

## **AGENDA SUPPLEMENT**

### **Audit and Governance Committee**

**To:** Councillors Pavlovic (Chair), Fisher (Vice-Chair), Lomas, Mason, Wann, Webb and Carr

**Date:** Wednesday, 2 February 2022

**Time:** 5.30 pm

**Venue:** George Hudson Room, West Offices

The Agenda for the above meeting was published on **20 January 2022**. The attached additional documents are now available for the following agenda item:

- 3. PSAA Review of External Audit Fees** (Pages 1 - 6)  
The Council's current external auditor is Mazars, under a contract managed by Public Sector Audit Appointments Ltd (PSAA). This contract expires at the end of the 2022/23 financial year. The purpose of this report is to provide the Committee with an overview of the process for appointing an external auditor to the Council for the next five year period from 2023/24.
- 4. Mazars Audit Completion Report** (Pages 7 - 54)  
The paper attached at Annex A is the Audit Completion Report from Mazars and communicates their findings of the audit for the year ended 31 March 2021.
- 5. Final Statement of Accounts incl. Annual Governance Statement** (Pages 55 - 254)  
This report presents the final set of accounts for 2020/21, which follow draft pre-audit accounts previously presented on 28 July 2021.
- 6. Annual Monitoring Officer's Statement** (Pages 255 - 274)  
This Annual Report supports the Council's Annual Governance Statement prepared for the Statement of Accounts. The Committee

is invited to note the report which is attached as Annex One to this report. This report has now been updated via supplement annexed to the substantive report to cover the period December 2021 to 24th January 2022.

- 7. Progress against the Action Plan** (Pages 275 – 278)  
To provide an update on the progress being made with regards to delivery of the Action Plan prepared in response to the Report in the Public Interest dated 19<sup>th</sup> April 2021.
  
- 9. Audit and Governance Work Plan** (Pages 279 - 280)  
To receive a draft plan of reports currently expected to be presented to future meetings of the Committee up to April 2022.

<p>This agenda supplement was published on <b>25 January 2022</b>.</p>
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**Audit and Governance Committee****2 February 2022**

Report of the Director of Governance & Monitoring Officer and Chief Finance Officer

**Appointment of External Auditors****Summary**

1. The Council's current external auditor is Mazars, under a contract managed by Public Sector Audit Appointments Ltd (PSAA). This contract expires at the end of the 2022/23 financial year. The purpose of this report is to provide the Committee with an overview of the process for appointing an external auditor to the Council for the next five year period from 2023/24.
2. Given the issues being experienced nationally with the audit market that, in part, led to the Redmond Review, the considerable amount of time and effort involved in procuring individually and the additional independence of the national process it is the view of officers that the Council should again opt in to the PSAA process.

**Recommendations**

3. Members are asked to note that full Council will be asked to:
  - a. accept the Public Sector Audit Appointments' invitation to opt into the sector-led option for the appointment of external auditors to principal local government and police bodies for five financial years from 1 April 2023.

**Reason**

The Local Audit (Appointing Person) Regulations 2015 ('the Regulations') require that a decision to opt in must be made by a meeting of the Council (meeting as a whole). The Council then needs to formally respond to PSAA's invitation in the form specified by PSAA.

## Background

4. The current auditor appointment arrangements cover the period up to and including the audit of the 2022/23 accounts. Along with 98% of all local authorities, the Council opted into the 'appointing person' national auditor appointment arrangements established by PSAA for the period covering the accounts for 2018/19 to 2022/23.
5. PSAA is now undertaking a procurement for the next appointing period, covering audits for 2023/24 to 2027/28. In order to join the national scheme, the Council has to formally accept the invitation to participate by Friday 11 March 2022. The decision to accept the invitation must be made by Full Council.

## Analysis and options

6. There are two main options available to the Council when appointing new auditors.
  - a. We can continue to take advantage of the national collective scheme administered by PSAA
  - b. We can arrange our own procurement and make the appointment ourselves or in conjunction with other bodies such as other local authorities

### Procurement through PSAA

7. The sector-wide procurement conducted by PSAA has the following advantages:
  - a. It is a transparent and independent appointment via a third party
  - b. A collective procurement reduces costs for the sector and for individual authorities compared to a multiplicity of smaller local procurements
  - c. Ongoing management of any independence issues as and when they arise
  - d. It is the best opportunity to secure the appointment of a qualified, registered auditor - there are only nine accredited audit firms, and a local procurement would be drawing from the same limited supply of auditor resources as PSAA's national procurement
  - e. Supporting the sector-led body offers the best way of to ensuring there is a continuing and sustainable public audit market into the medium and long term.

- f. It avoids the need to establish an auditor panel with an independent chair and independent members to oversee a local auditor procurement and ongoing management of an audit contract
8. A potential disadvantage of procuring through the PSAA is that individual elected members will have less opportunity to be directly involved in the appointment process.
9. If the Council wishes to take advantage of the national auditor appointment arrangements, it is required under the local audit regulations to make the decision at full Council. The opt-in period starts on 22 September 2021 and closes on 11 March 2022. To opt into the national scheme from 2023/24, the Council needs to return completed opt-in documents to PSAA by 11 March 2022.

#### Procure individually

10. To procure our own external auditors individually and independently of the PSAA legislation requires us to set up an Auditor Panel. The panel must consist of a majority of independent members and must be chaired by an Independent member. Independent members for this purpose are independent appointees, this excludes current and former elected members and officers and their close families and friends. This means that elected members will not have a majority input in assessing bids and choosing which firm to award the contract to. An independent auditor panel would make that decision.
11. Individual procurement has the following advantage:
  - a. It is a transparent appointment and allows for some local input to the decision
12. There are also a number of disadvantages from an individual procurement and these include:
  - a. There would be a cost in recruiting an Audit Panel, running the procurement exercise and negotiating the contract. LGA estimate this would be in the region of at least £15k
  - b. We would not be able to take advantage of the economies of scale and reduced fees that could be available through a national exercise
  - c. The assessment of bids and decision on awarding contracts would not be taken solely by elected members of the council

- d. The external audit market is very challenging, with firms unable to recruit staff. Some audited bodies, both in the public and private sector, have found that they have had only one bidder for their audit. Therefore there is a risk that no one would bid for the contract.
13. Given the issues being experienced nationally with the audit market that, in part, led to the Redmond Review, the considerable amount of time and effort involved in procuring individually and the additional independence of the national process it is the view of officers that the Council should again opt in to the PSAA process.

### **Corporate Priorities**

14. The appointment of the External Auditors ensures that the Council's financial statements are true and fair and that the Council has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources. This ensures the Council's service requirements are met and contributes to the achievement of Corporate Priorities.

### **Implications**

#### **Financial**

15. The current External Audit Fees are likely to increase when the contract ends. Should the Council wish to consider appointing a local Auditor Panel, the costs of establishing such a Panel would need to be estimated and included in the Council's budget for 2022/23. This would include the costs of recruiting independent appointees, servicing the Panel, running a bidding and tender evaluation process, letting a contract and paying independent member fees and allowances.
16. By opting in to the PSAA process, this provides maximum opportunity to limit the extent of any increases in audit fee levels by entering into a large scale collective procurement arrangement that would remove the costs associated with establishing an auditor panel.
17. The proposed fees for the subsequent years cannot be known until the procurement process has been completed, as the costs will depend on proposals from the audit firms, however opting-in to a national scheme will provide maximum opportunity to ensure fees are as low as possible, whilst ensuring the quality of audit is maintained by entering in to a large scale collective procurement arrangement

**Human Resources (HR)**

18. There are none directly associated with this report.

**Equalities**

19. There are none directly associated with this report.

**Legal**

20. There are none directly associated with this report.

**Crime and Disorder, Information Technology and Property**

21. There are none directly associated with this report.

**Risk Management**

22. 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.

**Author & Chief Officer responsible for the report:** Janie Berry, Director of Governance & Monitoring Officer  
Debbie Mitchell, Chief Finance Officer

**Report Approved**  **Date** 13 January 2022

**Specialist Implications Officer(s):**

Janie Berry, Director of Governance & Monitoring Officer  
Debbie Mitchell, Chief Finance Officer

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

**For further information please contact the author of the report:**  
Janie Berry, Debbie Mitchell

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**Agenda Item****Audit and Governance Committee**

2 February 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 of the audit for the year ended 31 March 2021.

**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. Details of any significant findings from the audit
  - b. Details of any internal control recommendations
  - c. A summary of minor misstatements and other amendments
  - d. 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**

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Technical Accountant  
01904 551170

**Chief Officer responsible for the report:**

Debbie Mitchell  
Chief Finance Officer

**Report  
Approved**

x
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**Date** 24.01.22

**Wards Affected:** All

**For further information please contact the author of the report**

**Background Papers:**

None

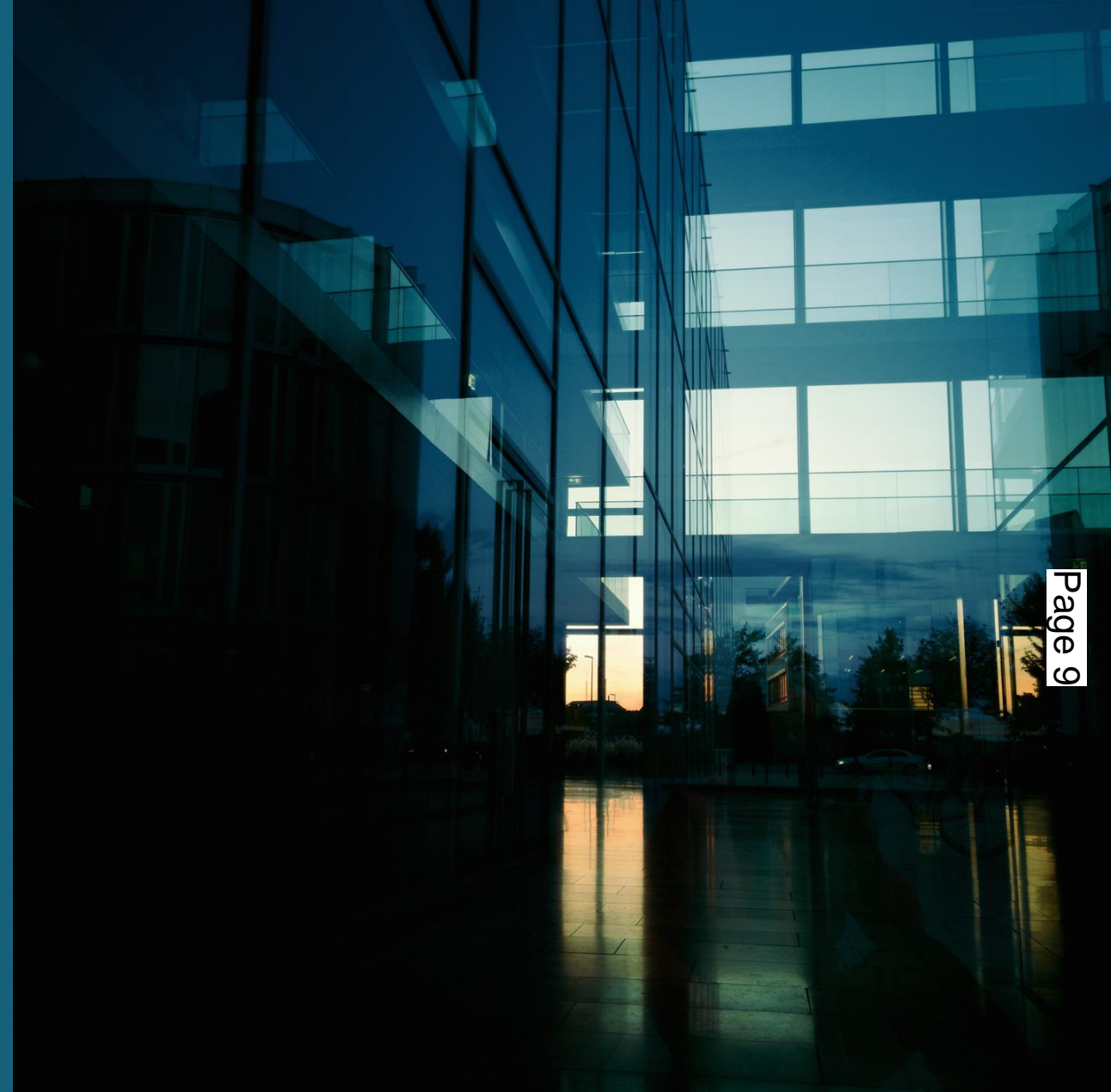
**Annex:**

Annex A – Mazars Audit Completion Report

# Audit Completion Report

City of York Council – Year ended 31  
March 2021

January 2022



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- 06** Summary of misstatements
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Appendix A: Draft management representation letter

Appendix B: Draft audit report

Appendix C: Independence

Appendix D: Other communications

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 2021**

We are pleased to present our Audit Completion Report for the year ended 31 March 2021. 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 16 June 2021. 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 2020/21 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 and areas of management judgement in our Audit Strategy Memorandum, which include:

- 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 and 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

With the exception of the standard audit closure procedures highlighted on page 7, we have completed our audit in respect of the financial statements for the year ended 31 March 2021.

We plan to report the following conclusions:



### Audit opinion

We anticipate issuing an unqualified opinion, on the financial statements. Our report will be modified in respect of the Council's arrangements to secure economy, efficiency and effectiveness in its use of resources. Our proposed opinion is included at appendix B to this report.



### 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 2021. We have reported a significant weaknesses in arrangements and make recommendations with regard to the Public Interest Report published on 19 April 2021. This 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. 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 no statutory objections or questions from local electors.

# 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. The following standard closure procedures need to be completed before signing the auditor’s report

Audit area	Status	Description of the outstanding matters
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.
Post balance sheet events		Review of post balance sheet events up to the point at which we sign our audit report.
Whole of government accounts		Completion of audit procedures supporting the WGA return to the NAO.
Audit review and quality control		Completion of Manager and Partner review and Mazars 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.

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# 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 2021. 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 £8.8 million using a benchmark of circa 2% of gross operating expenditure. Our assessment of materiality, based on the draft financial statements was £11.5 million using the same benchmark. As a result of audit adjustments, however, the gross operating expenditure has been revised, resulting in materiality being set at £8.95m.

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

## 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**

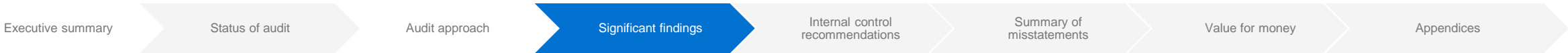
# 4. Significant findings

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 16 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;
- modifications required to our audit report; and
- any significant difficulties we experienced during the audit.

## Significant risks

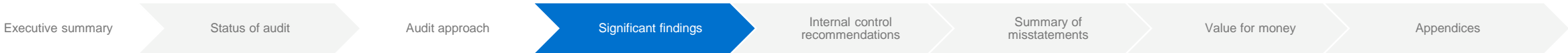
<b>Management override of controls</b>	<p><b>Description of the risk</b> This is a mandatory significant risk on all audits because of the unpredictable way in which such override could occur.</p> <p>Management at various levels within an organisation are in a unique position to perpetrate fraud because 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> <hr/> <p><b>How we addressed this risk</b> We addressed this risk by carrying out audit work in the following areas:</p> <ul style="list-style-type: none"> <li>• accounting estimates impacting amounts included in the financial statements;</li> <li>• consideration of identified significant transactions outside the normal course of business; and</li> <li>• journals recorded in the general ledger and other adjustments made in preparation of the financial statements.</li> </ul> <hr/> <p><b>Audit conclusion</b> We have no matters to report in respect of management override of controls.</p>
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# 4. Significant findings

## Significant risks (continued)

Revenue recognition	Description of the risk
	<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 2020/21. We have identified income from fees and charges, as the key area for audit testing. We will consider whether Covid-19 grant income presents and audit risk when we receive the statement of accounts.</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><b>How we addressed this risk</b>            We have addressed this audit risk by:</p> <ul style="list-style-type: none"> <li>• testing revenue items recorded around year end to ensure they have been recognised in the appropriate year;</li> <li>• testing year end receivables; and</li> <li>• obtaining direct confirmations of year-end bank balances and testing the reconciliations to the ledger.</li> </ul>
	<p><b>Audit conclusion</b>            We have no matters to report in respect to revenue recognition.</p>



# 4. Significant findings

## Significant risks (continued)

### Valuation of land and buildings

#### Description of the risk

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 £0.79 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 value at that date.

Management engages its own Valuer as an expert to assist in determining the value of land and buildings to be included in the financial statements, however 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 evaluated the design and implementation of any controls which mitigate the risk. This included liaising with management to update our understanding on the approach taken by the Council in its valuation of land and buildings. We:

- 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 assumptions and judgements applied in the valuations;
- reviewed the valuation methodology used, including the appropriateness of the valuation basis; and
- considered the reasonableness of the valuation by comparing the valuation output with market intelligence.

In line with 2019/20 and the continuing Covid-19 pandemic, we considered the valuation approach and whether a material uncertainty disclosure should have been reported in 2020/21.

#### Audit conclusion

Our work on the valuation of the Council's land and buildings is complete, including our comparison of the Council's valuations to market data. For other land and buildings (£369.5m), this analysis indicates that values were higher than the market data we used in our analysis. Our valuer has also completed a review of the valuation of Allerton Waste Recycling Park (£47.2m), this analysis suggested the value is lower than expectation. In aggregate, our review provided assurance that valuations are not material misstated.

We have confirmed there is no material valuation uncertainty disclosure required for 2020/21.

# 4. Significant findings

## Significant risks (continued)

<b>Net defined pension liability valuation</b>	<b>Description of the risk</b> <p>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.</p>
	<b>How we addressed this risk</b> <p>We have addressed this risk by:</p> <ul style="list-style-type: none"> <li>critically assessing the competency, objectivity and independence of the North Yorkshire Pension Fund’s Actuary, Aon Hewitt;</li> <li>liaising with the auditors of the North Yorkshire Pension Fund to gain assurance that the controls in place at the Pension have been designed and implemented appropriately. 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;</li> <li>reviewing and agreeing 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</li> <li>reviewing and agreeing 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.</li> </ul> <p>In line with 2019/20 and the continuing Covid-19 pandemic, we monitored the valuation approach to assess if a material uncertainty disclosure will be required for 2020/21.</p> <b>Audit conclusion</b> <p>We have completed our work on the valuation of the Council’s net pension liability valuation. We have no significant issues to report, however as part of our review of the Pension Fund Auditor’s letter, received 16 December 2021, we have reported a unadjusted misstatement in section 6 of this report.</p> <p>We have also confirmed there is no material valuation uncertainty disclosure required for 2020/21.</p>



# 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 2020/21 Code of Practice on Local Authority Accounting, appropriately tailored to the Council's circumstances.

Draft accounts were received from the Council 30 June 2021 and were of a good quality. However, our initial review noted that some of the key issues included in the CIPFA bulletin – 'closure of the 2020/21 financial statements' had not been actioned which have resulted in significant changes to the draft accounts.

## Significant matters discussed with management

### Covid -19 Business support

The Council administered over £83.5 million of financial assistance to local businesses and individuals on behalf of the Government. Councils were required to assess if this support, and the associated income, should be reflected in the Council's financial statements. We considered whether the Council's approach to accounting for these grants was in accordance with relevant guidance and recommended the draft accounts be updated to reflect the Council's role as an agent.

### Council Tax Collection Fund surplus/deficits for 2020/21

During 2020/21 the government has provided additional support to Councils in the form of Section 31 (S31) compensation, to cover the expansion of business rate reliefs due to the impact of the pandemic. The bulletin recommended Councils manage this type of S31 through earmarked reserves. Following our review of the draft accounts, we recommended the Council create and utilise an earmarked reserve, per CIPFA's guidance.

### Defined benefit pension liability and property valuations

As a result of independent quality reviews, in particular by the Financial Reporting Council, of our audit work and that of other audit suppliers we have increased our work on defined benefit pension schemes and 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.

### Allerton Waste Recycling Plant

Following our audit recommendation, management and North Yorkshire County Council commissioned a valuation of Allerton Waste Recycling Plant. This is the first formal valuation since it was capitalised in 2017/18. Due to the complex nature of this valuation we consulted our own valuations team to gain assurance that the value of Allerton Waste Recycling Park was materially accurate in 2020/21.

We also noted that management has made the judgement that plant and equipment, relating to the valuation, is integral to the building and has therefore classified it as 'other land and buildings' and not 'plant, vehicle and equipment' in note 12 (plant, property and equipment). However, depreciation will be calculated based on the useful economic life of the plant and equipment (25 years), not the building (30 years).

### Public Interest Report

Management has made us aware of the steps taken by the Council to address the issues raised in our Public Interest Report, issued in April 2021.

## Significant difficulties during the audit

We did not encounter any significant difficulties and we have had the co-operation of management.

# 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 2020/21 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.

## Modifications required to our audit report

We have identified the following issue which has resulted in us proposing to issue a modified audit opinion. Our draft audit report, is included as an appendix to this report.

Issue	Impact on our audit opinion
<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"> <li>• 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;</li> <li>• 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;</li> <li>• decision records that document the use of public funds under the scheme of delegation were not maintained; and</li> <li>• safeguards to prevent conflicts of interest and demonstrate the Council applies the principles and values of sound governance were not applied.</li> </ul>	<p>We will issue a modified audit opinion on the financial statements.</p> <p>Our audit opinion on all other matters is unqualified.</p>



# 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.	0
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.	0
3 (low)	In our view, internal control should be strengthened in these additional areas when practicable.	1

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# 5. Internal control recommendations

## Other deficiencies in internal control – Level 3

### 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.

### Management response

In operational terms there are documented and reviewed backup/restore processes that operate hourly, daily and weekly. In terms of a corporate Disaster Recovery exercise, ICT will liaise with Emergency Planning to build into an annual exercise programme.



# 5. Internal control recommendations

## Follow up on previous internal control points

### Description of deficiency

While our work to date has not found any material errors in this area, we recommend that the Council improves its arrangement to review, challenge and document the output of management's valuation experts relied upon in the production of its financial statements.

### Potential effects

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

### Recommendation

We recommend that management's review and challenge of the valuer's work should be formalised. We suggest that management formally documents how it gains its own assurance over the data, calculations and assumptions in valuer's reports.

### 2020/21 update

While management has provided evidence to support improvements in their challenge of the work of the valuer, we have identified the following improvements that could be made:

- arrangements to complete data quality checks, to support floor areas should be introduced. Currently management assume there is no material change to floor areas, due to the static nature of the asset base;
- documentation to provide assurance that valuations completed prior to year end, are not materially misstated should be improved; and
- documentation to provide assurance that all assets have been revalued within the Council's 5 year rolling programme should be improved.

### Description of deficiency

Our work on the Members' allowances the scheme and approved rates published on the Council's website relates to previous policy. The review of the scheme and approved rates (December 2019) should be published on the Members' allowances section of the Council website.

### Potential effects

The public are not informed of the latest decisions of the Independent Remuneration Panel, relating to Members' allowances.

### Recommendation

The Council should ensure the published Members' scheme of allowances and approved rates is the most up to date version.

### 2020/21 update

We have not noted any issues in this area in 2020/21.



# 06

Section 06:

## Summary of misstatements

# 6. Summary of misstatements

This section outlines the misstatements identified during the course of the audit, above the trivial threshold for adjustment of £0.268m.

The first section below outlines the misstatements that were identified during the course of 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.

Page 24 outlines the misstatements that have been adjusted by management during the course of the audit.

## Unadjusted misstatements

As part of our work we noted two unadjusted misstatements:

- Our post year end cut off testing noted an invoice totalling £5,633 recorded as expenditure in 2021/22. Our enquiries confirmed the invoice related to services provided in 2020/21 and an accrual was not made. The error was extrapolated based on our post year end cut off population at £0.427m. Management has not made an adjustment for this.
- As part of our review of the net pension liability, we considered responses from the Pension Fund auditor, received 16 December 2021. As part of this review the Pension Fund auditor confirmed investments were understated by £9.2m (relating pooled investment vehicles). We have estimated City of York Council's share of the pension fund assets to be 18.6%, therefore the potential impact on the net pension fund liability is £1.7m (overstated). Management has not adjusted for this.





## 6. Summary of misstatements

### Adjusted misstatements

		Comprehensive Income and Expenditure Statement		Balance Sheet	
		Dr (£'000)	Cr (£'000)	Dr (£'000)	Cr (£'000)
1	Dr: Taxation and non-specific grant income	83,478			
	Cr: Gross expenditure		83,478		
<p>As part of our review of the draft financial statements, we noted a significant increase grant income from the previous financial year (£105.2m). Enquiries of management confirmed £83.5m of this increase related to Covid-19 business support income, paid by Central Government to the Council, to support local businesses. As the Council acted as an agent of Central Government, these grants should not have been recorded in the Council's financial statements.</p>					
2	Dr: Long term creditors - provisions			43,004	
	Cr: Earmarked reserves				43,004
<p>As part of our review of the draft financial statements, we noted a significant increase in the business rate provision from the previous year (£31.7m). Enquires of management confirmed Section 31 compensation, paid by Central Government to cover the expansion of business rate reliefs due to the impact of the pandemic had been allocated to the provision. This should have been allocated to a useable reserve, to allocate against future collection fund deficits. As the Council had accounted for 2019/20's Section 31 income in the same way, a correction has also been made for this in 2020/21. The adjustment also resulted in a £43.0m reduction in the cost of service line.</p>					
3	Dr: Unusable reserves (dedicated schools grant adjustment account)			9,940	
	Cr: Usable reserves				9,940
<p>As part of our review of the draft financial statements, we noted that note 39 (dedicated schools grant) recorded a deficit of £9.94m. These deficits arise where schools budget expenditure exceeds that of the available funding provided through the DSG. In 2019, concerns were raised that accounting practices did not permit deficits to be separated from a local authority's general fund, as there was no statutory basis to hold them separately. Regulations state local authorities must either deduct the deficit from its school budget, or carry forward the deficit to future financial years rather than fund it from other sources. For that reason Councils are required to set up a 'Dedicated Schools Grant Adjustment Account', an unusable reserve.</p>					

# 6. Summary of misstatements

## Adjusted misstatements (continued)

		Comprehensive Income and Expenditure Statement		Balance Sheet	
		Dr (£'000)	Cr (£'000)	Dr (£'000)	Cr (£'000)
4	Dr: Short-term debtors			37,638	
	Cr: Short-term creditors				37,638
<p>Our testing of short term creditors highlighted a debit balance of £37.6m had been included in the total which should have been recorded in short term debtors. Enquiries of management confirmed it related to business rates arrears reduced for prepayments, impairment allowances and appeals provisions. The balance also includes an adjustment for prior and current year collection fund deficits.</p>					
<b>Total adjusted misstatements</b>		83,478	83,478	90,582	90,582



# 6. Summary of misstatements

## Disclosure amendments

The following disclosure amendments have been agreed with management:

- Our review of the draft accounts noted, prior year comparators have been restated in the Cash Flow Statement, Comprehensive Income and Expenditure Statement and several notes. A disclosures to explain these has been added.
- Comprehensive Income and Expenditure Statement - surplus/loss arising on the revaluation of available for sale financial assets was removed and replaced with surplus or deficit from investment in equity instruments designated at fair value through other comprehensive income.
- Note 1 (accounting polices, accruals and expenditure) – the policy has been updated to reflect the current accounting standards for revenue from contracts with service recipients.
- Note 1 (accounting polices, property, plant and equipment) – the policy has been updated to confirm equipment is held at current value, being depreciated historic cost.
- Note 2 (accounting standards that have been issued but not yet adopted) – reference to IFRS16 has been removed, per the Code guidance.
- Note 3 (critical judgements in applying accounting policies) – the note has been updated to reflect management decision regarding the treatment of components for Allerton Waste Recycling Plant and the impact on depreciation. Management has classified associated plant and equipment as other land and buildings in note 12, on the basis it is integral to the building and has no impact on depreciation charged in year.
- Note 19 (debtors) – accounts have been updated to remove reference to bad and doubtful debts, as these are no longer relevant per the Code. The accounts have been updated to reference impairment and impairment allowance.
- Note 21 (cash and cash equivalents) – transposition of cash held by the Council (£6.1m) and bank current accounts (£3.1m).
- Note 37 (exit packages) – the prior year 'total number of exit packages by cost band' incorrectly totalled 54, this has been updated to 22.
- Note 44 (PFI and similar contracts) – several adjustment have been made to the tables that support the note. With the largest error totalling £2.222m for total payments.
- HRA Note 9 (summary of capital expenditure) - narrative updated to read £33.861m from £30.861m.

In addition to the above, we did identified a small number of minor presentational issues during our audit and these have been amended by the Council.

The following disclosure error was discussed with management, however the accounts have not been updated:

- Note 50 (contingent liabilities) –this disclosure does not does not meet the definition of a contingent liability per the requirements of IAS 37, i.e. a possible obligation whose existence will be confirmed by uncertain future events that are not wholly within the control of the Council or an obligations that is not recognised because their amount cannot be measured reliably or because settlement is not probable.



# 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 within the 3 months of issuing our audit opinion on the financial statements, consistent with NAO guidance.

## Status of our work

We are yet to complete our work in respect of the Council's arrangements for the year ended 31 March 2021. Although our work in this area of the audit is ongoing, at the time of preparing this report, we have identified a significant weakness in arrangements and have made associated recommendations. We provide further details on the identified significant weaknesses and our recommendations later in this section of our report.

Our audit report will confirm that although we have not yet completed our work in relation to the Council's arrangements, we have significant weaknesses in arrangements to report in. As noted above, our commentary on the Council's arrangements will be provided in the Auditor's Annual Report.



# 7. Value for money arrangements

## Risks of significant weaknesses in arrangements

In our Audit Strategy Memorandum we reported the risks of significant weaknesses in arrangements that we had identified as part of our planning procedures.

Risk of significant weaknesses in arrangements	Financial sustainability	Governance	Improving the 3Es	Audit findings
<p>1 <b>Issues which led to a qualified 'except for' VFM conclusion in the 2019/20 audit</b>            Although we are no longer required to provide a qualified or unqualified conclusion, in 2019/20 we reported a weakness in decision making arrangements and processes relating to the Chief Executive's severance payment.</p> <p>We therefore consider this to be a potential weaknesses in arrangements to be followed up in 2020/21.</p>	○	●	●	<p><b>Work undertaken</b>            Our Public Interest Report and recommendations were accepted by the Council during the Extraordinary Meeting on 4 May 2021 and are evidence of significant weaknesses in governance arrangements in 2020/21 (how the Council makes informed decisions and manages its risks).</p>
<p>2 <b>Financial sustainability</b>            In February 2021, the Council issued its Financial Strategy (2021/22 to 2025/26), which confirmed a 2020/21 net revenue budget of £131.4 million, predicated by a savings proposals of £7.9 million, equating to 6% of the total revenue budget.</p> <p>This financial challenge is not new or unique to the Council and it presents a significant area of focus in respect of the arrangements the Council has in place to deliver financial sustainability over the medium term.</p>	●	○	○	<p><b>Work undertaken</b>            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 2021.</p>



# 7. Value for money arrangements

## Identified significant weaknesses in arrangements and recommendations for improvement

We have identified the following significant weakness in the Council's arrangements to secure economy, efficiency and effectiveness in its use of resources.

On 19 April 2021 we issued a Public Interest Report and highlighted significant weaknesses in the Council's arrangements in respect of the severance payment of the former Chief Executive, paid in the financial year 2019/20. The Council accepted our recommendations on 4 May 2021, confirming the significant weaknesses in governance arrangements existed during the 2021/21 financial year.

Identified significant weaknesses in arrangements	Financial sustainability	Governance	Improving the 3Es	Recommendations in relation to significant weaknesses in value for money arrangements
<p>Our Public Interest Report includes recommendations to address the following 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"> <li>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;</li> <li>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;</li> <li>decision records that document the use of public funds under the scheme of delegation were not maintained; and</li> <li>safeguards to prevent conflicts of interest and demonstrate the Council applies the principles and values of sound governance were not applied.</li> </ul>	○	●	●	<ul style="list-style-type: none"> <li>The Council should adopt and apply appropriate standards for business case preparation in relation to exit and pension discretions to improve information supporting decisions.</li> <li>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.</li> <li>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.</li> <li>The Council should ensure all Members fully understand the requirements of the Code of Conduct in relation to declaration of interests.</li> <li>The Council should review its policies and procedures to reflect Government guidance in the use of non-disclosure agreements.</li> </ul>

Failure to implement the recommendations in the Public Interest Report could result in reputational damage and financial loss to the Council.



# 7. Value for money arrangements

## Identified significant weaknesses in arrangements and recommendations for improvement (continued)

### Council's response to recommendations

In response to recommendations one, two and five, the Council has revised its Guidance and the Exit Strategies: Guidance on the use of Settlement Agreements including Special Severance Payments was approved by the Staffing Matters and Urgency Committee on 18th October, 2021. As part of the approval process, the draft guidance was first considered by the Audit and Governance.

- In developing the Guidance, the Council consulted with Trade Unions, external legal advisors and considered the national guidance issued by central government namely
- Cabinet Office Guidance on Settlement Agreements, Special Severance Payments on Termination of Employment and Confidentiality Clauses;
  - Guidance on Public Sector Exit Payments: Use of Special Severance Payments;
  - Statutory Guidance in the making and disclosure of Special Severance Payments by Local Authorities

The above are also referenced in the CYC Guidance for assistance.

During October 2021, mandatory training was delivered by the Head of HR to all senior staff (Heads of Service and Chief Officers and Statutory Officers) in respect of the contents of the Guidance and the importance of record keeping. The Guidance, in terms of its remaining fit for purpose, and the operational application of the Guidance is being monitored by Human Resources. Human Resources staff have also received training from the Head of HR on the Guidance and its operational application and their role in the process.

To comply with an existing Audit & Governance Committee recommendation and also to offer independence in its application, Internal Audit has been instructed to report on an annual basis to the Committee in respect of the application of the Guidance.

In terms of decision-making, the Guidance sets out the approval process to be followed depending on the grade of the staff member in questions. The Guidance also provides clarity as to the role of Elected Members in this process.

*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; [Recommendation Three]*

The Council's constitution has been comprehensively reviewed and significantly updated. Since September 2021, the Audit & Governance Committee, with the support of a cross party group of Members, has been working through and considering the draft constitution. The Audit & Governance Committee proposes to refer the constitution for consideration, adoption and immediate implementation, by Full Council in March 2022.





# 7. Value for money arrangements

## Identified significant weaknesses in arrangements and recommendations for improvement (continued)

### Council’s response to recommendations

The draft constitution contains greater detail and clarity in respect of the Scheme of Delegation for Elected Members and Officers and guidance on conflicts of interest. Where necessary, the terms of reference of committees has been updated and protocols have been included to offer greater transparency. Training will be delivered to Elected Members and Officers in respect of the new constitution so as to ensure it is fully understood and followed. Going forward, training in respect of the constitution will be a mandatory element of the Member Development and Induction programme.

*The Council should ensure all members full understand the requirements of the Code of Conduct in relation to declaration of interests; [Recommendation Four]*

On 21st October 2021, Full Council adopted and approved the immediate implementation of the LGA Model Code of Conduct with one amendment that the value of gifts and hospitality will be reduced to £25. The Council has commissioned Hoey Ainscough Limited to support the implementation of the Model Code of Conduct and they have provided training to Elected Members and key Officers. Hoey Ainscough Limited are also reviewing and updating the various procedures which support the operation of the Code of Conduct. The current timetable is for the revised procedures to be considered by the Joint Standards Committee in January 2022, with the intention that they are referred to Full Council for approval and immediate adoption in March 2022. The Code of Conduct and the supporting procedures will be fully incorporated into the revised constitution.

Training in respect of the Code of Conduct will be delivered on an annual basis and will be a mandatory element of the Member Development and Induction Programme.

In addition to the specific actions above, assurances are also being sought on an overarching basis from the Local Government Association who have been commissioned to report in December 2021, on the appropriateness of the actions taken to date to deliver against the Action Plan approved by Full Council. The Local Government Association has also been commissioned to provide a further report in December 2022, to advise on the embedding of the overall Action Plan.

As part of its assurance function, Internal Audit will also review, where applicable, compliance with the constitution as a theme across the Audit Plan. Any concerns will be raised in the first instance with the Council’s statutory officers.



# Appendices

A: Draft management representation letter

B: Draft audit report

C: Independence

D: Other communications

# Appendix A: Draft management representation letter

Mark Kirkham  
5th Floor  
3 Wellington Place  
Leeds  
LS1 4AP

X January 2022

Dear Mark

### City of York Council - audit for year ended 31 March 2021

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 2021 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 2020/21 (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 un-asserted 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 2020/21 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.

### Covid-19

I confirm that we have carried out an assessment of the potential impact of the Covid-19 Virus pandemic on the Council, including the impact of mitigation measures and uncertainties, and that the disclosures in the accounts, including the event after the balance sheet note to the financial statements, fairly reflects that assessment.

### 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.

Yours faithfully

Chief Finance Officer: .....

Date: .....



# Appendix B: Draft audit report

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

### Report on the audit of the financial statements

#### Opinion on the financial statements

We have audited the financial statements of City of York Council (“the [Council]”) for the year ended 31 March 2021, which comprise the Comprehensive Income and Expenditure Statement, the Movement in Reserves Statement, the Balance Sheet, the Cash Flow Statement, Housing Revenue Account, Collection Fund and notes to the financial statements, including a summary of significant accounting policies. The financial reporting framework that has been applied in their preparation is applicable law and the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2020/21.

In our opinion, the financial statements:

- give a true and fair view of the financial position of the Council as at 31st March 2021 and of its expenditure and income for the year then ended; and
- have been properly prepared in accordance with the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2020/21.

#### Basis for opinion

We conducted our audit in accordance with International Standards on Auditing (UK) (ISAs (UK)) and applicable law. Our responsibilities under those standards are further described in the Auditor’s responsibilities section of our report. We are independent of the Council in accordance with the ethical requirements that are relevant to our audit of the financial statements in the UK, including the FRC’s Ethical Standard, and we have fulfilled our other ethical responsibilities in accordance with these requirements. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.

#### Conclusions relating to going concern

In auditing the financial statements, we have concluded that the Chief Financial Officer’s use of the going concern basis of accounting in the preparation of the financial statements is appropriate.



# Appendix B: Draft audit report

Based on the work we have performed, we have not identified any material uncertainties relating to events or conditions that, individually or collectively, may cast significant doubt on the Council's ability to continue as a going concern for a period of at least twelve months from when the financial statements are authorised for issue.

Our responsibilities and the responsibilities of the Chief Financial Officer with respect to going concern are described in the relevant sections of this report.

### Other information

The Chief Financial Officer is responsible for the other information. The other information comprises the Annual Governance Statement and information included in the Statement of Accounts, other than the financial statements and our auditor's report thereon. Our opinion on the financial statements does not cover the other information and, except to the extent otherwise explicitly stated in our report, we do not express any form of assurance conclusion thereon.

In connection with our audit of the financial statements, our responsibility is to read the other information and, in doing so, consider whether the other information is materially inconsistent with the financial statements or our knowledge obtained in the audit or otherwise appears to be materially misstated. If we identify such material inconsistencies or apparent material misstatements, we are required to determine whether there is a material misstatement in the financial statements or a material misstatement of the other information. If, based on the work we have performed, we conclude that there is a material misstatement of this other information, we are required to report that fact.

We have nothing to report in this regard.

### Responsibilities of the Chief Financial Officer for the financial statements

As explained more fully in the Statement of the Chief Financial Officer's Responsibilities, the Chief Financial Officer is responsible for the preparation of the Statement of Accounts, which includes the financial statements, in accordance with proper practices as set out in the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2020/21, and for being satisfied that they give a true and fair view. The Chief Financial Officer is also responsible for such internal control as the Chief Financial Officer determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

The Chief Financial Officer is required to comply with the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2020/21 and prepare the financial statements on a going concern basis on the assumption that the functions of the Council will continue in operational existence for the foreseeable future.





# Appendix B: Draft audit report

The Chief Financial is responsible for assessing each year whether or not it is appropriate for the Council to prepare its accounts on the going concern basis and disclosing, as applicable, matters related to going concern.

## Auditor’s responsibilities for the audit of the financial statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor’s report that includes our opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with ISAs (UK) will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

Irregularities, including fraud, are instances of non-compliance with laws and regulations. We design procedures in line with our responsibilities, outlined above, to detect material misstatements in respect of irregularities, including fraud. Based on our understanding of the Council, we identified that the principal risks of non-compliance with laws and regulations related to the Local Government Act 2003 (and associated regulations made under section 21), the Local Government Finance Acts of 1988, 1992 and 2012, and the Accounts and Audit Regulations 2015, ‘the Local Government and Housing Act 1989’ and we considered the extent to which non-compliance might have material effect on the financial statements.

We evaluated the Chief Financial Officer’s incentives and opportunities for fraudulent manipulation of the financial statements (including the risk of override of controls) and determined that the principal risks were related to postin manual journal entries to manipulate financial performance, management bias through judgements and assumptions in significant accounting estimate and significant one-off or unusual transactions.

Our audit procedures were designed to respond to those identified risks, including non-compliance with laws and regulations (irregularities) and fraud that are material to the financial statements. Our audit procedures included but were not limited to:

- discussing with management and the Audit and Governance Committee the policies and procedures regarding compliance with laws and regulations;
- communicating identified laws and regulations throughout our engagement team and remaining alert to any indications of non-compliance throughout our audit; and
- considering the risk of acts by the Council which were contrary to applicable laws and regulations, including fraud.



# Appendix B: Draft audit report

Our audit procedures in relation to fraud included but were not limited to:

- making enquiries of management and the Governance and Audit Committee on whether they had knowledge of any actual, suspected or alleged fraud;
- gaining an understanding of the internal controls established to mitigate risks related to fraud;
- discussing amongst the engagement team the risks of fraud; and
- addressing the risks of fraud through management override of controls by performing journal entry testing.

There are inherent limitations in the audit procedures described above and the primary responsibility for the prevention and detection of irregularities including fraud rests with management and the Governance and Audit Committee. As with any audit, there remained a risk of non-detection of irregularities, as these may involve collusion, forgery, intentional omissions, misrepresentations or the override of internal controls.

We are also required to conclude on whether the Chief Financial Officer’s use of the going concern basis of accounting in the preparation of the financial statements is appropriate. We performed our work in accordance with Practice Note 10: Audit of financial statement and regularity of public sector bodies in the United Kingdom, and Supplementary Guidance Note 01, issued by the National Audit Office in April 2021.

A further description of our responsibilities for the audit of the financial statements is located on the Financial Reporting Council’s website at [www.frc.org.uk/auditorsresponsibilities](http://www.frc.org.uk/auditorsresponsibilities). This description forms part of our auditor’s report.

## Report on the Council’s arrangements for securing economy, efficiency and effectiveness in its use of resources

### Matter on which we are required to report by exception

We are required to report to you if, in our opinion, we are not satisfied that the Council has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2021.

We have not completed our work on the Council’s arrangements. On the basis of our work to date, having regard to the guidance issued by the Comptroller and Auditor General in April 2021, we have identified the following significant weaknesses in arrangements for the year ended 31 March 2021.



# Appendix B: Draft audit report

Significant weakness in arrangements	Recommendations
<p>We issued a Public Interest Report on 19 April 2021 including recommendations to address the following 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"> <li>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;</li> <li>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;</li> <li>decision records that document the use of public funds under the scheme of delegation were not maintained; and</li> <li>safeguards to prevent conflicts of interest and demonstrate the Council applies the principles and values of sound governance were not applied.</li> </ul>	<ul style="list-style-type: none"> <li>The Council should adopt and apply appropriate standards for business case preparation in relation to exit and pension discretions to improve information supporting decisions.</li> <li>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.</li> <li>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.</li> <li>The Council should ensure all members fully understand the requirements of the Code of Conduct in relation to declaration of interests.</li> <li>The Council should review its policies and procedures to reflect Government guidance in the use of non-disclosure agreements.</li> </ul>

We will report the outcome of our work on the Council's arrangements in our commentary on those arrangements within the Auditor's Annual Report. Our audit completion certificate will set out any further matters which we are required to report by exception.

## Responsibilities of the Council

The Council is responsible for putting in place proper arrangements to secure economy, efficiency and effectiveness in its use of resources, to ensure proper stewardship and governance, and to review regularly the adequacy and effectiveness of these arrangements.

## Auditor's responsibilities for the review of arrangements for securing economy, efficiency and effectiveness in the use of resources

We are required under section 20(1)(c) of the Local Audit and Accountability Act 2014 to satisfy ourselves that the Council has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources. We are not required to consider, nor have we considered, whether all aspects of the Council's arrangements for securing economy, efficiency and effectiveness in its use of resources are operating effectively.

We have undertaken our work in accordance with the Code of Audit Practice, having regard to the guidance issued by the Comptroller and Auditor General in April 2021.

We have undertaken our work in accordance with the Code of Audit Practice, having regard to the guidance issued by the Comptroller and Auditor General in April 2021..

## Matters on which we are required to report by exception under the Code of Audit Practice

We are required by the Code of Audit Practice to report to you if:



# Appendix B: Draft audit report

- we issue a report in the public interest under section 24 of the Local Audit and Accountability Act 2014;
- we make a recommendation under section 24 of the Local Audit and Accountability Act 2014; or
- we exercise any other special powers of the auditor under sections 28, 29 or 31 of the Local Audit and Accountability Act 2014.

We have nothing to report in these respects.

### Use of the audit report

This report is made solely to the members of City of York Council, as a body, in accordance with part 5 of the Local Audit and Accountability Act 2014 and as set out in paragraph 44 of the Statement of Responsibilities of Auditors and Audited Bodies published by Public Sector Audit Appointments Limited. Our audit work has been undertaken so that we might state to the members of the Council those matters we are required to state to them in an auditor's report and for no other purpose. To the fullest extent permitted by law, we do not accept or assume responsibility to anyone other than the members of the Council, as a body, for our audit work, for this report, or for the opinion we have formed.

### Delay in certification of completion of the audit

We cannot formally conclude the audit and issue an audit certificate until we have completed:

- the work necessary to issue our assurance statement in respect of the Council's Whole of Government Accounts consolidation pack; and
- the work necessary to satisfy ourselves that the Council has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources.

Mark Kirkham  
Partner  
For and on behalf of Mazars LLP  
5th Floor  
3 Wellington Place  
Leeds  
LS1 4AP



# 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
<b>Compliance with Laws and Regulations</b>	We have not identified any significant matters involving actual or suspected non-compliance with laws and regulations.
<b>External confirmations</b>	We did not experience any issues with respect to obtaining external confirmations.
<b>Related parties</b>	<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"> <li>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</li> <li>b. they have appropriately accounted for and disclosed such relationships and transactions in accordance with the requirements of the applicable financial reporting framework.</li> </ul>
<b>Going Concern</b>	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.

# Appendix D: Other communications

Other communication	Response
<p><b>Subsequent events</b></p>	<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>
<p><b>Matters related to fraud</b></p>	<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 confirming that</p> <ul style="list-style-type: none"> <li>a. they acknowledge their responsibility for the design, implementation and maintenance of internal control to prevent and detect fraud;</li> <li>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;</li> <li>c. they have disclosed to the auditor their knowledge of fraud or suspected fraud affecting the entity involving:               <ul style="list-style-type: none"> <li>i. Management;</li> <li>ii. Employees who have significant roles in internal control; or</li> <li>iii. Others where the fraud could have a material effect on the financial statements; and</li> </ul> </li> <li>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.</li> </ul>



# Mark Kirkham

## Mazars

5<sup>th</sup> Floor

3 Wellington Place

Leeds

LS1 4AP

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**

2 February 2022

Report of the Chief Finance Officer

**Annual Financial Report - Statement of Accounts 2020/21****Summary**

1. This report presents the final set of accounts for 2020/21, which follow draft pre-audit accounts previously presented on 28 July 2021.

**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) Approve the amended Annual Financial Report at Annex A for signature by the chair from a resolution of this Committee in accordance with the Accounts and Audit Regulations 2015.

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.

## **Analysis**

4. The accounts attached at Annex A have been revised since the unaudited version was reported to the Audit & Governance Committee meeting in July 2021. A number of amendments have been made to the financial statements and supporting notes, mostly to try and improve the information contained within the accounts. The main changes related to how the Covid grants passed to business were presented in the accounts, and to move the Dedicated Schools Grant (DSG) reserve from usable reserves to an unusable reserve in response to updated Cipfa guidance. All the changes made have been highlighted in the accounts attached at Annex A.
5. It should also be noted that these changes have no impact on the outturn position of the council as all the changes made are technical accounting and presentational adjustments.
6. The details of changes made are included in appendix A of the Audit Completion Report also on this agenda, which highlights the auditor's view on whether the Council has made proper arrangements to secure economy, efficiency and effectiveness in our use of resources. This is split into two parts, the Statement of Accounts, and Value for money assessment.
7. 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**

8. 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**

9. Not applicable.

## **Corporate Priorities**

10. 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**

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

**Risk Management**

- 12. Areas of risk identified throughout the annual accounts process are monitored and managed on an ongoing basis to ensure the statutory deadline is met.
- 13. 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**  **Date** 25/01/2022  
**Approved**

**Wards Affected:** All

**For further information please contact the author of the report**

**Background Papers:**

Audit & Governance Committee 28 July 2021 – Pre Audit Statement of Accounts 2020/21

**Annex:**

Annex A Final Statement of Accounts 2020/21

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# Statement of Accounts

2020/21

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NARRATIVE REPORT

STATEMENT OF ACCOUNTS

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**NARRATIVE REPORT****NARRATIVE REPORT****1. INTRODUCTION**

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These accounts set out the financial results of the City of York Council activities for the year ending 31<sup>st</sup> March 2021. 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 31<sup>st</sup> March 2021 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;

## NARRATIVE REPORT

- 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.

**NARRATIVE REPORT****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

**NARRATIVE REPORT****3. REVIEW OF THE FINANCIAL POSITION**

---

**Funding Context and Financial Planning**

At the start of 2020/21 York had the 4th lowest band D council tax out of 55 unitary councils in England. 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. 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 continues to have an impact in 2021/22, has added to an already difficult financial position for local government as a whole.

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 2020/21 budget included a council tax increase in of 1.99%, plus an additional increase of 2% in line with the Government's Social Care precept.

The medium term strategy will continue to focus on a transformational approach, particularly in the area of adult social care and a significant amount of savings will be delivered by restructuring services. As outlined elsewhere in the narrative report, the impact of the pandemic has been significant and the strategy has been refreshed to reflect this changing context.

**Revenue Outturn 2020/21**

The Council's General Fund budget for its own net expenditure was set at £127m. 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 £1,721.79. This was a 3.9% 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 had a significant impact on the Council's financial position and adversely affected performance against a number of indicators. The financial effect is complicated, with various grant funds being received from numerous Government departments. Overall, it is estimated the gross additional costs total £26m during the year along with a loss of income from fees and charges of c£8m. Much of the impact has been

## NARRATIVE REPORT

mitigated by General Government grants, including the Contain Outbreak Management Fund, Winter Pressures and additional funding for business grants along with funding from the CCG for hospital discharge.

Despite these additional funding streams, an ongoing impact in future years is still expected due to a range of issues, including the longer term impacts on individual residents leading to an increase in the cost of care. In addition, a potential loss of both Council Tax and Business Rates income is to be expected as some businesses struggle to recover, resulting in an increase in unemployment which in turn may leave some residents unable to pay Council Tax.

In addition to the direct financial consequences of the pandemic, in terms of additional expenditure and lost income, staff time and effort throughout the year has been dedicated to supporting residents and communities. This has resulted in attention being diverted away from more business as usual activity, including the actions needed to deliver savings and manage some of the underlying budget pressures being experienced in social care. We are also seeing an increase in social care costs directly as a result of the pandemic. These are national issues that are not unique to York and the combination of increased costs and delays in achieving savings is having a detrimental impact on the public sector.

As expected, the year-end position is an overspend and there remain considerable financial challenges looking ahead into 2021/22 and beyond. The financial impact of COVID-19, alongside the delivery of £8m of budget savings outlined in the February 2021 budget council report, as well as dealing with underlying issues experienced during 2020/21, will again require careful monitoring.

The outturn position proposes the use of a small amount from both earmarked reserves and the general reserve.

Overall, the net outturn shows an over spend of £1.3m which has been funded through the release of earmarked reserves, use of the contingency and use of some of the general reserve. A review of earmarked reserves was carried out in March and this identified some £0.4m that could be released to support the position. Full details on the individual service areas position for 2020/21 will be reported to Executive in June 2021. The use of the general reserve to fund the remaining overspend is considered appropriate given the unprecedented financial situation caused by the pandemic

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

Directorate	2020/21 Net Budget	2020/21 Net expenditure	Variation
	£'000	£'000	£'000
Children, Education & Communities	24,664	28,465	+3,801
Economy & Place	18,932	18,818	-114
Customer & Corporate Services	20,539	20,142	-397
Health, Housing & Adult Social Care	49,755	48,537	-1,218
Central budgets	13,334	12,590	-744
Sub Total	127,224	128,552	1,328
Contingency		-364	-364
Review of Reserves		-463	-463
Use of general reserve		-501	-501
<b>TOTAL</b>		127,224	0

## NARRATIVE REPORT

## Reserves

At the end of the financial year 2020/21 the useable reserves stood at £163m, compared to £118m at the end of 2019/20. This increase is primarily due to an increase in earmarked reserves as a result of the formation of an NNDR reserve. 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 31.3.21
	£'000	£'000	£'000
General Fund balance	9,843	1,315	11,158
Earmarked General Fund Reserves	21,825	55,430	77,255
Housing Revenue Account	26,400	2,432	28,832
Earmarked Housing Revenue Account Reserves	12,759	(4,317)	8,442
Major Repairs Reserve	4,720	(943)	3,777
Capital Receipts Reserve	15,421	(9,896)	5,525
Capital Grants Unapplied	26,828	1,513	28,341
<b>Total</b>	<b>117,796</b>	<b>45,534</b>	<b>163,330</b>

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 2020/21, 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. This has therefore allowed a draw on reserves without the immediate breach of the minimum level. Taking all this into account, the year-end balance was £6.9m.

The General Fund reserve balance of £11.1m in the table above also includes individual school balances of £4.2m. 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 2020/21. The increase in the general fund balance from £9.8m to £11.1m is due to an increase in these balances held by schools.

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, of course, been the financial impact of the COVID-19 pandemic which has been significant and is likely to last for a number of years. At the time of writing the vaccination programme is well underway and we are slowly returning to every day life. However, a range of uncertainties remain, not least the continued recovery of the economy and the impact on the city of the changing way residents choose to live their lives. At this stage we do not know whether previously seen levels of car parking and other income will return to pre pandemic levels or what the impact of long COVID will be on the cost of adult social care and mental health in particular.



## NARRATIVE REPORT

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.

Through the 2021/22 budget setting process the council 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.

In terms of investment, the council spends a significant amount of its budget on protecting vulnerable people through its social care services. In 2020/21 the net cost of adult social care was £48.5m, 38% of the council's net budget.

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 remote working as a result of the pandemic.

### 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](http://www.yorkopendata.org.uk)

## 4. HOUSING REVENUE ACCOUNT (HRA)

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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

## NARRATIVE REPORT

the management of its housing stock as it now has the ability to actively manage the debt and its financial impact on the HRA.

2020/21 saw the first year on rental increases following 5 years of 1% reduction year on year, with the CPI being slightly lower than that forecast in the HRA Business Plan. However the COVID-19 pandemic brought its own challenges to the HRA with a spike in rent arrears seen following the first lockdown and lost rent through voids as the teams moved to working in a more Covid-secure way. The 2019/20 underspend of £539k was carried forward to 2020/21 to deal with the pandemic and support the recovery plan across the HRA.

The 2020/21 HRA budget was a deficit of £825k and the year end position was an underspend of £3,257k. Expenditure was significantly lower than budget, primarily because of delays in the capital programme resulting in a reduced revenue contribution of £2.3m. Other significant variances included an underspend of £400k on repairs and maintenance, savings of £209k on general management, reduced income from rents of £223k and whilst the bad debt provision had increased, this was lower than the budget by £119k.

### 5. BUSINESS RATES AND COUNCIL TAX

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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 North and West Yorkshire 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 2020 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.

At the end of 2020/21 the pool was revoked and a new pool of the Leeds City Region was established in 2021/22, retaining 50% of business rates.

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 2021. The impact of Covid-19 has reduced 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. 96.4% of the total sum collectable for 2020/21 Council Tax bills was received in the year. Similarly, the recovery on Business Rates was 90.0% of the 2020/21 bills.

## NARRATIVE REPORT

**6. CAPITAL EXPENDITURE**

Capital expenditure for the year totalled £92.397m (2019/20 £85.707m). 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 2020/21 and how it was funded is shown below:

	<b>2020/21 Outturn £m</b>
<b>Capital Expenditure</b>	
Children, Education & Communities	10.792
Health, Housing & Adult Social Care – Adult Social Care	2.603
Health, Housing & Adult Social Care – Housing & Community Safety	35.622
Economy & Place – Transport, Highways & Environment	22.963
Economy & Place – Regeneration & Asset Management	16.727
Community Stadium	1.349
Corporate Schemes	0.354
IT Development Plan	1.987
<b>Total expenditure</b>	<b>92.397</b>
<b>Funding</b>	
Prudential Borrowing	33.511
HRA & RTB Receipts	<b>17.403</b>
Capital Receipts	1.873
Grants and other contributions	25.860
Earmarked Reserves	13.750
<b>Total Funding</b>	<b>92.397</b>

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

The new Community Stadium was completed in late 2020 and the new facilities handed over from the builder to our site leisure operator Greenwich Leisure Limited (GLL). The facilities include an 8,000 seat stadium that will be the home of York City Football Club and York City Knights Rugby League Football Club. The site also houses a new gym, fitness studio and 25 metre swimming pool, and facilities for partners including the NHS, York Explore, York Against Cancer and Little Gym. The total cost of the scheme was £47.3m funded from s106 contributions council borrowing capital receipts and other contributions.

York Central is one of the largest brownfield sites in northern England. The 45ha development site will deliver: up to 2500 new homes; the potential for 6500 jobs, in grade A commercial office space; a transformation of the National Railway Museum with a new Central Gallery. The creation of new public spaces and community facilities directly linked to an improved Railway Station are also key project outcomes. The enabling works to prepare the site have now commenced. IP1 works are underway to demolish the former Unipart, Freightliner and Concrete Works buildings, site clearance and track lifting ahead of IP2 works to construct the access spine road and Boulevard, add the pedestrian deck to the Severus Bridges, build the access bridge over the East Coast Main Line (ECML) reroute utilities and undertake works to Millennium Green. Despite the challenges we still face with the ongoing Covid 19 pandemic, we are poised to finally deliver on the city's long held ambition to develop York Central.

In August 2020 the Government announced the £77.1m would be provided to Homes England / Network Rail as landowners which is leading to a change in the delivery mechanism with the landowners taking a lead on the delivery of infrastructure. The council will continue to have a major role in the scheme not least as Planning Authority, Highways Authority but also as a landowner and funder through the Enterprise Zone.

## NARRATIVE REPORT

In November 2020 Members agreed to the progressing of the Station Gateway scheme which includes the removal of Queen Street Bridge and rebuilding of the inner ring road, the removal of Parcel Square buildings to create space to relocate the Taxi rank, passenger drop-off and short stay car park and redevelopment of the areas to the front of the station to create improved public transport interchange facilities. The funding for the scheme £25.7m is primarily coming from the West Yorkshire Transport Fund and Transforming Cities Fund.

The council continues its Housing Delivery Programme with the first phase of Lowfield Green development completing and the first sales completing in Spring 2021. The schemes at Duncombe Barracks and Burnholme both received planning permission during the year and are due to be procured in 2021/22. These sites are proposed to be Passivhaus / net zero carbon and where 40% of the homes will be affordable.

The £20m Guildhall scheme continued to be redeveloped through 2020 despite the pandemic and is due to be completed in Autumn 2021. The project safeguards the future of the historic building whilst delivering a business venue to be managed by York University and to provide enhanced civic and community access to the new facilities.

The Castle Gateway scheme progresses with both the apartments at Castle Mills and Multi Storey Car Park at St George's Field receiving planning permission during the year. A report will be taken forward in late summer 2021 to determine whether to proceed with the construction of the infrastructure and to determine the replacement of the public realm at Castle Car Park.

The programme also includes the dualling of the York Outer Ring Road between A19 Rawcliffe roundabout and A64 Hopgrove junction funded from DfT grant and the West Yorkshire Transport Fund. In 2020/21 the council undertook public consultation over the scheme and it is anticipated that the results of this will be considered by Executive in the summer prior to submission for planning. There has been concurrent activity on finalising the design, acquisition of land and updating the business case for funders

## 7. TREASURY MANAGEMENT

The Council's year end treasury debt position for 2020/21 compared to 2019/20 is summarised in the table below:

Debt	31/03/2021 £000	31/03/2020 £000
Balance brought forward	257,483	245,432
Reversal of previous years carrying value	(1,018)	(2,967)
Add new loans taken	51,500	20,000
Less loans matured in year	(10,000)	(6,000)
Total debt as per Treasury Management Outturn Report	297,965	256,465
In year carrying value adjustment	1,123	1,018
Total Debt at 31 <sup>st</sup> March	299,088	257,483

Nine new PWLB loans were taken during the year totalling £51.5m with interest rates on the loans ranging from 1.50% to 2.38% and maturities ranging from 10.31 years to 21.29 years. Two PWLB loans totalling £10m were repaid during the year.

The Council maintained an average investment balance of £15.690m in 2020/21 compared to £48.699m in 2019/20. The surplus funds earned an average rate of return of 0.17% in 2020/21 compared to 0.74% in 2019/20. The average investment balance has decreased during the year as

## NARRATIVE REPORT

cash has been used to fund capital investment as outlined in the capital budget report approved by Council in February 2020.

### 8. PENSIONS

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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 31<sup>st</sup> 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 31<sup>st</sup> March 2021.

The Council's overall pension liability is £157.293m (an increase from £142.400m in 2019/20). The overall defined benefit obligation has increased and this has been primarily due to a remeasurement of the fair value of assets following actuarial losses caused by changes in financial assumptions. Further details can be found in Note 49, Defined Benefit Pension Schemes

### 9. NON CURRENT ASSETS

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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 2020/21 balance sheet value of the council's non current assets (including current assets held for sale) is £1,267.227m. This has increased by £64.282m from the 2019/20 value of £1,202.945m.

Capital enhancements to the value of £82.238m were made to these assets during 2020/21 and Assets to the value of £8.156m were disposed of during the year.

## NARRATIVE REPORT

Non current assets were depreciated by £23.105m during 2020/21. 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 2020/21 this programme included car, cycle and coach parks, commercial properties, and Stray operational and non-operational properties. In addition, Allerton Waste Recycling Plant was revalued by external valuers during 2020/21, providing values for the land, buildings and component parts.

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 2020/21, a desktop revaluation was undertaken. The value of the council's housing stock decreased by £0.426m as a result of the desktop revaluation this year.

The HRA has increased the type of housing offered with the Shared Ownership Programme. In total, 58 properties have been purchased to date, including 27 in 2020/21. As at 31<sup>st</sup> March 2021, 57 properties have been sold, with customers purchasing on average a 60% share of their property. In addition, one customer has now purchased a second share in their property. 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 in to programme. The budget for this programme is currently £2.169m.

The revaluation of some investment properties led to a decrease in their valuation of £1.379m. This is reflected in note 14 and in the Comprehensive Income and Expenditure statement.

The council's heritage assets increased in value by £0.035m during 2020/21. This is mainly due to an increase in the annual insurance valuations. This increase is reflected in note 13 and also in note 26.

## 10. COVID-19 ISSUES

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For the whole of 2020/21 the UK was either in a national lockdown or under severe restrictions which has had a significant negative impact on local residents and businesses. At the time of writing some restrictions remain and this brings inevitable financial consequences, such as a loss of income from services and cost pressures to support both the ongoing response and to accelerate economic recovery from the pandemic.

Whilst the national vaccination programme is well underway and the government has published a roadmap for recovery, there remains significant uncertainty as to whether the key dates will trigger a relaxation of restrictions as expected or if there will be any further waves of the virus or its variants.

The Council has therefore had to continue to be prepared for a range of possible scenarios with strong public health advice being at the heart of everything we do.

During the 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.

The Recovery and Renewal Strategy sets the following principles upon which we will build our response:

## NARRATIVE REPORT

- a) Prioritise the health and wellbeing of our residents, against the immediate threat of coronavirus and the consequences of changes to the way we live. Public Health guidance will be paramount in all the decisions we make.
- b) Support the economic recovery of the City, helping to create a strong, sustainable and inclusive economy for the future. Learning lessons from the challenges of coronavirus, promote a system that utilises the strengths of our city and region to the benefit of all York's residents and businesses.
- c) Protect and prioritise the City's environment and reinforce our work to mitigate and adapt to climate change.
- d) Pursue improvements in service delivery where they have been identified as part of the Response phase, creating a more efficient and resilient system.
- e) Reinforce and restore public confidence in the resilience of public agencies and resilience to future challenges and emergencies.

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. With the role of the office becoming more important, we expect to see an influx of employees return, as soon as the government permits it. However, only a small proportion of workers are likely to return to the office five days a week.

This increased demand for flexibility – in time, place and space, plus the ongoing demand for talent, will mean employers must offer flexible arrangements and diversified workspace if they want to attract and retain the best talent. We have seen this already locally with the reconfiguring of Westminster Place, York Business Park, to a more flexible leasing arrangement and Hiscox moving to use their York premises as a hub for staff returning to the office on a part time basis and continuing to work part of the week remotely. This enables them to recruit from a wider catchment area. Siemens have adopted a similar practice, taking a smaller space to allow staff to work part-time remotely. We expect to see other firms in the city doing the same, embracing a hybrid mix of office and home working.

Our own commercial estate is currently close to capacity, with strong demand for small office, studio and workshop space. As larger occupiers look to reduce their office footprint and switch to more flexible arrangements, the existing quantum of business space across the city will be able to accommodate more businesses. York continues to attract plaudits as a great city to live and work in, and we can look towards the post-Covid recovery with some optimism. Office space in York continues to be sought-after, and the range of businesses looking at our city as a potential location continues to expand.

Recognising the potential for staff to begin to return to office-based working over the coming months, the council is looking at how this can be done safely and efficiently, whilst retaining benefits of flexible working where it makes sense to do so. The safety of staff and residents will remain paramount.

At the end of April, the High Court dismissed a challenge which would have allowed Councils to continue to hold meeting virtually. The conclusion was that parliament should determine this particular element of policy rather than the courts. This meant that, from 6 May 2021, public council meetings have had to be held in person and the council has delivered this in a Covid-safe way. The Government is also consulting on this, with the potential to legislate in future, should they decide it of benefit to permit virtual meetings in future

**INDEPENDENT AUDITOR'S REPORT**

**INDEPENDENT AUDITORS REPORT**





**INDEPENDENT AUDITOR'S REPORT**

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

**Report on the audit of the financial statements****Opinion on the financial statements**

We have audited the financial statements of City of York Council ("the [Council]) for the year ended 31 March 2021, which comprise the Comprehensive Income and Expenditure Statement, the Movement in Reserves Statement, the Balance Sheet, the Cash Flow Statement, Housing Revenue Account, Collection Fund and notes to the financial statements, including a summary of significant accounting policies. The financial reporting framework that has been applied in their preparation is applicable law and the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2020/21.

In our opinion, the financial statements:

- give a true and fair view of the financial position of the Council as at 31<sup>st</sup> March 2021 and of its expenditure and income for the year then ended; and
- have been properly prepared in accordance with the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2020/21.

**Basis for opinion**

We conducted our audit in accordance with International Standards on Auditing (UK) (ISAs (UK)) and applicable law. Our responsibilities under those standards are further described in the Auditor's responsibilities section of our report. We are independent of the Council in accordance with the ethical requirements that are relevant to our audit of the financial statements in the UK, including the FRC's Ethical Standard, and we have fulfilled our other ethical responsibilities in accordance with these requirements. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.

**Conclusions relating to going concern**

In auditing the financial statements, we have concluded that the Chief Financial Officer's use of the going concern basis of accounting in the preparation of the financial statements is appropriate.

Based on the work we have performed, we have not identified any material uncertainties relating to events or conditions that, individually or collectively, may cast significant doubt on the Council's ability to continue as a going concern for a period of at least twelve months from when the financial statements are authorised for issue.

Our responsibilities and the responsibilities of the Chief Financial Officer with respect to going concern are described in the relevant sections of this report.

**Other information**

The Chief Financial Officer is responsible for the other information. The other information comprises the Annual Governance Statement and information included in the Statement of Accounts, other than the financial statements and our auditor's report thereon. Our opinion on the financial statements does not cover the other information and, except to the extent otherwise explicitly stated in our report, we do not express any form of assurance conclusion thereon.

## INDEPENDENT AUDITOR'S REPORT

In connection with our audit of the financial statements, our responsibility is to read the other information and, in doing so, consider whether the other information is materially inconsistent with the financial statements or our knowledge obtained in the audit or otherwise appears to be materially misstated. If we identify such material inconsistencies or apparent material misstatements, we are required to determine whether there is a material misstatement in the financial statements or a material misstatement of the other information. If, based on the work we have performed, we conclude that there is a material misstatement of this other information, we are required to report that fact.

We have nothing to report in this regard.

### Responsibilities of the Chief Financial Officer for the financial statements

As explained more fully in the Statement of the Chief Financial Officer's Responsibilities, the Chief Financial Officer is responsible for the preparation of the Statement of Accounts, which includes the financial statements, in accordance with proper practices as set out in the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2020/21, and for being satisfied that they give a true and fair view. The Chief Financial Officer is also responsible for such internal control as the Chief Financial Officer determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

The Chief Financial Officer is required to comply with the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2020/21 and prepare the financial statements on a going concern basis on the assumption that the functions of the Council will continue in operational existence for the foreseeable future. The Chief Financial Officer is responsible for assessing each year whether or not it is appropriate for the Council to prepare its accounts on the going concern basis and disclosing, as applicable, matters related to going concern.

### Auditor's responsibilities for the audit of the financial statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with ISAs (UK) will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

Irregularities, including fraud, are instances of non-compliance with laws and regulations. We design procedures in line with our responsibilities, outlined above, to detect material misstatements in respect of irregularities, including fraud. Based on our understanding of the Council, we identified that the principal risks of non-compliance with laws and regulations related to the Local Government Act 2003 (and associated regulations made under section 21), the Local Government Finance Acts of 1988, 1992 and 2012, and the Accounts and Audit Regulations 2015, 'the Local Government and Housing Act 1989' and we considered the extent to which non-compliance might have a material effect on the financial statements.

We evaluated the Chief Financial Officer's incentives and opportunities for fraudulent manipulation of the financial statements (including the risk of override of controls) and determined that the principal risks were related to posting manual journal entries to manipulate financial performance, management bias through judgements and assumptions in significant accounting estimate and significant one-off or unusual transactions.

## INDEPENDENT AUDITOR'S REPORT

Our audit procedures were designed to respond to those identified risks, including non-compliance with laws and regulations (irregularities) and fraud that are material to the financial statements. Our audit procedures included but were not limited to:

- discussing with management and the Audit and Governance Committee the policies and procedures regarding compliance with laws and regulations;
- communicating identified laws and regulations throughout our engagement team and remaining alert to any indications of non-compliance throughout our audit; and
- considering the risk of acts by the Council which were contrary to applicable laws and regulations, including fraud.

Our audit procedures in relation to fraud included but were not limited to:

- making enquiries of management and the Governance and Audit Committee on whether they had knowledge of any actual, suspected or alleged fraud;
- gaining an understanding of the internal controls established to mitigate risks related to fraud;
- discussing amongst the engagement team the risks of fraud; and
- addressing the risks of fraud through management override of controls by performing journal entry testing.

There are inherent limitations in the audit procedures described above and the primary responsibility for the prevention and detection of irregularities including fraud rests with management and the Governance and Audit Committee. As with any audit, there remained a risk of non-detection of irregularities, as these may involve collusion, forgery, intentional omissions, misrepresentations or the override of internal controls.

We are also required to conclude on whether the Chief Financial Officer's use of the going concern basis of accounting in the preparation of the financial statements is appropriate. We performed our work in accordance with Practice Note 10: Audit of financial statement and regularity of public sector bodies in the United Kingdom, and Supplementary Guidance Note 01, issued by the National Audit Office in April 2021.

A further description of our responsibilities for the audit of the financial statements is located on the Financial Reporting Council's website at [www.frc.org.uk/auditorsresponsibilities](http://www.frc.org.uk/auditorsresponsibilities). This description forms part of our auditor's report.

### **Report on the Council's arrangements for securing economy, efficiency and effectiveness in its use of resources**

#### **Matter on which we are required to report by exception**

We are required to report to you if, in our opinion, we are not satisfied that the Council has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2021.

We have not completed our work on the Council's arrangements. On the basis of our work to date, having regard to the guidance issued by the Comptroller and Auditor General in April 2021, we have identified the following significant weaknesses in arrangements for the year ended 31 March 2021.

## INDEPENDENT AUDITOR'S REPORT

Significant weaknesses in arrangements	Recommendations
<p>We issued a Public Interest Report on 19 April 2021 including recommendations to address the following 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"> <li>• 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;</li> <li>• 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;</li> <li>• decision records that document the use of public funds under the scheme of delegation were not maintained; and</li> <li>• safeguards to prevent conflicts of interest and demonstrate the Council applies the principles and values of sound governance were not applied.</li> </ul>	<ul style="list-style-type: none"> <li>• The Council should adopt and apply appropriate standards for business case preparation in relation to exit and pension discretions to improve information supporting decisions.</li> <li>• 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.</li> <li>• 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.</li> <li>• The Council should ensure all members fully understand the requirements of the Code of Conduct in relation to declaration of interests.</li> <li>• The Council should review its policies and procedures to reflect Government guidance in the use of non-disclosure agreements.</li> </ul>

We will report the outcome of our work on the Council's arrangements in our commentary on those arrangements within the Auditor's Annual Report. Our audit completion certificate will set out any further matters which we are required to report by exception.

### Responsibilities of the Council

The Council is responsible for putting in place proper arrangements to secure economy, efficiency and effectiveness in its use of resources, to ensure proper stewardship and governance, and to review regularly the adequacy and effectiveness of these arrangements.

### Auditor's responsibilities for the review of arrangements for securing economy, efficiency and effectiveness in the use of resources

We are required under section 20(1)(c) of the Local Audit and Accountability Act 2014 to satisfy ourselves that the Council has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources. We are not required to consider, nor have we considered, whether all aspects of the Council's arrangements for securing economy, efficiency and effectiveness in its use of resources are operating effectively.

## INDEPENDENT AUDITOR'S REPORT

We have undertaken our work in accordance with the Code of Audit Practice, having regard to the guidance issued by the Comptroller and Auditor General in April 2021.

### Matters on which we are required to report by exception under the Code of Audit Practice

We are required by the Code of Audit Practice to report to you if:

- we issue a report in the public interest under section 24 of the Local Audit and Accountability Act 2014;
- we make a recommendation under section 24 of the Local Audit and Accountability Act 2014; or
- we exercise any other special powers of the auditor under sections 28, 29 or 31 of the Local Audit and Accountability Act 2014.

We have nothing to report in these respects.

### Use of the audit report

This report is made solely to the members of City of York Council, as a body, in accordance with part 5 of the Local Audit and Accountability Act 2014 and as set out in paragraph 44 of the Statement of Responsibilities of Auditors and Audited Bodies published by Public Sector Audit Appointments Limited. Our audit work has been undertaken so that we might state to the members of the Council those matters we are required to state to them in an auditor's report and for no other purpose. To the fullest extent permitted by law, we do not accept or assume responsibility to anyone other than the members of the Council, as a body, for our audit work, for this report, or for the opinions we have formed.

### Delay in certification of completion of the audit

We cannot formally conclude the audit and issue an audit certificate until we have completed:

- the work necessary to issue our assurance statement in respect of the Council's Whole of Government Accounts consolidation pack; and
- the work necessary to satisfy ourselves that the Council has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources.

Mark Kirkham

Partner

For and on behalf of Mazars LLP

5th Floor

3 Wellington Place

Leeds

LS1 4AP

**STATEMENT OF ACCOUNTS**



**STATEMENT OF RESPONSIBILITIES**



**STATEMENT OF RESPONSIBILITIES**

**1. THE COUNCIL'S RESPONSIBILITIES**

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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**

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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**

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I certify that the Statement of Accounts presents fairly the position of the City of York Council at 31 March 2021 and its income and expenditure for the year ended 31 March 2021. These audited accounts replace the un-audited statement of accounts previously published on 14 June 2021

Signed .....

Dated

Debbie Mitchell, ACMA

Chief Finance Officer

**4. APPROVAL OF THE ACCOUNTS**

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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 Pavlovic

Chair, Audit and Governance Committee



**MAIN FINANCIAL STATEMENTS**

**Comprehensive Income and Expenditure Statement**

		2020/21		2019/20			
		Gross Exp.	Income	Net Exp.	Gross Exp.	Income	Net Exp.
	Note	£000's	£000's	£000's	£000's	£000's	£000's
<b>Service Costs</b>							
Customer and Corporate Services		81,480	(52,962)	28,518	81,698	(48,585)	33,113
Childrens and Education Services		128,614	(95,284)	33,330	119,263	(92,450)	26,813
Communities and Equalities		9,431	(2,879)	6,552	9,195	(3,194)	6,001
Housing Revenue Account		33,159	(37,181)	(4,022)	28,335	(39,028)	(10,693)
Adult Social Care		106,101	(40,884)	65,217	95,425	(32,053)	63,372
Housing and Community Safety		16,318	(13,295)	3,023	14,885	(9,991)	4,894
Public Health		8,416	(14,448)	(6,032)	9,721	(9,187)	534
Economy and Place		63,937	(26,349)	37,588	65,536	(45,086)	20,450
<b>Cost of Services</b>		<b>447,456</b>	<b>(283,282)</b>	<b>164,174</b>	424,058	(279,574)	144,484
Other Operating Expenditure	(9)			(363)			7,392
Financing and Investment Income and Expenditure	(10)			14,251			12,184
Taxation and Non-Specific Grant Income	(11)			(184,390)			(162,673)
<b>(Surplus)/Deficit on Provision of Services</b>	(30)			<b>(6,328)</b>			<b>1,387</b>
Revaluation (gains) on non current assets	(26)			(17,858)			(93,687)
Impairment losses on non current assets				-			-
Surplus or deficit from investments in equity instruments designated at fair value through other comprehensive income	(16)			275			236
Re-measurement of net defined benefit/ liability	(49)			(60)			(11,367)
<b>Other Comprehensive Income and Expenditure</b>				<b>(17,643)</b>			<b>(104,818)</b>
<b>Total Comprehensive Income and Expenditure</b>				<b>(23,971)</b>			(103,431)

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

### 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.

	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
<b>2020/21</b>											
<b>Balance at 1 April 2020</b>		(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	
<b>Restated balance at 1 April 2020</b>		(9,843)	(26,690)	(26,400)	(12,759)	(4,720)	(15,421)	(26,828)	(122,661)	(641,990)	(764,651)
<b>Movement in Reserves during 2020/21</b>											
(Surplus) /Deficit on Provision of Services		(5,353)	-	(975)	-	-	-	-	(6,328)	-	(6,328)
Other Comprehensive Income and Expenditure movement		-	-	-	-	-	-	-	-	(17,643)	(17,643)
<b>Total Comprehensive Expenditure and Income</b>		(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	-
<b>Net Increase/Decrease before Transfers to Earmarked Reserves</b>		(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	-	-	-	-	-	-
<b>Increase/Decrease in Year</b>		(1,315)	(50,565)	(2,432)	4,317	943	9,896	(1,513)	(40,669)	16,698	(23,971)
<b>Balance at 31 March 2021 carried forward</b>		(11,158)	(77,255)	(28,832)	(8,442)	(3,777)	(5,525)	(28,341)	(163,330)	(625,292)	(788,622)

MOVEMENT IN RESERVES STATEMENT

**2019/20:**

		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
<b>2019/20</b>											
<b>Balance at 1 April 2019</b>		<b>(10,115)</b>	<b>(35,475)</b>	<b>(24,497)</b>	<b>(17,310)</b>	<b>(4,346)</b>	<b>(18,858)</b>	<b>(27,297)</b>	<b>(137,898)</b>	<b>(523,322)</b>	<b>(661,220)</b>
<b>Movement in Reserves during 2019/20</b>											
(Surplus) /Deficit on Provision of Services		8,517	-	(7,130)	-	-	-	-	1,387	-	1,387
Other Comprehensive Income and Expenditure movement		-	-	-	-	-	-	-	-	(104,818)	(104,818)
<b>Total Comprehensive Expenditure and Income</b>		<b>8,517</b>	<b>-</b>	<b>(7,130)</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>1,387</b>	<b>(104,818)</b>	<b>(103,431)</b>
Adjustments between accounting basis & funding basis under regulations	7	5,405	-	9,778	-	(374)	3,437	469	18,715	(18,715)	-
<b>Net Increase/Decrease before Transfers to Earmarked Reserves</b>		<b>13,922</b>	<b>-</b>	<b>2,648</b>	<b>-</b>	<b>(374)</b>	<b>3,437</b>	<b>469</b>	<b>20,102</b>	<b>(123,533)</b>	<b>(103,431)</b>
Transfers to/from Earmarked Reserves	8	(13,650)	13,650	(4,551)	4,551	-	-	-	-	-	-
<b>Increase/Decrease in Year</b>		<b>272</b>	<b>13,650</b>	<b>(1,903)</b>	<b>4,551</b>	<b>(374)</b>	<b>3,437</b>	<b>469</b>	<b>20,102</b>	<b>(123,533)</b>	<b>(103,431)</b>
<b>Balance at 31 March 2020 carried forward</b>		<b>(9,843)</b>	<b>(21,825)</b>	<b>(26,400)</b>	<b>(12,759)</b>	<b>(4,720)</b>	<b>(15,421)</b>	<b>(26,828)</b>	<b>(117,796)</b>	<b>(646,855)</b>	<b>(764,651)</b>

<b><u>Split of General Fund Balance between Schools and GF</u></b>	<b>31-Mar-21 £000's</b>	<b>31-Mar-20 £000's</b>
Amount of General Fund Balance held by governors under schemes to finance schools	<b>(4,217)</b>	<b>(2,274)</b>
Amount of General Fund Balance generally available for new expenditure	<b>(6,941)</b>	<b>(7,569)</b>
<b>Total General Fund Balance</b>	<b>(11,158)</b>	<b>(9,843)</b>

**Balance Sheet**

	Note	31 March 2021 £000's	31 March 2020 £000's
Property, Plant and Equipment	(12)	1,098,814	1,038,906
Investment Property	(14)	65,149	60,260
Intangible Assets	(15)	2,880	3,060
Heritage Assets	(13)	99,594	99,559
Long - Term Investments	(16)	4,996	5,271
Long - Term Debtors	(20)	5,084	5,170
<b>LONG - TERM ASSETS</b>		<b>1,276,517</b>	<b>1,212,226</b>
Assets Held for Sale	(22)	790	1,160
Inventories	(17)	412	417
Short-Term Debtors	(19)	91,004	49,378
Cash and Cash Equivalents	(21)	9,254	11,430
<b>CURRENT ASSETS</b>		<b>101,460</b>	<b>62,385</b>
Short-Term Borrowing	(16) / (52)	(8,750)	(11,698)
Provisions due to be settled within 12 months	(24)	(867)	(1,192)
Short-Term Creditors	(23)	81,450	(45,940)
Other Short-Term Liabilities	(23)	(4,749)	(4,628)
<b>CURRENT LIABILITIES</b>		<b>(95,816)</b>	<b>(63,458)</b>
Provisions	(24)	(2,157)	(13,395)
Long-Term Borrowing	(16) / (52)	(290,083)	(245,489)
Other Long-Term Liabilities	(16)	(44,006)	(45,218)
Liability related to Defined Benefit Pension Scheme	(26) / (49)	(157,293)	(142,400)
<b>LONG-TERM LIABILITIES</b>		<b>(493,539)</b>	<b>(446,502)</b>
<b>NET ASSETS</b>		<b>788,622</b>	<b>764,651</b>
<b>RESERVES</b>			
<u>Usable Reserves</u>			
Capital Receipts Reserve		(5,525)	(15,421)
General Fund Balance		(11,158)	(9,843)
Housing Revenue Account Reserve		(28,832)	(26,400)
Major Repairs Reserve		(3,777)	(4,720)
Capital Grants Unapplied		(28,341)	(26,828)
Earmarked Reserves	(8)	85,697	(34,584)
	MIRS	(163,330)	(117,796)
<u>Unusable Reserves</u>			
Revaluation Reserve		(399,087)	(386,182)
Capital Adjustment Account		(434,150)	(406,525)
Financial Instruments Adjustment Account		1,225	1,309
Financial Instruments Revaluation Reserve		(2,376)	(2,651)
Dedicated Schools Grant Adjustment Account		9,940	0
Pensions Reserve		157,293	142,400
Collection Fund Adjustment Account		38,326	1,274
Employee Benefit Adjustment Account		3,537	3,520
	(26)	(625,292)	(646,855)
<b>TOTAL RESERVES</b>		<b>(788,622)</b>	<b>(764,651)</b>

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	2020/21 £000's	2019/20 Restated £000's
Net (Surplus)/Deficit on the provision of Services		<b>(6,328)</b>	<b>1,387</b>
Adjustments to the Net (Surplus)/Deficit on the Provision of Services for non-cash movements	(27)	<b>(32,215)</b>	<b>(34,458)</b>
Adjustments for items included in the Net (Surplus)/Deficit on the Provision of Services that are investing and financing activities	(27)	<b>37,869</b>	41,915
Net Cash Flows from Operating Activities		<b>(674)</b>	<b>8,805</b>
Investing Activities	(28)	<b>43,343</b>	34,947
Financing Activities	(29)	<b>(40,493)</b>	(13,826)
Net (Increase)/Decrease in Cash and Cash Equivalents		<b>2,176</b>	29,926
Cash and Cash Equivalents at the beginning of the reporting period	(21)	<b>(11,430)</b>	(41,356)
Cash and Cash Equivalents at the end of the reporting period	(21)	<b>(9,254)</b>	(11,430)

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

**NOTES TO THE MAIN FINANCIAL STATEMENTS**





## 1. ACCOUNTING POLICIES

---

### I. General

The Statement of Accounts summarises the Council's transactions for the 2020/21 financial year and its position at the year-end of 31 March 2021. 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 2020/21 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.

In 2020/21 two non-material changes were made to prior year 2019/20 figures on the notes set out below. One was a presentational adjustment and another amending category lines. Neither change were material errors, nor did they change the overall total figures on the notes listed. The amendments were made to ensure consistency and comparability with current year.

A change and restatement for prior year has been made to the Debtor and Creditor figures affecting the Financial Instruments within Notes 16, 19, 23 and 52. The overall Debtor and Creditor totals have not changed but the categorisation of Collection Fund Debtors and Creditors within these totals has been changed so they are shown in 'Other Receivables' / 'Other Payables' rather than 'Trade Receivables' / 'Trade Payables', as they are non-contractual, non-exchange transactions as per the Code guidance 7.1.2.26. This is to be consistent with the 20/21 presentation of figures.

A change and restatement for prior year has been made for the presentation of the Financial Instruments revaluation figure in the Comprehensive Income and Expenditure Statement (CIES). The Financial Instruments revaluation figure reflects the gain or loss of financial assets measured at fair value, (as shown in Note 26 Financial Instruments Revaluation Reserve and Note 16 Financial Instruments), and is now shown in the CIES within Other Comprehensive Income and Expenditure under 'Surplus or deficit from investments in equity instruments designated at fair value through other comprehensive income', rather than within Surplus/Deficit on Provision of Services under 'Financing and Investment Income and Expenditure'. The presentation of the Cash Flow Statement, Note 10 Financing and Investment Income and Expenditure, and Note 27 Cash Flow Statement – Operating Activities, have also been updated and restated to reflect the presentational change. This is to be consistent with the code guidance 7.2.6.5 and the 20/21 presentation of figures

Changes in accounting policies are 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 2.1% as at 31<sup>st</sup> March 2021.
- 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
    - 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
    - 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
    - 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 assets held for sale 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 cashflow characteristics. There are three main classes of financial assets measured at:

- Amortised Cost
- Fair Value through Profit or Loss (FVPL), and
- 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 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 arrive in the Surplus or Deficit on the Provision of Services.

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 in the Comprehensive Income and Expenditure Statement.

### **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.

IFRS 9 permits equity instruments not held for trading to be considered for designation to Fair Value through Other Comprehensive Income. 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 at Fair Value through Other Comprehensive Income 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 is derecognised the fair value is reversed out of the Financial Instruments Revaluation Reserve Account and transferred to the General Fund balance.

Further information on designated equity at Fair Value though Other Comprehensive Income 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 2020/21 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, the majority of 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, whilst material, is fully disclosed within the Related Parties disclosure rather than group accounts.

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 20/21 (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.

The 9 Voluntary Aided and 10 Voluntary Controlled 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 where these are owned by the Council and have not been included in any Academy conversion.

All elements of the 17 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
- school buildings – 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 79% 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
- 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. 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**

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Under the Code of Practice on Local Authority Accounting in the United Kingdom 2020/21 (the Code), the Council is required to disclose information setting out the impact of an accounting change required by a new accounting standard that has been issued but not yet adopted by the Code.

At the balance sheet date, the following new standards have been published but not yet adopted by the Code of Practice:

**Definition of a Business: Amendment to IFRS 3 Business Combinations** - provides clarity on the definition of a business. WE are not expecting this to affect our accounts when this is implemented from 1<sup>st</sup> April 2021.

**Interest Rate Benchmark Reform phase 1 and phase 2: Amendments to IFRS 9, IAS39, IFRS 7, IFRS 4 and IFRS 16** – Interest rate benchmark reform is expected to affect hedge accounting and therefore we are not expecting this to affect our accounts when this is implemented from 1<sup>st</sup> April 2021.

### 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

**Pensions** - The Council has made estimates of net pay liability to pay pensions which depend on a number of complex judgements and projections supported by the actuary, which include; the discount rate at which salaries are projected to increase, changes in retirement ages, mortality rates and expected future returns on Pension Fund Assets

**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 for depreciation purposes as this has a minimal impact on the depreciation figure. 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

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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 2021 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 £20.6m
- A 0.1% increase in the assumed level of pension increases will increase the net pension liability by £18.638m
- An increase in one year of longevity would increase the net pension liability by £36.295m

##### 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 2021 is £1,098.814m for Property, Plant & Equipment and £65.149m for Investment Properties.

#### 5. MATERIAL ITEMS OF INCOME AND EXPENSE

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In 2020/21 there has been a material change in how services have been able to operate and how income is generated due to the pandemic. To compensate the Council has received additional Government grants, which are reflected in Note 40.

#### 6. EVENTS AFTER THE REPORTING PERIOD

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The Statement of Accounts was authorised for issue by the Chief Finance Officer on 11 June 2021. 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 2021, 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 2020/21.**

**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 – 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
<b>Adjustments primarily involving the Capital Adjustment Account:</b>						
<b><u>Reversal of items debited or credited to the Comprehensive Income and Expenditure Statement:</u></b>						
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
<b><u>Insertion of items not debited or credited to the Comprehensive income and Expenditure Statement:</u></b>						
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)
<b>Adjustments primarily involving the Capital Grants Unapplied Account:</b>						
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	-



	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
<b>Adjustments primarily involving the Capital Receipts Reserve:</b>						
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	-	-	-	-	-	-
<b>Adjustment primarily involving the Major Repairs Reserve:</b>						
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)
<b>Adjustment primarily involving the Financial Instruments Adjustment Account:</b>						
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)
<b>Adjustments primarily involving the Financial Instruments Revaluation Reserve</b>						
Movement in fair value of Financial Instruments	-	-	-	-	-	-
<b>Adjustment primarily involving the Pensions Reserve:</b>						
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
<b>Adjustments primarily involving the Collection Fund Adjustment Account:</b>						
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
<b>Adjustments primarily involving the Dedicated Schools Grant Adjustment Account:</b>						
Transfer of deficit in respect of schools budget	(5,075)	-	-	-	-	5,075
<b>Adjustment primarily involving the Accumulated Absences Account:</b>						
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
<b>Total Adjustments:</b>	<b>(46,526)</b>	<b>2,859</b>	<b>943</b>	<b>9,896</b>	<b>(1,513)</b>	<b>34,341</b>

**Adjustments between Accounting Basis and Funding Basis under Regulations – 2019/20**

2019/20	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
<b>Adjustments primarily involving the Capital Adjustment Account:</b>						
<b>Reversal of items debited or credited to the Comprehensive Income and Expenditure Statement:</b>						
Charges for depreciation and impairment of non-current assets	(12,889)	(8,381)	-	-	-	21,270
Revaluation losses on Property Plant and Equipment	10,658	(853)	-	-	-	(9,805)
Movements in the market value of Investment Properties	44	25	-	-	-	(69)
Amortisation of intangible assets	(1,053)	(23)	-	-	-	1,076
Capital grants and contributions applied	28,133	5,373	-	-	-	(33,506)
Revenue expenditure funded from Capital under statute	-	-	-	-	-	-
Revenue expenditure funded from Capital under statute - Prior Year Reversal	(6,736)	-	-	-	-	6,736
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	(6,120)	(6,908)	-	-	-	13,028
<b>Insertion of items not debited or credited to the Comprehensive Income and Expenditure Statement:</b>						
Statutory provision for the financing of capital investment	9,745	-	-	-	-	(9,745)
Capital expenditure charged against the General Fund and HRA balances	82	6,958	-	-	-	(7,040)
<b>Adjustments primarily involving the Capital Grants Unapplied Account:</b>						
Capital grants and contributions unapplied credited to the Comprehensive Income and Expenditure Statement	1,777	-	-	-	(1,777)	-
Application of grants to capital financing transferred to the Capital Adjustment Account	(2,246)	-	-	-	2,246	-
<b>Adjustments primarily involving the Capital Receipts Reserve:</b>						
Transfer of cash sale proceeds credited as part of the gain/ loss on disposal to the Comprehensive Income and Expenditure Statement	510	8,368	-	(8,878)	-	-
Transfer of cash loan repayment to the Capital Receipts Reserve	-	-	-	(100)	-	100
Use of the Capital Receipts Reserve to finance new capital expenditure	-	-	-	9,850	-	(9,850)
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	-	(75)	-	75	-	-

	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 repayment of 141 RTB receipts	-	(1,311)	-	1,311	-	-
<b>Adjustment primarily involving the Major Repairs Reserve:</b>						
Reversal of Major Repairs Allowance credited to the HRA	-	8,380	(8,380)	-	-	-
Use of the Major Repairs Reserve to finance new capital expenditure	-	-	8,006	-	-	(8,006)
<b>Adjustment primarily involving the Financial Instruments Adjustment Account:</b>						
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	89	-	-	-	-	(89)
<b>Adjustments primarily involving the Financial Instruments Revaluation Reserve</b>						
Movement in fair value of Financial Instruments	-	-	-	-	-	-
<b>Adjustment primarily involving the Pensions Reserve:</b>						
Employer's pensions contributions and direct payments to pensioners payable in the year	15,320	664	-	-	-	(15,984)
Reversal of items relating to retirement benefits debited or credited to the Comprehensive Income and Expenditure Statement	(28,596)	(1,260)	-	-	-	29,856
<b>Adjustments primarily involving the Collection Fund Adjustment Account:</b>						
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	(3,188)	-	-	-	-	3,188
<b>Adjustment primarily involving the Accumulated Absences Account:</b>						
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	(126)	-	-	-	-	126
<b>Total Adjustments:</b>	<b>5,404</b>	<b>9,778</b>	<b>(374)</b>	<b>3,437</b>	<b>469</b>	<b>(18,714)</b>

**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 2020/21:

	Transfers Out During Year £000	Transfers In During Year £000	Net mov't During Year £000	Balance at 31-Mar-21 £000	Balance at 31-Mar-20 £000
<b>General Fund</b>					
Developers Contributions Unapplied	3,853	(3,960)	(107)	(8,553)	(8,446)
Venture Fund	-	(258)	(258)	(4,238)	(3,980)
Public Health COMF Funding reserve	-	(2,401)	(2,401)	(2,401)	-
Waste Management Reserve	478	(576)	(98)	(2,031)	(1,933)
Better Care Fund	-	(1,541)	(1,541)	(1,541)	-
Yearsley Pool Reserve	8	-	8	(1,413)	(1,421)
Mental Health Accomodation Programme	-	(926)	(926)	(926)	-
<b>NNDR reserve</b>	-	<b>(43,004)</b>	<b>(43,004)</b>	<b>(43,004)</b>	-
Miscellaneous	32,594	<b>(39,696)</b>	<b>(7,102)</b>	<b>(13,148)</b>	(6,046)
<b>Subtotal General Fund</b>	<b>36,933</b>	<b>(92,362)</b>	<b>(55,429)</b>	<b>(77,255)</b>	(21,826)
<b>HRA</b>					
53rd Week Rent	103	-	103	103	-
HRA Investment Reserve	4,213	-	4,213	(8,545)	(12,758)
<b>Subtotal HRA</b>	<b>4,316</b>	-	<b>4,316</b>	<b>(8,442)</b>	(12,758)
<b>Total Earmarked Reserves</b>	<b>41,249</b>	<b>(92,362)</b>	<b>(51,113)</b>	<b>(85,697)</b>	(34,584)

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

**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 expected to start 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.

**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**

	2020/21	2019/20
	£'000's	£'000's
Parish council precepts	799	752
Payments to the Government Housing Capital Receipts Pool - Prior Year Repayments	-	1,311
Payments to the Government Housing Capital Receipts Pool	1,179	1,179
Gains/losses on the disposal of non-current assets	(2,341)	4,150
<b>Total</b>	<b>(363)</b>	<b>7,392</b>

**10. FINANCING AND INVESTMENT INCOME AND EXPENDITURE**

	<b>2020/21</b>	2019/20
	<b>£'000's</b>	Restated £'000's
Interest payable and similar charges	<b>13,890</b>	13,733
Net interest on the net defined benefit liability	<b>3,105</b>	3,140
Interest receivable and similar income	<b>(84)</b>	(329)
Income and expenditure in relation to investment properties and changes in their fair value	<b>(2,209)</b>	(3,963)
Other investment income	<b>(451)</b>	(397)
<b>Total</b>	<b>14,251</b>	<b>12,184</b>

**11. TAXATION AND NON SPECIFIC GRANT INCOME**

	<b>2020/21</b>	2019/20
	<b>£'000's</b>	£'000's
Council tax income	<b>(92,794)</b>	(90,803)
Non domestic rates	<b>2,314</b>	(30,431)
Non-ring fenced or government grants	<b>(74,276)</b>	(17,033)
Capital grants and contributions	<b>(19,634)</b>	(24,406)
<b>Total</b>	<b>(184,390)</b>	(162,673)

NOTES TO THE MAIN FINANCIAL STATEMENTS

12. PROPERTY, PLANT AND EQUIPMENT

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

NOTES TO THE MAIN FINANCIAL STATEMENTS

Comparative Movements in 2019/20:

2019/20	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
<b><u>Cost or Valuation (GCA)</u></b>									
At 1 April 2019	461,616	266,517	32,897	171,082	115	20,592	68,349	1,021,168	41,294
Additions	9,406	14,135	2,857	8,259	-	-	41,255	75,912	-
Acc Dep & Imp WO to GCA	(7,616)	(1,319)	-	-	-	(128)	-	(9,063)	-
Revaluation increases/(decreases) recognised in the Revaluation Reserve	21,146	14,195	-	-	-	6,133	-	41,474	-
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	9	10,646	-	-	-	(850)	(11)	9,794	-
Derecognition - Disposals	(3,723)	(9,659)	(1,966)	-	-	(491)	-	(15,839)	-
Derecognition - Other	-	-	-	-	-	-	-	-	-
Assets reclassified (to)/from Held for Sale	-	-	-	-	-	848	-	848	-
Assets reclassified (to)/from Investment Property	-	-	-	-	-	-	25	25	-
Other movements in Cost or Valuation	720	(1,293)	765	6,246	-	(1,168)	(6,013)	(743)	-
<b>At 31 March 2020</b>	<b>481,558</b>	<b>293,222</b>	<b>34,553</b>	<b>185,587</b>	<b>115</b>	<b>24,936</b>	<b>103,605</b>	<b>1,123,576</b>	<b>41,294</b>
<b><u>Accumulated Depreciation &amp; Impairment</u></b>									
At 1 April 2019	(7,616)	(8,169)	(22,523)	(37,082)	(1)	-	1	(75,390)	(1,376)
Depreciation Charge for 2019/20	(7,928)	(6,029)	(2,761)	(4,549)	(2)	-	-	(21,269)	(1,331)
Acc. Depreciation WO to GCA	7,616	1,319	-	-	-	128	-	9,063	-
Derecognition - Disposals	-	991	1,935	-	-	-	-	2,926	-
Other movements in Depreciation and Impairment	-	131	-	-	-	(128)	(3)	-	-
<b>At 31 March 2020</b>	<b>(7,928)</b>	<b>(11,757)</b>	<b>(23,349)</b>	<b>(41,631)</b>	<b>(3)</b>	<b>-</b>	<b>(2)</b>	<b>(84,670)</b>	<b>(2,707)</b>
<b><u>Net Book Value</u></b>									
At 31 March 2020	473,630	281,465	11,204	143,956	112	24,936	103,603	1,038,906	38,587
At 31 March 2019	454,000	258,348	10,374	134,000	114	20,592	68,350	945,778	39,918



**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 – 30-50 years (some exceptions apply)
- Vehicles, Plant, Furniture & Equipment – 3-10 years
- Infrastructure – 40 years

**Capital Commitments**

- At 31 March 2021, the Council has entered into a number of contracts for the construction or enhancement of Property, Plant and Equipment in 2021/22 and future years budgeted to cost c£14.070m. Similar commitments as 31 March 2020 were c£12.660m.

**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 were carried out internally with the exception of Allerton Waste Recycling Plant which was valued 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 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. The value of the council’s housing stock decreased by £0.426m as a result of the desktop revaluation this year.

	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	-	-	39,810	196,627	-	-	76,925	313,362
Valued at <b>Current</b> Value as at:								
31-Mar-21	484,542	169,769	-	-	-	23,827	-	678,138
31-Mar-20	-	49,447	-	-	-	-	-	49,447
31-Mar-19	-	32,163	-	-	-	-	-	32,163
31-Mar-18	-	16,517	-	-	115	-	-	16,632
31-Mar-17	-	101,608	-	-	-	-	-	101,608
Total Cost or Valuation	484,542	369,504	39,810	196,627	115	23,827	76,925	1,191,350

**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 2021. The fair value of Surplus Properties as at 31 March 2021 is £23.827m. 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
<b>Cost or Valuation</b>					
1 April 2019	1,387	36,306	8,517	1,136	47,346
Revaluations	-	52,179	-	34	52,213
<b>31 March 2020</b>	<b>1,387</b>	<b>88,485</b>	<b>8,517</b>	<b>1,170</b>	<b>99,559</b>
<b>Cost or Valuation</b>					
1 April 2020	1,387	88,485	8,517	1,170	99,559
Revaluations	-	-	-	35	35
<b>31 March 2021</b>	<b>1,387</b>	<b>88,485</b>	<b>8,517</b>	<b>1,205</b>	<b>99,594</b>

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 Museums 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:

	<b>2020/21</b>	2019/20
	<b>£000's</b>	£000's
Commercial rental income from investment property	<b>(5,029)</b>	(4,943)
Commercial direct operating expenses arising from investment property	<b>2,820</b>	980
Net Income	<b>(2,209)</b>	(3,963)

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.

	<b>2020/21</b>	2019/20
	<b>£000's</b>	£000's
Balance at start of the year	<b>60,260</b>	57,399
<u>Additions:</u>		
Acquisitions	<b>1,538</b>	2,772
Enhancements	<b>89</b>	67
Disposals	-	(23)
Net gain or loss on Fair Value	<b>(1,379)</b>	70
<u>Transfers:</u>		
to/ from Property, Plant & Equipment	<b>4,641</b>	(25)
Balance at end of year	<b>65,149</b>	60,260

#### 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 2021. The fair value of Investment Properties as at 31 March 2021 is £65.149m. 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:

	<b>Internally Generated Assets</b>	<b>Other Assets</b>
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 2020/21 was £982k (2019/20 was £1,076k), 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:

	2020/21			2019/20		
	Internally Generated Assets £000	Other Assets £000	Total £000	Internally Generated Assets £000	Other Assets £000	Total £000
<b>Balance at start of year:</b>						
- Gross carrying amounts	-	7,686	7,686	-	8,695	8,695
Category Adjustments	-	702	702	-	743	743
- Revised Gross carrying amounts	-	8,388	8,388	-	9,438	9,438
- Accumulated amortisation	-	(4,626)	(4,626)	-	(5,430)	(5,430)
<b>Net carrying amount at the start of the year</b>	-	3,762	3,762	-	4,008	4,008
Purchases	-	168	168	-	220	220
Other disposals	-	(68)	(68)	-	(92)	(92)
Amortisation for the period	-	(982)	(982)	-	(1,076)	(1,076)
Net carrying amount at the end of year	-	2,880	2,880	-	3,060	3,060
<b>Comprising:</b>						
- Gross carrying amounts	-	7,679	7,679	-	7,686	7,686
- Accumulated amortisation	-	(4,799)	(4,799)	-	(4,626)	(4,626)
	-	2,880	2,880	-	3,060	3,060

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 31-Mar-21 £'000
	Investments		Debtors		Investments		Debtors		
	31-Mar-21 £'000	31-Mar-20 £'000	31-Mar-21 £'000	31-Mar-20 £'000	31-Mar-21 £'000	31-Mar-20 £'000	31-Mar-21 £'000	31-Mar-20 Restated £'000	
Fair Value through profit or loss	-	-	-	-	-	-	-	-	-
Amortised cost	-	-	5,084	5,170	-	-	38,909	31,780	43,993
Fair value through other comprehensive income - designated equity instruments	4,996	5,271	-	-	-	-	-	-	4,996
Fair value through other comprehensive income - other	-	-	-	-	-	-	-	-	-
<b>Total financial assets</b>	<b>4,996</b>	<b>5,271</b>	<b>5,084</b>	<b>5,170</b>	<b>-</b>	<b>-</b>	<b>38,909</b>	<b>31,780</b>	<b>48,989</b>
Non-financial assets	-	-	-	-	-	-	52,095	17,598	52,095
<b>Total</b>	<b>4,996</b>	<b>5,271</b>	<b>5,084</b>	<b>5,170</b>	<b>-</b>	<b>-</b>	<b>91,004</b>	<b>49,378</b>	<b>101,084</b>

Financial Liabilities

	Non-Current				Current				Total 31-Mar-21 £'000
	Borrowings		Creditors		Borrowings		Creditors		
	31-Mar-21 £'000	31-Mar-20 £'000	31-Mar-21 £'000	31-Mar-20 £'000	31-Mar-21 £'000	31-Mar-20 £'000	31-Mar-21 £'000	31-Mar-20 Restated £'000	
Fair Value through profit or loss	-	-	-	-	-	-	-	-	-
Amortised cost	(290,083)	(245,489)	-	-	(8,750)	(11,698)	(28,095)	(22,482)	(326,928)
PFI	(44,006)	(45,218)	-	-	(1,212)	(1,108)	-	-	(45,218)
<b>Total financial liabilities</b>	<b>(334,089)</b>	<b>(290,707)</b>	<b>-</b>	<b>-</b>	<b>(9,962)</b>	<b>(12,806)</b>	<b>(28,095)</b>	<b>(22,482)</b>	<b>(372,146)</b>
Non-financial liabilities	-	-	-	-	-	-	(53,355)	(23,458)	(53,355)
<b>Total</b>	<b>(334,089)</b>	<b>(290,707)</b>	<b>-</b>	<b>-</b>	<b>(9,962)</b>	<b>(12,806)</b>	<b>(81,450)</b>	<b>(45,940)</b>	<b>(425,501)</b>

**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 £9.254m in 2020/21 (£11.430m in 2019/20). Short term investments within Note 21 Cash and Cash Equivalents total £0.000m in 2020/21 (£0.000m in 2019/21).

With the introduction of IFRS 9 in 2018/19 the authority designated the following equity at 1 April 2018 as fair value through other comprehensive income:

**Fair Value of Equity instruments designated at fair value through other comprehensive income**

	Nominal	Gain / (Loss) within equity	31-Mar-21 Fair Value	31-Mar-21 Dividend	31-Mar-20 Dividend
	£'000s	£'000s	£'000s	£'000s	£'000s
Yorwaste	1,008	601	1,609	289	-
Innovation Centre	200	253	453	-	-
Veritau Shares	-	39	39	-	-
Municipal Bonds Agency Shares	40	(40)	-	-	-
Make It York	-	114	114	-	25
City of York Trading Ltd	-	1270	1270	110	90
Leeds City Region Revolving Investment Fund	1,372	139	1,511	77	21
<b>Total</b>	<b>2,620</b>	<b>2,376</b>	<b>4,996</b>	<b>476</b>	<b>136</b>

- **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).
- **Innovation Centre** - Equity instrument not held for trading and is held as part of a business model to meet a service objective - the development, operation and management of the Innovation Centre in 1994.
- **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

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 31/03/21 £'000s	Investment / Redemption £'000s	As at 31/03/20 £'000s	Gain / (Loss) posted to Other Comprehensive Income and Expenditure £'000s
Equity Shareholding in Yorwaste	Level 3		1,609	-	1,730	(121)
Equity Shareholding in Innovation Centre	Level 3		453	-	524	(71)
Equity Shareholding in Veritau Shares	Level 3		39	-	219	(180)
Equity Shareholding in Make It York	Level 3	IFRS 13 Fair Value Measurement - Adjusted Net Asset Value Method	114	-	257	(143)
Equity Shareholding in City of York Trading Ltd	Level 3		1,270	-	1,038	232
Equity Shareholding in Leeds City Region Revolving Investment Fund	Level 3		1,511	-	1,503	8
Equity Shareholding in UK Municipal Bonds Agency PLC	Level 3		-	-	-	-
<b>Total</b>			<b>4,996</b>	<b>-</b>	<b>5,271</b>	<b>(275)</b>

**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.

**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 represented by amortised cost and long-term debtors and creditors are carried on the balance sheet at amortised cost. 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 tables 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 or is a trade or other receivable the fair value is taken to be the carrying amount or the billed amount;
- The fair value of trade and other receivables 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:

<b>Financial Liabilities</b>	<b>31 March 2021</b>		<b>31 March 2020</b> <b>Restated</b>	
	<b>Carrying Amount £'000s</b>	<b>Fair Value £'000s</b>	<b>Carrying Amount £'000s</b>	<b>Fair Value £'000s</b>
Financial Liabilities held at amortised cost:				
PWLB debt	(289,988)	(383,506)	(248,435)	(368,122)
Interest on PWLB debt	(1,653)	(1,653)	(1,601)	(1,601)
Market debt	(5,000)	(10,946)	(5,000)	(13,631)
Interest on Market debt	(97)	(97)	(97)	(97)
WYCA debt	(2,095)	(2,350)	(2,054)	(2,350)
Interest on WYCA debt	-	-	-	-
Short-term creditors	<b>(28,095)</b>	<b>(28,095)</b>	<b>(22,482)</b>	<b>(22,482)</b>
Long-term creditors	-	-	-	-
PFI liabilities	(45,218)	(45,218)	(46,326)	(46,326)
Finance lease liabilities	-	-	-	-
<b>Total</b>	<b>(372,146)</b>	<b>(471,865)</b>	<b>(325,995)</b>	<b>(454,609)</b>

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 2021) arising from a commitment to pay interest to lenders above current market rates.

The fair value of Public Works Loan Board (PWLB) loans of £385.159m 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 £291.641m and the fair value of £385.159m is £93.518m; £92.891m PWLB fair value amount and £0.627m PWLB carrying value adjustment. The £92.891m 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 £290.615m (Carrying value £291.641m plus £0.627m PWLB carrying value adjustment and less £1.653m accrued interest) would be valued at £341.683m, the fair value being £51.068m. 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 £93.518m.

The PWLB (HM Treasury) raised the margin on PWLB borrowing rates during 2019/20 by 1%, and subsequently reversed this increase in 2020/21. As a result the comparative fair values for 31 March 2020 will be comparatively lower on a like for like basis than for 31 March 2021.

**Financial Assets**

	31 March 2021		31 March 2020 <b>Restated</b>	
	Carrying Amount £'000s	Fair Value £'000s	Carrying Amount £'000s	Fair Value £'000s
Financial Assets held at amortised cost:				
Cash and Cash Equivalents	9,254	9,254	11,430	11,430
Cash callable in less than 30 days	-	-	-	-
Investment Interest	-	-	-	-
Investments less than 365 days	-	-	-	-
Investments greater than 365 days	-	-	-	-
Short-term debtors	<b>38,909</b>	<b>38,909</b>	<b>31,780</b>	<b>31,780</b>
Long-term debtors	5,084	5,084	5,170	5,170
<b>Total</b>	<b>53,247</b>	<b>53,247</b>	<b>48,380</b>	<b>48,380</b>

Fair value hierarchy for financial assets and financial liabilities that are not measured at fair value

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
<b>Financial Liabilities</b>				
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			-	-
<b>Total</b>	-	-	<b>(471,865)</b>	<b>(471,865)</b>
<b>Financial Assets</b>				
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
<b>Total</b>	<b>9,254</b>	-	<b>43,993</b>	<b>53,247</b>

Comparator year 2019/20:

31 March 2020  
Restated

	Quoted prices in active markets for identical assets (Level 1)	Other significant observable inputs (Level 2)	Significant unobservable inputs (Level 3)	Total
	£'000	£'000	£'000	£'000
<b>Recurring fair value measurements using:</b>				
<b>Financial Liabilities</b>				
Financial Liabilities held at amortised cost:				
PWLB debt			(369,723)	(369,723)
Market debt			(13,728)	(13,728)
WYCA debt			(2,350)	(2,350)
Short-term creditors			(22,482)	(22,482)
Long-term creditors			-	-
PFI liabilities			(46,326)	(46,326)
Finance lease liabilities			-	-
<b>Total</b>	-	-	<b>(454,609)</b>	<b>(454,609)</b>
<b>Financial Assets</b>				
Financial Assets held at amortised cost:				
Cash	11,430			11,430
Investments				-
Short-term debtors			31,780	31,780
Long-term debtors			5,170	5,170
<b>Total</b>	<b>11,430</b>	-	<b>36,950</b>	<b>48,380</b>

## 17. INVENTORIES

	Consumable Stores		Total	
	31-Mar-21	31-Mar-20	31-Mar-21	31-Mar-20
	£000's	£000's	£000's	£000's
<b>Balance Outstanding at 1 April</b>	<b>417</b>	452	<b>417</b>	452
Purchases	1,114	1,217	1,114	1,217
Recognised as an Expense in the Year	(1,119)	(1,252)	(1,119)	(1,252)
<b>Balance Outstanding at 31 March</b>	<b>412</b>	417	<b>412</b>	417

**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.

	<b>Expenditure During Year £000's</b>	<b>Income During Year £000's</b>	<b>Balance at 31-Mar-21 £000's</b>	Balance at 31-Mar-20 £000's
Haughton/Gardiner Trust			(56)	(56)
Staff Lottery		(4)	(20)	(16)
Other Funds	29	(26)	(25)	(28)
	29	(30)	(101)	(100)

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**

	<b>Balance at 31-Mar-21 £000's</b>	Balance at 31-Mar-20 <b>Restated</b> £000's
Trade Receivables	42,596	34,806
Prepayments	4,343	10,096
Other Receivable Amounts	53,159	12,200
<b>Sub-total</b>	<b>100,098</b>	57,102
<b>Impairment</b>	<b>(9,094)</b>	(7,724)
<b>Total Debtors</b>	<b>91,004</b>	49,378

Other receivable amounts include statutory debtors of £11.699m due for Council Tax and NNDR (£9.260m in 2019/20) and £1.529m due from HMRC (£1.530m in 2019/20). **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 £11.699m Council Tax and NNDR has **an impairment allowance** of £5.407m for 2020/21 (£4.698m in 2019/20) which assumes a collection rate of 96.4% for Council Tax and 90.0% for NNDR (97.7% for Council Tax and 97.8% for NNDR in 2019/20). The £5.407m is included in the £9.094m **impairment allowance** (£7.724m in 2019/20) shown in the table above. The £1.529m 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-21 £000's	Balance at 31-Mar-20 £000's
Employee Loans	-	(4)	-	4
Housing Loans	-	-	10	10
Yorwaste Loans	-	(100)	1,702	1,802
Finance Lease Receivables	-	(8)	178	186
PFI Schemes	-	(37)	3,131	3,168
Other	63	-	63	-
	<b>63</b>	<b>(149)</b>	<b>5,084</b>	<b>5,170</b>

**21. CASH AND CASH EQUIVALENTS**

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

	Balance at 31-Mar-21 £000's	Balance at 31-Mar-20 £000's
Cash Held by the Authority	6,146	3,859
Bank Current Accounts	3,108	7,571
Total Cash and Cash Equivalents	<b>9,254</b>	<b>11,430</b>

**22. ASSETS HELD FOR SALE**

	2020/21 £000's	2019/20 £000's
<b>Balance outstanding at start of year</b>	<b>1,160</b>	<b>2,008</b>
<u>Assets newly classified as held for sale:</u>		
- Property, Plant and Equipment	800	1,160
Revaluation losses	(10)	-
<u>Assets declassified as held for sale:</u>		
- Property, plant and Equipment	-	(2,008)
Assets sold	(1,160)	-
<b>Balance outstanding at year-end</b>	<b>790</b>	<b>1,160</b>

**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 2021. The fair value of Assets Held for Sale as at 31 March 2021 is £0.790m. 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-21	Balance at 31-Mar-20 Restated
	£000's	£000's
Trade Payables	(28,095)	(22,482)
Receipts in Advance	(10,726)	(13,584)
Other Payables	(42,629)	(9,874)
<b>Total Creditors</b>	<b>(81,450)</b>	(45,940)
Other Short-Term Liabilities	(4,749)	(4,628)
<b>Total Short-Term Liabilities</b>	<b>(86,199)</b>	(50,568)

Other payable amounts include statutory creditors of £2.356m for Council Tax and NNDR (£2.128m in 2019/20), £4.342m for payroll taxes and pension payments to HMRC and the Pension Funds (£5.598m in 2019/20), and £0.013m for CIS taxes to HMRC (£0.043m in 2019/20). 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 £-0.220m (£0.120m 2019/20) of Capital Grants received in advance and £6.983m (£11.588m 2019/20) 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
<b>Balance at 1 April 2020</b>	(2,132)	(12,147)	(308)	<b>(14,587)</b>
Additional provisions made in 2020/21	(395)	(4,397)	-	<b>(4,792)</b>
Amounts Used In 2020/21	694	4,699	-	<b>5,393</b>
Unused amounts reversed in 2020/21	-	(10,962)	-	<b>(10,962)</b>
Unwinding of discounting in 2020/21	-	-	-	-
<b>Balance at 31 March 2021</b>	<b>(1,833)</b>	<b>(883)</b>	<b>(308)</b>	<b>(3,024)</b>

**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
<b>Balance at 1 April 2020</b>	(342)	(541)	(308)	<b>(1,191)</b>
Additional provisions made in 2020/21	(95)	-	-	<b>(95)</b>
Amounts Used In 2020/21	-	419	-	<b>419</b>
Unused amounts reversed in 2020/21	-	-	-	-
Unwinding of discounting in 2020/21	-	-	-	-
<b>Balance at 31 March 2021</b>	<b>(437)</b>	<b>(122)</b>	<b>(308)</b>	<b>(867)</b>

**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**

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

**26. UNUSABLE RESERVES**

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	<b>Balance at 2020/21 £000's</b>	Balance at 2019/20 £000's
Revaluation Reserve	<b>(399,087)</b>	(386,182)
Capital Adjustment Account	<b>(434,150)</b>	(406,525)
Financial Instruments Adjustment Account	<b>1,225</b>	1,309
Financial Instruments Revaluation Reserve	<b>(2,376)</b>	(2,651)
Dedicated Schools Grant Adjustment Account	<b>9,940</b>	-
Pensions Reserve	<b>157,293</b>	142,400
Collection Fund Adjustment Account	<b>38,326</b>	1,274
Accumulated Absences Account	<b>3,537</b>	3,520
<b>Total Unusable Reserves</b>	<b>(625,292)</b>	(646,855)

**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.

	2020/21		2019/20	
	£000's	£000's	£000's	£000's
<b>Balance at 1 April</b>		<b>(386,182)</b>		<b>(297,993)</b>
Upward revaluation of assets		<b>(23,727)</b>	(95,932)	
Downward revaluation of assets and impairment losses not charged to the (Surplus)/Deficit on the Provision of Services		<b>5,869</b>	2,245	
(Surplus)/deficit on revaluation of non-current assets not posted to the (Surplus)/Deficit on the Provision of Services		<b>(17,858)</b>		<b>(93,687)</b>
Difference between fair value depreciation and historical cost depreciation		<b>3,884</b>	3,848	
Accumulated gains on assets sold or scrapped		<b>1,069</b>	1,650	
Amount written off to the Capital Adjustment Account		<b>4,953</b>		5,498
Properties RR movement with CAA				
<b>Balance at 31 March</b>		<b>(399,087)</b>		<b>(386,182)</b>

### **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.

	2020/21 £000's	2019/20 £000's
<b>Balance at 1st April</b>	<b>(406,525)</b>	<b>(365,213)</b>
<b>Reversal of items relating to capital expenditure debited or credited to the Comprehensive Income and Expenditure Statement:</b>		
Charges for depreciation and impairment of non current assets	22,123	21,269
Revaluation losses on Property, Plant and Equipment	3,151	(9,805)
Amortisation of intangible assets	982	1,076
Revenue expenditure funded from capital under Statute	10,163	6,736
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	8,156	13,028
	<b>44,575</b>	<b>32,304</b>
Adjusting amounts written out of the Revaluation Reserve	<b>(4,953)</b>	<b>(5,498)</b>
<b>Net written out amount of the cost of non-current assets consumed in the year</b>	<b>39,622</b>	<b>26,806</b>
<b>Capital financing applied in the year:</b>		
Use of the Capital Receipts Reserve to finance new capital expenditure	<b>(19,254)</b>	<b>(9,850)</b>
Use of the Major Repairs Reserve to finance new capital expenditure	<b>(9,351)</b>	<b>(8,007)</b>
Capital grants and contributions credited to the Comprehensive Income and Expenditure Statement that have been applied to capital financing	<b>(24,276)</b>	<b>(31,259)</b>
Application of grants to capital financing from the Capital Grants Unapplied Account	<b>(1,582)</b>	<b>(2,246)</b>
Statutory provision for the financing of capital investment charged against the General Fund and HRA balances	<b>(9,082)</b>	<b>(9,645)</b>
Statutory provision for the financing of the HRA subsidy	-	-
Capital expenditure charged against the General Fund and HRA balances	<b>(5,091)</b>	<b>(7,041)</b>
	<b>(68,636)</b>	<b>(68,048)</b>
Movements in the market value of Investment Properties debited or credited to the Comprehensive Income and Expenditure Statement	<b>1,379</b>	<b>(70)</b>
Revaluation Loss on AHFS	<b>10</b>	<b>-</b>
<b>Balance at 31 March</b>	<b>(434,150)</b>	<b>(406,525)</b>

**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.

	2020/21		2019/20	
	£000's	£000's	£000's	£000's
<b>Balance at 1st April</b>		<b>1,308</b>		<b>1,396</b>
Premiums incurred in the year and charged to the Comprehensive Income and Expenditure Statement		<b>(176)</b>		<b>(179)</b>
Proportion of premiums incurred in previous financial years to be charged against the General Fund Balance in accordance with statutory requirements		<b>53</b>		<b>51</b>
<b>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</b>		<b>(123)</b>		<b>(128)</b>
NPV / Fair Value adj. for WYCA 0% loan (loan at concessionary rate) charged to CIES		<b>-</b>		<b>-</b>
Concessionary rate loan interest charged to CIES		<b>40</b>		<b>40</b>
<b>Fair Value adjustment write up to reflect the benefit of having a loan at a concessionary rate</b>		<b>40</b>		<b>40</b>
<b>Balance at 31st March</b>		<b>1,225</b>		<b>1,308</b>

**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

	31-Mar-21		31-Mar-20	
	£000's	£000's	£000's	£000's
<b>Balance at 1st April</b>		<b>(2,651)</b>		<b>(2,887)</b>
Upward revaluation of investments	<b>(240)</b>		(387)	
Downward revaluation of investments	<b>515</b>		623	
Change in impairment loss allowances	-		-	
		<b>275</b>		<b>236</b>
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		-		-
<b>Balance at 31st March</b>		<b>(2,376)</b>		<b>(2,651)</b>

**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-21	31-Mar-20
	£000's	£000's
<b>Balance at 1 April</b>	<b>142,400</b>	139,894
Actuarial gains or losses on pensions assets and liabilities	<b>(60)</b>	(9,715)
Net increase in assets & liabilities from disposals	-	(1,651)
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	<b>30,103</b>	29,856
Employer's pensions contributions and direct payments to pensioners payable in the year.	<b>(15,150)</b>	(15,984)
<b>Balance at 31 March</b>	<b>157,293</b>	142,400

**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-21 £000's	31-Mar-20 £000's
<b>Balance at 1 April</b>	<b>1,274</b>	<b>(1,914)</b>
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	<b>37,052</b>	<b>3,188</b>
<b>Balance at 31 March</b>	<b>38,326</b>	<b>1,274</b>

**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.

	2020/21		2019/20	
	£000's	£000's	£000's	£000's
<b>Balance at 1 April</b>		<b>3,520</b>		<b>3,394</b>
Settlement or cancellation of accrual made at the end of the preceding year	<b>(3,520)</b>		<b>(3,394)</b>	
Amounts accrued at the end of the current year	<b>3,537</b>		<b>3,520</b>	
		<b>17</b>		<b>126</b>
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				
<b>Balance at 31 March</b>		<b>3,537</b>		<b>3,520</b>

**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-21 £000's	31-Mar-20 £000's
<b>Balance at 1 April</b>		
Deficit amount accumulated in years prior to 2020/21	4,865	-
Amount by which expenditure chargeable to the DSG exceeded actual DSG Grant for the financial Year 2020/21.	5,075	-
<b>Balance at 31 March</b>	<b>9,940</b>	<b>-</b>

## 27. CASH FLOW STATEMENT – OPERATING ACTIVITIES

The cash flows for operating activities include the following items:

	Balance at 31-Mar-21 £000's	Balance at 31-Mar-20 £000's
Interest received	(119)	(489)
Interest paid	9,167	10,896
Dividends received	(476)	(397)

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-21 £000's	31-Mar-20 Restated £000's
Depreciation, Impairment and Amortisation of fixed assets	(26,266)	(12,540)
(Increase)/decrease in impairment for bad debt	(1,370)	192
Increase/(decrease) in stocks and works in progress	(5)	(34)
Increase/(decrease) in debtors	42,940	11,533
(Increase)/decrease in creditors	(34,493)	(5,104)
Pension Liability:		
Net Charge to the CIES	15,150	15,984
Employers contributions to pension funds and direct payments to pensioners	(30,103)	(29,856)
Carrying amount of non-current assets sold	(8,156)	(13,028)
Other non-cash items charged to the net Surplus or Deficit on the Provision of Services:		
Provisions	11,563	(1,648)
Movements in the value of investment properties	(1,379)	70
Movements in the value of Finance Leases and PFI	(43)	(15)
Movement in the FIAA	(53)	(51)
Movement in the FIRR	-	-
Adjustment to the Net Surplus or Deficit on Provision of Services for non-cash movements	(32,215)	(34,497)



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-21	31-Mar-20
	£000's	£000's
Proceeds from sale of property, plant and equipment, investment property and intangible assets	10,497	8,878
Grants applied to the financing of capital expenditure	<b>27,372</b>	33,037
Adjustments for items included in the net surplus or deficit on the Provision of Services that are investing and financing activities	<b>37,869</b>	41,915

## 28. CASH FLOW STATEMENT – INVESTING ACTIVITIES

	Balance at 31-Mar-21	Balance at 31-Mar-20
	£000's	£000's
Purchase of property, plant and equipment, investment property and intangible assets	<b>81,149</b>	81,828
Purchase of short-term and long-term investments	<b>351,050</b>	324,950
Other payments for investing activities	<b>63</b>	-
Proceeds from the sale of property, plant and equipment, investment property and intangible assets	<b>(10,497)</b>	(8,878)
Proceeds from short-term and long-term investments	<b>(351,050)</b>	(329,916)
Other receipts from investing activities	<b>(27,372)</b>	(33,037)
Net cash flows from investing activities	<b>43,343</b>	34,947

## 29. CASH FLOW STATEMENT - FINANCING ACTIVITIES

	Balance at 31-Mar-21	Balance at 31-Mar-20
	£000's	£000's
Cash receipts of short-term and long-term borrowing	<b>(51,500)</b>	(20,000)
Other receipts from financing activities	<b>(101)</b>	(100)
Cash payments for the reduction of the outstanding liabilities relating to finance leases and on-balance sheet PFI contracts	<b>1,108</b>	1,008
Repayments of short-term and long-term borrowing	<b>10,000</b>	6,000
Other payments for financing activities	<b>-</b>	(734)
Net cash flows from financing activities	<b>(40,493)</b>	(13,826)

Reconciliation of borrowing and PFI liabilities arising from financing activities:

**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)
<b>Total liabilities financing activities</b>	<b>(302,791)</b>	<b>(40,392)</b>	-	-	<b>(343,183)</b>

**2019/20:**

	2019/20 01 April	Financing cash flows	Acquisition	Non cash changes Other non-cash changes	2019/20 31 March
	£000's	£000's	£000's	£000's	£000's
Long-term borrowings	(236,465)	(10,000)	-	-	(246,465)
Short-term borrowings	(6,000)	(4,000)	-	-	(10,000)
- Lease liabilities	-	-	-	-	-
- On balance sheet PFI liabilities	(47,334)	1,008	-	-	(46,326)
<b>Total liabilities financing activities</b>	<b>(289,799)</b>	<b>(12,992)</b>	-	-	<b>(302,791)</b>

PFI liabilities include long term liabilities of £44,006k (2019/20 £45,218k) as shown in the balance sheet under 'Other Long-Term Liabilities' and short term liabilities of £1,212k (2019/20 £1,108k) 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:

<b>Expenditure/Income</b>	<b>2020/21</b>	<b>2019/20</b>
	<b>£000</b>	<b>Restated £000</b>
<b>Expenditure</b>		
Employee benefits expenses	162,224	139,030
Other services expenses	263,463	261,620
Support service recharges	1,003	820
Depreciaton, amortisation, impairment	26,278	12,526
Interest payments	13,890	13,733
Precepts and levies	799	752
Payments to Housing Capital Receipts Pool	1,179	1,179
Payments to Housing Capital Receipts Pool - Prior Year Repayments	-	1,311
Gain on the disposal of assets	(2,341)	4,150
<b>Total Expenditure</b>	<b>466,495</b>	<b>435,121</b>
<b>Income</b>		
Customer and client receipts	(86,794)	(94,568)
Interest and investment income	(535)	(726)
Income from council tax and non domestic rates	(90,479)	(121,234)
Government grants and contributions	243,487	(166,089)
Other Operating Income	(51,528)	(51,117)
<b>Total Income</b>	<b>(472,823)</b>	<b>(433,734)</b>
<b>Surplus or Deficit on the Provision of Services</b>	<b>(6,328)</b>	<b>1,387</b>

### 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 20/21. 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.

	2020/21 £000's	2019/20 £000's
Expenditure incurred providing Payroll Services	69	69
Fee income earned	(85)	(99)
<b>Net Position</b>	<b>(16)</b>	<b>(30)</b>

### 34. ROAD CHARGING SCHEMES

There were no schemes under the Transport Act 2000 in 2020/21.

### 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

	2020/21 £000's	2019/20 £000's
<b>Contributions to the Better Care Fund</b>		
Council - Disabled Facilities Grant*	1,468	1,294
Council - Improved Better Care Fund Grant	5,211	4,479
Council - Winter pressures Grant	-	732
Vale of York CCG	14,269	12,124
	<b>20,948</b>	<b>18,629</b>
<b>Expenditure met from the Better Care Fund</b>		
Council Commissioned Schemes	10,996	10,455
Vale of York CCG Commissioned Schemes	8,411	8,174
Transferred to Pooled Budget Reserve	1,541	-
	<b>20,948</b>	<b>18,629</b>
<b>Net Surplus arising on the Pooled budget during the year</b>	<b>-</b>	<b>-</b>

**36. MEMBERS ALLOWANCES**

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

	<b>2020/21</b>	2019/20
	<b>£000's</b>	£000's
Allowances	<b>772</b>	750
Expenses	<b>1</b>	8
<b>Total</b>	<b>773</b>	758



**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 2020/21 was:

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

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.

The remuneration paid to the authority's senior employees during 2019/20 was:

	Notes	Salary, fees and allowances <sup>1</sup> £	Expenses <sup>2</sup> £	Compensation for loss of office £	Total excluding employer's pension contribution <sup>3</sup> £	Employer's pension contribution £	Total Remuneration Package £
Chief Executive - Mary Weastell	A	193,444	213	-	193,657	29,285	222,942
Deputy Chief Executive & Director Customer & Corporate Services	B	128,150	67	-	128,217	27,168	155,385
Corporate Director Economy & Place		109,275	-	-	109,275	23,166	132,441
Corporate Director Children, Education & Communities		109,275	-	-	109,275	23,166	132,441
Corporate Director Health, Housing & Adult Social Care		109,268	152	-	109,420	23,165	132,585
Director of Public Health		105,777	-	-	105,777	22,425	128,202
Interim Assistant Director - Legal & Governance	C	99,230	-	-	99,230	20,822	120,052
Director of Governance	D	27,564	-	-	27,564	5,844	33,408
Head of Corporate Finance & Commercial Procurement Manager	E	71,092	75	-	71,167	15,071	86,238
Head of Corporate Policy and City Partnerships		55,683	-	-	55,683	11,805	67,488
<b>Total</b>							<b>1,211,182</b>

## NOTES TO THE MAIN FINANCIAL STATEMENTS

1. No bonuses or benefits in kind were paid to any senior officer during the 2019/20 financial year
2. Expenses include any expenses claimed during the 2019/20 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 2019/20 was 21.2%.

### Notes

- A) The post-holder retired on grounds of business efficiency with effect 16/03/2020. The salary, fees and allowances column includes a payment in lieu of notice totalling £35,985.00 and holiday pay on leaving totalling £19,323.50. In addition, the disclosed remuneration package does not include £90,663.40 as compensation for loss of office as this was paid to the post holder in the 2020/21 financial year. The full costs of this departure is disclosed within the exit packages note and all costs were accounted for within the 2019/20 financial year.
- B) The post-holder was appointed as the authority's interim Head of Paid Service on 05/08/2019. The additional remuneration received for this role during 2019/20 was £18,875.61.
- C) The post-holder joined the authority 08/04/2019 and was appointed the role of interim Monitoring Officer until 16/12/2019. The post-holder left the authority 31/03/2020.
- D) The post-holder joined the authority 16/12/2019 and was appointed the role of Monitoring Officer. The annualised remuneration package for this post excluding employer pension contributions is £94,067.
- E) The post-holder was appointed as the authority's interim Section 151 Officer 05/08/2019. The additional remuneration received for this role was during 2019/20 was £5,408.71. The post-holder also receives a market supplement allowance of £9,999.96.



**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	2020/21		2019/20	
	Non-Schools	Schools	Non-Schools	Schools
£50,000 - £54,999	33	28	29	19
£55,000 - £59,999	31	21	31	16
£60,000 - £64,999	6	9	4	9
£65,000 - £69,999	5	8	2	5
£70,000 - £74,999	0	4	1	2
£75,000 - £79,999	0	0	7	1
£80,000 - £84,999	7	0	1	1
£85,000 - £89,999	1	1	0	2
£90,000 - £94,999	0	2	0	0
£95,000 - £99,999	0	0	0	0
£100,000 - £104,999	0	0	0	2
£105,000 - £109,999	0	1	0	0
<b>Total</b>	<b>83</b>	<b>74</b>	<b>75</b>	<b>57</b>

**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	
	2020/21	2019/20	2020/21	2019/20	2020/21	2019/20	2020/21	2019/20
							£000	£000
£0 - £20,000	3	6	3	10	6	16	25	123
£20,001 - £40,000	0	1	0	3	0	4	0	119
£40,001 - £60,000	1	0	0	0	1	0	41	0
£150,001 - £200,000	0	1	0	0	0	1	0	186
£350,001 - £400,000	0	0	0	1	0	1	0	377
<b>Total</b>	<b>4</b>	<b>8</b>	<b>3</b>	<b>14</b>	<b>7</b>	<b>22</b>	<b>67</b>	<b>804</b>

The total cost of £67k (2019/20: £804k) in the table above includes £67k (2019/20: £472k) for exit packages that have been charged to the authority's comprehensive income and expenditure statement in the current year. The table above includes 3 exits from local authority maintained schools.

**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:

	<b>2020/21</b>	2019/20
	<b>£000's</b>	£000's
Fees payable to Mazars LLP with regard to external audit services carried out by the appointed auditor	<b>133</b>	78
Fees payable in respect of other services provided by Mazars LLP	<b>19</b>	19
	<b>152</b>	97

In 2020/21 the Council paid **an additional £55k for audit work required on the 2019/20 accounts**. 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). In 2019/20 the Council received a rebate from Public Sector Audit Appointments Ltd (£9k) in respect of the audit scale fee. The fees for other services payable in 2019/20 relate to assurance work on the Teachers' Pensions return (£5k) and certification of grants claims and returns (£12k) as well as additional work required on the 2018/19 accounts work (£3k).

**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 2014.

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 2020/21 are as follows:

	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	-		-
<b>Final resources available for distribution in 2020/21</b>	<b>13,163</b>	<b>52,319</b>	<b>65,482</b>
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	-	-	-
<b>Carry forward to 2021/22 agreed in advance</b>	<b>(9,914)</b>	<b>(26)</b>	<b>(9,940)</b>

#### 40. GRANT INCOME

The Council credited the following grants, contributions and donations to the Comprehensive Income and Expenditure Statement in 2020/21:

	2020/21 £000's	2019/20 £000's
<b>Credited to Taxation and Non Specific Grant Income</b>		
Demand on Collection Fund	(92,794)	(90,803)
Non-Domestic Rates	2,314	(30,431)
Revenue Support Grant	-	-
Capital Grants	(19,634)	(24,406)
New Homes Bonus	-	-
Business Rates Retention Grant	(39,987)	(7,419)
MHCLG Flexible Homelessness	(264)	(115)
MHCLG Social Care	(9,650)	(6,249)
MHCLG Covid Grants	(19,908)	-
MHCLG Income Compensation	(503)	-
DWP Winter Grant Scheme	(525)	-
DFT Transport Grants	(403)	-
Other Government Grants	(2,854)	(1,872)
Other General Grants	(182)	(1,378)
<b>TOTAL</b>	<b>(184,390)</b>	(162,673)

**Credited to Services**

DFE Dedicated Schools Grant Base	(70,283)	(69,083)
DWP Council Tax, Housing Benefit & Administration Grant	(27,483)	(28,170)
DFE Other Education Funding	(7,290)	(6,935)
DFE Covid 19 Schools Grant	(626)	-
Public Health Grants	(8,021)	(7,875)
New Homes Bonus	(2,679)	(3,689)
DFE Pupil Premium Grant	(2,178)	(2,674)
Education Services Grant	(96)	(102)
Universal Infant Free Schools Meals - Revenue Funding	(923)	(1,023)
Trading Standards Institute Grants	(1,582)	(1,713)
Skills Funding Agency	(1,130)	(1,233)
HMRC Apprenticeship Levy	(145)	-
PFI Revenue Support	(1,186)	(1,186)
Flood Grants	(353)	(39)
Homes England	-	(355)
DFE Adoption Support Fund	(360)	(159)
DFT Grants	(536)	(261)
DWP Access to Work Grant	(82)	(234)
Homes Office Grants	(174)	(2,299)
DOH Covid Grants	(10,832)	-
Covid Grants	(6,311)	-
Other Grants	(6,270)	(6,595)
<b>TOTAL</b>	<b>(148,540)</b>	(133,625)

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.

	2020/21 £000's	2019/20 £000's
<b>Current Liabilities</b>		
<b>Grants Receipts in Advance (Capital Grants)</b>		
Miscellaneous other grants (capital)	(220)	120
<b>TOTAL</b>	<b>(220)</b>	120
<b>Grants Receipts in Advance (Revenue Grants)</b>		
MHCLG S31 NNDR	(1,511)	5,020
MHCLG Covid 19 Grant	6,708	4,522
DFE Covid 19 Schools Grant	23	-
DFE Adoption Support Fund	203	126
DFT Opening Data Grant	79	98
University of York Social Workers Training	-	16
Skills for Care Social Worker Funding	-	12
DFE Pupil Premium Grant	164	-
Other	1,317	1,794
<b>TOTAL</b>	<b>6,983</b>	11,588

#### 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 2021 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 2020/21 is shown in Note 36.

During 2020/21 no works and services of a significant value were commissioned from companies in which members had an interest outside of their Council responsibilities.

The Council paid grants totalling £368k to York Museums & Gallery Trust, a private Limited company (Company number 04381647) of which two Council appointed members serve as trustees. No other significant grants to voluntary organisations were paid during 2020/21 in which officers had positions on the governing body.

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 2020/21 no works and services of a significant value were commissioned from companies in which officers had an interest outside of their Council responsibilities.

No payments were made to organisations whose senior management included close family members of any chief officer.

### **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	£1,350

**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), York Science Park (£200k), 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. A dividend of £289k was received in 2020/21 (£0k in 2019/20). 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.

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 2020/21 (£8.4k 19/20). No amounts were paid directly by the Council.

**York Science Park**

City of York Council has owned shares in the company since 23 December 1999 and the nominal value of the shares is £1. The Council now holds 200,000 shares which represent less than 10% of the total share capital of £2,166k. The Council received no dividends or profits from York Science

Park and holds no liability. An officer of the Council is on the board. There is no remuneration for this role.

**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 18<sup>th</sup> 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, 2 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:

	2020/21			2019/20		
	Expenditure £'000	Income £'000	Net Exp £'000	Expenditure £'000	Income £'000	Net Exp £'000
City of York Trading Ltd	8,162	(55)	<b>8,107</b>	7,905	(52)	<b>7,853</b>
Make it York	898	(90)	<b>808</b>	877	(694)	<b>183</b>
Veritau	609	(44)	<b>565</b>	591	(31)	<b>560</b>
Yorwaste Ltd	4,392	(730)	<b>3,662</b>	4,026	(964)	<b>3,062</b>
York Science Park	25	-	<b>25</b>	-	-	<b>-</b>
YPO	67	-	<b>67</b>	44	(252)	<b>(208)</b>
	<b>14,153</b>	<b>(919)</b>	<b>13,234</b>	<b>13,443</b>	<b>(1,993)</b>	<b>11,450</b>



The following amounts were due from related parties at 31 March 2021 and are included in debtors:

	2020/21	2019/20
	£'000	£'000
City of York Trading Ltd	88	76
Make it York	163	365
Veritau	24	15
Yorwaste Ltd	347	239
YPO	240	240
	<b>862</b>	<b>935</b>

The following amounts were due to related parties at 31 March 2021 and are included in creditors:

	2020/21	2019/20
	£'000	£'000
City of York Trading Ltd	750	592
Make it York	-	3
Yorwaste Ltd	11	325
YPO	1	2
	<b>762</b>	<b>922</b>

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.

	2020/21 £000's	2019/20 £000's
<b>Opening Capital Financing Requirement</b>	<b>417,839</b>	400,298
<b>Capital Investment</b>		
Property, Plant and Equipment	80,443	75,912
Investment Properties	1,626	2,839
Intangible Assets	168	220
Revenue Expenditure Funded from Capital under Statute	10,163	6,736
Investment in Equity	-	-
<b>Sources of Finance</b>		
Capital Receipts	(19,254)	(9,850)
Government grants and other contributions	(25,858)	(33,505)
Direct revenue contributions	(5,091)	(7,052)
Major Repairs Reserve	(9,351)	(8,007)
MRP (Minimum Revenue Repayment)	(7,950)	(8,608)
PFI / PPP payments	(1,239)	(1,144)
Movement in Year	<b>23,657</b>	17,541
<b>Closing Capital Financing Requirement</b>	<b>441,496</b>	417,839
<b>Explanations of movement in year</b>		
Increase in underlying need to borrow (unsupported by government financial assistance)	32,846	27,293
MRP (Minimum Revenue Repayment)	(7,950)	(8,608)
PFI / PPP payments	(1,239)	(1,144)
<b>Increase/ (decrease) in Capital Financing Requirement</b>	<b>23,657</b>	17,541

The Capital Financing Requirement increased in 2020/21 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:

	<b>31-Mar-21</b>	31-Mar-20
	<b>£000's</b>	£000's
Not later than one year	<b>569</b>	612
Later than one year and not later than five years	<b>922</b>	782
Later than five years	<b>1,134</b>	303
	<b>2,625</b>	1,697

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 2020/21 was £991k (2019/20 £1,171k)

### 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:

	<b>2020/21</b>	2019/20
	<b>£000's</b>	£000's
Finance lease debtor (net present value of minimum lease payments)		
- Current	<b>7</b>	7
- Non-current	<b>133</b>	140
Unearned finance income	<b>36</b>	40
Gross Investment in the lease	<b>176</b>	187

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	
	2020/21	2019/20	2020/21	2019/20
	£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	38	37
Later than five years	111	122	95	103
	<b>177</b>	<b>188</b>	<b>140</b>	<b>147</b>

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 2020/21 (£0k 2019/20).

### 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:

	2020/21	2019/20
	£000's	£000's
Not later than one year	3,134	3,237
Later than one year and not later than five years	7,947	8,959
Later than five years	46,222	47,156
	<b>57,303</b>	<b>59,352</b>

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 2020/21 contingent rents of £264k were receivable by the Council (2019/20 £297k)

## 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 1<sup>st</sup> 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 2021 (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	1,378	446	335	2,159
Between 2 Yrs and 5 Yrs	5,996	1,507	1,223	8,726
Between 6 Yrs and 10 Yrs	8,285	1,457	1,517	11,259
Between 11 Yrs and 15 Yrs	7,205	1,926	2,744	11,875
Between 16 Yrs and 20 Yrs	-	-	-	-
Between 21 Yrs and 25 Yrs	-	-	-	-
	22,864	5,336	5,819	34,019

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 1<sup>st</sup> 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	876	4,140	2,729	18	7,763
between 2 and 5 years	3,332	15,201	12,088	1097	31,718
between 6 and 10 years	4,090	15,452	17,177	4,579	41,298
between 11 and 15 years	8,540	12,097	19,523	3,225	43,385
between 16 and 20 years	14,205	4,375	22,236	4,146	44,962
between 21 and 25 years	8,355	-184	8,678	161	17,010
	<b>39,398</b>	<b>51,081</b>	<b>82,431</b>	<b>13,226</b>	<b>186,136</b>

The value of assets and liabilities for both PFI Schools and PPP Allerton Waste are as follows

#### Value of PFI Assets

	2020/21			2019/20		
	Schools	Waste	Total	Schools	Waste	Total
	£'000	£'000	£'000	£'000	£'000	£'000
Opening Balance	-	38,587	38,587	-	39,918	39,918
Depreciation	-	(1,407)	(1,407)	-	(1,331)	(1,331)
Additions	-	-	-	-	-	-
Revaluations	-	10,053	10,053	-	-	-
Disposals	-	-	-	-	-	-
Closing Balance	-	47,233	47,233	-	38,587	38,587

#### Value of PFI Liabilities

	2020/21			2019/20		
	Schools	Waste	Total	Schools	Waste	Total
	£'000	£'000	£'000	£'000	£'000	£'000
Opening Balance	6,156	40,170	46,326	6,511	40,823	47,334
Payments/Repayments	(336)	(772)	(1,108)	(355)	(653)	(1,008)
Additions	-	-	-	-	-	-
Closing Balance	5,820	39,398	45,218	6,156	40,170	46,326

#### 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**

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No borrowing costs were capitalised during 2020/21.

#### **47. TERMINATION BENEFITS**

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The Council terminated the contracts of a number of employees in 2020/21, incurring liabilities of £67k (£804k in 2019/20) of which £67k (2019/20 £472k) 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 3 exits from schools controlled by the authority.

#### **48. PENSIONS SCHEMES ACCOUNTED FOR AS DEFINED CONTRIBUTION SCHEMES**

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##### **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 2020/21 the Council paid £5.908m (2019/20 £5.047m) 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 £6.048m.

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 (2019/20 £521k) 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 2020/21, the Council paid £113k (2019/20 £147k) to the NHS Pension Scheme in respect of former NHS staff retirement benefits, representing 14.38% (2019/20 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 £108k. The Council is not liable to the scheme for any other entities obligation under the plan.

## **49. DEFINED BENEFIT PENSION SCHEMES**

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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	2020/21 Total £000's	£000's	LGPS £000's	Teachers £000's	2019/20 Total £000's	£000's
<b>Comprehensive Income and Expenditure Statement</b>								
<b>Cost of Services</b>								
Current service cost	26,352		<b>26,352</b>		26,185		<b>26,185</b>	
Past service cost	272		<b>272</b>		173		<b>173</b>	
Administration expenses	374		<b>374</b>		358		<b>358</b>	
(Gain) / Loss from settlements and curtailments								-
	26,998	-	<b>26,998</b>		26,716	-		<b>26,716</b>
<b>Financing and Investment Income and Expenditure</b>								
Interest cost	18,088	229	<b>18,317</b>		18,704	260	<b>18,964</b>	
Expected return on assets in the scheme	(15,212)		<b>(15,212)</b>		(15,824)		<b>(15,824)</b>	
Net Interest expense	2,876	229	<b>3,105</b>		2,880	260		<b>3,140</b>
<b>Total Post Employment Benefit Charged to the Surplus or Deficit on the Provision of Services</b>								
	29,874	229	<b>30,103</b>		29,596	260		<b>29,856</b>
<b>Other Post Employment Benefit Charged to Comprehensive I&amp;E statement</b>								
Remeasurement of the net defined benefit liability comprising:								
Return on plan assets (excluding the amount included in the net interest expense)								
	(159,443)		<b>(159,443)</b>		12,780			<b>12,780</b>
Actuarial gains and losses arising on changes in demographic assumptions								
	-	-			(26,425)	(427)		<b>(26,852)</b>
Actuarial gains and losses arising on changes in financial assumptions								
	167,690	982	<b>168,672</b>		(15,665)	(158)		<b>(15,823)</b>
Experience gains and losses								
	(9,148)	(141)	<b>(9,289)</b>		20,232	(53)		<b>20,179</b>
Actuarial gains and losses								
Gains and Losses from Disposals and Acquisitions								
	-				(1,651)			<b>(1,651)</b>
<b>Total post-employment benefits charged to the Comprehensive Income and Expenditure Statement</b>								
	(901)	841	<b>(60)</b>		(10,729)	(638)		<b>(11,367)</b>
<b>Movement in Reserves statement</b>								
Reversal of net charges made to the Surplus or Deficit for the Provision of Services for post employment benefits in accordance with the Code								
	(29,874)	(229)	<b>(30,103)</b>		(29,596)	(260)		<b>(29,856)</b>
<b>Actual amount charged against the General Fund Balance for pensions in the year:</b>								
Employers' contributions payable to scheme								
	14,622	528	<b>15,150</b>		15,463	521		<b>15,984</b>

**Pensions Assets and Liabilities Recognised in the Balance Sheet**

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
	£000's	£000's	£000's	£000's	£000's	£000's
<u>Present Value of Liabilities</u>						
Local Government Pension Scheme	604,574	721,208	754,361	790,043	793,274	<b>982,498</b>
Unfunded Teachers Pensions	12,308	13,978	11,333	11,101	10,202	<b>10,744</b>
<u>Fair Value of Assets</u>						
Local Government Pension Scheme	(478,436)	(573,502)	(613,764)	(661,250)	(661,076)	<b>(835,949)</b>
<u>(Surplus)/Deficit in the Scheme</u>						
Local Government Pension Scheme	126,138	147,706	140,597	128,793	132,198	<b>146,549</b>
Unfunded Teachers Pensions	12,308	13,978	11,333	11,101	10,202	<b>10,744</b>
Net liability arising from defined benefit obligation	138,446	161,684	151,930	139,894	142,400	<b>157,293</b>

**Reconciliation of the movements in the fair value of the scheme assets**

	As at 31-Mar-21		As at 31-Mar-20	
	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	(661,076)		(661,250)	
Interest income	(15,212)		(15,824)	
Remeasurement (gain) / loss	(159,443)		12,780	
Net increase in assets from disposals	-		2,946	
Employer contributions	(14,622)	(528)	(15,463)	(521)
Contributions by scheme participants	(4,859)		(4,638)	
Benefits/transfers paid	19,263	528	20,373	521
Closing fair value of scheme assets	<b>(835,949)</b>	-	(661,076)	-

**Reconciliation of present value of the scheme liabilities (defined benefit obligations)**

	As at 31-Mar-21		As at 31-Mar-20	
	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	793,274	10,202	790,043	11,101
Current service cost	26,726	-	26,543	-
Interest cost	18,088	229	18,704	260
Contributions by scheme participants	4,859	-	4,638	-
Remeasurement (gains)/losses:				
Actuarial gains and losses arising on changes in demographic assumptions	-	-	(26,424)	(427)
Actuarial gains and losses arising on changes in financial assumptions	167,690	982	(15,665)	(158)
Experience gains and losses net increases in liabilities from disposals	(9,148)	(141)	20,232	(53)
	-	-	(4,597)	-
Benefits/transfers paid	(19,263)	(528)	(20,373)	(521)
Past service costs	272	-	173	-
Closing balance at 31 March	982,498	10,744	793,274	10,202

The liabilities show the underlying commitments that the Council has to pay, namely retirement benefits in the long-term. The total liability of £157.3m (2019/20 £142.4m) 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-21	As at 31-Mar-20
Life expectancy		
Of a male future pensioner aged 65 in 20 years time	23.6	23.5
Of a female future pensioner aged 65 in 20 years time	25.8	25.7
Of a male current pensioner aged 65	21.9	21.8
Of a female current pensioner aged 65	24	23.9

The following shows the inflation factors used:

	As at 31-Mar-21	As at 31-Mar-21	As at 31-Mar-20	As at 31-Mar-20
	% pa LGPS	% pa UTS	% pa LGPS	% pa UTS
Rate of Inflation	2.7	2.7	2.0	2.0
Rate of increase in salaries	3.95	N/A	3.3	N/A
Rate of increase in pensions	2.7	2.7	2.0	2.0
Discount rate	2.1	2.1	2.3	2.3

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)	36,295	
Rate of inflation (increase by 0.1%)	18,638	
Rate of increase in salaries (increase by 0.1%)	1,962	
Rate of increase in pensions (increase by 0.1%)	18,638	
Rate for discounting scheme liabilities (increase by 0.1%)		(20,600)

**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 contributions expected to be made to the Local Government Pension Scheme by the Council in the year to 31 March 2021 is £11.961m. The weighted average duration of the defined benefit obligation for scheme members is 21 years (20 years in 2019/20).

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-21		As at 31-Mar-20	
	%	£m	%	£m
Equities	57.8%	483.2	58.5%	386.7
Property	6.1%	51.0	7.3%	48.3
Government Bonds	16.2%	135.4	19.1%	126.3
Corporate Bonds	2.1%	17.6	0.0%	0.0
Cash	3.3%	27.6	4.1%	27.1
Other	14.5%	121.2	11.0%	72.7
Total	100.0%	836.0	100.0%	661.1

**50. CONTINGENT LIABILITIES**

At 31 March 2021, the authority had three contingent liabilities:

- Museums Trust irrevocable Standby letter of credit** for £1,950k - Approved at City of York Council December Executive meeting 27<sup>th</sup> August 2020 (<https://democracy.york.gov.uk/%28S%28aw2b23jofoyuejfc1asnI055%29%29/ieListDocuments.aspx?CId=733&MID=12296>). Available from 22<sup>nd</sup> September 2020 until 5<sup>th</sup> April 2022. No credit was drawn on prior to 31st March 2021.
- Make It York loan facility** of £300k - Approved at City of York Council December Executive meeting 15<sup>th</sup> December 2020 ([https://democracy.york.gov.uk/\(S\(er5fig3cbkjmjx55ekdxrgfc\)\)/ieListDocuments.aspx?MId=12428](https://democracy.york.gov.uk/(S(er5fig3cbkjmjx55ekdxrgfc))/ieListDocuments.aspx?MId=12428)) so available from that date. Terms of the loan are to be determined at the time they are called upon so any loan does not breach the UK Subsidy Control Regime. No loan was drawn down prior to 31st March 2021.
- Make It York financial guarantee** of up to £1,000k for a period of two years - Approved at City of York Council December Executive meeting 15<sup>th</sup> December 2020 ([https://democracy.york.gov.uk/\(S\(er5fig3cbkjmjx55ekdxrgfc\)\)/ieListDocuments.aspx?MId=12428](https://democracy.york.gov.uk/(S(er5fig3cbkjmjx55ekdxrgfc))/ieListDocuments.aspx?MId=12428)) so available from that date. Terms of the guarantee are to be determined at the time they are called upon to ensure compliance with the UK Subsidy Control Regime. No guarantees were given prior to 31st March 2021.

## 51. CONTINGENT ASSETS

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No contingent assets have been identified.

## 52. NATURE AND EXTENT OF RISKS ARISING FROM FINANCIAL INSTRUMENTS

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### 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 27th February 2020 after recommendation by Executive on 14<sup>th</sup> February 2020 and

is available on the Council website <https://democracy.york.gov.uk/mgAi.aspx?ID=54701> and <https://democracy.york.gov.uk/ieDecisionDetails.aspx?AllId=53718>

The key issues within the strategy were:

- The Authorised Limit for 2020/21 was set at £539.645m (prudential indicator 5A).
- The Operational Boundary for 2020/21 was set at £509.645 (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/ieDecisionDetails.aspx?AllId=53718>

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 2020/21 was approved by Full Council on 27th February 2020 and is available on the Council's website <https://democracy.york.gov.uk/mgAi.aspx?ID=54701> and <https://democracy.york.gov.uk/ieDecisionDetails.aspx?AllId=53718>

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:

	<b>Balance at 31-Mar-21 £000</b>	Balance at 31-Mar-20 £000
Fixed Term Investments	-	-
Notice Accounts	-	-
Money Market Funds	-	-
<b>Total</b>	<b>-</b>	<b>-</b>

The Council's maximum exposure to credit risk in relation to its investments in banks, building societies and Money Market Funds of £0.000m (£0.000m in 2019/20) 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 2021 that this was likely to crystallise.

There were no circumstances known as at 31 March 2021 that would require impairment on any investments.

**Long Term debtors**

The Council has long term debtors of £5.084m (£5.170m in 2019/20) and further details can be found at 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 2021 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 £9.550m of the £42.596m short term trade receivables debtors balance is past its due date for payment in 2020/21 (£8.206m of £34.806m (Restated) in 2019/20). 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-21 £000's	Balance at 31-Mar-20 £000's
Less than 3 months	1,890	3,097
3 to 6 months	932	974
6 months to 1 year	2,175	1,339
More than 1 year	4,553	2,796
<b>Total</b>	<b>9,550</b>	<b>8,206</b>

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 2021 the Council's total impairment was £9.094 (£7.724m at 31 March 2020) 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 Council's 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 £0.160m (£0.223m in 2019/20).



Amounts Arising from Expected Credit Losses and Credit Risk Exposure

The authority has the following exposure to credit risk at 31 March 2021:

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-21	31-Mar-20	31-Mar-21	31-Mar-20	
		£000	Restated £000	£000	£000	£000
Investments	-	-	-	-	-	-
Loans to third parties	Not Rated	1,774	1,816	-	-	-
Finance lease receivables	Not Rated	179	186	-	-	-
PFI	Not Rated	3,131	3,168	-	-	-
Short term debtors - Trade Receivables	Not Rated	42,596	34,806	(3,687)	(3,026)	(661)

**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 March 2021 £000	Balance at 31 March 2020 £000
Interest Due within one year	(1,750)	(1,698)
Maturing within one year	(7,000)	(10,000)
Maturing in 1 - 2 years	(4,700)	(7,000)
Maturing in 2 - 5 years	(33,115)	(24,315)
Maturing in 5 - 10 years	(65,300)	(63,200)
Maturing in more than 10 years	(187,850)	(151,950)
Carrying Value Adjustment	627	680
<b>Total</b>	<b>(299,088)</b>	<b>(257,483)</b>

**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:

	<b>Interest Rates Payable</b>	<b>Balance at 31 March 2021 £000</b>	<b>Balance at 31 March 2020 £000</b>
Public Works Loan Board (PWLB)	1.50% to 4.75%	<b>(290,615)</b>	(249,115)
PWLB (Carrying Value Adjustment)		<b>627</b>	680
Dexia Bank LOBO	3.88%	<b>(5,000)</b>	(5,000)
WYCA	0.00%	<b>(2,350)</b>	(2,350)
Interest Owed on Long Term Debt at 31st March		<b>(1,750)</b>	(1,698)
<b>Total</b>		<b>(299,088)</b>	(257,483)

All trade payables of £26.375m (£24.587m in 2019/20) 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 27th February 2020 which is available on the Council's website <https://democracy.york.gov.uk/mgAi.aspx?ID=54701> and <https://democracy.york.gov.uk/ieDecisionDetails.aspx?AllId=53718>

	<b>Approved Minimum Limits at 31-Mar-21 %</b>	<b>Approved Maximum Limits at 31-Mar-21 %</b>	<b>Authority Actual at 31-Mar-21 £000's</b>	<b>Authority Actual at 31-Mar-21 %</b>	Authority Actual at 31-Mar-20 £000's	Authority Actual at 31-Mar-20 %
Less than 1 year	-	30	(7,000)	2.35%	(10,000)	3.90%
Between 1 and 2 years	-	30	(4,700)	1.58%	(7,000)	2.73%
Between 2 and 5 years	-	40	(33,115)	11.11%	(24,315)	9.48%
Between 5 and 10 years	-	40	(65,300)	21.92%	(63,200)	24.64%
More than 10 years	30	90	(187,850)	63.04%	(151,950)	59.25%
<b>Total</b>			<b>(297,965)</b>	<b>100.00%</b>	<b>(256,465)</b>	<b>100.00%</b>

**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:

	<b>Balance at 31-Mar-21 £000's</b>	Balance at 31-Mar-20 £000's
Increase in interest payable on variable rate investments borrowings	-	-
Increase in interest receivable on variable rate investments	-	-
Impact on Surplus or Deficit on the Provision of Services	-	-
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)	<b>(66,692)</b>	<b>(72,863)</b>

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 £4.996m (£5.271m in 2019/20) 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 £0.250m (£0.264m in 2019/20) 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)

2019/20			2020/21		
Net Expenditure Chargeable to the General Fund and HRA Balances	Adjustments between the Funding and Accounting Basis	Net Expenditure in the Comprehensive Income and Expenditure Statement	Net Expenditure Chargeable to the General Fund and HRA Balances	Adjustments between the Funding and Accounting Basis	Net Expenditure in the Comprehensive Income and Expenditure Statement
£000	£000	£000	£000	£000	£000
25,657	7,456	33,113	39,282	(10,764)	28,518
20,107	6,706	26,813	21,116	12,214	33,330
6,160	(159)	6,001	6,676	(124)	6,552
(2,606)	(8,087)	(10,693)	(1,836)	(2,186)	(4,022)
61,020	2,352	63,372	65,257	(40)	65,217
361	4,533	4,894	279	2,744	3,023
(619)	1,153	534	(3,612)	(2,420)	(6,032)
20,605	(155)	20,450	33,377	4,211	37,588
130,685	13,799	144,484	160,539	3,635	164,174
(132,455)	(10,406)	(142,861)	(164,286)	(6,216)	(170,502)
(1,770)	3,393	1,623	(3,747)	(2,581)	(6,328)
(34,612)			(36,243)		
(1,770)			(3,747)		
139					
(36,243)			(39,990)		

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.

## 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

2019/20				2020/21				
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
2,775	3,398	1,283	7,456	Customer and Support Services	2,706	3,981	(17,451)	(10,764)
153	2,455	4,098	6,706	Childrens and Education Services	4,232	2,375	5,607	12,214
-	4	(163)	(159)	Communities and Equalities	-	-	(124)	(124)
9,232	475	(17,794)	(8,087)	Housing Revenue Account	12,712	552	(15,450)	(2,186)
614	1,481	257	2,352	Adult Social Care	670	1,614	(2,324)	(40)
2	729	3,802	4,533	Housing and Community Safety	387	795	1,562	2,744
584	315	254	1,153	Public Health	4	388	(2,812)	(2,420)
308	1,877	(2,340)	(155)	Economy and Place	7,803	2,145	(5,737)	4,211
13,668	10,734	(10,603)	13,799	<b>Net Cost of Services</b>	28,514	11,850	(36,729)	3,635
				Other Income and Expenditure from the Expenditure and Funding Analysis	(11,801)	3,105	2,480	(6,216)
12,979	3,140	(26,525)	(10,406)	<b>Difference between General Fund surplus or deficit and Comprehensive Income and Expenditure Statement Surplus or Deficit on the Provision of Services</b>	<b>16,713</b>	<b>14,955</b>	<b>(34,249)</b>	<b>(2,581)</b>
26,647	13,874	(37,128)	3,393					

**OTHER STATEMENTS**





**HOUSING REVENUE ACCOUNT**



**Income and Expenditure Statement:**

	Note	2020/21 £000's	2019/20 £000's
<b>Income</b>			
Dwellings Rents	(3)	(31,008)	(30,923)
Non-dwelling rents		(410)	(373)
Charges for Services and Facilities		(1,176)	(1,168)
Contributions Towards Expenditure		(2,256)	(4,159)
<b>Total Income</b>		<b>(34,850)</b>	<b>(36,623)</b>
<b>Expenditure</b>			
Repairs and maintenance		7,198	6,943
Supervision and management		10,061	9,019
Rents, Rates, Taxes and Other Charges		474	419
Depreciation, impairment and revaluation losses of non-current assets	(6)	12,681	9,242
Debt Management Costs		58	58
Movement in the allowance for bad debts	(4)	324	249
<b>Total Expenditure</b>		<b>30,796</b>	<b>25,930</b>
<b>Net Cost of Services included in the Comprehensive Income and Expenditure Statement</b>		<b>(4,054)</b>	<b>(10,693)</b>
<b>Share of Corporate Costs</b>			
HRA share of other amounts included in the Council's			
Net Cost of Services but not allocated to specific services		(9)	(19)
<b>Net Cost of HRA Services</b>		<b>(4,063)</b>	<b>(10,712)</b>
<b>HRA share of operating income and expenditure included in the Comprehensive Income and Expenditure Statement:</b>			
Payments to the Government Housing Capital Receipts pool		1,179	1,179
Payments to the Government Housing Capital Receipts pool - prior year repayments		-	1,311
(Gain) or loss on sale of HRA non-current assets		(1,253)	(1,461)
Interest payable and similar charges		4,357	4,547
Interest and investment income		(131)	(554)
Pensions interest cost and expected return on pension assets	(5)	128	122
Capital grants and contributions receivable		(1,192)	(1,563)
<b>(Surplus)/Deficit on Provision of Services</b>		<b>(975)</b>	<b>(7,131)</b>

**Movement on the HRA Statement**

	2020/21 £000's	£000's	2019/20 £000's	£000's
<b>Balance on the HRA at the end of the previous year</b>		(26,400)		(24,497)
(Surplus)/Deficit for the year on the HRA Income and Expenditure Statement	(975)		(7,131)	
<b>Adjustments between accounting basis &amp; funding basis under regulations</b>				
Depreciation and impairment charges	(12,681)		(9,231)	
Capital grants applied in year	2,894		5,373	
Non-current assets written off	(6,450)		(6,907)	
Capital Expenditure funded by the HRA	4,906		6,958	
Income from non-current asset sales	7,702		8,368	
Transfer from Capital Receipts Reserve	(1,239)		(2,566)	
Transfer to Capital Receipts Reserve				
Depreciation costs met by MRR	8,408		8,380	
Retirement benefits	1,170		1,115	
Pension payments	(1,850)		(1,712)	
<b>Net Increase/Decrease before Transfers to or from reserves</b>	1,885	-	2,647	-
Transfers to/(from) reserves	(4,317)		(4,550)	
<b>(Increase)/Decrease in Year on the HRA</b>		(2,432)		(1,903)
<b>Balance on the HRA at the end of the current year</b>		(28,832)		(26,400)

## 1. SIGNIFICANCE OF THE STATUTORY HOUSING REVENUE ACCOUNT

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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 £0.975m (2019/20 surplus of £7.131m) on the Housing Revenue Account Income and Expenditure Account, this increases to a surplus of £2.432m (2019/20 surplus of £1.903m) for the year on the Statutory Housing Revenue Account.

## 2. LEGISLATIVE BACKGROUND

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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

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Gross rental income is the total amount due for the year before the allowance for voids of £869k (2019/20 £490k) which represents 2.72% (2019/20 1.56%) of the gross rental income including charges for services. The average weekly rent for 2020/21 was £79.83 compared to £77.51 in 2019/20.

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

	2020/21	2019/20
	£000's	£000's
Rents due from Tenants	(21,452)	(19,842)
Rents remitted by Rent Rebates through the Housing Benefit System	(10,425)	(11,571)
<b>Total Gross Rental Income</b>	<b>(31,877)</b>	<b>(31,413)</b>
Less void loss	869	490
<b>Net Dwelling Rental Income</b>	<b>(31,008)</b>	<b>(30,923)</b>

The Council was responsible for managing 7,581 dwellings at 31 March 2021. In addition a further 245 properties were managed on behalf of a Housing Association and 42 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:

	2020/21	2019/20
Houses	3,539	3,573
Bungalows	480	480
Flats, Bedsits & Maisonettes	3,448	3,449
Hostel Places	56	39
Shared Ownership*	58	31
	<b>7,581</b>	<b>7,572</b>

\*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:

	2020/21	2019/20
Stock at 31st March	7,572	7,607
Dwelling Sales	(46)	(59)
Additions to Council dwelling stock	28	7
Additions to Shared ownership stock	27	19
Re-categorised to HRA non-dwelling stock	-	(2)
	<b>7,581</b>	<b>7,572</b>

#### 4. PROVISION FOR BAD/DOUBTFUL DEBTS

A provision is made for bad and doubtful debts in accordance with the HRA (Arrears of Rent and Charges) Directions 1990. During 2020/21 rent arrears as a proportion of gross rent income have increased from 4.09% of the amount due to 4.70%. The rent arrears figures are as follows:

		2020/21	2019/20
		£000's	£000's
Arrears at 31 March	- Current tenants	1,260	1,035
	- Former tenants	242	231
Amounts Written Off during the Year		93	113
Increased/(Reduced) Provision during the Year		315	243
Provision for Bad and Doubtful Debts		<b>1,035</b>	<b>824</b>

The rent arrears as a proportion of gross rent income split between current and former tenants is shown in the following table:

	2020/21	2019/20
	%	%
Dwelling rent arrears as a % of gross rent debit		
- Current tenants	3.95%	3.35%
- Former tenants	0.76%	0.74%
	<b>4.70%</b>	<b>4.09%</b>

A bad and doubtful debt provision is made for debts outstanding on rechargeable repairs. The arrears figures are as follows:

	2020/21	2019/20
	£000's	£000's
Arrears at 31 March	29	23
Amounts Written Off during the Year	(1)	(1)
Increased/(Reduced) Provision during the Year	10	7
Provision for Bad and Doubtful Debts	38	29

## 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:

	2020/21	2019/20
	£000's	£000's
<b>Income and Expenditure Account Entries</b>		
<b>Net Cost of HRA Services</b>		
Current service cost	1,170	1,115
Past service cost	11	7
Administration Expenses	17	16
Curtailment Cost	-	-
	<b>1,198</b>	<b>1,138</b>
<b>Financing and Investment Income and Expenditure</b>		
Interest cost	803	796
Expected return on assets in the scheme	(675)	(674)
	<b>128</b>	<b>122</b>
<b>Net Charge to the Income and Expenditure Account</b>	<b>1,326</b>	<b>1,260</b>

## Statement of Movement on the Housing Revenue Account Balance Entries

Reversal of net charges made for retirement benefits		
Contribution to/(from) Pensions Reserve	(1,972)	(1,712)
Actual amount charged to the Housing Revenue Account for Pensions in the year	646	664

**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:

	<b>2020/21</b>	2019/20
	<b>£000's</b>	£000's
Dwellings	<b>7,884</b>	7,928
Other Land and Buildings	<b>494</b>	432
Intangible assets	<b>4</b>	23
Plant, Vehicles & Equipment	<b>30</b>	19
Infrastructure	<b>-</b>	1
	<b>8,412</b>	8,403
Reversal of Revaluation loss/Impairment	<b>4,269</b>	839
	<b>12,681</b>	9,242

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:

	<b>2020/21</b>	2019/20
	<b>£000's</b>	£000's
Balance at 1 April	<b>(4,720)</b>	(4,346)
Depreciation on HRA dwellings	<b>(7,884)</b>	(7,928)
Depreciation on other HRA assets	<b>(524)</b>	(452)
Capital expenditure on houses within the HRA charged to the reserve	<b>9,351</b>	8,006
Balance at 31 March	<b>(3,777)</b>	(4,720)

**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. The analysis of the movement on the HRA element of the tangible **non-current** assets is as follows:

**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
<b>Cost or Valuation (GCA)</b>								
At 1 April 2020	481,558	18,784	289	42	-	88	27,920	<b>528,681</b>
Additions	11,297	6,342	-	-	-	-	16,639	<b>34,278</b>
Acc Dep & Imp WO to GCA	(7,928)	(484)	-	-	-	-	-	<b>(8,412)</b>
Revaluation increases/(decreases) recognised in the Revaluation Reserve	(426)	786	-	-	-	208	-	<b>568</b>
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	-	(4,287)	-	-	-	-	(13)	<b>(4,300)</b>
Derecognition - Disposals	(3,031)	(3,419)	-	-	-	-	-	<b>(6,450)</b>
Assets reclassified (to)/from Held for Sale	-	-	-	-	-	-	-	-
Other movements in Cost or Valuation	3,072	14,169	-	-	-	160	(17,401)	-
<b>At 31 March 2021</b>	<b>484,542</b>	<b>31,891</b>	<b>289</b>	<b>42</b>	<b>-</b>	<b>456</b>	<b>27,145</b>	<b>544,365</b>
<b>Accumulated Depreciation &amp; Impairment</b>								
At 1 April 2020	(7,928)	(19)	(20)	(9)	-	-	-	<b>(7,976)</b>
Depreciation Charge for 2020/21	(7,884)	(494)	(30)	-	-	-	-	<b>(8,408)</b>
Acc. Depreciation WO to GCA	7,928	484	-	-	-	-	-	<b>8,412</b>
Other movements in Depreciation and Impairment	-	-	-	-	-	-	-	-
<b>At 31 March 2021</b>	<b>(7,884)</b>	<b>(29)</b>	<b>(50)</b>	<b>(9)</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>(7,972)</b>
<b>Net Book Value</b>								
At 31 March 2021	476,658	31,862	239	33	-	456	27,145	<b>536,393</b>
At 31 March 2020	473,630	18,765	269	33	-	88	27,920	<b>520,705</b>



**2019/20 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
<b>Cost or Valuation (GCA)</b>								
At 1 April 2019	461,616	11,695	185	42	-	84	11,471	<b>485,093</b>
Additions	9,406	6,060	104	-	-	-	13,210	<b>28,780</b>
Acc Dep & Imp WO to GCA	(7,616)	(424)	-	-	-	-	-	<b>(8,040)</b>
Revaluation increases/(decreases) recognised in the Revaluation Reserve	21,146	1,838	-	-	-	286	-	<b>23,270</b>
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	9	(862)	-	-	-	-	(11)	<b>(864)</b>
Derecognition - Disposals	(3,723)	(2,694)	-	-	-	(491)	-	<b>(6,908)</b>
Assets reclassified (to)/from Held for Sale	-	-	-	-	-	-	-	-
Other movements in Cost or Valuation	720	3,171	-	-	-	209	3,250	<b>7,350</b>
<b>At 31 March 2020</b>	<b>481,558</b>	<b>18,784</b>	<b>289</b>	<b>42</b>	<b>-</b>	<b>88</b>	<b>27,920</b>	<b>528,681</b>
<b>Accumulated Depreciation &amp; Impairment</b>								
At 1 April 2019	(7,616)	(10)	(1)	(8)	-	-	-	<b>(7,635)</b>
Depreciation Charge for 2019/20	(7,928)	(433)	(19)	(1)	-	-	-	<b>(8,381)</b>
Acc. Depreciation WO to GCA	7,616	424	-	-	-	-	-	<b>8,040</b>
Other movements in Depreciation and Impairment	-	-	-	-	-	-	-	-
<b>At 31 March 2020</b>	<b>(7,928)</b>	<b>(19)</b>	<b>(20)</b>	<b>(9)</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>(7,976)</b>
<b>Net Book Value</b>								
At 31 March 2020	473,630	18,765	269	33	-	88	27,920	<b>520,705</b>
At 31 March 2019	454,000	11,685	184	34	-	84	11,471	<b>477,458</b>

**8. VACANT POSSESSION VALUE OF COUNCIL DWELLINGS**

In accordance with the **Ministry of Housing, Communities and Local Government** 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 £472.98m (2019/20 £475.67m) on the balance sheet. The vacant possession value of the council dwellings at 1 April 2020 was £1,136.119m (2019/20 £1,131.095m). 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 2020/21 is **£33.861m** (2019/20 £28.779m). The analysis of the expenditure and the sources of financing used are set out in the following table

	2020/21				2019/20			
	Dwellings £000's	Equipment £000's	Intangibles £000's	Total £000's	Dwellings £000's	Equipment £000's	Intangibles £000's	Total £000's
<b>Total capital expenditure</b>	<b>28,594</b>	<b>1</b>	<b>184</b>	<b>28,779</b>	28,594	1	184	28,779
<b>Financing</b>								
Capital Receipts	(16,712)			(16,712)	(8,431)			(8,431)
Major Repairs Reserve	(9,351)			(9,351)	(8,007)			(8,007)
Grants Revenue	(1,158)			(1,158)	(1,454)			(1,454)
Contributions	(4,770)	-	(134)	(4,904)	(6,784)	(1)	(184)	(6,969)
Other Contributions	(1,736)			(1,736)	(3,918)			(3,918)
	<b>(33,727)</b>	<b>-</b>	<b>(134)</b>	<b>(33,861)</b>	<b>(28,594)</b>	<b>(1)</b>	<b>(184)</b>	<b>(28,779)</b>

**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:

	2020/21			2019/20		
	Council	Other	Total	Council	Other	Total
	Dwellings £000's	Properties £000's		Dwellings £000's	Properties £000's	
Sales proceeds	(4,206)	(3,419)	(7,625)	(5,127)	(3,197)	(8,324)
less: administrative costs	60		60	75		75
Net proceeds	(4,146)	(3,419)	(7,565)	(5,052)	(3,197)	(8,249)
Right to buy discount repaid	(77)		(77)	(44)		(44)
Mortgage principal repaid						
	<b>(4,223)</b>	<b>(3,419)</b>	<b>(7,642)</b>	<b>(5,096)</b>	<b>(3,197)</b>	<b>(8,293)</b>
of which:						
Usable	(3,044)	(3,419)	(6,463)	(3,917)	(3,197)	(7,114)
Payable to Housing Pooled Capital Receipts	(1,179)		(1,179)	(1,179)		(1,179)
	<b>(4,223)</b>	<b>(3,419)</b>	<b>(7,642)</b>	<b>(5,096)</b>	<b>(3,197)</b>	<b>(8,293)</b>

**11. INVESTMENT PROPERTIES**

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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:

	<b>2020/21</b>	2019/20
	<b>£000's</b>	£000's
Balance 1 April	<b>40</b>	40
Additions	-	-
Disposals	-	-
Net gain or loss on Fair Value	<b>31</b>	25
Transfers:		
- To / From Property, Plant & Equipment	-	(25)
Balance 31 March	<b>71</b>	40

**12. ASSETS HELD FOR SALE**

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There were no HRA Assets held for sale in 2020/21 or 2019/20.

**COLLECTION FUND**



**INCOME AND EXPENDITURE ACCOUNT**

	Note	2020/21 Business Rates £000	2020/21 Council Tax £000	2020/21 Total £000	2019/20 Total £000
<b>Income</b>					
Council Tax Receivable	2		(117,449)	(117,449)	(112,367)
Business Rates Receivable	3	(33,278)		(33,278)	(103,863)
<b>Total Income</b>		<b>(33,278)</b>	<b>(117,449)</b>	<b>(150,727)</b>	<b>(216,230)</b>
<b>Expenditure</b>					
Apportionment of Prior Year Surplus					
Central Government		546		546	(56)
City of York Council		(455)	-	(455)	4,774
North Yorkshire Police & Crime Commissioner			-	-	90
North Yorkshire Fire & Rescue Authority		1	-	1	69
		92	-	92	4,877
Precepts, Demands and Shares					
Central Government		52,224		52,224	25,212
City of York Council		51,179	93,808	144,987	164,692
Parish Councils			799	799	752
North Yorkshire Police & Crime Commissioner			18,023	18,023	17,317
North Yorkshire Fire & Rescue Authority		1,044	4,929	5,973	5,833
		104,447	117,559	222,006	213,806
Disregarded amounts - Enterprise Zone growth					
		-		-	20
Charges to Collection Fund					
Write Offs			348	348	(134)
Interest on refunds				-	-
Increase/(Decrease) in Bad Debt Provision		291	1,784	2,075	63
Increase/(Decrease) in Provision for Appeals		1,634		1,634	1,216
Appeals charged to the Collection Fund		(1,434)		(1,434)	(1,016)
Cost of Collection		290		290	289
Transitional Protection		1,092		1,092	698
		1,873	2,132	4,005	1,116
<b>Total Expenditure</b>		<b>106,412</b>	<b>119,691</b>	<b>226,103</b>	<b>219,819</b>
<b>(Surplus)/Deficit Arising In Year</b>		<b>73,134</b>	<b>2,242</b>	<b>75,376</b>	<b>3,589</b>
(Surplus)/Deficit Brought Forward		785	(264)	521	(3,068)
<b>(Surplus)/Deficit Carried Forward</b>		<b>73,919</b>	<b>1,978</b>	<b>75,897</b>	<b>521</b>

## 1. LEGISLATIVE BACKGROUND

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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

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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 2020/21 was 67,813.1 (67,706.1 in 2019/20).

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 -  $20 \times 18/9$ ). 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 2020/21 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 £587k (2019/20 £578k) 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	14.0	5/9	7.8	£956.55
A	up to	£40,000	7,367.7	6/9	4,911.8	£1,147.86
B	£40,000 to	£52,000	19,380.7	7/9	15,073.9	£1,339.17
C	£52,000 to	£68,000	22,057.8	8/9	19,606.9	£1,530.48
D	£68,000 to	£88,000	11,702.5	9/9	11,702.5	£1,721.79
E	£88,000 to	£120,000	6,934.6	11/9	8,475.6	£2,104.41
F	£120,000 to	£160,000	3,310.3	13/9	4,781.6	£2,487.03
G	£160,000 to	£320,000	1,647.3	15/9	2,745.5	£2,869.65
H	over	£320,000	80.5	18/9	160.9	£3,443.58
TOTAL			72,495.4		67,466.5	
Crown Properties					346.6	
Taxbase for the calculation of Council Tax					67,813.1	

The impact of Covid-19 has reduced the Council Tax amount collectable due to an increased number of applicants for council tax support. In addition the in year collection rate has reduced to 96.4% compared to last year of 97.6%. 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 £348k (2019/20 £134k written on) 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 £1,784k (decrease in 2019/20 of £440k).

### **3. INCOME FROM BUSINESS RATES**

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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 2021 was 255,784,673 (2019/20 256,083,171 ) and the rate for 2020/21 was 51.2p (2019/20 50.4p), with a reduction to 49.9p (2019/20 49.3p) 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 2020/21 as a member of the North and West Yorkshire 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). In 2019/20 the Council obtained 74% as part of a one year only pilot scheme. This accounts for the significant year on year change as detailed below.

The business rates shares payable for 2020/21 were estimated before the start of the financial year, (prior to Covid-19) as £52.224m (£25.212 in 2019/20) to central government, £1.044m (£1.008m in 2019/20) to NYFRA and £51.179m (£74.626m in 2019/20) to City of York Council. These sums have been paid in 2020/21 and charged to the Collection Fund in year.

There has been 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 2020/21 was £33.278m (£103.863m in 2019/20).

A further cause of the deficit is due to the reduction of the in year collection rate to 90.0% compared to last year of 97.8%. It should be noted that the majority of amounts not collected in year are usually collected in the following financial year, but this may not bear out if the businesses are no longer trading. As such, the impairment allowance for non-collection has increased by £291k (increase of £503k in 2019/20).

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 2020/21 has been calculated at £1,634k.

**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).

	<b>2020/21 Business Rates £'s</b>	<b>2020/21 Council Tax £'s</b>	<b>2020/21 Total £'s</b>	<b>2019/20 Total £'s</b>
Central Government	<b>36,740,316</b>	<b>-</b>	<b>36,740,316</b>	(326,562)
City of York Council	<b>36,439,526</b>	<b>1,600,802</b>	<b>38,040,328</b>	891,668
North Yorkshire Police Authority	<b>-</b>	<b>296,326</b>	<b>296,326</b>	(40,489)
North Yorkshire Fire and Rescue Authority	<b>739,191</b>	<b>81,051</b>	<b>820,242</b>	(3,219)
	<b>73,919,033</b>	<b>1,978,179</b>	<b>75,897,212</b>	521,398



**ANNUAL GOVERNANCE STATEMENT**



## DRAFT ANNUAL GOVERNANCE STATEMENT – 15<sup>th</sup> NOVEMBER 2021

### 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.

During 2020/2021, the Council has continued to be impacted by the COVID -19 Pandemic 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](http://www.york.gov.uk/CorporateGovernance)

This Annual Governance Statement, hereafter referred to as “AGS” for 2020-2021 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.

**What is the purpose of our Governance Framework?**

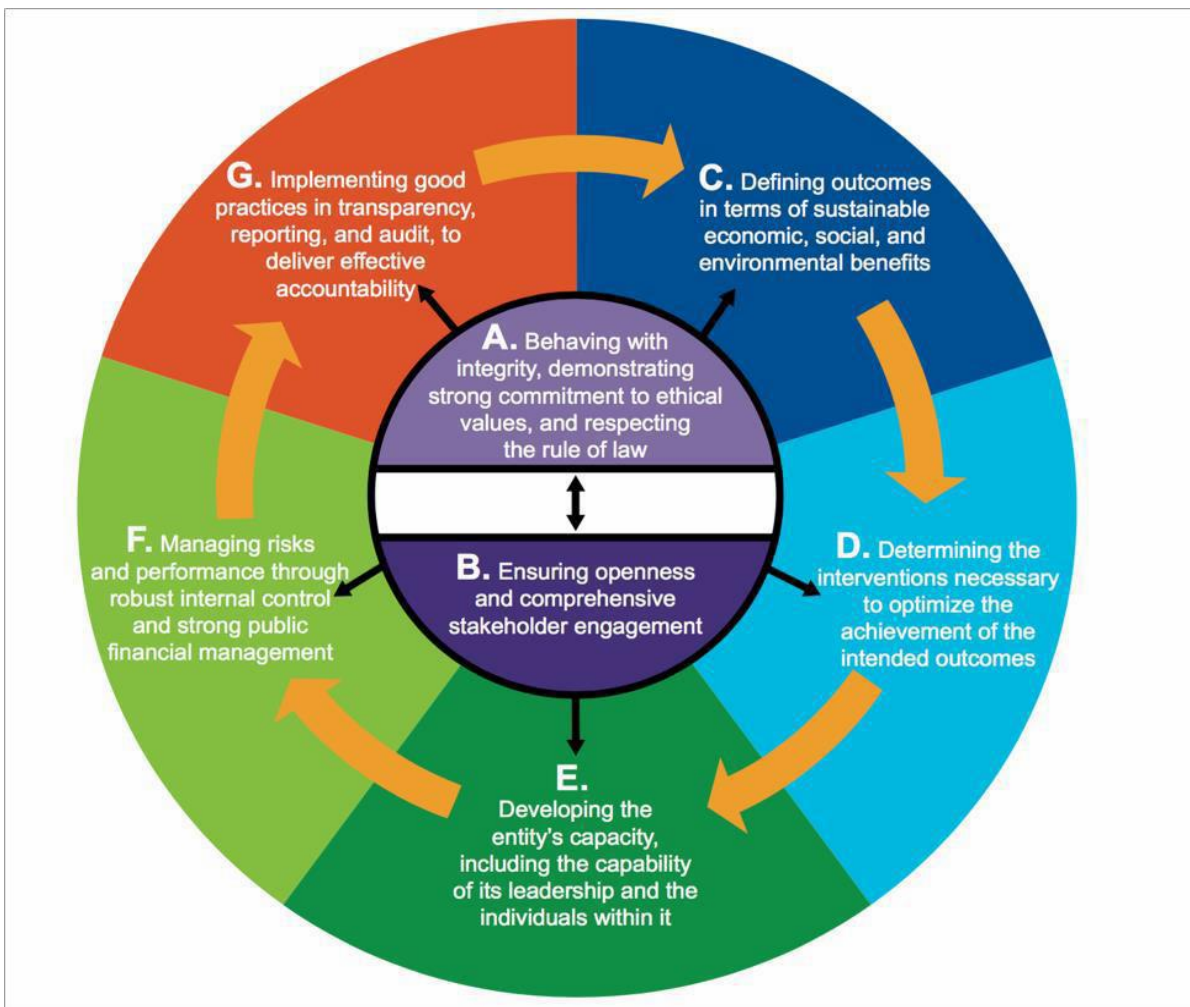
Our governance framework aims to ensure that in conducting our business, we:

- 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.

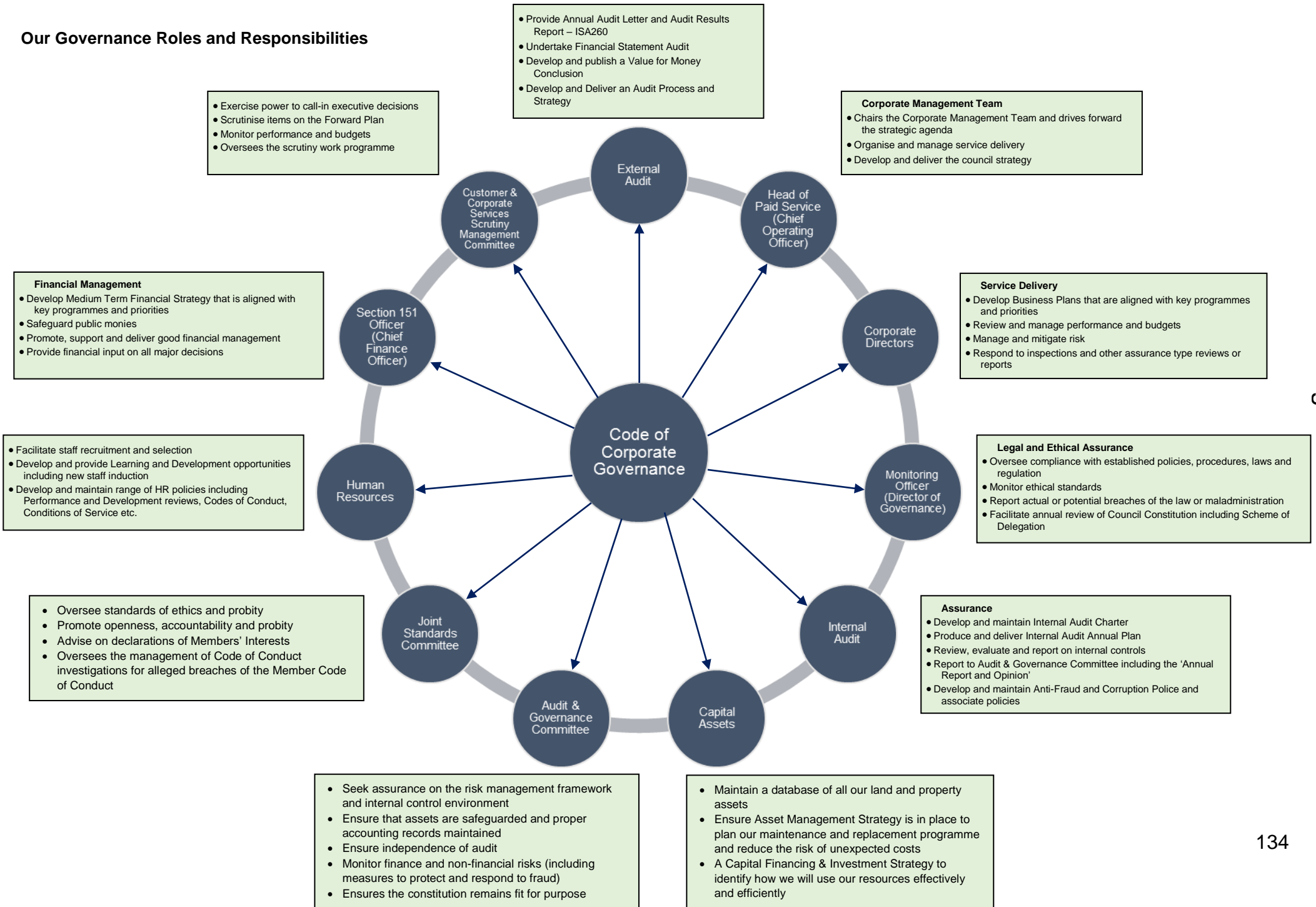
Our governance framework is comprised of the culture, values, systems and processes by which we are directed and controlled. It brings together an underlying set of legislative and regulatory requirements, good practice principles and management processes.

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?**

<i>What we do</i>	<i>How we deliver</i>
Constitution and decision making framework	Executive and scrutiny framework
Finance and Contract Procedure Rules	Project management
Roles and Responsibilities	Risk management
Policy Framework	Performance management
<i>How we set priorities for change</i>	<i>How we behave</i>
Medium Term Financial Strategy	Codes of conduct
Community Engagement	Employee values
Partnership working/framework	Leadership behaviours
Strategic planning	Whistleblowing, Standards and complaints procedures

**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.

***How has this Annual Governance Statement for 2020-2021 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 2020 - 2021, 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 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
<b>Acting in the public interest requires a commitment to effective arrangements for:</b>		
<b>Principle A Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of law</b>	1. Behaving with integrity	<ul style="list-style-type: none"> <li>➤ The political and managerial leadership sets the tone.</li> <li>➤ Through this leadership we ensure that the required policies are put into place and monitored. The Employee Code of Conduct forms part of the Council’s Constitution and sets out the behaviours expected of employees.</li> <li>➤ The Officer/Member Protocol which forms part of the Constitution sets out the way Councillors and Officers should interact.</li> <li>➤ Training is provided to Councillors who are involved in a number of committees including Licensing, Audit &amp; Governance Committee and Planning however it is recognised that more can be done to improve the overall member induction and development programme</li> <li>➤ The “Members’ Code of Conduct” forms part of the Constitution with the Council seeking to replace this with the LGA Model Code of Conduct.</li> <li>➤ 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).</li> </ul>
	2. Demonstrating strong commitment to ethical values	<ul style="list-style-type: none"> <li>➤ 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.</li> <li>➤ 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 it is recognised that this does need to be reviewed as part of the review of member development.</li> <li>➤ The Joint Standards Committee monitors and reviews the Councillors’ Code of Conduct and prepares an annual statement to Full Council.</li> <li>➤ The Employee Code of Conduct provides guidance to our employees on the ethical framework within which we seek to conduct its activities; and on the processes that the Council uses to ensure compliance with the highest ethical standards. City of</li> </ul>

		York Council is proposing to adopt an Ethics Statement that reflects similar principles to the Nolan Principles which form the basis of the Members' Code of Conduct as part of the review of 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"> <li>➤ 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.</li> <li>➤ 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.</li> <li>➤ The Whistleblowing Policy is complemented by the Counter Fraud Policy, Counter Fraud Strategy and the Anti-Money Laundering Policy.</li> </ul>
<b>Principle B</b> <b>Ensuring openness and comprehensive stakeholder engagement</b>	1. Openness	<ul style="list-style-type: none"> <li>➤ 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.</li> <li>➤ We provide regular performance updates relating to information requests and complaints to the Audit &amp; Governance Committee.</li> <li>➤ We have in place procedures which allow, within certain parameters, the recording and filming of Council meetings.</li> <li>➤ 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.</li> </ul>
	2. Engaging comprehensively with institutional stakeholders	<ul style="list-style-type: none"> <li>➤ 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 regionally economic development 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.</li> </ul>

		<ul style="list-style-type: none"><li>➤ To shape the Climate Change plan, a group of sector specific stakeholders shared their views in roundtable discussions.</li><li>➤ 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.</li></ul>
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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"> <li>➤ Local focus and community engagement are successfully promoted through a number of different activities:</li> <li>➤ 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.</li> <li>➤ 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, economic development, local transport plan and climate change plan.</li> <li>➤ Annual Budget plan consultation invites residents to confirm their own priorities for council spend and growth.</li> <li>➤ The Council Plan was consulted on prior to publication.</li> <li>➤ 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.</li> <li>➤ Citizen’s panel: Following a successful engagement activity that used focus groups to help set and inform waste recycling policy, we are now trialling a more regular approach to focus groups by inviting Talk About participants to join a citizens panel which is designed to explore key strategic issues</li> <li>➤ Statutory consultation also takes part in advance of all major traffic/highways schemes, changes to services and to support the Local Plan examination.</li> <li>➤ 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.</li> <li>➤ The Communications Team ensure that specific matters are promoted via the media and engage with the media over enquiries on specific matters.</li> <li>➤ We have improved our comments and complaints framework and introduced the 4C’s toolkit to offer a more flexible manner by which residents and service users can share their comments, complaints, concerns and compliments with us. This enables us to identify themes and lessons learned for service providers across the council</li> </ul>
<p><b>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:</b></p>		
<p><b>Principle C</b>  <b>Defining outcomes in terms of sustainable economic, social,</b></p>	<p>1. Defining outcomes</p>	<ul style="list-style-type: none"> <li>➤ 10 Year Plan is being developed in partnership with city stakeholders and will respond to resident feedback</li> <li>➤ Resident feedback and stakeholder engagement is informing the outcomes which</li> </ul>

<p><b>and environmental benefits</b></p>		<p>will be detailed in the economic development strategy, climate change strategy (and carbon reduction pathway) together with the Local Transport Plan – all currently in development and due to publication in the Autumn/Spring.</p> <ul style="list-style-type: none"> <li>➤ Delivery of partnership priorities through partnership boards and strategies (for example Health and Well-being strategy, Children and Young People’s Plan).</li> <li>➤ 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.</li> <li>➤ 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.</li> <li>➤ 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.</li> <li>➤ 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.</li> </ul>
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Governance Principle	Sub-Principle	Assurance on Compliance
	<p>2. Sustainable economic, social and environmental benefits</p>	<ul style="list-style-type: none"> <li>➤ 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.</li> <li>➤ Service plans feed into and align with both Directorate plans and in response to the Council Plan’s priorities.</li> </ul>
<p><b>Principle D Determining the interventions necessary to optimise the achievement of the intended outcomes</b></p>	<p>1. Determining interventions</p>	<ul style="list-style-type: none"> <li>➤ Corporate Management Team and Executive review the council’s performance on a quarterly basis.</li> <li>➤ 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</li> <li>➤ Creation of cross council performance groups (e.g. enhanced corporate support for Adult Social Care provision).</li> <li>➤ Quality assurance - examples of good practice exist at service level e.g.</li> </ul>

		<p>Children's Services.</p> <ul style="list-style-type: none"> <li>➤ 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.</li> <li>➤ Sector Led Improvement (SLI) challenge from regional peers in Children's and Adults' services and Public Health.</li> <li>➤ Overview and Scrutiny has a planned work programme that they scrutinise throughout the year.</li> </ul>
	2. Planning interventions	<ul style="list-style-type: none"> <li>➤ Performance, audit, risk and finance information is used to identify areas of concern and plan required interventions.</li> <li>➤ 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.</li> </ul>

Governance Principle	Sub-Principle	Assurance on Compliance
	3. Optimising achievement of intended outcomes	<ul style="list-style-type: none"> <li>➤ 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.</li> <li>➤ 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.</li> <li>➤ Major Projects Board to oversee major capital projects and seek assurances from project teams and advisors.</li> <li>➤ Our Corporate Management Team has strategic oversight of major issues affecting the Council with a tightly managed forward plan.</li> <li>➤ The project management toolkit “all about projects” provides a framework for delivering projects which includes identifying clear and achievable outcomes.</li> </ul>
<p><b>Principle E</b>  <b>Developing its capacity, including the capability of its leadership and the individuals within it</b></p>	1. Developing the entity’s capacity	<ul style="list-style-type: none"> <li>➤ The Head of Paid Service is responsible for the organisation of the staff.</li> <li>➤ Leadership and Management is delivered through Corporate Management Team (meeting once a week) and Leading Together and The Corporate Leadership Group Network (meeting every other month).</li> <li>➤ The Council has a performance management framework for all of its staff and is in the process of reviewing its Organisational Development programme which has been re-reviewed in light of the Coronavirus Pandemic. 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.</li> </ul>

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"> <li>➤ We have a programme of training available for both Councillors and Officers (at all levels) however it is recognised that this needs to be reviewed and refreshed.</li> <li>➤ All new starters are required to undertake an induction programme.</li> <li>➤ There is mandatory training for all staff on key policies via the e-Learning system</li> <li>➤ Professional members of staff are required to undertake additional training requirements (continuing professional development) as set by their professional bodies.</li> </ul>
<b>Principle F</b> <b>Managing risks and performance through robust internal control and strong public financial management</b>	1. Managing risk	<ul style="list-style-type: none"> <li>➤ We have adopted a formal system of risk management overseen by the Corporate Finance Team;</li> <li>➤ 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;</li> <li>➤ Departments maintain risk registers which include corporate, operational, reputational, project and partnership risks in accordance with best practice;</li> <li>➤ Key staff receive training on risk management principles;</li> <li>➤ 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 &amp; Governance Committee;</li> <li>➤ We have implemented an online tool for officers 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.</li> </ul>
	2. Managing performance	<ul style="list-style-type: none"> <li>➤ 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).</li> <li>➤ 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</li> <li>➤ Performance management is reported on a quarterly basis to the Executive, the Corporate Management Team and Customer and Overview and Scrutiny Committees and complaints, FOI/EIR, data protection and associated regulator feedback are reported to the Corporate Management Team and to Audit &amp; Governance Committee.</li> </ul>

Governance Principle	Sub-Principle	Assurance on Compliance
	3. Robust internal control	<ul style="list-style-type: none"> <li>➤ Preventative procedures are in place which include the segregation of duties, approval/authorisation process, security of assets and regular reconciliations</li> <li>➤ Assurance is gained through regular internal audits and reporting.</li> <li>➤ 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.</li> </ul>
	4. Managing data	<ul style="list-style-type: none"> <li>➤ We have in place a suite of Policies and Procedures covering information governance and information security that are monitored by the Corporate Governance Team and ICT.</li> <li>➤ We have senior officers who fulfil the roles of the Information Risk Owner, Caldicott Guardians and Information Asset Administrators</li> <li>➤ 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.</li> <li>➤ The importance of reporting all potential breaches of Data Protection legislation is well publicised.</li> </ul>
	5. Strong public financial management	<ul style="list-style-type: none"> <li>➤ 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.</li> <li>➤ The Finance Strategy sets the overall direction for how we will fund our activities and invest in the future.</li> <li>➤ We have in place a statutory Section 151 Officer with finance teams that support the budget holders.</li> <li>➤ Financial Procedure Rules and Contract Procedure Rules are in place and regularly updated.</li> </ul>



<p><b>Principle G</b>  <b>Implementing good practices in transparency, reporting, and audit to deliver effective accountability</b></p>	<p>1. Implementing good practice in transparency</p>	<ul style="list-style-type: none"> <li>➤ Agendas for all Council meetings are publicly available on website.</li> <li>➤ We comply with the local Government Transparency Code 2015, publishing required information at <a href="https://www.yorkopendata.org/">https://www.yorkopendata.org/</a>  We comply with The Openness of Local Government Bodies Regulations 2014.</li> <li>➤ We have a Whistleblowing Policy in place which is actively publicised</li> </ul>
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Governance Principle	Sub-Principle	Assurance on Compliance
	2. Implementing good practices in reporting	<ul style="list-style-type: none"> <li>➤ 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.</li> <li>➤ All reports are taken through Democratic Services and require clearance by legal and finance as a minimum.</li> <li>➤ 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.</li> </ul>
	3. Assurance and effective accountability	<ul style="list-style-type: none"> <li>➤ 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.</li> <li>➤ The Constitution sets out the functions of Council, Cabinet and the various committees but it is recognised that the constitution is being refreshed</li> <li>➤ We have an effective Scrutiny function with a number of Scrutiny Committees whose responsibilities are also set out in the Constitution.</li> <li>➤ 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.</li> </ul>

## 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) demands 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 89). 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 2020-2021 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 2021:

*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 **Substantial Assurance**. 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.*

Full details on the assurance provided by the Head of Internal Audit are detailed within the Internal Audit Annual Report for 2020-2021.

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 31<sup>st</sup> March 2020, 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 19<sup>th</sup> April 2021.

The Council's response to the Report in the Public Interest is addressed within this Annual Governance Statement 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.

There has been a decrease in the number of potential personal data breaches reported to the Corporate Governance Team for the 2020-2021 financial year from the previous year

The number of the reported potential personal data breaches which were found to be actual breaches has also decreased in 2020 – 2021 financial year from the previous year.

However, there was a small decrease in the number of significant breaches we reported to Information Commissioners Office from 3 in 2019-2020 to 2 in 2020-2021.

During 2020-2021, the council's complaints procedures were reviewed and culminated in the implementation of the 4C's toolkit from April 2021.

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 in 2018 and the next programmed inspection by the Investigatory Powers Commissioner Office (IPCO) inspection took place on 27<sup>th</sup> August 2021 – outcome awaited.

The Council has provided 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 Work with York and agency staff. The requirement for this training to be completed annually will be reinforced going forward 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 2020-2021. 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 (2019-2020)**

	Issue	Action taken to date / Planned	PROGRESS MADE DURING 2020-2021
<p>1 – Existing Issue, updated</p>	<p><b>Financial Risks</b></p> <p><b>(i) Pressures - Impact of funding reductions -</b></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>The Coronavirus pandemic will have a significant, ongoing financial impact on the Council. 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 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 2020 covering detailed proposals for 20/21 and outlining the strategic direction towards achievement of savings proposals for each directorate over the medium term.</p> <p>Budget reviews are being carried out during 2020/21 as part of the pandemic recovery planning. Further development of the medium term financial plan will be needed during the year to ensure continued financial resilience, for example, A series of strategic reviews will be conducted across the council to help inform a 3-4 year financial plan, drawing on a robust evidence base that focuses on cost benefit and outcomes.</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 &amp; Wellbeing board</p>	<p>The outturn position for 2020/21 was an overspend position and therefore this remains a significant risk. The Council again set a balanced budget for 2021/22 and made proper provision for growth along with a contingency to support 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>The Capital Programme was reviewed and has been re-prioritised to ensure the investment made meets strategic objectives. The Guildhall project has passed its highest risk construction phases and whilst risks have manifested during construction such as flooding and medieval corpses these risks have been managed within the contract framework.</p>

<p>Existing Issue, updated</p>	<p>The financial impact of Brexit is as yet uncertain but there is a potential impact on business rates income, investment returns and the tourist economy.</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 Services budget</p> <p><b>(ii) Major capital projects</b></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</p>	
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		<p>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 Issue, updated	<p><b>Local Plan</b></p> <p>The Council has submitted a draft Local Plan for 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</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 next stage is an examination of the Local Plan by a planning inspector. There has been ongoing correspondence between the council and the inspector as part of this examination process and as a result, a number of modifications to the Plan were approved by Executive on 7th March 2019.</p> <p>Phase 1 hearing sessions took place between the 10<sup>th</sup> and 18<sup>th</sup> December 2019 and covered matters relating to legal compliance, housing need and green belt principle. The Inspectors asked the Council to complete some additional homework items which were submitted by end of March 2020. A letter was received on 12 June 2020 setting out some concerns which the Inspectors have in relation to the evidence provided in respect of the greenbelt. The Inspectors will not issue their interim report for Phase 1 until these concerns have been addressed. Dependent on the outcome of this report the hearings will either progress to Phase 2 or further work may be required prior to Phase 2</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 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 for the first half of 2021 the skills remain in high demand and capacity is stretched within the team. Having provided the Inspector with a significant body of work in April 2021 in accordance with agreed timetables the Inspector has now provided indicative target months for 3 public enquiry hearings for 2022 which gives greater clarity of the Inspectors expectations and should facilitate progress and greater clarity as to public and developer engagement with the Local Plan and the process towards adoption.</p>

	<p>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>commencing. Updates to the Local Plan examination timetable and correspondence with the Inspectors can be found at <a href="http://www.york.gov.uk/localplanexamination">www.york.gov.uk/localplanexamination</a></p>	
<p>3 – Existing Issue, updated</p>	<p><b>Information Governance and information security</b></p> <p>The nature of the council's activities means that there are ongoing information 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>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. Continue to monitor and review for both information governance and information security using a variety of methods including data breach management</p> <p>Data Protection Impact Assessments (DPIA's) are completed before planned changes in data processing are made. Continue to work on embedding DPIAs as a legal compliance requirement across the council especially in projects.</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</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 &amp; Governance Committee</p> <p>Ongoing work to meet the recommendations and actions required from several internal audits.</p> <p>Implementation of a revised corporate procedure for dealing with comments, compliments, concerns and complaints ("the 4Cs") to help us to address issues to reach a satisfactory outcome and continuously improve our services</p> <p>Implementation of online tool to conduct robust and quality data protection impact assessments</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 up to date training for those in SIRO, IAO</p>



		is ongoing.	and RIPA roles  Review of Caldicott Guardian processes								
4 – Existing Issue, updated	<b>Absence Management</b>  Internal Audit work carried out in previous years highlighted inconsistencies in the recording of sickness on iTrent and evidence of supporting documentation. The work also highlighted delays in implementing the new iTrent module	Executive approved the procurement of a Day One Reporting System whereby all staff report absence to one number and are asked a series of questions to ensure that staff receive the most appropriate advice and support in a timelier manner to prevent longer term absence. This system went live 30 September 2019 and is in place for two years. iTrent provides up to date staffing data to the Day one Reporting System and a daily file is returned to CYC, Business Support. Business Support then update iTrent daily. Alerts are sent in real time to managers to notify of new absences, absences that are ongoing and when a member of staff has informed day one absence. Update reports on absence levels and the contract with the provider are provided to Customer & Corporate Services Scrutiny Management Committee.	This system originally went live 30 September 2019, and Executive recently approved a further years increase in the original contract to take us to September 2022, on the basis that whilst sickness rates have reduced significantly within the authority and are now closer to previous stated public sector averages, with the impacts of Covid, home working and altered business practices, at this stage it is difficult to be certain that this reduction can solely be attributed to the Day One Reporting System.  Further reports on either bringing the process back in house, or continuing with the current contract will be brought to Executive in 2022.  Latest data published for “Average Sickness Days per FTE - CYC (Excluding Schools) - (Rolling 12 Month)” is:  <table border="1"> <thead> <tr> <th>2018/2019</th> <th>2019/2020</th> <th>2020/2021</th> <th>2021/2022 @ Q1</th> </tr> </thead> <tbody> <tr> <td>11.3</td> <td>11.56</td> <td>8.8</td> <td>8.77</td> </tr> </tbody> </table>	2018/2019	2019/2020	2020/2021	2021/2022 @ Q1	11.3	11.56	8.8	8.77
2018/2019	2019/2020	2020/2021	2021/2022 @ Q1								
11.3	11.56	8.8	8.77								
5 – New issue	The Council’s statutory roles of Head of Paid Service and Section 151 Officer are both filled on an interim basis	Two of the Council’s statutory roles, namely Head of Paid Service and the s151 Officer are both currently filled on an interim basis and bot need to be filled on a permanent basis to add stability to the council’s governance framework. In June 2020, the Staffing Matters and urgency Committee approved a report to commence a restructure of the	These two roles have now been recruited to on a permanent basis. Full Council approved the appointment of the Head of Paid Service in October 2020. The restructure of the Corporate Management Team has now been completed and recruited to.								

		Corporate Management Team and one of the outcomes of this restructure is to ensure that both roles are recruited to on a permanent basis.	
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## **What Are Our Key Governance Development Priorities For 2021-2022?**

### **Report in the Public Interest dated 19<sup>th</sup> April 2021, issued by the Council's External Auditor**

#### September 2021:

After a significant period of dialogue, the External Auditor issued a Report in the Public Interest on 19<sup>th</sup> April 2021, relating to the Early Termination of the Chief Executive's Employment Contract. A (virtual) Extraordinary Meeting of Full Council was convened on 4<sup>th</sup> May 2021, whereupon the following recommendations were made:

1. The Council formally receives the Report;
2. The Council approved the Action Plan prepared in response to the Report; and
3. The Audit & Governance Committee would have the responsibility for overseeing the progress of the Action Plan.

The Report in the Public Interest made five recommendations which are as follows:

1. The Council should adopt and apply appropriate standards for business case preparation in relation to exit and pension discretions to improve information supporting decisions.
2. 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
3. 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.
4. The Council should ensure all Members fully understand the requirements of the Code of Conduct in relation to declaration of interests.
5. The Council should review its policies and procedures to reflect Government guidance in the use of non-disclosure agreements.

The Audit & Governance Committee has taken steps to ensure that the Progress against the Action Plan is a standing item for each meeting as part of its work programme. An implementation plan has been developed by Officers and shared with the Committee which serves to break down the steps as to what is required in order to deliver the Action Plan.

The agendas for the Audit & Governance Committee are available in the Council's website <https://democracy.york.gov.uk/ieListMeetings.aspx?CId=437&Year=0>

However it is recognised that a key part of the delivery of the Action Plan is also to ensure that the learning is embedded across the Council to prevent future occurrences of this nature. To assist with this, the Council has sought the support of the LGA who will bring together peers to support and assist both Officers and Members. The LGA will present their scoping document to the Audit & Governance Committee on 29<sup>th</sup> September 2021, but it has been identified that three clear areas for focussed activity are:

1. Are the Council's Implementation and Action Plans appropriate and sufficient to cover the issues raised in the PIR and specifically the 5 recommendations within it?
2. Have the actions within the Implementation and Action Plans been implemented/carried out in the planned way?
3. Will the completed actions have, or be likely to have in due course, the desired impact in terms of the changes in the systems, processes, behaviours and culture that the PIR implied were needed.

As already referenced within this Annual Governance Statement, there are some key themes which it is essential are rectified and that a new culture and attitude is embedded. In particular there needs to be a greater understanding of the awareness and recognising of conflicts of interest and an improved

scheme of delegation which can offer greater clarity and transparency. To address these issues, the Council has committed to taking steps to adopt the LGA Model Code of Conduct and in doing so has commissioned external support to deliver the training to Officers and Members with a view to encouraging the Parish Councils to take similar steps to adopt the LGA Model Code.

The Council has also committed to reviewing its Constitution and a draft of the revised Constitution will be considered by the Audit & Governance Committee as detailed within its work programme for the period September to December 2021. Recommendations on the Constitution will be referred to Full Council for consideration, hopefully in December 2021.

Such changes, if adopted by Full Council, are significant and as such it is essential that the Council commits to ensuring that necessary and appropriate Member and Officer training is provided and that senior leaders (Members and Officers) are fully appraised of their individual decision-making responsibilities.

In addition to the provision of training as detailed above, specific training will be provided to the Council's senior managers and Chief Officers in respect of the management of employee exits from the Council where there may be consideration of settlement agreements including special severance payments. This will be undertaken once the draft guidance has been approved by the Staffing Matters and Urgency Committee. This activity is being undertaken to address other issues highlighted by the External Auditor due to their concerns about the management of officer exits from the employment of the Council and the procedures which underlined that process.

An overarching source of independent assurance, will, it is anticipated, stem from the work undertaken by Internal Audit. The Monitoring Officer and the s151 Officer have formally requested that the key theme of all audits listed in the Audit Plan will feature assessment of compliance with the constitution and with full awareness of the recommendations arising from the Report in the Public Interest. Internal Audit will report any findings to the statutory officers and to the Audit & Governance Committee.

## Update November 2021:

Work to delivery against the Action Plan has continued as follows:

### LGA Model Code of Conduct

On 21<sup>st</sup> October 2021, Full Council adopted and agreed the immediate implementation of the LGA Model Code of Conduct. Training on the Model Code has been provided to Elected Members and Senior Staff over a number of sessions. To support the implementation of the Model Code of Conduct, the Joint Standards Committee has commissioned Hoey Ainscough Ltd to review and refresh all of the supporting procedures and it is envisaged that that work will be recommended to Full Council for adoption and immediate implementation.

### Review of the Constitution

The Audit & Governance Committee has continued to oversee the review of the Council's Constitution and has been supported by the formation of a cross party working group which met throughout October and early November. The Committee will continue this work at its November and December meetings and once in a position to do so, will refer the revisions to Full Council for approval and immediate implementation.

### LGA Peer Support

The scoping document provided by the LGA was accepted and approved by the Audit & Governance Committee on 29<sup>th</sup> September 2021, and the LGA is due to report on its progress at the Audit & Governance Committee on 1<sup>st</sup> December 2021. The LGA is planned to provide a further report in December 2022.

### Exit Strategies Guidance

The Audit & Governance Committee considered a revised Exit Strategy: Guidance on the use of settlement agreements including severance payments draft document on 29<sup>th</sup> September 2021, prior to its consideration and approval by the Staffing Matters and Urgency Committee on 18<sup>th</sup> October 2021. Training to senior staff as regards this guidance has been provided.

## **Response to and Recovery from the Coronavirus Pandemic**

This Annual Governance Statement has been prepared for the period which saw the Council respond to the full impact of the Coronavirus Pandemic throughout the entirety of 2020-2021. Central Government introduced the national “lockdown” on 23<sup>rd</sup> March 2020, and this promoted the council to respond at considerable pace in order to support the City in staying safe. The Head of Paid Service established a Gold and Silver command framework and urgent arrangements were put in place for decision-making in the absence of formal council and committee meetings. Council services continued to operate under the provisions of Business Continuity Plans and at all times support from Public Health was provided.

On 25<sup>th</sup> March 2020, the Coronavirus Act 2020 came into force and for the period 4<sup>th</sup> April 2020 to 7<sup>th</sup> May 2021, the government implemented The Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and police and Crime Panel Meetings)(England and Wales) Regulations 2020 which allowed for council meetings to be held virtually. Legislation also meant that the Council did not have to hold an Annual Meeting unless it chose to do so. City of York Council commenced successfully hosting virtual meetings from May 2021, and decided not to have an Annual Council instead extending the appointment of Lord Mayor and Sheriff to May 2021.

City of York Council held its first virtual meeting of Full Council in October 2020.

A broad range of virtual council meetings continued to be hosted throughout 2020-2021 which lessened the need to rely on the urgent decision making procedure for the Head of Paid Service. Public participation was encouraged via remote means throughout this period therefore ensuring continued transparency in the decision making process.

The City’s response and recovery to the Pandemic has been reported monthly via written reports to the Executive. These reports are available in the council’s website.

Throughout the year, the statutory officers and members of the Corporate Management Team have responded at pace to the substantial volume of government regulations and guidance and have responded almost daily to deliver changes to service delivery, internal processes and risk assessments to ensure that staff and residents stayed safe, well informed and that negative impacts on key statutory services such as children’s and adults social care remained at an absolute minimum.

Veritau supported the Council during the Coronavirus pandemic which identified that there were fraudulent attempts to obtain Covid-19 related grants - 30 investigations were completed in 2020/21 which resulted in £173k of payments either being blocked or recovered.

In compiling this Annual Governance Statement, each Director was asked to confirm whether there had been any significant issues about the implementation of the legislation and guidance relating to the Coronavirus pandemic as well as the provision of grants to (vulnerable) residents and small business. Observations arising from those statements include:

We have received 10 Director Assurance Statements this year, none of which highlight significant assurance concerns as part of the management of services during the Coronavirus Pandemic. Directors do, where to do so was appropriate, confirm working with Internal Audit to mitigate against the risk of fraud where grant payment were made. Directors have also highlighted the risks of self-isolation and the impact reduced staffing has had and may have in the future. The Director of Public Health has also reported that her service had an LGA Peer Review on 1<sup>st</sup> March 2021, and no areas of concern or limited assurance were reported.

It is also noted that whilst there was an expected decrease in the timeliness of responses to complaints and information requests during 2020 – 2021, the Corporate Governance Team continually worked with service areas across the council, to mitigate the impact of any diversion of resources to respond to the pandemic, on the timeliness of responses. This included ensuring customers and Regulators were kept informed of the progress of a case or request.

The impact of the Coronavirus Pandemic has had a fundamental impact on the City of York Council and local government generally. City of York's key governance priorities for 2021-2022 are:

2021-2022 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, has been extended for one year. Plans are therefore needing to be developed for effective procedures to be in place should the contract not be extended further.	Head of Paid Service  Head of HR
Delivery of the Action Plan in response to the Public Interest Report issued by External Audit on 19 <sup>th</sup> April 2021	<i>New priority</i>  Full council approved the Action Plan on 4 <sup>th</sup> May 2021, and delegated responsibility for delivery of the same to the Audit & Governance Committee. An implementation plan has been developed and action against that is listed as a standing item for the Committee for every meeting.	Head of Paid Service  Monitoring Officer  Section 151 Officer  Head of HR
Conflicts of Interest	<i>New priority</i>  A number of issues have arisen which have triggered the Council to review its	Head of Paid Service  Monitoring Officer

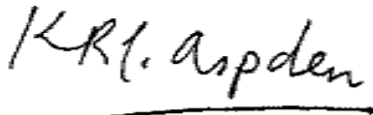
	<p>guidance in response to areas of potential conflicts of interest. These have included:</p> <p>Shareholder Committee and the strategic oversight of TECKAL companies by Members and Officers;</p> <p>Member Code of Conduct issues;</p> <p>Potential conflicts in decision making processes.</p> <p>Each of these issues is significant in its own right, and as such action is being taken to strengthen the Council's Constitution, introduce the LGA Model Code of Conduct and develop a programme of member and officer development/training</p>	Section 151 Officer
Review of the Council's Constitution	<p><i>New priority</i></p> <p>The council's constitution is being refreshed across all aspects of council functions. This will reflect not only the issues highlighted as a separate governance priority above but also the revised senior officer structure and introduction of Place as a Directorate to replace the previously individual directorates of Children's and Adults.</p> <p>The review of constitution will be overseen by the Audit &amp; Governance Committee</p>	Monitoring Officer
Development of a refreshed member and officer development programme	<p><i>New 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>

**Assurance Opinion of the Leader of the Council and the Chief Operating Officer**

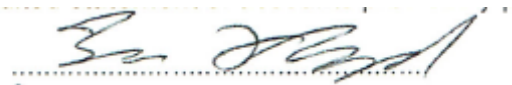
We have been advised on the implications of the result of the review of the effectiveness of the governance framework by senior management. The arrangements continue to be regarded as fit for purpose in accordance with the governance framework. The areas already addressed and those to be specifically addressed with new actions planned are outlined above. We are satisfied that these steps will address the need for improvements that were identified in our review of effectiveness and will monitor their implementation and operation as part of our next annual review.

It is our opinion that the Council's governance arrangements in 2020 - 2021 were sound and provide a robust platform for achieving the Council's priorities and challenges in 2021/2022.

Whilst recognising this, it should be noted that the Coronavirus Pandemic posed and continues to pose significant challenges to the Council's governance arrangements, controls and processes, the outcomes of which are becoming more certain as our recovery develops. The Council has acted with unprecedented speed in its response to the rapidly unfolding Coronavirus pandemic. It has delivered large-scale projects, enacted Government policy and transformed service delivery and ways of doing business against the backdrop of urgent stakeholder need and incomplete and changing information, data and guidance. This has altered the risk and control environment in which the Council is operating at the date of this statement and this will be kept under constant review and additional assurances sought from the work plan of Internal Audit.



Councillor K Aspden  
Leader of the City of York Council



Ian Floyd  
Chief Operating Officer



## **DRAFT UPDATE TO THE ANNUAL GOVERNANCE STATEMENT**

This is an update to the Annual Governance Statement which was issued with the Statement of Accounts and dated 15<sup>th</sup> November 2021. This update covers the period 16<sup>th</sup> November 2021 to 18<sup>th</sup> January 2022.

### **Budget Preparation**

Work has continued towards budget preparation for the forthcoming year and Executive will meet on 7<sup>th</sup> February 2022, with a view to recommending a budget to Council for consideration on 17<sup>th</sup> February 2022.

### **SIRO and Data Protection update**

The Council received positive assurances in respect of its use of investigatory powers and covert surveillance e.g. RIPA in its most recent inspection by the Investigatory Powers Commissioner Office (IPCO) inspection on 27<sup>th</sup> August 2021. The Audit & Governance Committee will receive an update with regards to this at their meeting on 21<sup>st</sup> January 2022: <https://democracy.york.gov.uk/ieListDocuments.aspx?CId=437&MIId=13420&Ver=4>

### **Report in the Public Interest dated 19<sup>th</sup> April 2021, issued by the Council's External Auditor**

On 1<sup>st</sup> December 2021, the LGA presented their initial report to the Audit & Governance Committee and Members had the opportunity to ask questions. The Audit & Governance Committee has asked the LGA to provide a second report in approximately 6 months' time with a progress report of their work. The LGA has committed to this and indicated that they still do intend to provide a report in December 2022 as originally planned. The agenda and reports for this meeting can be found here: <https://democracy.york.gov.uk/ieListDocuments.aspx?CId=437&MIId=13017&Ver=4>

### **Review of the Constitution**

Views from the Chair of the Council's Customer and Corporate Services Scrutiny Management Committee were provided to Audit & Governance Committee on 1<sup>st</sup> December 2021, in so far as they relate to the Council's scrutiny function. The Chair of the Audit & Governance Committee then sought feedback and further views from Members throughout December 2021.

On 2<sup>nd</sup> February 2022, the Audit & Governance Committee will receive a copy of the revised constitution and give consideration to recommending the same to Full Council on 24<sup>th</sup> March 2022 for approval and immediate implementation. The draft revised constitution will be published early as an agenda item for the Audit & Governance Committee so as to provide additional time for consideration.

### **LGA Model Code of Conduct**

Following adoption of the LGA Model Code of Conduct, the Joint Standards Committee has commissioned Hoey Ainscough Ltd to review and refresh all of the supporting procedures and these will be considered by the Committee at their next meeting on 24<sup>th</sup> January 2022.

### **Response to and Recovery from the Coronavirus pandemic**

Following consideration of Public Health advice relating to the steep escalation in positive cases being reported due to the Omicron variant, and the central government guidance to "work from home where

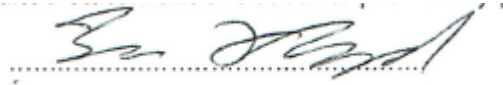
you can”, the decision was taken to suspend all in person council meetings and to re-instate the urgent decision making procedures for the Head of Paid Service for the period 14<sup>th</sup> December 2021, to end of January 2022. The commitment was given to keep this position under regular review.

On 17<sup>th</sup> January 2022, Group Leaders and the Head of Paid Service in consultation with Public Health were of the opinion that in-person meetings will resume from 1<sup>st</sup> February 2022, and all safety measures associated with in-person meetings will be reviewed accordingly. However, the council’s scrutiny function will retain virtual meetings throughout February 2022, save for call-in’s which will be held as in-person meetings.

This is an update to the Council’s Annual Governance Statement and should be read in conjunction with that primary document.



**Councillor K Aspden**  
**Leader of the City of York Council**



**Ian Floyd**  
**Chief Operating Officer**

**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.

**Curtailment**

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**

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.

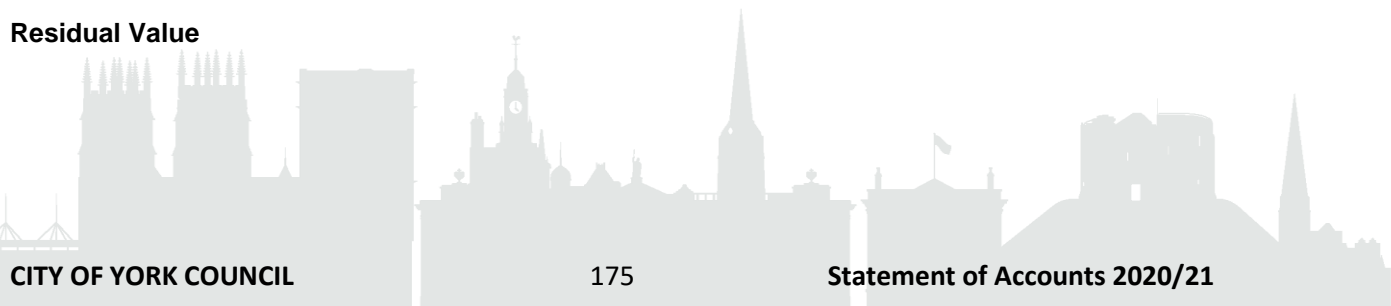
**Related Party**

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**

Removal of an Asset by charging to the CIES, or reversal of accumulated depreciation against a fixed asset on revaluation of that asset.





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**AUDIT & GOVERNANCE COMMITTEE****2 February 2022**

Report of the Monitoring Officer

**Annual Report of the Monitoring Officer****Summary**

It is best practice for the Monitoring Officer to prepare an annual report in respect of governance arrangements for the Council. The Annual Report supports the Council's Annual Governance Statement prepared for the Statement of Accounts. The Committee is invited to note the report which is attached as Annex One to this report. This report has now been updated via supplement annexed to the substantive report to cover the period December 2021 to 24<sup>th</sup> January 2022.

**Background**

The Monitoring Officer is a statutory officer responsible for ensuring that the Council's governance arrangements are effective. It is best practice for the Monitoring Officer to prepare an Annual Report in respect of governance. The Annual Report supports the Council's Annual Governance Statement and provides additional assurance in respect of the overall governance framework including the ethical governance framework.

**Implications**

**Financial** – None directly arising from this report.

**Human Resources (HR)** – none directly arising from this report

**Equalities** – none directly arising from this report

**Legal** –none directly arising from this report

**Crime and Disorder, Information Technology and Property** - none directly arising from this report

## Recommendations

The Audit & Governance Committee is invited to note the Annual Report of the Monitoring Officer.

**Author & Chief Officer responsible for the report:** Janie Berry, Director of Governance & Monitoring Officer

**Report Approved**  **Date** 24 January 2022

**Specialist Implications Officer(s):**

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

**For further information please contact the author of the report**

## Background Papers:

- The Council's Constitution;
- Agendas, Reports and Minutes of council and committee meetings held during the municipal year 2020-2021

## Annex:

- Annex 1 – Annual Report of the Monitoring Officer including updating supplement for the period December 2021 to 24<sup>th</sup> January 2022



## **ANNUAL REPORT OF THE MONITORING OFFICER**

### **1. Purpose/Summary**

To receive a report of the Monitoring Officer addressing the Council's governance and assurance frameworks. It is intended that this report shall support the Council's Annual Governance Statement. This report covers the period 2020-2021 but where necessary provides updated information from 1<sup>st</sup> April 2021, to the point of submission of the Annual Governance Statement in December 2021.

### **2. Information**

The Council's Director of Governance & Monitoring Officer has strategic management of the following services:

- Legal Services;
- Corporate Governance (information governance and customer complaints);
- Democratic Services & Civic Office;
- Elections;
- Internal Audit;
- Policy;
- Communications;
- Business Intelligence; and
- Carbon Reduction.

In preparing this Report, the Monitoring Officer has:

- Regularly met with the Council's Head of Paid Service and s151 Officer;
- Regularly met with the Head of Internal Audit and has had to opportunity to meet with the Council's External Auditor, Mazars where necessary;
- Regularly met with the Corporate Directors and the Director of Public Health;

- Been consulted on and contributed to the Council's current Code of Corporate Governance;
- Drafted the Council's Annual Governance Statement for 2020 - 2021; and
- Undertaken a review of the Council's constitution and in doing so has attended a number of constitutionally prescribed meetings so as to gain an assurance as to the effectiveness of the Council's decision-making framework. This has been particularly pertinent as the Council, for the totality of this period, has been responding to the Coronavirus Pandemic
- Considered the outcomes of reports prepared by the Council's regulators including any Peer Reviews.

### **3. Role of the Monitoring Officer**

The law requires the Council to designate one of its senior officers as the Monitoring Officer. The Monitoring Officer is a member of the Council's Corporate Management Team.

The Monitoring Officer:

- Maintains an up-to-date version of the Constitution and ensures that it is widely available for consultation by Councillors, Officers and the public;
- Ensures that the Council acts and operates within the law, advising on whether decisions of the Executive are lawful and in accordance with the Budget and Policy Framework;
- Is required to report to the Full Council or to the Executive if they consider that any proposal, decision or omission would give rise to unlawfulness. Such a report would have the effect of stopping the proposal or decision being implemented until the report has been considered;
- Reports to the Audit & Governance Committee and Full Council where the Local Government and Social Care Ombudsman issues a Public Report in respect of maladministration or a failure to provide services or a failure in any services provided, under section 31 of the Local Government Act 1974;
- Helps to promote and maintain high standards of conduct by Council Members, Officers, partners and contractors;
- When required, processes complaints about alleged breaches of the code of conduct in accordance with the local arrangements and work with the Joint Standards Committee to deal with breaches and to achieve high standards; and

- Ensures that the register of Councillors' disclosable pecuniary interests is being maintained and considers applications in relating to the granting of dispensations.

#### **4. Other Proper Officer roles**

In addition to the above roles, the Monitoring Officer also has a number of other roles and responsibilities. This Report covers these in so far as they relate to the Council's wider governance arrangements and do not necessarily result from the statutory functions of the Monitoring Officer. In particular, the roles of:

- Senior Responsible Officer in respect of the Regulation of Investigatory Powers Act and reporting on Covert Surveillance;
- Senior Information Risk Owner (SIRO), with overall accountability and responsibility for information risk within the Council and shared risks with delivery partners and third party suppliers. This includes leading and fostering a culture that values, protects and uses information for the public good;
- Deputy Returning Officer for Elections; and
- Nominated Officer point of contact for the Council's Whistleblowing policy.

This Report covers all of these various responsibilities.

#### **5. Statutory Monitoring Officer Reports**

There were no occasions where the Monitoring Officer had reason to believe that there was a likelihood that the Council was about to take a decision that would be unlawful or give rise to maladministration. Consequently, no reports have been issued to the council under Section 5(2) of the Local Government and Housing Act (1989).

#### **6. Report in the Public Interest issued by the Council's External Auditor on 19<sup>th</sup> April 2021.**

As detailed within the Annual Governance Statement, discussion with External Audit continued throughout 2020 – 2021 and this resulted in the issuing of the Report in the Public Interest. This Report was formally received by an Extraordinary Meeting of Full Council on 4<sup>th</sup> May 2021.

Prior to the publication of the Report in the Public Interest, External Audit has given an “except for” opinion in respect of value for money. In coming to this conclusion, the External Auditor considered the evidence in respect of the severance agreement with the former Chief Executive. In their Audit Completion Report conclusions, presented to the Audit & Governance Committee on 31<sup>st</sup> March 2021, four areas relating to elements of the exit package, content and form of the business case, decision records and safeguards to prevent conflict of interest, were highlighted which led them to the opinion that in respect of this decision, they were not satisfied that the Council had arrangements in place for acting in the public interest, through demonstrating and applying the principles and values of sound governance.

The Monitoring Officer, Section 151 Officer and the Head of HR, have taken all steps necessary to ensure that there has been prompt delivery against the agreed Action Plan for the Audit & Governance to consider. As well as the Audit & Governance Committee, GRAG [Governance, Risk and Assurance Group - *see section 7 below for further details*] and the Corporate Management Team receive regular updates in respect of progress of the Action Plan. However it is also acknowledged that the delivery of the Action Plan outcomes must be embedded across the Council.

The fundamental review of the constitution and the adoption of the Model Code of Conduct [both detailed within this report] are key aspects of ensuring long term robustness to the Council’s governance and assurance framework. The Monitoring Officer and the Section 151 Officer support the assistance offered by the Local Government Association in respect of both the short and longer term assurance assessments.

A detailed position, as at November 2021, is included within the Annual Governance Statement in respect of the progress made to deliver the Action Plan approved by Full Council in response to the Report in the Public Interest. The Audit & Governance Committee has continued to discuss progress and the LGA has been commissioned to provide Peer Support with an initial report being given to the Committee in December 2021 and a further report commenting on whether the work has been embedded as part of the refreshed governance culture in December 2022.

## 7. The Constitution

Almost immediately prior to the national lockdown in March 2020, the Audit & Governance Committee considered amendments to the constitution (a process which commenced in 2019). These amendments were approved by Full Council at its first virtual meeting during the lockdown in October 2020.

The Monitoring Officer has now undertaken a fundamental review of the constitution and a draft revised constitution was presented to the Audit & Governance Committee on 8<sup>th</sup> September 2021. The Committee has committed to reviewing the constitution as part of its work programme with a view to being in a position to recommend the same to Full Council for approval in December 2021.

During the lockdown, a plethora of legislation (Acts of Parliament, Regulations and Statutory Instruments) were issued and as such the current constitution was kept under continuous review and amendment so as to ensure there was no detriment in decision making process or the delivery of key services to residents. All such amendments were reported to the Audit & Governance Committee and Full Council.

Going forward, there is a commitment from the Monitoring Officer and the Audit & Governance Committee to undertake a six monthly review of the constitution and an annual fitness for purpose review to ensure it remains up to date and reflective of the Council's role and functions.

The Joint Standards Committee acts as the custodian of the Council's ethical governance framework. As such, the Committee has undertaken a review of the Members Code of Conduct and made a decision to recommend that Full Council adopt the LGA Model Code of Conduct. Full Council is being asked to adopt and immediately implement the same at its meeting in October 2021. The Monitoring Officer has remained of the view that the existing Member Code of Conduct, which is based on the LGA Model Code from 2012, is out of date and that the associated Procedures for dealing with Complaints about Councillors is in need of review. The Committee has agreed and these will be discussed at the meeting of the Joint Standards Committee on 23<sup>rd</sup> September 2021. To support the adoption and implementation of the LGA Model Code (2021 version) and the review of the procedures, the Council has commissioned the support of Hoey Ainscough who are nationally recognised experts in this field.

Member and Officer training hosted by Hoey Ainscough in respect of the LGA Model Code of Conduct and identification of conflicts of interest has already commenced.

Update November 2021:

As detailed within the Annual Governance Statement, the Audit & Governance Committee has progressed its work to review the constitution and has also sought the support of a cross party working group which met throughout October 2021, and early November 2021. The Committee intends to further consider the constitution at its meetings in November and December 2021 and thereafter, if in a position to do so will refer the constitution to Full Council for adoption and immediate implementation in December 2021.

The LGA Model Code of Conduct was approved and immediately adopted by Full Council on 21<sup>st</sup> October 2021. The Joint Standards Committee has now commissioned Hoey Ainscough Ltd to undertake a review of the supporting procedures and will consider the same at its meeting on 23<sup>rd</sup> November 2021. Once approved the Joint Standards Committee will recommend the same to Full Council for adoption and immediate implementation. Once approved, these procedures will be inserted into the Council's Constitution.

## **8. Role of Governance, Risk and Assurance Group**

The Governance Risk and Assurance Group, known hereafter as GRAG had continued to meet and its role as a source of assurance has become more embedded. The Council's Director of Public Health (and Calidicott Guardian) has now formally joined GRAG. There are clear reporting lines to Corporate Management Team and to the Audit & Governance Committee and GRAG takes an active role in the preparation of the Annual Governance Statement and has been consulted in the revisions to the Constitution. All aspects of the Council's governance framework are able to be reviewed by this Group.

During the national lockdown, GRAG played a key role in terms of information sharing to support assurance for example, raising awareness of potential concerns, agreeing proposals for alternative decision making procedures etc.

In the previous report, details were provided as to the steps being taken to address historic concerns in the Children's and Adults



Directorates respectively. During this year, the restructure of the Corporate Management Team has seen the formal amalgamation of the two Directorates into one People Directorate. In the last report the following comment was:

*“The Monitoring Officer is satisfied that the Senior Management Team have commissioned a range of external reviews to support improvement planning and established a new governance structure in the form of an Improvement Board for social care and one for SEND. Both of these have external representation and challenge and were in place prior to the Ofsted Focused visit and SEND inspection.”*

During the course of this year, the People Directorate has brought regular briefing papers to the Corporate Management Team and to the Executive to ensure all are fully apprised of the progress being made but also to highlight staffing issues, aspects of reduced or severely limited resilience, budgetary concerns as well as [high level] major/complex cases.

## 9. Opinions received from the Council’s external regulators

### Local Government and Social Care Ombudsman (LGSCO)

In 2020-2021 there were cases received by the LGSCO. Of these:

Invalid or Incomplete	Advice Given	Referred Back for Local Resolution	Closed after Initial Enquiries	Not Upheld	Upheld	Total Investigated	Total	Uphold Rate (%)	Average uphold rate (%) of similar authorities
1	1	6	17	7	12	19	44	63%	63%

- The LGSCO published reports show the % of upheld decisions based only on the cases where they conduct a detailed investigation and for the council this year it was 63%.of all detailed investigation were upheld. This compares to an average of 63% in similar authorities. However when considered as a % of all cases received by the LGSCO that they have made a decision on, it is 27% were upheld.
- In 100% of cases the LGSCO was satisfied that the council had successfully implemented their recommendations. This

compares to an average of 99% in similar authorities.

- In 17% of upheld cases the LGSCO found the council had provided a satisfactory remedy before the complaint reached them. This compares to an average of 10% in similar authorities. In practice this means that although the LGSCO found there had been fault, the authority had already acknowledged this and provided an appropriate remedy.

There were no cases resulting in maladministration with a public report under section 31 of the Local Government Act 1974.

The LGSCO publishes decision notices on its website in anonymised form whether or not a finding is made against the Council as well as in its annual review letter to the council.

#### Housing Ombudsman Service (HOS)

In 2020 to 2021 there were 6 cases determined by the HOS, of these:

- 5 were upheld as maladministration without a public report
- 1 was not upheld as the council had already offered a satisfactory remedy

There were no cases resulting in maladministration with a public report.

#### Information Commissioner (ICO)

We are not made aware of every concern or complaint against the council made to the ICO, however in 2020-2021 there were 3 cases in regards to FOI and EIRs where the ICO produced and published a decision notice. Of these:

- 2 were upheld in favour of the complainant
- 1 was partially upheld in favour of the complainant.

Senior Information Risk Owner

In 2020-2021 the below information security incidents were recorded and investigated by the council:

Incident	1 April 2020 – 31 March 2021	1 April 2019 – 31 March 2020
Automatically detected and blocked requests to malicious websites	383032  (Significant difference from last year due to revised method of reporting)	850
Scam/phishing emails, which managed to evade the corporate malware detection services, which were reported by customers to ICT for the Information Security team to investigate	16,373,193	15,830,996
Scam/phishing emails, which managed to evade the corporate malware detection services, were reported by customers to ICT for the Information Security team to investigate	278	238
Potentially high risk information security incidents involving council information or systems, which did or could have potentially led to a data loss, and which were investigated by the council	1	5
Mobile phone/handsets which were reported as lost or stolen	3	11
Laptops which were reported as lost or stolen	Waiting for figures from: <a href="mailto:insurance.claims@york.gov.uk">insurance.claims@york.gov.uk</a> . As soon as we receive the figures, ICT Info	1

Sec will forward on.
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There were 239 potential breaches of data protection recorded and investigated by the council which is a small decrease from the previous year 228 of these were found to be actual breaches. Of these:

- 109 were near misses or had no further action to be taken
- 119 resulted in actions being taken to improve processes or to reduce further risk of human error

There was a small decrease in the number of significant breaches we notified and reported to Information Commissioners Office from 3 in 2019-2020 to 2 in 2020-2021.

## **10. Response to Coronavirus Pandemic**

Responding to Coronavirus required the Council to completely transform the way the council operates, reprioritising support to those most in need and to facilitate the ongoing delivery of critical services. This also included how the Council operates its governance and decision-making frameworks.

To ensure that the Council was still able to respond effectively the following amendments to the Constitution were implemented by the Monitoring Officer. These have all been published on the Council's website. Details as to the Council's response to the Coronavirus Pandemic are contained within the Annual Governance Statement prepared for 2020-2021. However the procedures put in place to enable decision making to continue and at pace were successful with the Council delivering a wide range of remote meetings including Full Council.

## **11. Other Governance issues**

### Elections

The Council successfully delivered the Police, Fire and Crime Commissioner Election for York in May 2021. Due to Coronavirus Pandemic, the planning and overall delivery of the election was

fundamentally reviewed as a result of a number of challenges including difficulties with the recruitment of staff, a large proportion of the polling stations not being accessible and a change in count venue to allow for social distancing. The Director of Governance & Monitoring Officer in her capacity as Deputy Returning Officer with Full Powers has liaised closely with the Electoral Commission throughout the process and actively involved key stakeholders including North Yorkshire Police in the wider planning and lessons learned. It is now essential that work commences to plan for the 2023 City Elections.

Update November 2021:

Due to the resignation of the North Yorkshire Police, Fire and Crime Commissioner, a by-election has been called with Polling Day on 25<sup>th</sup> November 2021. Lessons Learned from the May election have been put into practice for this by-election and engagement continues with the Electoral Commission to ensure all project plans and performance measures and risks and integrity planning are in place.

RIPA

Responsibility for overseeing the Council's activities under the Regulation of Investigatory Powers Act (RIPA) transferred from Veritau to the Council's Monitoring Officer in March 2020. We are reviewing the policy and procedures for Covert Surveillance Policy - RIPA and IPA - including use of social media to ensure we have effective and efficient processes (including the provision of training) in place for the operation of the council's actions with regard to covert surveillance and Covert Human Intelligence Sources (CHIS) and that we meet the Investigatory Powers Commissioner's Office (IPCO) requirements for these. There will also be a programme of work with Elected Members/Audit and Governance Committee to enable them to conduct an annual "fit for purpose" review. The Council was not inspected during this year but was notified the IPCO would conduct their inspection on 27<sup>th</sup> August 2021.

Update November 2021:

The outcome of the inspection has now been received and in conclusion, the IPCO is content with the work undertaken to date and has not highlighted any major concerns with the Council's procedures.

### Whistleblowing

The administration of the Whistleblowing Policy rests with the Head of Internal Audit who ensures that, where necessary, Audit & Governance Committee receive a report detailing the whistleblowing activity. The Council's Monitoring Officer acts as an Officer point of contact within the Council and liaises where necessary with the Head of Internal Audit.

### Councillors' Code of Conduct

In 2020-2021 there have been a number of informal and formal complaints that councillors and parish councillors had allegedly breached the respective Codes of Conduct. The Joint Standards Committee has routinely received an update in respect of the progress of complaints received and has also held Sub-Committees to determine the outcome of some of the complex cases made.

The Council appoints Independent persons to assist it in determining any outcomes of an investigation. However during this year, both Independent Persons have indicated that they wish to cease undertaking this role. A recruitment exercise to attract new Independent Persons was unsuccessful and therefore steps are being taken to review options; this includes the re-convening of the Independent Remuneration Panel.

### Register of Councillors' disclosable pecuniary interests

All Councillors have made entries on their register of disclosable pecuniary interests. A number of councillors amended their entries during the year as their circumstances changed. This includes any declarations of gifts and hospitality received during the year.

### Register of Officers' Interests

Managers continue to ensure that officers are aware of their obligations in respect of the Register of Officers' Interests. The register is maintained by the Monitoring Officer. This includes any declarations of gifts and hospitality received during the year.

## **12. Opinion of the Monitoring Officer**

Based on the work to date, the Monitoring Officer is of the opinion that effective governance and assurance frameworks are currently in place, but it is also acknowledged that action does need to be taken to ensure that the Council's governance and ethical governance frameworks remain robust and fit for purpose and that such activity must remain under constant review.

Janie Berry  
Director of Governance & Monitoring Officer  
City of York Council

October 2021  
Updated November 2021

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## **ANNUAL REPORT OF THE MONITORING OFFICER SUPPLEMENTARY UPDATE**

This is a supplement prepared to update the Annual Report of the Monitoring Officer covering the period December 2021 to 24<sup>th</sup> January 2022. The Annual Report of the monitoring Officer is intended to support the Council's Annual Governance Statement.

### **Report in the Public Interest issued by the Council's External Auditor on 19<sup>th</sup> April 2021**

On 1<sup>st</sup> December 2021, the Audit & Governance Committee received an initial report from the Local Government Association detailing its initial findings. The LGA also responded to questions from the Committee and the Committee has invited the LGA to prepare a second report in approximately six months' time in addition to the existing commitment of a report in December 2022.

The report from the LGA can be found at here:

<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=437&MId=13017&Ver=4>

Officers have continued to make progress against the Action Plan approved by Full Council, and the revised draft Constitution has been published in readiness for consideration by the Audit & Governance Committee on 2<sup>nd</sup> February 2022 here:

<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=437&MId=13018&Ver=4>

The Joint Standards Committee invited Hoey Ainscough to draft a flowchart to be a mandatory annex to all council agendas to support Members identifying whether or not they have a conflict of interest. This flowchart will be considered by the Joint Standards Committee on 24<sup>th</sup> January 2022, and should it be approved its use will be immediately implemented.

### **The Constitution**

Subject to the Committee's approval, the revised draft Constitution will be recommended for Full Council at its meeting on 24<sup>th</sup> March 2022, for consideration, immediate adoption and implementation. Training is currently being planned as it will be required for both Members and Officers in respect of raising awareness of the constitution.

## Member Code of Conduct

At its meeting in November 2021, the Joint Standards Committee sought further amendments from Hoey Ainscough in respect of the procedures supporting the implementation of the Code of Conduct especially with regards to the handling of complaints once received by the Monitoring Officer. The Committee has also commissioned Hoey Ainscough to review the Relations between Officers & Members Protocol.

The Joint Standards Committee will be holding a further meeting on 24<sup>th</sup> January 2022, to further consider the work by Hoey Ainscough. Subject to the Committee approving the revised draft procedures and protocols, they will be recommended for inclusion in the revised draft Constitution for consideration and adoption by Full Council in March 2022.

## Senior Information Risk Owner

A correction is required to the details previously published which should read as follows:

<b>Incident</b>	<b>1 April 2020 – 31 March 2021</b>	<b>1 April 2019 – 31 March 2020</b>
Blocks of malicious content from firewall logs, web filtering logs and spam email logs	16,373,193	15,830,996
Scam/phishing emails, which managed to evade the corporate malware detection services, were reported by customers to ICT for the Information Security team to investigate	278	238
Laptops which were reported as lost or stolen	0	1

## **Response to Coronavirus Pandemic**

The emergence and rapid escalation of the Omicron strain, promoted the council to consider its public meetings calendar in December 2021, with the decision being taken that until January 2022, the Council would revert to using its urgent decision-making powers by the Head of Paid Service. This position remained under regular review and on 17<sup>th</sup> January 2022, following updated advice from Public Health, public/in person meetings will resume from 1<sup>st</sup> February 2022 for all decision making committees. However throughout February 2022, the council will continue to deliver its Overview and Scrutiny function by remote means save for call-ins which will be in person. This position remains under review.

## **Other Governance Issues**

### Elections

The Council successfully delivered the North Yorkshire Police, Fire and Crime Commissioner By-election on 25<sup>th</sup> November 2021. A Lessons Learned meeting has now taken place which was attended by the Electoral Commission and other key stakeholders across the council. It was recognised that the actions taken to deliver the election had been positive in gaining corporate ownership of the delivery of the election and that no concerns or complaints had been reported. The Council is now planning for the City Elections in May 2023.

## **Opinion of the Monitoring Officer**

The opinion of the Monitoring Officer remains as reported in the substantial report provided to the Audit & Governance Committee.

Janie Berry  
Director of Governance & Monitoring Officer  
City of York Council

24<sup>th</sup> January 2022

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**AUDIT & GOVERNANCE COMMITTEE****2 February 2022**

Report of the Director of Governance

**Progress against the Action Plan prepared in response to the Public Interest Report****Summary**

To provide an update on the progress being made with regards to delivery of the Action Plan prepared in response to the Report in the Public Interest dated 19<sup>th</sup> April 2021.

**Background**

The Council is required to address the recommendations set out in the Report in the Public Interest dated 19<sup>th</sup> April 2021, and accepted by Full Council on 4<sup>th</sup> May 2021. An Action Plan was also approved by Full Council and Audit & Governance Committee has been asked to oversee the delivery of the Action Plan.

Work to address the various aspects of the Action Plan continues.

**The Council's Constitution**

The revised draft constitution has now been published and is to be considered as a separate agenda item for this Committee meeting. Subject to the views of the Audit & Governance Committee, it is anticipated that the revised draft constitution will be recommended to Full Council on 24<sup>th</sup> March 2022, for consideration at immediate adoption and implementation. Revising the constitution is a supporting theme across the Action Plan.

Once finalised, training plans will be scoped and developed to support the implementation of the revised constitution.

## Model Code of Conduct for Members

The Joint Standards Committee will meet on 24<sup>th</sup> January 2022, to continue its work in reviewing the procedures which sit behind the Model Code which was adopted and implemented by Full Council in October 2021. The Joint Standards Committee has commissioned Hoey Ainscough to review the procedures relating to the conduct of complaints once they are received by the Monitoring Officer, the Relations between Officer and Member Protocol and also the development of a flowchart which can be a mandatory annex to all council agendas and will assist Members in identifying whether they have a conflict of interest or not.

Subject to the views of the Joint Standards Committee, it is anticipated that these above mentioned procedures will be incorporated into the Council's revised draft Constitution and thus approved for immediate adoption and implementation by Full Council in March 2022.

## **Implications**

**Financial** – None directly arising from this report. The Council is a member of the LGA and therefore the support from the LGA is at nil cost.

**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<sup>th</sup> April 2021, and therefore is required to undertake necessary steps to address the highlighted recommendations. The various individual steps required in addressing these recommendations may in themselves require legal advice.

**Crime and Disorder, Information Technology and Property** - None directly arising from this report.

## **Recommendations**

To receive an update on the progress being made with regards to delivery of the Action Plan prepared in response to the Report in the Public Interest dated 19<sup>th</sup> April 2021.

## Reasons for the Recommendation

The Audit & Governance Committee is required by Full Council to monitor the delivery of the Action Plan prepared in response to the Public Interest Report.

## Options

There are no other options for the Committee to consider on this occasion.

**Author & Chief Officer responsible for the report:** Janie Berry, Director of Governance & Monitoring Officer

**Report  
Approved**

**Date** 24 January  
2022

## Specialist Implications Officer(s):

Debbie Mitchell, Chief Finance Officer and Section 151

**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 4<sup>th</sup> May 2021
- Agenda, Reports and Minutes of the Audit & Governance Committee
- Agenda and Reports of the Joint Standards Committee on 24<sup>th</sup> January 2022

- The revised draft Constitution (published for consideration by the Audit & Governance Committee on 2<sup>nd</sup> February 2022)



## Audit & Governance Committee – draft 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
<b>9<sup>th</sup> March</b> <i>Papers published 01/03</i>			
Governance	Progress against the Action Plan	<u>CYC</u> Janie Berry	
Governance	Review of the Constitution	<u>CYC</u> Janie Berry	
Governance	Review of work plan/meetings schedule for 2022-2023	<u>CYC</u> Janie Berry	
Finance	Scrutiny of the Treasury Management Strategy Statement and Prudential Indicators	<u>CYC</u> Debbie Mitchell	
<b>6<sup>th</sup> April</b> <i>Papers published 29/03</i>			
Risk	Key Corporate Risks monitor 4	<u>CYC</u> Sarah Kirby	Update on Key Corporate Risks (KCRs)
External Audit	Mazars Audit Progress (if required)	<u>Mazars</u> Mark Kirkham	Update report from external auditors detailing progress in delivering their responsibilities as the Council's external auditors.
Governance	Progress against the Action Plan	<u>CYC</u> Janie Berry	
HR	Governance Update from Head of HR on CYC settlement agreements	<u>CYC</u> Helen Whiting	
Veritau (internal audit / counter fraud)	Internal Audit & Fraud Plan & Progress report	<u>Veritau</u> Max Thomas/ Richard Smith	An update on progress made in delivering the internal audit work plan for 2021/22 and on current counter fraud activity. Including reporting on progress made by council departments in implementing actions agreed as part of internal audit work.

Veritau (internal audit / counter fraud)	Internal audit and counter fraud plans 2022/23	<u>Veritau</u> Max Thomas/ Richard Smith	To present internal audit and counter fraud plans for 2022/23 to the committee for approval.
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