2)	(84,670)	(2,707)
Depreciation Charge for 2020/21	(7,884)	(6,617)	(2,716)	(4,905)	(1)	-	-	(22,123)	(1,407)
Acc. Depreciation WO to GCA	7,928	5,317	-	-	-	105	-	13,350	4,114
Derecognition - Disposals	-	-	907	-	-	-	-	907	-
Other movements in Depreciation and Impairment	-	105	-	-	-	(105)	-	-	-
At 31 March 2021	(7,884)	(12,952)	(25,158)	(46,536)	(4)	-	(2)	(92,536)	-
<u>Net Book Value</u>									
At 31 March 2021	476,658	356,552	14,652	150,091	111	23,827	76,923	1,098,814	47,233
At 31 March 2020	473,630	281,465	11,204	143,956	112	24,936	103,603	1,038,906	38,587

Depreciation

The following useful lives and depreciation rates have been used in the calculation of depreciation:

- Council Dwellings & Shared Ownership Properties – 45 years
- Other Land and Buildings – As advised by the valuer
- Vehicles, Plant, Furniture & Equipment – 3-10 years
- Infrastructure – 40 years

Capital Commitments

- At 31 March 2022, the Council has entered into a number of contracts for the construction or enhancement of Property, Plant and Equipment in 2022/23 and future years budgeted to cost c£15.490m. Similar commitments as 31 March 2021 were c£14.070m.

Revaluations

The Council carries out a rolling programme that ensures all Property, Plant and Equipment required to be measured at current value is revalued at least every five years. All valuations are carried out internally with the exception of Allerton Waste Recycling Plant which was valued in 2020/21 by external valuers due to its specialist nature. Valuations of land and buildings were carried out in accordance with the methodologies and bases for estimation set out in the professional standards of the Royal Institute of Chartered Surveyors. Valuations of vehicles, plant, furniture and equipment are based on depreciated cost. The effective date for Property, Plant and Equipment valuations is usually 31st March, with the exception of Housing Revenue Account assets which usually have an effective valuation date of 1st April.

The council's housing stock normally has a full revaluation every 5 years, with the last full revaluation undertaken in 2017/18. On the interim years, desktop revaluations are normally undertaken. This year an additional valuation was undertaken at 31/03/2022 due to significant changes in house prices over the period. The value of the council's housing stock increased by £6.815m as a result of the desktop revaluation at 01/04/2021 and increased by a further £13.746m as a result of the desktop revaluation at 31/03/2022.

	Council dwellings £000's	Other land and buildings £000's	Vehicles, plant etc. £000's	Infra-structure £000's	Community £000's	Surplus Assets £000's	Asset under Construction £000's	TOTAL £000's
Carried at historical cost	-	-	42,187	207,373	-	-	89,020	338,580
Valued at Current Value as at:								
31-Mar-22	508,425	161,508	-	-	-	27,495	-	697,428
31-Mar-21	-	114,520	-	-	-	-	-	114,520
31-Mar-20	-	45,451	-	-	-	-	-	45,451
31-Mar-19	-	32,163	-	-	-	-	-	32,163
31-Mar-18	-	15,916	-	-	115	-	-	16,031
Total Cost or Valuation	508,425	369,558	42,187	207,373	115	27,495	89,020	1,244,173

Fair Value measurement of Non-operational Property, Plant and Equipment (Surplus Assets)

All of the Council’s Surplus Properties have been categorised as Level 2 within the fair value hierarchy as at 31 March 2022. The fair value of Surplus Properties as at 31 March 2022 is £27.495m. There were no transfers between Levels 1 and 2 during the year.

Valuation Techniques used to determine Level 2 Fair Values for Surplus Properties

The fair value for surplus properties has been based on the market approach using current market conditions and recent sales prices and other relevant information for similar properties in the local authority area. Market conditions are such that similar properties are actively purchased and sold and the level of observable inputs are significant, leading to the properties being categorised at Level 2 in the fair value hierarchy.

In estimating the fair value of the Council’s surplus properties, the highest and best use of the properties is their current use.

There has been no change in the valuation techniques used during the year for surplus properties.

13. HERITAGE ASSETS

Reconciliation of the Carrying Value of Heritage Assets Held by the Council

	Heritage Properties	Art Collection	Mansion House Collection & Civic Regalia	Castle Museum Collections	TOTAL
	£000	£000	£000	£000	£000
Cost or Valuation					
1 April 2020	1,387	88,485	8,517	1,170	99,559
Revaluations	-	-	-	35	35
31 March 2021	1,387	88,485	8,517	1,205	99,594
Cost or Valuation					
1 April 2021	1,387	88,485	8,517	1,205	99,594
Revaluations	249	18,144	-	31	18,424
31 March 2022	1,636	106,629	8,517	1,236	118,018

All heritage assets in the Council are tangible assets and have been reported at valuation rather than cost. The different heritage assets have been valued in accordance with the nature of the category.

Heritage Properties

The Council’s valuer, values assets in accordance with the property RICS guidance and for heritage assets where a market value exists, the assets are valued at current value market value. Where no market value exists, the value stated is replacement cost. All valuations are recorded on a valuation certificate.

The code recognises that it may not be possible to value all heritage assets due to their size and unique historical importance. Four such assets have been identified:

- (a) Medieval City Walls
- (b) Yorkshire Museum and Gardens and Hospitium

- (c) Abbey Walls – Marygate and Bootham
- (d) Roman Multangular Tower and adjoining Walls

Art Collection

The Council's collection of art is located at the City Art Gallery and is reported in the Balance Sheet at insurance valuation which is based on market values. The insurance valuation is reviewed annually and used to update the values as necessary.

Mansion House Collection and Civic Regalia

An external Antiques & Fine Art valuer carried out a full valuation of the Mansion House collection and Civic Regalia in March 2018. The valuation for the Mansion House Collection and Civic Regalia is included at the Balance Sheet date.

The valuation details all contents of the Mansion House and details all items individually including furniture, pictures, works of art, ceramics & glassware, etc. Specifically the Regalia includes the Bowes Sword, the Emperor Sigismund's Sword, the Great Mace, the Lady Mayoress' staff of Honour, the Lord Mayor's gold chain of office.

Museum Collections

Both Castle Museum and Yorkshire Museum are incorporated into Museums Trust which is a separate charitable organisation. The Museum's collections have been considered as part of the Council's heritage assets as the ownership / responsibility for the collections is with the Council.

The Castle Museum collection has a relatively low insurance valuation included on the Balance Sheet as the nature of the museum is that of a social history collection and therefore many items are of low value. Insurance valuations are reviewed annually.

Yorkshire Museum collection has not been included on the Balance Sheet as no monetary value is available. There are many unique items held at Yorkshire Museum where it would be difficult to obtain an insurance valuation, for example. The CIPFA Code recognises that in some circumstances it is not possible to gain a valuation without considerable cost to the Council, where by it would not be beneficial to obtain one.

14. INVESTMENT PROPERTY

The following items of income and expense have been accounted for in the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement:

	2021/22	2020/21
	£000's	£000's
Commercial rental income from investment property	(5,431)	(5,029)
Commercial direct operating expenses arising from investment property	763	2,820
Net Income	(4,668)	(2,209)

There are no restrictions on the Council's ability to realise the value inherent in its investment property or on the Council's right to the remittance of income and the proceeds of disposal. The Council has no contractual obligations to purchase, construct or develop investment property or repairs, maintenance or enhancement. The following table summarises the movement in the fair value of investment properties over the year.

	2021/22	2020/21
	£000's	£000's
Balance at start of the year	65,149	60,260
<u>Additions:</u>		
Acquisitions	-	1,538
Enhancements	355	89
Disposals	-	-
Net gain or loss on Fair Value	273	(1,379)
<u>Transfers:</u>		
to/ from Property, Plant & Equipment	689	4,641
Balance at end of year	66,466	65,149

Fair Value measurement of Investment Property

All of the Council's Investment Properties have been categorised as Level 2 within the fair value hierarchy as at 31 March 2022. The fair value of Investment Properties as at 31 March 2022 is £66.466m. There were no transfers between Levels 1 and 2 during the year.

Valuation Techniques used to determine Level 2 Fair Values for Investment Properties

The fair value for investment properties has been based on the market approach using current market conditions and recent sales prices and other relevant information for similar properties in the local authority area. Market conditions are such that similar properties are actively purchased and sold and the level of observable inputs are significant, leading to the properties being categorised at Level 2 in the fair value hierarchy.

In estimating the fair value of the Council's investment properties, the highest and best use of the properties is normally their current use. However, there are 3 Investment Properties where this is not the case. One is a unit in a retail parade which is being used as a housing office, and the other two are accommodation over shops which are currently leased to a housing organisation. When these existing leases expire, the usage can be reviewed.

There has been no change in the valuation techniques used during the year for investment properties.

Valuation Processes for Investment Properties

The fair value of the council’s investment property is measured annually at each reporting date. Properties valued at over £0.5m are subject to a full revaluation annually whilst those less than £0.5m are subject to a full revaluation every 5 years as part of the rolling programme, and a desktop review is undertaken on the interim years. All valuations are carried out internally, in accordance with the methodologies and bases for estimation set out in the professional standards of the Royal Institute of Chartered Surveyors.

15. INTANGIBLE ASSETS

The Council accounts for its software as intangible assets, to the extent that the software is not an integral part of a particular IT system and accounted for as part of the hardware item of Property, Plant and Equipment. The intangible assets are purchased licenses and software.

All software is given a finite useful life, based on assessments of the period that the software is expected to be of use to the Council. The useful lives assigned to the major software suites used by the Council are:

	Internally Generated Assets	Other Assets
1 - 3 years	None	Schools & Children's Services, Corporate, Financial & Audit, Property, Legal, Highways, Environmental, Leisure, Adult Services
4 - 5 years	None	Schools & Children's Services, Corporate, Financial & Audit, Highways, Environmental, Leisure, Adult Services, Housing
6 - 10 years	None	Highways, Human Resources, Schools & Children's Services, Adult Services

The carrying amount of intangible assets is amortised on a straight-line basis and the amortisation charge in 2021/22 was £1,061k (2020/21 was £982k), contained in this figure is £3k relating to HRA assets.

The movement on Intangible Asset balances during the year is shown in the following table:

	2021/22			2020/21		
	Internally Generated Assets £000	Other Assets £000	Total £000	Internally Generated Assets £000	Other Assets £000	Total £000
Balance at start of year:						
- Gross carrying amounts	-	7,679	7,679	-	7,686	7,686
Category Adjustments	-	682	682	-	702	702
- Revised Gross carrying amounts	-	8,361	8,361	-	8,388	8,388
- Accumulated amortisation	-	(4,799)	(4,799)	-	(4,626)	(4,626)
Net carrying amount at the start of the year	-	3,562	3,562	-	3,762	3,762
Purchases	-	219	219	-	168	168
Other disposals	-	(15)	(15)	-	(68)	(68)
Amortisation for the period	-	(1,061)	(1,061)	-	(982)	(982)
Net carrying amount at the end of year	-	2,705	2,705	-	2,880	2,880
Comprising:						
- Gross carrying amounts	-	8,065	8,065	-	7,679	7,679
- Accumulated amortisation	-	(5,360)	(5,360)	-	(4,799)	(4,799)
	-	2,705	2,705	-	2,880	2,880

16. FINANCIAL INSTRUMENTS

Categories of Financial Instruments

The following categories of financial instrument are carried in the Balance Sheet.

Financial Assets	Non-Current				Current				Total
	Investments		Debtors		Investments		Debtors		
	31-Mar-22 £'000	31-Mar-21 £'000	31-Mar-22 £'000	31-Mar-21 £'000	31-Mar-22 £'000	31-Mar-21 £'000	31-Mar-22 £'000	31-Mar-21 £'000	
Fair Value through profit or loss	-	-	-	-	-	-	-	-	-
Amortised cost	-	-	4,913	5,084	51	-	29,369	38,909	34,333
Fair value through other comprehensive income - designated equity instruments	4,596	4,996	-	-	-	-	-	-	4,596
Fair value through other comprehensive income - other	-	-	-	-	-	-	-	-	-
Total financial assets	4,596	4,996	4,913	5,084	51	-	29,369	38,909	38,929
Non-financial assets	-	-	-	-	-	-	33,873	52,095	33,873
Total	4,596	4,996	4,913	5,084	51	-	63,242	91,004	72,802

Financial Liabilities	Non-Current				Current				Total
	Borrowings		Creditors		Borrowings		Creditors		
	31-Mar-22 £'000	31-Mar-21 £'000	31-Mar-22 £'000	31-Mar-21 £'000	31-Mar-22 £'000	31-Mar-21 £'000	31-Mar-22 £'000	31-Mar-21 £'000	
Fair Value through profit or loss	-	-	-	-	-	-	-	-	-
Amortised cost	(300,480)	(290,083)	-	-	(6,575)	(8,750)	(31,939)	(28,095)	(338,994)
PFI	(42,791)	(44,006)	-	-	(1,216)	(1,212)	-	-	(44,007)
Total financial liabilities	(343,271)	(334,089)	-	-	(7,791)	(9,962)	(31,939)	(28,095)	(383,001)
Non-financial liabilities	-	-	-	-	-	-	(48,717)	(53,355)	(48,717)
Total	(343,271)	(334,089)	-	-	(7,791)	(9,962)	(80,656)	(81,450)	(431,718)

Note 1 – Under accounting requirements the carrying value of the financial instrument value is shown in the balance sheet which includes the principal amount borrowed or lent and further adjustments for breakage costs or stepped interest loans (measured by an effective interest rate calculation) including accrued interest. Accrued interest is shown separately in current assets/liabilities where the payments/receipts are due within one year. The effective interest rate is effectively accrued interest receivable under the instrument, adjusted for the amortisation of any premiums or discounts reflected in the purchase price.

Note 2 - The above table does not include cash held by the authority that is either on call, instant access or on a notice period of 30 days or less. These amounts are included in Note 21 Cash and Cash Equivalents totalling £39.048m in 2021/22 (£9.254m in 2020/21). Short term investments within Note 21 Cash and Cash Equivalents total **£36.112m** in 2021/22 (£0.000m in 2020/21).

Fair value of Equity Instruments designated to Fair Value through Other Comprehensive Income

With the introduction of IFRS 9 in 2018/19 the authority designated the following equity at 1st April 2018 as Fair Value through Other Comprehensive Income:

	Nominal	Gain / (Loss) within equity	31-Mar-22 Fair Value	31-Mar-22 Dividend	31-Mar-21 Dividend
	£'000s	£'000s	£'000s	£'000s	£'000s
Yorwaste	1,008	832	1,840	-	289
Veritau Shares	-	-	-	-	-
Municipal Bonds Agency Shares	40	(40)	-	-	-
Make It York	-	-	-	-	-
City of York Trading Ltd	-	1272	1272	36	110
Leeds City Region Revolving Investment Fund	1,372	112	1,484	20	77
Total	2,420	2,176	4,596	56	476

- **Yorwaste** – Equity instrument not held for trading and is held as part of a business model to meet a service objective. Following government legislation in 1992/93 all local authorities had to outsource their waste disposal functions. Yorwaste Limited created and owned by NYCC. Upon local government reorganisation at 01/04/96 CYC gained 22.27% shareholding in Yorwaste (based on % of population).
- **Veritau Shares** - Equity instrument not held for trading and is held as part of a business model to meet a service objective - provision of internal audit and counter-fraud services. The company is jointly owned by City of York Council and North Yorkshire County Council, with each Council holding 50% of the shares.
- **Make It York** - Equity instrument not held for trading and is held as part of a business model to meet a service objective. The objects of the Company are to carry on activities which benefit the City of York and its functioning economic area within the areas of marketing, culture, tourism and business development

- **City of York Trading Ltd** - Equity instrument not held for trading and is held as part of a business model to meet a service objective – supply of temporary staff to the Council.
- **Leeds City Region Revolving Investment Fund** - Equity instrument not held for trading and is held as part of a business model to meet a strategic objective. The Leeds City Region Revolving Investment Fund provides short term loans of over £1m to support businesses to accelerate economic growth and job creation within the Leeds City Region.
- **Municipal Bonds Agency** - Equity instrument not held for trading and is held as part of a business model to meet a strategic objective. The UK Municipal Bonds Agency PLC was set up in June 2014 with the primary aim of helping to reduce local authority finance costs, backed by 56 local authority shareholders and the Local Government Association (LGA).

Fair value of Equity Instruments designated to Fair Value through Other Comprehensive Income disclosures on derecognition

	31 March 2022 £'000s	31 March 2021 £'000s
Non-current assets (long-term)		
Fair value on Derecognition:		
Innovation Centre	453	453
Total	453	453
Gains/Losses on Derecognition:		
Innovation Centre	47	-
Total	47	-

The council had held a minority shareholding of £0.200m in York Science Park Ltd since July 1994. With the introduction of IFRS 9 in 2018/19 the authority designated the shares as fair value through other comprehensive income as the equity instrument was not held for trading and was held as part of a business model to meet a service objective - the development, operation and management of the Innovation Centre. It was agreed by the Council's executive in November 2020 to dispose of the council's shareholder interest in York Science Park Ltd for £0.500m, which was received in July 2021.

Fair value

Basis for recurring fair value measurements:

- Level 1 Inputs – quoted prices (unadjusted) in active markets for identical assets or liabilities that the authority can access at the measurement date.
- Level 2 Inputs – inputs other than quoted prices included within Level 1 that are observable for the asset or liability, either directly or indirectly.
- Level 3 Inputs – unobservable inputs for the asset or liability.

Fair value of Financial Assets

Some of the authority's financial assets are measured at fair value on a recurring basis and are described in the following table, including the valuation techniques used to measure them.

Financial Assets measured at fair value	Recurring fair value measurements	Input level in fair value hierarchy	Valuation technique used to measure fair value	As at 31/03/22	Investment / Redemption	As at 31/03/21	Gain / (Loss) posted to Other Comprehensive Income and Expenditure
				£'000s	£'000s	£'000s	£'000s
Equity Shareholding in Yorwaste		Level 3		1,840	-	1,609	231
Equity Shareholding in Veritau Shares		Level 3		-	-	39	(39)
Equity Shareholding in Make It York		Level 3		-	-	114	(114)
Equity Shareholding in City of York Trading Ltd		Level 3	IFRS 13 Fair Value Measurement - Adjusted Net Asset Value Method	1,272	-	1,270	2
Equity Shareholding in Leeds City Region Revolving Investment Fund		Level 3		1,484	-	1,511	(27)
Equity Shareholding in UK Municipal Bonds Agency PLC		Level 3		-	-	-	-
Total				4,596	-	4,543	53

Note 3 – Fair value has been measured with reference to IFRS 13 Fair Value Measurement - Adjusted Net Asset Value Method. The adjusted net asset method involves deriving the fair value of an equity instrument by reference to the fair value of the investees assets and liabilities. The adjusted net asset method requires an investor to measure the fair value of the individual assets and liabilities recognised in an investee's statement of financial position. This method is deemed appropriate to measure the Councils equity investments as they are not held for trading and are part of specific service or strategic business models.

Note 4 – The fair value for the shareholding in York Science Park has been removed from the above table as the designated equity instrument to Fair Value through Other Comprehensive Income was derecognised in 2021/22 following the sale of shares. See the above table and details under 'Fair value of equity instruments designated at Fair Value through Other Comprehensive Income disclosures on derecognition'.

The fair values of Financial Assets and Financial Liabilities that are not measured at fair value (but for which fair value disclosures are required)

Except for the financial assets carried at fair value (described in the table above), all other financial liabilities and financial assets, including Long-term debtors and creditors are, represented by Amortised Cost in the Balance Sheet. Their fair value can be assessed by calculating the present value of the cash flows that take place over the remaining life of the instruments, using the following assumptions:

- For loans from the PWLB payable, PWLB premature repayment rates have been applied to provide the fair value under PWLB debt redemption procedures. An additional note to the table sets out the alternative fair value measurement applying the borrowing rates (the alternative to the above), highlighting the impact of the alternative valuation;
- For non-PWLB loans payable, PWLB premature repayment rates have been applied to provide the fair value under PWLB debt redemption procedures;
- For loans taken out at concessionary rates the value of the loan is discounted using a prevailing market rate to reflect the fair value. For more information see Note 26 Unusable Reserves - Financial Instruments Adjustment Account;
- For loans receivable prevailing benchmark market rates have been used to provide the fair value;
- No early repayment or impairment is recognised;
- Where an instrument has a maturity of less than 12 months the fair value is taken to be the carrying amount;
- The fair value of trade and other receivables and payables is taken to be the invoiced or billed amount.
- Short-term debtors and creditors are carried at cost as this is a fair approximation of their value.

The fair values calculated are as follows:

Financial Liabilities	31 March 2022		31 March 2021	
	Carrying Amount £'000s	Fair Value £'000s	Carrying Amount £'000s	Fair Value £'000s
Financial Liabilities held at amortised cost:				
PWLB debt	(298,044)	(363,143)	(289,988)	(383,506)
Interest on PWLB debt	(1,778)	(1,778)	(1,653)	(1,653)
Market debt	(5,000)	(9,591)	(5,000)	(10,946)
Interest on Market debt	(97)	(97)	(97)	(97)
WYCA debt	(2,136)	(2,350)	(2,095)	(2,350)
Interest on WYCA debt	-	-	-	-
Short-term creditors	(31,939)	(31,939)	(28,095)	(28,095)
Long-term creditors	-	-	-	-
PFI liabilities	(44,007)	(44,007)	(45,218)	(45,218)
Finance lease liabilities	-	-	-	-
Total	(383,001)	(452,905)	(372,146)	(471,865)

The fair value of the liabilities is greater than the carrying amount because the Council's portfolio of loans includes a number of fixed rate loans where the interest rate payable is higher than the rates available for

similar loans in the market at the balance sheet date. This shows a notional future loss (based on economic conditions at 31 March 2022) arising from a commitment to pay interest to lenders above current market rates.

The fair value of Public Works Loan Board (PWLB) loans of £364.921m measures the economic effect of the terms agreed with the PWLB compared with estimates of the terms that would be offered for market transactions undertaken at the Balance Sheet date. The difference between the carrying amount of £299.822m and the fair value of £364.921m is £65.099m; £64.528m PWLB fair value amount and £0.571m PWLB carrying value adjustment. The £64.528m measures the additional interest that the authority will pay over the remaining terms of the loans under the agreements with the PWLB, against what would be paid if the loans were at prevailing market rates.

However, the authority has a continuing ability to borrow at concessionary rates from the PWLB rather than from the markets. A supplementary measure of the additional interest that the authority will pay as a result of its PWLB commitments for fixed rate loans is to compare the terms of these loans with the new borrowing rates available from the PWLB. If a value is calculated on this basis, the existing PWLB loans principal amount £298.615m (Carrying value £299.822m plus £0.571m PWLB carrying value adjustment and less £1.778m accrued interest) would be valued at £325.674m, the fair value being £27.059m. But, if the authority were to seek to realise the projected gain by repaying the loans to the PWLB, the PWLB would raise a penalty charge for early redemption in addition to charging a premium for the additional interest that will not now be paid. The exit price for the PWLB loans including the penalty charge would be £65.099m.

Financial Assets

	31 March 2022		31 March 2021	
	Carrying Amount £'000s	Fair Value £'000s	Carrying Amount £'000s	Fair Value £'000s
Financial Assets held at amortised cost:				
Cash (current bank accounts and held)	2,936	2,936	9,254	9,254
Cash callable in less than 30 days	36,100	36,100	-	-
Investment Interest	12	12	-	-
Investments less than 365 days	51	51	-	-
Investments greater than 365 days	-	-	-	-
Short-term debtors	29,369	29,369	38,909	38,909
Long-term debtors	4,913	4,913	5,084	5,084
Total	73,381	73,381	53,247	53,247

Fair value hierarchy for Financial Assets and Financial Liabilities that are not measured at fair value

31 March 2022

	Quoted prices in active markets for identical assets (Level 1)	Other significant observable inputs (Level 2)	Significant unobservable inputs (Level 3)	Total
Recurring fair value measurements using:	£'000	£'000	£'000	£'000
Financial Liabilities				
Financial Liabilities held at amortised cost:				
PWLB debt			(364,921)	(364,921)
Market debt			(9,688)	(9,688)
WYCA debt			(2,350)	(2,350)
Short-term creditors			(31,939)	(31,939)
Long-term creditors			-	-
PFI liabilities			(44,007)	(44,007)
Finance lease liabilities			-	-
Total	-	-	(452,905)	(452,905)
Financial Assets				
Financial Assets held at amortised cost:				
Cash and Cash Equivalents	39,048			39,048
Investments	51			51
Short-term debtors			29,369	29,369
Long-term debtors			4,913	4,913
Total	39,099	-	34,282	73,381

Comparator year 2020/21:

31 March 2021

	Quoted prices in active markets for identical assets (Level 1)	Other significant observable inputs (Level 2)	Significant unobservable inputs (Level 3)	Total
Recurring fair value measurements using:	£'000	£'000	£'000	£'000
Financial Liabilities				
Financial Liabilities held at amortised cost:				
PWLB debt			(385,159)	(385,159)
Market debt			(11,043)	(11,043)
WYCA debt			(2,350)	(2,350)
Short-term creditors			(28,095)	(28,095)
Long-term creditors			-	-
PFI liabilities			(45,218)	(45,218)
Finance lease liabilities			-	-
Total	-	-	(471,865)	(471,865)
Financial Assets				
Financial Assets held at amortised cost:				
Cash	9,254			9,254
Investments				-
Short-term debtors			38,909	38,909
Long-term debtors			5,084	5,084
Total	9,254	-	43,993	53,247

17. INVENTORIES

	Consumable Stores		Total	
	31-Mar-22	31-Mar-21	31-Mar-22	31-Mar-21
	£000's	£000's	£000's	£000's
Balance Outstanding at 1 April	412	417	412	417
Purchases	1,281	1,114	1,281	1,114
Recognised as an Expense in the Year	(1,186)	(1,119)	(1,186)	(1,119)
Balance Outstanding at 31 March	507	412	507	412

18. TRUST FUNDS

The Council administers various trust/third party funds. These funds do not represent assets of the Council and are therefore not included in the Council's Balance Sheet. The balances of these funds are invested with the Council. There are over 20 funds; the table shows the movements in the year, with details on the main trusts following.

	Expenditure During Year £000's	Income During Year £000's	Balance at 31-Mar-22 £000's	Balance at 31-Mar-21 £000's
Haughton/Gardiner Trust			(56)	(56)
Staff Lottery		(1)	(21)	(20)
Other Funds	27	(28)	(26)	(25)
	27	(29)	(103)	(101)

In August 2009 a new Trust Fund was established for the **Staff Lottery** Scheme, half of the money from ticket sales is paid out in prize money and the balance is used for funding staff benefits. In the years where not all funds have been used up, then the balance of staff contributions is transferred to a trust fund at the end of the year.

The **Haughton/Gardiner Trust** Fund was amended by 'power of resolution' on 8 August 2001, with consolidation being on 1 September 2002, from the original foundation regulated by will dated 23 July 1770. It also now incorporates six other funds. The income is to be used for the benefit of young people under 25, who are in need of financial assistance.

19. DEBTORS

	Balance at 31-Mar-22 £000's	Balance at 31-Mar-21 £000's
Trade Recievables	33,225	42,596
Prepayments	3,971	4,343
Other receivable amounts	35,715	53,159
Sub-total	72,911	100,098
Impairment	(9,669)	(9,094)
Total Debtors	63,242	91,004

Other receivable amounts include statutory debtors of £11.389m due for Council Tax and NNDR (£11.699m in 2020/21) and £2.385m due from HMRC (£1.529m in 2020/21). All other amounts included in other receivable amounts are for Collection Fund. These balances are treated as non-financial assets within the Financial Instruments Note 16. The £11.389m Council Tax and NNDR has an impairment allowance of £5.813m for (£5.407m in 2020/21) which assumes a collection rate of 96.6% for Council Tax and 96.4% for NNDR (96.4% for Council Tax and 90.0% for NNDR in 2020/21). The £5.813m is included in the £9.669m impairment allowance (£9.094m in 2020/21) shown in the table above. The £1.385m due from HMRC is VAT owed and has no provision against it.

20. LONG TERM DEBTORS

	Expenditure During Year £000's	Income During Year £000's	Balance at 31-Mar-22 £000's	Balance at 31-Mar-21 £000's
Employee Loans	-	-	-	-
Housing Loans	-	-	10	10
Yorwaste Loans	-	(101)	1,601	1,702
Finance Lease Receivables	-	(6)	172	178
PFI Schemes	-	(64)	3,067	3,131
Other	-	-	63	63
	-	(171)	4,913	5,084

21. CASH AND CASH EQUIVALENTS

The balance of Cash and Cash Equivalents is made up of the following elements:

	Balance at 31-Mar-22 £000's	Balance at 31-Mar-21 £000's
Cash Held by the Authority	6,386	6,146
Bank Current Accounts	(3,450)	3,108
Short Term Deposits	36,112	-
Total Cash and Cash Equivalents	39,048	9,254

22. ASSETS HELD FOR SALE

	2021/22 £000's	2020/21 £000's
Balance outstanding at start of year	790	1,160
<u>Assets newly classified as held for sale:</u>		
- Property, Plant and Equipment	-	800
Revaluation losses	-	(10)
<u>Assets declassified as held for sale:</u>		
- Property, plant and Equipment	-	-
Assets sold	(790)	(1,160)
Balance outstanding at year-end	-	790

Fair Value measurement of Assets Held for Sale

All of the Council's Assets Held for Sale have been categorised as Level 2 within the fair value hierarchy as at 31 March 2022. The fair value of Assets Held for Sale as at 31 March 2022 is nil. The fair value can be higher than the balance sheet value for Assets Held for Sale as, in line with accounting policies, Assets Held for Sale are held on the balance sheet at the lower of the carrying value on transfer to this category and fair value less costs to sell.

23. CREDITORS

	Balance at 31-Mar-22 £000's	Balance at 31-Mar-21 £000's
Trade Payables	(31,939)	(28,095)
Receipts in Advance	(36,801)	(10,726)
Other Payables	(11,916)	(42,629)
Total Creditors	(80,656)	(81,450)
Other Short-Term Liabilities	(4,988)	(4,749)
Total Short-Term Liabilities	(85,644)	(86,199)

Other payable amounts include statutory creditors of £3.241m for Council Tax and NNDR (£2.356m in 2020/21), £5.584m for payroll taxes and pension payments to HMRC and the Pension Funds (£4.342m in 2020/21), and £0.016m for CIS taxes to HMRC (£0.013m in 2020/21). All other amounts included in other payables are for Collection Fund. These balances are treated as non financial liabilities within the Financial Instruments Note 16.

Other Short term liabilities contain liabilities in relation to accumulated absences and PFI.

This note contains £0.120m (£-0.220m 2020/21) of Capital Grants received in advance and £35.141m (£6.983m 2020/21) of Revenue Grants received in advance. Further details can be found in Note 40

24. PROVISIONS

Total Provisions:

	Insurance Fund £000's	Business Rates £000's	Other Provisions £000's	Total £000's
Balance at 1 April 2021	(1,833)	(883)	(308)	(3,024)
Additional provisions made in 2021/22	(394)	(767)	-	(1,161)
Amounts Used In 2021/22	482	767	-	1,249
Unused amounts reversed in 2021/22	-	-	-	-
Unwinding of discounting in 2021/22	-	-	-	-
Balance at 31 March 2022	(1,745)	(883)	(308)	(2,936)

of which the following are due to be settled within 12 months:

	Insurance Fund £000's	Business Rates £000's	Other Provisions £000's	Total £000's
Balance at 1 April 2021	(437)	(122)	(308)	(867)
Additional provisions made in 2021/22	(24)	(98)	-	(122)
Amounts Used In 2021/22	-	98	-	98
Unused amounts reversed in 2021/22	-	-	-	-
Unwinding of discounting in 2021/22	-	-	-	-
Balance at 31 March 2022	(461)	(122)	(308)	(891)

Insurance Fund

The general insurance provision is based on information provided by the Council's insurers and is held to meet future potential liabilities in respect of claims outstanding but not received covering a period of several years.

Business Rates

Provision in relation to backdated revaluations arising from the Business Rates retention scheme.

Other Provisions

All other provisions are individually insignificant.

25. USABLE RESERVES

Movements in the Council's usable reserves are detailed in the Movement in Reserves Statement and note 7.

26. UNUSABLE RESERVES

	Balance at 2021/22 £000's	Balance at 2020/21 £000's
Revaluation Reserve	(443,688)	(399,087)
Capital Adjustment Account	(443,880)	(434,150)
Financial Instruments Adjustment Account	1,146	1,225
Financial Instruments Revaluation Reserve	(2,176)	(2,376)
Dedicated Schools Grant Adjustment Account	5,843	9,940
Pensions Reserve	113,164	157,293
Collection Fund Adjustment Account	21,303	38,326
Accumulated Absences Account	3,772	3,537
Total Unusable Reserves	(744,516)	(625,292)

Revaluation Reserve

The Revaluation Reserve contains the gains made by the Council arising from increases in the value of its Property, Plant and Equipment and Intangible Assets. The balance is reduced when assets with accumulated gains are:

- revalued downwards or impaired and the gains are lost
- used in the provision of services and the gains are consumed through depreciation, or
- disposed of and the gains are realised.

The Reserve contains only revaluation gains accumulated since 1 April 2007, the date that the Reserve was created. Accumulated gains arising before that date are consolidated into the balance on the Capital Adjustment Account.

	2021/22 £000's	2020/21 £000's
Balance at 1 April	(399,087)	(386,182)
Upward revaluation of assets	(56,985)	(23,727)
Downward revaluation of assets and impairment losses not charged to the (Surplus)/Deficit on the Provision of Services	6,595	5,869
(Surplus)/deficit on revaluation of non-current assets not posted to the (Surplus)/Deficit on the Provision of Services	(50,390)	(17,858)
Difference between revalued carrying amount depreciation and historical cost depreciation	4,664	3,884
Accumulated gains on assets sold or scrapped	1,125	1,069
Amount written off to the Capital Adjustment Account	5,789	4,953
Properties RR movement with CAA		
Balance at 31 March	(443,688)	(399,087)

Capital Adjustment Account

The Capital Adjustment Account absorbs the timing differences arising from the different arrangements for accounting for the consumption of non-current assets and for financing the acquisition, construction or enhancement of those assets under statutory provisions. The Account is debited with the cost of acquisition, construction or enhancement as depreciation, impairment losses and amortisations are charged to the Comprehensive Income and Expenditure Statement (with reconciling postings from the Revaluation Reserve to convert fair value figures to a historical cost basis). The Account is credited with the amounts set aside by the Council as finance for the costs of acquisition, construction and enhancement.

The Account contains accumulated gains and losses on Investment Properties and gains recognised on donated assets that have yet to be consumed by the Council.

The Account also contains revaluation gains accumulated on Property, Plant and Equipment before 1 April 2007, the date that the Revaluation Reserve was created to hold such gains.

Note 7 provides details of the source of all the transactions posted to the Account, apart from those involving the Revaluation Reserve.

	2021/22 £000's	2020/21 £000's
Balance at 1st April	(434,150)	(406,525)
Reversal of items relating to capital expenditure debited or credited to the Comprehensive Income and Expenditure Statement:		
Charges for depreciation and impairment of non current assets	26,174	22,123
Revaluation losses on Property, Plant and Equipment	(1,674)	3,151
Amortisation of intangible assets	1,061	982
Revenue expenditure funded from capital under Statute	6,091	10,163
Amounts of non-current assets written off on disposal or sale as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	18,214	8,156
	49,866	44,575
Adjusting amounts written out of the Revaluation Reserve	(5,789)	(4,953)
Net written out amount of the cost of non-current assets consumed in the year	44,077	39,622
Capital financing applied in the year:		
Use of the Capital Receipts Reserve to finance new capital expenditure	(11,854)	(19,254)
Use of the Major Repairs Reserve to finance new capital expenditure	(12,185)	(9,351)
Capital grants and contributions credited to the Comprehensive Income and Expenditure Statement that have been applied to capital financing	(13,647)	(24,276)
Application of grants to capital financing from the Capital Grants Unapplied Account	(6,611)	(1,582)
Statutory provision for the financing of capital investment charged against the General Fund and HRA balances	(5,761)	(9,082)
Statutory provision for the financing of the HRA subsidy	-	-
Capital expenditure charged against the General Fund and HRA balances	(3,476)	(5,091)
	(53,534)	(68,636)
Movements in the market value of Investment Properties debited or credited to the Comprehensive Income and Expenditure Statement	(273)	1,379
Revaluation Loss on AHFS	-	10
Balance at 31 March	(443,880)	(434,150)

Financial Instruments Adjustment Account

The Financial Instruments Adjustment Account absorbs the timing differences arising from the different arrangements for accounting for income and expenses relating to certain financial instruments and for bearing losses or benefiting from gains per statutory provisions.

The Council uses the Account to manage premiums paid on the early redemption of loans. Premiums are debited to the Comprehensive Income and Expenditure Statement when they are incurred, but reversed out of the General Fund Balance to the Account in the Movement in Reserves Statement. Over time, the expense is posted back to the General Fund Balance in accordance with statutory arrangements for spreading the burden on council tax. In the Council’s case, this period is the unexpired term that was outstanding on the loans when they were redeemed.

The Financial Instruments Adjustment Account is also used to manage the fair value / notional interest payable on loans at concessionary rates. For loans taken out at concessionary rates the value of the loan is discounted using a prevailing market rate to reflect the benefit obtained by the Council. The fair value is taken to the Account and amortised based on the assumed interest rate per annum and the balance on the Account is gradually written down as the value of the loan is amortised, until the value of the loan at redemption equals the value of the loan originally drawn down.

	2021/22		2020/21	
	£000's	£000's	£000's	£000's
Balance at 1st April		1,225		1,308
Premiums incurred in the year and charged to the Comprehensive Income and Expenditure Statement		(176)		(176)
Proportion of premiums incurred in previous financial years to be charged against the General Fund Balance in accordance with statutory requirements		56		53
Amount by which finance costs charged to the Comprehensive Income and Expenditure Statement are different from finance costs chargeable in the year in accordance with statutory requirements		(120)		(123)
NPV / Fair Value adj. for WYCA 0% loan (loan at concessionary rate) charged to CIES		-		-
Concessionary rate loan interest charged to CIES		41		40
Fair Value adjustment write up to reflect the benefit of having a loan at a concessionary rate		41		40
Balance at 31st March		1,146		1,225

Financial Instruments Revaluation Reserve

The Financial Instruments Revaluation Reserve contains the gains made by the authority arising from increases in the value of its investments that are measured at fair value through other comprehensive income. The balance is reduced when investments with accumulated gains are:

- revalued downwards or impaired and the gains are lost;
- disposed of and the gains are realised

	2021/22		2020/21	
	£000's	£000's	£000's	£000's
Balance at 1st April		(2,376)		(2,651)
Upward revaluation of investments	(233)		(240)	
Downward revaluation of investments	180		515	
Change in impairment loss allowances	-		-	
		(53)		275
Accumulated gains or losses on assets sold and maturing assets written out to the Comprehensive Income and Expenditure Statement as part of Other Investment Income		-		-
Accumulated gains or losses on assets sold and maturing assets written out to the General Fund Balances for financial assets designated to fair value through other comprehensive income		253		-
Balance at 31st March		(2,176)		(2,376)

Pensions Reserve

The Pensions Reserve absorbs the timing differences arising from the different arrangements for accounting for post employment benefits and for funding benefits in accordance with statutory provisions. The Council accounts for post employment benefits in the Comprehensive Income and Expenditure Statement as the benefits are earned by employees accruing years of service, updating the liabilities recognised to reflect inflation, changing assumptions and investment returns on any resources set aside to meet the costs. However, statutory arrangements require benefit earned to be financed as the Council makes employer's contributions to pension funds or eventually pays any pensions for which it is directly responsible. The debit balance on the Pensions Reserve therefore shows a substantial shortfall in the benefits earned by past and current employees and the resources the Council has set aside to meet them. The statutory arrangements will ensure that funding will have been set aside by the time the benefits come to be paid.

	31-Mar-22	31-Mar-21
	£000's	£000's
Balance at 1 April	157,293	142,400
Actuarial gains or losses on pensions assets and liabilities	(70,052)	(60)
Net increase in assets & liabilities from disposals	-	-
Reversal of items relating to retirement benefits debited or credited to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement	39,634	30,103
Employer's pensions contributions and direct payments to pensioners payable in the year.	(13,711)	(15,150)
Balance at 31 March	113,164	157,293

Collection Fund Adjustment Account

The Collection Fund Adjustment Account manages the differences arising from the recognition of council tax and business rates income in the Comprehensive Income and Expenditure Statement as it falls due from council tax payers and business ratepayers compared with the statutory arrangements for paying across amounts to the General Fund from the Collection Fund.

	31-Mar-22	31-Mar-21
	£000's	£000's
Balance at 1 April	38,326	1,274
Amount by which council tax and business rates income credited to the Comprehensive Income and Expenditure Statement is different from council tax and business rates income calculated for the year in accordance with statutory requirements	(17,023)	37,052
Balance at 31 March	21,303	38,326

Accumulated Absences Account

The Accumulated Absences Account absorbs the differences that would otherwise arise on the General Fund Balance from accruing for compensated absences earned but not taken in the year, eg annual leave entitlement carried forward at 31 March. Statutory arrangements require that the impact on the General Fund Balance is neutralised by transfers to or from the Account.

	2021/22		2020/21	
	£000's	£000's	£000's	£000's
Balance at 1 April		3,537		3,520
Settlement or cancellation of accrual made at the end of the preceding year	(3,537)		(3,520)	
Amounts accrued at the end of the current year	3,772		3,537	
		235		17
Amount by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements		-		-
Balance at 31 March		3,772		3,537

Dedicated Schools Grant Adjustment Account

The Dedicated Schools Grant Adjustment Account is a new statutory ring-fenced account introduced in 2020/21 for those authorities with a deficit on the schools budget, to allow separation of such deficits from the general fund. This is in response to the School and Early Years Finance (England) Regulations (2020) setting out that a schools budget deficit must be carried forward to be funded from future Dedicated Schools Grant income, unless permission is sought from the Secretary of State for Education to fund the deficit from general resources.

	31-Mar-22	31-Mar-21
	£000's	£000's
Balance at 1 April		
Deficit amount accumulated at 1st April	9,940	4,865
Amount by which expenditure chargeable to the DSG was exceeded by actual DSG Grant received for the financial Year 2021/22	(4,097)	5,075
Balance at 31 March	5,843	9,940

The deficit on this account has reduced in 2021/22. This is due to the signing of the Safety Valve agreement with the Department for Education and subsequent receipt of additional Dedicated Schools Grant of £7.6m at the end of the financial year, on condition that this be applied immediately to reduce the accumulated deficit at 31st March 2022.

27. CASH FLOW STATEMENT – OPERATING ACTIVITIES

The cash flows for operating activities include the following items:

	Balance at 31-Mar-22	Balance at 31-Mar-21
	£000's	£000's
Interest received	(35)	(119)
Interest paid	9,543	9,167
Dividends received	(314)	(476)

The analysis for the adjustments to the net surplus or deficit on the provision of services for non cash movements is illustrated below:

	31-Mar-22 £000's	31-Mar-21 £000's
Depreciation, Impairment and Amortisation of fixed assets	(25,561)	(26,266)
(Increase)/decrease in impairment for bad debt	(575)	(1,370)
Increase/(decrease) in stocks and works in progress	96	(5)
Increase/(decrease) in debtors	(27,311)	42,940
(Increase)/decrease in creditors	(555)	(34,493)
Pension Liability:		
Net Charge to the CIES	(39,634)	(30,103)
Employers contributions to pension funds and direct payments to pensioners	13,711	15,150
Carrying amount of non-current assets sold	(18,214)	(8,156)
Other non-cash items charged to the net Surplus or Deficit on the Provision of Services:		
Provisions	87	11,563
Movements in the value of investment properties	273	(1,379)
Movements in the value of Finance Leases and PFI	(71)	(43)
Movement in the FIAA	(56)	(53)
Movement in the FIRR	-	-
Adjustment to the Net Surplus or Deficit on Provision of Services for non-cash movements	(97,810)	(32,215)

The analysis for the adjustments to the net surplus or deficit on the provision of services that are investing and financing activities are illustrated below:

	31-Mar-22	31-Mar-21
	£000's	£000's
Proceeds from sale of property, plant and equipment, investment property and intangible assets	17,781	10,497
Grants applied to the financing of capital expenditure	36,981	27,372
Adjustments for items included in the net surplus or deficit on the Provision of Services that are investing and financing activities	54,762	37,869

28. CASH FLOW STATEMENT – INVESTING ACTIVITIES

	Balance at 31-Mar-22 £000's	Balance at 31-Mar-21 £000's
Purchase of property, plant and equipment, investment property and intangible assets	71,831	81,149
Purchase of short-term and long-term investments	190,201	351,050
Other payments for investing activities	-	63
Proceeds from the sale of property, plant and equipment, investment property and intangible assets	(17,781)	(10,497)
Proceeds from short-term and long-term investments	(190,150)	(351,050)
Other receipts from investing activities	(36,981)	(27,372)
Net cash flows from investing activities	17,120	43,343

29. CASH FLOW STATEMENT - FINANCING ACTIVITIES

	Balance at 31-Mar-22 £000's	Balance at 31-Mar-21 £000's
Cash receipts of short-term and long-term borrowing	(15,000)	(51,500)
Other receipts from financing activities	(100)	(101)
Cash payments for the reduction of the outstanding liabilities relating to finance leases and on-balance sheet PFI contracts	1,211	1,108
Repayments of short-term and long-term borrowing	7,000	10,000
Other payments for financing activities	1,373	-
Net cash flows from financing activities	(5,516)	(40,493)

Reconciliation of borrowing and PFI liabilities arising from financing activities:

2021/22:

	2021/22 01 April	Financing cash flows	Acquisition	Non cash changes Other non-cash changes	2021/22 31 March
	£000's	£000's	£000's	£000's	£000's
Long-term borrowings	(290,965)	(10,300)	-	-	(301,265)
Short-term borrowings	(7,000)	2,300	-	-	(4,700)
- Lease liabilities	-	-	-	-	-
- On balance sheet PFI liabilities	(45,218)	1,211	-	-	(44,007)
Total liabilities financing activities	(343,183)	(6,789)	-	-	(349,972)

2020/21

	2020/21 01 April	Financing cash flows	Acquisition	Non cash changes Other non-cash changes	2020/21 31 March
	£000's	£000's	£000's	£000's	£000's
Long-term borrowings	(246,465)	(44,500)	-	-	(290,965)
Short-term borrowings	(10,000)	3,000	-	-	(7,000)
- Lease liabilities	-	-	-	-	-
- On balance sheet PFI liabilities	(46,326)	1,108	-	-	(45,218)
Total liabilities financing activities	(302,791)	(40,392)	-	-	(343,183)

PFI liabilities include long term liabilities of £42,791k (2020/21 £44,006k) as shown in the balance sheet under 'Other Long-Term Liabilities' and short term liabilities of £1,216k (2020/21 £1,212k) as shown in the balance sheet under 'Other Short-Term Creditors'. Borrowings are included in the table above at their principal amounts.

30. EXPENDITURE AND INCOME ANALYSED BY NATURE

The authority's expenditure and income is analysed as follows:

	2021/22	2020/21
Expenditure/Income	£000	£000
Expenditure		
Employee benefits expenses	178,072	162,224
Other services expenses	315,710	263,463
Support service recharges	866	1,003
Depreciation, amortisation, impairment	25,561	26,278
Interest payments	14,363	13,890
Precepts and levies	807	799
Payments to Housing Capital Receipts Pool	1,179	1,179
Payments to Housing Capital Receipts Pool - Prior Year Repayments	-	-
Gain on the disposal of assets	433	(2,341)
Total Expenditure	536,991	466,495
Income		
Customer and client receipts	(101,038)	(86,794)
Interest and investment income	(330)	(535)
Income from council tax and non domestic rates	(148,764)	(90,479)
Government grants and contributions	(240,979)	(243,487)
Other Operating Income	(44,230)	(51,528)
Total Income	(535,341)	(472,823)
Surplus or Deficit on the Provision of Services	1,650	(6,328)

31. ACQUIRED AND DISCONTINUED OPERATIONS

All council operations are categorised as continuing operations.

32. TRADING OPERATIONS

The Council had no significant external trading operations in 21/22. The Council has established a number of internal trading units where the service manager is required to operate in a commercial environment and balance their budget by generating income from other parts of the Council or other organisations.

Trading operations are incorporated into the Comprehensive Income and Expenditure Statement. Some are an integral part of one of the Council's services to the public (eg refuse collection), whilst others are support services to the Council's services to the public (eg school governor support such as advice, training and clerking). The expenditure of these operations is allocated or recharged to headings in Net Cost of Services.

33. AGENCY SERVICES

The Council, as a billing Council, both bills and collects income on behalf of the central government,

the Police and Crime Commissioner for North Yorkshire and the North Yorkshire Fire and Rescue Council for National Non-Domestic Rates and Council Tax. This statutory arrangement is treated in the Council's accounts as an agency agreement.

The Council provides payroll services to a number of external organisations including Multi Academy Trusts (MATs). The service is also provided for a college and various other small organisations mostly in the voluntary sector.

	2021/22 £000's	2020/21 £000's
Expenditure incurred providing Payroll Services	68	69
Fee income earned	(79)	(85)
Net Position	(11)	(16)

34. ROAD CHARGING SCHEMES

There were no schemes under the Transport Act 2000 in 2021/22.

35. POOLED BUDGETS

Better Care Fund (BCF)

City of York Council (CYC) and the Vale of York Clinical Commissioning Group (VoY CCG) have entered into a pooled budget arrangements under section 75 of the Health Care Act 2006 for the management of commissioning resources related to the Better Care Fund (BCF). Both parties to this agreement contribute to a pooled commissioning budget which is overseen by the City of York Health and Wellbeing Board. The VoY CCG host the pooled budget

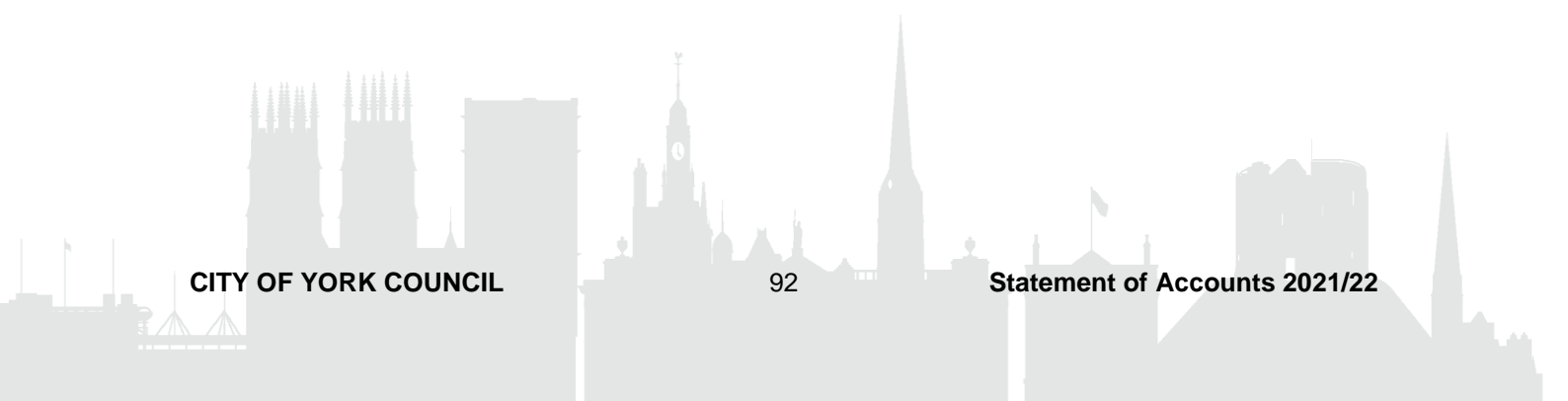
	2021/22 £000's	2020/21 £000's
Contributions to the Better Care Fund		
Council - Disabled Facilities Grant*	1,468	1,468
Council - Improved Better Care Fund Grant	5,211	5,211
Vale of York CCG	13,331	14,269
	20,010	20,948
Expenditure met from the Better Care Fund		
Council Commissioned Schemes	11,258	10,996
Vale of York CCG Commissioned Schemes	8,752	8,411
Transferred to Pooled Budget Reserve	-	1,541
	20,010	20,948
Net Surplus arising on the Pooled budget during the year	-	-

36. MEMBERS ALLOWANCES

The Council paid the following amounts to members of the Council during the year.

	2021/22	2020/21
	£000's	£000's
Allowances	824	772
Expenses	5	1
Total	829	773

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NOTES TO THE MAIN FINANCIAL STATEMENTS

37. OFFICERS' REMUNERATION

The Accounts and Audit Regulations (2015) requires authorities to include a note of the remuneration and the authority's contribution to the person's pension of senior officers in respect of their employment, whether on a permanent or temporary basis. Senior Officers are required to be listed individually and identified by way of job title only (except for persons whose salary is £150,000 or more per year, who must also be identified by name).

In addition, authorities must include in their statement of accounts, a note of the number of other employees in the financial year to which the accounts relate whose remuneration fell in each bracket of a scale in multiples of £5,000 starting with £50,000.

The remuneration paid to the Council's senior employees in 2021/22 was:

	Notes	Salary, fees and allowances ¹	Expenses ²	Compensation for loss of office	Total excluding employer's pension contribution ³	Employer's pension contribution	Total Remuneration Package
		£	£	£	£	£	£
Chief Operating Officer		148,261	-	-	148,261	25,501	173,762
Corporate Director Economy & Place		113,966	-	-	113,966	19,602	133,568
Director of Public Health (Officer 1)	A	113,966	-	-	113,966	19,602	133,568
Acting Director of Public Health (Officer 2)	A	83,087	-	-	83,087	14,291	97,378
Director of Governance		101,536	689	-	102,225	17,464	119,689
Corporate Director of People	B	65,497	-	-	65,497	11,266	76,763
Corporate Director of Adults and Integration	C	60,720	-	-	60,720	10,444	71,164
Director of Adults Safeguarding	C	90,182	-	-	90,182	15,511	105,693
Chief Finance Officer		77,456	-	-	77,456	13,322	90,778
Director Customer and Communities		91,601	-	-	91,601	15,755	107,356
Head of Human Resources & Organisational Development	D	20,195	-	-	20,195	3,474	23,669
Total							1,133,388

1. No bonuses or benefits in kind were paid to any senior officer during the 2021/22 financial year

2. Expenses include any expenses claimed during the 2021/22 financial year

3. Employer pension contributions are not payments made directly to officers, rather they are payments made directly to the relevant pension fund. The employer contribution rate for 2021/22 was 17.2%.

Notes

- A) The Assistant Director in Public Health (Officer 2) began acting up into the role Director of Public Health from 01/01/2022 following a period of absence of the Director of Public Health (Officer 1).
- B) The Corporate Director of People left the Council on 31/10/2021.
- C) Following the departure of the Corporate Director Children, Education & Communities, the statutory role of Director of Adult Social Services was initially covered by the Director of Adults Safeguarding until the role of Corporate Director of Adults and Integration was filled on 07/03/2022. The statutory role of Director of Children's Services is currently being covered by an interim employed through WorkWithYork and this arrangement is expected to end in the early part of the 2022/23 financial year.
- D) The Council appointed the current Head of Human Resources & Organisational Development on 29/11/2021 following the departure of the previous postholder who was employed through North Yorkshire County Council. This role has an annualised salary of £59,593.00 plus employer pension contributions.

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NOTES TO THE MAIN FINANCIAL STATEMENTS

The remuneration paid to the Council's senior employees in 2020/21 was:

	Notes	Salary, fees and allowances ¹	Expenses ²	Compensation for loss of office	Total excluding employer's pension contribution ³	Employer's pension contribution	Total Remuneration Package
		£	£	£	£	£	£
Chief Operating Officer	A	143,679	-	-	143,679	27,443	171,122
Corporate Director Children, Education & Communities	B	112,281	-	-	112,281	21,446	133,727
Corporate Director Economy & Place		112,281	-	-	112,281	21,446	133,727
Corporate Director Health, Housing & Adult Social Care	C	61,573	-	-	61,573	11,761	73,334
Director of Public Health		112,281	-	-	112,281	21,446	133,727
Director of Governance		96,659	-	-	96,659	18,462	115,121
Assistant Director Customer Services & Digital		81,858	-	-	81,858	15,635	97,493
Chief Finance Officer	D	75,967	-	-	75,967	14,510	90,477
Head of Corporate Policy and City Partnerships		57,214	-	-	57,214	10,928	68,142
Total							1,016,870

1. No bonuses or benefits in kind were paid to any senior officer during the 2020/21 financial year

2. Expenses include any expenses claimed during the 2020/21 financial year

3. Employer pension contributions are not payments made directly to officers, rather they are payments made directly to the relevant pension fund. The employer contribution rate for 2020/21 was 19.1%.

NOTES TO THE MAIN FINANCIAL STATEMENTS

Notes

- A) The post holder was appointed to the role of Chief Operating Officer and the Council's Head of Paid Service on 01/11/2020. Previously the post holder held the position of Deputy Chief Executive & Director Customer & Corporate Services and was the Council's interim Head of Paid Service. The post holder received additional remuneration totalling £17,319.54 for fulfilling the Head of Paid Service role on an interim basis
- B) Following the departure of the Corporate Director Health, Housing & Adult Social Care on 18/10/2020 the post holder assumed the statutory role of Director of Adult Social Services in addition to their current statutory role of Director of Children's Services
- C) The Corporate Director Health, Housing & Adult Social resigned on 18/10/2020
- D) The post holder was appointed to the role of Chief Finance Officer and the Council's Section 151 Officer on 01/11/2020. Previously the post holder held the position of Head of Corporate Finance & Commercial Procurement Manager and was the Council's interim Section 151 Officer. The post holder received additional remuneration totalling £4,962.83 for fulfilling the Section 151 role on an interim basis. In addition, the post holder received a market supplement totalling £5,833.31 whilst fulfilling the Head of Corporate Finance & Commercial Procurement Manager role.

Other Officers' Remuneration

The authority's other employees receiving remuneration more than £50,000 for the year (excluding employer's pension contributions) were paid the following amounts:

Remuneration band	2021/22		2020/21	
	Non-Schools	Schools	Non-Schools	Schools
£50,000 - £54,999	73	33	33	28
£55,000 - £59,999	42	22	31	21
£60,000 - £64,999	7	6	6	9
£65,000 - £69,999	5	6	5	8
£70,000 - £74,999	1	7	0	4
£75,000 - £79,999	1	2	0	0
£80,000 - £84,999	1	0	7	0
£85,000 - £89,999	0	0	1	1
£90,000 - £94,999	3	3	0	2
£95,000 - £99,999	0	1	0	0
£100,000 - £104,999	0	0	0	0
£105,000 - £109,999	0	1	0	1
Total	133	81	83	74

The increase in the number of employees earning more than £50k was caused by the inclusion of a number of staff who had previously been just below the minimum reporting threshold but due to pay increases now fall within scope of this disclosure.

Exit packages

The numbers of exit packages with total cost per band and total cost of the compulsory and other departures are set out in the table below:

(a) Exit package cost band (including special payments)	(b) Number of compulsory redundancies		(c) Number of other departures agreed		(d) Total number of exit packages by cost band [(b) + (c)]		(e) Total cost of exit packages in each band	
	2021/22	2020/21	2021/22	2020/21	2021/22	2020/21	2021/22 £	2020/21 £
£0 - £20,000	5	3	10	3	15	6	139,482	25,499
£20,001 - £40,000	3	0	4	0	7	0	202,375	-
£40,001 - £60,000	1	1	1	0	2	1	107,114	41,165
Total	9	4	15	3	24	7	448,971	66,664

The total cost of £449k (2020/21: £67k) in the table above includes £328k (2020/21: £67k) for exit packages that have been charged to the authority's comprehensive income and expenditure statement in the current year. The total number of exit packages in the table above includes 5 exits from local authority maintained schools during 2021/22.

38. EXTERNAL AUDIT COSTS

The Council has incurred the following costs in relation to the audit of the Statement of Accounts, certification of grant claims and statutory inspections and to non-audit services provided by the Council's external auditors:

	2021/22	2020/21
	£000's	£000's
Fees payable to Mazars LLP with regard to external audit services carried out by the appointed auditor	78	133
<u>Fees payable in respect of other services provided by Mazars LLP</u>	18	19
	96	152

The 2021/22 scale fee is £78k. The fees for other services payable in 2021/22 relate to assurance work on the Teachers' Pensions return (£6k) and certification of grants claims and returns (£12k). In 2020/21 the Council paid a revised scale fee for the 2019/20 accounts (£55k). The 2020/21 scale fee is £78k. The fees for other services payable in 2020/21 relate to assurance work on the Teachers' Pensions return (£7k) and certification of grants claims and returns (£12k)

39. DEDICATED SCHOOLS GRANT

The Council's expenditure on schools is funded primarily by grant monies provided by the Department for Education, the Dedicated Schools Grant (DSG). DSG is ring fenced and can only be applied to meet expenditure properly included in the Schools Budget, as defined in the School Finance and Early years (England) Regulations 2021.

The Schools Budget includes elements for a range of educational services provided on an authority-wide basis and for the Individual Schools Budget (ISB), which is divided into a budget share for each maintained school.

Details of the deployment of the DSG receivable for 2021/22 are as follows:

	Central Expenditure £000's	Individual Schools Budget £000's	DSG Total £000's
Final DSG for 2021/22 before Academy recoupment			148,282
Academy figure recouped for 2021/22			(74,912)
Total DSG after Academy recoupment for 2021/22			73,370
Brought forward from 2020/21			(9,940)
Carry forward to 2022/23 agreed in advance			-
DSG resources available for distribution in 2021/22	9,147	54,283	63,430
In year adjustments	7,600	(180)	7,420
Final resources available for distribution in 2021/22	16,747	54,103	70,850
Less actual central expenditure	(22,937)		(22,937)
Less actual ISB deployed to schools		(53,756)	(53,756)
Plus Local Authority contribution for 2021/22	-	-	-
Carry forward to 2022/23	(6,190)	347	(5,843)

In-year adjustments includes a £7.6m Safety Valve grant receipt in March 2022

Prior year comparator – 2020/21

	Central Expenditure £000's	Individual Schools Budget £000's	DSG Total £000's
Final DSG for 2020/21 before Academy recoupment			138,996
Academy figure recouped for 2020/21			(68,649)
Total DSG after Academy recoupment for 2020/21			70,347
Brought forward from 2019/20			(4,865)
Carry forward to 2021/22 agreed in advance			-
DSG resources available for distribution in 2020/21	13,163	52,319	65,482
In year adjustments	-		-
Final resources available for distribution in 2020/21	13,163	52,319	65,482
Less actual central expenditure	(23,077)		(23,077)
Less actual ISB deployed to schools		(52,345)	(52,345)
Plus Local Authority contribution for 2020/21	-	-	-
Carry forward to 2021/22 agreed in advance	(9,914)	(26)	(9,940)

40. GRANT INCOME

The Council credited the following grants, contributions and donations to the Comprehensive Income and Expenditure Statement in 2021/22:

	2021/22	2020/21
	£000's	£000's
Credited to Taxation and Non Specific Grant Income		
Demand on Collection Fund	(97,995)	(92,794)
Non-Domestic Rates	(50,769)	2,314
Capital Grants	(34,329)	(19,634)
Business Rates Retention Grant	(17,183)	(39,987)
MHCLG Flexible Homelessness	-	(264)
MHCLG Social Care	(9,956)	(9,650)
Covid Grants	(8,154)	(19,908)
MHCLG Income Compensation	-	(503)
DWP Winter Grant Scheme	(35)	(525)
DFT Transport Grants	(136)	(403)
Restart Grants	(20,141)	-
Other Government Grants	(3,123)	(2,854)
Other General Grants	(479)	(182)
TOTAL	(242,300)	(184,390)
Credited to Services		
DFE Dedicated Schools Grant Base	(80,791)	(70,283)
DWP Council Tax, Housing Benefit & Administration Grant	(25,172)	(27,483)
DFE Other Education Funding	(6,946)	(7,290)
DFE Covid 19 Schools Grant	(577)	(626)
Public Health Grant	(8,143)	(8,021)
New Homes Bonus	(2,311)	(2,679)
DFE Pupil Premium Grant	(2,293)	(2,178)
Education Services Grant	(90)	(96)
Universal Infant Free Schools Meals - Revenue Funding	(798)	(923)
Trading Standards Institute Grant	-	(1,582)
Skills Funding Agency	(1,321)	(1,130)
HMRC Apprenticeship Levy	-	(145)
PFI Revenue Support	(1,186)	(1,186)
Flood Grants	(293)	(353)
DFE Adoption Support Fund	(180)	(360)
DFT Grants	(791)	(536)
DWP Access to Work Grant	(77)	(82)
Homes Office Grants	(464)	(174)
DOH Covid Grants	(3,272)	(10,832)
Covid Grants	(2,076)	(6,311)
Hospital Discharge Programme	(3,935)	-
Other Grants	(8,457)	(6,270)
TOTAL	(149,173)	(148,540)

The Council has received a number of grants, contributions and donations that have yet to be recognised as income as they have conditions attached to them that will require the monies or property to be returned to the giver.

	2021/22 £000's	2020/21 £000's
Current Liabilities		
Grants Receipts in Advance (Capital Grants)		
Miscellaneous other grants (capital)	120	(220)
TOTAL	120	(220)
Grants Receipts in Advance (Revenue Grants)		
MHCLG S31 NNDR	18,798	(1,511)
MHCLG Covid 19 Grant	-	6,708
DFE Covid 19 Schools Grant	-	23
DFE Adoption Support Fund	231	203
DFT Opening Data Grant	79	79
Skills for Care Social Worker Funding	4	-
Public Health England	36	-
DFE Pupil Premium Grant	169	164
Domestic Abuse Support	299	-
DFE Grant Improvement Fund	1,067	-
Homes England	287	-
DEFRA Air Quality Grant	292	-
DFT Travel Grants	363	-
DLUHC Community Renewal funding	119	-
BIES Energy Efficiency	55	-
Adult Social Care Grants	36	-
CT Energy Bills Rebate	11,632	-
Other	1,674	1,317
TOTAL	35,141	6,983

41. RELATED PARTIES

The Council is required to disclose material transactions with related parties – bodies or individuals that have the potential to control or influence the Council or to be controlled or influenced by the Council. Disclosure of these transactions allows readers to assess the extent to which the Council might have been constrained in its ability to operate independently or might have secured the ability to limit another party's ability to bargain freely with the Council.

Central Government

Central government has significant influence over the general operations of the Council – it is responsible for providing the statutory framework, within which the Council operates, provides the majority of its funding in the form of grants and prescribes the terms of many of the transactions that

the Council has with other parties (eg council tax bills, housing benefits). Grants received from government departments and Grant receipts outstanding at 31 March 2022 are shown in Note 40.

Members

Members of the Council have direct control over the Council's financial and operating policies. The total of members' allowances paid in 2021/22 is shown in Note 36.

During 2021/22 no works and services of a significant value were commissioned from companies in which members had an interest outside of their Council responsibilities (2020/21 £0k).

The Council paid grants totalling £368k (2020/21 £368k) to York Museums & Gallery Trust, a private Limited company (Company number 04381647) of which two Council appointed members serve as directors. No other significant grants to voluntary organisations were paid during 2021/22 in which officers had positions on the governing body (2020/21 £0k).

In all instances, the grants and works/services commissioned were made with proper consideration of declarations of interest. Details of all these transactions are recorded in the Register of Members' Interest, open to public inspection at West Offices during office hours.

Chief Officers

During 2021/22 no works and services of a significant value were commissioned from companies in which officers had an interest outside of their Council responsibilities (2020/21 £0k).

No payments were made to organisations whose senior management included close family members of any chief officer (2020/21 £0k).

Entities Controlled or Significantly Influenced by the Council

The Council has interests in companies and other entities that have the nature of subsidiaries, associates and joint ventures, but due to the values involved these do not require the Council to prepare Group Accounts.

For detailed information relating to Yorwaste Limited, Veritau Limited, CYT and Make it York please see Long Term Investments section of this note.

YPO (formerly known as the **Yorkshire Purchasing Organisation**) was established as a joint committee of Local Authorities in 1974 and City of York Council is one of the thirteen founder member authorities. One elected member is on the board of YPO Procurement Holdings Ltd. There is no remuneration for this role.

Other

The following are not entities that are controlled or significantly influenced by the Council. However, there are elected members on the board and therefore this additional information has been included below to enhance transparency.

York BID

A Business Improvement District is a specifically designated area where businesses within it work together to invest in services, special projects and events with the aim to increase economic development and growth. BID projects and programmes are in addition to services provided by the City of York Council and funded by an annual contribution of 1% of the rateable value from businesses that are within the BID area. The current BID term levy is based on 2017 business rates evaluation. The York BID was voted in by businesses by a 86.1% majority in January 2021. This

establishes the BID to operate for five years requiring all businesses within the BID area (of rateable value threshold which is currently £17,500 and above) to pay the mandatory levy

The York BID Board oversees the delivery of the BID initiatives set out in the BID business plan. As outlined in the Company Articles of Association, the Board is comprised of representatives from levy-paying business and representatives from the local authority and Make It York.

The Council collects income from ratepayers on behalf of the York BID and there are 2 Councillors on the board. There is no remuneration for these roles.

West Yorkshire Combined Authority

The WYCA brings together local councils and businesses so that everyone in the region can benefit from economic prosperity and a modern, accessible transport network. York is an associate member of the combined authority, which works closely with the private sector through the Leeds City Region Enterprise Partnership (LEP) to ensure that their work meets the needs of employers in the region. It is led by Combined Authority members and the LEP Board. The Council has one elected member on each of the following committees;

Committee	Remuneration
Board	None
Transport committee	£4,500
Overview & scrutiny committee	£648

LONG TERM INVESTMENTS

The Council holds a number of investments for the medium / long term. They comprise mainly share investments in three companies: Yorwaste (£1,008k), Veritau (a nominal £1), City of York Trading (a nominal £1) and Make it York (a nominal £1). The shares are included in the balance sheet at Fair value which differs to the nominal value as detailed in Note 16.

Yorwaste

The Council has, as a result of the local government reorganisation in the area at 1 April 1996, a 22.27% shareholding in Yorwaste Ltd. The majority shareholder is North Yorkshire County Council who hold the remaining 77.73%. The Company’s profit and loss account is not included as part of the Comprehensive Income and Expenditure Account. No dividends were received in 2021/22 (£289k in 2020/21). Similarly, the Company’s assets and liabilities are not in the Consolidated Balance Sheet.

With effect from 1 October 2015 the Council has a service agreement with Yorwaste Limited for waste disposal services and is charged on a cost recovery basis. Prior to this contract prices were negotiated on an arms length commercial basis.

The Director of Economy and Place is also a director of Yorwaste, however no remuneration is paid for this role.

SJB Recycling Ltd is a sister company to Yorwaste and therefore also jointly owned with North Yorkshire County Council. It has the same Directors as Yorwaste and is managed by Yorwaste officers. It has no transactions with the Council. SJB Recycling ceased trading during 2021 and is in the process of being wound up. A final dividend is expected to be payable to the Council in 2022/23.

Member Directors on Yorwaste are entitled to an allowance established in accordance with North Yorkshire County Council's (NYCC's) remuneration arrangements which are paid for by the Company. One member sits on the board of this company and received total remuneration of £8.8k from Yorwaste in 2021/22 (£8.8k 2020/21). No amounts were paid directly by the Council.

York Science Park

City of York Council had owned shares in the company since July 1994 with the nominal value of the shares being £1. The Council had held 200,000 shares which represent less than 10% of the total share capital of £2,166k, however it was agreed by the Council's executive in November 2020 to dispose of the council's shareholder interest in York Science Park Ltd for £500k, of which was received in July 2021. The Council received no dividends or profits from York Science Park and holds no liability. A non-remunerated officer of the Council was on the board of York Science Park Ltd.

Veritau

Since 1 April 2009, internal audit and counter-fraud services have been provided by Veritau Limited. The company is jointly owned by City of York Council and North Yorkshire County Council, with each Council holding 50% of the shares. Contract prices are negotiated on an arms length commercial basis. The Council is represented on the Board by the Chief Finance Officer and one Member of the Council. There is no remuneration for either of these roles.

City of York Trading was incorporated as a private company on the 18th November 2011 and the company is 100% owned by the Council. The company has a Chief Executive and a Board of Directors, made up of the Chief Executive, 3 Members of the Council and 2 other independent non executive directors. No Council employees are on the Board. The company started trading in June 2013. The company provides temporary staff to the Council, schools and other external organisations.

Make it York is a company limited by shares created on 1 April 2015 and the Council is the sole shareholder. Of the 12 directors, 2 will represent the Council and these representatives are currently 2 members of the Council (2020/21). No remuneration is paid for either of these roles. In 2016/17 the ownership of Science City York and its remaining assets transferred from City of York Council to Make it York following Executive committee approval. No share capital transferred across, Make it York became the sole member and liable to contribute £1 in the event of the company being wound up



Net Value of Transactions and Balances at Year End

The net value of transactions during the year with entities the Council has a related party relationship with are as follows:

	2021/22			2020/21		
	Expenditure £'000	Income £'000	Net Exp £'000	Expenditure £'000	Income £'000	Net Exp £'000
City of York Trading Ltd	9,681	(54)	9,627	8,162	(55)	8,107
Make it York	1,073	(624)	449	898	(90)	808
Veritau	588	(45)	543	609	(44)	565
Yorwaste Ltd	4,101	(1,408)	2,693	4,392	(730)	3,662
York Science Park	-	(24)	(24)	25	-	25
YPO	21	-	21	67	-	67
	15,464	(2,155)	13,309	14,153	(919)	13,234

The following amounts were due from related parties at 31 March 2022 and are included in debtors:

	2021/22 £'000	2020/21 £'000
City of York Trading Ltd	33	88
Make it York	0	163
Veritau	0	24
Yorwaste Ltd	233	347
YPO	0	240
	266	862

The following amounts were due to related parties at 31 March 2022 and are included in creditors:

	2021/22 £'000	2020/21 £'000
City of York Trading Ltd	0	750
Make it York	340	0
Yorwaste Ltd	8	11
YPO	3	1
	351	762

The values associated with these companies are not deemed to be material to provide group accounts.

42. CAPITAL EXPENDITURE AND FINANCING

The total amount of capital expenditure incurred in the year is shown in the table below (including the value of assets acquired under finance leases and PFI/PP contracts), together with the resources that have been used to finance it. Where capital expenditure is to be financed in future years by charges to revenue as assets are used by the Council, the expenditure results in an increase in the Capital Financing Requirement (CFR), a measure of the capital expenditure incurred historically by the Council that has yet to be financed. The CFR is analysed in the second part of this note.

	2021/22 £000's	2020/21 £000's
Opening Capital Financing Requirement	441,496	417,839
Capital Investment		
Property, Plant and Equipment	71,558	80,443
Investment Properties	356	1,626
Intangible Assets	218	168
Revenue Expenditure Funded from Capital under Statute	6,091	10,163
Sources of Finance		
Capital Receipts	(11,854)	(19,254)
Government grants and other contributions	(20,258)	(25,858)
Direct revenue contributions	(3,476)	(5,091)
Major Repairs Reserve	(12,185)	(9,351)
MRP (Minimum Revenue Repayment)	(4,731)	(7,950)
PFI / PPP payments	(1,337)	(1,239)
Movement in Year	24,382	23,657
Closing Capital Financing Requirement	465,878	441,496
Explanations of movement in year		
Increase in underlying need to borrow (unsupported by government financial assistance)	30,450	32,846
MRP (Minimum Revenue Repayment)	(4,731)	(7,950)
PFI / PPP payments	(1,337)	(1,239)
Increase/ (decrease) in Capital Financing Requirement	24,382	23,657

The Capital Financing Requirement increased in 2021/22 as a result of the level of borrowing required to fund capital expenditure being greater than the provision set aside for the repayment of debt.

43. LEASES

Council as Lessee

Finance Leases

The Council currently has no leased assets classified as finance leases, or assets acquired under these leases carried as Property, Plant and Equipment in the Balance Sheet.

Operating Leases

The Council has acquired the right to use a number of assets through entering into agreements with external suppliers. These agreements contain operating lease arrangements as well as maintenance charges and cost of materials. Examples of the assets that have been acquired include:

- Fleet of light commercial vehicles
- IT equipment in ICT managed services,
- Various property assets,

The future minimum lease payments due (including payments for non-lease elements) under non-cancellable leases in future years are:

	31-Mar-22	31-Mar-21
	£000's	£000's
Not later than one year	407	569
Later than one year and not later than five years	649	922
Later than five years	876	1,134
	1,932	2,625

The expenditure charged (including payments for non-lease elements) in the Comprehensive Income and Expenditure Statement during the year in relation to these leases in 2021/22 was £595k (2020/21 £991k)

Council as Lessor

Finance Leases

The Council acts as lessor for a small number of property leases. The Council has a gross investment in the lease, made up of the minimum lease payments expected to be received over the remaining term and the residual value anticipated for the property when the lease comes to an end.

The minimum lease payments comprise settlement of the long-term debtor for the interest in the property acquired by the lessee and finance income that will be earned by the Council in future years whilst the debtor remains outstanding. The gross investment is made up of the following amounts:

	2021/22	2020/21
	£000's	£000's
Finance lease debtor (net present value of minimum lease payments)		
- Current	7	7
- Non-current	126	133
Unearned finance income	32	36
Gross Investment in the lease	165	176

The gross investment in the lease and the minimum lease payments will be received over the following periods:

	Gross Investment in the Lease		Minimum Lease payments	
	2021/22	2020/21	2021/22	2020/21
	£000's	£000's	£000's	£000's
Not later than one year	11	11	7	7
Later than one year and not later than five years	55	55	39	38
Later than five years	100	111	87	95
	166	177	133	140

The minimum lease payments include rents that are contingent on events taking place after the lease was entered into. There were £0k contingent rents in relation to finance leases in 2021/22 (£0k 2020/21).

Operating Leases

The Council leases out property under operating leases for the following purposes:

- for the provision of community and leisure services.
- for income generation purposes

The future minimum lease payments receivable under non-cancellable leases in future years are:

	2021/22	2020/21
	£000's	£000's
Not later than one year	2,557	3,134
Later than one year and not later than five years	6,863	7,947
Later than five years	45,748	46,222
	55,168	57,303

The minimum lease payments receivable do not include rents that are contingent on events taking place after the lease was entered into, such as adjustments following rent reviews. In 2021/22 contingent rents of £330k were receivable by the Council (2020/21 £264k)

44. PFI AND SIMILAR CONTRACTS

PFI - Schools

The Council has one PFI scheme for the provision of 3 primary schools and one special school, with Sewell Education (York) Ltd. PFI contracts are agreements to receive services, where the responsibility for making available the fixed assets needed to provide the services passes to the PFI contractor. The accounting requirements for PFI require that where ownership reverts to an entity at the end of the contract, PFI properties should be recognised on the Council's Balance Sheet along with a liability for the financing provided by the PFI operator. Payments made by the Council under a contract are generally charged to revenue to reflect the value of services received in each financial year and also relate to the repayment of the liability and finance costs associated with the asset. A

prepayment of £4.032m was made prior to service commencement. Under the terms of the contract the Council has granted Sewell a licence for use of the land for 30 years.

Property Plant and Equipment

Prior to 2018/19, the asset used to provide the services at two of the schools (Hob Moor Primary School and Hob Moor Oaks Special School, both on one site) was recognised on the Council’s Balance Sheet, with movements in the value over the year detailed in the analysis of the movement on the Property, Plant and Equipment balance in Note 12. The other 2 schools are voluntary aided where the asset does not revert back to the Council at the end of the contract. These assets are not included on the face of the Balance Sheet and the associated costs have been removed. However, on 1st May 2019 both Hob Moor schools converted to academy status. This means that, although still part of the PFI contract, these schools are no longer recognised on the councils balance sheet. All the entries have therefore been removed, with treatment now consistent with the two VA schools.

Payments

The Council makes an agreed payment each year which is increased each year by inflation and can be reduced if the contractor fails to meet availability and performance standards in any year but which is otherwise fixed. Payments remaining to be made under the PFI contract at 31 March 2022 (excluding any estimation of inflation and availability/ performance deductions) are as follows:

	Payment for Services £000's	Finance Payment £000's	Liability Repayment £000's	Total Payments £000's
Within 1 Yr	1429	416	321	2,166
Between 2 Yrs and 5 Yrs	6173	1409	1,192	8,774
Between 6 Yrs and 10 Yrs	8063	1572	1,729	11,364
Between 11 Yrs and 15 Yrs	5822	1494	2,242	9,558
Between 16 Yrs and 20 Yrs	-	-	-	-
Between 21 Yrs and 25 Yrs	-	-	-	-
	21,487	4,891	5,484	31,862

The payments made to the contractor are described as unitary payments and they have been calculated to compensate the contractor for the fair value of the services they provide.

PPP – Allerton Waste

Financial close for the Long Term Waste Services contract with AmeyCespa was achieved on 30th October 2014. Construction of the Allerton Waste Recovery Park commenced in January 2015 and the facility was completed becoming fully operational on 1st March 2018. The Council’s commitments on the contract are: North Yorkshire County Council has entered into a contract with Amey Cespa and the City Council has entered into a Joint Waste Management Agreement with North Yorkshire which commits the City Council into the obligations set out in the main contract with Amey Cespa the main requirement being to provide a guaranteed minimum number of tonnes of municipal waste into the facility. Under the Joint Waste Management Agreement the City Council is responsible for paying 21% of the overall unitary charge.

The contract is to provide the services for 25 years at which time the asset transfers to the councils. The Council has therefore recognised 21% of the overall cost of the facility within its non current assets included on the Balance sheet during the year.

The Councils financial commitments under this are

	Repayment of Liability	Interest Payments	Provision of Services	Lifecycle costs	Total
	£'000	£'000	£'000	£'000	£'000
less than one year	880	4,007	2,826	114	7,827
between 2 and 5 years	3,336	14,638	12,517	1,507	31,998
between 6 and 10 years	4,063	14,608	17,639	5,382	41,692
between 11 and 15 years	10,274	11,245	20,018	2,304	43,841
between 16 and 20 years	15,862	2,648	22,813	3,887	45,210
between 21 and 25 years	4,107	-205	3,889	14	7,805
	38,522	46,941	79,702	13,208	178,373

The value of assets and liabilities for both PFI Schools and PPP Allerton Waste are as follows

Value of PFI Assets

	2021/22			2020/21		
	Schools	Waste	Total	Schools	Waste	Total
	£'000	£'000	£'000	£'000	£'000	£'000
Opening Balance	-	47,233	47,233	0	38,587	38,587
Depreciation	-	(3,182)	(3,182)	-	(1,407)	(1,407)
Additions	-	-	-	-	-	-
Revaluations	-	-	-	-	10,053	10,053
Disposals	-	-	-	-	-	-
Closing Balance	-	44,051	44,051	-	47,233	47,233

Value of PFI Liabilities

	2021/22			2020/21		
	Schools	Waste	Total	Schools	Waste	Total
	£'000	£'000	£'000	£'000	£'000	£'000
Opening Balance	5,820	39,398	45,218	6,156	40,170	46,326
Payments/Repayments	(335)	(876)	(1,211)	(336)	(772)	(1,108)
Additions	-	-	-	-	-	-
Closing Balance	5,485	38,522	44,007	5,820	39,398	45,218

45. IMPAIRMENT LOSSES

Impairment losses are where a physical loss to the asset occurs. In comparison a revaluation loss is a reduction in market value of the asset. There was no impairment losses charged to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement during the year.

46. CAPITALISATION OF BORROWING COSTS

No borrowing costs were capitalised during 2021/22.

47. TERMINATION BENEFITS

The Council terminated the contracts of a number of employees in 2021/22, incurring liabilities of £449k (£67k in 2020/21) of which £328k (2020/21 £67k) has been changed to the Authority's Comprehensive Income and Expenditure Statement in the current year. See Note 37 for further details of the number of exit packages and total cost per band. This sum consists of termination benefits payable to officers across all of the Council's directorates, including the pension strain payable to the relevant pension fund where applicable. The note includes 5 exits from schools controlled by the authority.

48. PENSIONS SCHEMES ACCOUNTED FOR AS DEFINED CONTRIBUTION SCHEMES

Teachers Pension Scheme

Teachers employed by the Council are members of the Teachers' Pension Scheme, which is administered by Capita Teachers' Pensions (CTP) on behalf of the Department for Education (DfE). The scheme provides teachers with specified benefits upon their retirement, and the Council contributes towards the costs by making contributions based on a percentage of members' pensionable salaries.

The scheme is a multi-employer defined benefit scheme. The scheme is unfunded and the Department for Education uses a notional fund as the basis for calculating the employers' contribution rate paid by local education authorities. However, it is not possible for the Council to identify its share of the underlying financial position and performance of the scheme with sufficient reliability for accounting purposes. For the purposes of the Statement of Accounts it is therefore accounted for on the same basis as a defined contribution scheme.

In 2021/22 the Council paid £6.076m (2020/21 £5.908m) to CTP in respect of teachers' retirement benefits, representing 23.68% (including a 0.08% administration levy) of pensionable pay since September 2019. The contributions due to be paid in the next financial year are estimated to be £6.078m.

The Council is responsible for the costs of any additional benefits awarded upon early retirement outside of the terms of the teachers' scheme. These amounted to £528k (2020/21 £528k) and are

fully accrued in the pensions liability described in the figures that follow in Note 49. The Council is not liable to the scheme for any other entities obligation under the plan.

NHS Staff Pension Scheme

NHS Staff transferred to the Council over recent years have maintained their membership in the NHS Pension Scheme. The Scheme provides these staff with specified benefits upon their retirement and the Council contributes towards the costs by making contributions based on a percentage of members' pensionable salaries.

The scheme is an unfunded defined benefit scheme. However, the Council is not able to identify its share of the underlying financial position and performance of the Scheme with sufficient reliability for accounting purposes. For the purposes of this Statement of Accounts, it is therefore accounted for on the same basis as a defined contribution scheme.

In 2021/22, the Council paid £102k (2020/21 £113k) to the NHS Pension Scheme in respect of former NHS staff retirement benefits, representing 14.38% (2020/21 14.38%) of pensionable pay. There were no contributions remaining payable at the year end. The contributions due to be paid in the next financial year are estimated to be £76k. The Council is not liable to the scheme for any other entities obligation under the plan.

49. DEFINED BENEFIT PENSION SCHEMES

As part of the terms and conditions of employment of its officers, the Council makes contributions towards the cost of post-employment benefits. Although these benefits are not payable until the employees retire, the Council has a commitment to make the payments (for those benefits) and to disclose them at the time that employees earn their future entitlement.

The North Yorkshire Pension Fund, which is a Local Government Pension Scheme, is treated as a defined benefit scheme, since the Council's liabilities to its current and former employees can be identified within the fund, and the Council will be liable to meet these, irrespective of the future performance of the fund. This is a funded scheme, meaning that the Council and employees pay contributions into a fund, calculated at a level intended to balance the pension liabilities with investment assets. The information below relates to the cost of pension arrangements borne by this Council and included in the revenue accounts.

The principal risks to the Council of the scheme are the longevity assumptions, statutory changes to the scheme, structural changes to the scheme (ie large-scale withdrawals from the scheme), changes to inflation, bond yields and the performance of the equity investments held by the scheme. These are mitigated to a certain extent by the statutory requirements to charge to the General Fund and the Housing Revenue Account the amounts as required by statute in the accounting policies note.

Discretionary post-retirement benefits on early retirement are an unfunded defined benefit arrangement, under which liabilities are recognised when awards are made. There are no plan assets built up to meet these pension liabilities.

Transactions relating to post-employment benefits

We recognise the costs of retirement benefits in the reported cost of services when they are earned by employees, rather than when the benefits are eventually paid as pensions. However, the charge we are required to make against council tax is based on the cash payable in the year, so the real cost of retirement benefits is reversed out via the Movement in Reserves Statement. The following transactions have been made in the Comprehensive Income and Expenditure Statement and the General Fund Balance via the Movement in Reserves Statement during the year:

	LGPS £000's	Teachers £000's	2021/22 Total £000's	£000's	LGPS £000's	Teachers £000's	2020/21 Total £000's	£000's
Comprehensive Income and Expenditure Statement								
Cost of Services								
Current service cost	35,873		35,873		26,352		26,352	
Past service cost	227		227		272		272	
Administration expenses	375		375		374		374	
(Gain) / Loss from settlements and curtailments								
	36,475	-	36,475		26,998	-	26,998	
Financing and Investment Income and Expenditure								
Interest cost	20,459	220	20,679		18,088	229	18,317	
Expected return on assets in the scheme	(17,520)		(17,520)		(15,212)		(15,212)	
Net Interest expense	2,939	220	3,159		2,876	229	3,105	
Total Post Employment Benefit Charged to the Surplus or Deficit on the Provision of Services								
	39,414	220	39,634		29,874	229	30,103	
Other Post Employment Benefit Charged to Comprehensive I&E statement								
Remeasurement of the net defined benefit liability comprising:								
Return on plan assets (excluding the amount included in the net interest expense)	1,103		1,103		(159,443)		(159,443)	
Actuarial gains and losses arising on changes in demographic assumptions	(9,616)	(118)	(9,734)		-	-	-	
Actuarial gains and losses arising on changes in financial assumptions	(64,161)	(327)	(64,488)		167,690	982	168,672	
Experience gains and losses	3,026	41	3,067		(9,148)	(141)	(9,289)	
Actuarial gains and losses								
Gains and Losses from Disposals and Acquisitions	-		-		-		-	
Total post-employment benefits charged to the Comprehensive Income and Expenditure Statement								
	(69,648)	(404)	(70,052)		(901)	841	(60)	
Movement in Reserves statement								
Reversal of net charges made to the Surplus or Deficit for the Provision of Services for post employment benefits in accordance with the Code	(39,414)	(220)	(39,634)		(29,874)	(229)	(30,103)	
Actual amount charged against the General Fund Balance for pensions in the year:								
Employers' contributions payable to scheme	13,183	528	13,711		14,622	528	15,150	

Pensions Assets and Liabilities Recognised in the Balance Sheet

	2021/22	2020/21
	£000's	£000's
<u>Present Value of Liabilities</u>		
Local Government Pension Scheme	951,757	982,498
Unfunded Teachers Pensions	10,032	10,744
<u>Fair Value of Assets</u>		
Local Government Pension Scheme	(848,625)	(835,949)
<u>(Surplus)/Deficit in the Scheme</u>		
Local Government Pension Scheme	103,132	146,549
Unfunded Teachers Pensions	10,032	10,744
Net liability arising from defined benefit obligation	113,164	157,293

Reconciliation of the movements in the fair value of the scheme assets

	As at 31-Mar-22		As at 31-Mar-21	
	Local Government Pension Scheme £000's	Unfunded Teachers Scheme £000's	Local Government Pension Scheme £000's	Unfunded Teachers Scheme £000's
Opening fair value of scheme assets	(835,949)		(661,076)	
Interest income	(17,520)		(15,212)	
Remeasurement (gain) / loss	1,103		(159,443)	
Net increase in assets from disposals	-		-	
Employer contributions	(13,183)	(528)	(14,622)	(528)
Contributions by scheme participants	(4,891)		(4,859)	
Benefits/transfers paid	21,815	528	19,263	528
Closing fair value of scheme assets	(848,625)	-	(835,949)	-

Reconciliation of present value of the scheme liabilities (defined benefit obligations)

	As at 31-Mar-22		As at 31-Mar-21	
	Local Government Pension Scheme £000's	Unfunded Teachers Scheme £000's	Local Government Pension Scheme £000's	Unfunded Teachers Scheme £000's
Opening balance at 1 April	982,498	10,744	793,274	10,202
Current service cost	36,248	-	26,726	-
Interest cost	20,459	220	18,088	229
Contributions by scheme participants	4,891	-	4,859	-
Remeasurement (gains)/losses:				
Actuarial gains and losses arising on changes in demographic assumptions	(9,616)	(118)	-	-
Actuarial gains and losses arising on changes in financial assumptions	(64,161)	(327)	167,690	982
Experience gains and losses net increases in liabilities from disposals	3,026	41	(9,148)	(141)
	-	-	-	-
Benefits/transfers paid	(21,815)	(528)	(19,263)	(528)
Past service costs	227	-	272	-
Curtailments	-	-	-	-
Settlements	-	-	-	-
Closing balance at 31 March	951,757	10,032	982,498	10,744

The liabilities show the underlying commitments that the Council has to pay, namely retirement benefits in the long-term. The total liability of £113.2m (2020/21 £157.3m) has a substantial impact on the net worth of the Council as recorded in the Balance Sheet.

However, statutory arrangements for funding the deficit mean that the financial position of the Council remains healthy. The deficit on the North Yorkshire Pension Scheme will be made good by increased contributions over the remaining working life of employees, as assessed by the scheme actuary.

Basis for estimating assets and liabilities

In calculating the Council's assets and liabilities Aon Hewitt Ltd, an independent firm of actuaries, make a number of assumptions about events and circumstances in the future. This means that the calculations are subject to uncertainties within a range of possible values. The liabilities have been assessed using the projected unit method, an estimate of the pensions that will be payable in future years dependent on assumptions about mortality rates, salary levels, etc.

The principal assumptions used by the actuary have been:

	As at 31-Mar-22	As at 31-Mar-21
Life expectancy		
Of a male future pensioner aged 65 in 20 years time	23.5	23.6
Of a female future pensioner aged 65 in 20 years time	25.7	25.8
Of a male current pensioner aged 65	21.8	21.9
Of a female current pensioner aged 65	23.8	24

The following shows the inflation factors used:

	As at 31-Mar-22	As at 31-Mar-22	As at 31-Mar-21	As at 31-Mar-21
	% pa LGPS	% pa UTS	% pa LGPS	% pa UTS
Rate of Inflation	3.0	3.0	2.7	2.7
Rate of increase in salaries	4.25	N/A	3.95	N/A
Rate of increase in pensions	3.0	3.0	2.7	2.7
Discount rate	2.7	2.7	2.1	2.1

The estimation of the defined benefit obligation is sensitive to the actuarial assumptions set out in the tables above. The sensitivity analyses below have been determined based on reasonably possible changes of the assumptions occurring at the end of the reporting period and assumes for each change that the assumption analysed changes while all other assumptions remain constant. The assumptions in longevity, for example, assume that life expectancy increases or decreases for men and women. In practice this is unlikely to occur and changes in some of the assumptions may be interrelated. The estimations in the sensitivity analysis have followed the accounting policies for the scheme, ie on an actuarial basis using the projected unit credit method. The method and types of assumptions used in preparing the sensitivity analysis below did not change from those used in the previous period.

Impact on the Defined Benefit Obligation in the Scheme

	Increase in assumption £'000	Decrease in assumption £'000
Longevity (increase in 1 year)	33,262	
Rate of inflation (increase by 0.1%)	18,057	
Rate of increase in salaries (increase by 0.1%)	1,901	
Rate of increase in pensions (increase by 0.1%)	18,057	
Rate for discounting scheme liabilities (increase by 0.1%)		(19,957)

Impact on the Council’s Cash Flows

The scheme will need to take account of the national changes to the scheme under the Public Pensions Services Act 2013. Under the Act, the Local Government Pensions Scheme in England and Wales may not provide benefits in relation to service after 31 March 2014. The Act provides for scheme regulations to be made within a common framework, to establish new career average revalued earning schemes to pay pensions and other benefits to certain public servants.

The total employer contributions expected to be made to the Local Government Pension Scheme by the Council in the year to 31 March 2023 is £11,710k. The weighted average duration of the defined benefit obligation for scheme members is 21 years (21 years in 2020/21).

The Unfunded Teacher’s Pension Scheme has no assets to cover its liabilities. The Local Government Pension Scheme’s assets comprised:

	As at 31-Mar-22		As at 31-Mar-21	
	%	£m	%	£m
Equities	55.7%	472.7	57.8%	483.2
Property	7.4%	62.8	6.1%	51.0
Government Bonds	16.8%	142.6	16.2%	135.4
Corporate Bonds	7.7%	65.3	2.1%	17.6
Cash	1.1%	9.3	3.3%	27.6
Other	11.3%	95.9	14.5%	121.2
Total	100.0%	848.6	100.0%	836.0

Details on the nature and risks of the pension fund’s assets and investment policies can be found in the North Yorkshire Pension Fund Annual Report and Accounts, which are available on the website of the North Yorkshire Pension Fund as well as in the pension fund disclosures within the North Yorkshire County Council Statement of Accounts, which are available on the website of the administering authority.

50. CONTINGENT LIABILITIES

No contingent liabilities have been identified.

51. CONTINGENT ASSETS

No contingent assets have been identified.

52. NATURE AND EXTENT OF RISKS ARISING FROM FINANCIAL INSTRUMENTS

Nature and Extent of Risks Arising from Financial Instruments

The Authority’s activities expose it to a variety of financial risks:

- **Credit risk** - the possibility that other parties might fail to pay amounts due to the Council;
- **Liquidity risk** - the possibility that the Council might not have funds available to meet its commitments to make payments;
- **Re-financing risk** - the possibility that the Council might be requiring to renew a financial instrument on maturity at disadvantageous interest rates or terms.
- **Market risk** - the possibility that financial loss might arise for the Council as a result of changes in such measures as interest rates or stock market movements.

Overall procedures for managing risk

The Council's overall risk management programme focuses on the unpredictability of financial markets, and seeks to minimise potential adverse effects on the resources available to fund services.

The procedures for risk management are set out through a legal framework in the Local Government Act 2003 and associated regulations. These require the Council to comply with the CIPFA Prudential Code, the CIPFA Code of Practice on Treasury Management in the Public Services and Investment Guidance issued through the Act. Overall, these procedures require the Council to manage risk in the following ways:

- by formally adopting the requirements of the CIPFA Treasury Management Code of Practice;
- by the adoption of a Treasury Policy Statement and treasury management clauses within its financial regulations/standing orders/constitution;
- by approving annually in advance prudential and treasury indicators for the following 5 years limiting:
 - The Council's overall borrowing;
 - Its maximum and minimum exposures to the maturity structure of its debt;
 - Its maximum annual exposures to investments maturing beyond a year.
- by approving an investment strategy for the forthcoming year setting out its criteria for both investing and selecting investment counterparties in compliance with the Government Guidance.

These are required to be reported and approved at or before the annual Budget Council or before the start of the year to which they relate. These items are reported in the annual treasury management strategy which outlines the detailed approach to managing risk in relation to the Council's financial instrument exposure. Actual performance is also reported after each year, and through a mid year update.

The annual treasury management strategy which incorporates the prudential indicators was approved by Full Council on 25th February 2021 after recommendation by Executive on 11th February 2021 and is available on the Council website

<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MId=12628>

and

<https://democracy.york.gov.uk/%28S%28aw2b23jofoyuejfc1asnI055%29%29/ieListDocuments.aspx?CId=733&MID=12508>

The key issues within the strategy were:

- The Authorised Limit for 2021/22 was set at £526.120m (prudential indicator 5A).
- The Operational Boundary for 2021/22 was set at £516.120m (prudential indicator 5B).

- The maximum and minimum exposures to the maturity structure of debt which are contained within prudential indicator 6. The maturity structure of debt table is contained within this note under the 'Refinancing and Maturity Risk' section.

Risk management is carried out by a central treasury team, under policies approved by the Council in the annual Treasury Management Strategy Statement.

Credit Risk

Credit risk arises from deposits with banks and financial institutions, as well as credit exposures to the authority's customers.

Investments

This risk is minimised through the Annual Investment Strategy set out in the annual Treasury Management Strategy Statement, which is available on the authority's website <https://democracy.york.gov.uk/%28S%28aw2b23jofoyuejfc1asnI055%29%29/ieDecisionDetails.aspx?AllId=57483>

The Annual Investment Strategy requires that deposits are not made with financial institutions unless they meet identified minimum credit criteria, in accordance with the Fitch, Moody's and Standard & Poor's Credit Ratings Services. The Annual Investment Strategy also considers maximum amounts and time limits with a financial institution located in each category.

The Council uses the creditworthiness service provided by Link Asset Services. This service uses a sophisticated modelling approach with credit ratings from all three rating agencies - Fitch, Moody's and Standard and Poor's, forming the core element. However, it does not rely solely on the current credit ratings of counterparties but also uses the following as overlays:

- credit watches and credit outlooks from credit rating agencies
- CDS spreads to give early warning of likely changes in credit ratings
- sovereign ratings to select counterparties from only the most creditworthy countries

The full Investment Strategy for 2021/22 was approved by Full Council on 25th February 2021 after recommendation by Executive on 11th February 2021 and is available on the Council website <https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MId=12628>

and

<https://democracy.york.gov.uk/%28S%28aw2b23jofoyuejfc1asnI055%29%29/ieListDocuments.aspx?CId=733&MID=12508>

No breaches of the Council's counterparty criteria occurred during the reporting period and the Council does not expect any losses from non-performance by any of its counterparties in relation to deposits.

The Councils Treasury Investments are shown below:

	Balance at 31-Mar-22 £000	Balance at 31-Mar-21 £000
Fixed Term Investments	-	-
Notice Accounts	51	-
Money Market Funds	36,112	-
Total	36,163	-

The Council's maximum exposure to credit risk in relation to its investments in banks, building societies and Money Market Funds of **£36.163m** (£0.000m in 2020/21) is not assessed collectively as the risk of any institution failing to make interest payments or repay the principal sum will be specific to each individual institution. Recent experience has shown that it is rare for such entities to be unable to meet their commitments. A risk of irrecoverability applies to all of the Council's deposits, but there was no evidence at 31 March 2022 that this was likely to crystallise.

There were no circumstances known as at 31 March 2022 that would require impairment on any investments.

Long-term debtors

The Council has long-term debtors of £4.914m (£5.084m in 2020/21) and further details can be found in Note 20.

When assessing impairment and Expected Credit Loss for long-term debtors an assessment is made separately. This includes, where applicable to the financial instrument, looking at the loan agreements and the individual debtor records as well as taking into account current known facts and circumstances regarding the individual debt.

There was no evidence at 31 March 2022 that indicated any loans to third parties or long-term debtors were credit impaired and Expected Credit Loss was deemed to be low, therefore no Expected Credit Loss was made.

Short-term debtors

Trade receivables form part of the Council's short-term debtors. The Council does not generally allow credit for its invoiced trade receivables, such that £10.182m of the £33.225m short term trade receivables debtors balance is past its due date for payment in 2020/21 (£9.550m of the £42.596m in 2020/21). A balance is past its due date if it is over 28 days old. The past due date amounts can be analysed by age as follows:

	Balance at 31-Mar-22 £000's	Balance at 31-Mar-21 £000's
Less than 3 months	2,925	1,890
3 to 6 months	966	932
6 months to 1 year	2,033	2,175
More than 1 year	4,258	4,553
Total	10,182	9,550

When assessing impairment and Expected Credit Loss, debtors are assessed collectively rather than individually using the simplified approach allowable under IFRS 9 for short-term receivables.

The Council makes an annual impairment allowance and at 31 March 2022 the Councils total impairment was £9.669m (£9.094m at 31 March 2021) for all short-term debtors. Further details on short-term debtors can be found at Note 19 and in the table below showing exposure to credit risk.

Bad debts are written off in line with the Councils bad debt policy as outlined in its Financial Regulations within the Constitution. During the year, the authority wrote off financial assets with a contractual amount outstanding of £0.757m (£0.160m in 2020/21).

Amounts Arising from Expected Credit Losses and Credit Risk Exposure

The authority has the following exposure to credit risk at 31 March 2022:

Financial Instrument Type	Credit Rating	Gross Carrying Amount	Gross Carrying Amount	Total Expected Credit Loss	Total Expected Credit Loss	Change in Expected Credit Loss from previous year
		31-Mar-22	31-Mar-21	31-Mar-22	31-Mar-21	
		£000	£000	£000	£000	£000
Investments	AAA to A+	36,163	-	-	-	-
Loans to third parties	Not Rated	1,674	1,774	-	-	-
Finance lease receivables	Not Rated	172	179	-	-	-
PFI	Not Rated	3,068	3,131	-	-	-
Short term debtors - trade receivables	Not Rated	33,225	42,596	(3,856)	(3,687)	(169)

Note 1 – As per the CIPFA code, equity instruments designated into the category of Fair Value through Other Comprehensive Income are not within the scope of impairment. Further details on equity instruments can be found in Note 16.

Note 2 – Short-term debtors in the above table includes trade receivables and any impairment allowance against these. It excludes prepayments and other receivable amounts and any impairment allowance against these. Further details on Short-term debtors can be found in Note 19.

Liquidity risk

The Council manages its liquidity position through the risk management procedures above (the setting and approval of prudential indicators and the approval of the treasury and investment strategy reports), as well as through a comprehensive cash flow management system, as required by the CIPFA Code of Practice. This seeks to ensure that cash is available when needed.

The Council has ready access to borrowings from the money markets to cover any day to day cash flow need and the PWLB and money markets for access to longer term funds. There is therefore no significant risk that it will be unable to raise finance to meet its commitments under financial instruments.

The maturity analysis of financial liabilities is as follows:

	Balance at 31-Mar-22	Balance at 31-Mar-21
	£000's	£000's
Interest Due within one year	(1,875)	(1,750)
Maturing within one year	(4,700)	(7,000)
Maturing in 1 - 2 years	(4,315)	(4,700)
Maturing in 2 - 5 years	(44,750)	(33,115)
Maturing in 5 - 10 years	(82,200)	(65,300)
Maturing in more than 10 years	(170,000)	(187,850)
Carrying Value Adjustment	571	627
Total	(307,269)	(299,088)

Note 3 – The Councils LOBO loan is shown at its maturity date not the next call date in the above table. The Councils WYCA loan is shown at its principal amount.

The table below shows the Council loans outstanding split by loan type / lender:

	Interest Rates Payable	Balance at 31-Mar-22	Balance at 31-Mar-21
		£000's	£000's
Public Works Loan Board (PWLB)	1.50% to 4.75%	(298,615)	(290,615)
PWLB (Carrying Value Adjustment)		571	627
Dexia Bank LOBO	3.88%	(5,000)	(5,000)
WYCA	0.00%	(2,350)	(2,350)
Interest Owed on Long Term Debt at 31st March		(1,875)	(1,750)
Total		(307,269)	(299,088)

All trade payables of £31.939m (£28.095m in 2020/21) are due to be paid in less than one year and are not shown in the table above. Further details for short term creditors can be found in Note 23.

Refinancing and Maturity Risk

The Council maintains a significant debt and investment portfolio. Whilst the cash flow procedures above are considered against the refinancing risk procedures, longer-term risk to the Council relates to managing the exposure to replacing financial instruments as they mature. This risk relates to both the maturing of longer term financial liabilities and longer term financial assets.

The approved treasury indicator limits for the maturity structure of debt and the limits placed on investments placed for greater than one year in duration are the key parameters used to address this risk. The Council approved treasury and investment strategies address the main risks and the central treasury team address the operational risks within the approved parameters. This includes:

- monitoring the maturity profile of financial liabilities and amending the profile through either new borrowing or the rescheduling of the existing debt; and
- monitoring the maturity profile of investments to ensure sufficient liquidity is available for the Council's day to day cash flow needs, and the spread of longer term investments provide stability of maturities and returns in relation to the longer term cash flow needs.

The maturity analysis of financial liabilities is as follows, with the maximum and minimum limits for fixed interest rates maturing in each period (Prudential Indicator 6) as approved in the Treasury Management Strategy by Full Council on 25th February 2021 after recommendation by Executive on 11th February 2021 and is available on the Council website

<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MId=12628>

and

<https://democracy.york.gov.uk/%28S%28aw2b23jofoyuejfc1asnI055%29%29/ieListDocuments.aspx?CId=733&MID=12508>

	Approved Minimum Limits at 31-Mar-22 %	Approved Maximum Limits at 31-Mar-22 %	Authority Actual at 31-Mar-22 £000's	Authority Actual at 31-Mar-22 %	Authority Actual at 31-Mar-21 £000's	Authority Actual at 31-Mar-21 %
Less than 1 year	0	30	(4,700)	1.54%	(7,000)	2.35%
Between 1 and 2 years	0	30	(4,315)	1.41%	(4,700)	1.58%
Between 2 and 5 years	0	40	(44,750)	14.63%	(33,115)	11.11%
Between 5 and 10 years	0	40	(82,200)	26.87%	(65,300)	21.92%
More than 10 years	30	90	(170,000)	55.56%	(187,850)	63.04%
Total			(305,965)	100.00%	(297,965)	100.00%

Note 4 – This table shows the principal loan amount outstanding excluding interest. The Councils LOBO loan is shown at its maturity date not the next call date in the above table. The Councils WYCA loan is shown at its principal amount.

Market Risk

Interest Rate Risk

The Council is exposed to interest rate movements on its borrowings and investments. Movements in interest rates have a complex impact on the Council, depending on how variable and fixed interest rates move across differing financial instrument periods. For instance, a rise in variable and fixed interest rate would have the following effects:

- Borrowings at variable rates – the interest expense charged to the Comprehensive Income and Expenditure Statement will rise;
- Borrowings at fixed rates – the fair value of the borrowing will fall (no impact on revenue balances);
- Investments at variable rates – the interest income credited to the Comprehensive Income and Expenditure Statement will rise;
- Investments at fixed rates – the fair value of the assets will fall (no impact on revenue balances).

Borrowings are not carried at fair value on the balance sheet, so nominal gains and losses on fixed rate borrowings would not impact on the Surplus or Deficit on the Provision of Services or Other Comprehensive Income and Expenditure. However, changes in interest payable and receivable on variable rate borrowings and investments will be posted to the Surplus or Deficit on the Provision of Services and affect the General Fund Balance, Movements in the fair value of fixed rate investments that have a quoted market price will be reflected in the Other Comprehensive Income and Expenditure Statement.

The Council has a number of strategies for managing interest rate risk. The Annual Treasury Management Strategy draws together Council's prudential and treasury indicators and its expected treasury operations, including an expectation of interest rate movements. The central treasury team will monitor market and forecast interest rates within the year to adjust exposures appropriately. For instance during periods of falling interest rates, and where economic circumstances make it favourable, fixed rate investments may be taken for longer periods to secure better long term returns, similarly the drawing of longer term fixed rates borrowing would be postponed.

If interest rates had been 1% higher (with all other variables held constant) the financial effect would be:

	Balance at 31-Mar-22 £000's	Balance at 31-Mar-21 £000's
Increase in interest payable on variable rate investments borrowings	-	-
Increase in interest receivable on variable rate investments	(362)	-
Impact on Surplus or Deficit on the Provision of Services	(362)	-
Decrease in fair value of fixed rate investment assets	-	-
Impact on Other Comprehensive Income and Expenditure	-	-
Decrease in fair value of fixed rate borrowing liabilities (no impact on Surplus or Deficit on Provision of Services or Other Comprehensive Income and Expenditure)	(53,562)	(66,692)

The approximate impact of a 1% fall in interest rates would be as above but with the movements being reversed.

Price risk

The Council, excluding the pension fund, does not generally invest in equity shares or marketable bonds. However, it does have shareholdings to the value of £4.596m (£4.996m in 2020/21) in a number of equity investments detailed further in Note 16 to the Statement of Accounts. Whilst these holding are generally illiquid, the Council is exposed to gains or losses arising from movements in the price of the shares.

These shareholdings have arisen due to specific service or strategic objectives; the Council is not in a position to limit its exposure to price movements by diversifying its portfolio. In line with the Councils accounting policy for these types of investments the shares have all been designated as Fair Value through Other Comprehensive Income, meaning that all movements in price will impact on gains and losses recognised in the Financial Instrument Revaluation Reserve. A general shift of 5% in the general price of shares (positive or negative) would thus have resulted in a £0.230m (£0.250m in 2020/21) gain or loss being recognised in the Financial Instrument Revaluation Reserve.

Foreign Exchange Risk

The Council has no financial assets or liabilities denominated in foreign currencies. It therefore has no exposure to loss arising from movements in exchange rates.

NOTES TO THE MAIN FINANCIAL STATEMENTS

53. EXPENDITURE AND FUNDING ANALYSIS (EFA)

2020/21 Restated			2021/22			
Net Expenditure Chargeable to the General Fund and HRA Balances £000	Adjustments between the Funding and Accounting Basis £000	Net Expenditure in the Comprehensive Income and Expenditure Statement £000		Net Expenditure Chargeable to the General Fund and HRA Balances £000	Adjustments between the Funding and Accounting Basis £000	Net Expenditure in the Comprehensive Income and Expenditure Statement £000
(3,562)	(2,470)	(6,032)	Public Health	(3,037)	2,697	(340)
(1,836)	(2,186)	(4,022)	Housing Revenue Account	10,847	(15,509)	(4,662)
64,427	755	65,182	Adult Social Care and Integration	63,511	4,776	68,287
21,144	11,649	32,793	Children and Education	24,558	2,137	26,695
35,728	7,394	43,122	Place	24,431	13,559	37,990
24,481	(13,824)	10,657	Corporate Services and Governance	74,736	(911)	73,825
20,157	2,317	22,474	Customer and Communities	19,483	7,730	27,213
160,539	3,635	164,174	Net Cost of Services	214,529	14,479	229,008
(164,286)	(6,216)	(170,502)	Other Income and Expenditure	(216,238)	(11,120)	(227,358)
(3,747)	(2,581)	(6,328)	Surplus or Deficit	(1,709)	3,359	1,650
(36,243)			Opening General Fund and HRA Balance	(39,990)		
(3,747)			Surplus or Deficit	(1,709)		
(39,990)			Closing General Fund and HRA Balance at 31 March 2021	(41,699)		

The objective of the EFA is to demonstrate to council tax payers how the funding available to the authority (i.e. government grants, rents, council tax and business rates) for the year has been used in providing services in comparison with those resources consumed or earned by authorities in accordance with generally accepted accounting practices.

The Expenditure and Funding Analysis also shows how this expenditure is allocated for decision making purposes between the Authority's Services. Income and expenditure accounted for under generally accepted accounting practices is presented more fully in the Comprehensive Income and Expenditure Statement.

The 2020/21 figures are restated to reflect the change in council structure from 1 April 2021.

NOTES TO THE MAIN FINANCIAL STATEMENTS

The adjustments between the funding and accounting basis can be further analysed between:

- Adjustments for Capital purposes
- The net change in relation to Pensions adjustments
- Other differences

Adjustments for Capital Purposes - this column adds in depreciation and impairment and revaluation gains and losses in the services line, and for:

- Other Operating Expenditure – adjusts for capital disposal with a transfer of income on disposal of assets and the amounts written off for those assets;
- Taxation and non-specific grant income and expenditure – capital grants are adjusted for income not chargeable under generally accepted accounting practices. Revenue grants are adjusted from those receivable in the year to those receivable without conditions or for which conditions were satisfied throughout the year. The Taxation and non-specific grant income and expenditure line is credited with capital grants receivable in the year without conditions or for which conditions were satisfied in the year.

Net Change for Pension Adjustments – net change for the removal of pension contributions and the addition of IAS 19 Employee Benefit pension related expenditure and income:

- For Services this represents the removal of the employer pension contributions made by the Authority as allowed by statute and the replacement with current service costs and past service costs; and
- For Financing and Investment Income & Expenditure the net interest on the defined benefit liability is charged to the CIES.

Other differences - between amounts debited/credited to the CIES and amounts payable/receivable to be recognised under statute and include:

- For services this includes adjustments made from accruing compensated absences earned but not taken in the year;
- For Financing and Investment Income & Expenditure the adjustments relate to the timing differences for premiums and discounts; and
- The charge under Taxation and no-specific grant income and expenditure represents the difference between what is chargeable under statutory regulations for Council Tax and NDR that was projected to be received at the start of the year and the income recognised under generally accepted accounting practices in the Code. This is a timing difference as any difference will be brought forward in future Surpluses or Deficits on the Collection Fund.
- Financing and Investment Income & Expenditure – the statutory charges for capital i.e. Minimum Revenue Provision and other revenue contributions are deducted from other income and expenditure as these are not chargeable under generally accepted accounting practices; and

NOTES TO THE MAIN FINANCIAL STATEMENTS

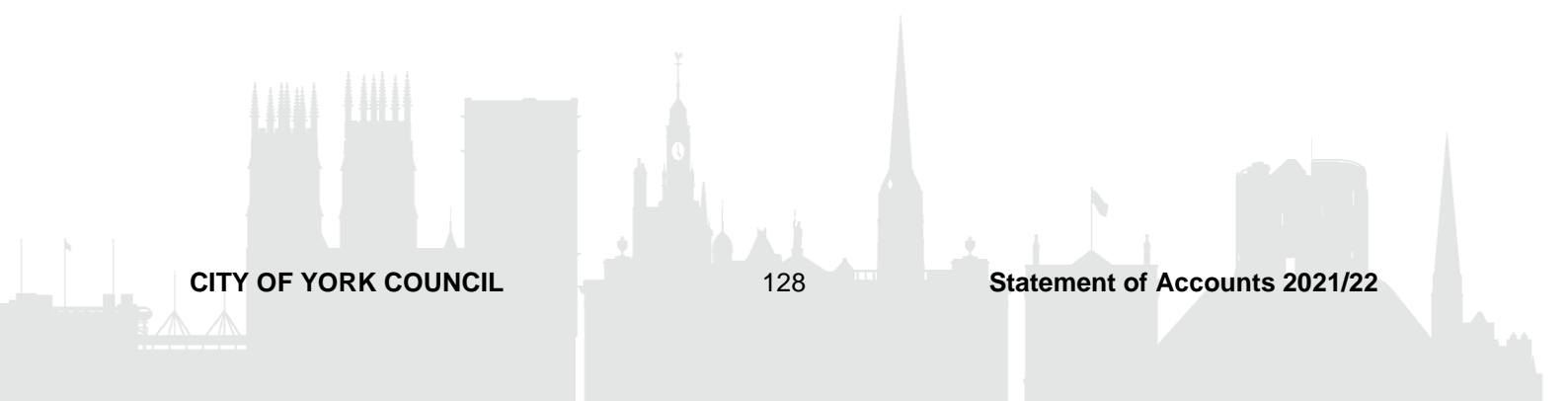
2020/21
Restated

2021/22

Adjustments for Capital Purposes £000	Net change for the Pensions Adjustments £000	Other Differences £000	Total Adjustments £000	Adjustments from General Fund to arrive at the Comprehensive Income and Expenditure Statement amounts	Adjustments for Capital Purposes £000	Net change for the Pensions Adjustments £000	Other Differences £000	Total Adjustments £000
4	388	(2,862)	(2,470)	Public Health	4	843	1,850	2,697
12,712	552	(15,450)	(2,186)	Housing Revenue Account	9,278	1,043	(25,830)	(15,509)
670	2,409	(2,324)	755	Adult Social Care and Integration	2,082	2,676	18	4,776
3,667	2,375	5,607	11,649	Children and Education	1,778	4,650	(4,291)	2,137
9,215	2,145	(3,966)	7,394	Place	11,232	6,113	(3,786)	13,559
-	3,981	(17,805)	(13,824)	Corporate Services and Governance	13	4,290	(5,214)	(911)
2,246	-	71	2,317	Customer and Communities	3,710	3,149	871	7,730
28,514	11,850	(36,729)	3,635	Net Cost of Services	28,097	22,764	(36,382)	14,479
				Other Income and Expenditure from the Expenditure and Funding Analysis	(14,231)	3,159	(48)	(11,120)
(11,801)	3,105	2,480	(6,216)	Difference between General Fund surplus or deficit and Comprehensive Income and Expenditure Statement Surplus or Deficit on the Provision of Services	13,866	25,923	(36,430)	3,359
16,713	14,955	(34,249)	(2,581)					

OTHER STATEMENTS

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HOUSING REVENUE ACCOUNT

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Income and Expenditure Statement:

	Note	2021/22 £000's	2020/21 £000's
Income			
Dwellings Rents	(3)	(31,517)	(31,008)
Non-dwelling rents		(429)	(410)
Charges for Services and Facilities		(2,323)	(1,176)
Contributions Towards Expenditure		(328)	(2,256)
Total Income		(34,597)	(34,850)
Expenditure			
Repairs and maintenance		7,976	7,198
Supervision and management		11,769	10,061
Rents, Rates, Taxes and Other Charges		500	474
Depreciation, impairment and revaluation losses of non-current assets	(6)	9,278	12,681
Debt Management Costs		53	58
Movement in the allowance for bad debts	(4)	357	324
Total Expenditure		29,933	30,796
Net Cost of Services included in the Comprehensive Income and Expenditure Statement		(4,664)	(4,054)
Share of Corporate Costs			
HRA share of other amounts included in the Council's Net Cost of Services but not allocated to specific services		2	(9)
Net Cost of HRA Services		(4,662)	(4,063)
HRA share of operating income and expenditure included in the Comprehensive Income and Expenditure Statement:			
Payments to the Government Housing Capital Receipts pool		1,179	1,179
Payments to the Government Housing Capital Receipts pool - prior year repayments		-	-
(Gain) or loss on sale of HRA non-current assets		(2,448)	(1,253)
Interest payable and similar charges		4,382	4,357
Interest and investment income		(27)	(131)
Pensions interest cost and expected return on pension assets	(5)	133	128
Capital grants and contributions receivable		(3,481)	(1,192)
(Surplus)/Deficit on Provision of Services		(4,924)	(975)

Movement on the HRA Statement

	2021/22 £000's	£000's	2020/21 £000's	£000's
Balance on the HRA at the end of the previous year		(28,832)		(26,400)
(Surplus)/Deficit for the year on the HRA Income and Expenditure Statement	(4,924)		(975)	
Adjustments between accounting basis & funding basis under regulations				
Depreciation and impairment charges	(9,278)		(12,681)	
Capital grants applied in year	979		2,894	
Transfer to Capital Grants Reserve	2,503		-	
Non-current assets written off	(14,670)		(6,450)	
Capital Expenditure funded by the HRA	3,439		4,906	
Income from non-current asset sales	17,119		7,702	
Transfer from Capital Receipts Reserve	(1,279)		(1,239)	
Transfer to Capital Receipts Reserve	-		-	
Depreciation costs met by MRR	8,906		8,408	
Retirement benefits	1,620		1,170	
Pension payments	(2,796)		(1,850)	
Net Increase/Decrease before Transfers to or from reserves	1,619	-	1,885	-
Transfers to/(from) reserves	(2,356)		(4,317)	
(Increase)/Decrease in Year on the HRA		(737)		(2,432)
Balance on the HRA at the end of the current year		(29,569)		(28,832)

1. SIGNIFICANCE OF THE STATUTORY HOUSING REVENUE ACCOUNT

The HRA Income and Expenditure Account shows the economic cost in the year of providing housing services in accordance with generally accepted accounting practices, rather than the amount to be funded from rents and government grants. Councils charge rents to cover expenditure in accordance with regulations; this may be different from the accounting cost. The increase or decrease in the year, on the basis on which rents are raised, is shown in the Movement on the Housing Revenue Account Reserve.

The surplus or deficit on the HRA Income and Expenditure Account is the best measure of the Council's operating financial performance for the year for HRA services. However, the statutory surplus or deficit on the Statutory HRA is also an important amount since it indicates whether the Council added to or drew from the brought forward balance on its Statutory HRA Reserve during the year. This in turn, affects the amount of the balance on the HRA that the Council can take into account when determining its spending plans on HRA services for the following year.

There is a surplus of £4.924m (2020/21 surplus of £0.975m) on the Housing Revenue Account Income and Expenditure Account, this reduces to a surplus of £0.737m (2020/21 surplus of £2.432m) for the year on the Statutory Housing Revenue Account.

2. LEGISLATIVE BACKGROUND

The Housing Revenue Account (HRA) shows the major elements of housing revenue expenditure to reflect the Council's activities as landlord: maintenance, administration and capital financing costs, and how these are met by rents and other income. There is also a statutory requirement to show revenue financing of any HRA capital expenditure within the account.

The Local Government and Housing Account 1989 sets out the framework for ring-fencing the HRA, thereby preventing rents being subsidised from the general income of the Council and vice versa.

3. GROSS RENTS

Gross rental income is the total amount due for the year before the allowance for voids of £1,027k (2020/21 £869k) which represents 3.16% (2020/21 2.72%) of the gross rental income including charges for services. The average weekly rent for 2021/22 was £80.80 compared to £79.83 in 2020/21.

Assistance with rents is available under the Housing Benefits Scheme for those on low incomes. The cost of rebates granted is met by the Council's General Fund not by the HRA

	2021/22 £000's	2020/21 £000's
Rents due from Tenants	(22,950)	(21,452)
Rents remitted by Rent Rebates through the Housing Benefit System	(9,594)	(10,425)
Total Gross Rental Income	(32,544)	(31,877)
Less void loss	1,027	869
Net Dwelling Rental Income	(31,517)	(31,008)

The Council was responsible for managing 7,588 dwellings at 31 March 2022. In addition a further 245 properties were managed on behalf of a Housing Association and 43 properties on behalf of private landlords through the social lettings agency, Yorhome, although these properties are not part of the HRA stock.

The HRA dwelling stock was made up as follows:

	2021/22	2020/21
Houses	3,490	3,538
Bungalows	490	480
Flats, Bedsits & Maisonettes	3,469	3,451
Hostel Places	63	56
Shared Ownership*	76	58
	7,588	7,583

*This is the total number of properties in which the Council holds an equity share - the retained proportion of each property will vary.

The changes in the HRA dwelling stock within the year can be summarised as follows:

	2021/22	2020/21
Stock at 31st March	7,583	7,574
Dwelling Sales	(74)	(46)
Shared Ownership Freehold sales	(1)	-
Additions to Council dwelling stock	55	25
Additions to Shared ownership stock	19	27
Temporary use of additional Hostel units	7	3
Re-categorised to HRA non-dwelling stock	(1)	-
	7,588	7,583

The figures for 2020/21 have been updated to show a net increase of 2 properties.

4. RENT ARREARS

The arrears as at 31 March for rent not paid to the Council are shown in the table below. During 2021/22 rent arrears as a proportion of gross rent income have increased from 4.70% of the amount due to 5.50%.

		2021/22	2020/21
		£000's	£000's
Arrears at 31 March	- Current tenants	1,475	1,260
	- Former tenants	315	242
Amounts Written Off during the Year		77	93
Increased/(Reduced) Impairment Allowance during the Year		342	315
Impairment Allowance		1,300	1,035

The rent arrears as a proportion of gross rent income split between current and former tenants is shown in the following table:

	2021/22	2020/21
	%	%
Dwelling rent arrears as a % of gross rent debit		
- Current tenants	4.53%	3.95%
- Former tenants	0.97%	0.76%
	5.50%	4.70%

An Impairment Allowance is made for the expected credit loss that maybe incurred on rechargeable repairs. The arrears figures are as follow:

	2021/22	2020/21
	£000's	£000's
Arrears at 31 March	38	29
Amounts Written Off during the Year	(8)	(1)
Increased/(Reduced) Impairment Allowance during the Year	15	10
Impairment Allowance	45	38

5. IAS19 TRANSACTIONS FOR THE HRA

The HRA share of pension adjustments is based on the proportion of employees charged to the HRA. The IAS19 transactions included in the HRA are shown in the following table:

	2021/22	2020/21
	£000's	£000's
Income and Expenditure Account Entries		
Net Cost of HRA Services		
Current service cost	1,620	1,170
Past service cost	9	11
Administration Expenses	17	17
Curtailment Cost	-	-
	1,646	1,198
Financing and Investment Income and Expenditure		
Interest cost	924	803
Expected return on assets in the scheme	(791)	(675)
	133	128
Net Charge to the Income and Expenditure Account	1,779	1,326

Statement of Movement on the Housing Revenue Account Balance Entries

Reversal of net charges made for retirement benefits		
Contribution to/(from) Pensions Reserve	(2,382)	(1,972)
Actual amount charged to the Housing Revenue Account for Pensions in the year	603	646

6. CONTRIBUTION TO/(FROM) MAJOR REPAIRS RESERVE (MRR)

Councils are required by an amendment to the Accounts and Audit Regulations 1996, to establish and maintain an MRR. The main credit to the reserve is an amount equivalent to the total depreciation charges for all HRA assets.

Councils are also able to charge capital expenditure directly to the reserve. The following table shows the depreciation charged during the year:

	2021/22	2020/21
	£000's	£000's
Dwellings	8,058	7,884
Other Land and Buildings	813	494
Intangible assets	3	4
Plant, Vehicles & Equipment	34	30
Infrastructure	1	-
	8,909	8,412
Reversal of Revaluation loss/Impairment	369	4,269
	9,278	12,681

As well as the depreciation credit which must be transferred back to the HRA, councils can also charge capital expenditure directly to the MRR. The following table shows the movement in the year:

	2021/22	2020/21
	£000's	£000's
Balance at 1 April	(3,777)	(4,720)
Depreciation on HRA dwellings	(8,058)	(7,884)
Depreciation on other HRA assets	(847)	(524)
Capital expenditure on houses within the HRA charged to the reserve	12,185	9,351
Balance at 31 March	(497)	(3,777)

7. MOVEMENT OF PROPERTY, PLANT AND EQUIPMENT

The HRA owns land, houses and other property where the value is included in the Council's balance sheet. The Council dwellings are revalued annually on 1st April to comply with Housing Resource Accounting requirements, however this year a further desktop valuation was completed on 31st March 2022 due to the significant changes in the housing market during the year. The analysis of the movement on the HRA element of the tangible non-current assets is as follows:

2021/22 Movement of Property, Plant and Equipment

	Council dwellings £000's	Other land and buildings £000's	Vehicles, plant furniture & equipment £000's	Infra-structure Assets £000's	Communi-ty Assets £000's	Surplus £000's	Assets under Cons-truction £000's	Total Property, plant & Equipment £000's
Cost or Valuation (GCA)								
At 1 April 2021	484,542	31,891	289	42	-	456	27,145	544,365
Additions	14,498	1,714	60	-	-	-	12,181	28,453
Acc Dep & Imp WO to GCA	(15,942)	(792)	-	-	-	-	-	(16,734)
Revaluation increases/(decreases) recognised in the Revaluation Reserve	20,689	1,274	-	-	-	113	-	22,076
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services Derecognition - Disposals	(129)	(240)	-	-	-	-	-	(369)
Assets reclassified (to)/from Held for Sale	-	-	-	-	-	-	-	-
Other movements in Cost or Valuation	9,804	(830)	43	(25)	-	700	(10,048)	(356)
At 31 March 2022	508,425	32,120	392	17	-	1,269	20,542	562,765
Accumulated Depreciation & Impairment								
At 1 April 2021	(7,884)	(29)	(50)	(9)	-	-	-	(7,972)
Depreciation Charge for 2021/22	(8,058)	(813)	(34)	(1)	-	-	-	(8,906)
Acc. Depreciation WO to GCA	15,942	792	-	-	-	-	-	16,734
Other movements in Depreciation and Impairment	-	-	-	2	-	-	-	2
At 31 March 2022	-	(50)	(84)	(8)	-	-	-	(142)
Net Book Value								
At 31 March 2022	508,425	32,070	308	9	-	1,269	20,542	562,623
At 31 March 2021	476,658	31,862	239	33	-	456	27,145	536,393

2020/21 Movement of Property, Plant and Equipment

	Council dwellings £000's	Other land and buildings £000's	Vehicles, plant furniture & equipment £000's	Infra-structure Assets £000's	Communi-ty Assets £000's	Surplus £000's	Assets under Cons-truction £000's	Total Property, plant & Equipment £000's
Cost or Valuation (GCA)								
At 1 April 2020	481,558	18,784	289	42	-	88	27,920	528,681
Additions	11,297	6,342	-	-	-	-	16,639	34,278
Acc Dep & Imp WO to GCA	(7,928)	(484)	-	-	-	-	-	(8,412)
Revaluation increases/(decreases) recognised in the Revaluation Reserve	(426)	786	-	-	-	208	-	568
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services Derecognition - Disposals	-	(4,287)	-	-	-	-	(13)	(4,300)
Assets reclassified (to)/from Held for Sale	-	-	-	-	-	-	-	-
Other movements in Cost or Valuation	3,072	14,169	-	-	-	160	(17,401)	-
At 31 March 2021	484,542	31,891	289	42	-	456	27,145	544,365
Accumulated Depreciation & Impairment								
At 1 April 2020	(7,928)	(19)	(20)	(9)	-	-	-	(7,976)
Depreciation Charge for 2020/21	(7,884)	(494)	(30)	-	-	-	-	(8,408)
Acc. Depreciation WO to GCA	7,928	484	-	-	-	-	-	8,412
Other movements in Depreciation and Impairment	-	-	-	-	-	-	-	-
At 31 March 2021	(7,884)	(29)	(50)	(9)	-	-	-	(7,972)
Net Book Value								
At 31 March 2021	476,658	31,862	239	33	-	456	27,145	536,393
At 31 March 2020	473,630	18,765	269	33	-	88	27,920	520,705

8. VACANT POSSESSION VALUE OF COUNCIL DWELLINGS

In accordance with the Department for Levelling Up, Housing and Communities guidance, council house valuations are reduced from an open market value by a regional adjustment factor in recognition of their status as social housing. The adjustment factor is 41%. The council recognises council dwellings at a value of £508.43m (2020/21 £472.98m) on the balance sheet. The vacant possession value of the council dwellings at 31st March 2022 was £1,215.029m (2020/21 £1,136.119m). The difference between vacant possession value and balance sheet value of dwellings shows the economic cost of providing council housing at less than market rents.

9. SUMMARY OF CAPITAL EXPENDITURE AND FINANCING

The capital expenditure to be financed in 2021/22 is £27.889m (2020/21 £33.861m). The analysis of the expenditure and the sources of financing used are set out in the following table:

	2021/22				2020/21			
	Dwellings £000's	Equipment £000's	Intangibles £000's	Total £000's	Dwellings £000's	Equipment £000's	Intangibles £000's	Total £000's
Total capital expenditure	28,594	1	184	28,779	28,594	1	184	28,779
Financing								
Capital Receipts	(11,002)			(11,002)	(16,712)			(16,712)
Major Repairs Reserve	(12,185)			(12,185)	(9,351)			(9,351)
Grants Revenue	(877)			(877)	(1,158)			(1,158)
Contributions	(3,032)		(407)	(3,439)	(4,770)	-	(134)	(4,904)
Other Contributions	(386)			(386)	(1,736)			(1,736)
	(27,482)	-	(407)	(27,889)	(33,727)	-	(134)	(33,861)

10. CAPITAL RECEIPTS

In accordance with Part 1 of the Local Government Act 2003 housing capital receipts are subject to capital pooling requirements. A proportion of dwelling receipts can be retained with the remainder paid to the Government. However, 100% of the value of land sales may be retained if it is to be used for affordable housing. The receipts received can be analysed as follows:

	2021/22			2020/21		
	Council	Other	Total	Council	Other	Total
	Dwellings £000's	Properties £000's		Dwellings £000's	Properties £000's	
Sales proceeds	(7,159)	(9,904)	(17,063)	(4,206)	(3,419)	(7,625)
less: administrative costs	96		96	60		60
Net proceeds	(7,063)	(9,904)	(16,967)	(4,146)	(3,419)	(7,565)
Right to buy discount repaid	(56)		(56)	(77)		(77)
Mortgage principal repaid						
	(7,119)	(9,904)	(17,023)	(4,223)	(3,419)	(7,642)
of which:						
Usable	(5,940)	(9,904)	(15,844)	(3,044)	(3,419)	(6,463)
Payable to Housing Pooled Capital Receipts	(1,179)		(1,179)	(1,179)		(1,179)
	(7,119)	(9,904)	(17,023)	(4,223)	(3,419)	(7,642)

11. INVESTMENT PROPERTIES

There are no restrictions on the Council's ability to realise the value inherent in its investment property or on the Council's right to the remittance of income and the proceeds of disposal. The Council has no contractual obligations to purchase, construct or develop investment property or repairs, maintenance or enhancement.

The following table summarises the movement in the fair value of investment properties over the year:

	2021/22	2020/21
	£000's	£000's
Balance 1 April	71	40
Additions	-	-
Disposals	-	-
Net gain or loss on Fair Value	-	31
Transfers:		
- To / From Property, Plant & Equipment	-	-
Balance 31 March	71	71

12. ASSETS HELD FOR SALE

There were no HRA Assets held for sale in 2021/22 or 2020/21.

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COLLECTION FUND



INCOME AND EXPENDITURE ACCOUNT

	Note	2021/22 Business Rates £000	2021/22 Council Tax £000	2021/22 Total £000	2020/21 Total £000
Income					
Council Tax Receivable	2		(121,994)	(121,994)	(117,449)
Business Rates Receivable	3	(73,968)		(73,968)	(33,278)
Total Income		(73,968)	(121,994)	(195,962)	(150,727)
Expenditure					
Apportionment of Prior Year Surplus					
Central Government		(34,403)		(34,403)	546
City of York Council		(34,149)	-	(34,149)	(455)
North Yorkshire Police & Crime Commissioner			-	-	-
North Yorkshire Fire & Rescue Authority		(692)	-	(692)	1
		(69,244)	-	(69,244)	92
Precepts, Demands and Shares					
Central Government		52,838		52,838	52,224
City of York Council		51,782	98,051	149,833	144,987
Parish Councils			807	807	799
North Yorkshire Police & Crime Commissioner			18,300	18,300	18,023
North Yorkshire Fire & Rescue Authority		1,057	5,005	6,062	5,973
		105,677	122,163	227,840	222,006
Disregarded amounts - Enterprise Zone growth					
		-		-	-
Charges to Collection Fund					
Write Offs			143	143	348
Interest on refunds				-	-
Increase/(Decrease) in Bad Debt Provision		(163)	757	594	2,075
Increase/(Decrease) in Provision for Appeals		1,566		1,566	1,634
Appeals charged to the Collection Fund		(1,566)		(1,566)	(1,434)
Cost of Collection		289		289	290
Transitional Protection		1,481		1,481	1,092
		1,607	900	2,507	4,005
Total Expenditure		38,040	123,063	161,103	226,103
(Surplus)/Deficit Arising In Year		(35,928)	1,069	(34,859)	75,376
(Surplus)/Deficit Brought Forward		73,919	1,978	75,897	521
(Surplus)/Deficit Carried Forward		37,991	3,047	41,038	75,897

1. LEGISLATIVE BACKGROUND

This fund is an agent's statement that reflects the statutory obligation, under the Local Government Finance Act 1988, for billing authorities (i.e. City of York Council) to maintain a separate Collection Fund. This is a fund specifically for the collection and distribution of amounts due in respect of Council Tax and National Non-Domestic Rates (NNDR).

The statement shows the transactions of the Council in relation to the collection from taxpayers of sums due for council tax and NNDR, and their distribution to the Council, North Yorkshire Police and Crime Commissioner (NYPCC), North Yorkshire Fire and Rescue Authority (NYFRA), parish councils and central government.

2. COUNCIL TAX

The Council Tax is a charge on domestic property. Each property has been independently valued and put into one of eight bands (A to H). The charge for each property is calculated by reference to the 'band' charge. The Council Tax base for 2021/22 was 67,511.6 (67,813.1 in 2020/21).

In order to calculate the charge to be levied the estimated number of properties for each band for the year is converted to a Band D Equivalent figure (e.g. 20 band H properties is equivalent to 40 band D properties - 20 x 18/9). A new band, band A reduced, was introduced by the government to allow a discount to be given to those people who are entitled to a one-band discount but who live in a band A property.

This gives the tax base for the Council. The valuation bands, the Band D equivalent figures originally estimated for the year, the year-end Band D equivalent figures and the 2021/22 charges are included in the table below.

In addition, the government makes a contribution for properties classed as "Crown" properties in lieu of paying Council Tax. These contributed £604k (2020/21 £587k) to the Council Tax income.

Property Band	Property Value	Estimated Chargeable dwellings	Proportion of Band D	Estimated Tax Base	Average Charge In Year
A reduced	up to £40,000	15.8	5/9	8.8	£998.64
A	up to £40,000	7,373.3	6/9	4,915.5	£1,198.37
B	£40,000 to £52,000	19,043.6	7/9	14,811.7	£1,398.10
C	£52,000 to £68,000	21,887.6	8/9	19,455.6	£1,597.83
D	£68,000 to £88,000	11,710.9	9/9	11,710.9	£1,797.56
E	£88,000 to £120,000	6,961.2	11/9	8,508.1	£2,197.02
F	£120,000 to £160,000	3,318.6	13/9	4,793.5	£2,596.48
G	£160,000 to £320,000	1,679.8	15/9	2,799.7	£2,995.93
H	over £320,000	84.7	18/9	169.3	£3,595.12
TOTAL		72,075.4		67,173.1	
Crown Properties				338.5	
Taxbase for the calculation of Council Tax				67,511.6	

The impact of Covid-19 continues to reduce the Council Tax amount collectable due to an increased number of applicants for council tax support prior to Covid. The in year collection rate has increased slightly to 96.58% compared to last year of 96.4%, but is still below pre Covid levels. It should be noted that the majority of amounts not collected in year are usually collected in the following financial year.

Outstanding arrears that are irrecoverable are written off against the provision for bad and doubtful debts made in prior years, although wherever possible action continues to be taken to recover as much of these sums as possible. During the year arrears of £143k (2020/21 £384k) were written off against the impairment allowance for non-collection. An annual assessment of the level of arrears and their age and recoverability, the amount to be provided as provision for future write-offs and the value of outstanding appeals against the council tax band that has been awarded for new properties is undertaken. Following this exercise the level of provision set-aside against the impairment allowance for non-collection on the current level of arrears was increased by £1,566k (increase in 2020/21 of £1,784k). The bad debt provision is currently much higher than it was pre Covid, but this is considered prudent at this stage.

3. INCOME FROM BUSINESS RATES

Under the arrangements for business rates, the Council collects NNDR for its area based on the local rateable value multiplied by a uniform rate. The rateable value at 31 March 2022 was 255,734,051 (2020/21 255,784,673) and the rate for 2020/21 was 51.2p (2020/21 51.2p), with a reduction to 49.9p (2020/21 49.9p) for small businesses. The Council has no control over these values.

The current business rates retention scheme aims to give Council's a greater incentive to grow businesses but also increases the financial risk due to volatility and non- collection rates. Instead of paying NNDR to a central pool, local authorities retain a proportion of the collectable rates due. In 2021/22 as a member of the Leeds City Region (LCR) Business Rates pool, the Council retains 49% and the remainder is distributed to central government (50%) and the preceptors which in the case of York is 1% to North Yorkshire Fire and Rescue Authority (NYFRA).

The business rates shares payable for 2021/22 were estimated before the start of the financial year as £52.838m (£52.224m in 2020/21) to central government, £1.057m (£1.044m in 2020/21) to NYFRA and £51.782m (£51.179m in 2020/21) to City of York Council. These sums have been paid in 2021/22 and charged to the Collection Fund in year.

There continues to be a significant impact on the business rates account due to Covid-19. As part of central government's support for business, reductions were applied to business rate bills, which account for the significant deficit on the NNDR collection fund account since less rates were billed and therefore collected. The reduction applied by central government was reimbursed to the Council through the General Fund account. The deficit on the collection fund is offset by additional grant income on the General Fund account. The total income from business rate payers collected in 2021/22 was £73.968m (£33.278m in 2020/21). The government support in 2020/21 was much higher, which explains the difference between the two financial years.

In 2020/21 there was a significant reduction in the in year collection rate due to Covid-19. This has improved in 2021/22 to 96.38% compared to last year of 90.0%. However, this is still below pre Covid-19 rates. It should be noted that the majority of amounts not collected in year are usually collected in the following financial year. To reflect the improvement in collection rate, the impairment allowance for non-collection has decreased by £163k (increase of £291k in 2020/21).

In addition to the local management of business rates, authorities are expected to finance appeals made in respect of rateable values as defined by the Valuation Office Agency (VAO) and hence business rates outstanding as at 31 March 2021. As such, authorities are required to make a provision for these amounts. Appeals are charged and provided for in proportion of the precepting shares. The increase in provision charged to the collection fund for 2021/22 has been calculated at £1,566k.

4. DISTRIBUTION OF YEAR END (SURPLUS)/DEFICIT

As set out in note 1 the year-end (surplus)/deficit is distributed to Central Government, City of York Council, the North Yorkshire Police and Crime Commissioner (NYPCC) and the North Yorkshire Fire and Rescue Authority (NYFRA).

	2021/22	2021/22	2021/22	2020/21
	Business	Council	Total	Total
	Rates	Tax	£'s	£'s
	£'s	£'s		
Central Government	18,995,634	-	18,995,634	36,740,316
City of York Council	18,615,719	2,464,115	21,079,834	38,040,328
North Yorkshire Police Authority	-	459,114	459,114	296,326
North Yorkshire Fire and Rescue Authority	379,913	123,510	503,423	820,242
	37,991,266	3,046,739	41,038,005	75,897,212

DRAFT

ANNUAL GOVERNANCE STATEMENT



DRAFT ANNUAL GOVERNANCE STATEMENT – November 2022

Introduction

City of York Council is a unitary Council with 47 councillors elected for a four year term (2019-2023) to represent 21 local wards. The Executive is formed from a partnership of the Liberal Democrats and the Green Party. The current make-up of the Council is as follows:

- 21 Liberal Democrat
- 17 Labour
- 3 Green Party
- 2 Conservatives
- 2 York Independents
- 2 Independent

There are 31 Parish and Town Councils established within the boundary of City of York Council.

The Council is now recovering from the impact of the COVID -19 Pandemic in 2020/2021, which started in York with the first cases in the UK on 31 January 2020.

What is Governance in City of York Council?

City of York Council, hereafter referred to as “the Council”, is responsible for ensuring that its business is conducted in accordance with:

- the law and proper standards;
- that public money is safeguarded and properly accounted for and used economically, efficiently and effectively on behalf the of York council taxpayers.

The Council also has a duty under the Local Government Act 1999 to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.

In order to discharge this responsibility, the Council must put in place proper arrangements for the governance of its affairs.

Governance is about how we ensure we are doing the right things, in the right way, for the right people in a timely, inclusive, open, honest and accountable manner. Good governance leads to effective:

- Leadership and management;
- Performance and risk management;
- Stewardship of public money for York council taxpayers; and
- Public engagement and outcomes for residents and service users.

The Council has adopted a Local Code of Corporate Governance which is consistent with the seven principles set out in “proper practice” for the public sector, namely Delivering Good Governance in Local Government: Framework published by CIPFA/SOLACE 2016.

The overall aim of the Local Code of Corporate Governance is to ensure that:

- Resources are directed in accordance with agreed policy and according to priorities;
- There is sound and inclusive decision making;
- There is clear accountability for the use of those resources in order to achieve desired outcomes for service users and communities.

A copy of our Local Code is available on our website at www.york.gov.uk/CorporateGovernance

This Annual Governance Statement, hereafter referred to as “AGS” for 2021-2022 demonstrates how we have complied with our local code and met the requirements of Regulation 6(1)(b) of the Accounts and Audit Regulations 2015, which requires us to prepare an annual governance statement.

This AGS also takes into account the guidance issued by CIPFA Bulletin 10 which advises that authorities should continue to consider the impact of the COVID -19 pandemic on their governance arrangements.

What is the purpose of our Governance Framework?

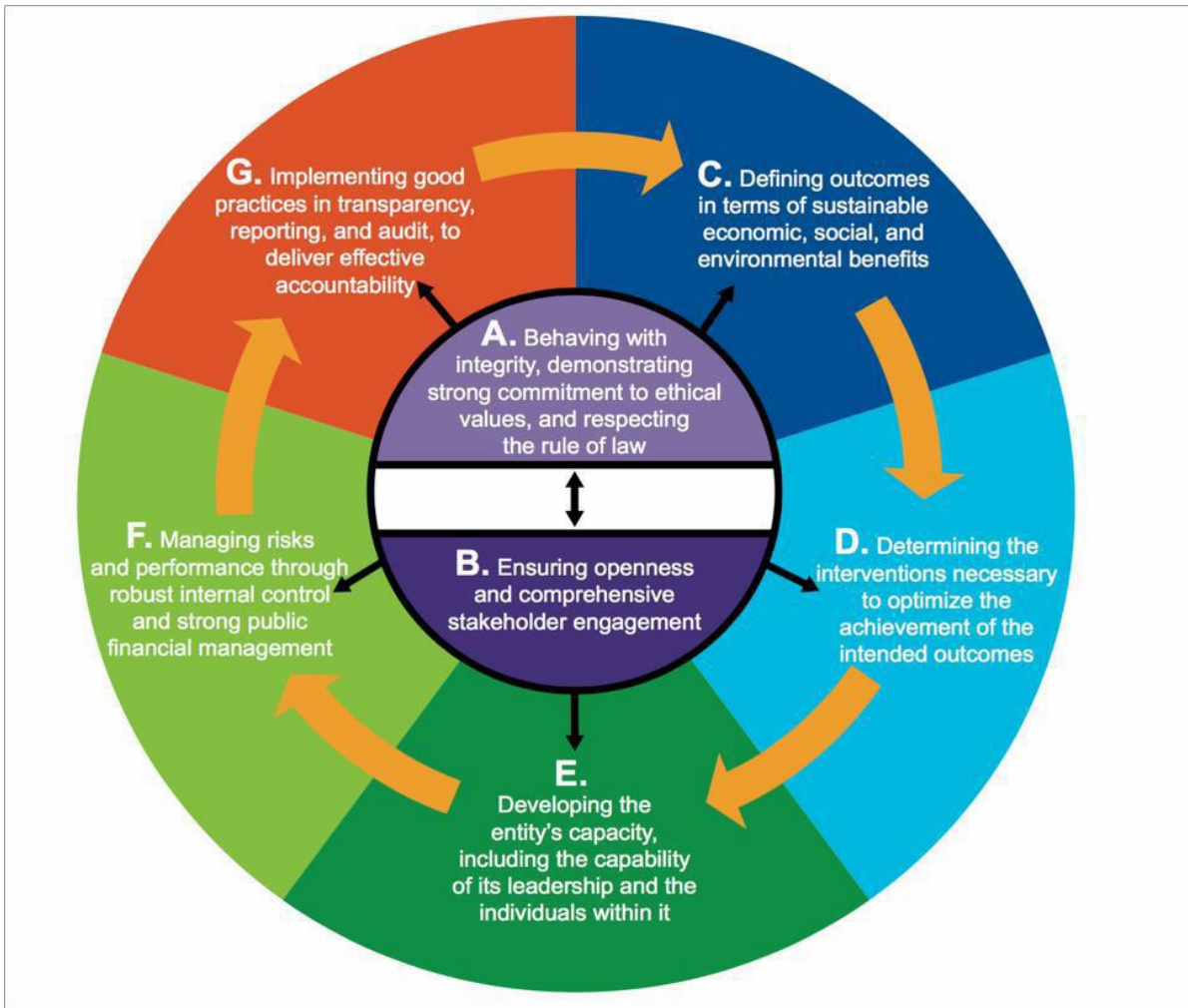
Our governance framework aims to ensure that in conducting our business, we:

- operate in a lawful, open, inclusive and honest manner;
- make sure public money is safeguarded, properly accounted for and spent wisely;
- have effective arrangements in place to manage and control risk;
- secure continuous improvements in the way we operate.

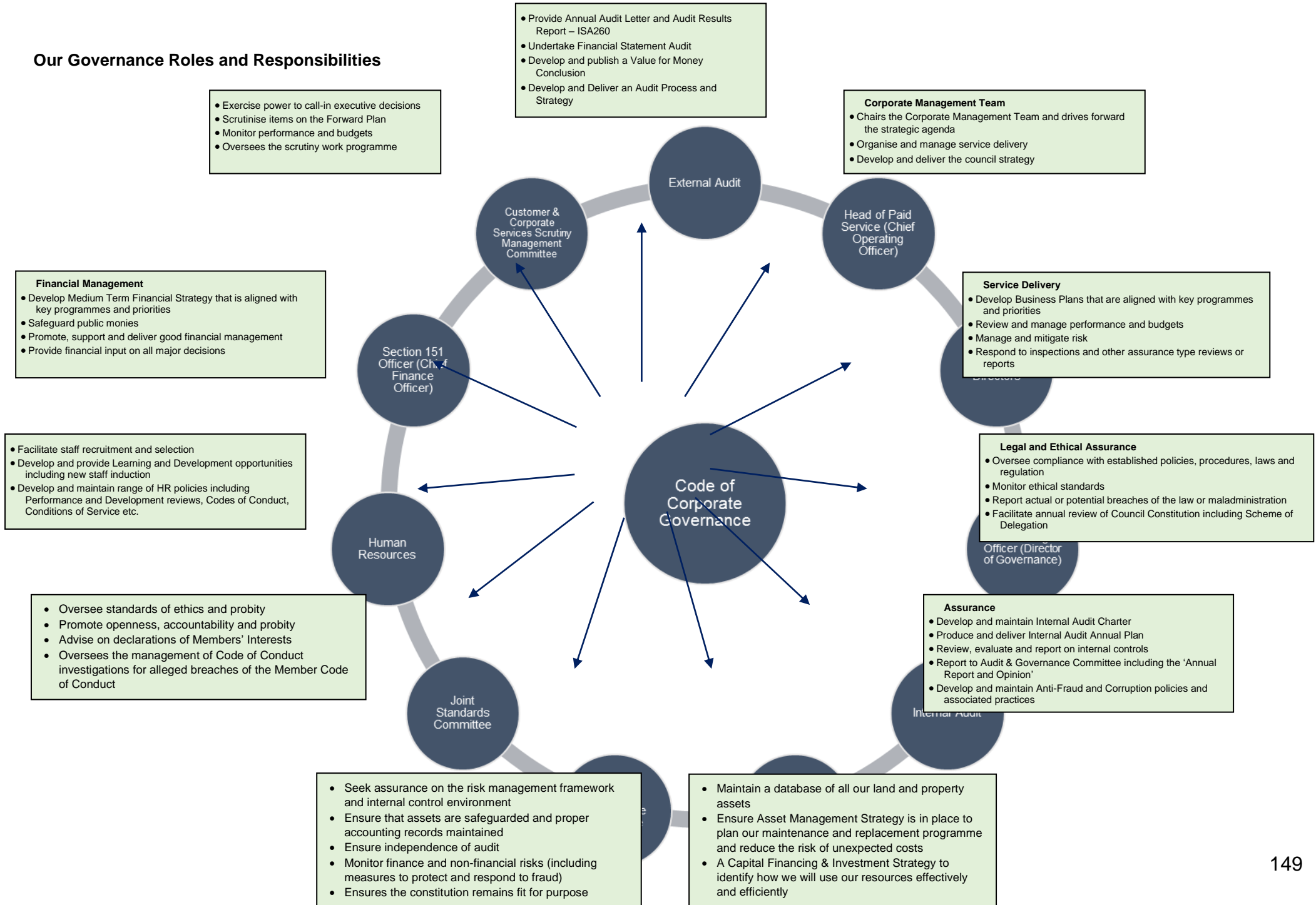
Our governance framework is comprised of the culture, values, systems and processes by which we are directed and controlled. It brings together an underlying set of legislative and regulatory requirements, good practice principles and management processes.

Our system of internal control is a significant part of the framework and is designed to manage risk to a reasonable level. It cannot eliminate all risk of failure to achieve policies, aims and objectives and can, therefore, only provide reasonable and not absolute assurance of effectiveness. The system of Internal Control is based on an on-going process designed to identify and prioritise risks, evaluate the likelihood and impact should risks be realised, and efficiently, effectively and economically manage such risks.

The "Delivering Good Governance" framework below envisages it will be a continuous process of seven principles with a core of A and B being about the behaviours of integrity demonstrating a strong commitment to ethics and respecting the rule of law with practices being carried out in the spirit of openness and comprehensive stakeholder engagement.



Our Governance Roles and Responsibilities



What is our Governance Framework?

<p><i>What we do</i></p> <p>Constitution and decision making framework</p> <p>Finance and Contract Procedure Rules</p> <p>Roles and Responsibilities</p> <p>Policy Framework</p> <p>Promote Employee Standards</p>	<p><i>How we deliver</i></p> <p>Executive and scrutiny framework</p> <p>Project management</p> <p>Risk management</p> <p>Performance management</p>
<p><i>How we set priorities for change</i></p> <p>Medium Term Financial Strategy</p> <p>Community Engagement</p> <p>Partnership working/framework</p> <p>Strategic planning</p>	<p><i>How we behave</i></p> <p>Codes of conduct</p> <p>Employee values</p> <p>Leadership behaviours</p> <p>Whistleblowing, Standards and complaints procedures</p> <p>Behavioural standards</p>

What Does Our Governance Assurance Framework look like?

Good assurance in any organisation provides confidence, based on sufficient evidence, that internal controls are in place and are operating effectively and that objectives are being achieved.

Our assurance framework is the structure within which Councillors and Senior Management identify the principal risks to the Council in meeting its key objectives, and through which we map out both the key controls to manage them and how they have gained sufficient assurance about the effectiveness of those controls. Our assurance framework underpins the statements made within this Annual Governance Statement.

Assurance can come from many sources:

- Internal: Self Assurance Statements, Corporate Management Team, Internal Audit Reviews, Scrutiny, Audit and Governance Committee, Service Reviews and performance intelligence, Governance Risk and Assurance Group (membership is key Statutory Officers), Corporate Governance;
- External: Inspections, External Audit, National Fraud Initiative, Partnerships, Trade Unions, stakeholders and local forums

How has this Annual Governance Statement for 2021-2022 been prepared?

In preparing this Annual Governance Statement we have:

- Reviewed our existing governance arrangements against the revised CIPFA / SOLACE 'Delivering Good Governance in Local Government framework - 2016 Edition' good practice guidance;
- Assessed the effectiveness of our governance arrangements against the Local Code of Corporate Governance;
- Review of External Assessments;
- Self-Assurance Statements from all Directors.

How do we monitor and evaluate the effectiveness of our governance arrangements?

We continue to review the effectiveness of our governance arrangements on an ongoing basis and report on the position annually. The key sources of assurance that inform this review are outlined below:

- The work of Councillors (Executive and Audit and Governance Committee) and Senior Officers (Corporate Management Team) who have responsibility for good governance;
- Consideration of the council's constitution and decision making framework;
- The three statutory officers, being the Head of Paid Service, Section 151 Officer and Monitoring Officer;
- The Head of Internal Audit's annual report on Internal Audit Activity 2021 - 2022, which provides independent assurance that key risks (financial and non-financial) are being adequately controlled and provides an opinion on the effectiveness of these arrangements;
- Consideration of any control weaknesses or issues identified by the Head of Internal Audit as part of the Audit Plan and as reported to the Audit & Governance Committee;
- Consideration of the council's counter fraud strategy and the level of conformance to the CIPFA code of practice on managing the risk of fraud and corruption;
- Regular updates to Audit and Governance Committee on the council's risk register and any other issues highlighted through the council's risk management arrangements;
- Performance monitoring of key deliverables in the Council Plan as well as key performance indicators which are reported quarterly to Executive;
- Challenge through Overview and Scrutiny (for example review of the work programmes, recommendations to the Executive, call-in's etc. as can be seen in the reports to Customer And Corporate Services Scrutiny Management Committee;
- Inspections and assessments (such as Ofsted Inspection of Local Authorities Children's Services Framework and Sector Led Improvement activity in

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Children's and Adults Services, NHS data security and protection toolkit);

- Any comments made by our External Auditors in their Value for Money Opinion;
- Recommendations and comments made by any other review agencies and inspectorates; and
- Customer insight through complaints, concerns, comments and compliments, the media and Freedom of Information/Environmental Information Regulations requests and feedback given via the public participation in council meetings.

How do we know that our arrangements are working?

The table below details the seven principles of the CIPFA/SOLACE Delivering Good Governance framework. It provides an analysis of the effectiveness of how we conform with each element of the framework, and identifies areas where improvements are required. These are then listed in the action plan at the end of the statement.

Governance Principle	Sub-Principle	Assurance on Compliance
Acting in the public interest requires a commitment to effective arrangements for:		
Principle A Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of law	1. Behaving with integrity	<ul style="list-style-type: none"> ➤ The political and managerial leadership sets the tone. ➤ Through this leadership we ensure that the required policies are put into place and monitored. The Employee Code of Conduct [reviewed and updated] forms part of the Council’s Constitution and sets out the behaviours expected of employees. ➤ The Protocol on Officer Member Relations [reviewed and updated] which forms part of the Constitution sets out the way Councillors and Officers should interact. ➤ Training is provided to Councillors who are involved in a number of committees including Licensing, Audit & Governance Committee and Planning A. Member training and development plan is in the process of being developed including Induction programme for May 2023. This is being done in recognition of comments in previous years that more training could be offered. ➤ The Council has now adopted the LGA Model Code of Conduct for Members. Both the updated Code and the Procedures supporting the application of the Code form part of the constitution. Members and key Officers have been trained on the Model Code. ➤ Joint Standards Committee produces an Annual Report to Council which includes a synopsis of Code of Conduct related complaints received during the Municipal Year in respect of Councillors (both City of York and Parish Councillors).
	2. Demonstrating strong commitment to ethical values	<ul style="list-style-type: none"> ➤ In accordance with the Localism Act 2011 we have adopted a Code of Conduct for our Councillors that is in keeping with the general principles of public life. All Councillors and co-opted Members undertake that they will observe the Code of Conduct. ➤ Training on the ethical standards framework is provided to all Councillors following the local election (which are by way of a four year cycle) however as aforementioned, training to Members is being reviewed so that a more comprehensive programme will be offered to support Member development.

		<ul style="list-style-type: none">➤ The Joint Standards Committee monitors and reviews the Councillors' Code of Conduct and prepares an annual statement to Full Council.➤ The Employee Code of Conduct provides guidance to our employees on the ethical framework within which we seek to conduct activities; and on the processes that the Council uses to ensure compliance with the highest ethical standards. City of York Council has adopted an Ethics Statement that reflects similar principles to the Nolan Principles which form the basis of the Members' Code of Conduct and it is included in the constitution.
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Governance Principle	Sub-Principle	Assurance on Compliance
	3. Respecting the rule of law	<ul style="list-style-type: none"> ➤ Codes of Conduct set out the standards of behaviour that are expected of our Councillors and Officers. Should these standards be breached they will be dealt with, either through the “Members’ Code of Conduct” complaints process or, in relation to Officers, action taken under our capability and/or disciplinary procedures. ➤ The Whistleblowing Policy adopted by the Council ensures its effectiveness from a safeguarding perspective and to make it easier for staff to raise concerns about malpractice or illegal activity. The Policy contains clear guidance about how to report a concern, who to contact and sources of internal and external support. ➤ The Whistleblowing Policy is complemented by the Counter Fraud and Corruption Policy, Fraud and Corruption Prosecution Policy, Counter Fraud Strategy, Anti-Money Laundering Policy and Anti-Bribery Policy.
Principle B Ensuring openness and comprehensive stakeholder engagement	1. Openness	<ul style="list-style-type: none"> ➤ We are committed to openness and publish information online in accordance with the provisions of the Local Government Transparency Code and the Freedom of Information Publication Scheme. ➤ We provide regular performance updates relating to information requests and complaints to management teams and the Audit & Governance Committee. ➤ We have in place procedures which allow, within certain parameters, the recording and filming of Council meetings. ➤ Only a minimal number of reports are considered in closed session (known as Part II) and for the majority of these reports there is a public facing report (known as Part I) which sets out the matter to be decided upon, but without the information that is exempt from publication.
	2. Engaging comprehensively with institutional stakeholders	<ul style="list-style-type: none"> ➤ We engage with large numbers of stakeholders. We have a comprehensive engagement system with statutory stakeholders such as the NHS, CCG, North Yorkshire Police, Fire and Rescue Service. We have further subject based stakeholders particularly regional economic developments such as the Local Enterprise Partnership (LEP), West Yorkshire Combined Authority and have strategic links with North Yorkshire County Council. Locally, we regularly engage with key institutions such as the universities, colleges, business representative and environmental groups, education system partners such as the academies, together with health and care partners in the NHS, private sector and community sector. We

		<p>have a comprehensive approach to working with key city leaders through the monthly partnership group. We also engage and consult with our Local Trade Unions in respect of employment related issues.</p> <ul style="list-style-type: none">➤ To shape the Climate Change plan, a group of sector specific stakeholders shared their views in roundtable discussions and we continue to engage with institutional stakeholders through the independent York Climate Commission.➤ We regularly engage with professional leads at the Head of Communications Group, the Higher Education Group, the Bus Group and the Sustainability Leads Group. Each of these groups provide rich insight about the challenges facing their sectors as we recover from the Coronavirus Pandemic and respond to the challenges of climate change and the cost of living.
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Governance Principle	Sub-Principle	Assurance on Compliance
	3. Engaging with individual citizens and service users effectively	<ul style="list-style-type: none"> ➤ Local focus and community engagement are successfully promoted through a number of different activities: ➤ The Talk About Panel: a group of self-selected residents who comment on surveys throughout the year, the council actively promotes engagement in the panel through too hard to reach groups and those who are underrepresented. ➤ Our Big Conversation: invites residents to participate in different on and offline engagement activities designed to inform major council strategies such as the 10 year plan, the economic development, local transport plan and climate change strategies and related action plans. This has included targeted focus groups to encourage feedback from people who don't typically engage in council consultations, such as the disabled community, LGBTQi community, younger people not in work, etc. ➤ Annual Budget plan consultation invites residents to confirm their own priorities for council spend and growth. ➤ The Council Plan was consulted on prior to publication. ➤ Major capital programmes activities are heavily consulted on allowing residents to inform the build, structure and shape of key developments across the city, influencing and adapting masterplans to meet their needs. ➤ Citizen's panel: Following a successful engagement activity that used focus groups to help set and inform waste recycling policy, we trialled a more regular approach to focus groups by inviting Talk About participants to join a citizens panel which was designed to explore key strategic issues presented through the budget consultation. We are reviewing whether to progress this for future budget consultations and have used the same approach to inform the 10 year plan. ➤ Statutory consultation also takes part in advance of all major traffic/highways schemes, changes to services and to support the Local Plan examination. ➤ Public consultation is undertaken on specific areas of service, or on matters that may have a substantive impact on residents, facilitated by our Communications and Consultation Teams. ➤ The Communications Team ensure that specific matters are promoted via the media and engage with the media over enquiries on specific matters. ➤ We have improved our comments and complaints framework (the 4Cs) and maximised the opportunities from technology e.g. Microsoft Teams to increase the channels customers can use to engage with the Corporate Governance Team. These improvements enable residents and service users to have a more flexible manner by which they can share their comments, complaints, concerns and

		<p>compliments with us. This enables us to identify themes and lessons learned for service providers across the council.</p>
<p>In addition to the overarching requirements for acting in the public interest found in principles A and B, achieving good governance also requires a commitment to, and effective arrangements for:</p>		
<p>Principle C Defining outcomes in terms of sustainable economic, social, and environmental benefits</p>	<p>1. Defining outcomes</p>	<ul style="list-style-type: none"> ➤ 10 Year Plan is being developed in partnership with city stakeholders and will respond to resident feedback ➤ Resident feedback and stakeholder engagement is informing the outcomes which will be detailed in the economic development strategy, climate change strategy (and carbon reduction action plan) together with the Local Transport Strategy – all currently in development and due for publication in the Autumn. ➤ Delivery of partnership priorities through partnership boards and strategies (for example Health and Well-being strategy, Children and Young People’s Plan). ➤ The Council Plan 2019-2023 “Making History, Building Communities” describes our 9 corporate priorities, the actions we will take to deliver these, together with key success measures (sharing what will be different in 2023) and how we will monitor progress. The Council Plan has recently been updated to recognise the impact of the Coronavirus Pandemic, note those actions that are delivered and enhance actions that have changed as a result of the pandemic, with a focus on accelerating recovery and improving the health and wellbeing of residents. ➤ The fourth Monitor report presented to Executive provides an annual report with evidence about the council plan achievements and progress made in delivering the priorities and demonstrating value for money. ➤ Pre-decision scrutiny through the Customer and Corporate Services Scrutiny Management Committee is increasing which means that recommendations from scrutiny are received by the Executive so as to ensure greater degrees of effectiveness and challenge to the Executive’s decision making. ➤ A more robust Medium Term Financial Plan (MTFP) which aligns available resources to the activities of the Council Plan and setting out the financial plans for the next 3-4 years is currently being developed.

Governance Principle	Sub-Principle	Assurance on Compliance
	2. Sustainable economic, social and environmental benefits	<ul style="list-style-type: none"> ➤ Service plans have been agreed which include clear objectives, measures and risks that are actively managed during the year and inform the setting of individual objectives. ➤ Service plans feed into and align with both Directorate plans and in response to the Council Plan's priorities.
Principle D Determining the interventions necessary to optimise the achievement of the intended outcomes	1. Determining interventions	<ul style="list-style-type: none"> ➤ Corporate Management Team and Executive review the council's performance on a quarterly basis. ➤ Review and challenge through directorate management team (DMTs) led Improvement Boards in key areas and regularly reporting to Corporate Management Team in respect of provision of children's and adults services. Peer reviews are undertaken where necessary and appropriate to inform senior leaders ➤ Creation of cross council performance groups (e.g. enhanced corporate support for Adult Social Care provision). ➤ Quality assurance - examples of good practice exist at service level e.g. Children's Services. ➤ Regular challenge from inspectorates such as Ofsted and Care Quality Commission (CQC). Annual Conversations with Ofsted make sure that progress of our services is tracked and challenged in between inspections. ➤ Sector Led Improvement (SLI) challenge from regional peers in Children's and Adults' services and Public Health. ➤ Overview and Scrutiny has a planned work programme that they scrutinise throughout the year.
	2. Planning interventions	<ul style="list-style-type: none"> ➤ Performance, audit, risk and finance information is used to identify areas of concern and plan required interventions. ➤ There is an annual cycle of meetings that are planned through the municipal year, but internal procedures are flexible enough for Councillors to intervene, such as via call in or the calling of extraordinary meetings, at any point in the year.

Governance Principle	Sub-Principle	Assurance on Compliance
	3. Optimising achievement of intended outcomes	<ul style="list-style-type: none"> ➤ Outcomes are monitored on a regular basis and open to scrutiny. Matters which are formally project managed are required to be reported upon via published highlight reports at regular intervals. The performance framework ensures capacity is considered in balancing priorities against affordability and social value. ➤ Service planning and objectives set for the year for services and individual members of staff and the outcomes of these are reviewed regularly as part of the performance review process. ➤ Major Projects Board to oversee major capital projects and seek assurances from project teams and advisors. ➤ Our Corporate Management Team has strategic oversight of major issues affecting the Council with a tightly managed forward plan. ➤ The project management toolkit “all about projects” provides a framework for delivering projects which includes identifying clear and achievable outcomes.
<p>Principle E Developing its capacity, including the capability of its leadership and the individuals within it</p>	1. Developing the entity's capacity	<ul style="list-style-type: none"> ➤ The Head of Paid Service is responsible for the organisation of the staff. ➤ Leadership and Management is delivered through Corporate Management Team (meeting once a week) and Leading Together and The Corporate Leadership Group Network. ➤ The Council has a performance management framework for all of its staff. The process also involves appraisal by way of regular reviews of performance of those objectives including formal mid-year and end of year performance reviews which are formally recorded.

Governance Principle	Sub-Principle	Assurance on Compliance
	2. Developing the capability of the entity's leadership and other individuals	<ul style="list-style-type: none"> ➤ We have a programme of training available for both Councillors and Officers (at all levels). This is currently in the latter stages of a review and will fully incorporate the Induction Programme for May 2023. ➤ All new starters are required to undertake an induction programme, of which the offer is available both virtually and face to face and an evaluation of the sessions are also been developed. Induction is also supported by starter checklists for managers and employees to ensure all mandatory training and key Corporate and local information is cascaded. ➤ There is mandatory training for all staff on key policies via the e-Learning system ➤ Professional members of staff are required to undertake additional training requirements (continuing professional development) as set by their professional bodies.
<p>Principle F Managing risks and performance through robust internal control and strong public financial management</p>	1. Managing risk	<ul style="list-style-type: none"> ➤ We have adopted a formal system of risk management overseen by the Corporate Finance Team; ➤ This ensures that the council's assets are adequately protected, losses resulting from hazards and claims against the council are mitigated through the effective use of control measures and that our managers are adequately supported in their responsibilities in respect of risk management; ➤ Departments maintain risk registers which include corporate, operational, reputational, project and partnership risks in accordance with best practice; ➤ Key staff receive training on risk management principles; ➤ We maintain a Corporate Risk Register containing the council's key strategic risks and these are monitored by the Corporate Management Team and the Audit & Governance Committee; ➤ We continue to maximise the benefits from the council wide online tool to help us conduct robust and quality risk assessments for data protection and privacy issues to ensure we comply with the fundamental principles and requirements of legislation.

	<p>2. Managing performance</p>	<ul style="list-style-type: none"> ➤ Principal performance targets are captured within our Performance management system and are subject to review (including Council Delivery Plan, Council Scorecard and Departmental business and service plans). ➤ Individual projects have their own targets and performance reviews set within them and are reported via the projects teams as required. Major Projects are tracked through the Place Executive Recovery Group ➤ Performance management is reported on a quarterly basis to the Executive, the Corporate Management Team and Customer and Overview and Scrutiny Committees. Complaints, FOI/EIR, data protection and associated regulator feedback are included in these reports and are also reported to the Governance, Risk and Assurance Group, Corporate Management Team and to Audit & Governance Committee.
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Governance Principle	Sub-Principle	Assurance on Compliance
	3. Robust internal control	<ul style="list-style-type: none"> ➤ Preventative procedures are in place which include the segregation of duties, approval/authorisation process, security of assets and regular reconciliations ➤ Assurance is gained through regular internal audits and reporting. ➤ Our Internal Audit Service has received an independent external review which demonstrates that the service conforms with the Public Sector Internal Audit Standards (PSIAS). The Head of Internal Audit also presents the results of the Quality Assurance and Improvement Programme as part of the annual report to the Audit and Governance Committee.
	4. Managing data	<ul style="list-style-type: none"> ➤ We have in place a suite of Policies and Procedures covering information governance and information security that are managed and monitored by the Corporate Governance Team and ICT. ➤ We have senior officers who fulfil the roles of the Information Risk Owner, Caldicott Guardians and Information Asset Administrators ➤ All officers and Councillors are required to undertake mandatory e-Learning training on information governance and all officers are required to undertake e-learning on information security. ➤ Regular council wide communications and targeted awareness sessions with teams are provided to ensure the reporting of all potential breaches of Data Protection legislation is clearly understood and also that lessons are learned and implemented from them.
	5. Strong public financial management	<ul style="list-style-type: none"> ➤ We have a budget setting process with the Budget and Medium Term Financial Plan decided annually by Council. Budget setting includes resident and business engagement. ➤ The Finance Strategy sets the overall direction for how we will fund our activities and invest in the future. ➤ We have in place a statutory Section 151 Officer with finance teams that support the budget holders. ➤ Financial Procedure Rules and Contract Procedure Rules are in place and regularly updated.

Principle G Implementing good practices in transparency, reporting, and audit to deliver effective accountability	1. Implementing good practice in transparency	<ul style="list-style-type: none"> ➤ Agendas for all Council meetings are publicly available on website. ➤ We comply with the local Government Transparency Code 2015, publishing required information at https://www.yorkopendata.org/ We comply with The Openness of Local Government Bodies Regulations 2014. We comply with the Freedom of Information Act publication scheme. ➤ We have a Whistleblowing Policy in place which is actively publicised
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Governance Principle	Sub-Principle	Assurance on Compliance
	2. Implementing good practices in reporting	<ul style="list-style-type: none"> ➤ We have in place comprehensive procedures for the making of decisions, either by Full Council, Committee, Executive or individual decisions made by Directors and Executive Members. ➤ All reports are taken through Democratic Services and require clearance by legal and finance as a minimum. ➤ Reports for Council, Committees and Executive business and minutes of these meetings are available on our website, save for reports which contain information that is exempt from publication.
	3. Assurance and effective accountability	<ul style="list-style-type: none"> ➤ The Constitution has been fully reviewed and a refreshed version was implemented on 26th May 2022, following its approval by Full Council on 27th April 2022 ➤ The Constitution sets out the executive arrangements and the roles and responsibilities of the Leader of the Council, the Executive and each of the Cabinet Members and the roles and responsibilities of other Council Members. ➤ The Constitution sets out the functions of Council, Executive and the various committees. ➤ We have an effective Scrutiny function with a number of Scrutiny Committees whose responsibilities are also set out in the Constitution. ➤ The principal roles and responsibilities of the Chief Operating Officer and senior officers, including the Section 151 Officer and the Monitoring Officer, are also set out in the Constitution.

What specific assurances do we receive?

Whilst a number of assurances have been obtained to support this conclusion, it is important that we consider the following specific assurances to support this statement:

1. Chief Finance Officer (Section 151 Officer)

The CIPFA Statement on the Role of the Chief Finance Officer (CFO) in Local Government (2016) requires that assurance is provided on a number of governance arrangements relating to the organisation including financial control, reporting, the approach to decision making, compliance with relevant codes and the influence of the CFO within the organisation. These have been considered within the context of this Statement and it has been established that our arrangements conform to the CIPFA requirements and the Section 151 Officer has no significant concerns.

2. Monitoring Officer

The Monitoring Officer is required to report to the Council in any case where it appears that any proposal, decision or omission by the authority has given rise to or is likely to or would give rise to any contravention of any enactment, rule of law or code of practice or maladministration or injustice in accordance with Sections 5 and 5A of the Local Government and Housing Act 1989; (LGHA 1989). These have been considered within the context of this statement and the Monitoring Officer has no significant concerns to report.

3. Head of Internal Audit

In accordance with the Accounts and Audit Regulations 2015, the CIPFA Statement on the Role of the Head of Internal Audit 2019 and the Public Sector Internal Auditing Standards (PSIAS), the Head of Internal Audit provides an opinion on the overall adequacy and effectiveness of our risk management, internal control, counter fraud and governance processes.

The Head of internal Audit is satisfied that sufficient work has been undertaken to allow him to draw a reasonable conclusion on the adequacy and effectiveness of our arrangements. Based on the work performed during 2021-2022 and other sources of assurance, the Head of Internal Audit has provided the following opinion on our risk management, internal control, counter fraud and governance processes, in operation during the year to 31 March 2022:

*The overall opinion of the Head of Internal Audit on the framework of governance, risk management and control operating at the council is that it provides **Reasonable Assurance**. No reliance was placed on the work of other assurance providers in reaching this opinion, and there are no significant control weaknesses which, in the opinion of the Head of Internal Audit, need to be considered for inclusion in the Annual Governance Statement.*

The opinion given is based on work that has been undertaken directly by internal audit, and on the cumulative knowledge gained through our ongoing liaison and planning with officers. In giving the opinion, we would note that the Covid-19 pandemic has continued to affect the authority over the last year, with a consequential impact on business operations and controls. The work of internal audit has been directed to the areas considered most at risk, or that offer the most value for the authority overall. However, not all the areas affected by the Covid-19 pandemic will have been reviewed.

Full details on the assurance provided by the Head of Internal Audit are detailed within the Internal Audit Annual Report for 2021-2022 presented to the Audit & Governance Committee on 29th June 2022.

Under the Public Sector Internal Audit Standards (the Standards), we are required to undertake a review of the effectiveness of our Internal Audit function and to report the results in the Annual Governance Statement. An independent assessment against the Public Sector Internal Audit Standards must be

carried out every five years. The last review was completed in 2018 by the South West Audit Partnership (SWAP).

4. External Audit

In their Audit Completion Report for the year ending 31st March 2021, (presented to the Audit & Governance Committee on 6th April 2022) External Audit gave an “except for” value for money opinion relating to the taking of informed decisions however they were satisfied that the Council had in place proper arrangements to secure economy, efficiency and effectiveness in the use of resources.

The “except for” opinion related to their findings linked with the severance agreement in respect of the former chief executive and their concerns that they had not seen evidence in this decision that satisfied them that the Council had arrangements in place for acting in the public interest, through demonstrating and applying principles of sound governance. This resulted in the issuing of a Report in the Public Interest dated 19th April 2021.

Building on the council’s response to the Public Interest Report, the Council has continued to embed good governance, details of which are contained within this Annual Governance Statement. During 2021-2022, the Audit & Governance Committee received regular updates by way of a standing agenda item of its work plan to consider the progress made against the Public Interest Report recommendations.

External Audit has indicated that it will continue to undertake further work as regards value for money arrangements during 2022.

The Council’s response to the Report in the Public Interest is addressed within the Annual Governance Statement 2020-2021 under the heading “What Are Our Key Governance Development Priorities for 2021-2022?”

5. SIRO and Data Protection

The Director of Governance is the Council’s Senior Information Risk Officer (SIRO) and Senior Responsible Officer (SRO) for surveillance systems and use of investigatory powers. The Corporate Governance Team support these roles and are responsible for data protection, information governance, records management and oversight of the surveillance systems framework and use of investigatory powers policy and procedures.

Whilst there was an increase in the number of potential personal data breaches reported to the Corporate Governance Team for the 2021-2022 financial year from the previous year, the number of these that were found to be actual breaches has decreased in 2021 – 2022 financial year from the previous year.

This highlights the continued improvements in the awareness of timely reporting of potential personal data breaches.

However, there was a small decrease in the number of significant breaches we reported to Information Commissioners Office from 2 in 2020-2021 to 1 in 2021-2022.

During 2021-2022, the council’s complaints procedures were reviewed and culminated in the implementation of the 4C’s toolkit from April 2021. This toolkit is now embedded across the Council.

The Council maintained the required level of assurance on the annual NHS Digital data security and protection toolkit.

The Council received positive assurances in respect of its use of investigatory powers and covert surveillance e.g. RIPA in its last inspection by the Investigatory Powers Commissioner Office (IPCO) inspection that took place on 27th August 2021. A report detailing the required work and actions from this inspection was reported to Audit and Governance Committee.

The Council continues to provide training for the roles of SIRO, information asset owners, investigatory powers/covert surveillance applying and authorising officers. The Council provides mandatory data protection and information security (Cyber security) e-learning for all staff including agency staff. The requirement for this training to be completed annually is reinforced by regular all staff communications and targeted messages to senior managers, to ensure we successfully train at least 90% of staff.

Investment was made in the Council's ICT infrastructure to strengthen against Cyber-attacks, improve disaster recovery arrangements and record retention.

6. Senior Management Assurance Statements

Senior Management Assurance Statements were produced by all Directors for the financial year 2021-2022. In the Assurance Statements, the Directors' self-assessed compliance and detailed the basis of Assurance and the frequency of testing and review. Most of these statements/assurances evidenced full compliance with the principles of good governance. Areas for development are detailed at the end of this statement.

PROGRESS ON Governance issues arising from the previous Annual Governance Statement (2020-2021)

	Issue	Action taken to date / Planned	PROGRESS MADE DURING 2021-2022
<p>1 – Existing Issue, updated</p> <p>Existing Issue</p>	<p>Financial Risks</p> <p>(i) Pressures - Impact of funding reductions -</p> <p>The council continues to face significant funding pressures and changes to both national and regional funding regimes which naturally present a potential risk to the council's overall governance arrangements.</p> <p>There is currently uncertainty around any future government funding and the long-term impact on income streams, including business rates and council tax.</p> <p>The financial position of the health economy in York, and the impact that may bring for the Better Care Fund, and implications on the Adult</p>	<p>The Medium Term Financial Strategy (MTFS) reflects the expected need to make future savings over the medium term taking into account anticipated changes in financing. This informs the budget process for future years. The council set a budget in February 2021 covering detailed proposals for 21/22 and outlining the strategic direction towards achievement of savings proposals for each directorate over the medium term.</p> <p>Further development of the medium-term financial plan will be needed during the year to ensure continued financial resilience.</p> <p>The MTFS includes contingencies and a service risk reserve to assist in dealing with cost pressures generally.</p> <p>Ongoing discussions with Health Organisations in York, and reporting to Health & Wellbeing board</p>	<p>The outturn position for 2021/22 was an overspend position and therefore this remains a significant risk. The Council again set a balanced budget for 2022/23 and made proper provision for growth along with a contingency to support continued recovery from the pandemic.</p> <p>The Medium Term Financial Strategy continues to be updated and refreshed. There remain significant challenges to deliver savings and outturn within the approved budget.</p> <p>The uncertainty around central government funding remains an issue.</p>

	<p>Services budget</p> <p>(ii) Major capital projects</p> <p>The council has a number of major capital projects at different stages, including Guildhall, York Central, York Outer Ring Road, and the Housing Delivery Programme. As outlined above, the Coronavirus pandemic will have a significant, ongoing financial impact on the capital programme.</p>	<p>There are significant risks associated with the range of major schemes which have been identified in various reports, including the potential implications for both capital and revenue budgets. Key programmes include Housing Delivery and York Central. Ongoing regular reporting to various member meetings, alongside effective project management continues to be essential to ensure risks can be mitigated/ managed.</p> <p>The council has put in place dedicated project management expertise for its major projects, and invested in a project management system to manage programme / cost risks attached to these major projects.</p> <p>Major projects will need to be reviewed to assess any new risks and to ensure that the financial assumptions are still sound.</p> <p>Clarity of delineation of the roles of those Members and Officers concerned with the delivery of projects and those concerned with regulatory decisions has been factored into the project management and protocols are in place in respect of decision making to provide necessary ethical walls within the organisation and in line with the council's constitution.</p>	
2 – Existing	<p>Local Plan</p> <p>The Council has submitted a draft Local Plan for</p>	<p>At an extraordinary meeting of Full Council on 17th May 2018 members resolved to submit the Local Plan to the Planning Inspectorate for examination. The Local Plan was submitted on 25th May 2018. The</p>	<p>The Council continues to respond to the requests of the planning Inspectors in respect of their requirements in the Local Plan public enquiry process. Clearly the Council is not in control of the process and there remains risks with the</p>

Issue, updated	<p>inspection, however a final version is yet to be approved.</p> <p>Planning policy sits within a national regulatory framework; non-compliance with that framework means that planning decisions by the local authority can be successfully challenged both in the Courts and through the Secretary of State. In addition failure to adopt a compliant Local Plan, given the expectations embodied in the National Planning Policy Framework (NPPF) leaves undeveloped areas of the city vulnerable to development proposals which the council will be unable to stop.</p> <p>Also given Ministerial statements failure to progress a plan could lead to interventions by Government into the City's planning services along with the removal of funding such as New Homes Bonus</p>	<p>Council will have proceeded through three phases of the public inquiry by the end of July 2022 with a fourth and final stage being held in September 2022. This is significant progress however the Local Plan making process is highly procedural and still needs to progress through multiple statutory processes before adoption which will if successfully completed be in 2023. Updates to the Local Plan examination timetable and correspondence with the Inspectors can be found at www.york.gov.uk/localplanexamination</p>	<p>adoption of the plan and the associated timetable. In respect of resources the Councils 2021 budget has provided permanent ongoing funding for the Councils forward Strategic Planning team beyond the Local Plan process. The Corporate Director of Place has also taken direct responsibility for the next phase of the public enquiry and whilst interim staffing arrangements have been made the skills remain in high demand and capacity is stretched within the team. In addition to the costs of interim staffing arrangements due to the significant and specialist expertise needed for examination and maintenance of the Local Plan evidence base to ensure the Council is appropriately represented and continues to positively prepare its local plan additional budgetary provision in 2022/23 has been made and there will be a need for further allocations in 2023.</p>
3 – Existing Issue, updated	<p>Information Governance and information security</p> <p>The nature of the council's activities means that there are ongoing information</p>	<p>Information governance arrangements require continual monitoring and review to ensure compliance with all data protection and privacy legislation e.g. UK GDPR. Cyber security threats also require ongoing monitoring and the development of appropriate policy and technical responses.</p>	<p>Ongoing monitoring and review of information governance arrangements with regular reports to the Governance, Risk and Assurance Group, Corporate Management Team and Audit & Governance Committee</p> <p>Ongoing work to meet the recommendations and actions required from several internal audits.</p>

	<p>governance risks as well as information and cyber security risks, which continue to require careful monitoring and management particularly the risks of financial, service and reputational damage.</p>	<p>Data Protection Impact Assessments (DPIA's) are completed before any new or planned changes in data processing are made.</p> <p>Improvements are being made in records management processes to ensure information is easily accessible and data is not retained for longer than is required. A review is underway as part of a wider records management programme of work, working alongside ICT and York Explore/City Archives</p> <p>Investment has been made in reviewing all council websites to ensure they are secure and this review is ongoing.</p>	<p>Continue to embed the revised corporate procedure for dealing with comments, compliments, concerns and complaints ("the 4Cs") and ensure we address issues and reach a satisfactory outcome and continuously improve our services</p> <p>Ongoing monitoring to ensure DPIAs are conducted in a timely and robust way.</p> <p>Continued work through the Digital records management board combined with MS365 Project / Working as One e.g. a records management toolkit" and building blocks to ensure we provide guidance and support to embed robust records management.</p> <p>Ongoing work to improve the current Information Asset Register online tool to provide record of processing activities solution</p> <p>Provision of regular up to date training for those in SIRO, IAO and RIPA roles</p> <p>Ongoing monitoring of Caldicott Guardian processes to ensure we are meeting our obligations and good practice standards</p>										
<p>4 – New</p>	<p>Absence Management</p> <p>Following the introduction of the one-day reporting system for absence, manager have had a consistent and easy tool to manage, update and report employee absences which is now an embedded process. Training for all new managers with staff responsibilities takes place.</p>	<p>Executive approval being sought in November 2022 to re procure one day reporting system alongside the Occupational Health contract. Work has been undertaken to assess the itrent absence module and this is not functional or accurate to allow managers to see live up to date absence information.</p>	<p>Latest data published for "Average Sickness Days per FTE - CYC (Excluding Schools) - (Rolling 12 Month)" is:</p> <table border="1" data-bbox="1438 1209 2161 1374"> <thead> <tr> <th>2018/19</th> <th>2019/20</th> <th>2020/21</th> <th>2021/22</th> <th>2022/23</th> </tr> </thead> <tbody> <tr> <td>11.3</td> <td>11.6</td> <td>8.8</td> <td>11.8</td> <td>12.94 (July 2022)</td> </tr> </tbody> </table>	2018/19	2019/20	2020/21	2021/22	2022/23	11.3	11.6	8.8	11.8	12.94 (July 2022)
2018/19	2019/20	2020/21	2021/22	2022/23									
11.3	11.6	8.8	11.8	12.94 (July 2022)									

	<p>The system went live in Sept 2019 and was valuable during the COVID periods. This system is now due to be reconsidered and expires in late 2022. Options for an alternative inhouse system with similar or appropriate electronic recording and live real time alerts is not available in itrent and the risk of not having a system for the future could mean that managers do not have effective and efficient tool to assist to manage absence and absence may not be recorded consistently across the Council</p>		
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Report in the Public Interest dated 19th April 2021, issued by the Council's External Auditor

Significant details are contained within last year's AGS, however by way of brief summary, after a significant period of dialogue, the External Auditor issued a Report in the Public Interest on 19th April 2021, relating to the Early Termination of the Chief Executive's Employment Contract.

During this year, the Council has completed all actions required to address the recommendations in the Public Interest Report and continues to be committed to the ongoing delivery of embedding good governance across the organisation.

What Are Our Key Governance Development Priorities For 2022-2023?

City of York's key governance priorities for 2022-2023 are:

2022-2023 Priority	Planned/Proposed Action	Responsible Officer
Financial Risks/MTFS/Financial sustainability	<i>Existing priority</i>	Chief Finance Officer (Section 151 Officer)
Local Plan	<i>Existing priority</i>	Corporate Director of Place
Absence Management	<i>Existing Priority</i> The contract for Medigold, our absence management external provider, was extended for one year, work has been undertaken to review alternative provision and options for future provision is to be presented to Corporate Management Team and Members in November. In the meantime, an extension has been applied for to align the one day absence contract and the Occupational Health contract which is also due for review.	Head of Paid Service Head of HR
Robust Delivery of the City Election in May 2023	New priority The Council will re-elect all 47 city of York Councillors in May 2023. Effective project and integrity plans need to be in place. Compliance with the Elections Act 2022 and supporting Regulations (once published) will need to be	Returning Officer

	<p>considered as part of the planning and delivery.</p> <p>Newly elected members will need to benefit from a robust Induction Programme following their election,</p>	
Embedding Good Governance across the Council	<p><i>Existing priority</i></p> <p>To continue to promote a culture of good governance across the council by continuing to embed the revised constitution and ensure it remains fit for purpose; to continue to embed member development following the city Election in 2023</p>	<p>Head of Paid Service</p> <p>Monitoring Officer</p> <p>Section 151 Officer</p> <p>Head of HR</p>
Embedding of a refreshed member and officer development programme	<p><i>Existing priority</i></p> <p>Member and Officer development is a key governance theme both as a stand-alone piece of work and as integral to other identified governance priorities.</p>	<p>Monitoring Officer</p> <p>Section 151 Officer</p> <p>Head of HR</p>
Impact of North Yorkshire devolution and creation of combined authority	<p><i>New priority</i></p> <p>Work with colleagues in NYCC, LEP and OPFCC to define and implement effective and compliant governance arrangements for the new Combined Authority, subject to Executive approval. Establish a new Joint Committee for devolution with NYCC, subject to approval from Executive.</p>	<p>Monitoring Officer</p> <p>Section 151 Officer</p> <p>Head of Corporate Policy and City Partnerships</p>

Assurance Opinion of the Leader of the Council and the Chief Operating Officer

We have been advised on the effectiveness of the governance framework by senior management. The arrangements continue to be regarded as fit for purpose in accordance with the governance framework.

It is our opinion that the Council's governance arrangements in 2021/22 were sound and provide a robust platform for achieving the Council's priorities and challenges in 2022/2023.

Councillor K Aspden
Leader of the City of York Council

Ian Floyd
Chief Operating Officer

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GLOSSARY

Accounting Concepts

The fundamental accounting principles that are applied to ensure that the Statement of Accounts 'present fairly' the financial performance and position of the Council.

Accounting Period

The period of time covered by the accounts, normally a period of twelve months commencing on 1 April. The end of the accounting period is the balance sheet date, 31 March.

Accounting Policies

Accounting Policies and estimation techniques are the principles, bases, conventions, rules and practices applied by the Council that specify how the effects of transactions and other events are to be reflected in its financial statements. An accounting policy will, for example, specify the estimation basis for accruals where there is uncertainty over the amount.

Accruals

Sums included in the final accounts to cover income or expenditure, whether revenue or capital in nature, attributable to the accounting period but for which payment has not been made/received at the balance sheet date.

Accruals Basis

The accruals principle is that income is recorded when it is earned rather than when it is received, and expenses are recorded when goods or services are received rather than when the payment is made

Actuarial Gains and Losses

For a defined benefit pension scheme, the changes in actuarial deficits or surpluses which arise because either events have not coincided with the actuarial assumptions made for the last valuation (experience gains and losses) or the actuarial assumptions have changed.

Agency

The provision of services by one body (the Agent) on behalf of, and generally reimbursed by, the responsible body.

Amortisation

The gradual elimination of a debt by periodic payments over a specified number of years.

Appropriation of Land or Buildings

The transfer of a holding of land or buildings from one service area to another, at current market value.

Asset

Something of worth which is measurable in monetary terms. These are normally divided into current assets and fixed assets.

Assets Under Construction

This is the value of work on uncompleted tangible fixed assets at the balance sheet date.

Authorised Limit

The level of external debt that the Council may have. This limit cannot be breached in any circumstances and is set annually by the Council.

Balance Sheet

A statement of the recorded assets, liabilities and other balances of the Council at the end of the accounting period.

CDS

Credit Default Swap

Capital Charge

A charge to service revenue accounts to reflect the cost of utilising fixed assets in the provision of services.

Capital Expenditure

Expenditure on the acquisition of fixed assets that will be of use or benefit to the Council in providing its services beyond the year of account or expenditure that adds to, and does not merely maintain, an existing fixed asset.

Capital Expenditure charged to Revenue Account (CERA)

A method of financing capital expenditure in the accounting period rather than over a number of years.

Capital Financing

The method by which money is raised to pay for capital expenditure. There are various methods of financing capital expenditure including borrowing, leasing, direct revenue financing (CERA), usable capital receipts, capital grants, capital contributions, revenue reserves and earmarked reserves.

Capital Adjustment Account

The balance on this account principally represents amounts set aside from revenue accounts, capital receipts used to finance capital expenditure and the excess of depreciation over the Minimum Revenue Provision.

Capital Programme

The capital schemes the Council intends to carry out over a specified time period.

Capital Receipts

Money received from the sale of fixed assets, or other money received towards capital expenditure. A specified proportion of this may be used to finance new capital expenditure.

Cash Flow Statement

A statement summarising the inflows and outflows of cash, arising from transactions between the Council and third parties, for revenue and capital purposes.

Charging Council

The Council responsible for administering the Collection Fund, including raising bills for and collecting the appropriate council tax and national non-domestic rates (NNDR).

Cipfa Accounting Code of Practice

Guidance issued by CIPFA to ensure Local Authorities comply with IFRS.

Collection Fund

A fund administered by the Charging Authorities into which is paid council tax and NNDR income and outstanding community charge income. Precepts are paid from the fund to Precepting Authorities, including the Charging Council, and the NNDR collected is paid to the Government.

Commutation Option

This is an option available from 6 April 2006 to members of the North Yorkshire Pension Fund to take a larger lump sum on retirement in exchange for a smaller future pension payment.

Community Assets

Assets that the Council intends to hold in perpetuity that have no determinable useful life, or that may have restrictions on their disposal. Examples of such items are parks, historic buildings and the bar walls.

Community Charge

A flat rate charge which was payable by all registered chargepayers within the Council's area. The income from the charge was used to finance a proportion of the Council's expenditure.

Consistency

The concept that the accounting treatment of like items, within an accounting period, and from one period to the next, is the same.

Contingent Asset

A possible asset arising from past events whose existence will be confirmed only by the occurrence of one or more uncertain future events not wholly within the Council's control.

Contingent Liability

A possible liability that can be the result of either a possible obligation arising from past events whose existence will be confirmed only by the occurrence of one or more uncertain future events not wholly within the Council's control or a present obligation arising from past events where it is not probable that a transfer of economic benefits will be required or the amount of the obligation cannot be measured with sufficient reliability.

Corporate and Democratic Core

The corporate and democratic core comprises all activities that the Council engages in specifically because it is an elected, multi-purpose Council. The cost of these activities are thus over and above those which would be incurred by a series of independent, single purpose, nominated bodies managing the same services. The code of practice, therefore, does not require these costs to be apportioned to services.

Council Tax

A charge on residential property within the Council's area to finance a proportion of the Council's expenditure.

Council Tax Requirement

This is the estimated revenue expenditure on General Fund services that needed to be financed from the Council Tax after deducting income from fees and charges, certain specific grants and any funding from reserves.

Creditors

Amounts owed by the Council for work done, goods received or services rendered within the accounting period but for which payment was not made at the balance sheet date.

Current Assets

Assets that can be expected to be consumed or realised (cease to have material value) during the next accounting period.

Current Liabilities

Amounts that will become due or could be called upon during the next accounting period.

Current Service Cost

The increase in the present value of a defined benefit pension scheme's liabilities expected to arise from employee service in the current period.

Curtailement

For a defined benefit pension scheme, an event that reduces the expected years of future service of present employees or reduces for a number of employees the accrual of defined benefits for some or all of their future service. Curtailments can include termination of employees' services earlier than expected (due to ceasing an activity) and termination of, or amendment to the terms of, a defined benefit scheme so that some or all future service by current employees will no longer qualify for benefits or will qualify only for reduced benefits.

Debtors

Amounts due to the Council for goods or services provided within the accounting period but not received at the balance sheet date.

Deferred Consideration

Expenditure which is determined precisely at the time of the acquisition of an asset, but where the payment is delayed for a defined period.

Deferred Credits

Amounts due to the Council from the sale of fixed assets that are not receivable immediately on sale, but will be received in instalments over agreed periods of time.

Deferred Debtors

Amounts due to the Council that are not expected to be repaid in full within the next accounting period.

Deferred Liabilities

These are liabilities which, by arrangement, are payable beyond the next year, either at some point in the future or by an annual sum over a period of time.

Defined Benefit Pension Scheme

A pension or other retirement benefit scheme other than a defined contribution scheme. Usually, the scheme rules define the benefits independently of the contributions payable, and the benefits are not directly related to the investments of the scheme. The scheme may be funded or unfunded (including notionally funded).

Defined Contribution Pension Scheme

A pension or other retirement benefit scheme into which an employer pays regular contributions fixed as an amount or as a percentage of pay and will have no legal or constructive obligation to pay further contributions if the scheme does not have sufficient assets to pay all employee benefits relating to employee service in the current and prior periods.

Depreciation

The measure of the cost or revalued amount of the benefits of the fixed asset that have been consumed during the period. Consumption includes the wearing-out, using up or other reduction in the useful life of a fixed asset. This can arise from use, passing of time or obsolescence through, for example, changes in technology or demand for the goods and services provided by the asset.

Earmarked Reserves

The Council holds a number of reserves earmarked to be used to meet specific, known or predicted future expenditure.

Economic Infrastructure Fund (EIF)

A fund set up to deliver economic benefits for the city.

Emoluments

These are all sums paid to, or receivable by, an employee and sums due by way of expenses allowances (as far as these sums are chargeable to UK income tax) and the money value of any other benefits received other than in cash. Pension contributions payable by either the employer or the employee are excluded.

Exceptional Items

Material items which derive from events or transactions which fall within the ordinary activities of the Council and which need to be disclosed separately by virtue of their size or incidence to give fair presentation to the accounts.

Expected Rate of Return on Pension Assets

This applies to a funded defined benefit pension scheme and is the average rate of return, including both income and changes in fair value but net of scheme expenses, expected over the remaining life of the related obligation on the actual assets held by the scheme.

Extraordinary Items

Material items, possessing a high degree of abnormality, which derive from events or transactions that fall outside the ordinary activities of the Council and which are not expected to recur. They do not include exceptional items nor do they include any prior period items merely because they relate to a prior period.

Fixed Asset Register (FAR)

A system that allows the council to measure and record assets in line with International Financial Reporting Standards and the IFRS-based code of practice on local authority accounting in the United Kingdom (the code).

Fees and Charges

Income arising from the provision of services.

Financial Instruments and the Financial Instruments Adjustment Account (FIAA)

Financial Instruments are contracts that give rise to a financial asset of one entity and a financial liability or equity instrument of another. They refer to both financial assets and financial liabilities and includes both the straightforward financial assets and liabilities such as trade receivables and trade payables and the most complex ones such as derivatives and embedded derivatives. The FIAA is a balancing account to allow for differences in statutory requirements and proper accounting practices for borrowings and investments.

Financial Regulations

These are the written code of procedures approved by the Council, intended to provide a framework for proper financial management. Financial regulations usually set out rules on accounting, audit, administrative and budgeting procedures.

Financial Year

Period of time to which a Statement of Accounts relates. The financial year of the Council runs from 1 April to 31 March.

Fixed Assets

Tangible and intangible assets that can be expected to be of use or benefit to the Council in providing its services for more than one accounting period.

General Fund

The main account of the Council that records the costs of service provision except those shown in the Housing Revenue Account and the Collection Fund.

Going Concern

The concept that the Council will remain in operational existence for the foreseeable future, in particular that the revenue accounts and balance sheet assume no intention to curtail significantly the scale of operations.

Government Grants

Payments by central government towards the cost of Local Council services either specifically (e.g. improvement grants) or generally (e.g. revenue support grant).

Gross Carrying Amount (GCA)

Amount at which fixed assets are included in the notes, prior to the provision for accumulated depreciation.

Heritage Asset

A tangible asset with historical, artistic, scientific, technological, geophysical

Housing Revenue Account (HRA)

A separate account to the General Fund recording all the transactions relating to the provision of council houses.

Impairment

A reduction in the value of a fixed asset below its current value on the Council's balance sheet.

Income and Expenditure Account

The Income and Expenditure Account combines the income and expenditure relating to all the Council's functions including the General Fund and the Housing Revenue Account.

Infrastructure Assets

These are fixed assets that are inalienable, i.e. expenditure on assets that cannot be sold, but where there is economic benefit over more than one year to the Council. Examples of infrastructure are highways and footpaths.

Intangible Fixed Asset

These are assets which do not have a physical substance, e.g. computer software, but which yield benefits to the Council, and the services it provides, for a period of more than one year.

Interest Cost

This relates to a defined benefit pension scheme. The expected increase during the period is the present value of the scheme liabilities because the benefits are one period closer to settlement.

International Financial Reporting Standards (IFRS)

Accounting standards set by the International Accounting Standards Board. The standards provide guidance and advice for the preparation of financial statements.

Inventories

Amounts of unused or unconsumed stocks held in expectation of future use. Inventories are comprised of the following categories:

- Goods or other assets purchased for resale
- Consumable stores
- Raw materials and components
- Products and services in intermediate stages of completion
- Finished goods

Investment

An investment is considered to be long term if it is intended to be held for use on a continuing basis in the activities of the Council. Investments should be classified as such only where an intention to hold the

investment for the long term can clearly be demonstrated or where there are restrictions as to the investor's ability to dispose of the investment. Investments that do not meet the above criteria should be classified as current assets.

Investment Properties

An interest in land and/or buildings where construction work and development has been completed and which is held for its investment potential, any rental income being negotiated at arms length.

Leasing

A method of financing capital expenditure where a rental charge is paid for the asset over a specified period of time.

Lenders Option Borrowers Option (LOBO)

A LOBO loan is a loan that permits the lender to nominate a revised interest rate payable on the debt at periodic dates and also gives the borrower the option as to whether to pay the revised rate or repay the debt in its entirety.

Liability

An account due to an individual or organisation that will be paid at some future date.

Liquid Resources

Current investments that are readily disposable by the Council without disrupting its business and are readily convertible to cash.

Materiality

An item would be considered material to the financial statements if, through its omission or non-disclosure, the financial statements would no longer show a true and fair view.

Minimum Revenue Provision (MRP)

The minimum amount which must be charged to the Council's revenue accounts each year and set aside as a provision to meet the Council's credit liabilities.

Monitoring Officer

Under the provisions of the Local Government and Housing Act 1989 Councils have a duty to appoint a Monitoring Officer to ensure the lawfulness and fairness of Council decision making. Councils may choose who to designate as Monitoring Officer except that it may not be the Head of Paid Service (Chief Operating Officer). In York the Monitoring Officer is Janie Berry, Director of Governance.

National Non-Domestic Rates (NNDR)

An NNDR poundage is set annually by central government and collected by Charging Authorities. The proceeds are redistributed by the government between Local Authorities.

Net Book Value

Amount at which fixed assets are included in the balance sheet, i.e. their historical cost or current value less the cumulative amounts provided for depreciation.

Non-Operational Assets

These are fixed assets owned by the Council, but not directly occupied, used or consumed in the delivery of Council services. Examples of non-operational assets are investment properties and assets that are surplus to requirements, awaiting sale or redevelopment.

Operational Assets

These are fixed assets held and occupied, used or consumed by the Council in the direct delivery of those services for which it has either a statutory or discretionary responsibility.

Operational Boundary

This is a measure of the most money the Council would normally borrow at any time during a financial year. It may be exceeded temporarily, but a regular pattern of borrowing above this level should be avoided.

PA92

These are tables of figures used by actuaries for standard mortality reflecting mortality experience in the period 1991-94, with assumptions for future rates of change. The 'mc' to 'medium cohort' which was introduced to reflect the increased life expectancy of a specific age group of retirees.

Past Service Cost

For a defined benefit pension scheme, the increase in the present value of the scheme liabilities related to employee service in prior periods arising in the current period as a result of the introduction of, or improvement to, retirement benefits.

Post Balance Sheet Events

Events, both favourable and unfavourable, which occur between the balance sheet date and the date on which the Statement of Accounts is signed by the responsible finance officer.

Precept

The amount that a Precepting Council requires from a Charging Council to meet its expenditure requirements.

Precepting Council

Local Authorities, including parish councils and police authorities, which cannot levy a council tax directly on the public but have the power to precept Charging Authorities (District Councils).

Prior Year Adjustments (or Prior Period Adjustments)

Those material adjustments applicable to prior years arising from changes in accounting policies or from the correction of fundamental errors. They do not include normal recurring conditions or adjustments of accounting estimates made in prior years.

Provisions

Amounts set aside in the accounts for future liabilities that are likely to be incurred, but which cannot accurately be quantified.

Prudence

The concept that revenue is not anticipated but is recognised only when realised in the form either of cash or of other assets, the ultimate cash realisation of which can be assessed with reasonable certainty.

Prudential Indicators

The Local Government Act 2003 specifies a number of prudential indicators covering both capital and treasury management activities which Councils must set as part of their budget process. They are designed to show the affordability of the capital programme and that the Council's borrowing is prudent and sustainable.

Public Works Loan Board (PWLB)

A government agency that lends money to public bodies for capital purposes. At present nearly all borrowers are local authorities. Monies are drawn from the National Loans Fund and rates of interest are determined by the Treasury. Councils are free to borrow as much as they like from the PWLB provided that it is prudent, affordable, sustainable and within the prudential indicators set at full council.

Realisable Value

The value of the asset at existing use, if sold between a willing buyer and a willing seller.

Related Party

Two or more parties are related where one party has control or is able to influence the financial or operational policies of another.

Reserves

Amounts set aside in the accounts for the purpose of defraying particular future expenditure. A distinction is drawn between reserves and provisions, which are set up to meet known liabilities.

Residual Value



The net realisable value of an asset at the end of its useful life. Residual values are based on current prices at the date of the acquisition (or revaluation) of the asset and do not take account of expected future price changes.

Retirement Benefits

All forms of consideration given by an employer in exchange for services rendered by employees that are payable after the completion of employment. Retirement benefits do not include termination benefits payable as a result of either an employer's decision to terminate an employee's employment before the normal retirement date or an employee's decision to accept voluntary redundancy in exchange for those benefits, because these are not given in exchange for services rendered by employees.

Revaluation Reserve

This account contains surpluses and losses arising from the periodic valuation of fixed assets.

Revenue Expenditure

Expenditure incurred on the day-to-day running of the Council. This mainly includes employee costs, general running expenses and capital financing costs.

Revenue Expenditure Funded from Capital Under Statute (REFCUS)

Expenditure which may be properly capitalised, but which does not result in, or remain matched with, tangible fixed assets.

Revenue Support Grant (RSG)

A general central government grant paid to the Income and Expenditure Account in support of the Charging Council's revenue expenditure.

Scheme Liabilities

The liabilities of a defined benefit pension scheme for outgoings due after the valuation date. Scheme liabilities measured using the projected unit method reflect the benefits that the employer is committed to provide for service up to the valuation date.

Section 151 Officer (S151)

The Section 151 Officer is required by the Local Government Act 1972 and by the Accounts and Audit Regulations 2003 to ensure that the Council's budgeting, financial management, and accounting practices meet relevant statutory and professional requirements. Furthermore section 25 of the Local Government Act 2003 requires the Section 151 Officer to comment on the robustness of the budget estimates and the adequacy of reserves. In York the Section 151 Officer is Debbie Mitchell, Chief Finance Officer.

Service Reporting Code of Practice (SeRCOP)

Prepared and published by CIPFA, the Service Reporting Code of Practice (SeRCOP) replaced the previous Best Value Accounting Code of Practice (BVACOP). It is reviewed annually to ensure that it develops in line with the needs of modern Local Government, Transparency, Best Value and public services reform. SeRCOP establishes proper practices with regard to consistent financial reporting for services and in England and Wales, it is given legislative backing by regulations which identify the accounting practices it propounds as proper practices under the Local Government Act 2003.

Settlement

An irrevocable action that relieves the employer (or the defined benefit pension scheme) of the primary responsibility for a pension obligation and eliminates significant risks relating to the obligation and the assets used to effect the settlement. Settlements can include: a lump-sum cash payment to scheme members in exchange for their rights to receive specified pension benefits; the purchase of an irrevocable annuity contract sufficient to cover vested benefits; and the transfer of scheme assets and liabilities relating to a group of employees leaving the scheme.

Subsidiary

This is an entity over which the reporting Authority is able to exercise control over operating and financial policies and is able to gain benefits from the entity or is exposed to the risk of potential losses arising from this control.

Support Services

The costs of departments that provide professional and administrative assistance to services.

Tangible Fixed Assets

These are assets with a physical substance that yield benefits to the Council and the services it provides for a period of more than one year.

Temporary Borrowing/Investment

Money borrowed or invested for an initial period of less than one year.

Trading Services

These are activities of the Council where the workers are directly employed to carry out specified tasks. Such organisations were formerly known as Direct Service Organisations (DSO). In York the work is undertaken under the name of Neighbourhood Services.

Treasury Management

This is the process by which the Authority controls its cash flow and its borrowing and lending activities.

Trust Funds

Money owned by an individual or organisation that is administered by the Council.

Unapportionable Central Overheads

These are overheads from which no user benefits, therefore they cannot be allocated to a service area.

Useful Life

The period over which the Council will derive benefits from the use of an asset.

Vested Rights

In relation to a defined benefit pension scheme these are for active members, benefits to which they would unconditionally be entitled on leaving the scheme, for deferred pensioners, their preserved rights and for pensioners, pensions to which they are entitled.

Work in Progress

The value of work done on an uncompleted project that has not been recharged to the appropriate account at the balance sheet date.

Write Out (WO)

Removal of an Asset by charging to the CIES, or reversal of accumulated depreciation against a fixed asset on revaluation of that asset.

DRAFT



Agenda Item

Audit and Governance Committee

30 November 2022

Report of the Head of Internal Audit

Audit & Counter Fraud Progress Report

Summary

- 1 This report provides an update on the delivery of the internal audit work programme for 2022/23 and on counter fraud activity undertaken so far in the year.

Background

- 2 The work of internal audit is governed by the Accounts and Audit Regulations 2015 and the Public Sector Internal Audit Standards (PSIAS). In accordance with the standards, periodic reports on internal audit work are presented to this committee.

Internal Audit

- 3 The 2022/23 internal audit work programme was approved by this committee at its meeting on 6 April 2022.
- 4 Annex 1 to this report provides an update on progress made against the 2022/23 internal audit work programme. This includes a summary of current work in progress and revised internal audit priorities for the year.

Counter Fraud

- 5 The counter fraud progress report is contained in annex 2. It reports on progress against the counter fraud work programme. A range of work is detailed including activity to promote awareness of fraud, work with external agencies, and information on the level of fraud reported to date.

Consultation

- 6 Not relevant for the purpose of the report.

Options

- 7 Not relevant for the purpose of the report.

Analysis

- 8 Not relevant for the purpose of the report.

Council Plan

- 9 The work of internal audit and counter fraud helps to support overall aims and priorities by promoting probity, integrity and accountability and by helping to make the Council a more effective organisation.

Implications

- 10 There are no implications to this report in relation to:

- **Finance**
- **Human Resources (HR)**
- **Equalities**
- **Legal**
- **Crime and Disorder**
- **Information Technology (IT)**
- **Property**

Risk Management Assessment

- 11 The council will be non-compliant with the PSIAS if the results of audit work are not reported to the committee and could therefore be exposed to increased levels of scrutiny and challenge.

Recommendation

- 12 Members are asked to:

- (a) note the progress made in delivering the 2022/23 internal audit work programme, and current counter fraud activity.

Reason

To enable members to consider the implications of audit and fraud findings.

Contact Details

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Bryn Roberts
Director of Governance
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**Report
Approved**



Date 18/11/2022

Specialist Implications Officers

Not applicable

Wards Affected: Not applicable

All



For further information please contact the author of the report

Background Papers

- 2022/23 Internal Audit Work Programme and Counter Fraud Plan

Annexes

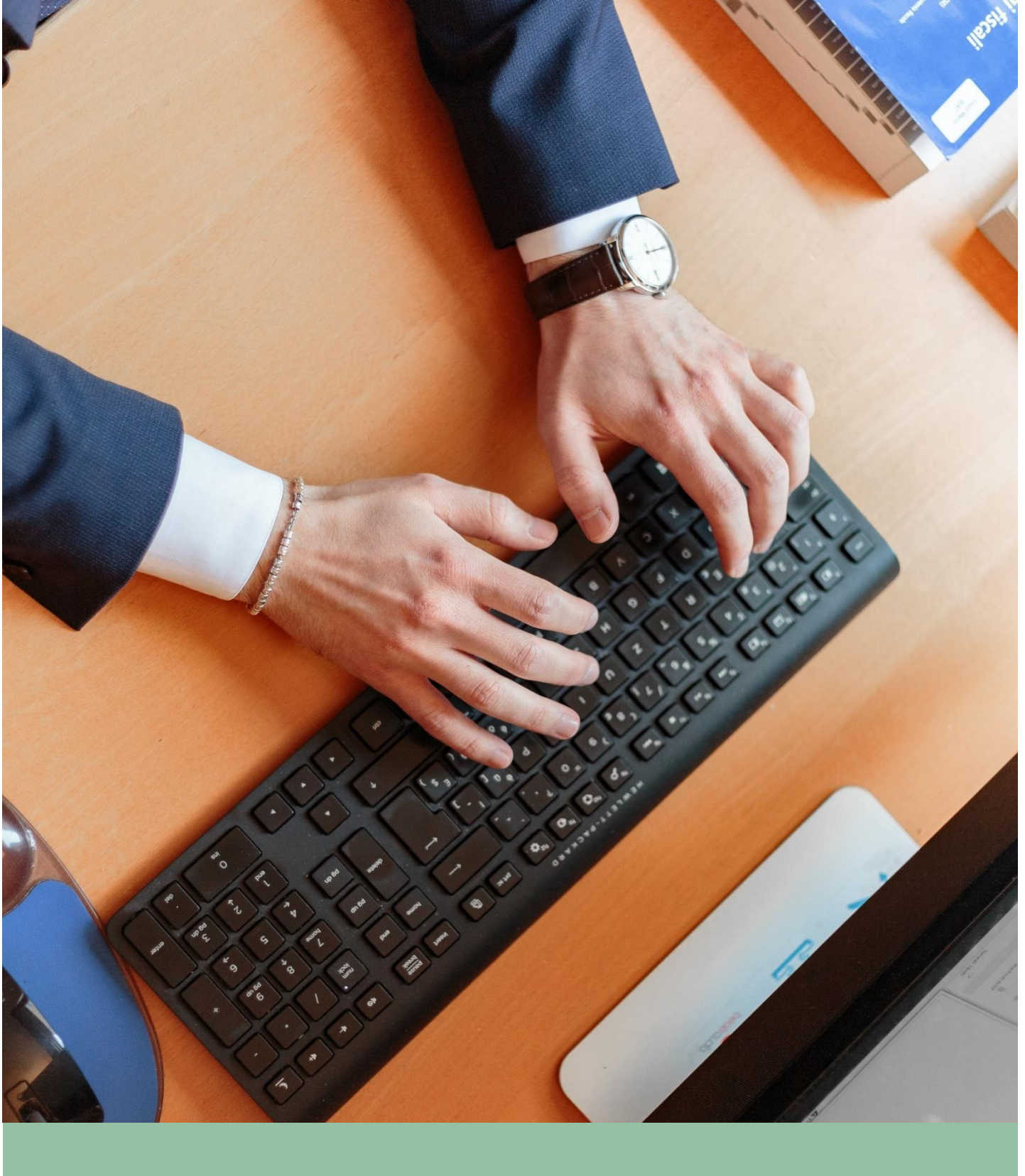
Annex 1 – Internal Audit progress report
Annex 2 – Counter Fraud progress report

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INTERNAL AUDIT PROGRESS REPORT 2022/23

Date: 30 November 2022

Annex 1



BACKGROUND

- 1 Internal audit provides independent and objective assurance and advice about the council's operations. It helps the organisation to achieve its overall objectives by bringing a systematic, disciplined approach to the evaluation and improvement of the effectiveness of risk management, control and governance processes.
- 2 The work of internal audit is governed by the Accounts and Audit Regulations 2015 and relevant professional standards. These include the Public Sector Internal Audit Standards (PSIAS), CIPFA guidance on the application of those standards in Local Government and the CIPFA Statement on the role of the Head of Internal Audit.
- 3 In accordance with the PSIAS, the Head of Internal Audit is required to report progress against the internal audit plan (the work programme) agreed by the Audit and Governance Committee, and to identify any emerging issues which need to be brought to the attention of the committee.
- 4 The internal audit work programme was agreed by this committee in April 2022. The number of agreed days is 1,095 and the programme is high-level and flexible in nature.
- 5 In 2021/22 Veritau introduced a fully flexible approach to work programme development and delivery, to keep pace with developments in the internal audit profession and to ensure that we can continue to deliver a responsive service. In line with this approach, work is being kept under review to ensure that audit resources are deployed to the areas of greatest risk and importance to the council.
- 6 The purpose of this report is to update the committee on internal activity up to 22 November 2022.

INTERNAL AUDIT PROGRESS

- 7 In the period to 22 November 2022, two of three remaining audits from the 2021/22 work programme have been concluded. This includes the contract management – GLL Community Stadium & Leisure audit and an audit of Poppleton Road Primary School. The one remaining audit from 2021/22, ICT asset management, has been issued in draft form and we expect it to be finalised in early December.
- 8 Other 2021/22 work that has been completed during the reporting period relates to health and safety, records management and payroll. A brief outline of the work undertaken in each area is included below:
 - **Health and safety – Covid-19 (premises):** this work was concluded with a presentation to Council Management Team in July 2022. A formal report was not produced as it represented our assessment, at a point in time, during the pandemic under significantly different circumstances that are no longer reflective of the current control environment. However, the work has resulted in

the inclusion of a new 2022/23 audit, covering the same area, which will focus on how controls are currently operating across the council's premises.

- **Records management:** from its inception as a routine internal audit review, in consultation with the DPO and SIRO, this work transformed into a general records management health check, facilitated by a council-wide survey which was completed by more than 700 staff (20% of the workforce). Summarised results and key observations were fed back to the DPO in September. As a result of this, the 2022/23 work programme has been updated to reflect potential control weaknesses or areas of risk, including physical information security and data security incident management.
- **Payroll:** this work involved a review of the updated and digitalised controls and workflows introduced in response to increased homeworking. It did not include all of the key controls that would be tested in a typical payroll audit. However, it was able to confirm that there are robust processes in place to authorise the monthly payroll. Through data analysis performed on a range system-generated reports, aimed at identifying exceptions and duplication, it was also able to provide assurance that the data held within iTrent is free from significant error. A small number of process and data-capture improvements were communicated to the Head of HR in November 2022.

9 Following a slower than anticipated start to delivery of the 2022/23 work programme, we have completed work on the council tax support and housing benefit audit, and work is also now well underway on a number of other audits. Audits of complaints, concerns, comments and compliments (one audit relating to all corporate feedback), commercial waste, and 100-hour short breaks have all been reported in draft form and will be finalised by the time of the next progress report to this committee.

10 A number of other audits that are currently ongoing are a good way through the fieldwork stage. We expect to be able to report on findings from several of these audits at the next meeting of this committee. These include:

- Savings plans
- Direct payments
- Physical information security compliance (West Offices and Hazel Court)
- ICT remote access
- Main accounting system
- Ordering and creditor payments
- Debtors
- Council tax and NNDR
- Jewson managed stores contract
- Payroll (schools)
- Absence management (schools)
- Food and fuel voucher scheme

- 11 In addition, we have either begun background planning or are at an early stage of fieldwork for a further 13 audits. These audits will continue into the early part of quarter 4 2022/23.
- 12 A summary of internal audit work currently underway, as well as work finalised in the year to date, is included in appendix A.
- 13 The work programme showing current priorities for internal audit work is included at appendix B.
- 14 A total of 18 audits are shown in the 'do next' category where we expect work to begin during the final quarter of 2022/23. Some of these audits already have agreed start dates. Start dates for the remaining audits will be determined through liaison with responsible officers across the directorates.
- 15 The programme also includes 21 audits in the 'do later' category. The internal audit work programme is designed to include all potential areas that should be considered for audit in the short to medium term, recognising that not all of these will be carried out during the current year (work is deliberately over-programmed).
- 16 In determining which audits will actually be undertaken, the priority and relative risk of each area will continue to be considered throughout the remainder of the year, and as part of audit planning for 2023/24. Consideration will also be given to the coverage of each of the 11 key assurance areas we use when prioritising any remaining work during 2022/23.
- 17 The three full audits that have been completed since the last report to this committee in June 2022 are included in Appendix C. The appendix summarises the key findings from these audits as well as details of actions agreed. The finalised reports listed in appendix C are published online, along with the papers for this committee.
- 18 Appendix D lists our current definitions for action priorities and overall assurance levels.



FOLLOW UP

- 19 All actions agreed with services as a result of internal audit work are followed up to ensure that underlying control weaknesses are addressed. Since the last report to this committee 19 actions reviewed have been completed. Follow up work is underway to review all other outstanding actions and a detailed update will be included as part of the next progress report to the committee.

APPENDIX A: 2022/23 INTERNAL AUDIT WORK

Audits in progress

Audit	Status
ICT asset management	Draft
Complaints, concerns, comments and compliments	Draft
Commercial waste (follow-up)	Draft
100-hour short breaks	Draft
Savings plans	In progress
Direct payments	In progress
Physical information security compliance (WO & HC)	In progress
ICT remote access	In progress
Main accounting system	In progress
Ordering and creditor payments	In progress
Debtors	In progress
Council tax and NNDR	In progress
Jewson managed store contract	In progress
Payroll (schools)	In progress
Absence management (schools)	In progress
Food and fuel voucher scheme	In progress
Physical information security compliance (satellite sites)	In progress
Risk management	In progress
CCTV	In progress
Asset management (highways and housing repairs)	In progress
Public health (procurement and contract management)	In progress
Additional payment to care workers (spot check)	In progress
Continuing healthcare	In progress
Adult social care: adults safeguarding	Planning
Health and safety	Planning
Procurement and contract management	Planning
Insurance arrangements	Planning
Teckal company governance	Planning
Foster carer payments	Planning

Final reports issued

Audit	Reported to Committee	Opinion
Council tax support and housing benefit	November 2022	Substantial Assurance
Poppleton Road Primary School	November 2022	Reasonable Assurance
Contract management – GLL Community Stadium & Leisure	November 2022	Reasonable Assurance
Safety Advisory Group (SAG) governance	June 2022	Reasonable Assurance
Fishergate Primary School	June 2022	Reasonable Assurance
Highways CDM (construction, design and management) regulations	June 2022	Reasonable Assurance

Other work in 2022/23

Internal audit work has been undertaken in a range of other areas during the year, including those listed below.

- Follow up of agreed actions
- Grant certification work:
 - Scambusters
 - West Yorkshire Plus Transport Fund and Transforming Cities Fund
 - Contain Outbreak Management Fund
 - Supporting Families Programme (September 2022 return)
 - Green Homes Grant LAD 1B
- Assurance review of the ESFA subcontracting standards for post-16 providers
- Feedback of Health and Safety audit findings to CMT
- Completion of council-wide records management health check (via survey)
- Completion of analytics-led review of payroll system data integrity
- Provision of support and advice:
 - Payroll deviance checking process
 - Processing of Yorwaste invoices
 - Responding to internal requests to amend supplier details

APPENDIX B: CURRENT PRIORITIES FOR INTERNAL AUDIT WORK

Audit / activity	Rationale / comments on progress
Strategic risks / corporate & cross cutting	
Category 1 (do now)	
Complaints, concerns, comments and compliments	Risks / controls are changing. Provides broader assurance. In draft.
Physical information security compliance (WO & HC)	Risks / controls are changing. Provides coverage of key assurance area.
Physical information security compliance (satellite sites)	Risks / controls are changing. Provides coverage of key assurance area.
Teckal company governance	Key area of corporate governance.
Procurement and contract management	Provides coverage of key assurance area.
Health and safety	Follow-up of previous internal audit work.
Risk management	Provides coverage of key assurance area.
Insurance arrangements	Provides coverage of key assurance area.
Category 2 (do next)	
Directorate schemes of delegation and decision-making	Key area of corporate governance.
Absence management	Significant risk area. Requested by Audit & Governance Committee.
Partnership working	Provides broader assurance.
Performance management and data quality	Provides broader assurance.
Environment and climate change	Emerging risk area. Council priority.
Business continuity and disaster recovery	Risks / controls are changing. Provides broader assurance.
NHS Data Security and Protection Toolkit: thematic review	Identified in discussions with management.
Data security incident management	Significant risk area. Identified in discussions with management.
Cipfa Financial Management Code compliance	Provides broader assurance.
Category 3 (do later)	
Retention payments and market supplements	
Agency staff	

Audit / activity	Rationale / comments on progress
Building security	
Fundamental / material systems	
Category 1 (do now)	
Main accounting system	Provides coverage of key assurance area.
Ordering and creditor payments	Provides coverage of key assurance area.
Debtors	Provides coverage of key assurance area.
Council tax and NNDR	Provides coverage of key assurance area.
Category 2 (do next)	
Housing rents (inc. data quality)	Risks / controls are changing. Provides coverage of key assurance area.
Category 3 (do later)	
Cash income	
Payroll	
Operational / regularity	
Category 1 (do now)	
Commercial waste (follow-up)	Follow-up of previously identified control weaknesses. In draft.
Jewson managed store contract	Requested by senior management.
100-hour short breaks	Risks / controls are changing. In draft.
Direct payments	Significant risk area. Provides broader assurance.
Payroll (schools)	Emerging risk area. Identified in discussions with management.
Absence management (schools)	Emerging risk area. Identified in discussions with management.
CCTV	Risks / controls are changing. Identified in discussions with management.
Asset management (highways and housing repairs)	Identified in discussions with management.
Food and fuel voucher scheme	Emerging risk area. Identified in discussions with management.
Public health (procurement and contract management)	Provides broader assurance. Identified in discussions with management.

Audit / activity	Rationale / comments on progress
Additional payment to care workers (spot check)	Identified in discussions with management.
Continuing healthcare	Emerging risk area. Identified in discussions with management.
Foster carer payments	Emerging risk area. Identified in discussions with management.
Adult social care: adults safeguarding	Significant risk area. Identified in discussions with management.
Category 2 (do next)	
Children's social care (scope TBC)	Significant risk area. Specific area for audit being discussed with officers.
Housing landlord duties	Emerging risk area. Identified in discussions with management.
Parking	Emerging risk area. Identified in discussions with management.
Hire cars	Emerging risk area. Identified in discussions with management.
Section 106 agreements	Risks / controls are changing. Provides broader assurance.
SEN funding (schools)	Emerging risk area. Identified in discussions with management.
SFVS (schools)	Emerging risk area. Identified in discussions with management.
Category 3 (do later)	
Housing repairs and maintenance	
Education, health and care plans (EHCPs)	
Children's social care budget management	
Children's services safeguarding	
Educational psychology	
Housing strategy (temp. accomm. & homelessness)	
Adult social care: care payments and contract mgt.	
Integrated care partnerships and joint commissioning	
Service contract management and client arrangements	
Highways asset maintenance	
High cost placements	
Technical / projects	

Audit / activity	Rationale / comments on progress
Category 1 (do now)	
ICT asset management	Provides coverage of key assurance area. In draft.
ICT remote access	Provides coverage of key assurance area.
Category 2 (do next)	
ICT procurement and contract management	Provides coverage of key assurance area.
Category 3 (do later)	
ICT applications / database security	
ICT systems development and benefits realisation	
ICT OneDrive and MS Teams (information assurance)	
York Central / Castle Gateway	
Overall project management arrangements	

APPENDIX C: SUMMARY OF KEY ISSUES FROM AUDITS FINALISED SINCE THE LAST REPORT TO THE COMMITTEE

System/ area	Opinion	Area reviewed	Date issued	Comments / Issues identified	Management actions agreed
Council tax support and housing benefit	Substantial Assurance	The audit reviewed the design and effectiveness of management controls in place to ensure claims and changes in circumstances are processed accurately, correctly, and within a reasonable timeframe. It also sought to confirm that recovery and write-off action is taken appropriately.	16 November 2022	<p>A systematic and well-controlled quality assurance process is in place which is targeted towards higher risk / higher value assessments completed by the service. Separation of duties is maintained in the process and outcomes, including lessons learned, are communicated to team members.</p> <p>Comprehensive performance data is collected across the key functions in CTS and HB and circulated to management for review. Performance is regularly benchmarked against other local authorities.</p> <p>Recovery performance was found to be in line with previous years. All write-offs reviewed during the audit had been appropriately authorised and</p>	N/A (no control weaknesses identified)

System/ area	Opinion	Area reviewed	Date issued	Comments / Issues identified	Management actions agreed
				suitable reasons were documented.	
Poppleton Road Primary School	Reasonable Assurance	The audit reviewed financial, operational and governance procedures at the school.	22 July 2022	Processes were found to be operating reasonably well but a number of issues were identified. Some improvements are needed to review of key governing governance documents such as the budget management policy and Finance Committee terms of reference, use of / reconciliation of procurement cards, completion / documentation of return to work interviews, retention of DBS certificates, segregation of duties in payroll processing, and the performance of regular inventory checks.	Action will be taken to address the issues in each of the areas identified for improvement.
Contract management – GLL Community Stadium & Leisure	Reasonable Assurance	This audit reviewed the governance and performance reporting arrangements between the	15 July 2022	The process for managing the leisure facilities part of the contract was found to be working reasonably well and a number of performance indicators are included in the contract with GLL (with the key	The KPIs used to calculate the annual outcomes scorecard will be reviewed and balanced by the addition of new stadium operational KPIs. This will

System/ area	Opinion	Area reviewed	Date issued	Comments / Issues identified	Management actions agreed
		council and GLL for the leisure and stadium complex.		<p>indicators being reported as part of quarterly updates in client-contractor meetings).</p> <p>However, performance management arrangements for the stadium element of the contract are not working as effectively. Only 3 performance indicators have been defined and none of these have target performance levels set. Procedures for calculating performance indicators in the contract are not documented and so is dependent on the knowledge of the council's current contract manager and their counterparts at GLL.</p> <p>Only summarised contract performance reports were available at the time of the audit, and more than 6 months had passed since the last detailed quarterly performance report had been received from GLL. Only 1 of the 3 stadium performance indicators is reported on the Open Data</p>	<p>be secured through a deed of variation to the contract.</p> <p>At the conclusion of the audit, we obtained assurances that the timeliness and completeness of performance reporting had been resolved following the introduction of a new single central system from which performance data is collected.</p> <p>Guidance notes will be produced to ensure that performance indicators are calculated on a consistent basis.</p> <p>At the conclusion of the audit, the Open Data Platform was updated with current performance information. In addition, an annual report, addressing GLL's performance, will be produced, published, and</p>

System/ area	Opinion	Area reviewed	Date issued	Comments / Issues identified	Management actions agreed
				Platform and this had not been updated since July 2019.	considered by the Overview and Scrutiny Committee.

APPENDIX D: AUDIT OPINIONS AND PRIORITIES FOR ACTIONS

Audit opinions	
Our work is based on using a variety of audit techniques to test the operation of systems. This may include sampling and data analysis of wider populations. It cannot guarantee the elimination of fraud or error. Our opinion relates only to the objectives set out in the audit scope and is based on risks related to those objectives that we identify at the time of the audit.	
Opinion	Assessment of internal control
Substantial assurance	A sound system of governance, risk management and control exists, with internal controls operating effectively and being consistently applied to support the achievement of objectives in the area audited.
Reasonable assurance	There is a generally sound system of governance, risk management and control in place. Some issues, non-compliance or scope for improvement were identified which may put at risk the achievement of objectives in the area audited.
Limited assurance	Significant gaps, weaknesses or non-compliance were identified. Improvement is required to the system of governance, risk management and control to effectively manage risks to the achievement of objectives in the area audited.
No assurance	Immediate action is required to address fundamental gaps, weaknesses or non-compliance identified. The system of governance, risk management and control is inadequate to effectively manage risks to the achievement of objectives in the area audited.

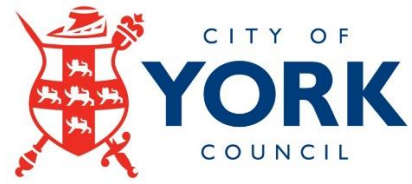
Priorities for actions	
Priority 1	A fundamental system weakness, which presents unacceptable risk to the system objectives and requires urgent attention by management
Priority 2	A significant system weakness, whose impact or frequency presents risks to the system objectives, which needs to be addressed by management.
Priority 3	The system objectives are not exposed to significant risk, but the issue merits attention by management.

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COUNTER FRAUD PROGRESS REPORT 2022/23

Date: 30 November 2022

Annex 2





BACKGROUND

- 1 Fraud is a significant risk to the public sector. The government estimates that the taxpayer loses up to £51.8 billion to fraud and error in public spending every year¹. Financial loss due to fraud can reduce a council's ability to support public services and cause reputational damage.
- 2 Veritau delivers a corporate fraud service to the council which aims to prevent, detect and deter fraud and related criminality. The counter fraud team investigate allegations of fraud, plan and take part in counter fraud campaigns (eg the National Fraud Initiative), undertake fraud awareness activities with staff and the public, and maintain and update the council's counter fraud framework and associated policies.
- 3 The purpose of this report is to update the Committee on counter fraud activity up to 31 October 2022.



FRAUD MANAGEMENT

- 4 The counter fraud team raised awareness of whistleblowing on World Whistleblowers' Day in June. It is important that workers are aware that they should raise concerns that are in the public interest and that there are protections in place if they do. It is equally important that managers respond to whistleblowing concerns in the correct way.
- 5 In October information was released to members of staff to mark cybersecurity awareness month. The material focussed on mandate fraud (also known as payment diversion fraud) a form of cybercrime that has been increasing in terms of sophistication, frequency, and success over the past 12 months. Staff were updated on the latest tactics and tools used by criminals to commit this type of fraud as well as warning signs to look out for. Earlier in the year bespoke and more in depth training was provided to the Creditors Team as they are most likely to be contacted by people committing this type of fraud. Two attempted mandate frauds have been identified and prevented this year.
- 6 Fraud awareness training has also been provided to staff working within adult social care, housing management, housing options and parking enforcement in 2022/23.



MULTI-AGENCY WORK

- 7 The National Fraud Initiative (NFI) is a large-scale data matching exercise that involves all councils and other public sector bodies in the UK. The work of the NFI is overseen by the Cabinet Office and the exercise runs every two years. Data from a range of council areas has been gathered for the upcoming 2022/23 exercise. The counter fraud team have assisted the council to format and securely send the data. In addition checks have been made to help ensure that the council meets fair processing requirements.

¹ Fraud and Error (Ninth Report of Session 2021/22), Public Accounts Committee, House of Commons

Results of the datamatching exercise are expected to be released in February 2023.

- 8 The council are required to respond to requests for information from the Department for Work and Pensions (DWP) who investigate Housing Benefit fraud. In cases where council tax support is in payment, the counter fraud team can jointly investigate with DWP counterparts. The team have responded to 27 requests for information to date.

INVESTIGATIVE WORK

- 9 In 2022/23, the counter fraud team has received 191 reports of suspected fraud. These cover areas including adult social care, social housing, council tax, council tax support, internal fraud, parking, and business rates.
- 10 Up to 31 October 2022, the team has helped the council to achieve £116k in savings and £7k in Covid-19 related savings. The team has completed 75 investigations and there are currently 29 ongoing active cases. To date, formal warnings have been issued to 21 people. Two council properties have been recovered. Two internal investigations have been completed. Payments were blocked following two attempts to commit mandate fraud against the council. In addition, the team has helped the council verify 28 applications relating to applications for Right to Buy.
- 11 A summary of investigative work can be found in appendix A, below.

APPENDIX A: SUMMARY OF INVESTIGATIVE WORK 2022/23

The table below shows the success rate of investigations and levels of savings achieved through counter fraud work in 2022/23.

	2022/23 (As at 31/10/22)	2022/23 (Target: Full Yr)	2021/22 (Actual: Full Yr)
Amount of actual savings (quantifiable savings - e.g. repayment of loss) identified through fraud investigation	£116,386	£200,000	£205,328
Amount of savings identified relating to Covid-19 grant related fraud	£7,037	n/a	£60,000
% of investigations completed which result in a successful outcome (for example payments stopped or amended, sanctions, prosecutions, properties recovered, housing allocations blocked)	53%	30%	47%

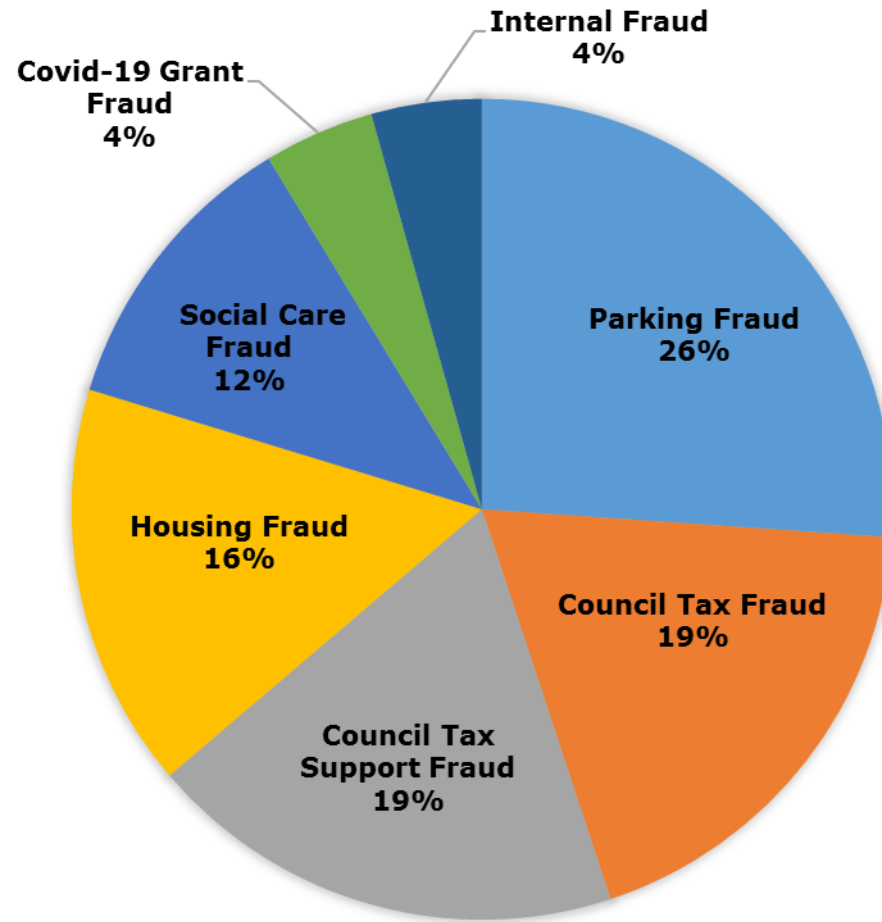
Caseload figures for the period are:

	2022/23 (As at 31/10/22)	2021/22 (Full Year)
Referrals received	191	381
Number of cases under investigation	69	69 ²
Number of investigations completed	75	133
Number of verification cases completed ³	29	94

² As at the end of the financial year (ie 31/03/2022)

³ Verification cases include reviews of applications for Right to Buy, and school placements.

The chart below shows the proportion of different case types under investigation as at 31 October 2022.



Activity	Work completed or in progress
Fraud detection and investigation	<p>The service promotes the use of criminal investigation techniques and standards to respond to any fraud perpetrated against the council. Activity to date includes the following:</p> <ul style="list-style-type: none"> • Housing fraud – Thirteen investigations of housing related fraud have been started in 2022/23 to date. Eleven investigations are ongoing. The team has helped to verify 28 Right to Buy applications this year. The team have completed eleven investigations into housing fraud resulting in two council properties being recovered. An investigation found that a council tenant was living in another part of the country while maintaining a CYC property for the benefit of their family. The tenant returned their keys after the council took court action to recover the property. Another tenant also handed back their keys after they were found to have abandoned their council property. • Internal investigations – Two internal investigations have been completed. There are three ongoing investigations. • Covid-19 related fraud – Investigative work into Covid-19 related grants and payments is now winding down. The team are currently investigating three cases relating to grants to businesses and two relating to Test and Trace Support Payments made to members of the public. The team have completed 17 investigations in 2022/23 to date resulting in seven written warnings being issued, one referral to the police, and one application being blocked before payment was made. • Adult Social Care fraud – The team has completed five investigations in this area and eight are ongoing. Savings of £46k have been made by the council as a result of investigations in this area. There have been six new referrals in 2022/23. • External (or third party) fraud – Three referrals relating to external frauds against the council have been reported in 2022/23. These included cybercrime attacks and an attempted theft from the council. Seven investigations have been completed and one is ongoing. Two attempted mandate frauds (payment diversion frauds) have been prevented in 2022/23. • Council Tax fraud – Eleven investigations have been completed in this area and thirteen are ongoing. Two people have been issued with formal warnings relating to false or incorrectly claimed

Activity	Work completed or in progress
	<p>single person discounts; errors were detected in a further four cases. Invoices totalling £5k have been issued to five people as a result of investigations this year.</p> <ul style="list-style-type: none"> • Council Tax Support fraud – The team has completed five investigations into council tax support fraud. Two people received a formal warning about their conduct. Work in this area has resulted in £30k being repaid to the council in 2022/23 to date. • Business rates fraud – A business was found to be incorrectly claiming small business rate relief. Its owners were billed over £4k and were issued a written warning. Invoices issued in the previous financial year have resulted in payments of £12k being made to the council in 2022/23. • Parking fraud – Thirteen investigations into parking fraud have been completed. Six people were issued with warnings following misuse of a disabled blue badge. There has been an increase in reports of fraud relating to parking permits being used for holiday accommodation (generally relating to property owners offering properties for let via accommodation websites). Two owners of holiday accommodation have been invoiced for loss and issued with formal warnings following investigations. It was found that residential parking permits were being used instead of more expensive business parking permits. Work in this area has resulted in £7k of savings for the council this year. There are currently 18 investigations ongoing.

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Agenda item

Audit & Governance**30 November 2022**

Report of the Chief Finance Officer

Scrutiny of Treasury Management Mid-Year Review and Prudential Indicators 2022/23**Summary**

1. Audit & Governance Committee are responsible for ensuring effective scrutiny of the treasury management strategy and policies, as stated in the Treasury Management Strategy 2023/23 approved by full Council on 17 February 2022. The Chartered Institute of Public Finance and Accountancy (CIPFA) Treasury Management in the Public Services: Code of Practice and Cross-Sectoral Guidance (“the Code”) stipulates that:
 - There needs to be, at a minimum, a mid-year review of treasury management strategy and performance. This is intended to highlight any areas of concern that have arisen since the original strategy was approved
 - Those charged with governance are also personally responsible for ensuring they have the necessary skills and training.
2. Attached at Annex 1 is the Treasury Management Mid-Year Review and Prudential Indicators 2022/23 report as presented to November 2022 Executive. This information provides Members with an update of treasury management activity for the first six months of 2022/23.

Recommendations

3. (a) Audit & Governance Committee note and scrutinise the Treasury Management Mid-Year Review and Prudential Indicators 2022/23 at Annex A

Reason: That those responsible for scrutiny and governance arrangements are updated on a regular basis to ensure that those implementing policies and executing transactions have properly fulfilled their responsibilities with regard to delegation and reporting.

Analysis

4. In September and October 2022 there had been a step change in government policy and the fiscal loosening from its proposed tax cuts were likely to add to existing domestic inflationary pressures and could have potentially left a legacy of higher interest rates and public debt. Gilt yields had increased, and sterling had fallen following the “fiscal event” of the new Prime Minister and Chancellor on 23rd September 2022 adding further upward pressure to interest rates.
5. However, following the reversal of the Truss/Kwarteng fiscal policies Rishi Sunak’s appointment as the UK’s new Prime Minister has ushered in a period of calm in UK financial markets. Much of the extra political risk percentages on gilts that emerged in the wake of the mini-budget on 23rd September appears to have unravelled.
6. Market interest rate expectations have been pared back in recent weeks as announced fiscal policy has become less loose. And although tighter fiscal policy may go some way to reducing the upward pressure on interest rates, stickier inflation means that Bank Rate is still expected to peak at 5.00%.
7. The Bank of England Monetary Policy Committee has increased interest rates to their highest level since the Global Financial Crisis to date.
8. No new borrowing has been undertaken in the first months of the year.

Consultation

9. Not applicable

Options

10. It is a statutory requirement under Local Government Act 2003 for the council to operate in accordance with the CIPFA prudential Code and the CIPFA Treasury Management in the Public Services Code of Practice “the Code”. No alternative options are available.

Council Plan

11. Treasury management is an integral part of the council’s finances providing for cash flow management and financing of capital schemes. It aims to ensure that the council maximises its return on investments, (whilst the priority is for security of capital and liquidity of funds) and minimises the cost of its debts. This allows more resources to be freed up to invest in the Council’s priority areas as set out in the council plan. It therefore underpins all of the council’s aims.

Implications

12. The implications are
- Financial – the security of the Councils capital funds is a priority, maximising returns on investments is still key along with minimising the finance costs of debt.
 - Human Resources - there are no human resource implications to this report.
 - Equalities - there are no equality implications to this report.
 - Legal - there are no legal implications to this report.
 - Crime and Disorder - there are no crime and disorder implications to this report.
 - Information Technology - there are no information technology implications to this report.
 - Property –there are no property implications to this report.
 - Other – there are no other implications to this report.

Risk Management

13. The treasury management function is a high-risk area because of the volume and level of large money transactions. As a result, the Local Government Act 2003 (as amended), the CIPFA Prudential Code and the CIPFA Treasury Management in the Public Services Code of Practice (the code) are all adhered to as required.

Contact Details

Author:

Debbie Mitchell
Chief Finance Officer

Tony Clark
Senior Accounting Technician

Chief Officer responsible for the report:

Debbie Mitchell
Chief Finance Officer

Report approved 15.11.22

Specialist Implications Officer(s) None

Wards Affected:

All ✓

For further information, please contact the author of this report

Background Working Papers

None

Annexes

1. Treasury Management Mid-Year Review and Prudential Indicators 2022/23
2. Annex to above report – Prudential Indicators 2022/23

Executive**22 November 2022**

Report of the Chief Finance Officer

Portfolio of the Executive Member for Finance and Performance

**Treasury Management Mid-Year Review and Prudential Indicators
2022/23****Summary**

1. The Council is required through legislation to provide members with a mid-year update on treasury management activities. This report provides an update on activity for the period 1 April 2022 to 30 September 2022.

Recommendations

2. Members are required, in accordance with the Local Government Act 2003 (revised), to:
 - Note the Treasury Management activities to date in 2022/23
 - Note the Prudential Indicators set out at Annex A and note the compliance with all indicators.

Reason: to ensure the continued performance of the Council's Treasury Management function.

Background

3. The Treasury Management function is responsible for the effective management of the Council's investments, cash flows, banking, and money market transactions. It also considers the effective control of the risks associated with those activities and ensures optimum performance within those risk parameters.
4. This mid-year report has been prepared in compliance with the Chartered Institute of Public Finance and Accountancy's (CIPFA) Code of Practice on Treasury Management, and covers the following:
 - An economic update for the first part of the 2022/23 financial year;
 - A review of the Treasury Management Strategy Statement and Annual Investment Strategy;
 - The prudential indicators;
 - A review of the Council's investment portfolio;

- A review of the Council's borrowing strategy;
- A review of compliance with the Treasury and Prudential Limits.

Economic Update

5. The second quarter of 2022/23 saw signs of economic activity losing momentum as production fell, inflation increased with domestic price pressures showing little sign of abating in the near-term, and bank base rate was raised to 2.25%. The unemployment rate has fallen to a 48-year low of 3.6% due to a large shortfall in labour supply.
6. In September and October 2022 there had been a step change in government policy and the fiscal loosening from its proposed tax cuts were likely to add to existing domestic inflationary pressures and could have potentially left a legacy of higher interest rates and public debt. Gilt yields had increased, and sterling had fallen following the "fiscal event" of the new Prime Minister and Chancellor on 23rd September 2022 adding further upward pressure to interest rates.
7. However, following the reversal of the Truss/Kwarteng fiscal policies and Rishi Sunak's appointment as the UK's new Prime Minister has ushered in a period of calm in UK financial markets. Much of the extra political risk percentages on gilts that emerged in the wake of the mini-budget on 23rd September appears to have unravelled.
8. The new Chancellor, Jeremy Hunt, will unveil in his Autumn Statement on 17th November a fiscal tightening of up to £50bn by 2026/27 (1.7% of GDP) suggesting that after a period in which fiscal policy has provided the economy with support, it is about to become a major drag.
9. Market interest rate expectations have been pared back in recent weeks as announced fiscal policy has become less loose. And although tighter fiscal policy may go some way to reducing the upward pressure on interest rates, stickier inflation means that Bank Rate is still expected to peak at 5.00%.
10. The Bank of England Monetary Policy Committee has increased interest rates to their highest level since the Global Financial Crisis to date.

Interest Rate Forecast

11. Table 1 is Link Asset Services Interest Rate forecast for both the bank base rate and long-term Public Works Loans Board (PWL) Certainty borrowing rates (note all figures are percentages):

	Dec 22	Mar 23	Jun 23	Sep 23	Dec 23	Mar 24	Jun 24	Sep 24	Dec 24	Mar 25	Jun 25	Sep 25
Bank Rate	4.00	5.00	5.00	5.00	4.50	4.00	3.75	3.25	3.00	2.75	2.75	2.50
5 Year PWLB rate	5.00	4.90	4.70	4.50	4.20	3.90	3.70	3.50	3.40	3.30	3.20	3.20
10 Year PWLB rate	4.90	4.70	4.60	4.30	4.10	3.80	3.60	3.50	3.40	3.30	3.20	3.20
25 Year PWLB rate	5.10	4.90	4.80	4.50	4.30	4.10	3.90	3.70	3.60	3.60	3.50	3.40
50 Year PWLB rate	4.80	4.60	4.50	4.20	4.00	3.80	3.60	3.40	3.30	3.30	3.20	3.10

Table 1: Link Asset Services Interest Rate Forecast (%) 28th September 2022

12. Currently Bank base rate is at 2.25% and, as shown in the forecast table above, is expected to peak in 2023/24 at 5% before steadily decreasing back to a similar level by the middle of 2025/26.
13. The table above shows short and long-dated interest rates will be elevated for some time, as the Bank of England seeks to squeeze inflation out of the economy, whilst the government is providing a package of fiscal loosening to try and protect households and businesses from the ultra-high wholesale gas and electricity prices.
14. The increase in PWLB rates reflects a broad sell-off in sovereign bonds internationally and the disaffection investors have with the position of the UK public finances after September's "fiscal event". The Bank of England's Monetary Policy Committee has tightened short-term interest rates with a view to trying to slow the economy sufficiently to keep the secondary effects of inflation – as measured by wage rises – under control.

Annual Investment Strategy Update

15. Council approved the Treasury Management Strategy Statement for 2022/23 on 17th February 2022. There are no policy changes and the details in this report do not amend the Statement.

16. The Council's Annual Investment Strategy, which is incorporated in the Strategy, outlines the Council's investment priorities as follows:
- security of capital
 - liquidity
 - yield
 - FTSE4Good index
17. The Council continues to aim to achieve the optimum return (yield) on investments commensurate with the proper levels of security and liquidity and the Council's risk appetite.

Investment Portfolio

18. The average level of cash balances available for investment purposes in the first 6 months of 2021/22 was £58.184m (£40.376m for the same 6-month period in 21/22). The level of cash balances available is largely dependent on the timing of the Council's cash flow as a result of precept payments, receipt of grants, receipt of developer contributions, borrowing for capital purposes, payments to its suppliers of goods and services and spend progress on the Capital Programme. These funds are therefore only available on a temporary basis depending on cash flow movement.
19. The average level of cash balances has increased compared to a year ago due to a number of factors. This is in part due to cash carried over from March 2022 which included £15m of borrowing from the PWLB, an additional £7.6m of Dedicated Schools Grant (DSG), and £8.4m Zero Emission Bus Regional Areas (ZEBRA) Funding. The Council also received £11.6m for the Council Tax rebate payments.
20. With the increase in cash balances in the first half of 2022/23, the Council has been able to delay taking on further long-term debt to finance the Council's capital programme, maintaining an under-borrowed position in relation to the Capital Financing Requirement. This strategy will be kept under review during the second half of the year as cash balances for investment are projected to fall.
21. Investment return (calculated as the amount of interest earned on invested cash for the period) during the first six months of 2022/23 is shown in table 2:

	2021/22 (full year)	2021/22 (part year to date)
Average CYC Rate of Return	0.10	1.18
<u>Benchmarks</u>		

Average Overnight SONIA	n/a*	1.22
Average 7 day Backward Looking SONIA	n/a*	1.21

Table 2: CYCs investment rate of return performance vs. SONIA benchmark

* There is not a full year comparator for 2021/21 as up until 31st December 2021 LIBID rates were used as a comparable performance indicator. From 1st January 2022 the Council has used SONIA as a comparable performance indicator.

22. The average rate of return achieved for invested cash to date in 2022/23 has been steadily increasing compared to the average seen in 2021/22, due to the Bank of England raising the base rate six times in the period from 15th December 2021 to 22nd September from 0.10% to 2.25%. The Council has been keeping cash in highly liquid Money Market Funds which provide instant access to cash and therefore has used the average overnight SONIA rate to compare it's return too. There is a slight time lag between the interest earned from investing in these Money Market Funds compared to the base rate and overnight SONIA as Money Market Funds adjust their portfolios in a rising interest rate environment.
23. Opportunities for longer term investments at higher yields are now becoming more prevalent, however as stated above the Council is using its cash balances to delay taking on long-term borrowing. Opportunities that arise for notice and fixed investments are considered in terms of the Councils short to medium term cash flow requirement and under borrowed position.
24. Figure 1 shows the average SONIA rates for a number of investment durations compared with the Bank of England base rate and the rate of return that the Council has achieved on invested cash for the first six months of 2022/23. It shows that the Councils average rate of return on its instant access cash has been steadily increasing for the first six months of the year on the same trend as the Bank of England base rate and the average overnight SONIA and average 7 day backward looking SONIA rates whilst ensuring the required liquidity and security of funds for the Council.

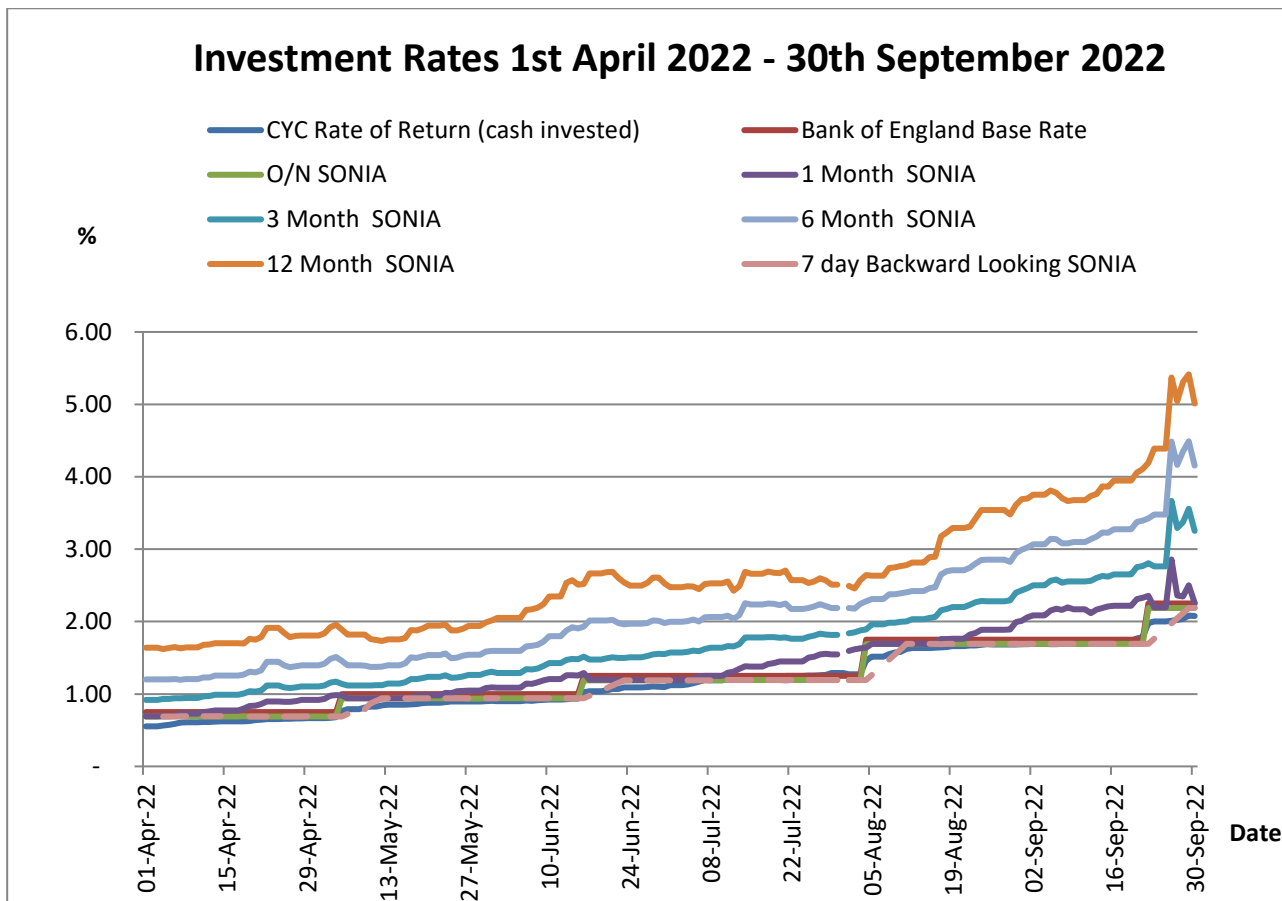


Figure 1 CYC Investments vs Bank of England base rate and SONIA up to 30th September 2022

25. Figure 2 shows the investments portfolio split by cash in bank, deposits in short term call accounts, fixed term investments and Money Market Funds. All of the Money Market Funds have an AAAM credit rating and the cash bank account is A+.

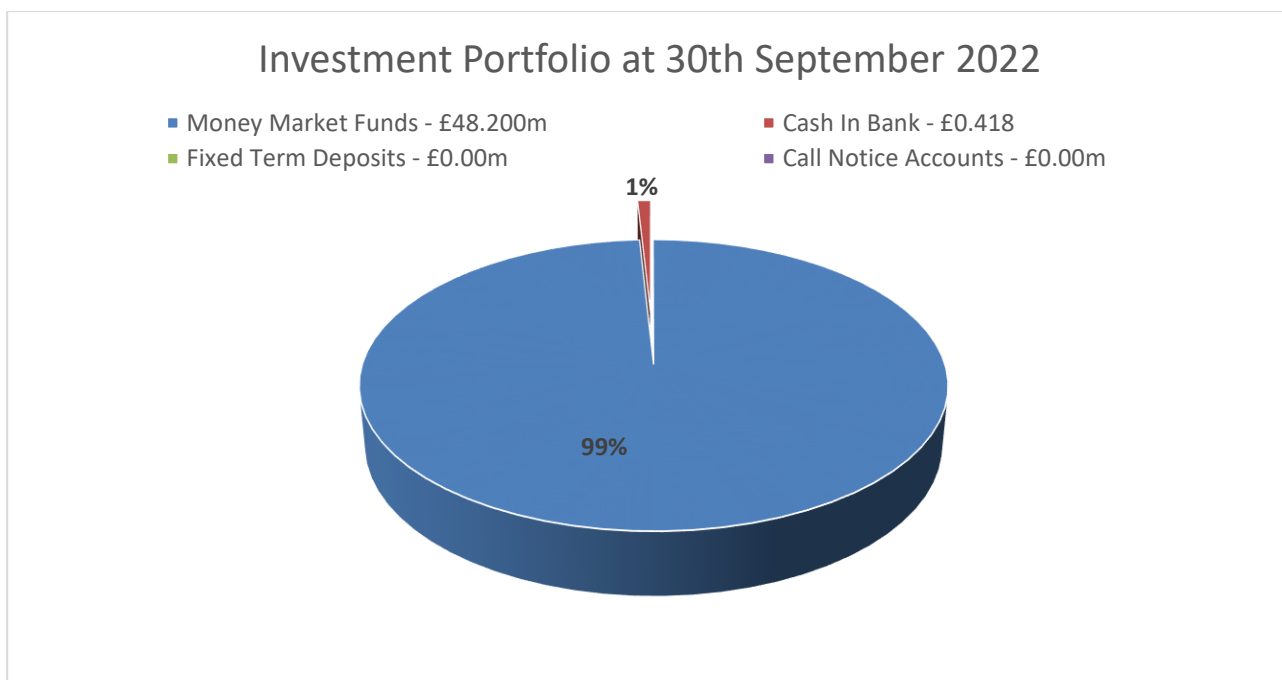


Figure 2 Investment Portfolio by type at 30th September 2022

Borrowing Portfolio

26. The Council undertakes long-term borrowing in accordance with the investment requirements of the capital programme and all borrowing is therefore secured for the purpose of its asset base.
27. The level of borrowing taken by the Council is determined by the Capital Financing Requirement (the Councils underlying need to borrow for capital expenditure purposes). Borrowing needs to be affordable, sustainable and prudent.
28. Under regulation, the Council can borrow in advance of need and Markets are therefore constantly monitored and analysed to ensure that advantage is taken of favourable rates and the increased borrowing requirement is not as dependant on interest rates in any one year.
29. On the reverse side, the Council's level of borrowing can also be below the Capital Financing Requirement. This would mean that instead of increasing the Council's level of borrowing, surplus funds held for investment purposes would be utilised.
30. The finance team continues to closely monitor the opportunities that arise and receive daily updates from Link Asset Services in respect of borrowing timings and amounts. No new loans have been taken during-the first six months of the year.
31. The Councils long-term borrowing started the year at a level of £305.965m. There are 3 scheduled repayments of long-term borrowing that will occur this financial year totalling £4.7m. This is made up of a £2m PWLB loan and £1m PWLB loan, both maturing on 5th November 2022 and a £1.7m PWLB loan maturing on 28th February 2023.
32. The Housing Revenue Account debt amount is 48% of the borrowing portfolio at £146.359m (of which £121.550 is self-financing debt) and the General Fund debt is 52% at £159.606m.
33. Figure 3 illustrates the 2022/23 maturity profile of the Council's debt portfolio at 30th September 2022. The maturity profile shows that there is no large concentration of loan maturity in any one year, thereby spreading the interest rate risk dependency.

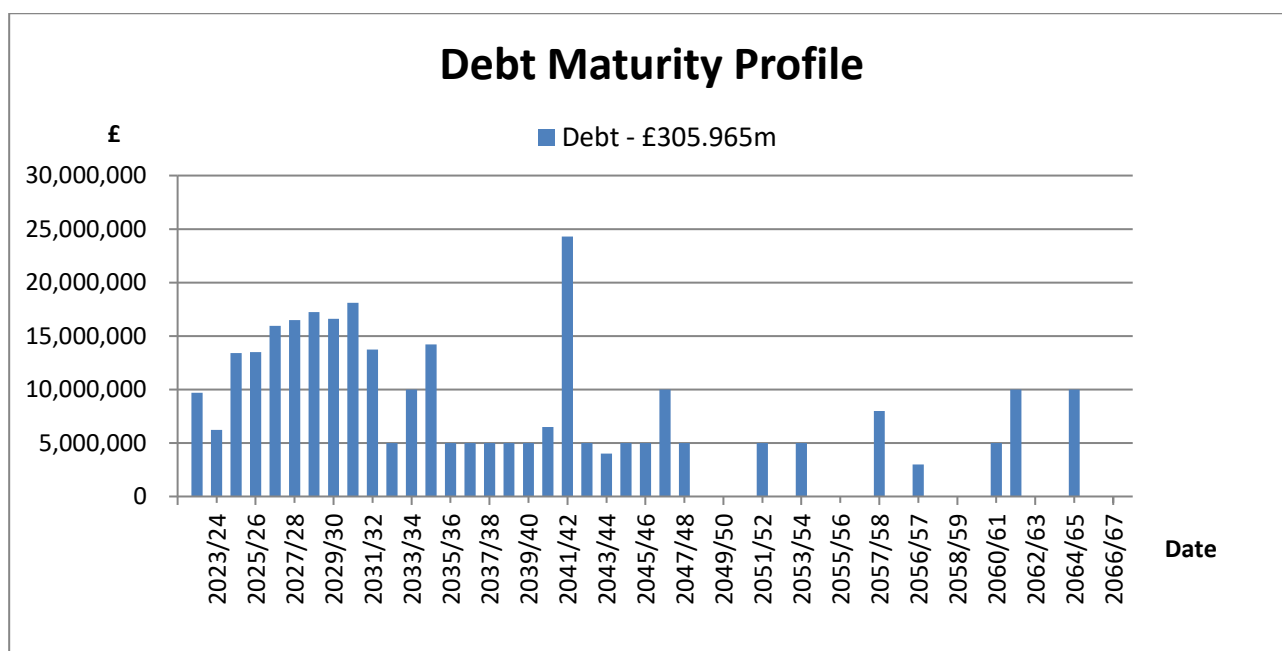


Figure 3 – Debt Maturity Profile at 30th September 2022

34. Table 3 shows PWLB Certainty borrowing rates available for selected loan durations between 1st April 2022 and 30th September 2022.

PWLB Certainty borrowing rates by duration of loan					
	1 Year	5 Year	10 Year	25 Year	50 Year
Yr High	5.11	5.43	5.36	5.80	5.50
Yr Low	1.95	2.21	2.38	2.52	2.24
Yr Avg	2.89	3.03	3.25	3.51	3.23

Table 3 – PWLB Borrowing Rates (%) – 1st April 2022 to 30th September 2022

Compliance with Prudential Indicators

35. The Prudential Indicators for 2022/23 included in the Treasury Management Strategy Statement are based on the requirements of the Council's capital programme and approved at Budget Council on 17th February 2022.

36. It is a statutory duty for the Council to determine and keep under review the "Affordable Borrowing Limits" included in the Prudential Indicators. The monitoring of the Prudential Indicators is attached at Annex A. During the

financial year 2022/23 to date the Council has operated within the treasury limits and Prudential Indicators set out.

Consultation and Options

37. The report shows the six-month position of the treasury management portfolio in 2022/23. The treasury management budget was set in light of the council's expenditure plans and the wider economic market conditions, based on advice from Link Asset Services. It is a statutory requirement to provide the information detailed in the report.

Council Plan

38. The treasury management function aims to achieve the optimum return on investments commensurate with the proper levels of security, and to minimise the interest payable by the Council on its debt structure. It thereby contributes to all Council Plan priorities.

Financial implications

39. The financial implications are in the body of the report.

Legal Implications

40. Treasury Management activities have to conform to the Local Government Act 2003, the Local Authorities (Capital; Finance and Accounting) (England) Regulations 2003 (SI 2003/3146), which specifies that the Council is required to have regard to the CIPFA Prudential Code and the CIPFA Treasury Management Code of Practice and also the Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2008 (SI 2008/414), which clarifies the requirements of the Minimum Revenue Provision guidance.

Other Implications

41. There are no crime and disorder, information technology, property, equalities, human resources or other implications because of this report.

Risk Management

42. The Treasury Management function is a high-risk area because of the level of large money transactions that take place. As a result, there are procedures set out for day to day treasury management operations that aim to reduce the risk associated with high volume high value transactions. These are detailed in the Treasury Management Strategy Statement at the start of each financial year.

Contact Details

Authors:	Chief Officer Responsible for the report:		
Tony Clark Accounting Technician	Debbie Mitchell Chief Finance Officer		
	Report Approved		Date
Wards Affected: All			
For further information please contact the author of the report			

Specialist Implications:
Legal – Not Applicable
Property – Not Applicable
Information Technology – Not Applicable

Annexes

Annex A – Prudential Indicators 2022/23 Mon 2 (30.09.22)

Glossary of Abbreviations used in the report:

DLUHC	Department for Levelling Up, Housing and Communities
PWLB	Public Works Loans Board
SONIA	Sterling Overnight Index Average

Prudential Indicators 2022/23 Mon 2 (30.09.22)

	Prudential Indicator		2022/23	2023/24	2024/25	2025/26	2026/27	
1	Capital expenditure To allow the authority to plan for capital financing as a result of the capital programme and enable the monitoring of capital budgets.	GF	£110.2m	£148.3m	£61.9m	£24.8m	£21.1m	
		HRA	£44.3m	£45.7m	£36.6m	£30.7m	£22.9m	
		Other LT	£0.0m	£0.0m	£3.4m	£0.5m	£0.5m	
		<u>Total</u>	<u>£154.5m</u>	<u>£194.0m</u>	<u>£101.9m</u>	<u>£56.0m</u>	<u>£44.5m</u>	
2	CFR Indicates the Council's underlying need to borrow money for capital purposes. The majority of the capital programme is funded through government support, government grant or the use of capital receipts. The use of borrowing increases the CFR.	GF	£327.4m	£390.6m	£402.6m	£406.0m	£408.8m	
		HRA	£146.4m	£146.4m	£149.8m	£153.4m	£153.4m	
		Other LT	£42.8m	£41.7m	£44.1m	£42.9m	£41.7m	
		<u>Total</u>	<u>£516.6m</u>	<u>£578.7m</u>	<u>£596.5m</u>	<u>£602.3m</u>	<u>£603.9m</u>	
3	Ratio of financing costs to net revenue stream An estimate of the cost of borrowing in relation to the net cost of Council services to be met from government grant and council taxpayers. In the case of the HRA the net revenue stream is the income from rents. <i>Note that in future years some of the forecast debt will be directly funded by business rates income and a number of other self financing schemes, where income is generated to meet the cost of investment in the scheme. Therefore the actual figure will be lower than shown here.</i>	GF	9.09%	13.91%	15.74%	16.60%	17.40%	
		HRA	12.29%	11.82%	11.56%	11.39%	11.22%	
		<u>Total</u>	<u>9.70%</u>	<u>13.50%</u>	<u>14.89%</u>	<u>15.54%</u>	<u>16.13%</u>	
4	External debt To ensure that borrowing levels are prudent over the medium term the Council's external borrowing, net of investments, must only be for a capital	Gross Debt	£401.1m	£470.0m	£496.0m	£510.8m	£522.1m	
		Invest	£48.6m	£15.0m	£15.0m	£15.0m	£15.0m	
		<u>Net Debt</u>	<u>£352.5m</u>	<u>£455.0m</u>	<u>£481.0m</u>	<u>£495.8m</u>	<u>£507.1m</u>	

	Prudential Indicator		2022/23	2023/24	2024/25	2025/26	2026/27	
	purpose and so not exceed the CFR.							
5 a	<p>Authorised limit for external debt</p> <p>The authorised limit is a level set above the operational boundary in acceptance that the operational boundary may well be breached because of cash flows. It represents an absolute maximum level of debt that could be sustained for only a short period of time. The council sets an operational boundary for its total external debt, gross of investments, separately identifying borrowing from other long-term liabilities.</p>	Borrowing / Other long term liabilities	<p>£525.0m</p> <p>£30.0m</p> <hr/> <p>£555.0m</p> <p>(£555.0m set at 2022/23 Strategy)</p>	<p>£588.7m</p> <p>£30.0m</p> <hr/> <p>£618.7m</p> <p>(Based on current CFR projection)</p>	<p>£606.5m</p> <p>£30.0m</p> <hr/> <p>£636.5m</p> <p>(Based on current CFR projection)</p>	<p>£612.3m</p> <p>£30.0m</p> <hr/> <p>£642.3m</p> <p>(Based on current CFR projection)</p>	<p>£613.9m</p> <p>£30.0m</p> <hr/> <p>£643.9m</p> <p>(Based on current CFR projection)</p>	
5 b	<p>Operational boundary for external debt</p> <p>The operational boundary is a measure of the most likely, prudent, level of debt. It takes account of risk management and analysis to arrive at the maximum level of debt projected as part of this prudent assessment. It is a means by which the authority manages its external debt to ensure that it remains within the self-imposed authority limit. It is a direct link between the Council's plans for capital expenditure; our estimates of the capital financing requirement; and estimated operational cash flow for the year.</p>	Borrowing / Short Term Liquidity Requirement	<p>£516.6m</p> <p>£8.4m</p> <hr/> <p>£525.0m</p> <p>(£525.0m set at 2022/23 Strategy)</p>	<p>£578.7m</p> <p>£10.0m</p> <hr/> <p>£588.7m</p> <p>(Based on current CFR projection)</p>	<p>£596.5m</p> <p>£10.0m</p> <hr/> <p>£606.5m</p> <p>(Based on current CFR projection)</p>	<p>£602.3m</p> <p>£10.0m</p> <hr/> <p>£612.3m</p> <p>(Based on current CFR projection)</p>	<p>£603.9m</p> <p>£10.0m</p> <hr/> <p>£613.9m</p> <p>(Based on current CFR projection)</p>	

	Prudential Indicator		2021/22	2022/23	2023/24	2024/25	2025/26	
6	<p>Maturity structure of fixed rate borrowing</p> <p>To minimise the impact of debt maturity on the cash flow of the Council. Over exposure to debt maturity in any one year could mean that the Council has insufficient liquidity to meet its repayment liabilities, and as a result could be exposed to risk of interest rate fluctuations in the future where loans are maturing. The Council therefore sets limits whereby long-term loans mature in different periods thus spreading the risk.</p>	Maturity profile of debt against approved limits	Maturity Profile	Debt (£)	Debt (%)	Approved Minimum Limit	Approved Maximum Limit	
			Less than 1 yr	£9.7m	3%	0%	30%	In line with the TMSS Lobo loans are shown as due at their next call date as this is the date the lender could require payment.
			1 to 2 yrs	£4.3m	1%	0%	30%	
			2 to 5 yrs	£44.8m	15%	0%	40%	
			5 to 10 yrs	£87.2m	29%	0%	40%	
			10 yrs and above	£160.0m	52%	30%	90%	
			Total	£306.0m	100%	-	-	
7	<p>Upper limit for total principal sums invested for over 364 days</p> <p>The Council sets an upper limit for each forward financial year period for the level of investments that mature in over 364 days. These limits reduce the liquidity and interest rate risk associated with investing for more than one year. The limits are set as a percentage of the average balances of the investment portfolio.</p>		£15.0m	£15.0m	£15.0m	£15.0m	£15.0m	

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AUDIT AND GOVERNANCE COMMITTEE**30 November 2022**

Report of the Director of Governance

Progress against the Action Plan prepared in response to the Public Interest Report**Summary**

1. To update the committee on the conclusion of delivery of the Action Plan, prepared in response to the Report in the Public Interest dated 19 April 2021.

Background

2. The Council is required to address the recommendations set out in the Report in the Public Interest dated 19 April 2021 and accepted by Full Council on 4 May 2021. An Action Plan was also approved by Full Council and Audit and Governance Committee was asked to oversee its delivery.
3. Officers prepared a project plan to add detail to the approach to be taken towards delivering the Action Plan which is now attached as an Annex to this report. Members will note that all actions detailed within this project plan have been completed by Officers, and consequently, the delivery of the Action Plan has now been concluded.
4. It is now incumbent on both Members and Officers to engage positively in work embedding the necessary culture-shift. To that end, the following actions of note have been undertaken, or are in preparation:
 - a) representatives from the Local Government Association (LGA) returned to York to discuss progress made on the actions identified in the Action Plan, together with the embedding work presently underway, in advance of the preparation of their Final Report to Audit and Governance Committee, scheduled for early in 2023;
 - b) further training sessions for Members in relation to the new Code of Conduct have recently been delivered;

- c) substantial preparation for a comprehensive Member Induction Programme, to be delivered immediately following the whole-Council elections in May 2023, is underway. This programme will be mandatory for all councillors (irrespective of length of service), and will include the provision of IT equipment, guidance on its use, and (amongst other topics) training on:
- a. the Constitution;
 - b. decision-making;
 - c. budget-setting;
 - d. planning;
 - e. licensing;
 - f. scrutiny;
 - g. Code of Conduct; and
 - h. data protection and information governance.

Implications

Financial – The Council is a member of the LGA and therefore the support from the LGA is at nil cost. The previously reported the financial impact of the PIR remains unchanged.

Human Resources (HR) – None directly arising from this report.

Equalities – None directly arising from this report.

Legal – As detailed within this report, the Council has received and accepted the Report in the Public Interest dated 19 April 2021, and therefore is required to undertake necessary steps to address the highlighted recommendations. As noted above, the various individual steps required to implement the recommendations have now been concluded, and the Council had therefore be seen to have adopted the recommendations in full.

Crime and Disorder, Information Technology and Property – None directly arising from this report.

Recommendations

5. To note the conclusion of the delivery of the Action Plan prepared in response to the Report in the Public Interest dated 19th April 2021.

Reasons for the Recommendation

6. The Audit and Governance Committee is required by Full Council to monitor the delivery of the Action Plan prepared in response to the Public Interest Report. Since that delivery has been concluded, the Audit and Governance Committee can now report this back to Council.

Options

7. The Committee is asked to note the contents of the report, and agree the approach outlined therein.

Author and Chief Officer responsible for the report: Bryn Roberts, Director of Governance and Monitoring Officer

Report Approved **Date** 22 November 2022

Specialist Implications Officer(s):

Debbie Mitchell, Chief Finance Officer and Section 151
Helen Whiting, Head of Human Resources

Wards Affected: *List wards or tick box to indicate all* **All**

For further information please contact the author of the report

Background Papers:

- Agenda, Reports and Minutes of the extraordinary meeting of Full Council dated 4th May 2021
- Agenda, Reports and Minutes of the Audit and Governance Committee
- Agenda and Reports of the Joint Standards Committee on 24th January 2022
- Agenda and Reports and the revised draft Constitution (published early) for the Audit and Governance Committee on 2nd February 2022
- Agenda and Reports for Full Council on 24th March 2022 including the link to the revised constitution

Annexes:

- Annex: Project Plan developed in support of the Action Plan

Public Interest Report - Implementation Plan

Ref	Action	Officer Lead	Linked to other actions	Actions to be undertaken	Outcomes	Deadline Date	Completed Y/N	RAG Status
Recommendation One (and Recommendation Five)								
Adopt and apply appropriate standards for business case preparation in relation to exit and pension discretions (R1)								
The Council should review its policies and procedures to reflect Government guidance in the use of non-disclosure agreements. (R5)								
R1 (1)	Review of HR processes currently in place relating to the Council's use of settlement agreements in relation to its employees including:							
R1 (1.1)	Commission specialist employment law advice to assist in the formulation of a fit for purpose framework and guidance for HR staff and other key staff such as legal and finance, including consideration of information security data protection compliance.	DM/TF		Request specialist employment advice. Agreed framework and guidance to be shared with Trade Unions / Internal Audit and produce final version. To be agreed at CCNC, A&G and SMU meetings. Tabled at SMU on 18/10/21.	Agreed framework and guidance in place for employee settlement agreements.	31/08/21	Y	
R1 (1.2)	Ensure revised business case template has appropriate sign off and that the Head of Paid Service, Monitoring Officer and S151 Officer have oversight of all exit packages and settlement agreements	DM/TF		As above	To be included in the framework and guidance as above.	31/08/21	Y	
R1 (1.3)	Consultation with Trade Unions and Internal Audit on proposed framework, guidance and sign off process	TF		Produce framework and guidance for employee settlement agreements.	Agreed framework and guidance in place for employee settlement agreements.	30/09/21	Y	

R1 (1.4)	Approval of the revised framework will be sought from CCNC, SMU and presented to Audit & Governance.	TF		Agreed framework and guidance to be agreed with Trade Unions, SMU and tabled at Audit & Governance Committee - scheduled for 09/09/21. Agreed at SMU on the 18/10/21.	Agreed framework and guidance in place for employee settlement agreements.	30/09/21	Y	
R1 (1.5)	Review of the scheme of delegation for Officers in terms of initial authority to enter into an agreement and approvals for the content of such documents including the overall responsibility of the Head of Paid Service in this process.	JB		Review of scheme of delegation for Officers. Agree with IF and then with CMT Members.	Agreed revised Scheme of Delegation to be included in the CYC Constitution.	31/08/21	Y	
R1 (1.6)	Review of the scheme of delegation for Executive Members in terms of initial authority to enter into an agreement and approvals for the content of such documents including the overall responsibility of the Leader of the Council in this process.	JB		Review of Scheme of Delegation for Executive Members. Agree with IF and then with Executive Members.	Agreed revised Scheme of Delegation to be included in the CYC Constitution	31/08/21	Y	
R1 (1.7)	Review of the scheme of delegation as to the role of Elected Members in this process (taking into account whether the employee is a chief officer or non-chief officer)	JB		Review of Scheme of Delegation for Elected Members. Agree with Group Leaders.	Agreed revised Scheme of Delegation to be included in the CYC Constitution	31/08/21	Y	
R1 (1.8)	Inclusion of a 6 monthly review of all exit packages by internal audit.	TF		Include in process & guidance at ref 1.1. Add to A&G Committee forward plan for 6 monthly review.	6 monthly review to be undertaken by A&G and Internal Audit	31/08/21	Y	
R1 (1.9)	Annual monitoring of the use of a revised framework will be undertaken by the Audit & Governance Committee;	TF		Add to A&G Committee forward plan for yearly review.	Annual review to be undertaken by A&G	31/08/21	Y	

R1 (1.10)	Consider function and composition of Staffing Matters & Urgency Committee as part of review of Constitution (links to recommendation 3).	JB	R3 (1)	Include as part of the CYC Constitution review. Constitution will now be discussed at the A&G Committee on 01/12/21 and then to Full Council in April.	Include in CYC Constitution.	30/09/21	Y	
Recommendation Two								
Decision notes should be maintained that document the factors that explain the case for the use of public funds under the scheme of delegation such as where payments exceed contractual entitlements.								
R2 (1)	Pay Elements & Discretion							
R2 (1.1)	A review of all pay elements upon which discretions can be applied both whilst in employment and upon exit.	TF		Undertake review of all pay elements and include controls and sign off. Agree with JB/DM once complete for inclusion in CYC's Scheme of Delegation. Include in report for SMU and then in Constitution under Scheme of Delegation.	Include all pay elements in CYC's Scheme of Delegation	30/09/21	Y	
R2 (1.2)	For each pay element to identify the process, the controls and sign off process.	TF		As above	Include all pay elements in CYC's Scheme of Delegation.	30/09/21	Y	
R2 (1.3)	To consult with the trade unions on this process.	TF		Consulted with Trade Union on the process.	Include all pay elements in CYC's Scheme of Delegation.	30/09/21	Y	
R2 (1.4)	The above to be included in one document for sign off via CCNC.	TF	R1 (1.4)	Once review complete table paper at the CCNC meeting.	Include all pay elements in CYC's Scheme of Delegation.	30/09/21	Y	
R2 (1.5)	Instructions and guidance will be issued to all Officers about the importance of record keeping.	TF		Once review complete guidance to be produced and issued to all Officers re process for record keeping.	Include all pay elements in CYC's Scheme of Delegation.	30/09/21	Y	

R2 (2)	The introduction of a revised framework detailed under Recommendation One and Five will be accompanied by Officer training and development; a key part of that will be re-iterating the importance of maintaining clear records	TF	R1 (1.1)	Include in revised framework. Put in place relevant Officer and Training Programme. Sent out relevant communications to staff. Include in staff induction programme. Provide mandatory training through Leading Together sessions on 7th October 2021 and they then cascade to their teams. TF to raise at CLG and then arrange for HR staff to be trained. Date will now be later than expected.	Office and Training Programme in place.	30/09/21	Y	
R2 (3)	The accompanying scheme of delegation will build in key points in time whereby reviews and decisions need to be captured by Officers.	JB/TF	R1 (1.5) R1 (1.6)	Include in CYC's Scheme of Delegation.	Include all pay elements in CYC's Scheme of Delegation	30/09/21	Y	
R2 (4)	Financial decisions affecting Chief Officers will require the approval of Staffing Matters and Urgency Committee and relevant provisions will be included within the review of the Council's Constitution.	JB/TF		Process to be put in place to ensure Financial Decisions for Chief Officers are approved by the SMU.	Include in CYC Constitution.	30/09/21	Y	

Recommendation Three

Review the design of governance policies and procedures to manage conflicts of interest (including self-interest threats). This should include updating the Council's constitution and scheme of delegation

R3 (1)	A fundamental review of all aspects of the Council's Constitution has already commenced and a draft has been prepared by the Monitoring Officer. It is proposed that all Elected members will have the opportunity to share their views on the draft which will be shared with the Audit & Governance Committee as part of their formal role as custodians of the constitution. The Audit & Governance Committee will be invited to make recommendations to Full Council in terms of any amendments to the Constitution.			All relevant work has been completed by Officers and is now with A&G Committee to make a recommendation to full council.				
R3 (1.1)	The Monitoring Officer will undertake a six monthly review of all aspects of the constitution.	JB		Put in place process for 6 monthly review	Process in place for a 6 monthly review.	30/09/21	Y	
R3 (1.2)	The Audit & Governance Committee will undertake an annual review of the Constitution to ensure it remains fit for purpose and report its findings to Full Council	JB		Add to A&G Committee forward plan for yearly review.	Process in place for yearly review.	30/09/21	Y	
R3 (1.3)	Guidance will be provided with all meeting agendas to assist Elected Members in the identification or not of a conflict of interest (this will be delivered as part of the work for Recommendation Four).	JB	R4 (1.5)	Guidance and Version Control to be produced for all public meeting agendas. Constitution included on agenda for A&G meeting on 08/09/21 for approval. Then to Full Council in March 2022.	Include Version Control in CYC's Constitution.	30/09/21	Y	

R3 (1.4)	Mandatory training will be implemented for all Officers and Elected Members to inform as to the purpose and function of the Constitution and highlight its importance in terms of assisting with the identification of conflicts of interest and structure of schemes of delegation for both Officers and Elected Members.	JB / TF		Package of mandatory training to be produced and agreed with Elected Members. Training dates all in place for Elected Members, CMT Members and relevant officers	Training in place and included as part of CYC's Constitution.	30/09/21	Y	
R3 (1.5)	The Council's Corporate Management Team will undertake six monthly reviews of the Officer Schemes of Delegation in place which arise from the Council's Constitution.	JB		Add to CMT forward plan	Officer Scheme of Delegation to be reviewed on 6 monthly basis at the CMT meeting.	30/09/21	Y	
R3 (1.6)	Review and formalise the existing governance assurance processes between Internal Audit, the Head of Paid Service, Monitoring Officer and Section 151 Officer.	JB / DM		Update Audit Plan to include Governance as an underlying theme of every audit.	Process in place to ensure Governance assurance processes between Internal Audit and relevant Officers.	30/09/21	Y	
R3 (1.7)	Present a quarterly report to the Corporate Management Team to monitor the Council's Governance Framework.	JB / DM		Add to CMT forward plan	Quarterly report to CMT meeting.	30/09/21	Y	
R3 (1.8)	Review the terms of reference and composition of Staffing Matters & Urgency Committee (as part of the review of the constitution) as outlined in Recommendation 1 above.	JB	R1 (1.10)	Review ToRs for the SMU.	Agreed final ToRs to be included in the CYC Constitution.	30/09/21	Y	
R3 (1.9) New	Revised CYC Constitution to be formally approved by Full Council	JB		Constitution to be tabled at May's Full Council	Revised CYC Constitution agreed and will be published on 25/05/22.	31/05/21	Y	

Recommendation Four

The Council should ensure all Members fully understand the requirement of the Code of Conduct in relation to declaration of interests.

R4 (1)	The Council will work towards the adoption of the Model Code of Conduct issued by the LGA which will replace the current Code of Conduct and procedure for the handling of complaints:							
R4 (1.1)	The Joint Standards Committee will oversee the implementation of the Model Code of Conduct and make recommendations via the Audit & Governance Committee to Full Council.	JB		Work started, workshop held on 23/06/21 with Hoey Ainscough with Chair and Vice Chair of A&G with further meeting on 06/07/21. Proposal taken to Full Council in May. Agreed will now be taken to Full Council in October for agreement and then will be included in the Constitution. Training starts on 09/09/21. Mop up training currently taking place.	Implementation of the Model Code of Conduct.	31/08/21	Y	
R4 (1.2)	The Council will commission specialist support to assist with the development, implementation and mandatory training of all Elected Members (and key officer groups) in respect of the Model Code of Conduct, awareness raising of conflicts of interest and the declaration of interests.	JB/TF		Process to be put in place to develop training with Hoey Ainscough. Training to be undertaken with the Leading Together group. Look at options for MYLO to hold training records.	Implementation of the Model Code of Conduct.	31/07/21	Y	

R4 (1.3)	Mandatory training will be required to undertaken by all Elected Members on an annual basis.	JB/TF		Look at options for MYLO to hold training records. Include in CYC Constitution. Produce outline of Election Members Induction by 30/09/21 but will be work in progress until next Elections. Agree with A&G Committee. Produce Elected Members' handbook. Training sessions with Political Groups being arranged for September 2021 and October 2021. Then Officer training will be scheduled. Induction programme being developed for September 2021.	Implementation of the Model Code of Conduct.	30/09/21	Y	
R4 (1.4)	The Corporate Leadership Group (all Chief Officers and their direct reports) will receive mandatory training in respect of the Members Code of Conduct.	JB/TF		Working with Hoey Ainscough to create training programme. Look at options to use MYLO for delivery and recording of training. Training sessions with Political Groups being arranged for September 2021 and October 2021. Then Officer training will be scheduled. Induction programme being developed for September 2021.	Implementation of the Model Code of Conduct / mandatory training.	30/09/21	Y	

R4 (1.4)	Comms with relevant staff to explain importance of training and that it is mandatory and must be completed on an annual basis	JB/TF		Produce staff communications.	communications to be issued to all staff to confirm training is mandatory and must be completed on an annual basis.	30/09/21	Y	
R4 (1.5)	Guidance will be provided with all meeting agendas to assist Elected Members in the identification or not of a conflict of interest.	JB	R3 (1.3)	Working with Hoey Ainscough to produce guidance.	Guidance agreed and in place.	30/09/21	Y	
R4 (1.6)	The Monitoring Officer, (in consultation with Head of Paid Service, s151, Chairs and Vice Chairs of Joint Standards Committee and Audit & Governance Committee and Leaders of the Political Groups) will undertake an annual review of the Code of Conduct to ensure it is fit for purpose and the adopted Code of Conduct will be reviewed every year at Annual Council to coincide with appointments to committees and outside bodies and at any other times deemed necessary by the Monitoring Officer.	JB		Produce Model Code of Conduct.	Model Code of Conduct in place and process to review on an annual basis at Full Council.	30/09/21	Y	
R4 (1.7)	The Council's induction programme following City Council elections (due to take place in May 2023) will be reviewed in line with progress and outcomes of this recommendation.	JB/TF		Reviewing good practice for Elected Members' development.	Revised CYC's Induction Programme in place.	30/09/21	Y	

NEW	Commission LGA, determine scope and role, timeliness of feedback - pick out key milestones	JB/TF/DM		<p>Discussion held with Mark Edgell, LGA and agreed will follow the peer review process. Put relevant timetable / meetings in place. Meeting with Chair and Vice Chair of A&G being arranged. Produce final documentation. Respond to Mark Edgell to confirm we only need advice on the action plan. Meeting held with Chair of A&G and LGA on 10/08/21 and LGA will now work up a programme of work. LGA have made the requests to their Peer Officer team. JB to confirm preferences to LGA on the two preferred Peer Officers. LGA mentoring session to be held at the end of October. Work ongoing. Report to A&G Committee in December 2021 and</p>	LGA to undertake peer review.	30/09/21	Y	
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Audit & Governance Committee – work plan

Training/briefing events will be held at appropriate points in the year to support members in their role on the Committee.

Theme	Item	Lead officers	Scope
30th November <i>(agenda published 22 November)</i>			
Finance	Draft Accounts	<u>CYC</u> Debbie Mitchell/Emma Audrain	Date subject to External Audit.
Finance	Audit Completion Report	<u>CYC</u> Debbie Mitchell/Emma Audrain	Date subject to External Audit.
Finance	Treasury Management Midyear Review	<u>CYC</u> Debbie Mitchell	
Veritau (internal audit / counter fraud)	Internal audit & counter fraud progress report	<u>Veritau</u> Max Thomas/ Richard Smith	An update on progress made in delivering the internal audit work plan for 2022/23 and on current counter fraud activity.
Governance	Corporate Governance Report	<u>CYC</u> Lorraine Lunt	To provide Members with an update on corporate governance including issues.
Governance	Progress against the Action Plan prepared in response to the Public Interest Report	<u>CYC</u> Bryn Roberts	To include progress on embedding good governance.
18th January 2023 <i>(agenda published 10 January)</i>			
Veritau (internal audit / counter fraud)	Consultation on the annual audit work programme	<u>Veritau</u> Max Thomas/ Richard Smith	To seek the committee's view on priorities for audit work in 2023/24.
Veritau (internal audit / counter fraud)	Annual review of the counter fraud framework	<u>Veritau</u> Max Thomas/ Richard Smith	To present the findings of the annual review of the counter fraud framework and risk assessment, and seek comments on any updates

			needed to counter fraud and related policies.
Finance	Treasury Management Strategy	<u>CYC</u> Debbie Mitchell	
Governance	Report of the Monitoring Officer	<u>CYC</u> Bryn Roberts	To include progress on embedding good governance.
Governance	Embedding Good Governance	<u>CYC</u> Bryn Roberts	
Governance	Corporate Governance Report	<u>CYC</u> Lorraine Lunt	To provide Members with an update on corporate governance including issues.
Risk	Key Corporate Risks monitor 3	<u>CYC</u> Helen Malam	Update on Key Corporate Risks (KCRs)
15th March 2023 <i>(agenda published 7 March)</i>			
Governance	Corporate Governance Report	<u>CYC</u> Lorraine Lunt	To provide Members with an update on corporate governance including issues.
Risk	Key Corporate Risks monitor 4	<u>CYC</u> Helen Malam	Update on Key Corporate Risks (KCRs)
Veritau (internal audit / counter fraud)	Approval of indicative annual internal audit programme and counter fraud plan	<u>Veritau</u> Max Thomas/ Richard Smith	To seek approval for the 2023/24 internal audit work programme, and the counter fraud plan.
Veritau (internal audit / counter fraud)	Internal audit & counter fraud progress reports	<u>Veritau</u> Max Thomas/ Richard Smith	An update on progress made in delivering the internal audit work plan for 2022/23 and on current counter fraud activity.