Notice of a public meeting of
Audit & Governance Committee

To:	Councillors Pavlovic (Chair), Fisher (Vice-Chair), Mason, D Taylor, Wann, Webb and Lomas Mr Mann and Mr Mendus (Independent Member)
Date:	Wednesday, 19 June 2019
Time:	5.30 pm
Venue:	The Snow Room - Ground Floor, West Offices (G035)

A G E N D A

1. Declarations of Interest

At this point in the meeting, Members are asked to declare:

- any personal interests not included on the Register of Interests
- any prejudicial interests or
- any disclosable pecuniary interests

which they might have in respect of business on this agenda.

2. Minutes (Pages 1 - 8)

To approve and sign the minutes of the meeting of the Audit & Governance Committee held on 6 March 2019.

3. Public Participation

It is at this point in the meeting that members of the public who have registered their wish to speak can do so. The deadline for registering is by **5:00pm** on **Tuesday 18 June 2019**. To register please contact the Democracy Officer for the meeting, on the details at the foot of this agenda.

Filming, Recording or Webcasting Meetings
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Residents are welcome to photograph, film or record Councillors and Officers at all meetings open to the press and public. This includes the use of social media reporting, i.e. tweeting. Anyone wishing to film, record or take photos at any public meeting should contact the Democracy Officer (whose contact details are at the foot of this agenda) in advance of the meeting.

The Council's protocol on Webcasting, Filming & Recording of Meetings ensures that these practices are carried out in a manner both respectful to the conduct of the meeting and all those present. It can be viewed at:
http://www.york.gov.uk/download/downloads/id/11406/protocol_for_webcasting_filming_and_recording_of_council_meetings_20160809.pdf

4. **Key Corporate Risks Monitor** (Pages 9 - 40)

The purpose of this paper is to present the Committee with an update on the key corporate risks for the Council. This includes a detailed analysis of KCR6 (Health and Wellbeing).

5. **Draft Statement of Accounts incl. Annual Governance Statement** (Pages 41 - 232)

The purpose of this report is to present for information the draft 2018/19 Statement of Accounts before they are audited.

6. **Annual Report of the Audit & Governance Committee** (Pages 233 - 244)

This report seeks Members' views on the draft annual report of the Audit and Governance Committee for the year ended 6 March 2019, prior to its submission to Full Council.

7. **Treasury Management Outturn Report** (Pages 245 - 258)

Attached at Annex 1 is the draft Treasury Management Annual Report and Review of Prudential Indicators 2018/19, which provides an update on treasury management activity during the year.

8. Mazars Audit Progress Report (Pages 259 - 276)

The paper attached at Annex A from Mazars, the Council's external auditors, reports on progress in delivering their responsibilities as auditors.

9. Annual Report of the Head of Internal Audit (Pages 277 - 318)

This report summarises the outcome of audit and counter fraud work undertaken in 2018/19 and provides an opinion on the overall adequacy and effectiveness of the council's framework of governance, risk management and internal control.

10. Forward Plan (Pages 319 - 326)

This paper presents the future plan of reports expected to be presented to the Committee during the forthcoming year to February 2020.

11. Urgent Business

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

Democracy Officer:

Laura Clark
Tel: (01904) 552207
Email: Laura.Clark@york.gov.uk

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

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 **(Cantonese)**

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। **(Bengali)**

Ta informacja może być dostarczona w twoim własnym języku. **(Polish)**

Bu bilgiyi kendi dilinizde almanız mümkündür. **(Turkish)**

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ **(Urdu)**

☎ (01904) 551550

City of York Council	Committee Minutes
Meeting	Audit & Governance Committee
Date	6 March 2019
Present	Councillors Cannon (Chair), Steward (Vice-Chair), Lisle, Cuthbertson (Items 1-5), Williams, Mason, Mendus (Independent Member) and D Taylor (Substitute for Councillor Kramm)
Apologies	Councillors Kramm and Dave Mann

58. Declarations Of Interest

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

Councillor Dave Taylor declared a prejudicial interest in item 4 (Non-disclosure agreements) and withdrew from the meeting.

59. Public Participation

It was reported that there had been one registration to speak at the meeting under the Council's Public Participation Scheme.

Gwen Swinburn, a resident, spoke on her concerns on a number of items in the Committee's remit. Firstly, her disappointment that there had still been no review of the constitution and that there was still no plan for the updates to be made. Secondly, the public interest report which had not been implemented. She stated that she felt Key Decisions were being misclassified or made unlawfully by Officers or individual Executive Members and that Officer Decisions were being administered against both the law and the constitution. She also spoke on recommendations from the ICO Data Protection Audit not being implemented, including record retention protocols. Finally, she thanked the Committee for their hard work over the period of this administration and hoped that this would continue post-election.

60. **Minutes**

Resolved: That the minutes of the meeting held on 6 February 2019 be approved and then signed by the Chair as a correct record, with the following addition:

Minute Item 52:

After the following sentence

'During Discussion Members made the following comments:'

Add the following bullet point:

- That consideration be given to setting a timescale by which whistleblowing investigations should be concluded

Matters Arising:

Officers updated the Committee on the following issues arising from the minute of the previous meeting

- One Planet York App Data Breach – This case had recently been closed by the ICO and no further action would be taken. Further information would be circulated to Members via email over the next few days; and
- Whistleblowing Policy – The Joint Standards Committee Task Group had recently met and their comments would be fed back to Veritau.

61. **Non- Disclosure Agreements**

Members considered a report providing an explanation of the concept and use of "non disclosure agreements" by CYC in the context of employment law, as previously requested by the Committee.

The Head of HR and HR Manager attended the meeting to present the report and answer Member questions. They stated that CYC used settlement agreements, and that Non-disclosure agreements were a clause within these. They were a mutual agreement between parties to terminate employment. They explained this report outlined current officer involvement in the process. There was no definitive answer as to the involvement of Members in the process across the ten authorities the Head of HR had looked at.

In response to Member questions they stated that:

- Independent legal advice would be given to an individual on the Settlement Agreement and a portion of this cost would be met by the Local Authority; this was a set fee plus VAT;
- Section 5 of the Constitution contained a summary of the access to information rules and need to know. The report was stating that, if Members were involved in the detail of NDAs it was important to demonstrate the 'need to know' in each case. This was not suggesting there was an issue with general oversight of the process;
- Their understanding of 'Member involvement' in NDAs was a small number of Members, such as the Staffing Matters and Urgency Committee, not all 47 Councillors;
- There was merit in Members having oversight of NDAs. This was already the case when looking at dismissal of Chief Officers. A format could be considered as to how this oversight would work, but the decision would still have to be made by the relevant Officer; and
- Members could choose to recommend a change to the Constitution, but not every HR procedure or process was contained within it and so implementation of the Committees recommendations did not need to wait for a constitution review.

During discussion Members made some of the following points:

- Settlement agreements should be considered somewhere, for example Staffing Matters and Urgency Committee, in order to discharge transparency and openness obligations and to give Members oversight;
- There was a need to distinguish between oversight and involvement in order to maintain the roles of Officers and Members; and
- Some Members expressed concern at the idea of Members being involved with individual decisions, rather than having oversight of the process. It was felt that not

every Executive Member would be happy with being consulted and would want to get very 'hands on'.

Resolved: That the following recommendations be made:

- A system of Member oversight of proposed settlement agreements and non-disclosure clauses be introduced to ensure that expenditure of Council Tax payers money is prudent and accountable;
- There should be a presumption against Non-disclosure agreements unless a business case is presented that is viable and is then approved by Members (in a format to be decided); and
- A formalised process be implemented so that there is consultation with Members on proposed settlement agreements and that the Constitution be amended to reflect this.

Reason: To ensure Member oversight of settlement agreements and non-disclosure clauses.

62. Monitor 4 2018/19 - Key Corporate Risks (Inc. Kcr 6 Health & Wellbeing)

Members received a report providing an update on the Key Corporate Risks for the Council. This included a detailed analysis of KCR6 (Health and Wellbeing). The Principal Accountant attended the meeting to present the report and answer Member questions. She stated that this was the last KCR Monitor for the financial year.

On KCR 6 (Health and Wellbeing) the Director of Public Health had been unable to attend the meeting but would respond to Member questions in writing.

In response to Member questions Officers stated that:

- Two actions due for completion at the end of the month on Health & Safety Issues should be on track and a written response on this would be provided;
- The Public Health Strategy was due for delivery in February and written confirmation of this would be provided to the Committee;

- Analysis of the implications of a no-deal Brexit was ongoing and an update would be provided in writing for the Committee;
- Detail on Community Stadium Project was still subject to confidential commercial discussions but there would be a need to reflect on delays moving forward; and
- KCRs were regularly reviewed with the Council Management Team (CMT).

Members stated that it was very disappointing that there was no representative from Public Health at the meeting and commented on the poor quality of KCR 6. They requested that this section of the report be brought back to the next meeting of this Committee with an appropriate Officer in attendance.

Resolved: That Members:

1. consider the key corporate risks included at Annex A;
2. request that KCR6 (Health and Wellbeing) be brought back to Committee in June 2019 and an appropriate officer be in attendance to answer Member questions; and
3. note that the 2019/20 Monitor 1 report would include a detailed analysis of KCR7 Capital Programme.

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

63. Mazars Audit Progress Report

Members considered a report from Mazars, the Council's external auditors, on progress in delivering their responsibilities as auditors.

The Engagement Lead (Partner) and Senior Manager, Mazars, attended the meeting to present the report. They stated that the certificate for the 2017/18 audit had been signed the day before. This was as the objection made had not been upheld and the audit was now complete.

They went on to state that in relation to 2018/19 work, and this update, there were currently no significant matters to report. They also stated that the audit was very much on track.

Some Members commented on the fact that the report contained very little information specific to York and that perhaps the report could be brought to Committee less frequently.

Resolved: That Members note the progress report.

Reason: To ensure Members are aware of Mazars progress in delivering their responsibilities as external auditors.

64. Audit & Counter Fraud Monitoring Report

Members considered a report providing an update on progress made in delivering the internal audit work plan for 2018/19 and on current counter fraud activity.

The Head of Internal Audit attended the meeting to present the report. He highlighted that they were on track to complete the audit plan.

In response to Member questions he stated that:

- In relation to the Adult Education audit, this could be passed to the relevant scrutiny committee to consider if the Committee felt this was appropriate;
- CMT had been made aware of the issues on Information Security Checks and work was being undertaken to complete recommended actions;
- Completed audits with March completion dates would still be circulate by email when finalised, but they would take advice on the procedure during purdah;
- Fieldwork meant that all work was done and the report was being drafted, this was further on than ‘in progress’;
- In relation to Counter Fraud the savings discussed on page 87 of the agenda were actual monetary savings back to the Council.

Resolved:

1. That the report on Audit and Counter Fraud activity be noted; and
2. That the Adult Education audit report be passed to the relevant scrutiny committee for consideration.

Reason: To enable members to consider the implications of audit and fraud findings.

65. Internal Audit Follow Up Report

Members received the regular six monthly report to the committee setting out progress made by council departments in implementing actions agreed as part of internal audit work.

The Head of Internal Audit presented the report. He stated that where there were revised target dates, Veritua were content there were appropriate reasons for the delay. None of the revised target dates were more than 6 months beyond the original targets for implementation.

In response to Member questions he stated that delayed actions were not yet a cause for concern. If Veritau thought there were unacceptable reasons for delay, or that delays posed a significant risk to the Council, then it would be reported to the Committee.

Resolved: That the report be noted.

Reason: To enable Members to fulfil their role in providing independent assurance on the council's control environment.

66. Internal Audit & Counter Fraud Plans 2019/20

Members considered a report which sought approval for the planned programme of internal audit work to be undertaken in 2019/20. It included details of the planned programme of counter
fraud work.

The Head of Internal Audit presented the report. He stated that consultation on the audit plan was now complete and the final plan was ready for the Committee's approval. He explained that the audit resource had been reduced by around 10% so it was more challenging to include everything they might have wished to cover. He also stated that the plan needed to be flexible and would they would always monitor for new and emerging risks.

Members thanked Veritau for the addition of the home working and insurance items on the plan.

Resolved: That Members approve the Internal Audit & Counter Fraud Plans 2019/20.

Reason: In accordance with the committee's responsibility for overseeing the work of internal audit and the counter fraud service.

67. Forward Plan

Members considered the future plan of reports expected to be presented to the Committee during the forthcoming year to February 2020.

Resolved: That the forward plan for the period to February 2020 be agreed, subject to the following amendment:

June 2019 – KCR 6 to come back to Committee as part of the next KCR Monitor

Reason: To ensure the Committee receives regular reports in accordance with the functions of an effective audit committee.

Councillor Cannon, Chair
[The meeting started at 5.30 pm and finished at 7.15 pm].

Audit & Governance Committee 19 June 2019

Report of the Director of Customer and Corporate Services

Monitor 1 2019/20 - Key Corporate Risks

Summary

1. The purpose of this paper is to present Audit & Governance Committee (A&G) with an update on the key corporate risks (KCRs) for City of York Council (CYC), which is included at Annex A.

2. A detailed analysis of KCR6 (Health and Wellbeing) is included at Annex B.

Background

3. The role of A&G in relation to risk management covers three major areas;
   - Assurance over the governance of risk, including leadership, integration of risk management into wider governance arrangements and the top level ownership and accountability for risk
   - Keeping up to date with the risk profile and effectiveness of risk management actions; and
   - Monitoring the effectiveness of risk management arrangements and supporting the development and embedding of good practice in risk management

4. Risks are usually identified in three ways at the Council;

   - A risk identification workshop to initiate and/or develop and refresh a risk register. The risks are continually reviewed through directorate management teams (DMT) sessions.
   - Risks are raised or escalated on an ad-hoc basis by any employee
   - Risks are identified at DMT meetings

5. Due to the diversity of services provided, the risks faced by the authority are many and varied. The Council is unable to manage all risks at a corporate level and so the main focus is on the significant risks to the council's objectives, known as the key corporate risks (KCRs).

6. The corporate risk register is held on a system called Magique. The non KCR risks are specific to the directorates and consist of both strategic and

operational risk. Operational risks are those which affect day to day operations and underpin the directorate risk register. All operational risk owners are required to inform the risk officer of any updates.

7. In addition to the current KCRs, in line with the policy, risks identified by any of the Directorates can be escalated to Council Management Team (CMT) for consideration as to whether they should be included as a KCR. KCRs are reported bi-annually to CMT.

8. The Risk and Insurance Officer attends DMTs bi-annually to update directorate risks.

Key Corporate Risk (KCR) update

9. There are currently 12 KCRs which are included at Annex A in further detail, alongside progress to addressing the risks.

10. In summary the key risks to the Council are:

- KCR1 – Financial Pressures: The Council's increasing collaboration with partnership organisations and ongoing government funding cuts will continue to have an impact on Council services
- KCR2 – Governance: Failure to ensure key governance frameworks are fit for purpose.
- KCR3 – Effective and Strong Partnership: Failure to ensure governance and monitoring frameworks of partnership arrangements are fit for purpose to effectively deliver outcomes.
- KCR4 – Changing Demographics: Inability to meet statutory deadlines due to changes in demographics
- KCR5 – Safeguarding: A vulnerable child or adult with care and support needs is not protected from harm
- KCR6 – Health and Wellbeing: Failure of Health and Wellbeing Board to deliver outcomes, resulting in the health and wellbeing of communities being adversely affected.
- KCR7 – Capital Programme: Failure to deliver the Capital Programme, which includes high profile projects
- KCR8 - Local Plan: Failure to develop a Local Plan could result in York losing its power to make planning decisions and potential loss of funding
- KCR9 – Communities: Failure to ensure we have resilient, cohesive, communities who are empowered and able to shape and deliver services.
- KCR10 – Workforce Capacity: Reduction in workforce/ capacity may lead to a risk in service delivery.
- KCR11 – External market conditions: Failure to deliver commissioned services due to external market conditions.
- KCR12 – Major Incidents: Failure to respond appropriately to major incidents.

11. Risks are scored at gross and net levels. The gross score assumes controls are in place such as minimum staffing levels or minimum statutory requirements. The net score will take into account any additional measures which are in place such as training or reporting. The risk scoring matrix is included at Annex C for reference.

12. The following matrix categorises the KCRs according to their net risk evaluation. To highlight changes in each during the last quarter, the number of risks as at the previous monitor are shown in brackets.

Impact					
Critical			5 (5)		
Major			6 (6)		
Moderate		1 (1)			
Minor					
Insignificant					
Likelihood	Remote	Unlikely	Possible	Probable	Highly Probable

13. By their very nature, the KCRs remain reasonably static with any movement generally being in further actions that are undertaken which strengthen the control of the risk further or any change in the risk score. In summary, key points to note are as follows;

- New Risks- There are no new risks since the last monitor
- Increased Risks – no KCRs have increased their net risk score since the last monitor
- Removed Risks – no KCRs have been removed since the last monitor
- Reduced Risks – No KCRs have reduced their net risk score since the last monitor

Updates to KCR actions or controls since the last monitor report

14. KCR4 – Changing Demographics. The action has been updated in relation to the Local Plan. CYC will undertake a review to link the Local Plan and Major development projects to demographic data to determine the impact on all CYC services. The Local Plan is currently in the public enquiry process which will consider the impact on demographics.

15. KCR5 – Safeguarding. A new control has been added - Children's Social Care records system is upgraded. This is monitored by a project board. On going development is planned and awaiting costings.

16. KCR6 – Health and Wellbeing. New risk details, implications and controls have been added which are covered in further detail in Annex B.

17. KCR10 – Workforce/Capacity. The action has been updated. A Workplace Health & Wellbeing Group has been established with staff & trade union

representation which is chaired by the Director of Public Health. A staff health & wellbeing survey has been undertaken & this is being followed up by staff focus groups. The outputs of this work will be used to develop a Workplace Health & Wellbeing Strategy for the organisation. The council has recently signed up to a pledge to become a Time to Change Employer with a focus on mental health.

18. Further details on the above are included at Annex A.

Options

19. Not applicable.

Council Plan 2015 - 2019

20. The effective consideration and management of risk within all of the council's business processes helps support achieving 'evidence based decision making' and aid the successful delivery of the three priorities.

Implications

21. There are no further implications.

Risk Management

22. In compliance with the council's Risk Management Strategy, there are no risks directly associated with the recommendations of this report. The activity resulting from this report will contribute to improving the council's internal control environment.

Recommendations

23. Audit and Governance Committee are asked to:

(a) consider and comment on the key corporate risks included at Annex A;
(b) consider and comment on the information provided in relation to KCR6 Health and Wellbeing included at Annex B;
(c) note that the 2019/20 Monitor 2 report will include a detailed analysis of KCR7 Capital Programme;
(d) provide feedback on any further information that they wish to see on future committee agendas

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

Contact Details Authors:	**Chief Officer Responsible for the report:**	
Sarah Kirby Principal Accountant (Corporate Finance) 01904 551635	Ian Floyd Deputy Chief Executive/ Director of Customer & Corporate Services	
Lisa Nyhan Corporate Risk and Insurance Manager 01904 552953	**Report Approved** ✓	**Date** 10/6/19

Specialist Implications Officer(s)
Sharon Stoltz
Director of Public Health
(01904) 553224

Wards Affected All

Annexes

A – Key Corporate Risk Register

B – Analysis of KCR6 Health and Wellbeing

C - Risk Scoring Matrix

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ANNEX A
KEY CORPORATE RISK REGISTER AT M1 2019/20

KCR 1 FINANCIAL PRESSURES: The ongoing government funding cuts will continue to have an impact on council services. Over the course of the last 4 years there has been a substantial reduction in government grants leading to significant financial savings delivered. The council needs a structured and strategic approach to deliver the savings in order to ensure that any change to service provision is aligned to the council's key priorities. In addition other partner organisations are facing financial pressures that impact on the council.

Risk Detail (cause)	Implications (consequence)	Gross Likelihood	Gross Impact	Controls	Net Likelihood	Net Impact	Direction of Travel	Risk Owner and Actions
Reduction in government grants leading to the necessity to make savings Increased service demand and costs (for example an aging population). Financial pressures on other partners that impact on the council	Potential major implications on service delivery Impacts on vulnerable people Spending exceeds available budget	Probable	Major (20)	Regular budget monitoring Effective medium term planning and forecasting Chief finance officer statutory assessment of balanced budget Regular communications on budget strategy and options with senior management and politicians Skilled and resourced finance and procurement service, supported by managers with financial awareness Efficiency Plan agreed by Executive June 2016 secured funding until 2019/20 Ongoing analysis of 'no deal' Brexit implications through reports to Executive Financial Strategy 2019/20 approved	Possible	Moderate (14)	No change	Development of budget strategy for 2020/21 (Ian Floyd, 31/01/2020)

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KCR 2 GOVERNANCE: Failure to ensure key governance frameworks are fit for purpose. With the current scale and pace of transformation taking place throughout the organisation it is now more important than ever that the council ensures that its key governance frameworks are strong particularly those around statutory compliance including information governance, transparency and health and safety.

Risk Detail (cause)	Implications (consequence)	Gross Likelihood	Gross Impact	Controls	Net Likelihood	Net Impact	Direction of Travel	Risk Owner and Actions
Increased interactions in relation to FOIA and transparency Failure to comply with data protection and privacy legislation Serious breach of health and safety legislation Failure to comply with statutory obligations in respect of public safety	Increases in cases held or fines levied by Information Commissioner Failing to meet the legal timescales for responding to FOIA may result in reduced confidence in the council's ability to deal with FOIA and in turn, its openness and transparency Individuals will be at risk of committing criminal offences if they knowingly or recklessly breach the requirements of the GDPR legislation. Potential increased costs to the council if there are successful individual claims for compensation as a result of a breach of GDPR legislation. Impact on the end user/customer Public and staff safety may be put at risk Possible investigation by HSE Prohibition notices might be	Probable	Major (20)	Electronic Communication Policy IT security systems in place Governance, Risk and Assurance Group (GRAG) Ongoing Internal Audit review of information security Health and Safety monitoring Regular monitoring reports to Audit & Governance committee and Executive Member decision sessions Open Data platform providing Freedom of Information (FOI) requested data Regular review of transparency code legislation and compliance Ongoing management of data architecture to provide de-personalised data to open data platform Public Protection Annual Control Strategy	Possible	Major (19)	No change	Ongoing Action - Health and Safety training programmes at all levels (Ian Floyd, 31/03/2020) Ongoing Action: regular review of internal audit reviews and recommendations (Ian Floyd 31/03/20)

Risk Detail (cause)	Implications (consequence)	Gross Likelihood	Gross Impact	Controls	Net Likelihood	Net Impact	Direction of Travel	Risk Owner and Actions
	served preventing delivery of some services Prosecution with potential for imprisonment if Corporate Manslaughter Further incidents occur Adverse media/ social media coverage Reputational impact			Additional resource, training and improved processes to deal with FOIA requests Additional resource, training and improved processes to deal with the implementation of GDPR				

KCR 3 EFFECTIVE AND STRONG PARTNERSHIPS: Failure to ensure partnership arrangements are fit for purpose to effectively deliver outcomes. In order to continue to deliver good outcomes and services, the council will have to enter into partnerships with a multitude of different organisations whether they are public, third sector or commercial entities. The arrangements for partnership working need to be clear and understood by partners to ensure they deliver the best possible outcomes.

Risk Detail (cause)	Implications (consequence)	Gross Likelihood	Gross Impact	Controls	Net Likelihood	Net Impact	Direction of Travel	Risk Owner and Actions
Failure to effectively monitor and manage partnerships Partner (especially NHS, Academies) financial pressures may affect outcomes for residents Unilateral decisions made by key partners may effect other partners' budgets or services Financial pressure on York Teaching Hospitals NHS Foundation Trust (YTHFT) and Vale of York Clinical Commissioning Group (VOYCCG)	Key partnerships fail to deliver or break down Misalignment of organisations' ambitions and direction of travel Ability to deliver transformation priorities undermined Adverse impact on service delivery Funding implications Reputational impact	Probable	Major (20)	Account management approach to monitoring key partnerships Internal co-ordination such as Creating Resilient Communities Working Group (CRCWG)	Possible	Moderate (14)	No change	Ongoing action - Monitoring of controls (CMT, 31/03/2020)

ANNEX A
KEY CORPORATE RISK REGISTER AT M1 2019/20

KCR 4 CHANGING DEMOGRAPHICS: **Inability to meet statutory duties due to changes in demographics.** York has a rapidly changing demographic in relation to both residents and business. This brings with it significant challenges particularly in the delivery of adult social care and children's services. There has also been significant inward migration and as such the council needs to ensure that community impacts are planned for and resourced.

Risk Detail (cause)	Implications (consequence)	Gross Likelihood	Gross Impact	Controls	Net Likelihood	Net Impact	Direction of Travel	Risk Owner and Actions
Development and regeneration makes York more desirable and accessible to residents, students and business, resulting in increasing inward migration to York. An increase in the aging population requiring services from the council Increase in complexity of needs as people get older Increase in people living with dementia Increase in ethnic diversity of the population means that the council has to understand the needs of different communities in relation to how services are delivered Growing number of people with SEND or complex needs living into adulthood Demographic of workforce supply unable to meet	Increased service demand from residents, including; statutory school placements, SEND, mental health, adult social care and environmental services (eg waste collection) Increased service demand in relation to business (eg Regulation, Planning) Impact of additional demands cause significant financial and delivery challenges, such as a rise in delayed discharges Reputational impact as these mainly impact high risk adult and children's social care service areas Unable to recruit workers in key service areas eg care workers	Probable	Major (20)	Place planning strategy to ensure adequate supply of school places DfE returns and school population reported every 6 months Local area working structures in frontline services, including Early intervention initiatives and better self-care Assessment and Care management review underway, to better manage adult social care demand on CYC Advice and Information Strategy underway, to provide residents with direct access to support and services, to better manage adult social care demand on CYC Investment in support brokerage work with NHS integrated commissioning Stakeholder and officer group, to create a more connected and integrated health and social care system. Officer caseload monitoring	Possible	Major (19)	Update to action	Ongoing Action - Ensure adequate supply of schools places (CYC Place Planning Strategy, Governance Structure) (Amanda Hatton, 31/03/2020) Further redesign and implementation of new arrangements for early intervention and prevention (Sophie Wales, 30/6/2019) Undertake a review to link the Local Plan and Major development projects to demographic data to determine the impact on all CYC services. **UPDATE:** The Local Plan is currently in the public enquiry process which will consider the impact (CMT, 30/09/19)

ANNEX A
KEY CORPORATE RISK REGISTER AT M1 2019/20

Risk Detail (cause)	Implications (consequence)	Gross Likelihood	Gross Impact	Controls	Net Likelihood	Net Impact	Direction of Travel	Risk Owner and Actions
workforce demand Failure to plan for the impact of a rapid change in demographics to front line service provision				Internal co-ordination such as Creating Resilient Communities Working Group (CRCWG) York Skills Plan to 2020				

ANNEX A
KEY CORPORATE RISK REGISTER AT M1 2019/20

KCR 5 SAFEGUARDING: A vulnerable child or adult with care and support needs is not protected from harm. Ensuring that vulnerable adults and children in the city are safe and protected is a key priority for the council. The individual, organisational and reputational implications of ineffective safeguarding practice are acute.

Risk Detail (cause)	Implications (consequence)	Gross Likelihood	Gross Impact	Controls	Net Likelihood	Net Impact	Direction of Travel	Risk Owner and Actions
Failure to protect a child or vulnerable adult from death or serious harm (where service failure is a factor)	Vulnerable person not protected Children's serious case review or lessons learned exercise Safeguarding adults review Reputational damage Serious security risk	Probable	Major (20)	Safeguarding sub groups Multi agency policies and procedures Specialist safeguarding cross sector training Quantitative and qualitative performance management Reporting and governance to lead Member, Chief Executive and Scrutiny Annual self assessment, peer challenge and regulation Audit by Veritau of Safeguarding Adults processes Children's and Adults Safeguarding Boards (LSCB & ASB) Ongoing inspection preparation & peer challenge National Prevent process DBS checks and re-checks Effectively resourced and well managed service Safeguarding Board annual plan	Possible	Major (19)	Completed action/ New Control	Ongoing action Safeguarding Board annual action plan 2019/20 (Sharon Houlden, 31/03/2020)

Risk Detail (cause)	Implications (consequence)	Gross Likelihood	Gross Impact	Controls	Net Likelihood	Net Impact	Direction of Travel	Risk Owner and Actions
				2018/19 is approved Controls implemented from peer review action plan CORAG (Chief Officer Reference and Accountability Group) which brings together Chief Officers from relevant organisations in relation to safeguarding eg police, CYC Community Safety Plan 2017 to 2020 agreed by Executive 28 Sep 2017 Completed restructure of Children's social care services **NEW:** Children's Social Care records system is upgraded. This is monitored by a project board. On going development is planned and awaiting costings				

KCR 6 HEALTH AND WELLBEING: Failure to protect the health of the local population from preventable health threats.

Risk Detail (cause)	Implications (consequence)	Gross Likelihood	Gross Impact	Controls	Net Likelihood	Net Impact	Direction of Travel	Risk Owner and Actions
Failure to protect the health of citizens against preventable disease by ensuring appropriate levels of vaccination, immunisation and screening.	Likelihood of mass disease outbreaks Late diagnosis & delay in treatment of health conditions that could be identified earlier through routine screening e.g. breast & cervical cancer, diabetic sight loss Reduction in life expectancy	Probable	Major (20)	Liaison with NHS and Public Health England and development of plans to be able to make a large scale response e.g. Mass Treatment Plan. Health Protection Board recently established with good engagement across partners in local and regional meetings. Annual Health Protection Report to the Health and Wellbeing Board and Health & Adult Social Care Policy and Scrutiny Committee CYC Director of Public Health is co-chair with NHS England of the North Yorkshire & York Local Health Resilience Partnership.	Possible	Moderate (14)	New details and controls	Internal audit of health protection governance has been completed giving reasonable assurance. An external peer review has been undertaken of health protection arrangements. The final report has not yet been received but the outcome of the peer review & internal audit will inform the development of an action plan to be overseen by the Health & Wellbeing Board (Sharon Stoltz, 31/03/20)

KCR 7 CAPITAL PROGRAMME: Failure to deliver the Capital Programme, which includes high profile projects. The capital programme currently has a budget of £360m from 2018/19 to 2022/23. The schemes range in size and complexity but are currently looking to deliver two very high profile projects, the Community Stadium and York Central, which are key developments for the city.

Risk Detail (cause)	Implications (consequence)	Gross Likelihood	Gross Impact	Controls	Net Likelihood	Net Impact	Direction of Travel	Risk Owner and Actions
Complex projects with inherent risks Large capital programme being managed with reduced resources across the Council Increase in scale of the capital programme, due to major projects and lifting of borrowing cap for Housing	Additional costs and delays to delivery of projects The benefits to the community are not realised Reputational Damage	Probable	Major (20)	Project boards and project plans Regular monitoring of schemes Capital programme reporting to Executive and A&G Financial, legal and procurement support included within the capital budget for specialist support skills Revised Project Management Framework Additional resource to support project management Capital Strategy 2019/20 to 2023/24 approved in Feb 2019	Possible	Moderate (14)	No change	Development of capital strategy for 2020-21 (Ian Floyd, 31/01/2020)

ANNEX A
KEY CORPORATE RISK REGISTER AT M1 2019/20

KCR 8 LOCAL PLAN: Failure to develop a Local Plan could result in York losing its power to make planning decisions and potential loss of funding. The council has a statutory duty to develop a Local Plan, a city wide plan, which helps shape the future development in York over the next 20 years. It sets out the opportunities and policies on what will or will not be permitted and where, including new homes and businesses. The Local Plan is a critical part of helping to grow York's economy, create more job opportunities and address our increasing population needs.

Risk Detail (cause)	Implications (consequence)	Gross Likelihood	Gross Impact	Controls	Net Likelihood	Net Impact	Direction of Travel	Risk Owner and Actions
Fail to adopt and agree a Local Plan Local Plan adoption process delayed Significant opposition to the plan that may impede its progression The Council has submitted the Local Plan for Inspection and therefore taken a significant step in reducing the risks associated with the Local Plan. However the plan has a public enquiry process to proceed through and the impacts of a failure in the public enquiry phase remain as previous therefore the overall risk score remains unchanged.	Significant negative impact on the council's strategic economic goals Council continues to have no adopted development plan/framework Legal and probity issues Reputational damage Increased resources required to deal with likely significant increase in planning appeals Development processes and decision making is slowed down Widespread public concern and opposition Inability to maximise planning gain from investment Adverse impact on investment in the city Unplanned planning does not meet the authority's	Probable	Major (20)	Continued close liaison with neighbouring authorities. Continued close liaison with MHCLG, Planning Advisory Services and Planning Inspectorate and the appointed planning inspectors	Possible	Major (19)	No change	Ongoing action - Monitoring of controls (Mike Slater, 31/03/2020)

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Risk Detail (cause)	Implications (consequence)	Gross Likelihood	Gross Impact	Controls	Net Likelihood	Net Impact	Direction of Travel	Risk Owner and Actions
	aspirations of the city Ongoing costs of the preparation of the Local Plan Potential loss of funding if Plan is not approved							

KCR 9 COMMUNITIES: Failure to ensure we have resilient, cohesive, communities who are empowered and able to shape and deliver services. The council needs to engage in meaningful consultation with communities to ensure decisions taken reflect the needs of residents, whilst encouraging them to be empowered to deliver services that the council is no longer able to do. Failing to do this effectively would mean that services are not delivered to the benefit of those communities or in partnership.

Risk Detail (cause)	Implications (consequence)	Gross Likelihood	Gross Impact	Controls	Net Likelihood	Net Impact	Direction of Travel	Risk Owner and Actions
Failure to effectively engage with the communities we serve Failure to contribute to the delivery of safe communities Failure to effectively engage stakeholders (including Members and CYC staff) in the decision making process Failure to manage expectations Communities are not willing/able to fill gaps following withdrawal of CYC services Lack of cohesion in the planning and use of CYC and partner community based assets in the city	Lack of buy in and understanding from stakeholders Alienation and disengagement of the community Relationships with strategic partners damaged Impact on community wellbeing Services brought back under council provision – reputational and financial implications Budget overspend Create inefficiencies Services not provided Poor quality provision not focused on need, potential duplication, ineffective use of resources, difficulty in commissioning community services e.g. Library services	Probable	Major (20)	Creating Resilient Communities Working Group (CRCWG) New service delivery models, including Local Area Teams. Local Authority Co-ordination Neighborhood Working Revised Community Safety Plan Devolved budgets to Ward Committees and delivery of local action plans through ward teams Local area working restructures for Children's, Adults and Housing Services Improved information and advice, Customer Strategy and ICT support to facilitate self service CYC Staff and Member training and development	Possible	Major (19)	Revised deadline for action	Develop a Community Engagement Strategy (Amanda Hatton, 31/12/2019) **REVISED DATE** New framework of consultation across the City to support the Community Engagement Strategy (Claire Foale 30/9/19)

ANNEX A
KEY CORPORATE RISK REGISTER AT M1 2019/20

KCR 10 WORKFORCE/ CAPACITY: Reduction in workforce/ capacity may lead to a risk in service delivery. It is crucial that the council remains able to retain essential skills and also to be able to recruit to posts where necessary, during the current periods of uncertainty caused by the current financial climate and transformational change. The health, wellbeing and motivation of the workforce is therefore key in addition to skills and capacity to deliver.

Risk Detail (cause)	Implications (consequence)	Gross Likelihood	Gross Impact	Controls	Net Likelihood	Net Impact	Direction of Travel	Risk Owner and Actions
The necessity to deliver savings has resulted in a reduced workforce requiring new and specialist skills Recruitment and retention difficulties as the council may be seen as a less attractive option than the private sector Lack of succession planning HR Policies may not be consistent with new ways of working (eg remuneration policy)	Increased workloads for staff Impact on morale and as a result, staff turnover Inability to maintain service standards Impact on vulnerable customer groups Reputational damage Single points of failure throughout the business	Probable	Major (20)	Workforce Strategy/ People Plan Stress Risk Assessments PDRs Comprehensive Occupational Health provision including counseling HR policies e.g. whistleblowing, dignity at work Development of coaching/ mentoring culture to improve engagement with staff Corporate Cost Control Group monitoring of absence and performance reporting Apprenticeship task group Agency and Interim Staffing Policies Absence Management Policies Substance Misuse Policy	Possible	Moderate (14)	Updated action	A Workplace Health & Wellbeing Group has been established with staff & trade union representation which is chaired by the Director of Public Health. A staff health & wellbeing survey has been undertaken & this is being followed up by staff focus groups. The outputs of this work will be used to develop a Workplace Health & Wellbeing Strategy for the organisation. The council has recently signed up to a pledge to become a Time to Change Employer with a focus on mental health. (Sharon Stoltz) Ongoing action: Review of HR policies to ensure

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ANNEX A
KEY CORPORATE RISK REGISTER AT M1 2019/20

Risk Detail (cause)	Implications (consequence)	Gross Likelihood	Gross Impact	Controls	Net Likelihood	Net Impact	Direction of Travel	Risk Owner and Actions
								they compliment the new ways of working in the future (Ian Floyd 31/03/20)

ANNEX A
KEY CORPORATE RISK REGISTER AT M1 2019/20

KCR 11 EXTERNAL MARKET CONDITIONS: Failure to deliver commissioned services due to external market conditions.
The financial pressures experienced by contracted services (in particular Adult Social Care providers) as a result of increases to the living wage could put the continued operation of some providers at risk. The Council has a duty to ensure that there is a stable/diverse market for social care services delivery to meet the assessed needs of vulnerable adults/children.
Some services provided by the Council cannot be provided internally (eg Park and Ride) and must be commissioned. External market conditions such as the number of providers willing to tender for services may affect the Council's abilty to deliver the service within budget constraints.

Risk Detail (cause)	Implications (consequence)	Gross Likelihood	Gross Impact	Controls	Net Likelihood	Net Impact	Direction of Travel	Risk Owner and Actions
Increases to the national living wage. Recruitment and retention of staff If failure occurs, the Council may remain responsible for ensuring the needs of those receiving the service continue uninterrupted.	Vulnerable people do not get the services required or experience disruption in service provision Safeguarding risks Financial implications: Increased cost of alternative provider Increased cost if number of providers are limited Reputational damage	Unlikely	Major (18)	Clear contract and procurement measures in place Ongoing review of operating and business models of all key providers and putting further mitigation in place, such as more robust contract monitoring and commissioning some 'enhanced' credit checks CYC investment in extra care OPHs has reduced recruitment pressure Revised SLA with independent care group and quarterly monitoring meetings with portfolio holder Increase in homecare fees to reflect actual cost of care Local policies in place for provider failure Ongoing analysis of 'no deal' Brexit implications through reports to Executive	Unlikely	Moderate (13)	No change	Ongoing action: Ongoing attendance at Independent Care Group Provider Conference (Sharon Houlden 31/03/20)

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KCR 12 MAJOR INCIDENTS: Failure to respond appropriately to major incidents. Local Authorities are required by law to make preparations to deal with emergencies. Local Authorities have four main responsibilities in an emergency 1. to support the Emergency Services, 2. to co-ordinate non-emergency organisations, 3. to maintain their own services through a robust Business Continuity Management process and 4. to facilitate the recovery of the community.
The Council must ensure that its resources are used to best effect in providing relief and mitigating the effects of a major peacetime emergency on the population, infrastructure and environment coming under it's administration. This will be done either alone or in conjunction with the Emergency Services and other involved agencies, including neighbouring authorities.

Risk Detail (cause)	Implications (consequence)	Gross Likelihood	Gross Impact	Controls	Net Likelihood	Net Impact	Direction of Travel	Risk Owner and Actions
An uncoordinated or poor response to a major incident such as: • Flood • Major Fire • Terrorist Attack	Serious death or injury Damage to property Reputational damage Potential for litigation Potential for corporate manslaughter charges if risks are identified and proposed actions not implemented	Probable	Catastrophic (24)	Emergency planning and Business Continuity Plans in place and regularly reviewed Strong partnerships with Police, Fire, Environment Agency and other agencies Support to Regional Resilience forums Support and work in partnership with North Yorkshire local resilience forums Investment in Community Resilience (re Flooding) Work with partners across the city to minimise the risk of a terrorist attack Implemented physical measures for	Possible	Major (19)	No change	Ongoing action: Regular review of emergency and business continuity plans (Neil Ferris, 31/3/20)

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ANNEX A
KEY CORPORATE RISK REGISTER AT M1 2019/20

Risk Detail (cause)	Implications (consequence)	Gross Likelihood	Gross Impact	Controls	Net Likelihood	Net Impact	Direction of Travel	Risk Owner and Actions
				certain events Review of city transport access measures (Exec Feb 18, Sep 18)				

Annex B
Analysis of Key Corporate Risk 6 – Health and Wellbeing

1. This Annex provides a more detailed analysis of KCR6, Health and Wellbeing.

2. The description of this risk is as follows; **Failure to protect the health of the local population from preventable disease by ensuring appropriate levels of vaccination, immunisation and screening.** This is a statutory duty for local authorities set out in the Health and Social Care Act 2012 and associated public health regulations.

Risk Detail

3. The health of people living in York is generally good with life expectancy and healthy life expectancy at birth better than the national average for men and women. In order to help maintain and improve the health of people living in York, the council has a statutory duty to ensure that our citizens have good access to immunisation and screening programmes. This duty is discharged through the statutory role of the local authority Director of Public Health.
4. In the UK there are national programmes and standards for immunisation programmes agreed by the Department of Health and Social Care and the same for screening programmes. These form an important part of the focus on health protection for any given population. Screening is the process of identifying individuals who appear to be healthy but may be at increased risk of a disease or condition or have early signs of disease. Currently the following screening programmes are approved by the UK National Screening Committee to be commissioned by the NHS:
    - Abdominal Aortic Aneurysm Screening
    - Antenatal and Newborn Screening
    - NHS Bowel Screening
    - NHS Cervical Screening
    - NHS Diabetic Eye Screening
5. Although the council is not responsible for commissioning or providing vaccination and screening services, under the Health and Social Care Act 2012 local authorities became responsible for oversight of these with the transfer of public health from the NHS to local government in April 2013.

Annex B
Analysis of Key Corporate Risk 6 – Health and Wellbeing

6. Failure to ensure that the citizens of York have appropriate access and take up these services offered by the NHS can have significant negative impacts for the population leading to disease and the possibility of premature death.
7. The management of the risks to the population requires close partnership working between the NHS, Public Health England and the council.

Implications

8. The implications for the Council include;

- The likelihood of mass disease outbreaks from vaccine preventable disease e.g. Measles
- The potential for citizens at high risk of a condition not being identified through screening. This could result in a lost opportunity for earlier diagnosis and prompt treatment.
- A reduction in life expectancy in the local population

Controls

9. The controls in place include;

<u>Liaison with NHS and Public Health England and development of plans to be able to make a large scale response</u>

10. Successful health protection requires strong working relationships at the local level. In order to underpin and support good working relationships there are a number of legal and other levers to ensure that the relevant organisations do what is required of them to protect the public and to take the advice of the local authority Director of Public Health where this is necessary.
11. The Secretary of State expects Public Health England to co-operate with the NHS and local authorities to support them in exercising their functions. PHE is expected to provide highly specialised health protection expertise to local authorities to help them in their health protection function as well as delivering directly to the public. PHE should agree with the Director of Public Health the specialist health protection support that they will provide. In York

there are good working relationships with PHE and the council does receive appropriate support.

12. The contract between NHS England and NHS organisations outlines what local NHS organisations are expected to deliver in terms of health protection and NHS England and Clinical Commissioning Groups (CCGs) have a duty to cooperate with local authorities on health and wellbeing under the NHS Act 2006.

13. The Health and Social Care Act 2012 makes clear that both NHS England and CCGs are under a duty to obtain appropriate advice in the protection or improvement of public health. This is delivered through the local authority Director of Public Health (DPH). The leadership of the DPH in this context is highlighted by local health resilience partnerships being co-chaired by the DPH this ensuring their ability to scrutinise and be assured of the plans to respond to threats to the health of their local communities.

14. Across North Yorkshire and York there are robust partnership arrangements in place across the NHS, independent sector and local authorities with a focus on health protection including the development of mass treatment plans to respond to large scale disease outbreaks that have been tested using a desk top exercise involving various scenarios including a meningitis outbreak in an educational setting.

15. There is a joint PHE, CCG and local authority partnership group that has oversight of delivery of immunisation and screening programmes for York citizens and there is a Screening and Immunisation Local Improvement Plan in place to be able to address any concerns. This group functions as part of a wider Yorkshire and Humber system that has oversight of the regional programmes delivered by the NHS and is able to benchmark York's performance against other areas.

Health Protection Committee

16. A City of York Health Protection Committee has recently been established in February 2019 which will meet quarterly. The committee is chaired by the CYC Director of Public Health and has representation from public health, public protection and emergency planning teams across the council, Public Health England, York Teaching Hospital NHS Foundation Trust, Vale of York CCG, Harrogate and District Hospital Foundation Trust who provide the

community infection prevention and control service in York and the Independent Care Sector.

17. Terms of Reference have been agreed for the committee which will have a key role in overseeing health protection plans and arrangements for York and a health protection assurance framework is in development. The assurance framework will include key performance measures for vaccination and immunisation, nationally defined and commissioned cancer and non-cancer screening programmes, infection prevention and control within health care settings, emergency preparedness, resilience and response, incidents and outbreaks of infectious diseases and surveillance of infectious diseases.

18. York's performance against immunisation and screening programmes is closely monitored by the council's public health team and the Health Protection Committee against the public health outcomes framework. In general performance against public health outcomes is as good or better as the national average, however the 2018 annual health protection report to the Health and Wellbeing Board identified a number of areas as a focus for improvement including the uptake of seasonal flu vaccination amongst at risk groups, MMR vaccination, bowel screening and attendance at the first appointment for cervical screening.

19. The Health Protection Committee has key responsibilities to:

- Highlight concerns about significant health protection issues and the appropriateness of health protection arrangements in York, raising any concerns with the relevant commissioners and / or providers or as necessary escalating concerns to the Health and Wellbeing Board or relevant Chief Executives
- Provide an expert view on any health protection concerns on which the council or Health and Wellbeing Board request advice from the committee.
- Monitor local performance in addressing the key health protection issues in York.
- Review significant areas of poor performance and to expect recovery plans to be in place.
- Identify the need for, and review the content of, local plans relevant to significant health protection issues.
- Make recommendations as to health protection issues that should be included in the local Joint Strategic Needs Assessment.

- Consider the lessons learned from any serious incidents or outbreaks and to expect that learning from such incidents is embedded in future working practices.

20. The governance arrangements for the committee were recently examined as part of an internal audit of health protection arrangements with an overall assessment of reasonable assurance

21. Our local health protection arrangements were recently inspected as part of an independent peer review. We are still waiting for the report which will be used to inform an improvement plan.

Health Protection Annual Report

22. The Director of Public Health is responsible for the production of an annual report on health protection which is presented to Health and Adult Social Care Policy and Scrutiny Committee and the Health and Wellbeing Board.

23. The annual report is the vehicle for providing the Health and Wellbeing Board with assurance on the local health protection arrangements and that appropriate plans are in place. The report provides an analysis of progress against public health outcomes and highlights any areas for improvement.

24. The annual report is also discussed at Health and Adult Social Care Policy and Scrutiny Committee which provide an opportunity for this committee to be assured that the immunisation and screening services provided by the NHS are meeting the needs of York citizens.

North Yorkshire and York Local Health Resilience Partnership

25. Local Health Resilience Partnerships (LHRP) were established in 2013 as part of the changes to the NHS and public health system resulting from the implementation of the Health and Social Care Act 2012. City of York is a member of the North Yorkshire and York LHRP and the CYC Director of Public Health is co-chair alongside the NHS England locality director for Yorkshire and the Humber.

26. The key responsibilities of the LHRP are:

- Ensuring co-ordinated planning for emergencies impacting on the health of the population or operational continuity of patient services.
- Effective engagement across local health organisations

- Providing a strategic link between health agencies and the Local Resilience Forum (LRF) and actively promoting and supporting multi-agency working on all matters relating to emergency planning, resilience and response (EPRR)
- To lead the introduction within the LHRP of best practice and learning from exercises and actual incidents.
- To agree an annual strategic plan for the LHRP and to report against this plan to the Secretary of State via NHS England.

27. The North Yorkshire and York LHRP meets regularly on a quarterly basis with good attendance from partner organisations.

Regular Self- Assessment and Peer Challenge

28. Public health participates in a rolling programme of regional sector-led improvement which informs the development of the self-evaluation summary to support service planning and identify the focus for peer review activity. CYC public health, health protection arrangements were subject to peer review in March 2019 and we are waiting for the final report to be made available.

Risk Rating

29. The gross risk score is 20 (likelihood probable, impact major). After applying the controls detailed above the net risk score is reduced to 14 (likelihood possible, impact moderate).

Annex C- Risk Matrix

Impact						
	Catastrophic	17	22	23	24	25
	Major	12	18	19	20	21
	Moderate	6	13	14	15	16
	Minor	2	8	9	10	11
	Insignificant	1	3	4	5	7
		Remote	Unlikely	Possible	Probable	Highly Probable
				Likelihood		

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Audit & Governance 19 June 2019

Report of the Director of Customer & Corporate Services

Statement of Accounts 2018/19

Summary

1. The purpose of this report is to present for information the draft 2018/19 Statement of Accounts before they are audited.

Recommendation

2. Audit & Governance Committee note the draft pre-audit statement of accounts, including the Annual Governance Statement, for the financial year ended 31 March 2019.

   Reason: To ensure that, in line with best practice, Members have had the opportunity to review the draft pre-audit Statement of Accounts.

Background

3. The Council has to prepare an annual Statement of Accounts and present them to Audit & Governance Committee. Members are not being asked, at this stage, to approve these draft pre-audit accounts. The Chief Financial Officer has already signed the draft accounts by the statutory deadline of 31st May and the audited accounts will be brought back to this Committee in July for approval on behalf of the Council.

4. Following the authorisation of the Chief Finance officer on 31st May the accounts have been available for public inspection since 3rd June and will continue to be available for 30 working days. During this period local government electors for the area may also exercise their rights to question the auditor about the accounts. Mazars are the Council's

external auditors and they expect to issue a report and opinion by the end of July.

5. The pre-audit Statement of Accounts 2018/19 has been prepared in accordance with the Chartered Institute of Public Finance and Accountancy (CIPFA) Code of Practice on Local Authority Accounting in the UK and is produced in line with International Financial Reporting Standards (IFRS) which are the accounting standards used across the world making Local Authorities' Accounts more comparable with the private sector and worldwide.

6. The first section of the accounts (the Narrative Report) explains the main information included in the accounts, gives an overview of the Council 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.

7. These accounts also include the Annual Governance Statement for review by the committee. The Local Code of Corporate Governance has been reviewed as part of the preparation of the Annual Governance Statement and a revised version of the Code, including tracked changes, is attached for information.

Options

8. As this is a statutory requirement, no options are presented as part of this report.

Corporate Priorities

9. The Statement of Accounts 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. It is a statutory requirement that the accounts are approved by the Audit & Governance Committee after the audit but before 31st July 2019.

Implications

10. The implications are
    - Financial – The Statement of Accounts show that for 2018/19 there is a provisional under spend of £153k. The full details of the outturn position will be reported to Executive on 27th June.

- Human Resources - there are no human resource implications to this report
- Equalities - there are no equality implications to this report
- Legal - there are no legal implications to this report
- Crime and Disorder - there are no crime and disorder implications to this report
- Information Technology - there are no information technology implications to this report
- Property - there are no property implications to this report
- Other - there are no other implications to this report

Risk Management

11. Areas of risk identified throughout the final accounts process are monitored and managed on an ongoing basis to ensure the statutory deadline is met.

Conclusion

12. The production and publication of the statement of accounts is a statutory requirement that provides members and interested parties with the chance to see the full financial position of the Council.

13. Bringing the statement of accounts to audit & governance provides an opportunity for Member led debate and compliance with defined best practice. It is an important part of member involvement in corporate governance that scrutiny is undertaken of the Council's accounts.

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Chief Officer responsible for the report:
Ian Floyd
Director of Customer and Corporate Support Services

Report approved	✓	Date 10/06/19

Specialist Implications Officer(s) None

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

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For further information please contact the author of this report

Annexes

A – Explanation of core statements
B – Draft Statement of Accounts 2018/19 (including the Annual Governance Statement)
C – Updated Local Code of Corporate Governance

Abbreviations:
IFRS – International Financial Reporting Standards
CIPFA – Chartered Institute of Public Finance and Accountancy
IAS - International Accounting Standard

Annex A

A brief explanation on the constituent parts of the Annual Financial Report

Narrative Report

1. This is designed to help give readers an understanding of the accounts. It sets out a description of all the individual sections, gives an overview of the revenue and capital position in the year, identifies the position on the Council's borrowing powers and reserves and future issues that may influence how the Council is run. It also provides the opportunity to explain any changes in accounting policies that have been used in the preparation of the Accounts.

Auditors' Report

2. This is the auditor's certificate on the accuracy or otherwise of the authority's accounts and is issued at the end of the audit process. This will be inserted into the Statement of Accounts for approval by Members of Audit & Governance Committee at the end of September.

Annual Governance Statement

3. The 2007 guidance also introduced the requirement on local authorities to prepare an Annual Governance Statement (AGS) instead of a Statement of Internal Control (SIC) for 2007/08, and future accounting years. In preparing the AGS, the Council must address the overall governance arrangements of the organisation rather than specifically the systems of internal control.

Statement of Responsibilities

4. This is a simple statement that sets out the different legal responsibilities of the Council and the 'Section 151 Officer' / Chief Finance Officer (Director of Customer & Corporate services). It is where the certificate has to be signed by the Director of CCS to authorise the draft pre-audit Statement of Accounts on 30 June each year to state that the accounts represent fairly the position of the Council.

Statement of Accounting Policies

5. This statement sets out all the policies that have been followed in preparing the accounts. It is also intended to demonstrate where, if at all, the policies followed by Council differ from either the best practice or the CIPFA guidelines.

Comprehensive Income and Expenditure Statement

6. The Income and Expenditure Statement shows the net cost of all the functions for which the Council is responsible. It compares the cost of service provision with the income raised by fees and charges, from specific Central Government grants and from the Collection Fund. The surplus or deficit on this account represents the amount by which income is greater than or less than expenditure, where income and expenditure are measured using essentially the same accounting conventions that a large (but unlisted) company would use in preparing its audited annual financial statements.

7. This statement also attempts to analyse changes in the council's asset base due to:
   - Surplus or deficits on income and expenditure
   - The revaluation of the council's fixed assets
   - Changes in pension liabilities due to actuarial revaluation

   In many instances these revaluations impact primarily on the council's balance sheet.

Movement in Reserves Statement

8. This account reconciles the amounts that must be taken into account when determining the Council Tax of the Council in accordance with statute and non-statutory proper practices and the sums included in the Income and Expenditure Account.

Balance Sheet

9. The balance sheet shows the overall financial position of the Council with external bodies by bringing together the year-end balances of all the Council's accounts. It shows the balances and reserves at the Council's disposal, the long-term indebtedness, the net current assets and summary information on the fixed assets held.

Cash Flow Statement

10. This statement provides a link between the Balance Sheet at the beginning of the year, the revenue accounts for the year and the Balance Sheet at the end of the year. It summarises on a subjective basis the expenditure and income of the Council for revenue and capital purposes.

Housing Revenue Account Income and Expenditure

11. This account summarises the income and expenditure of providing Council houses. There is a statutory requirement to keep this account separate from other Council activities.

Statement of Movement on the Housing Revenue Account Balance

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

Collection Fund

13. This fund shows the transactions of the Council acting as Charging Authority in relation to Council Tax, Community Charge and Non-Domestic Rating in aid of local services and shows how much has been distributed to the Council, North Yorkshire Police Authority, North Yorkshire Fire and Rescue Authority and parish councils.

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CITY OF YORK COUNCIL

Statement of Accounts 2018/19

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STATEMENT OF ACCOUNTS

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NOTES INDEX

NARRATIVE REPORT

1. INTRODUCTION

These accounts set out the financial results of the City of York Council activities for the year ending 31st March 2019. They are prepared in accordance with the Chartered Institute of Public Finance & Accountancy (CIPFA) Code of Practice on Local Authority Accounting (the Code) which requires that the accounts show a true and fair view of the financial position of the Council. Suitable accounting policies have been adopted and applied consistently. Where necessary judgements and estimates have been made which comply with the Code.

This narrative report explains the main information included in the accounts, gives an overview of the Council as at 31st March 2019 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 Director of Customer and Corporate Services in relation to the proper administration of the Council's financial affairs.

Comprehensive Income and Expenditure Statement

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

Movement in Reserves Statement

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

Balance Sheet

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

Cash Flow Statement

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

Notes and Accounting Policies

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

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

Expenditure and Funding Analysis (EFA)

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

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

Housing Revenue Account Income and Expenditure Statement

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

Movement on the Housing Revenue Account Statement

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

Collection Fund

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

Annual Governance Statement (AGS)

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

Glossary

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

2. ABOUT THE COUNCIL

This council has 47 Councillors who are elected every four years by local residents on a ward by ward basis. The May 2015 elections resulted in a new administration when the Conservatives and Liberal Democrats formed a coalition to lead the council and councillors from both parties sit on the ruling Executive.

The Council Plan for 2015-19 focuses on three key priorities:

- a prosperous city for all - where local businesses can thrive and residents have good quality jobs, housing and opportunities
- a focus on frontline services - to ensure all residents, particularly the least advantaged, can access reliable services and community facilities
- a council that listens to residents - to ensure it delivers the services they want and works in partnership with local communities

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

The May 2019 elections resulted in a new administration when the Liberal Democrat and Green Parties formed a partnership to lead the council and councillors from both parties sit on the ruling Executive.

3. REVIEW OF THE FINANCIAL POSITION

Funding Context and Financial Planning

At the start of 2018/19 York had the 7th lowest band D council tax, the 2nd lowest spend per head of population and the 9th lowest government funding per head of any unitary council in England. All aspects of the public sector are continuing to face 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 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.

Anticipating that the council would be self funded from council tax and business rates in the medium term, it was recognised that a successful economy is critical to the council's financial future, with strong and growing business rates. In September 2017 the Government announced a decision to proceed with an expansion of the pilot programme for 100% business rates retention for 2018/19. These pilots will run for one year only, although it is possible that this period will be extended if the government continue to roll out the scheme nationally. The Council submitted an application, along with members of the current Leeds City Region business rates pool and was successful. This opportunity builds on many years of successful regional collaboration and provides an opportunity to ensure decision making is undertaken in a way that will help develop a growing, inclusive economy.

The inclusion in the 100% business rates pilot in 2018/19 means the Council will forego Revenue Support Grant in 2018/19. The benefit for the council and the pool is that we retain 100% of growth and no levies on growth are payable.

In September 2018 the Government announced a decision to proceed with the expansion of the pilot programme, offering 75% business rates retention for 2019/20. As before, these pilots will run for one year only. An application together with the current members of the Leeds City Region (LCR) business rates pool and North Yorkshire authorities was submitted and has been successful. The new pool is known as the North and West Yorkshire (NWY) pool and is effective from 1st April 2019.

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 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. Rising costs such as landfill tax and inflation are driving costs up, 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. Additional recurring growth of £3.9m was allocated for adult social care and £800k for children's services along with £150k one off funding for additional children's social care workers.

In relation to council tax, the 2019/20 budget includes a council tax increase in 2019/20 of 1.75%, plus an additional increase of 1.5% 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.

Revenue Outturn 2018/19

The Council's General Fund budget for its own net expenditure was set at £121.9m. To this sum the parish precepts added a further £0.7m. Band D Council Tax, including both Police and Fire Authority precepts, was set at £1,590.40. This was a 3.49% 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.

Overall, the net outturn shows an under spend of £153k, along with £648k of unallocated contingency. However, included within this net underspend are several service areas where there have been significant budgetary pressures, for example additional costs have arisen due to demographic pressures in relation to adult social care. These areas continue to present challenges and detailed monitoring will seek to ensure issues are identified and resolved.

These pressures have been mitigated by reduced expenditure or additional income in other areas, and this has been achieved through effective monitoring of the budget throughout the year so that, overall, spending has remained within budget. Full details on the individual service areas position for 2018/19 will be reported to Executive in June 2019.

The overall outturn position for the Council is shown below;

Directorate	**2018/19 Net Budget**	**2018/19 Net expenditure**	**Variation**
	£'000	£'000	£'000
Children, Education & Communities	23,089	23,985	+896
Economy & Place	16,577	16,295	-282
Customer & Corporate Services	20,564	20,136	-428
Health, Housing & Adult Social Care	49,724	50,670	+946
Central budgets	11,923	10,638	-1,285
TOTAL	121,877	121,724	-153
Unallocated contingency			-648

Reserves

At the end of the financial year 2018/19 the useable reserves stood at £139m, compared to £150m at the end of 2017/18. This decrease is primarily due to use of the Housing Revenue Account balance for the construction of new council housing. The table below summarises the position on useable reserves

	Opening Balance	**Net movement in year**	**Closing Balance at 31.3.19**
	£'000	**£'000**	**£'000**
General Fund balance	10,931	-816	10,115

Earmarked General Fund Reserves	49,435	-13,960	35,475
Housing Revenue Account	29,421	-4,924	24,497
Earmarked Housing Revenue Account Reserves	9,011	+8,824	17,835
Major Repairs Reserve	3,568	+778	4,346
Capital Receipts Reserve	18,116	+742	18,858
Capital Grants Unapplied	29,178	-1,251	27,927
Total	**149,660**	**-10,607**	**139,053**

The Council takes a risk based approach to the management of useable reserves and as part of setting the annual budget, the Director of Customer and Corporate Services 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 2018/19, it was determined by the Director of CCS 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 would then allow, if needed, a draw on reserves without the immediate breach of the minimum level. If reserves were maintained at minimum levels, any use would immediately require the restatement back to minimum in the following year. Taking all this into account, the year end balance was £7.4m.

The General Fund reserve balance of £10.1m in the table above also includes individual school balances of £2.5m. 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 2019/20. The slight reduction in the general fund balance from £10.9m to £10.1m is due to the use of these balances by schools. In 2017/18 the year end balance also included the underspend from that year of £620k prior to it being invested in a range of key front line services in areas residents have previously indicated as being a high priority.

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

Through the 2019/20 budget setting process the council continues 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 significant capital investment, and details regarding some of the major capital schemes that will impact on the economy of the city.

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

The financial impact of Brexit is as yet uncertain but it is likely to impact on interest and inflation rates, property and rental values as well as the local business economy.

In terms of investment, the council spends a significant amount of its budget on protecting vulnerable people through its social care services. In 2018/19 the net cost of adult social care was £50.6m, 41% of the council's net budget.

The scale of the 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 prioritised statutory services to vulnerable adults and children, and key frontline services. Whilst all areas were asked in 2015 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. The 2019/20 budget also includes contingencies and a service risk reserve to assist in dealing with cost pressures.

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 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 adult and children's services and customer services.

Key performance indicators

The Performance Framework for the Council Plan 2015-19 is built around the three priorities that put residents and businesses at the heart of all Council services;

- A council that listens to residents
- A focus on frontline services
- A prosperous city for all

To monitor council priorities and performance, the Council Management Team and Executive have agreed a core set of indicators. Further detailed performance information is provided on a quarterly basis via www.yorkopendata.org.uk

4. HOUSING REVENUE ACCOUNT (HRA)

In April 2012 the Localism Act introduced a significant change to the way that council housing is financed by dismantling the previous system of HRA subsidy and replacing it with a new system of self financing. This resulted in a number of changes which have 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 gets greater independence and responsibility for the management of its housing stock as it now has the ability to actively manage the debt and its financial impact on the HRA.

In 2015 the Government announced a reduction in social housing rents by 1% per year for a period of four years, this being the third year, as such the HRA has made significant efficiencies in order to mitigate the reduction in income without reducing the HRA balance below prudent and sustainable levels.

The HRA had an in year deficit of £4.9m following the investment of £10m in the new council house build programme. The HRA brought forward a surplus from 2017/18 however this was reduced by the deficit to £24.5m at the 2018/19 year-end (£29.4m at 1st April 2018). The deficit was £1.549m lower than the original budget with the significant variances resulting from an overspend of £110k on repairs and maintenance, savings of £560k on general management and special services, £1,046k from delays in capital schemes that are funded from revenue, reduced income from rents of £118k and £264k from lower than budgeted contribution to the bad debt provision.

5. BUSINESS RATES AND COUNCIL TAX

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

Abolition of the national Council Tax benefit system and replacement with the Local Council Tax Scheme has transferred significant risk from Central to Local Government, as any non collection must now be borne in part by the Council.

The Council is a member of the Leeds City Region (LCR) 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 2013 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.

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

The Leeds City Region was successful in an application to be a 100% business rates pilot from 2018/19. This opportunity builds on many years of successful regional collaboration, not least through the existing pool, providing members and partners with the opportunity to further develop existing relationships and processes to help in the move towards powers, resources and decision-making being undertaken at the optimum level to deliver a growing, inclusive economy. This scheme, along with national changes to business rates in future years will see an increase in the amount of growth in business rates retained by the council and the council will also benefit from one off gains. As the pilot is only for one year, these gains cannot be assumed as ongoing.

In 2019/20, the Council is a member of a new pool incorporating the existing members of the LCR business rates pool, plus North Yorkshire authorities, which is the North and West Yorkshire business rates pool. In this scheme the pool retain 75% of retained business rates for one year only.

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 surplus on Council Tax and a surplus on Business Rates at 31 March 2019. 97.6% of the total sum collectable for 2018/19 Council Tax bills was received in the year. It should be noted that the majority of amounts not collected in year are collected in the following financial year. Similarly, the recovery on Business Rates was 98.2% of the 2018/19 bills.

6. CAPITAL EXPENDITURE

Capital expenditure for the year totalled £77.402m (2017/18 £70.8m). 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 2018/19 and how it was funded is shown below:

	2018/19 Outturn £m
Capital Expenditure	
Children, Education & Communities	5.342
Health, Housing & Adult Social Care – Adult Social Care	2.898
Health, Housing & Adult Social Care – Housing & Community Safety	17.184
Economy & Place – Transport, Highways & Environment	21.246
Economy & Place – Regeneration & Asset Management	6.227
Community Stadium	22.586
Corporate Schemes	0.040
IT Development Plan	1.879
Total expenditure	**77.402**
Funding	
Prudential Borrowing	20.652
HRA & RTB Receipts	4.524
Capital Receipts	2.174
Grants and other contributions	39.845
Earmarked Reserves	9.308
Revenue Contributions	0.899
Total Funding	**77.402**

Over a 5 year programme investment of some £580m is planned in a wide range of projects. Significant sums have been set aside in the Venture Fund to assist with the deliver of a number of major projects where there are some short term cash flow issues. This makes adequate provision to ensure these projects do not impact on the revenue budget and that they can be progressed to completion. Some of the major projects are outlined in the following paragraphs.

Extra investment in its biggest house-building programme since the 1970s has been agreed. The new plan aims to deliver more than 600 new homes at an accelerated rate, including some 250 affordable homes. The council's executive approved plans in January which would include building across up to eight council owned sites and propose buying extra land for housing development, acquiring additional affordable housing as well as investing further in older persons' accommodation. It is anticipated that construction on the first site within the programme at Lowfield Green will commence early in 2019/20.

Progress continues with the development of York Central, a large brownfield site to the west of the city's railway station. This development presents a unique opportunity for housing and economic growth in the centre of York. It lies between the A19 and A59 road corridors, and is contained by operational rail lines. The area contains existing buildings which will be retained which include the National Railway Museum, private housing and businesses. The rest of the site is largely underused, having historically been occupied by the rail industry.

A collaborative development partnership which includes the Council, Network Rail, the National Railway Museum and Homes England is progressing investment and delivery for the site. The site has been designated a Housing Zone as well as an Enterprise Zone and public investment is planned to deliver key infrastructure with a view to de-risk and accelerate this project. The outline planning application was approved by Planning Committee in March 2019 and is now subject to final approval from the Secretary of State. The council also awaits news of its Housing Infrastructure Fund bid which along with West Yorkshire Transport Funding and CYC funding will allow the first stage of infrastructure to be commenced including the construction of a new bridge over the East Coast Main Line and new road into the York Central site.

The York Stadium Leisure Complex project, or York Community Stadium, is a council-led scheme to deliver a new football and rugby stadium for professional and community sport and leisure facilities for the city of York and will provide a unique combination of sporting, health and educational facilities. Construction is well underway and the site will include an 8,000 all seater stadium to be shared by York City Football Club and York City Knights Rugby League Club and new community leisure facilities

The council's has approved the redevelopment and repair of the Guildhall and approve the appointment of a construction contractor to commence the building works in the summer of 2019. The Guildhall is a collection of Grade I, II* and II listed buildings – built around the 15th century hall and riverside meeting room. The Guildhall has only had reactive maintenance and repairs since extensive rebuilding works following the Baedeker bombing raids in 1942, which caused serious damage to the buildings. The £16.5m construction project will see the building stabilised through major underpinning, protected from water damage and given a new lease of life. With modern elements surrounding the historic core, the redevelopment would secure the long term future of the Guildhall site, offering high quality office space, community use, cafe, a new riverside restaurant and better access for local residents.

The future programme includes match funding for dualling of the first phase of the A1237 Outer Ring Road, from the A19 through to Little Hopgrove roundabout. This is following the announcement on 30 September 2018 by the Secretary of State for Transport that upgrading a section of York's Outer Ring Road was to be included in a list of five schemes in England which would be funded by the new Major Road Network fund.. The match funding will further develop the dualling scheme in advance of confirmation of funding from the Department for Transport.

The master plan for the Castle Gateway was approved by Executive in April 2018, with funding allocated to prepare and submit planning applications for a new coach and multi-storey car park at St George's Field, junction improvements on Fishergate gyratory and a new apartment building on the former car park site at Castle Mills. Further work includes replacing Castle Car Park with a new public space and events area, opening up the rear of the Castle Museum with a new pedestrian bridge over the Foss and new commercial and apartment developments on the rear of the Coppergate Centre and on Piccadilly.

7. TREASURY MANAGEMENT

The Council's year end treasury debt position for 2018/19 compared to 2017/18 is summarised in the table below:

Debt	**31/03/2019 £000**	**31/03/2018 £000**
Balance brought forward	**260,083**	**262,399**
Reversal of previous years carrying value	**(3,024)**	**(1,062)**
Add new loans taken	**406**	**722**
Less loans matured in year	**(15,000)**	**(5,000)**
Total debt as per Treasury Management Outturn Report	**242,465**	**257,059**

In year carrying value adjustment	**2,967**	**3,024**
Total Debt at 31st March	**245,432**	**260,083**

One new loan instalment was taken during the year, from the West Yorkshire Combined Authority at 0% interest and with a fixed repayment date of 28/02/2027. During the year the Council took the opportunity to redeem a £5m LOBO loan after it was approached by the provider of the loan who advised they would be willing to negotiate a reduced premium to redeem the loan early. Given our strong cash position, it was financially advantageous to accept the offer which has generated an average saving of £29k over the remaining 42 year life of the loan. One Royal Exchange Trust Company loan of £10m was repaid during the year.

The Council maintained an average investment balance of £93.396m compared to £111.11m in 2017/18. The surplus funds earned an average rate of return of 0.69% in 2018/19 compared to 0.41% in 2017/18. These balances are not available in the longer term and will start to decrease as capital investment is made in a range of projects, as outlined in the Capital Strategy approved by Council in February 2019.

Looking ahead, recent economic forecasts show gradual increases in bank rate over the next few years, however the continued economic uncertainty is forecast to continue as the UK negotiates the detailed arrangements to achieve Brexit and therefore the current strategy of postponing borrowing to avoid the cost of holding higher levels of investments and to reduce counter party risk will continue.

8. PENSIONS

The cost of pensions to the Council continues to increase year on year and remains a major item of expenditure. The Council is a member of the North Yorkshire Pension Fund (NYPF) and the last full actuarial valuation of the fund was carried out as at 31st March 2016. This has been updated by independent actuaries to take account of the requirements of International Accounting Standard 19 in order to assess liabilities as at 31st March 2019.

The Council's overall pension liability has reduced from 2017/18. This is primarily due to asset returns being higher over the year than expected and a change in demographic assumptions used by the actuary.

9. NON CURRENT ASSETS

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

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

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

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

The Valuation techniques adopted for each category of Non Current Assets are in accordance with the requirements set out in the CIPFA Code of Practice.

The 2018/19 balance sheet value of the council's non current assets (including current assets held for sale) is £1,055.796m. This has increased by £10.454m from the 2017/18 value of £1,045.342m.

Capital enhancements to the value of £72.875m were made to these assets during 2018/19 and Assets to the value of £50.333m were disposed of during the year. The disposals figure includes £42.318m in relation to 8 schools which converted to Academies during 2018/19 and are therefore accordingly removed from the council's balance sheet.

Non current assets were depreciated by £22.086 during 2018/19. 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 2018/19 this programme included the council's administrative accommodation, community centres, public land (including play areas) and public toilets. Investment Properties over £0.5m were also valued as these are valued annually.

The council's housing stock normally has a full revaluation every 5 years, and desktop revaluations are undertaken on the interim years. The five yearly full revaluation was last undertaken in 2015/16, however an additional full revaluation was undertaken in 2017/18. This was to ensure accurate valuations due to changes in the housing market causing large increases in some housing areas. In 2018/19, a desktop revaluation was undertaken. The value of the council's housing stock increased by £5.563m as a result of the desktop revaluation this year.

The HRA is increasing the type of housing offered and has a budget of £5.52m for a Shared Ownership scheme which is 50% funded by Homes England grant. The scope is to purchase a total of 65 homes between 2017 and 2020. In total, 12 properties have been purchased to date, 2 in 2017/18 and a further 10 in 2018/19. Of these, 6 have now been sold, with customers purchasing initial shares of between 50 and 60%.

The revaluation of some investment properties led to a decrease in their valuation of £0.533m. This is reflected in note 14 and in the Comprehensive Income and Expenditure statement.

The council's heritage assets increased in value by £1.046m during 2018/19. This is mainly due to increases in the insurance valuation for the Art Gallery collection which is increased annually on a percentage basis. This increase is reflected in note 13 and also in note 26.

INDEPENDENT AUDITORS REPORT

STATEMENT OF ACCOUNTS

STATEMENT OF RESPONSIBILITIES

STATEMENT OF RESPONSIBILITIES

1. THE COUNCIL'S RESPONSIBILITIES

The Council is required to:

- Make arrangements for the proper administration of its financial affairs and to secure that one of its officers has the responsibility for the administration of those affairs. In this Council that officer is the Director of Customer and Corporate 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 DIRECTOR OF CUSTOMER AND CORPORATE SERVICES RESPONSIBILITIES

The Director of Customer and Corporate Services 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 Director of Customer and Corporate Services has:

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

The Director of Customer and Corporate Services has also:

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

3. CERTIFICATION OF THE ACCOUNTS

I certify that the Statement of Accounts presents fairly the position of the City of York Council at 31 March 2019 and its income and expenditure for the year ended 31 March 2019.

Signed .... Dated 29/05/2019

I.M. Floyd B. Sc. (Hons), CPFA

Director of Customer and Corporate Services

4. APPROVAL OF THE ACCOUNTS

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

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

Signed .... Dated

Cllr Pavlovic

Chair, Audit and Governance Committee

CORE FINANCIAL STATEMENTS

Comprehensive Income and Expenditure Statement

	Note	2018/19 Gross Exp. £000's	2018/19 Income £000's	2018/19 Net Exp. £000's	2017/18 Gross Exp. £000's	2017/18 Income £000's	2017/18 Net Exp. £000's
Service Costs							
Customer and Corporate Services		**75,141**	**(49,170)**	**25,971**	80,615	(53,959)	26,656
Childrens and Education Services		**120,235**	**(91,034)**	**29,201**	141,272	(107,461)	33,811
Communities and Equalities		**9,167**	**(3,477)**	**5,690**	9,004	(2,941)	6,063
Housing Revenue Account		**25,650**	**(35,278)**	**(9,628)**	34,106	(35,394)	(1,288)
Adult Social Care		**85,608**	**(26,303)**	**59,305**	77,088	(23,903)	53,185
Housing and Community Safety		**7,042**	**(5,163)**	**1,879**	4,633	(3,947)	686
Public Health		**6,888**	**(9,476)**	**(2,588)**	6,934	(9,496)	(2,562)
Economy and Place		**56,944**	**(30,212)**	**26,732**	54,400	(26,888)	27,512
Cost of Services		**386,675**	**(250,113)**	**136,562**	408,052	(263,989)	144,063
Other Operating Expenditure	(9)			**42,016**			61,562
Financing and Investment Income and Expenditure	(10)			**11,630**			6,875
Taxation and Non-Specific Grant Income	(11)			**(162,727)**			(162,731)
(Surplus)/Deficit on Provision of Services	(30)			**27,481**			49,769
Revaluation (gains) on non current assets	(26)			**(10,139)**			(49,093)
Impairment losses on non current assets				**-**			**-**
Surplus/loss arising on the revaluation of available-for-sale financial assets				**-**			-
Re-measurement of net defined benefit/ liability	(49)			**(27,397)**			(19,280)
Other Comprehensive Income and Expenditure				**(37,536)**			(68,373)
Total Comprehensive Income and Expenditure				**(10,055)**			(18,604)

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.

ANNEX B

Movement in Reserves Statement

2018/19:	Note	General Fund Balance £000's	Earmarked General Fund Reserves £000's	Housing Revenue Account £000's	Earmarked HRA Reserves £000's	Major Repairs Reserve £000's	Capital Receipts Reserve £000's	Capital Grants Unapplied £000's	**Total Usable Reserves £000's**	Unusable Reserves £000's	**Total Authority Reserves £000's**
Balance at 1 April 2018		**(10,931)**	**(49,433)**	**(29,420)**	**(9,014)**	**(3,568)**	**(18,116)**	**(29,178)**	**(149,660)**	**(507,005)**	**(656,665)**
Movement in Reserves during 2018/19											
Surplus /(Deficit) on Provision of Services		32,704	-	(5,223)	-	-	-	-	**27,481**	-	**27,481**
Other Comprehensive Income and Expenditure movement		-	-	-	-	-	-	-	**-**	(37,536)	**(37,536)**
Total Comprehensive Expenditure and Income		**32,704**	**-**	**(5,223)**	**-**	**-**	**-**	**-**	**27,481**	**(37,536)**	**(10,055)**
Adjustments between accounting basis & funding basis under regulations	7	(17,930)	-	1,850	-	(778)	(742)	1,881	**(15,719)**	15,719	**-**
Net Increase/Decrease before Transfers to Earmarked Reserves		**14,774**	**-**	**(3,373)**	**-**	**(778)**	**(742)**	**1,881**	**11,762**	**(21,817)**	**(10,055)**
Transfers to/from Earmarked Reserves	8	(13,958)	13,958	8,296	(8,296)	-	-	-	**-**	-	**-**
Increase/Decrease in Year		**816**	**13,958**	**4,923**	**(8,296)**	**(778)**	**(742)**	**1,881**	**11,762**	**(21,817)**	**(10,055)**
Balance at 31 March 2019 carried forward		**(10,115)**	**(35,475)**	**(24,497)**	**(17,310)**	**(4,346)**	**(18,858)**	**(27,297)**	**(137,898)**	**(528,822)**	**(666,720)**

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.

2017/18:

	Note	General Fund Balance £000's	Earmarked General Fund Reserves £000's	Housing Revenue Account £000's	Earmarked HRA Reserves £000's	Major Repairs Reserve £000's	Capital Receipts Reserve £000's	Capital Grants Unapplied £000's	**Total Usable Reserves £000's**	Unusable Reserves £000's	**Total Authority Reserves £000's**
Balance at 1 April 2017		**(12,285)**	**(45,351)**	**(22,640)**	**(16,031)**	**(5,308)**	**(13,793)**	**(19,127)**	**(134,535)**	**(503,526)**	**(638,061)**
Movement in Reserves during 2017/18											
Surplus /(Deficit) on Provision of Services		50,186	-	(417)	-	-	-	-	**49,769**	-	**49,769**
Other Comprehensive Income and Expenditure movement		-	-	-	-	-	-	-	**-**	(68,373)	**(68,373)**
Total Comprehensive Expenditure and Income		**50,186**	**-**	**(417)**	**-**	**-**	**-**	**-**	**49,769**	**(68,373)**	**(18,604)**
Adjustments between accounting basis & funding basis under regulations	7	(52,914)	-	654	-	1,740	(4,323)	(10,051)	**(64,894)**	64,894	**-**
Net Increase/Decrease before Transfers to Earmarked Reserves		**(2,728)**	**-**	**237**	**-**	**1,740**	**(4,323)**	**(10,051)**	**(15,125)**	**(3,479)**	**(18,604)**
Transfers to/from Earmarked Reserves	8	4,082	(4,082)	(7,017)	7,017	-	-	-	**-**	-	**-**
Increase/Decrease in Year		**1,354**	**(4,082)**	**(6,780)**	**7,017**	**1,740**	**(4,323)**	**(10,051)**	**(15,125)**	**(3,479)**	**(18,604)**
Balance at 31 March 2018 carried forward		**(10,931)**	**(49,433)**	**(29,420)**	**(9,014)**	**(3,568)**	**(18,116)**	**(29,178)**	**(149,660)**	**(507,005)**	**(656,665)**

Split of General Fund Balance between Schools and GF	31-Mar-19 £000's	31-Mar-18 £000's
Amount of General Fund Balance held by governors under schemes to finance schools	**(2,535)**	(2,868)
Amount of General Fund Balance generally available for new expenditure	**(7,580)**	(8,063)
Total General Fund Balance	**(10,115)**	(10,931)

Balance Sheet

	Note	**31 March 2019 £000's**	31 March 2018 £000's
Property, Plant and Equipment	(12)	**945,778**	932,785
Investment Property	(14)	**57,399**	58,698
Intangible Assets	(15)	**3,265**	1,656
Heritage Assets	(13)	**47,346**	46,300
Long - Term Investments	(16)	**5,507**	1,251
Long - Term Debtors	(20)	**5,288**	5,554
LONG - TERM ASSETS		**1,064,583**	1,046,244
Short-Term Investments	(16)	**5,000**	35,000
Assets Held for Sale	(22)	**2,008**	5,902
Inventories	(17)	**451**	218
Short-Term Debtors	(19)	**39,615**	33,264
Cash and Cash Equivalents	(21)	**41,356**	48,729
CURRENT ASSETS		**88,430**	123,113
Short-Term Borrowing	(16) / (52)	**(9,698)**	(13,803)
Provisions due to be settled within 12 months	(24)	**(1,184)**	(909)
Short-Term Creditors	(23)	**(43,135)**	(40,597)
Other Short-Term Liabilities	(23)	**(3,709)**	(3,221)
CURRENT LIABILITIES		**(57,726)**	(58,530)
Provisions	(24)	**(11,755)**	(8,263)
Long-Term Borrowing	(16) / (52)	**(235,399)**	(245,980)
Other Long-Term Liabilities	(16)	**(47,019)**	(47,989)
Liability related to Defined Benefit Pension Scheme	(26) / (49)	**(134,394)**	(151,930)
LONG-TERM LIABILITIES		**(428,567)**	(454,162)
NET ASSETS		**666,720**	656,665
RESERVES			
Usable Reserves			
Capital Receipts Reserve		**(18,858)**	(18,116)
General Fund Balance		**(10,115)**	(10,931)
Housing Revenue Account Reserve		**(24,497)**	(29,420)
Major Repairs Reserve		**(4,346)**	(3,568)
Capital Grants Unapplied		**(27,297)**	(29,178)
Earmarked Reserves	(8)	**(52,785)**	(58,447)
	MIRS	**(137,898)**	(149,660)
Unusable Reserves			
Revaluation Reserve		**(297,993)**	(309,316)
Capital Adjustment Account		**(365,213)**	(351,963)
Financial Instruments Adjustment Account		**1,397**	1,002
Financial Instruments Revaluation Reserve		**(2,887)**	0
Pensions Reserve		**134,394**	151,930
Collection Fund Adjustment Account		**(1,914)**	(1,691)
Employee Benefit Adjustment Account		**3,394**	3,033
	(26)	**(528,822)**	(507,005)
TOTAL RESERVES		**(666,720)**	(656,665)

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	2018/19	2017/18
		£000's	£000's
Net (Surplus)/Deficit on the provision of Services		**27,481**	49,769
Adjustments to the Net (Surplus)/Deficit on the Provision of Services for non-cash movements	(27)	**(75,936)**	(146,837)
Adjustments for items included in the Net (Surplus)/Deficit on the Provision of Services that are investing and financing activities	(27)	**49,369**	21,290
Net Cash Flows from Operating Activities		**914**	(75,778)
Investing Activities	(28)	**(7,049)**	88,713
Financing Activities	(29)	**13,508**	3,594
Net (Increase)/Decrease in Cash and Cash Equivalents		**7,373**	16,529
Cash and Cash Equivalents at the beginning of the reporting period	(21)	**(48,729)**	(65,258)
Cash and Cash Equivalents at the end of the reporting period	(21)	**(41,356)**	(48,729)

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

NOTES TO THE CORE FINANCIAL STATEMENTS

1. ACCOUNTING POLICIES

I. General

The Statement of Accounts summarises the Council's transactions for the 2018/19 financial year and its position at the year-end of 31 March 2019. 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 Council Accounting in the United Kingdom 2018/19 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 the sale of goods is recognised when the Council transfers the significant risks and rewards of ownership to the purchaser and it is probable that economic benefits or service potential associated with the transaction will flow to the Council.
- Revenue from the provision of services is recognised when the Council can measure reliably the percentage of completion of the transaction and it is probable that economic benefits or service potential associated with the transaction will flow to the Council.
- 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 three months or less from the date of acquisition and that are readily convertible to known amounts of cash with insignificant risk of change in value.

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

IV. Exceptional Items

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

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

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

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

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

VI. Charges to Revenue for Non-Current Assets

Services, support services and trading accounts are debited with the following amounts to record the cost of holding fixed 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 fixed 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 2.4% set with reference to corporate bond yields as at 31st March 2019.
- 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

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 (ie 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.

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.

Where material, impairment and expected Credit Losses are recognised in the Statement of Accounts as either a debit or credit to the Financing and Investment Income and Expenditure line 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.

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.

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

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 (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.

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 2018/19 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 (eg 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 with in 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 (eg 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 fixed 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 (eg 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 2018/19 (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 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 Councils 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.

All elements of the 19 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:
  - – intangibles and equipment fair value market 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 74% 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 fixed 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 Schools PFI, the liability was written down by an initial capital contribution of £4.2m. Three schools are incorporated in the PFI scheme – Hob Moor, St Barnabas and St Oswalds. Hob Moor School was previously owned by the council however converted to Academy during 2018/19, therefore the accounting treatment is now the same as the other schools which are Voluntary Aided and belong to the church diocese.

As Hob Moor has now converted to an Academy and St Oswalds and St Barnabas are VA schools where the Council does not own the assets, the non current assets are recognised and written back out of the balance sheet.

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

Under the Code of Practice on Local Authority Accounting in the United Kingdom 2018/19 (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:

IFRS 16 Leases – This standard will require local authorities that are lessees to recognise most leases on their balance sheets and right-of-use assets with corresponding lease liabilities. Cipfa/LASAAC have deferred implementation of IFRS16 for local government until 1st April 2020.

IAS 40 Investment Property: Transfers of Investment property – This standard provides further explanation of the instances in which a property can be reclassified as an investment property. This standard is not anticipated to have any affect on the Council as we already meet the requirements set out under the standard.

IFRIC 22 Foreign Currency Transactions and Advance considerations – This standard clarifies the treatment of payments in a foreign currency made in advance of obtaining or delivering services or goods. The Council does not have any material transactions within the scope of this standard.

IFRIC 23 – Uncertainty over Income Tax Treatments – This standard provides additional guidance on income tax treatment where there is existing uncertainty. This standard is not expected to have any impact on the Council's Statement of Accounts.

IFRS 9 Financial Instruments: Prepayment features with negative compensation – This standard amends IFRS9 to make it clear that amortised cost should be used where prepayments are substantially lower then the unpaid principal and interest. This standard is not expected to have any impact on the Council's Statement of Accounts.

3. CRITICAL JUDGEMENTS IN APPLYING ACCOUNTING POLICIES

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

Future Levels of Funding for local government - The main critical judgement made in the Statement of Accounts is regarding the high degree of uncertainty about future levels of funding for local government. However, the Council has determined that this uncertainty is not yet sufficient to provide an indication that the assets of the Council might be impaired as a result of a need to close facilities and reduce levels of service provision.

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 XXI

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.

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

The Statement of Accounts contains estimated figures that are 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, because 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 2019 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 £15.262m
- A 0.1% increase in the assumed level of pension increases will increase the net pension liability by £12.377m
- An increase in one year of longevity would increase the net pension liability by £24.892m

Property, Plant & Equipment

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.

5. MATERIAL ITEMS OF INCOME AND EXPENSE

Included within Other Operating Expenditure in the Comprehensive Income and Expenditure Account (CIES) is a loss on disposal of non-current assets of £40.155m which relates mainly to schools which have opted out of local authority control and have become academies, as set out in section 9 of the Narrative report . Under statutory regulations, assets in respect of the school are transferred from the local authority to the new academy body on a long term lease. As such the Council has had to write these assets out of its accounts for a nil consideration. The accounting entries require this 'loss' to be charged to Other Operating Expenditure within the Comprehensive Income and Expenditure Account and then this 'charge' is reversed out in the Movement in Reserves Statement, so that it does not have any impact on the Council Tax payer.

The following assets have been transferred at a loss during 2018/19:

	Amount of loss on disposal £000	**Date of transfer**
Schools:		
Lakeside Primary School	(3,696)	01/04/2018
Oaklands Secondary School (York High)	(15,021)	01/05/2018
Hob Moor Primary and Hob Moor Oaks	(16,234)	01/05/2018
Osbaldwick CE Primary School	(6,115)	01/07/2018
Wheldrake CE Primary Playing Field only	(72)	01/07/2018
Archbishop of Yorks CE Junior School – Playing Field only	(112)	01/11/2018
Rufforth Primary School	(1,068)	01/03/2019
	(42,318)	
Non-Schools:		
Other net gains / losses	2,163	
TOTAL	**(40,155)**	

Wheldrake C of E Primary is a Voluntary Aided School and Archbishop of York's Junior is a Voluntary Controlled school so they do not appear on the Council's balance sheet. The table above includes the playing fields for these schools as these were Council owned and appeared on the Council's balance sheet.

6. EVENTS AFTER THE REPORTING PERIOD

The Statement of Accounts was authorised for issue by the Director of Customer and Corporate Services on 31 May 2019. 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 2019, 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.

Academy conversions - The following school was part of the Council's asset base as at 31st March 2019 but has since transferred to Academy status and the carrying value of the assets that will be written out of the balance sheet are as follows:

School	£000
Carr Junior	3,624

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 – 2018/19

2018/19	General Fund Balance	Housing Revenue Account	Major Repairs Reserve	Capital Receipts Reserve	Capital Grants Unapplied	**Movement in Unusable Reserves**
	£000	**£000**	**£000**	**£000**	**£000**	**£000**
Adjustments primarily involving the Capital Adjustment Account:						
Reversal of items debited or credited to the Comprehensive Income and Expenditure Statement:						
Charges for depreciation and impairment of non-current assets	(13,076)	(7,999)				**21,075**
Revaluation losses on Property Plant and Equipment	752	7				**(759)**
Movements in the market value of Investment Properties	(533)					**533**
Amortisation of intangible assets	(973)	(38)				**1,011**
Capital grants and contributions applied	39,040	832				**(39,872)**
Revenue expenditure funded from Capital under statute	(4,318)					**4,318**
Revenue expenditure funded from Capital under statute - Prior Year Reversal	1,164					**(1,164)**
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	(45,129)	(5,204)				**50,333**
Insertion of items not debited or credited to the Comprehensive income and Expenditure Statement:						
Statutory provision for the financing of capital investment	9,524					**(9,524)**
Capital expenditure charged against the General Fund and HRA balances	293	2,269				**(2,562)**
Adjustments primarily involving the Capital Grants Unapplied Account:						
Capital grants and contributions unapplied credited to the Comprehensive Income and Expenditure Statement	3,363				(3,363)	**-**
Application of grants to capital financing transferred to the Capital Adjustment Account	(5,244)				5,244	**-**
Adjustments primarily involving the Capital Receipts Reserve:						
Transfer of cash sale proceeds credited as part of the gain/ loss on disposal to the Comprehensive Income and Expenditure Statement	4,622	6,757		(11,379)		**-**
Transfer of cash loan repayment to the Capital Receipts Reserve				(100)		**100**
Use of the Capital Receipts Reserve to finance new capital expenditure		(43)		8,098		**(8,055)**
Contribution from the Capital Receipts Reserve towards revenue costs under Capital Receipts flexibility	(268)			268		**-**

	General Fund Balance	Housing Revenue Account	Major Repairs Reserve	Capital Receipts Reserve	Capital Grants Unapplied	**Movement in Unusable Reserves**
	£000	**£000**	**£000**	**£000**	**£000**	**£000**
Contribution from the Capital Receipts Reserve to finance the payments to the Government Capital receipts pool		(1,179)		1,179		**-**
Contribution from the Capital Receipts Reserve to finance disposal costs		(35)		35		**-**
Contribution from the Capital Receipts Reserve to finance repayment of 141 RTB receipts		(1,157)		1,157		**-**
Adjustment primarily involving the Major Repairs Reserve:						
Reversal of Major Repairs Allowance credited to the HRA		7,999	(7,999)			**-**
Use of the Major Repairs Reserve to finance new capital expenditure			7,221			**(7,221)**
Adjustment primarily involving the Financial Instruments Adjustment Account:						
Amount by which finance costs charged to the Comprehensive Income and Expenditure Statement are different from finance costs chargeable in the year in accordance with statutory requirements	(395)					**395**
Adjustments primarily involving the Financial Instruments Revaluation Reserve						
Movement in fair value of Financial Instruments	2,887					**(2,887)**
Adjustment primarily involving the Pensions Reserve:						
Employer's pensions contributions and direct payments to pensioners payable in the year	33,986	1,658				**(35,644)**
Reversal of items relating to retirement benefits debited or credited to the Comprehensive Income and Expenditure Statement	(43,488)	(2,017)				**45,505**
Adjustments primarily involving the Collection Fund Adjustment Account:						
Amount by which council tax income credited to the Comprehensive Income and Expenditure Statement is different form council tax income calculated for the year in accordance with statutory requirements	224					**(224)**
Adjustment primarily involving the Accumulated Absences Account:						
Amount by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements	(361)					**361**
Total Adjustments:	**(17,930)**	**1,850**	**(778)**	**(742)**	**1,881**	**15,719**

Adjustments between Accounting Basis and Funding Basis under Regulations – 2017/18

2017/18	General Fund Balance £000	Housing Revenue Account £000	Major Repairs Reserve £000	Capital Receipts Reserve £000	Capital Grants Unapplied £000	**Movement in Unusable Reserves £000**
Adjustments primarily involving the Capital Adjustment Account:						
Reversal of items debited or credited to the Comprehensive Income and Expenditure Statement:						
Charges for depreciation and impairment of non-current assets	(13,588)	(7,853)	-	-	-	**21,441**
Revaluation losses on Property Plant and Equipment	830	(9,643)	-	-	-	**8,813**
Movements in the market value of Investment Properties	3,321	(25)	-	-	-	**(3,296)**
Amortisation of intangible assets	(467)	(38)	-	-	-	**505**
Capital grants and contributions applied	19,127	2,695	-	-	-	**(21,822)**
Movement in the Donated Assets Account	-	-	-	-	-	**-**
Revenue expenditure funded from Capital under statute	(5,474)	-	-	-	-	**5,474**
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	(64,300)	(4,897)	-	-	-	**69,197**
Correction of PFI opening balance	(4,096)	-	-	-	-	**4,096**
Insertion of items not debited or credited to the Comprehensive income and Expenditure Statement:						
Statutory provision for the financing of capital investment	8,378	-	-	-	-	**(8,378)**
Capital expenditure charged against the General Fund and HRA balances	1,170	6,968	-	-	-	**(8,138)**
Adjustments primarily involving the Capital Grants Unapplied Account:						
Capital grants and contributions unapplied credited to the Comprehensive Income and Expenditure Statement	11,397	-	-	-	(11,397)	**-**
Application of grants to capital financing transferred to the Capital Adjustment Account	(1,346)	-	-	-	1,346	**-**
Adjustments primarily involving the Capital Receipts Reserve:						
Transfer of cash sale proceeds credited as part of the gain/ loss on disposal to the Comprehensive Income and Expenditure Statement	2,348	7,170	-	(9,518)	-	**-**
Use of the Capital Receipts Reserve to finance new capital expenditure	-	-	-	3,648	-	**(3,648)**
Contribution from the Capital Receipts Reserve towards revenue costs under Capital Receipts flexibility	(273)	-	-	273	-	**-**

	General Fund Balance	Earmarked Reserves	Major Repairs Reserve	Capital Receipts Reserve	Capital Grants Unapplied	**Movement in Unusable Reserves**
	£000	**£000**	**£000**	**£000**	**£000**	**£000**
Contribution from the Capital Receipts Reserve to finance the payments to the Government Capital receipts pool	-	(1,179)	-	1,179	-	**-**
Contribution from the Capital Receipts Reserve to finance disposal costs	-	(95)	-	95	-	**-**
Adjustment primarily involving the Major Repairs Reserve:						
Reversal of Major Repairs Allowance credited to the HRA	-	7,853	(7,853)	-	-	**-**
Non dwelling depreciation reversed to the MRR	-	-	-	-	-	**-**
Use of the Major Repairs Reserve to finance new capital expenditure	-	-	9,593	-	-	**(9,593)**
Adjustment primarily involving the Financial Instruments Adjustment Account:						
Amount by which finance costs charged to the Comprehensive Income and Expenditure Statement are different from finance costs chargeable in the year in accordance with statutory requirements	217	-	-	-	-	**(217)**
Adjustment primarily involving the Pensions Reserve:						
Employer's pensions contributions and direct payments to pensioners payable in the year	14,471	1,488	-	-	-	**(15,959)**
Reversal of items relating to retirement benefits debited or credited to the Comprehensive Income and Expenditure Statement	(23,697)	(1,790)	-	-	-	**25,487**
Adjustments primarily involving the Collection Fund Adjustment Account:						
Amount by which council tax income credited to the Comprehensive Income and Expenditure Statement is different form council tax income calculated for the year in accordance with statutory requirements	(1,043)	-	-	-	-	**1,043**
Adjustment primarily involving the Accumulated Absences Account:						
Amount by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements	111	-	-	-	-	**(111)**
Total Adjustments:	**(52,914)**	**654**	**1,740**	**(4,323)**	**(10,051)**	**64,894**

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 2018/19:

	Transfers Out During Year	Transfers In During Year	**Net mov't During Year**	**Balance at 31-Mar-19**	Balance at 31-Mar-18
	£000's	£000's	**£000's**	**£000's**	£000's
General Fund					
Investment Reserves	1,208	-	**1,208**	**-**	(1,208)
Venture Fund	180	(1,157)	**(977)**	**(3,729)**	(2,752)
Developers Contributions Unapplied	14,114	(2,014)	**12,100**	**(10,534)**	(22,634)
Waste Management Reserve	485	(127)	**358**	**(2,164)**	(2,522)
Pay and Pensions Reserve	1,251	(527)	**724**	**(731)**	(1,455)
Yearsley Pool Reserve	121	(1,044)	**(923)**	**(1,383)**	(460)
York Central	285	-	**285**	**(861)**	(1,146)
Employment Matters reserve	707	-	**707**	**(430)**	(1,137)
WYTF Reserve	450	(95)	**355**	**(615)**	(970)
Contingency Reserve	1,345	(1,233)	**112**	**(650)**	(762)
Insurance Fund	268	(210)	**58**	**(238)**	(296)
Bus Lane enforcement	184	-	**184**	**(525)**	(709)
Miscellaneous	19,051	(19,284)	**(233)**	**(13,615)**	(13,382)
Subtotal General Fund	**39,649**	**(25,691)**	**13,958**	**(35,475)**	(49,433)
HRA					
53rd Week Rent	99	-	**99**	**525**	426
HRA Investment Reserve	1,912	(10,307)	**(8,395)**	**(17,835)**	(9,440)
Subtotal HRA	**2,011**	**(10,307)**	**(8,296)**	**(17,310)**	(9,014)
Total Earmarked Reserves	**41,660**	**(35,998)**	**5,662**	**(52,785)**	(58,447)

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

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.

Pay and Pensions Reserve – Underspends from the Pay and Pensions budgets are included in this reserve to enable the Council to spread out the pay and pension growth required in the annual budget process as evenly as possible over the medium term.

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

York Central Reserve – This reserve holds the earmarked revenue contributions agreed by the Council towards the York Central development in addition to other external contributions to the projects

Employment Matters Reserve – This reserve relates to costs for ongoing and future pay and employment claims

WYTF Reserve – From 1st April 2017 the council has formally joined the West Yorkshire Transport Fund and the expenditure on delivery of its key major schemes (York Central and York Outer Ring Road) is reimbursed from West Yorkshire Combined Authority. The council pays an annual levy to WYCA to contribute towards the overall debt costs of the capital expenditure. Prior to the arrangement to formally join the West Yorkshire Transport Fund the council had set aside funds in order to progress its major schemes in lieu of joining the fund. Over 3 years a total of £1,500k had been identified in the budget through a combination of Economic Infrastructure Fund and Council budgets. As at 31st March 2017 a total of £530k had been spent progressing theses schemes leaving a balance of £970k which was transferred to a reserve at year end

Contingency Reserve – This includes prior year Council Underspend and contingency budget underspend. All allocations made from this reserve are agreed at Full Council.

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.

Insurance Fund – This reserve was established to absorb any unexpected liabilities such as claims paid under the MMI scheme of arrangement and where historical cover cannot be proven.

Bus Lane Enforcement - This reserve was established to hold the remaining fine income received from the Lendal Bridge and Coppergate ANPR enforcements following the closure of the fine repayment process. The funds are earmarked towards supporting various transport schemes.

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

	2018/19 £'000's	2017/18 £'000's
Parish council precepts	**726**	703
Payments to the Government Housing Capital Receipts Pool - Prior Year Repayments	**1,157**	-
Payments to the Government Housing Capital Receipts Pool	**1,179**	1,179
Gains/losses on the disposal of non-current assets	**38,954**	59,680
Total	**42,016**	61,562

10. FINANCING AND INVESTMENT INCOME AND EXPENDITURE

	2018/19 £'000's	2017/18 £'000's
Interest payable and similar charges	**15,194**	10,672
Net interest on the net defined benefit liability	**3,678**	3,871
Interest receivable and similar income	**(779)**	(627)
Income and expenditure in relation to investment properties and changes in their fair value	**(3,211)**	(6,632)
Changes in value of Financial Instruments	**(2,887)**	-
Other investment income	**(365)**	(409)
Total	**11,630**	6,875

11. TAXATION AND NON SPECIFIC GRANT INCOME

	2018/19 £'000's	2017/18 £'000's
Council tax income	**(86,917)**	(82,615)
Non domestic rates	**(35,986)**	(28,171)
Non-ring fenced or government grants	**(16,794)**	(19,581)
Capital grants and contributions	**(23,030)**	(32,364)
Total	**(162,727)**	(162,731)

12. PROPERTY, PLANT AND EQUIPMENT

2018/19	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
Cost or Valuation (GCA)									
At 1 April 2018	458,837	297,450	35,262	153,722	253	17,568	43,945	**1,007,037**	60,385
Additions	8,848	5,546	1,686	11,936	-	1	44,750	**72,767**	-
Acc Dep & Imp WO to GCA	(7,518)	(3,655)	-	-	(32)	(16)	-	**(11,221)**	-
Revaluation increases/(decreases) recognised in the Revaluation Reserve	4,131	5,261	-	-	(1,537)	1,238	-	**9,093**	-
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	(9)	1,289	-	-	(855)	325	(358)	**392**	-
Derecognition - Disposals	(4,183)	(46,714)	(5,246)	-	-	-	-	**(56,143)**	(19,091)
Derecognition - Other	-	-	-	-	-	-	-	**-**	-
Assets reclassified (to)/from Held for Sale	-	1,817	-	-	-	-	-	**1,817**	-
Other movements in Cost or Valuation	1,510	5,523	1,195	5,424	2,286	1,476	(19,988)	**(2,574)**	-
At 31 March 2019	**461,616**	**266,517**	**32,897**	**171,082**	**115**	**20,592**	**68,349**	**1,021,168**	**41,294**
Accumulated Depreciation & Impairment									
At 1 April 2018	(7,518)	(9,542)	(24,295)	(32,897)	-	-	1	**(74,251)**	(2,857)
Depreciation Charge for 2018/19	(7,616)	(6,024)	(3,241)	(4,185)	(1)	(8)	-	**(21,075)**	(1,376)
Acc. Depreciation WO to GCA	7,518	3,655	-	-	32	16	-	**11,221**	-
Derecognition - Disposals	-	3,702	5,013	-	-	-	-	**8,715**	2,857
Other movements in Depreciation and Impairment	-	40	-	-	(32)	(8)	-	**-**	-
At 31 March 2019	**(7,616)**	**(8,169)**	**(22,523)**	**(37,082)**	**(1)**	**-**	**1**	**(75,390)**	**(1,376)**
Net Book Value									
At 31 March 2019	454,000	258,348	10,374	134,000	114	20,592	68,350	**945,778**	39,918
At 31 March 2018	451,319	287,908	10,967	120,825	253	17,568	43,946	**932,786**	57,528

Comparative Movements in 2017/18:

2017/18	Council Dwellings £000	Other Land & Buildings £000	Plant / Vehicle / Equipment £000	Infrastructure Assets £000	Community Assets £000	Surplus Assets £000	Assets Under Construction £000	Total Property, Plant & Equipment £000	PFI assets included in Property, Plant & Equipment £000
Cost or Valuation (GCA)									
At 1 April 2017	429,696	322,622	31,504	147,101	242	15,189	16,545	**962,899**	19,077
Additions	12,174	45,221	2,605	4,967	-	79	27,263	**92,309**	41,308
Acc Dep & Imp WO to GCA	(9,441)	(2,401)	-	-	(4)	-	-	**(11,846)**	-
Revaluation increases/(decreases) recognised in the Revaluation Reserve	40,382	(444)	-	-	15	5,866	-	**45,819**	-
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	(9,585)	(681)	-	-	-	(170)	-	**(10,436)**	-
Derecognition - Disposals	(4,389)	(63,674)	-	-	-	-	-	**(68,063)**	-
Derecognition - Other	-	-	-	-	-	-	-	**-**	-
Assets reclassified (to)/from Held for Sale	-	(1,397)	-	-	-	(1,848)	-	**(3,245)**	-
Assets reclassified (to)/from Investment Property	-	-	-	-	-	-	-	**-**	-
Other movements in Cost or Valuation	-	(1,796)	1,153	1,654	-	(1,548)	137	**(400)**	-
At 31 March 2018	**458,837**	**297,450**	**35,262**	**153,722**	**253**	**17,568**	**43,945**	**1,007,037**	**60,385**
Accumulated Depreciation & Impairment									
At 1 April 2017	(9,441)	(5,492)	(21,500)	(28,901)	(3)	-	1	**(65,336)**	(2,506)
Depreciation Charge for 2017/18	(7,518)	(6,917)	(2,795)	(3,996)	(1)	-	-	**(21,227)**	(351)
Acc. Depreciation WO to GCA	9,441	2,401	-	-	4	-	-	**11,846**	**-**
Derecognition - Disposals	-	466	-	-	-	-	-	**466**	**-**
Assets reclassified (to)/from Held for Sale	-	-	-	-	-	-	-	**-**	**-**
Assets reclassified (to)/from Investment Property	-	-	-	-	-	-	-	**-**	**-**
Other movements in Depreciation and Impairment	-	-	-	-	-	-	-	**-**	**-**
At 31 March 2018	**(7,518)**	**(9,542)**	**(24,295)**	**(32,897)**	**-**	**-**	**1**	**(74,251)**	**(2,857)**
Net Book Value									
At 31 March 2018	451,319	287,908	10,967	120,825	253	17,568	43,946	**932,786**	57,528
At 31 March 2017	420,255	317,130	10,004	118,200	239	15,189	16,546	**897,563**	16,571

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 2019, the Council has entered into a number of contracts for the construction or enhancement of Property, Plant and Equipment in 2019/20 and future years budgeted to cost c2.101m,. Similar commitments as 31 March 2018 were c£5.087m.

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. 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 increased by £5.563m 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	-	-	32,897	171,082	-	-	68,349	**272,328**
Valued at Fair Value as at:								
31-Mar-19	461,616	104,196	-	-	-	20,165	-	**585,977**
31-Mar-18	-	16,188	-	-	115	-	-	**16,303**
31-Mar-17	-	108,070	-	-	-	-	-	**108,070**
30-Mar-16	-	24,896	-	-	-	427	-	**25,323**
31-Mar-15	-	13,167	-	-	-	-	-	**13,167**
Total Cost or Valuation	461,616	266,517	32,897	171,082	115	20,592	68,349	**1,021,168**

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 2019. The fair value of Surplus Properties as at 31 March 2019 is £20.592m. There were no transfers between Levels 1 and 2 during the year.

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

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

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

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

13. HERITAGE ASSETS

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

	Heritage Properties	Art Collection	Mansion House Collection & Civic Regalia	Castle Museum Collections	TOTAL
	£000	**£000**	**£000**	**£000**	**£000**
Cost or Valuation					
1 April 2017	1,387	34,221	6,348	1,071	**43,027**
Revaluations	-	1,027	2,181	65	**3,273**
31 March 2018	**1,387**	**35,248**	**8,529**	**1,136**	**46,300**
Cost or Valuation					
1 April 2018	1,387	35,248	8,529	1,136	**46,300**
Revaluations	-	1,058	(12)	-	**1,046**
31 March 2019	**1,387**	**36,306**	**8,517**	**1,136**	**47,346**

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 include 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

Additions/ Disposal of Heritage Assets

There were no significant additions or disposals of heritage Assets in 2018/19 or 2017/18.

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:

	2018/19	2017/18
	£000's	£000's
Commercial rental income from investment property	**(4,884)**	(4,249)
Commercial direct operating expenses arising from investment property	**1,139**	924
Net Income	**(3,745)**	(3,325)

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.

	2018/19	2017/18
	£000's	£000's
Balance at start of the year	**58,698**	42,214
Additions:		
Acquisitions	**-**	12,100
Enhancements	**7**	1,089
Disposals	**(773)**	-
Net gain or loss on Fair Value	**(533)**	3,295
Transfers:		
to/ from Property, Plant & Equipment	**-**	-
Balance at end of year	**57,399**	58,698

Included within this table is an Investment Property which met the criteria for Asset Held for Sale during 2017/18 so was recognised as an Investment Property Held for Sale (value £23k at 1 April 2018). Also included in this table is an Investment Property which was recognised as an Investment Property Held for Sale during 2016/17 (value £750k at 1 April 2018). These 2 assets have been disposed of during 2018/19 and make up the value of £773k for disposals. These assets are not included in the Asset Held for Sale note.

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 2019. The fair value of Investment Properties as at 31 March 2019 is £57.399m. There were no transfers between Levels 1 and 2 during the year.

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

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

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

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

Valuation Processes for Investment Properties

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

15. INTANGIBLE ASSETS

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

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

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

The carrying amount of intangible assets is amortised on a straight-line basis and the amortisation charge in 2018/19 was £1,011k (2017/18 was £505k), contained in this figure is £38k relating to HRA assets.

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

	2018/19			2017/18		
	Internally Generated Assets	Other Assets	Total	Internally Generated Assets	Other Assets	Total
	£000	£000	£000	£000	£000	£000
Balance at start of year:						
- Gross carrying amounts		6,938	6,938		6,408	6,408
Category Adjustments		2,574	2,574		400	400
- Revised Gross carrying amounts		9,512	9,512		6,808	6,808
- Accumulated amortisation		(5,282)	(5,282)		(4,777)	(4,777)
Net carrying amount at the start of the year	-	4,230	4,230	-	2,031	2,031
Purchases	-	101	101	-	130	130
Other disposals	-	(55)	(55)	-	-	-
Amortisation for the period	-	(1,011)	(1,011)	-	(505)	(505)
Net carrying amount at the end of year	-	3,265	3,265	-	1,656	1,656
Comprising:						
- Gross carrying amounts	-	8,695	8,695	-	6,938	6,938
- Accumulated amortisation	-	(5,430)	(5,430)	-	(5,282)	(5,282)
	-	3,265	3,265	-	1,656	1,656

16. FINANCIAL INSTRUMENTS

Categories of financial Instruments

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

Financial Assets

	Non-Current				Current				
	Investments		Debtors		Investments		Debtors		Total
	31-Mar-19	31-Mar-18	**31-Mar-19**	31-Mar-18	**31-Mar-19**	31-Mar-18	**31-Mar-19**	31-Mar-18	**31-Mar-19**
	£000's	£000's	£000's	£000's	**£000's**	£000's	**£000's**	£000's	**£000's**
Fair Value through profit or loss	-	-	-	-	-	-	-	-	-
Amortised cost	-	-	**5,288**	5,554	**5,000**	35,000	**24,685**	19,420	**34,973**
Fair value through other comprehensive income - designated equity instruments	**5,507**	1,251	-	-	-	-	-	-	**5,507**
Fair value through other comprehensive income - other	-	-	-	-	-	-	-	-	-
Total financial assets	**5,507**	1,251	**5,288**	5,554	**5,000**	35,000	**24,685**	19,420	**40,480**
Non-financial assets	-	-	-	-	-	-	**14,930**	13,844	**14,930**
Total	**5,507**	1,251	**5,288**	5,554	**5,000**	35,000	**39,615**	33,264	**55,410**

Financial Liabilities

	Non-Current				Current				
	Borrowings		Creditors		Borrowings		Creditors		Total
	31-Mar-19	**31-Mar-18**	**31-Mar-19**	**31-Mar-18**	**31-Mar-19**	**31-Mar-18**	**31-Mar-19**	**31-Mar-18**	**31-Mar-19**
	£000's	£000's	**£000's**	£000's	**£000's**	£000's	**£000's**	£000's	**£000's**
Fair Value through profit or loss	-	-	-	-	-	-	-	-	-
Amortised cost	**(235,399)**	(245,980)	-	-	**(9,698)**	(13,803)	**(31,432)**	(30,605)	**(276,529)**
PFI	**(47,019)**	(47,989)	-	-	**(315)**	(188)	-	-	**(47,334)**
Total financial liabilities	**(282,418)**	(293,969)	**-**	**-**	**(10,013)**	(13,991)	**(31,432)**	(30,605)	**(323,863)**
Non-financial liabilities	-	-	-	-	-	-	**(11,703)**	(9,992)	**(11,703)**
Total	**(282,418)**	(293,969)	**-**	**-**	**(10,013)**	(13,991)	**(43,135)**	(40,597)	**(335,566)**

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 £41.356m in 2018/19 (£48.729m in 2017/18). Short term investments within Note 21 Cash and Cash Equivalents total £34.034m in 2018/19 (£40.775m in 2017/18

Reclassification and re-measurement of financial assets at 1 April 2018

This note shows the effect of reclassification of financial assets following the adoption of IFRS 9 Financial Instruments by the Code of Practice on Local Authority Accounting and the re-measurements of carrying amounts then required.

	Previous Classification	New Classifications at 1 April 2018			
	Carrying amount brought forward at 1 April	Amortised cost	Fair value through other comprehensive income	Fair value through profit and loss	Total
	£'000s	£'000s	£'000s	£'000s	£'000s
Previous classifications					
Loans and receivables - Investments	35,000	35,000	-	-	35,000
Unquoted equity investment at cost	1,211	-	1,211	-	1,211
Available for sale	40	-	40	-	40
Fair value through profit and loss	-	-	-	-	-
Loans and receivables - Long Term Debtors	5,554	5,554	-	-	5,554
Financial assets carried at contract amounts	19,420	19,420	-	-	19,420
Reclassified amounts at 1 April 2018	**61,225**	**59,974**	**1,251**	**-**	**61,225**
Re-measurements at 1 April 2018		-	-	-	- -
Re-measured carrying amounts at 1 April 2018		**59,974**	**1,251**	**-**	**61,225**
Impact on General Fund Balance				-	-
Impact on Financial Instruments Revaluation Reserve				-	-

As at 1st April 2018 there were no known circumstances that would require any financial instrument asset to be re-measured or impaired. Therefore, the carrying value of the financial assets held was judged to be the fair value.

Effect of Asset Reclassification and Re-measurement on the Balance Sheet

This note shows how the new balances at 1 April 2018 for financial assets are incorporated into the Balance Sheet.

	Financial Instruments				
	Amortised Cost	Fair Value through Other Comprehensive Income	Fair value through profit and Loss	Non-financial instrument balances	Total Balance Sheet carrying amount
	£'000s	£'000s	£'000s	£'000s	£'000s
Re-measured carrying amounts at 1 April 2018	59,974	1,251	-	13,844	**75,069**
Non-current investments	35,000	1,251	-	-	**36,251**
Long-term debtors	5,554	-	-	-	**5,554**
Current investments	-	-		-	**-**
Current debtors	19,420	-	-	13,844	**33,264**

The following judgements were made in reclassifying financial instrument assets at 1 April 2018:

Financial Asset	Judgement	Previous classification	New IFRS classification
Yorwaste Innovation Centre Veritau Shares Make It York City of York Trading Ltd Leeds City Region Revolving Investment Fund	Equity instrument not held for trading and is held as part of a business model to meet a service objective.	Unquoted equity investment at cost	Fair value through other comprehensive income
Municipal Bonds Agency Shares	Equity instrument not held for trading and is held as part of a business model to meet a strategic objective.	Available for sale	

Note 4 – 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.

With the introduction of IFRS 9 the authority has designated the following equity at 31 March 2019 as fair value through other comprehensive income:

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

	Nominal £'000s	31-Mar-19 Gain / (Loss) within equity £'000s	Fair Value £'000s	31-Mar-19 Dividend £'000s	31-Mar-18 Dividend £'000s
Yorwaste	**1,008**	**1,339**	**2,347**	**-**	-
Innovation Centre	**200**	**324**	**524**	**-**	-
Veritau Shares	**-**	**151**	**151**	**-**	-
Municipal Bonds Agency Shares	**40**	**(34)**	**6**	**-**	-
Make It York	**-**	**215**	**215**	**25**	25
City of York Trading Ltd	**-**	**790**	**790**	**74**	90
Leeds City Region Revolving Investment Fund	**1,372**	**102**	**1,474**	**19**	17
Total	**2,620**	**2,887**	**5,507**	**118**	**132**

- **Yorwaste** – Not held for trading but 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** - Not held for trading but to meet a service objective - the development, operation and management of the Innovation Centre in 1994.

- **Veritau Shares** - Not held for trading but 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** - Not held for trading but 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** - Not held for trading but to meet a service objective – supply of temporary staff to the Council.

- **Leeds City Region Revolving Investment Fund** - Not held for trading but 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** - Not held for trading but 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.

Recurring fair value measurements	Input level in fair value hierarchy	Valuation technique used to measure fair value	As at 31/03/19 £'000s	Investment / Redemption £'000s	As at 31/03/18 £'000s	Gain / (Loss) posted to Other Comprehensive Income and Expenditure £'000s
Equity Shareholding in Yorwaste	All at Level 3	IFRS 13 Fair Value Measurement - Adjusted Net Asset Value Method	2,347	-	1,008	**1,339**
Equity Shareholding in Innovation Centre			524	-	200	**324**
Equity Shareholding in Veritau Shares			151	-	-	**151**
Equity Shareholding in Make It York			215	-	-	**215**
Equity Shareholding in City of York Trading Ltd			790	-	-	**790**
Equity Shareholding in Leeds City Region Revolving Investment Fund			1,474	208	1,164	**102**
Equity Shareholding in UK Municipal Bonds Agency PLC			6	-	40	**(34)**
Total			**5,507**	**208**	**2,412**	**2,887**

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:

Financial Liabilities

	31 March 2019		31 March 2018	
	Carrying Amount £'000s	**Fair Value £'000s**	**Carrying Amount £'000s**	**Fair Value £'000s**
Financial Liabilities held at amortised cost:				
PWLB debt	(234,384)	(312,495)	(234,336)	(308,234)
Interest on PWLB debt	(3,602)	(3,602)	(3,602)	(3,602)
Market debt	(5,000)	(10,240)	(20,000)	(29,183)
Interest on Market debt	(96)	(96)	(200)	(200)
WYCA debt	(2,015)	(2,350)	(1,645)	(1,944)
Interest on WYCA debt	-	-	-	-
Short-term creditors	(31,432)	(31,432)	(30,605)	(30,605)
Long-term creditors	-	-	-	-
PFI liabilities	(47,334)	(47,334)	(48,177)	(48,177)
Finance lease liabilities	-	-	-	-
Total	**(323,863)**	**(407,549)**	**(338,565)**	**(421,945)**

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 2019) arising from a commitment to pay interest to lenders above current market rates.

The fair value of Public Works Loan Board (PWLB) loans of £316.097m 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 £237.986m and the fair value of £316.097m is £78.111m; £77.380m PWLB fair value amount less £0.731m PWLB carrying value adjustment. The £77.380m 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 £235.115m (Carrying value £234.384m plus £0.731m PWLB carrying value adjustment and less £3.602m accrued interest) would be valued at £283.094m, the fair value being £47.979m. 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 £78.111m.

Financial Assets

	31 March 2019		31 March 2018	
	Carrying Amount £'000s	**Fair Value £'000s**	**Carrying Amount £'000s**	**Fair Value £'000s**
Financial Assets held at amortised cost:				
Cash and Cash Equivalents	7,322	7,322	7,954	7,954
Cash callable in less than 30 days	34,000	34,000	40,700	40,700
Investment Interest	34	34	75	75
Investments less than 365 days	5,000	5,000	35,000	35,000
Investments greater than 365 days	-	-	-	-
Short-term debtors	24,685	24,685	19,420	19,420
Long-term debtors	5,288	5,288	5,554	5,554
Total	**76,329**	**76,329**	**108,703**	**108,703**

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

31 March 2019 Recurring fair value measurements using:	**Quoted prices in active markets for identical assets (Level 1) £'000s**	**Other significant observable inputs (Level 2) £'000s**	**Significant unobservable inputs (Level 3) £'000s**	**Total £'000s**
Financial Liabilities				
Financial Liabilities held at amortised cost:				
PWLB debt			(316,097)	(316,097)
Market debt			(10,336)	(10,336)
WYCA debt			(2,350)	(2,350)
Short-term creditors			(31,432)	(31,432)
PFI liabilities			(47,335)	(47,335)
Finance lease liabilities			-	-
Total	**-**	**-**	**(407,550)**	**(407,550)**
Financial Assets				
Financial Assets held at amortised cost:				
Cash	7,322			7,322
Investments	39,034			39,034
Short-term debtors			24,685	24,685
Long-term debtors			5,288	5,288
Total	**46,356**	**-**	**29,973**	**76,329**

31 March 2018 Recurring fair value measurements using:	**Quoted prices in active markets for identical assets (Level 1) £'000s**	**Other significant observable inputs (Level 2) £'000s**	**Significant unobservable inputs (Level 3) £'000s**	**Total £'000s**
Financial Liabilities				
Financial Liabilities held at amortised cost:				
PWLB debt			(311,836)	(311,836)
Market debt			(29,383)	(29,383)
WYCA debt			(1,944)	(1,944)
Short-term creditors			(30,605)	(30,605)
PFI liabilities			(48,177)	(48,177)
Finance lease liabilities			-	-
Total	**-**	**-**	**(421,945)**	**(421,945)**
Financial Assets				
Financial Assets held at amortised cost:				
Cash	7,954			7,954
Investments	75,775			75,775
Short-term debtors			19,420	19,420
Long-term debtors			5,554	5,554
Total	**83,729**	**-**	**24,974**	**108,703**

17. INVENTORIES

	Consumable Stores		Total	
	31-Mar-19	31-Mar-18	**31-Mar-19**	31-Mar-18
	£000's	£000's	**£000's**	£000's
Balance Outstanding at 1 April	**218**	280	**218**	280
Purchases	**1,102**	866	**1,102**	866
Recognised as an Expense in the Year	**(1,007)**	(904)	**(1,007)**	(904)
Written Off Balances	**-**	(24)	**-**	(24)
Reversals of Write Offs in Previous Years	**138**	-	**138**	-
Balance Outstanding at 31 March	**451**	218	**451**	218

18. TRUST FUNDS

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

	Expenditure	Income	Balance at	Balance at
	During Year	**During Year**	**31-Mar-19**	31-Mar-18
	£000's	**£000's**	**£000's**	£000's
Haughton/Gardiner Trust	-	(1)	**(56)**	(55)
Staff Lottery	-	(4)	**(16)**	(12)
Other Funds	31	(27)	**(25)**	(29)
	31	(32)	**(97)**	(96)

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. In 2018/19 there was a surplus of employee contributions to the lottery which have been transferred into the trust fund.

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

19. DEBTORS

	Balance at 31-Mar-19 £000's	Balance at 31-Mar-18 £000's
Trade Receivables	**32,601**	27,178
Prepayments	**2,776**	4,106
Other receivable amounts	**12,154**	9,738
Sub-total	**47,531**	41,022
Provision for Bad and Doubtful Debts	**(7,916)**	(7,758)
Total Debtors	**39,615**	33,264

Other receivable amounts include statutory debtors of £8,577k due for Council Tax and NNDR (£6,974k in 2017/18) and £3,577k due from HMRC (£2,764k in 2017/18). Theses balances are treated as non financial assets within the Financial Instruments Note 16. The £8,577k Council Tax and NNDR is impaired by £4,895k for bad and doubtful debt (£4,344k in 2017/18) which assumes a collection rate of 97.6% for Council Tax and 98.2% for NNDR. The £4,895k is included in the £7,916k figure for Provision for Bad and Doubtful Debts (£7,758k in 2017/18) shown in the table above. The £3,577k is a VAT amount owed from HMRC and is not impaired.

20. LONG TERM DEBTORS

	Expenditure During Year £000's	Income During Year £000's	Balance at 31-Mar-19 £000's	Balance at 31-Mar-18 £000's
Employee Loans	**-**	**(8)**	**7**	15
Housing Loans	**-**	**-**	**11**	11
Yorwaste Loans	**-**	**(100)**	**1,902**	2,002
Finance Lease Receivables	**-**	**(55)**	**192**	247
PFI Schemes	**21**	**-**	**3,176**	3,155
Other	**-**	**(124)**	**-**	124
	21	**(287)**	**5,288**	5,554

21. CASH AND CASH EQUIVALENTS

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

	Balance at 31-Mar-19 £000's	Balance at 31-Mar-18 £000's
Cash Held by the Authority	**4,745**	5,413
Short Term Deposits	**34,034**	40,775
Bank Current Accounts	**2,577**	2,541
Total Cash and Cash Equivalents	**41,356**	48,729

22. ASSETS HELD FOR SALE

	2018/19 £000's	2017/18 £000's
Balance outstanding at start of year	**5,902**	2,849
Assets newly classified as held for sale:		
- Property, Plant and Equipment	**-**	4,697
Revaluation gains	**-**	1,408
Assets declassified as held for sale:		
- Property, plant and Equipment	**(1,817)**	(1,452)
Assets sold	**(2,077)**	(1,600)
Balance outstanding at year-end	**2,008**	5,902

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 2019. The fair value of Assets Held for Sale as at 31 March 2019 is £6.150m. The fair value is 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-19 £000's	Balance at 31-Mar-18 £000's
Trade Payables	**(31,432)**	(30,605)
Receipts in Advance	**(3,062)**	(2,085)
Other Payables	**(8,641)**	(7,907)
Total Creditors	**(43,135)**	(40,597)
Other Short-Term Liabilities	**(3,709)**	(3,221)
Total Short-Term Liabilities	**(46,844)**	(43,818)

Other payable amounts include statutory creditors of £3,546k for Council Tax and NNDR (£3,000k in 2017/18), £5,075k for payroll taxes and pension payments to HMRC and the Pension Funds (£4,890k in 2017/18), and £20k for CIS taxes to HMRC (£17k in 2017/18). Theses 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 £1,106k (2017/18 £683k) 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	Council Tax £000's	Other Provisions £000's	**Total £000's**
Balance at 1 April 2018	(2,461)	(6,042)	(500)	(170)	**(9,173)**
Additional provisions made in 2018/19	(435)	(8,991)		(139)	**(9,565)**
Amounts Used In 2018/19	637	5,162			**5,799**
Unused amounts reversed in 2018/19					**-**
Unwinding of discounting in 2018/19	-	-	-	-	**-**
Balance at 31 March 2019	**(2,259)**	**(9,871)**	**(500)**	**(309)**	**(12,939)**

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

	Insurance Fund £000's	Business Rates £000's	Council Tax £000's	Other Provisions £000's	**Total £000's**
Balance at 1 April 2018	(316)	(423)	-	(170)	**(909)**
Additional provisions made in 2018/19	(27)	(528)		(139)	**(694)**
Amounts Used In 2018/19		419			**419**
Unused amounts reversed in 2018/19					**-**
Unwinding of discounting in 2018/19	-	-	-	-	**-**
Balance at 31 March 2019	**(343)**	**(532)**	**-**	**(309)**	**(1,184)**

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.

Lendal Bridge/ Coppergate

This provision is for the costs of settling claims for repayment of Penalty Charge Notices in relation to the trial traffic regulation of Lendal Bridge and Coppergate. As detailed in the Narrative report a significant number of these fines were repaid in 2016/17, and an Earmarked Reserve is also held in relation to this as show in Note 8.

Business Rates

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

Council Tax
Provision to cover variations in Council Tax income, bad debts and the Council Tax Support Scheme. It should be noted that this provision and the one above have been reclassified from earmarked reserves.

Other Provisions
All other provisions are individually insignificant.

25. USABLE RESERVES

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

26. UNUSABLE RESERVES

	Balance at 2018/19 £000's	Balance at 2017/18 £000's
Revaluation Reserve	**(297,993)**	(309,316)
Capital Adjustment Account	**(365,213)**	(351,963)
Financial Instruments Adjustment Account	**1,397**	1,002
Financial Instruments Revaluation Reserve	**(2,887)**	-
Pensions Reserve	**134,394**	151,930
Collection Fund Adjustment Account	**(1,914)**	(1,691)
Accumulated Absences Account	**3,394**	3,033
Total Unusable Reserves	**(528,822)**	(507,005)

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.

	2018/19		2017/18	
	£000's	**£000's**	**£000's**	**£000's**
Balance at 1 April		**(309,316)**		**(280,995)**
Upward revaluation of assets	**(22,968)**		(54,069)	
Downward revaluation of assets and impairment losses not charged to the (Surplus)/Deficit on the Provision of Services	**12,829**		4,976	
(Surplus)/deficit on revaluation of non-current assets not posted to the (Surplus)/Deficit on the Provision of Services		**(10,139)**		(49,093)
Difference between fair value depreciation and historical cost depreciation	**3,667**		3,971	
Accumulated gains on assets sold or scrapped	**17,795**		16,801	
Amount written off to the Capital Adjustment Account		**21,462**		20,772
Properties RR movement with CAA				
Balance at 31 March		**(297,993)**		**(309,316)**

Available for Sale Financial Instruments Reserve

The Available for Sale Financial Instruments Reserve contains the gains made by the Council arising from increases in the value of its investments that have quoted market prices or otherwise do not have fixed or determinable payments. The Council holds only one type of this investment (£40k of shares in the Municipal Bonds Agency) that has been recorded at its transaction price.

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.

	2018/19 £000's	2017/18 £000's
Balance at 1st April	**(351,963)**	(385,844)
Reversal of items relating to capital expenditure debited or credited to the Comprehensive Income and Expenditure Statement:		
Charges for depreciation and impairment of non current assets	**21,075**	21,441
Revaluation losses on Property, Plant and Equipment	**(759)**	8,813
Amortisation of intangible assets	**1,011**	505
Revenue expenditure funded from capital under Statute	**4,318**	5,474
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	**50,333**	69,198
	75,978	105,431
Adjusting amounts written out of the Revaluation Reserve	**(21,462)**	(20,772)
Net written out amount of the cost of non-current assets consumed in the year	**54,516**	84,659
Capital financing applied in the year:		
Use of the Capital Receipts Reserve to finance new capital expenditure	**(8,055)**	(3,648)
Use of the Major Repairs Reserve to finance new capital expenditure	**(7,221)**	(9,593)
Capital grants and contributions credited to the Comprehensive Income and Expenditure Statement that have been applied to capital financing	**(34,628)**	(20,476)
Application of grants to capital financing from the Capital Grants Unapplied Account	**(5,244)**	(1,346)
Statutory provision for the financing of capital investment charged against the General Fund and HRA balances	**(9,424)**	(8,378)
Capital expenditure charged against the General Fund and HRA balances	**(2,563)**	(8,138)
	(67,135)	(51,579)
Movements in the market value of Investment Properties debited or credited to the Comprehensive Income and Expenditure Statement	**533**	(3,295)
Correction of PFI opening balance	**-**	4,096
Re-categorisation of RIF capital expenditure	**(1,164)**	-
Balance at 31 March	**(365,213)**	(351,963)

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.

	2018/19		2017/18	
	£000's	**£000's**	£000's	£000's
Balance at 1st April		**1,002**		1,218
Premiums incurred in the year and charged to the Comprehensive Income and Expenditure Statement	382		(179)	
Proportion of premiums incurred in previous financial years to be charged against the General Fund Balance in accordance with statutory requirements	48		54	
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		**430**		(125)
NPV / Fair Value adj. for WYCA 0% loan (loan at concessionary rate) charged to CIES	(73)		(116)	
Concessionary rate loan interest charged to CIES	38		25	
Fair Value adjustment write up to reflect the benefit of having a loan at a concessionary rate		**(35)**		(91)
Balance at 31st March		**1,397**		1,002

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-19		31-Mar-18	
	£000's	£000's	£000's	£000's
Balance at 1st April				
Upward revaluation of investments	(2,921)		-	
Downward revaluation of investments	34		-	
Change in impairment loss allowances				
		(2,887)		-
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		-	-	
Balance at 31st March		**(2,887)**		-

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-19	31-Mar-18
	£000's	£000's
Balance at 1 April	**151,930**	161,684
Actuarial gains or losses on pensions assets and liabilities	**(23,989)**	(15,712)
Net increase in assets & liabilities from disposals	**(3,408)**	(3,570)
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	**25,032**	25,487
Employer's pensions contributions and direct payments to pensioners payable in the year.	**(15,171)**	(15,959)
Balance at 31 March	**134,394**	151,930

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-19	31-Mar-18
	£000's	£000's
Balance at 1 April	**(1,691)**	(2,733)
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	**(223)**	1,042
Balance at 31 March	**(1,914)**	(1,691)

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.

	2018/19		**2017/18**	
	£000's	**£000's**	**£000's**	**£000's**
Balance at 1 April		**3,033**		**3,145**
Steelement or cancellation of accrual made at the end of the preceding year	(3,033)		(3,145)	
Amounts accrued at the end of the current year	3,394		3,033	
		361		**(112)**
Amount by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements		-		-
Balance at 31 March		**3,394**		**3,033**

27. CASH FLOW STATEMENT – OPERATING ACTIVITIES

The cash flows for operating activities include the following items:

	Balance at 31-Mar-19	Balance at 31-Mar-18
	£000's	£000's
Interest received	**(819)**	(659)
Interest paid	**9,727**	3,886
Dividends received	**(381)**	(379)

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-19	31-Mar-18
	£000's	£000's
Depreciation, Impairment and Amortisation of fixed assets	**(21,327)**	(30,760)
(Increase)/decrease in impairment for bad debt	**(158)**	(1,008)
Increase/(decrease) in stocks and works in progress	**234**	(63)
Increase/(decrease) in debtors	**6,565**	2,703
(Increase)/decrease in creditors	**538**	1,767
Pension Liability:		
Net Charge to the CIES	**35,644**	37,135
Employers contributions to pension funds and direct payments to pensioners	**(45,505)**	(46,663)
Carrying amount of non-current assets sold	**(50,333)**	(69,198)
Other non-cash items charged to the net Surplus or Deficit on the Provision of Services:		
Provisions	**(3,767)**	1,333
Movements in the value of investment properties	**(533)**	3,295
Movements in the value of Finance Leases and PFI	**(133)**	(45,332)
Movement in the FIAA	**(48)**	(46)
Movement in the FIRR	**2,887**	-
Adjustment to the Net Surplus or Deficit on Provision of Services for non-cash movements	**(75,936)**	(146,837)

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-19	31-Mar-18
	£000's	£000's
Proceeds from sale of property, plant and equipment, investment property and intangible assets	11,378	9,518
Grants applied to the financing of capital expenditure	**37,991**	11,772
Adjustments for items included in the net surplus or deficit on the Provision of Services that are investing and financing activities	**49,369**	21,290

28. CASH FLOW STATEMENT – INVESTING ACTIVITIES

	Balance at 31-Mar-19 £000's	Balance at 31-Mar-18 £000's
Purchase of property, plant and equipment, investment property and intangible assets	**70,910**	104,022
Purchase of short-term and long-term investments	**388,250**	392,750
Other payments for investing activities	**1,369**	1,002
Proceeds from the sale of property, plant and equipment, investment property and intangible assets	**(11,378)**	(9,518)
Proceeds from short-term and long-term investments	**(418,209)**	(387,772)
Other receipts from investing activities	**(37,991)**	(11,772)
Net cash flows from investing activities	**(7,049)**	88,712

29. CASH FLOW STATEMENT - FINANCING ACTIVITIES

	Balance at 31-Mar-19 £000's	Balance at 31-Mar-18 £000's
Cash receipts of short-term and long-term borrowing	**(406)**	(723)
Other receipts from financing activities	**(125)**	(20)
Cash payments for the reduction of the outstanding liabilities relating to finance leases and on-balance sheet PFI contracts	**843**	373
Repayments of short-term and long-term borrowing	**15,001**	5,102
Other payments for financing activities	**(1,805)**	(1,138)
Net cash flows from financing activities	**13,508**	3,594

Reconciliation of liabilities arising from financing activities:

	2018/19 01 April	Financing cash flows	Non cash changes: Acquisition	Non cash changes: Other non-cash changes	2018/19 31 March
	£000's	£000's	£000's	£000's	£000's
Long-term borrowings	(247,059)	10,594	-	-	(236,465)
Short-term borrowings	(10,000)	4,000	-	-	(6,000)
- Lease liabilities	-	-	-	-	-
- On balance sheet PFI liabilities	(48,177)	843	-	-	(47,334)
Total liabilities financing activities	**(48,177)**	**843**	**-**	**-**	**(47,334)**

PFI liabilities include long term liabilities of £47,019k (2017/18 £47,989k) as shown in the balance sheet under 'Other Long-Term Liabilities' and short term liabilities of £315k (2017/18 £188k) 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:

Expenditure/Income	2018/19 £000	2017/18 £000
Expenditure		
Employee benefits expenses	**151,069**	161,232
Other services expenses	**217,944**	215,425
Support service recharges	**1,414**	1,484
Depreciation, amortisation, impairment	**21,694**	30,760
Interest payments	**15,194**	10,672
Precepts and levies	**726**	703
Payments to Housing Capital Receipts Pool	**1,179**	1,179
Payments to Housing Capital Receipts Pool - Prior Year Repayments	**1,157**	-
Gain on the disposal of assets	**38,954**	59,680
Total Expenditure	**449,331**	481,135
Income		
Customer and client receipts	**(89,543)**	(85,608)
Interest and investment income	**(1,145)**	(1,034)
Income from council tax and non domestic rates	**(122,903)**	(110,786)
Government grants and contributions	**(171,690)**	(195,687)
Other Operating Income	**(33,682)**	(38,251)
Change in the value of Financial Instruments	**(2,887)**	-
Total Income	**(421,850)**	(431,366)
Surplus or Deficit on the Provision of Services	**27,481**	49,769

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 2018/19. 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 schools catering). 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.

	2018/19	2017/18
	£000's	£000's
Expenditure incurred providing Payroll Services	**67**	65
Fee income earned	**(71)**	(114)
Net Position	**(4)**	(49)

34. ROAD CHARGING SCHEMES

There were no schemes under the Transport Act 2000 in 2018/19.

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

	2018/19 £000's		2017/18 £000's	
Contributions to the Better Care Fund				
Council - Disabled Facilities Grant*	1,344		1,101	
Council - Improved Better Care Fund Grant	3,735		2,847	
Council - Winter pressures Grant	732			
Vale of York CCG	11,617		11,400	
		17,428		**15,348**
Expenditure met from the Better Care Fund				
Council Commissioned Schemes	9,560		7,776	
Vale of York CCG Commissioned Schemes	7,868		7,572	
		17,428		**15,348**
Net Surplus arising on the Pooled budget during the year		-		-

36. MEMBERS ALLOWANCES

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

	2018/19 £000's	2017/18 £000's
Allowances	**639**	640
Expenses	**3**	5
Total	**642**	645

37. OFFICERS' REMUNERATION

The remuneration paid to the Council's senior employees in 2018/19 is as follows:

Position	Note	Salary (Including Fees and Expenses Claimed) £	Compensation for Loss of Employment £	Total Excluding Employer's Contribution to Pension £	Employer's Contribution to Pension £	Total Remuneration Package £
Chief Executive		**140,675**	**-**	**140,675**	29,779	**170,454**
Deputy Chief Executive & Director Customer & Corporate Services		**107,132**	**-**	**107,132**	22,712	**129,844**
Corporate Director Economy & Place		**106,144**	**-**	**106,144**	22,503	**128,647**
Corporate Director Children, Education & Communities	3	**57,411**	**-**	**57,411**	12,161	**69,572**
Corporate Director Children, Education & Communities	3	**35,135**	**-**	**35,135**	7,449	**42,584**
Corporate Director Health, Housing & Adult Social Care	4	**43,714**	**-**	**43,714**	9,219	**52,933**
Corporate Director Health, Housing & Adult Social Care	4	**16,906**	**-**	**16,906**	2,538	**19,444**
Director of Public Health		**107,224**	**-**	**107,224**	21,836	**129,060**
Assistant Director Legal & Governance	5	**78,104**	**-**	**78,104**	16,558	**94,662**
Head of Corporate Policy and City Partnerships		**54,627**	**-**	**54,627**	11,573	**66,200**
Total						**903,400**

Notes:

1) No bonuses or allowances were paid to any senior officers during the 2018/19 financial year
2) Employer pension contributions are not payments made directly to officers, rather they are amounts paid by the authority directly to the pension fund. The employers contribution rate set in 2017/18 was 21.2%
3) The Corporate Director Children, Education & Communities (officer 1) left the authority on 23/09/2018. A new Corporate Director for Children, Education & Communities (officer 2) was appointed on 03/12/2018
4) The Corporate Director Health, Housing & Adult Social Care (officer 1) left the authority on 27/08/2018. A new Corporate Director for Health, Housing & Adult Social Care (officer 2) was appointed on 04/02/2019
5) A redundancy hearing was held on 28/03/2019 in relation to the Assistant Director of Legal and Governance. The officer was formally notified of redundancy on 01/04/2019 and will leave the council on 30/6/2019. This post is not included in the exit packages note below and will be included in the 2019/20 disclosure note

The remuneration paid to the Council's senior employees in 2017/18 is as follows:

Position	Note	Salary (Including Fees and Expenses Claimed)	Compensation for Loss of Employment	Total Excluding Employer's Contribution to Pension	Employer's Contribution to Pension	Total Remuneration Package
		£	£	**£**	£	**£**
Chief Executive		**135,526**	**-**	**135,526**	28,655	**164,181**
Deputy Chief Executive & Director Customer & Corporate Services		**105,031**	**-**	**105,031**	22,267	**127,298**
Corporate Director Children, Education & Communities		**117,274**	**-**	**117,274**	24,860	**142,134**
Corporate Director Economy & Place		**101,052**	**-**	**101,052**	21,413	**122,465**
Corporate Director Health, Housing & Adult Social Care		**105,080**	**-**	**105,080**	22,267	**127,347**
Director of Public Health		**84,799**	**-**	**84,799**	18,624	**103,423**
Assistant Director Legal & Governance		**76,573**	**-**	**76,573**	16,234	**92,807**
Head of Corporate Policy and City Partnerships		**52,408**	**-**	**52,408**	11,107	**63,515**
Total						**943,170**

Notes:

6) No bonuses or allowances were paid to any senior officers during the 2017/18 financial year
7) Employer pension contributions are not payments made directly to officers, rather they are amounts paid by the authority directly to the pension fund. The employers contribution rate set in 2017/18 was 21.2%

The Council's other employees receiving more than £50,000 remuneration for the year (excluding employer's pension contributions) were paid the following amounts:

	2018/19 Number of employees					2017/18 (Restated) Number of employees				
Remuneration band	**Officers current**	**Officers left during year**	**Teachers current**	**Teachers left during year**	**Total**	**Officers current**	**Officers left during year**	Teachers current	**Teachers left during year**	**Total**
£50,000 - £54,999	**34**	**-**	**20**	**-**	**54**	27	1	22	1	**51**
£55,000 - £59,999	**6**	**-**	**13**	**-**	**19**	5	1	10	1	**17**
£60,000 - £64,999	**10**	**-**	**10**	**-**	**20**	7	1	6	2	**16**
£65,000 - £69,999	**-**	**-**	**5**	**-**	**5**	1	1	5	1	**8**
£70,000 - £74,999	**-**	**-**	**-**	**1**	**1**	1	1	-	-	**2**
£75,000 - £79,999	**5**	**-**	**-**	**1**	**6**	4	-	2	-	**6**
£80,000 - £84,999	**2**	**-**	**2**	**-**	**4**	1	1	3	-	**5**
£85,000 - £89,999	**-**	**-**	**1**	**-**	**1**	-	-	1	-	**1**
£90,000 - £94,999	**-**	**-**	**-**	**-**	**-**	-	-	2	-	**2**
£95,000 - £99,999	**-**	**-**	**-**	**-**	**-**	-	-	1	-	**1**
£100,000 - £104,999	**-**	**-**	**1**	**-**	**1**	-	1	-	-	**1**
Total	**57**	**-**	**52**	**2**	**111**	46	7	52	5	**110**

Exit Packages/ Termination Benefits

Details of the Exit Packages / Termination benefits paid out to employees who were made redundant during the year are set out in the table below. This table shows the total number of compulsory and other redundancies/ departures and their total cost, broken down into incremental bands of £20k up to £100k. The total cost shown include payments made to the employees plus payments made to the relevant pension funds in year to compensate for "strain on the fund" costs resulting from the employees exit and resulting pension entitlement.

Exit package band (including special payments)	Number of compulsory redundancies		Number of other departures agreed		Total number of exit packages by cost band		Total cost of exit packages in each band	
	2018/19	2017/18	**2018/19**	2017/18	**2018/19**	2017/18	**2018/19**	2017/18
							£000	£000
£0 - £20,000	**6**	14	**29**	20	35	34	**221**	269
£20,001 - £40,000	**1**	1	**8**	4	9	5	**234**	129
£40,001 - £60,000	**0**	2	**0**	3	0	5	0	227
£60,001 - £80,000	**0**	1	**0**	0	0	1	0	76
£80,001 - £100,000	**1**	1	**0**	0	1	1	**88**	82
Total	**8**	19	**37**	27	45	46	**543**	783

The Council terminated the contracts of a number of employees in 2018/19, incurring liabilities of £543k (£783k in 2017/18) of which £411k (2017/18 £700k) 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 6 exits from schools controlled by the authority.

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:

	2018/19 **£000's**	2017/18 £000's
Fees payable to Mazars LLP with regard to external audit services carried out by the appointed auditor	**78**	102
Fees payable to Mazars LLP in respect of statutory inspection		-
Fees payable to the Mazars LLP for the certification of grant claims and returns	**12**	11
Fees payable in respect of other services provided by Mazars LLP	**18**	5
	108	118

The above fees have been presented on an accruals basis, in line with Code requirements. The fees for other services payable in 2018/19 relate to assurance work on the Teachers Pensions return and also the final payment for work on an objection to the 2016/17 accounts. In 2017/18 the Council received a rebate from Public Sector Audit Appointments Ltd (£15k) in respect of the nationally agreed audit scale fee. The fees for other services payable in 2017/18 relate to assurance work on the Teachers' pensions return.

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 2018/19 are as follows:

	Central Expend-iture £000's	Individual Schools Budget £000's	DSG Total £000's
Final DSG for 2018/19 before Academy recoupment			124,226
Academy figure recouped for 2018/19			(51,138)
Total DSG after Academy recoupment for 2018/19			73,088
Brought forward from 2017/18			240
Carry forward to 2019/20 agreed in advance			-
DSG resources available for distribution in 2018/19	14,062	59,266	73,328
In year adjustments	-		-
Final resources available for distribution in 2018/19	**14,062**	**59,266**	**73,328**
Less actual central expenditure	(15,928)		(15,928)
Less actual ISB deployed to schools		(58,227)	(58,227)
Plus Local Authority contribution for 2018/19	-	-	-
Carry forward to 2019/20 agreed in advance	**(1,866)**	**1,039**	**(827)**

40. GRANT INCOME

The Council credited the following grants, contributions and donations to the Comprehensive Income and Expenditure Statement in 2018/19:

	2018/19	2017/18
	£000's	£000's
Credited to Taxation and Non Specific Grant Income		
Demand on Collection Fund	**(86,917)**	(82,615)
Non-Domestic Rates	**(35,986)**	(28,171)
Revenue Support Grant	**-**	(8,580)
Capital Grants	**(23,030)**	(32,364)
New Homes Bonus	**-**	-
Business Rates Retention Grant	**(7,548)**	(3,479)
CLG Flexible Homelessness	**(73)**	(205)
CLG Social Care	**(5,341)**	(3,937)
Other Government Grants	**(3,137)**	(2,636)
Other general grants	**(695)**	(744)
TOTAL	**(162,727)**	(162,731)

Credited to Services		
DFE Dedicated Schools Grant Base	**(73,488)**	(83,986)
DWP Council Tax, Housing Benefit & Admin Grant	**(31,511)**	(37,087)
DFE Other Education Funding	**(6,144)**	(7,915)
Public Health Grant	**(8,015)**	(8,225)
New Homes Bonus	**(3,690)**	(3,270)
Pupil Premium Grant	**(1,874)**	(3,478)
Education Services Grant	**(124)**	(580)
Universal Infant Free Schools Meals - Revenue Funding	**-**	(1,419)
Trading Standards Institute Grant	**(1,351)**	(1,984)
Skills Funding Agency	**(1,225)**	(1,238)
PFI Revenue Support	**(1,186)**	(1,186)
CLG Planning & Flood recovery	**39**	(448)
Homes England	**(118)**	(242)
DFE Adoption Support Fund	**(335)**	(280)
DFT Grant	**(399)**	(472)
DWP Access to Work Grant	**(177)**	(124)
Other Grants	**(3,632)**	(2,147)
TOTAL	**(133,230)**	(154,081)

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.

	2018/19 £000's	2017/18 £000's
Current Liabilities		
Grants Receipts in Advance (Capital Grants)		
Miscellaneous other grants (capital)	-	-
S106 Contributions with conditions	-	-
TOTAL	**-**	-

Grants Receipts in Advance (Revenue Grants)		
Dept Education Social Work Program	3	17
University of York	38	44
Skills for Care Social worker funding	-	5
Wilf Ward Grants	-	13
Pupil Premium Grant	499	443
Leeds City Region	167	139
WYCA	7	7
Other	392	15
TOTAL	**1,106**	**683**

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 2019 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 2018/19 is shown in Note 36.

During 2018/19 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 a grant totalling £199k to York Museums & Gallery Trust, a private Limited company (Company number 04381647) of which a Council appointed member served as a trustee until

November 2018. No other significant grants to voluntary organisations were paid during 2018/19 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

Officers

During 2018/19 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 elected members.

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.

Be Independent is a Community Interest Company formed on 1 April 2014. The Council has significant influence over this entity due to one Member of the Council sitting on the Board. This Member stood down from the Board on 31 March 2017. Whilst this type of transaction would not normally be consolidated for Group Accounts purposes, transactions have been disclosed within this note to enhance transparency.

In August 2018 the Council absorbed Be Independent in its entirety into the Council's operations and assumed responsibility for the assets and liabilities associated with this business. The rationale for setting up a Be Independent as a Community Interest Company was supported by a business plan with an expectation that the numbers of people using the service would increase and as a result generate significant income to offset the cost of operation. However, the original business plan was not delivered in line with expectations. Despite a range of marketing efforts, Be Independent have not been able to increase the take up with more customers and generate additional income, in fact the opposite as the overall numbers using the service have slightly reduced. They have also tried but have been unsuccessful in winning new contracts which has had a negative impact on their financial viability. On this basis it was agreed that it would therefore make sense for the service to transfer back in-house as the council are able to use its economies of scale and integrate the service with other council services to deliver greater efficiency and ensure the future stability of service provision.

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 2010 business rates evaluation. The York BID was voted in by businesses by a 76% majority in November 2015. This establishes the BID to operate for five years requiring all businesses within the BID area (of rateable value threshold which is currently £12,500 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 (£1.008m), York Science Park (£0.200m), Veritau (a nominal £1), City of York Trading (a nominal £1) and Make it York (a nominal £1). The shares are included in the balance sheet at Fair value which differs to the nominal value as detailed in note 16.

Yorwaste

The Council has, as a result of the local government reorganisation in the area at 1 April 1996, a 22.27% shareholding in Yorwaste Ltd. The majority shareholder is North Yorkshire County Council who hold the remaining 77.73%. The Company's profit and loss account is not included as part of the Comprehensive Income and Expenditure Account. No dividend has been received in 2018/19 or 2017/18. 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.

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 £8k from Yorwaste in 2018/19 (£8k 17/18). 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 £2.166m. 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 Director of Customer & Corporate Services and one Member of the Council. There is no remuneration for either of these roles.

City of York Trading was incorporated as a private company on the 18th November 2011 and the company is 100% owned by the Council. The company has a Chief Executive and a Board of Directors, made up of the Chief Executive, 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 will be the Leader of the Council and the Chief Executive. 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:

	2018/19			2017/18		
	Expenditure	Income	**Net Exp**	Expenditure	Income	**Net Exp**
	£'000	£'000	**£'000**	£'000	£'000	**£'000**
City of York Trading Ltd	8,284	(180)	**8,104**	7,679	(207)	**7,472**
Make it York	1,151	(683)	**468**	1,023	(717)	**306**
Veritau	607	(28)	**579**	596	(26)	**570**
Yorwaste Ltd	3,990	(1,089)	**2,901**	5,543	(1,218)	**4,325**
York Science Park	3	-	**3**	2	-	**2**
Be Independent*	275	(11)	**264**	1,656	(118)	**1,538**
YPO	48	(247)	**(199)**	78	(294)	**(218)**
	14,358	(2,238)	**12,120**	16,577	(2,580)	**13,995**

*Following the transfer of Be Independent back into Council operations from August 2018, these are part year figures.

The following amounts were due from related parties at 31 March 2019 and are included in debtors:

	2018/19	2017/18
	£'000	£'000
City of York Trading Ltd	**106**	168
Make it York	**207**	206
Veritau	**9**	18
Yorwaste Ltd	**498**	281
Be Independent	**0**	332
YPO	**240**	240
	1,060	1,245

The following amounts were due to related parties at 31 March 2019 and are included in creditors:

	2018/19	2017/18
	£'000	£'000
City of York Trading Ltd	**637**	585
Make it York	**4**	41
Veritau	**-**	-
Yorwaste Ltd	**845**	1,116
Be Independent	**-**	3
Yorwaste Ltd	**3**	4
	1,489	1,749

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.

	2018/19 £000's	2017/18 £000's
Opening Capital Financing Requirement	**389,456**	326,235
Schools PFI adjustment to opening CFR balance	**-**	2,697
Revised Opening Capital Financing Requirement	**389,456**	328,932
Capital Investment		
Property, Plant and Equipment	**72,767**	51,014
Investment Properties	**7**	13,189
Intangible Assets	**101**	130
Revenue Expenditure Funded from Capital under Statute	**4,318**	5,474
Investment in Equity	**208**	-
Long Term Loans	**-**	1,002
PFI / PPP	**-**	41,294
Sources of Finance		
Capital Receipts	**(8,098)**	(3,648)
Government grants and other contributions	**(39,872)**	(21,822)
Direct revenue contributions	**(2,870)**	(8,138)
Major Repairs Reserve	**(7,221)**	(9,593)
Long Term Loan Repayments	**100**	-
MRP (Minimum Revenue Repayment)	**(8,541)**	(7,860)
PFI / PPP payments	**(983)**	(518)
Movement in Year	**9,916**	60,524
Closing Capital Financing Requirement	**399,372**	389,456
Explanations of movement in year		
Increase in underlying need to borrow (unsupported by government financial assistance)	**19,340**	27,608
Assets acquired under PFI / PPP contracts	**-**	41,294
Long Term Loan Repayments	**100**	-
MRP/ loans fund principal	**(8,541)**	(7,860)
PFI / PPP payments	**(983)**	(518)
Increase/ (decrease) in Capital Financing Requirement	**9,916**	60,524

The Capital Financing Requirement increased in 2018/19 as a result of the level of borrowing required to fund capital expenditure being greater than the provision set a side for the repayment of debt.

43. LEASES

Council as Lessee

Finance Leases

The Council currently has no leased assets classified as finance leases., or assets acquired under these leases carried as Property, Plant and Equipment in the Balance Sheet.

Operating Leases

The Council has acquired the right to use a number of assets through entering into agreements with external suppliers. These agreements contain operating lease arrangements as well as maintenance charges and cost of materials. Examples of the assets that have been acquired include:

- Fleet of light commercial vehicles
- IT equipment in ICT managed services,
- Various property assets,

The future minimum lease payments due (including payments for non-lease elements) under non-cancellable leases in future years are:

	31-Mar-19	31-Mar-18
	£000's	£000's
Not later than one year	**766**	632
Later than one year and not later than five years	**926**	817
Later than five years	**149**	168
	1,841	1,617

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 2018/19 was £828k (2017/18 1,040k)

Council as Lessor

Finance Leases

The Council acts as lessor for a small number of property leases, with start dates between 1976 and 1994 and remaining lease terms of between 11 and 20 years. 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:

	2018/19	2017/18
	£000's	£000's
Finance lease debtor (net present value of minimum lease payments)		
- Current	**9**	9
- Non-current	**189**	199
Unearned finance income	**75**	85
Gross Investment in the lease	**273**	293

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	
	2018/19	2017/18	**2018/19**	2017/18
	£000's	£000's	**£000's**	£000's
Not later than one year	**19**	19	**9**	9
Later than one year and not later than five years	**93**	74	**55**	41
Later than five years	**163**	200	**135**	158
	275	293	**199**	208

The minimum lease payments include rents that are contingent on events taking place after the lease was entered into. There were no contingent rents in relation to finance leases in 2018/19 or 2017/18.

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:

	2018/19	2017/18
	£000's	£000's
Not later than one year	**2,989**	3,147
Later than one year and not later than five years	**7,960**	8,444
Later than five years	**43,684**	44,404
	54,633	55,849

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 2018/19 contingent rents of £538k were receivable by the Council (2017/18 £248k).

44. PFI AND SIMILAR CONTRACTS

PFI - Schools

The Council has one PFI scheme for the provision of 3 primary schools and one special school, with Sewell Education (York) Ltd. PFI contracts are agreements to receive services, where the responsibility for making available the fixed assets needed to provide the services passes to the PFI contractor. The accounting requirements for PFI require that where ownership reverts to an entity at the end of the contract, PFI properties should be recognised on the Council's Balance Sheet along with a liability for the financing provided by the PFI operator. Payments made by the Council under a contract are generally charged to revenue to reflect the value of services received in each financial year and also relate to the repayment of the liability and finance costs associated with the asset. A prepayment of £4.032m was made prior to service commencement. Under the terms of the contract the Council has granted Sewell a licence for use of the land for 30 years.

Property Plant and Equipment

Prior to 2018/19, the asset used to provide the services at two of the schools (Hob Moor Primary School and Hob Moor Oaks Special School, both on one site) was recognised on the Council's Balance Sheet, with movements in the value over the year detailed in the analysis of the movement on the Property, Plant and Equipment balance in Note 12. The other 2 schools are voluntary aided where the asset does not revert back to the Council at the end of the contract. These assets are not included on the face of the Balance Sheet and the associated costs have been removed. However, on 1st May 2019 both Hob Moor schools converted to academy status. This means that. although still part of the PFI contract, these schools are no longer recognised on the councils balance sheet. All the entries have therefore been removed, with treatment now consistent with the two VA schools.

Payments

The Council makes an agreed payment each year which is increased each year by inflation and can be reduced if the contractor fails to meet availability and performance standards in any year but which is otherwise fixed. Payments remaining to be made under the PFI contract at 31 March 2019 (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	1,296	500	356	2,152
Between 2 Yrs and 5 Yrs	5,650	1,712	1,293	8,655
Between 6 Yrs and 10 Yrs	7,995	1,608	1,477	11,080
Between 11 Yrs and 15 Yrs	7,625	1,774	2,202	11,601
Between 16 Yrs and 20 Yrs	2,948	710	1,183	4,841
Between 21 Yrs and 25 Yrs		-	-	-
	25,514	6,304	6,511	38,329

The payments made to the contractor are described as unitary payments and they have been calculated to compensate the contractor for the fair value of the services they provide.

PPP – Allerton Waste

Financial close for the Long Term Waste Services contract with AmeyCespa was achieved on 30th October 2014. Construction of the Allerton Waste Recovery Park commenced in January 2015 and the facility was completed becoming fully operational on 1st March 2018. The Council's commitments on the contract are: North Yorkshire County Council has entered into a contract with Amey Cespa and the City Council has entered into a Joint Waste Management Agreement with North Yorkshire which commits the City Council into the obligations set out in the main contract with Amey Cespa the main requirement being to provide a guaranteed minimum number of tonnes of municipal waste into the facility. Under the Joint Waste Management Agreement the City Council is responsible for paying 21% of the overall unitary charge.

The contract is to provide the services for 25 years at which time the asset transfers to the councils. The Council has therefore recognised 21% of the overall cost of the facility within its non current assets included on the Balance sheet during the year.

The Councils financial commitments under this are

	Repayment of Liability	Interest Payments	Provision of Services	Lifecycle costs	Total
	£'000	£'000	£'000	£'000	£'000
less than one year	652	4,344	2,637	0	7,633
between 2 and 5 years	3,292	16,252	11,233	404	31,181
between 6 and 10 years	4,242	17,162	16,290	2,847	40,541
between 11 and 15 years	5,724	13,420	18,560	4,810	42,514
between 16 and 20 years	12,060	7,988	21,105	3,339	44,492
between 21 and 25 years	14,852	508	17,918	1,827	35,105
	40,822	59,674	87,743	13,227	201,466

45. IMPAIRMENT LOSSES

Impairment losses are where a physical loss to the asset occurs. In comparison a revaluation loss is a reduction in market value of the asset. There was no impairment losses charged to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement during the year.

46. CAPITALISATION OF BORROWING COSTS

No borrowing costs were capitalised during 2018/19.

47. TERMINATION BENEFITS

The Council terminated the contracts of a number of employees in 2018/19, incurring liabilities of £543k (£783k in 2017/18) of which £411k (2017/18 £700k) 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 6 exits from schools controlled by the authority.

48. PENSIONS SCHEMES ACCOUNTED FOR AS DEFINED CONTRIBUTION SCHEMES

Teachers Pension Scheme

Teachers employed by the Council are members of the Teachers' Pension Scheme, which is administered by Capita Teachers' Pensions (CTP) on behalf of the Department for Education (DfE). The scheme provides teachers with specified benefits upon their retirement, and the Council contributes towards the costs by making contributions based on a percentage of members' pensionable salaries.

The scheme is a multi-employer defined benefit scheme. The scheme is unfunded and the Department for Education uses a notional fund as the basis for calculating the employers' contribution rate paid by local education authorities. However, it is not possible for the Council to identify its share of the underlying financial position and performance of the scheme with sufficient reliability for accounting purposes. For the purposes of the Statement of Accounts it is therefore accounted for on the same basis as a defined contribution scheme.

In 2018/19 the Council paid £3.059m (2017/18 £4.192m) to CTP in respect of teachers' retirement benefits, representing 16.48% (2017/18 16.48%) of pensionable pay. The contributions due to be paid in the next financial year are estimated to be £2.1m.

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 £511k (2017/18 £507k) 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 2018/19, the Council paid £137k (2017/18 £159k) to the NHS Pension Scheme in respect of former NHS staff retirement benefits, representing 14.30% (2017/18 14.3%) 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 £179k. The Council is not liable to the scheme for any other entities obligation under the plan.

49. DEFINED BENEFIT PENSION SCHEMES

As part of the terms and conditions of employment of its officers, the Council makes contributions towards the cost of post-employment benefits. Although these benefits are not payable until the employees retire, the Council has a commitment to make the payments (for those benefits) and to disclose them at the time that employees earn their future entitlement.

The North Yorkshire Pension Fund, which is a Local Government Pension Scheme, is treated as a defined benefit scheme, since the Council's liabilities to its current and former employees can be identified within the fund, and the Council will be liable to meet these, irrespective of the future performance of the fund. This is a funded scheme, meaning that the Council and employees pay contributions into a fund, calculated at a level intended to balance the pension liabilities with investment assets. The information below relates to the cost of pension arrangements borne by this Council and included in the revenue accounts.

The principal risks to the Council of the scheme are the longevity assumptions, statutory changes to the scheme, structural changes to the scheme (ie large-scale withdrawals from the scheme), changes to inflation, bond yields and the performance of the equity investments held by the scheme. These are mitigated to a certain extent by the statutory requirements to charge to the General Fund and the Housing Revenue Account the amounts as required by statute in the accounting policies note.

Discretionary post-retirement benefits on early retirement are an unfunded defined benefit arrangement, under which liabilities are recognised when awards are made. There are no plan assets built up to meet these pension liabilities.

Transactions relating to post-employment benefits

We recognise the costs of retirement benefits in the reported cost of services when they are earned by employees, rather than when the benefits are eventually paid as pensions. However, the charge we are required to make against council tax is based on the cash payable in the year, so the real cost of retirement benefits is reversed out via the Movement in Reserves Statement. The following transactions have been made in the Comprehensive Income and Expenditure Statement and the General Fund Balance via the Movement in Reserves Statement during the year:

	LGPS £000's	Teachers £000's	2018/19 Total £000's	£000's	LGPS £000's	Teachers £000's	2017/18 Total £000's	£000's
Comprehensive Income and Expenditure Statement								
Cost of Services								
Current service cost	20,473		**20,473**		21,176		**21,176**	
Past service cost	618		**618**		160		**160**	
Administration expenses	263		**263**		280		**280**	
(Gain) / Loss from settlements and curtailments			**-**				**-**	
	21,354	-		**21,354**	21,616	-		**21,616**
Financing and Investment Income and Expenditure								
Interest cost	19,217	288	**19,505**		18,447	357	**18,804**	
Expected return on assets in the scheme	(15,827)		**(15,827)**		(14,933)		**(14,933)**	
Net Interest expense	3,390	288		**3,678**	3,514	357		**3,871**
Total Post Employment Benefit Charged to the Surplus or Deficit on the Provision of Services	24,744	288		**25,032**	25,130	357		**25,487**
Other Post Employment Benefit Charged to Comprehensive I&E statement								
Remeasurement of the net defined benefit liability comprising: Return on plan assets (excluding the amount included in the net interest expense)	(37,574)			**(37,574)**	(30,391)			**(30,391)**
Actuarial gains and losses arising on changes in demographic assumptions	(32,360)	(444)		**(32,804)**	-			**-**
Actuarial gains and losses arising on changes in financial assumptions	44,746	402		**45,148**	13,487	149		**13,636**
Experience gains and losses	1,208	33		**1,241**	3,689	(2,644)		**1,045**
Actuarial gains and losses								
Gains and Losses from Disposals and Acquisitions	(3,408)			**(3,408)**	(3,570)	-		**(3,570)**
Total post-employment benefits charged to the Comprehensive Income and Expenditure Statement	(27,388)	(9)		**(27,397)**	(16,785)	(2,495)		**(19,280)**
Movement in Reserves statement								
Reversal of net charges made to the Surplus or Deficit for the Provision of Services for post employment benefits in accordance with the Code	(24,744)	(288)		**(25,032)**	(25,130)	(357)		**(25,487)**
Actual amount charged against the General Fund Balance for pensions in the year:								
Employers' contributions payable to scheme	14,660	511		**15,171**	15,452	507		**15,959**

Pensions Assets and Liabilities Recognised in the Balance Sheet

	2013/14	2014/15	2015/16	2016/17	2017/18	**2018/19**
	£000's	£000's	£000's	£000's	£000's	**£000's**
Present Value of Liabilities						
Local Government Pension Scheme	503,304	622,093	604,574	721,208	754,361	**784,543**
Unfunded Teachers Pensions	12,524	13,916	12,308	13,978	11,333	**11,101**
Fair Value of Assets						
Local Government Pension Scheme	(404,022)	(472,304)	(478,436)	(573,502)	(613,764)	**(661,250)**
(Surplus)/Deficit in the Scheme						
Local Government Pension Scheme	99,282	149,789	126,138	147,706	140,597	123,293
Unfunded Teachers Pensions	12,524	13,916	12,308	13,978	11,333	11,101
Net liability arising from defined benefit obligation	111,806	163,705	138,446	161,684	151,930	134,394

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

	As at 31-Mar-19		As at 31-Mar-18	
	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	**(613,764)**		(573,502)	
Interest income	**(15,827)**		(14,933)	
Remeasurement (gain) / loss	**(37,574)**		(30,393)	
net increase in assets from disposals	**6,426**		7,327	
Employer contributions	**(14,660)**	**511**	(15,452)	507
Contributions by scheme participants	**(4,283)**		(4,520)	
Benefits/transfers paid	**18,432**	**(511)**	17,709	(507)
Closing fair value of scheme assets	**(661,250)**	**-**	(613,764)	-

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

	As at 31-Mar-19		**As at 31-Mar-18**	
	Local Government Pension Scheme	**Unfunded Teachers Scheme**	Local Government Pension Scheme	Unfunded Teachers Scheme
	£000's	**£000's**	£000's	£000's
Opening balance at 1 April	**754,361**	**11,333**	721,208	13,978
Current service cost	**20,736**		21,456	
Interest cost	**19,217**	**288**	18,447	357
Contributions by scheme participants	**4,283**		4,520	
Remeasurement (gains)/losses:				
Actuarial gains and losses arising on changes in demographic assumptions	**(32,360)**	**(444)**	-	
Actuarial gains and losses arising on changes in financial assumptions	**44,746**	**402**	13,487	149
Experience gains and losses	**1,208**	**33**	3,689	(2,644)
net increases in liabilities from disposals	**(9,834)**	**-**	(10,897)	
Benefits/transfers paid	**(18,432)**	**(511)**	(17,709)	(507)
Past service costs	**618**	**-**	160	
Curtailments				
Settlements	**-**	**-**	-	-
Closing balance at 31 March	**784,543**	**11,101**	754,361	11,333

The liabilities show the underlying commitments that the Council has to pay, namely retirement benefits in the long-term. The total liability of £134.3m (2017/18 £151.9m) has a substantial impact on the net worth of the Council as recorded in the Balance Sheet.

However, statutory arrangements for funding the deficit, in that the deficit will be made good by increasing the contributions over the remaining working life of employees as assessed by the Fund actuary, 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-19	As at 31-Mar-18
Life expectancy		
Of a male future pensioner aged 65 in 20 years time	**23.9**	25.1
Of a female future pensioner aged 65 in 20 years time	**27.2**	28.7
Of a male current pensioner aged 65	**22.2**	22.9
Of a female current pensioner aged 65	**25.3**	26.4

The following shows the inflation factors used:

	As at 31-Mar-19	**As at 31-Mar-19**	As at 31-Mar-18	As at 31-Mar-18
	% pa LGPS	**% pa UTS**	% pa LGPS	% pa UTS
Rate of Inflation	**2.2**	**2.2**	2.1	2.1
Rate of increase in salaries	**3.45**	N/A	3.35	N/A
Rate of increase in pensions	**2.2**	**2.2**	2.1	2.1
Discount rate	**2.4**	**2.4**	2.6	2.6

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)	24,892	
Rate of inflation (increase by 0.1%)	12,377	
Rate of increase in salaries (increase by 0.1%)	3,159	
Rate of increase in pensions (increase by 0.1%)	12,377	
Rate for discounting scheme liabilities (increase by 0.1%)		(15,262)

Impact on the Council's Cash Flows

The objectives of the scheme are to keep employers' contributions at as constant a rate as possible. A strategy has been agreed with the scheme's actuary to achieve a funding level of 100% over the next 18 years. Funding levels are monitored on an annual basis. The next triennial valuation is due to be completed on the 31 March 2019.

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 2020 is £14.8m. The weighted average duration of the defined benefit obligation for scheme members is 20 years (20 years in 2017/18).

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-19		As at 31-Mar-18	
	%	**£m**	%	£m
Equities	**56.4%**	**373.0**	64.8%	397.7
Property	**8.4%**	**55.5**	8.0%	49.1
Government Bonds	**19.0%**	**125.6**	16.5%	101.3
Corporate Bonds	**0.0%**	**0.0**	0.0%	0.0
Cash	**4.9%**	**32.4**	0.2%	1.2
Other	**11.3%**	**74.7**	10.5%	64.4
Total	**100.0%**	**661.2**	100.0%	613.8

50. CONTINGENT LIABILITIES

The McCloud judgement

In December 2018 the Court of Appeal ruled against the Government in the 'McCloud/Sargeant' judgement which found that the transitional protection arrangements put in place when the firefighters' and judges' pension schemes were reformed were age discriminatory. The ruling potentially has implications for all public sector schemes which were reformed around the same time and could lead to members who were discriminated against being compensated.

The transitional protections applied to all active members of public service schemes who were within 10 years of their Normal Pension Age on 1 April 2012. In relation to the LGPS, all members were moved into the new 2014 Scheme, but members within 10 years of normal retirement were given an underpin (or 'better of both') promise, so their benefits would be at least as valuable in terms of amount and when they could be drawn than if they had remained in the 2008 Scheme.

The Government has applied to the Supreme Court for permission to appeal this judgement.

If this appeal is unsuccessful, the case would be referred back to the Employment Tribunal to agree what the remedy would be following appropriate consultation. For the purpose of reporting a contingent liability it would be prudent to assume the remedy would be equivalent to extending the 'best of both' underpin to all members.

The Government Actuary's Department (GAD), under instruction of the LGPS Scheme Advisory Board, has calculated a potential IAS 19 accounting liability of up to 1.0% of defined benefit obligation, should the government be unsuccessful in its application to appeal or if the Court of Appeal's judgement is upheld by the Supreme Court and the agreed remedy for the LGPS is to extend the 'underpin' protections to all members. This estimate is at Scheme level encompassing a range of different assumptions typically used by employers to report pension costs. The eventual impact on the Council’s accounts will depend on the remedy chosen by government to compensate members (which may not be the scenario modelled by the GAD); the membership profile and the assumptions used to report pension costs at time of recognition.

1% of the Council’s defined benefit obligation would be £1.3m. It is expected that any cost falling to the Council would be phased in over a period of time through increased employer contributions.

51. CONTINGENT ASSETS

No contingent assets have been identified.

52. NATURE AND EXTENT OF RISKS ARISING FROM FINANCIAL INSTRUMENTS

Nature and Extent of Risks Arising from Financial Instruments

The Authority’s activities expose it to a variety of financial risks:

- **Credit risk -** the possibility that other parties might fail to pay amounts due to the Council;
- **Liquidity risk** - the possibility that the Council might not have funds available to meet its commitments to make payments;
- **Re-financing risk -** the possibility that the Council might be requiring to renew a financial instrument on maturity at disadvantageous interest rates or terms.
- **Market risk** - the possibility that financial loss might arise for the Council as a result of changes in such measures as interest rates or stock market movements.

Overall procedures for managing risk

The Council’s overall risk management programme focuses on the unpredictability of financial markets, and seeks to minimise potential adverse effects on the resources available to fund services.

The procedures for risk management are set out through a legal framework in the Local Government Act 2003 and associated regulations. These require the Council to comply with the CIPFA Prudential Code, the CIPFA Code of Practice on Treasury Management in the Public Services and Investment Guidance issued through the Act. Overall, these procedures require the Council to manage risk in the following ways:

- by formally adopting the requirements of the CIPFA Treasury Management Code of Practice;
- by the adoption of a Treasury Policy Statement and treasury management clauses within its financial regulations/standing orders/constitution;

- by approving annually in advance prudential and treasury indicators for the following 5 years limiting:
  - The Council's overall borrowing;
  - Its maximum and minimum exposures to fixed and variable rates;
  - 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 22nd February 2018 and is available on the Council website https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MId=10062 and https://democracy.york.gov.uk/ieDecisionDetails.aspx?AIId=47326

The key issues within the strategy were:

- The Authorised Limit for 2018/19 was set at £423.045m. This was revised at financial year end through the outturn report to Executive on 12th July 2018 to £480.306m.
- The Operational Boundary for 2018/19 was set at £393.045m. This was revised at financial year end through the outturn report to Executive on 12th July 2018 to £450.306m.
- The maximum and minimum exposures to the maturity structure of debt are contained within this note.

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?AIId=47326

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 2018/19 was approved by Full Council on 22nd February 2018 and is available on the Council's website
https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MId=10062
and https://democracy.york.gov.uk/ieDecisionDetails.aspx?AIId=47326.

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 it's counterparties in relation to deposits.

The Councils Treasury Investments are shown below:

	Balance at 31-Mar-19 £000	Balance at 31-Mar-18 £000
Fixed Term Investments	**5,000**	20,000
Notice Accounts	**-**	15,000
Money Market Funds	**34,000**	40,700
Total	**39,000**	75,700

The Council's maximum exposure to credit risk in relation to its investments in banks and building societies of £39.000m cannot be 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 2019 that this was likely to crystallise.

There were no circumstances known as at 31/03/19 that would require impairment on any investments.

Long Term debtors

The Council has long term debtors of £5.288m (2017/18 £5.554m) further details can be found at note 20.

When assessing impairment and Expected Credit Loss for long term debtors and loans to third parties the long term debtor's loan agreements and individual debtor records are assessed as well as taking into account current known facts and circumstances regarding the individual debt.

There was no evidence at 31 March 2019 that indicated any long term debt was credit impaired and Expected Credit Loss was deemed to be low, therefore no Expected Credit Loss was made.

Short term debtors

Invoiced 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 £6.103m of the £24.685m short term debtors balance is past its due date for payment in 2018/19 (£4.125m of £19.420m in 2017/18). A balance is past it's 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-19 £000's	Balance at 31-Mar-18 £000's
Less than 3 months	1,822	3,262
3 to 6 months	979	418
6 months to 1 year	1,133	492
More than 1 year	2,169	1,733
Total	**6,103**	**5,905**

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 bad debt provision - at 31 March 2019 the Councils bad debt provision was £7.916m (£7.758m 31 March 2018) for short term debtors.

Bad debts are written off in line with the Councils bad debt policy as outlined in its Financial regulations within the Constitution. During the year, the authority wrote off financial assets with a contractual amount outstanding of £0.077m (£0.117m in 2017/18).

Amounts Arising from Expected Credit Losses and Credit Risk Exposure

The authority has the following exposure to credit risk at 31 March 2019:

Financial Instrument Type	**Credit Rating**	**Gross Carrying Amount 31-Mar-19 £000**	Gross Carrying Amount 31-Mar-18 £000	**Total Expected Credit Loss 31-Mar-19 £000**	Total Expected Credit Loss 31-Mar-18 £000	**Change in Expected Credit Loss from previous year £000**
Investments	AAA	**34,000**	40,700	**-**	-	**-**
Investments	A	**5,000**	35,000	**-**	-	**-**
Loans to third parties	Not Rated	**1,920**	2,152	**-**	-	**-**
Finance lease receivables	Not Rated	**192**	247	**-**	-	**-**
PFI	Not Rated	**3,176**	3,155	**-**	-	**-**
Short term debtors	Not Rated	**47,531**	41,022	**(7,916)**	(7,758)	**(158)**

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.

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 2019 £000's	Balance at 31 March 2019 £000's
Interest Due within one year	**(3,698)**	(3,803)
Maturing within one year	**(5,000)**	(10,000)
Maturing in 1 - 2 years	**(10,000)**	(6,000)
Maturing in 2 - 5 years	**(16,015)**	(21,700)
Maturing in 5 - 10 years	**(63,600)**	(65,159)
Maturing in more than 10 years	**(147,850)**	(154,200)
Carrying Value Adjustment	**731**	779
Total	**(245,432)**	(260,083)

The table below shows the Council loans outstanding split by loan type / lender:

	Interest Rates Payable	Balance at 31 March 2019 £000's	Balance at 31 March 2018 £000's
Public Works Loan Board (PWLB)	2.760% to 4.750%	**(235,115)**	(235,115)
PWLB (Carrying Value Adjustment)		**731**	779
Royal Exchange Trust Co. Ltd	7.155%	**-**	(10,000)
Dexia Bank LOBO	3.880%	**(5,000)**	(5,000)
RBS Bank LOBO	3.600%	**-**	(5,000)
WYCA	0.000%	**(2,350)**	(1,944)
Interest Owed on Long Term Debt at 31st March		**(3,698)**	(3,803)
Total		**(245,432)**	(260,083)

Note 2 – The Councils LOBO loan is shown at it's maturity date not the next call date in the above table. The Councils WYCA loan is shown at its principal amount.

All trade payables of £31.432m (£30.605m 2017/18) are due to be paid in less than one year and are not shown in the table above.

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 as approved by Full Council in the Treasury Management Strategy and is available on the Council's website https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MId=10456&Ver=4 and https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=11007.

	Approved Minimum Limits at 31-Mar-19 %	**Approved Maximum Limits at 31-Mar-19 %**	**Authority Actual at 31-Mar-19 £000's**	**Authority Actual at 31-Mar-19 %**	Authority Actual at 31-Mar-18 £000's	Authority Actual 31-Mar-18 %
Less than 1 year	-	30	**(5,000)**	**2.06%**	(10,000)	3.89%
Between 1 and 2 years	-	30	**(10,000)**	**4.12%**	(6,000)	2.33%
Between 2 and 5 years	-	40	**(16,015)**	**6.61%**	(21,700)	8.44%
Between 5 and 10 years	-	40	**(63,600)**	**26.23%**	(65,159)	25.35%
More than 10 years	30	90	**(147,850)**	**60.98%**	(154,200)	59.99%
Total			**(242,465)**	**100.00%**	(257,059)	100.00%

Note 3 – This table shows the principal loan amount outstanding excluding interest. The Councils LOBO loan is shown at it's 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. From this Strategy a treasury indicator is set which provides maximum limits for fixed and variable interest rate exposure. The central treasury team will monitor market and forecast interest rates within the year to adjust exposures appropriately. For instance during periods of falling interest rates, and where economic circumstances make it favourable, fixed rate investments may be taken for longer periods to secure better long term returns, similarly the drawing of longer term fixed rates borrowing would be postponed.

If interest rates had been 1% higher (with all other variables held constant) the financial effect would be:

	Balance at 31-Mar-19 £000's	Balance at 31-Mar-18 £000's
Increase in interest payable on variable rate investments borrowings	**-**	-
Increase in interest receivable on variable rate investments	**(390)**	(757)
Impact on Surplus or Deficit on the Provision of Services	**(390)**	(757)
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)	**(54,972)**	54,501

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 £5.507m 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 £0.275m 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.

53. EXPENDITURE AND FUNDING ANALYSIS (EFA)

2017/18				2018/19		
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**
32,439	(5,783)	26,656	Customer and Support Services	36,537	(10,566)	25,971
22,292	11,519	33,811	Childrens and Education Services	21,598	7,603	29,201
5,297	766	6,063	Communities and Equalities	5,069	621	5,690
(11,068)	9,780	(1,288)	Housing Revenue Account	6,566	(16,194)	(9,628)
51,872	1,313	53,185	Adult Social Care	56,481	2,824	59,305
348	338	686	Housing and Community Safety	504	1,375	1,879
(3,213)	651	(2,562)	Public Health	(3,009)	421	(2,588)
20,381	7,131	27,512	Economy and Place	16,544	10,188	26,732
118,348	25,715	144,063	**Net Cost of Services**	140,290	(3,728)	136,562
(123,774)	29,480	(94,294)	Other Income and Expenditure	(135,172)	26,091	(109,081)
(5,426)	55,195	49,769	**Surplus or Deficit**	5,118	22,363	27,481
(34,925)			Opening General Fund and HRA Balance	(40,351)		
(5,426)			Surplus or Deficit	5,118		
-			Transfer of underspend 2017/18 to Contingency	621		
(40,351)			**Closing General Fund and HRA Balance at 31 March 2018**	(34,612)		

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

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

The 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 statue 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

2017/18					2018/19			
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**
2,587	1,147	(9,517)	(5,783)	Customer and Support Services	(1,844)	2,174	(10,896)	(10,566)
10,435	1,844	(760)	11,519	Childrens and Education Services	4,100	1,397	2,106	7,603
(1)	318	449	766	Communities and Equalities	-	-	621	621
17,560	190	(7,970)	9,780	Housing Revenue Account	8,031	239	(24,464)	(16,194)
11	774	528	1,313	Adult Social Care	998	844	982	2,824
94	381	(137)	338	Housing and Community Safety	94	416	865	1,375
586	39	26	651	Public Health	639	48	(266)	421
6,057	965	109	7,131	Economy and Place	9,435	1,066	(313)	10,188
37,329	5,658	(17,272)	25,715	**Net Cost of Services**	21,453	6,184	(31,365)	(3,728)
57,589	3,871	(31,980)	29,480	Other Income and Expenditure from the Expenditure and Funding Analysis	46,481	3,678	(24,068)	26,091
94,918	9,529	(49,252)	55,195	**Difference between General Fund surplus or deficit and Comprehensive Income and Expenditure Statement Surplus or Deficit on the Provision of Services**	67,934	9,862	(55,433)	22,363

SUPPLEMENTARY STATEMENTS

HOUSING REVENUE ACCOUNT

	Note	2018/19 £000's	2017/18 £000's
Income			
Dwellings Rents	(3)	**(30,923)**	(31,504)
Non-dwelling rents		**(467)**	(350)
Charges for Services and Facilities		**(1,063)**	(936)
Contributions Towards Expenditure		**(741)**	(632)
Total Income		**(33,194)**	(33,422)
Expenditure			
Repairs and maintenance		**6,304**	6,278
Supervision and management		**8,248**	7,683
Rents, Rates, Taxes and Other Charges		**397**	338
Depreciation, impairment and revaluation losses of non-current assets	(7)	**8,381**	17,561
Debt Management Costs		**54**	47
Movement in the allowance for bad debts	(4)	**176**	214
Total Expenditure		**23,560**	32,121
Net Cost of Services included in the Comprehensive Income and Expenditure Statement		**(9,634)**	(1,301)
Net Cost of HRA Services		**(9,634)**	(1,301)
HRA share of operating income and expenditure included in the Comprehensive Income and Expenditure Statement:			
Payments to the Government Housing Capital Receipts pool		**1,179**	1,179
Payments to the Government Housing Capital Receipts pool - prior year repayments		**1,157**	-
(Gain) or loss on sale of HRA non-current assets		**(1,552)**	(2,273)
Interest payable and similar charges		**4,518**	4,461
Interest and investment income		**(559)**	(173)
Pensions interest cost and expected return on pension assets	(6)	**120**	113
Capital grants and contributions receivable		**(452)**	(2,435)
(Surplus)/Deficit on Provision of Services		**(5,223)**	(429)

	2018/19		2017/18	
	£000's	£000's	£000's	£000's
Balance on the HRA at the end of the previous year		**(29,420)**		(22,640)
(Surplus)/Deficit for the year on the HRA Income and Expenditure Statement	**(5,223)**		(429)	
Adjustments between accounting basis & funding basis under regulations				
Depreciation and impairment charges	**(8,031)**		(17,561)	
Capital grants applied in year	**832**		2,695	
Non-current assets written off	**(5,204)**		(4,897)	
Capital Expenditure funded by the HRA	**2,227**		6,968	
Income from non-current asset sales	**6,757**		7,170	
Transfer from Capital Receipts Reserve	**(2,371)**		(1,274)	
Transfer to Capital Receipts Reserve				
Depreciation costs met by MRR	**7,999**		7,853	
Retirement benefits	**725**		670	
Pension payments	**(1,084)**		(958)	
Net Increase/Decrease before Transfers to or from reserves	**(3,373)**	**-**	237	-
Transfers to/(from) reserves	**8,296**		(7,017)	
(Increase)/Decrease in Year on the HRA		**4,923**		(6,780)
Balance on the HRA at the end of the current year		**(24,497)**		(29,420)

1. SIGNIFICANCE OF THE STATUTORY HOUSING REVENUE ACCOUNT

The HRA Income and Expenditure Account shows the economic cost in the year of providing housing services in accordance with IFRS, 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 £5.223m (2017/18 surplus of £0.429m) on the Housing Revenue Account Income and Expenditure Account, this reduces to a deficit of £4.923m (2017/18 surplus of £6.780m) for the year on the Statutory Housing Revenue Account.

2. LEGISLATIVE BACKGROUND

The Housing Revenue Account (HRA) shows the major elements of housing revenue expenditure to reflect the Council's activities as landlord: maintenance, administration and capital financing costs, and how these are met by rents and other income. There is also a statutory requirement to show revenue financing of any HRA capital expenditure within the account.

The Local Government and Housing Account 1989 sets out the framework for ring-fencing the HRA, thereby preventing rents being subsidised from the general income of the Council and vice versa.

3. GROSS RENTS

Gross rent income is the total amount due for the year after allowance for voids of £502k (2017/18 £365k) which represents 1.6% (2017/18 1.15%) of the gross rent income including charges for services. The average for 2018/19 was £78.27 compared to £79.36 in 2017/18

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

	2018/19 £000's	2017/18 £000's
Rents due from Tenants	**(17,703)**	(16,164)
Rents remitted by Rent Rebates through the Housing Benefit System	**(13,220)**	(15,340)
Total Rent Income	**(30,923)**	(31,504)

The Council was responsible for managing 7,598 (2017/18 - 7,656) dwellings at 31 March. In addition to this total are 245 (2017/18 245) properties that the Council manages on behalf of a Housing Association and 41 (2017/18 43) properties on behalf of private landlords through the social lettings agency, Yorhome, although these properties are not part of the HRA stock.

The HRA stock was made up as shown in the following table:

	Pre 1919	1919/ 1944	1945/ 1964	After 1964	Total
Low Rise Flats	-	522	635	785	1,942
Medium Rise Flats	4	3	802	748	1,557
Houses and Bungalows	17	1,971	1,421	690	4,099
	21	2,496	2,858	2,223	7,598

The movement in the stock in the year can be analysed as follows:

	2018/19			2017/18		
	Houses/ Bungalows	**Flats**	**Total**	Houses/ Bungalows	Flats	Total
Operational Stock						
Balance at 1 April	**4,140**	**3,516**	**7,656**	4,197	3,497	7,694
Sales	**(45)**	**(16)**	**(61)**	(59)	(14)	(73)
New Builds/Conversions			**-**	2	33	35
Acquisitions	**5**	**-**	**5**	-	-	-
Awaiting Demolitions	**(2)**	**-**	**(2)**	-	-	-
Balance at 31 March	**4,098**	**3,500**	**7,598**	4,140	3,516	7,656

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 2018/19 rent arrears as a proportion of gross rent income have decreased from 3.76% of the amount due to 3.54%. The rent arrears figures are as follows:

		2018/19	2017/18
		£000's	£000's
Arrears at 31 March	- Current tenants	**880**	929
	- Former tenants	**216**	256
Amounts Written Off during the Year		**236**	145
Increased/(Reduced) Provision during the Year		**172**	203
Provision for Bad and Doubtful Debts		**693**	758

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

		2018/19	2017/18
		%	**%**
Dwelling rent arrears as a % of gross rent debit			
	- Current tenants	**2.85%**	2.95%
	- Former tenants	**0.70%**	0.81%
		3.54%	3.76%

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

	2018/19	2017/18
	£000's	£000's
Arrears at 31 March	**27**	34
Amounts Written Off during the Year	**8**	14
Increased/(Reduced) Provision during the Year	**4**	7
Provision for Bad and Doubtful Debts	**23**	27

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:

	2018/19		2017/18	
	£000's	**£000's**	£000's	£000's
Income and Expenditure Account Entries				
Net Cost of HRA Services				
Current service cost	**725**		656	
Past service cost	**22**		5	
Administration Expenses	**9**		9	
Curtailment Cost	**-**		-	
		756		670
Financing and Investment Income and Expenditure				
Interest cost	**680**		576	
Expected return on assets in the scheme	**(560)**		(463)	
		120		113
Net Charge to the Income and Expenditure Account		**876**		783
Statement of Movement on the Housing Revenue Account Balance Entries				
Reversal of net charges made for retirement benefits				
Contribution to/(from) Pensions Reserve		**(1,084)**		-958
Actual amount charged to the Housing Revenue Account				
for Pensions in the year		**933**		832

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:

	2018/19	2017/18
	£000's	£000's
Dwellings	**7,616**	7,518
Other Land and Buildings	**382**	336
Intangible assets	**38**	38
Plant, Vehicles & Equipment	**1**	-
Infrastructure	**1**	1
	8,038	7,893
Reversal of Revaluation loss/Impairment	**343**	9,668
	8,381	**17,561**

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:

	2018/19	2017/18
	£000's	£000's
Balance at 1 April	**(3,568)**	(5,308)
Depreciation on HRA dwellings	**(7,616)**	(7,518)
Depreciation on other HRA assets	**(383)**	(336)
Capital expenditure on houses within the HRA charged to the reserve	**7,221**	9,593
Balance at 31 March	**(4,346)**	(3,568)

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 fixed assets is as follows:

2018/19 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	Commu-nity Assets £000's	Surplus £000's	Assets under Cons-truction £000's	**Total Property, plant & Equipment £000's**
Cost or Valuation (GCA)								
At 1 April 2018	458,837	7,523	7	42	-	19	9,075	**475,503**
Additions	8,848	1,881	-	-	-	-	4,169	**14,898**
Acc Dep & Imp WO to GCA	(7,518)	(372)	-	-	-	-	-	**(7,890)**
Revaluation increases/(decreases) recognised in the Revaluation Reserve	4,131	1,544	-	-	-	3	-	**5,678**
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	(9)	7	-	-	-	-	(341)	**(343)**
Derecognition - Disposals	(4,183)	(643)	-	-	-	-	-	**(4,826)**
Assets reclassified (to)/from Held for Sale	-	1,817	-	-	-	-	-	**1,817**
Other movements in Cost or Valuation	1,510	(62)	-	-	-	62	(1,510)	**-**
At 31 March 2019	461,616	11,695	7	42	-	84	11,393	**484,837**
Accumulated Depreciation & Impairment								
At 1 April 2018	(7,518)	-	-	(7)	-	-	-	**(7,525)**
Depreciation Charge for 2018/19	(7,616)	(382)	(1)	(1)	-	-	-	**(8,000)**
Acc. Depreciation WO to GCA	7,518	372	-	-	-	-	-	**7,890**
Other movements in Depreciation and Impairment	-	-	-	-	-	-	-	**-**
At 31 March 2019	(7,616)	(10)	(1)	(8)	-	-	-	**(7,635)**
Net Book Value								
At 31 March 2019	454,000	11,685	6	34	-	84	11,393	**477,202**
At 31 March 2018	451,319	7,523	7	35	-	19	9,075	**467,978**

2017/18 Movement of Property, Plant and Equipment

	Council dwellings £000's	Other land and buildings £000's	**RESTATED** Vehicles, plant furniture & equipment £000's	Infra-structure Assets £000's	Commu-nity Assets £000's	Surplus £000's	Assets under Cons-truction £000's	**Total Property, plant & Equipment £000's**
Cost or Valuation (GCA)								
At 1 April 2017	429,696	7,221	-	42	-	540	1,369	**438,868**
Additions	12,174	388	7	-	-	-	7,185	**19,754**
Acc Dep & Imp WO to GCA	(9,441)	(333)	-	-	-	-	-	**(9,774)**
Revaluation increases/(decreases) recognised in the Revaluation Reserve	40,382	814	-	-	-	1	-	**41,197**
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	(9,585)	(57)	-	-	-	(1)	-	**(9,643)**
Derecognition - Disposals	(4,389)	(510)	-	-	-	-	-	**(4,899)**
Derecognition - Other	-	-	-	-	-	-	-	**-**
Assets reclassified (to)/from Held for Sale	-	-	-	-	-	-	-	**-**
Assets reclassified (to)/from Investment Property	-	-	-	-	-	-	-	**-**
Other movements in Cost or Valuation	-	-	-	-	-	(521)	521	**-**
At 31 March 2018	458,837	7,523	7	42	-	19	9,075	**475,503**
Accumulated Depreciation & Impairment								
At 1 April 2017	(9,441)	-	-	(6)	-	-	-	**(9,447)**
Depreciation Charge for 2017/18	(7,518)	(335)	-	(1)	-	-	-	**(7,854)**
Acc. Depreciation WO to GCA	9,441	333	-	-	-	-	-	**9,774**
Derecognition - Disposals	-	2	-	-	-	-	-	**2**
Other movements in Depreciation and Impairment	-	-	-	-	-	-	-	**-**
At 31 March 2018	(7,518)	-	-	(7)	-	-	-	**(7,525)**
Net Book Value								
At 31 March 2018	451,319	7,523	7	35	-	19	9,075	**467,978**
At 31 March 2017	420,255	7,221	-	36	-	540	1,369	**429,421**

8. VACANT POSSESSION VALUE OF COUNCIL DWELLINGS

In accordance with the Department for 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 £456.96m (2017/18 £451.05m) on the balance sheet. The vacant possession value of the council dwellings at 1 April 2018 was £1,086.869m (2017/18 £1,076,697m). 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 2018/19 is £15.154m (2017/18 £19.8m). The analysis of the expenditure and the sources of financing used are set out in the following table

	2018/19				2017/18			
	Dwellings	**Equipment**	**Intangibles**	**Total**	Dwellings	Equipment	Intangibles	Total
	£000's	**£000's**	**£000's**	**£000's**	£000's	£000's	£000's	£000's
Total capital expenditure		**36**	**57**	**15,154**	**19,746**	**7**	**47**	**19,800**
Financing								
Capital Receipts	**(4,906)**			**(4,906)**	(543)			(543)
Major Repairs Reserve	**(7,221)**			**(7,221)**	(9,594)			(9,594)
Grants	**(425)**			**(425)**	(2,695)			(2,695)
Revenue Contributions	**(2,484)**	**(36)**	**(57)**	**(2,577)**	(6,914)	(7)	(47)	(6,968)
Other Contributions	**(25)**			**(25)**				
	(15,061)	**(36)**	**(57)**	**(15,154)**	(19,746)	(7)	(47)	(19,800)

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:

	2018/19			2017/18		
	Council Dwellings	**Other Properties**	**Total**	Council Dwellings	Other Properties	Total
	£000's	**£000's**	**£000's**	£000's		£000's
Sales proceeds	(5,044)	**(1,672)**	**(6,716)**	(6,293)	(878)	(7,171)
less: administrative costs	78		**78**	95		95
Net proceeds	**(4,966)**	**(1,672)**	**(6,638)**	(6,198)	(878)	(7,076)
Right to buy discount repaid	(41)		**(41)**			
Mortgage principal repaid						
	(5,007)	**(1,672)**	**(6,679)**	(6,198)	(878)	(7,076)
of which:						
Usable	(3,828)	**(1,672)**	**(5,500)**	(5,019)	(878)	(5,897)
Payable to Housing Pooled Capital Receipts	(1,179)		**(1,179)**	(1,179)		(1,179)
	(5,007)	**(1,672)**	**(6,679)**	(6,198)	(878)	(7,076)

11. INVESTMENT PROPERTIES

There are no restrictions on the Council’s ability to realise the value inherent in its investment property or on the Council’s right to the remittance of income and the proceeds of disposal. The Council has no contractual obligations to purchase, construct or develop investment property or repairs, maintenance or enhancement.

The following table summarises the movement in the fair value of investment properties over the year:

	2018/19	2017/18
	£000's	£000's
Balance 1 April	**40**	65
Additions	**-**	-
Disposals	**-**	-
Net gain or loss on Fair Value	**-**	(25)
Transfers:		
- To / From Property, Plant & Equipment	**-**	-
Balance 31 March	**40**	40

12. ASSETS HELD FOR SALE

The following table summarises the movement in HRA assets held for sale over the year:

Description	2018/19 £000's	2017/18 £000's
Balance outstanding at Start of Year	**2,194**	2,194
Assets newly classified as Held for Sale :		
Property, Plant and Equipment	**(1,817)**	-
Assets Sold	**(377)**	-
Balance outstanding at End of Year	**-**	2,194

COLLECTION FUND

INCOME AND EXPENDITURE ACCOUNT

`	Note	2018/19 Business Rates £000	2018/19 Council Tax £000	2018/19 Total £000	2017/18 Total £000
Income					
Council Tax Receivable	2	-	(107,065)	**(107,065)**	(102,813)
Business Rates Receivable	3	(102,694)	-	**(102,694)**	(99,007)
Total Income		**(102,694)**	**(107,065)**	**(209,759)**	(201,820)
Expenditure					
Apportionment of Prior Year Surplus					
Central Government		(328)	-	**(328)**	(1,474)
City of York Council		(321)	1,626	**1,305**	653
North Yorkshire Police & Crime Commissioner		-	287	**287**	379
North Yorkshire Fire & Rescue Authority		(7)	87	**80**	86
		(656)	2,000	**1,344**	(356)
Precepts, Demands and Shares					
Central Government		-	-	**-**	50,178
City of York Council		99,398	85,898	**185,296**	130,805
Parish Councils		-	725	**725**	703
North Yorkshire Police & Crime Commissioner		-	15,522	**15,522**	14,512
North Yorkshire Fire & Rescue Authority		1,004	4,614	**5,618**	5,410
		100,402	106,759	**207,161**	201,608
Disregarded amounts - Enterprise Zone growth		383	-	**383**	524
Charges to Collection Fund					
Write Offs		-	335	**335**	373
Interest on refunds		-	-	**-**	1
Increase/(Decrease) in Bad Debt Provision		63	(394)	**(331)**	1,496
Increase/(Decrease) in Provision for Appeals		743	-	**743**	839
Appeals charged to the Collection Fund		(2,585)	-	**(2,585)**	(4,897)
Cost of Collection		290	-	**290**	292
Transitional Protection		1,116	-	**1,116**	2,618
		(373)	(59)	**(432)**	722
Total Expenditure		**99,756**	**108,700**	**208,456**	202,498
(Surplus)/Deficit Arising In Year		**(2,938)**	**1,635**	**(1,303)**	678
(Surplus)/Deficit Brought Forward		769	(2,535)	**(1,766)**	(2,443)
(Surplus)/Deficit Carried Forward		**(2,169)**	**(900)**	**(3,069)**	(1,765)

1. LEGISLATIVE BACKGROUND

This fund is an agent's statement that reflects the statutory obligation, under the Local Government Finance Act 1988, for billing authorities (i.e. City of York Council) to maintain a separate Collection Fund. This is a fund specifically for the collection and distribution of amounts due in respect of Council Tax and National Non-Domestic Rates (NNDR).

The statement shows the transactions of the Council in relation to the collection from taxpayers of sums due for council tax and NNDR, and their distribution to the Council, North Yorkshire Police and Crime Commissioner (NYPCC), North Yorkshire Fire and Rescue Authority (NYFRA), parish councils and central government.

2. COUNCIL TAX

The Council Tax is a charge on domestic property. Each property has been independently valued and put into one of eight bands (A to H). The charge for each property is calculated by reference to the 'band' charge.

The Council Tax base for 2018/19 was 66,671.1 (65,770.0 in 2017/18).

In order to calculate the charge to be levied the estimated number of properties for each band for the year is converted to a Band D Equivalent figure (e.g. 20 band H properties is equivalent to 40 band D properties - 20 x 18/9). A new band, band A reduced, was introduced by the government to allow a discount to be given to those people who are entitled to a one-band discount but who live in a band A property.

This gives the tax base for the Council. The valuation bands, the Band D equivalent figures originally estimated for the year, the year-end Band D equivalent figures and the 2018/19 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 £565k (2017/18 £545k) 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	7.7	5/9	4.3	£883.56
A	up to		£40,000	6,962.1	6/9	4,641.4	£1,060.27
B	£40,000	to	£52,000	19,063.2	7/9	14,826.9	£1,236.98
C	£52,000	to	£68,000	21,903.5	8/9	19,469.8	£1,413.69
D	£68,000	to	£88,000	11,543.6	9/9	11,543.6	£1,590.40
E	£88,000	to	£120,000	6,835.0	11/9	8,353.9	£1,943.82
F	£120,000	to	£160,000	3,210.9	13/9	4,638.0	£2,297.24
G	£160,000	to	£320,000	1,610.9	15/9	2,684.8	£2,650.67
H	over		£320,000	77.7	18/9	155.3	£3,180.80
TOTAL				71,214.6		66,318.0	
Crown Properties						353.1	
Taxbase for the calculation of Council Tax						66,671.1	

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 £335k (2017/18 £373k) were written off against the provision for bad/doubtful debts. 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 bad debts on the current level of arrears was increased by £394k (increase in 2017/18 of £837k).

3. INCOME FROM BUSINESS RATES

Under the arrangements for business rates, the Council collects NNDR for its area based on the local rateable value multiplied by a uniform rate. The rateable value at 31 March 2019 was 255,777,381 (2017/18 254,662,152) and the rate for 2018/19 was 49.3p (2017/18 47.9p), with a reduction to 48.0p (2017/18 46.6p) 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 2018/19 as a member of the Leeds City Region Business Rates pool, the Council is included in the 100% business rates pilot for one year only. In the case of York the local share is 99% and the remainder is distributed to the preceptors and in the case of York these are 1% to North Yorkshire Fire and Rescue Authority (NYFRA).

The business rates shares payable for 2018/19 were estimated before the start of the financial year as £nil (£50.178m in 2017/18) to central government, £1.004m (£1.004m in 2017/18) to NYFRA and £99.398m (£49.175m in 2017/18) to City of York Council. These sums have been paid in 2018/19 and charged to the collection fund in year.

The total income from business rate payers collected in 2018/19 was £102.694m (£99.007m in 2017/18). This sum includes £1,116k of transitional protection payments from ratepayers, which under government regulation should have a neutral impact on the business rate retention scheme. This sum has to be repaid to central government.

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 2019. 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 2018/19 has been calculated at £743k.

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).

	2018/19 Business Rates £'s	2018/19 Council Tax £'s	2018/19 Total £'s	2017/18 Total £'s
Central Government	56,543	-	56,543	385,011
City of York Council	(2,202,912)	(728,280)	(2,931,192)	(1,682,916)
North Yorkshire Police Authority	-	(133,118)	(133,118)	(364,407)
North Yorkshire Fire and Rescue Authority	(21,680)	(38,760)	(60,440)	(102,434)
	(2,168,049)	(900,158)	(3,068,207)	(1,764,746)

ANNUAL GOVERNANCE STATEMENT

1. SCOPE OF RESPONSIBILITY

City of York Council (the council) is responsible for ensuring that its business is conducted in accordance with the law and proper standards, and that public money is safeguarded and properly accounted for, and used economically, efficiently and effectively. 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 discharging this overall responsibility the council is also responsible for putting in place proper arrangements for the governance of its affairs, which facilitate the effective exercise of the council's functions and which includes arrangements for the management of risk. This includes ensuring appropriate governance of council owned companies.

The council has approved and adopted a code of corporate governance, which is consistent with the principles of CIPFA/SOLACE Framework *Delivering Good Governance in Local Government* .A copy of the City of York Council's Local Code of Corporate Governance is available on the council's website at www.york.gov.uk .

This statement explains how the council has complied with the code and also meets the requirements of regulation 4(2) of the Accounts and Audit (England) Regulations 2015, which requires all relevant bodies to prepare an annual governance statement.

2. THE PURPOSE OF THE GOVERNANCE FRAMEWORK

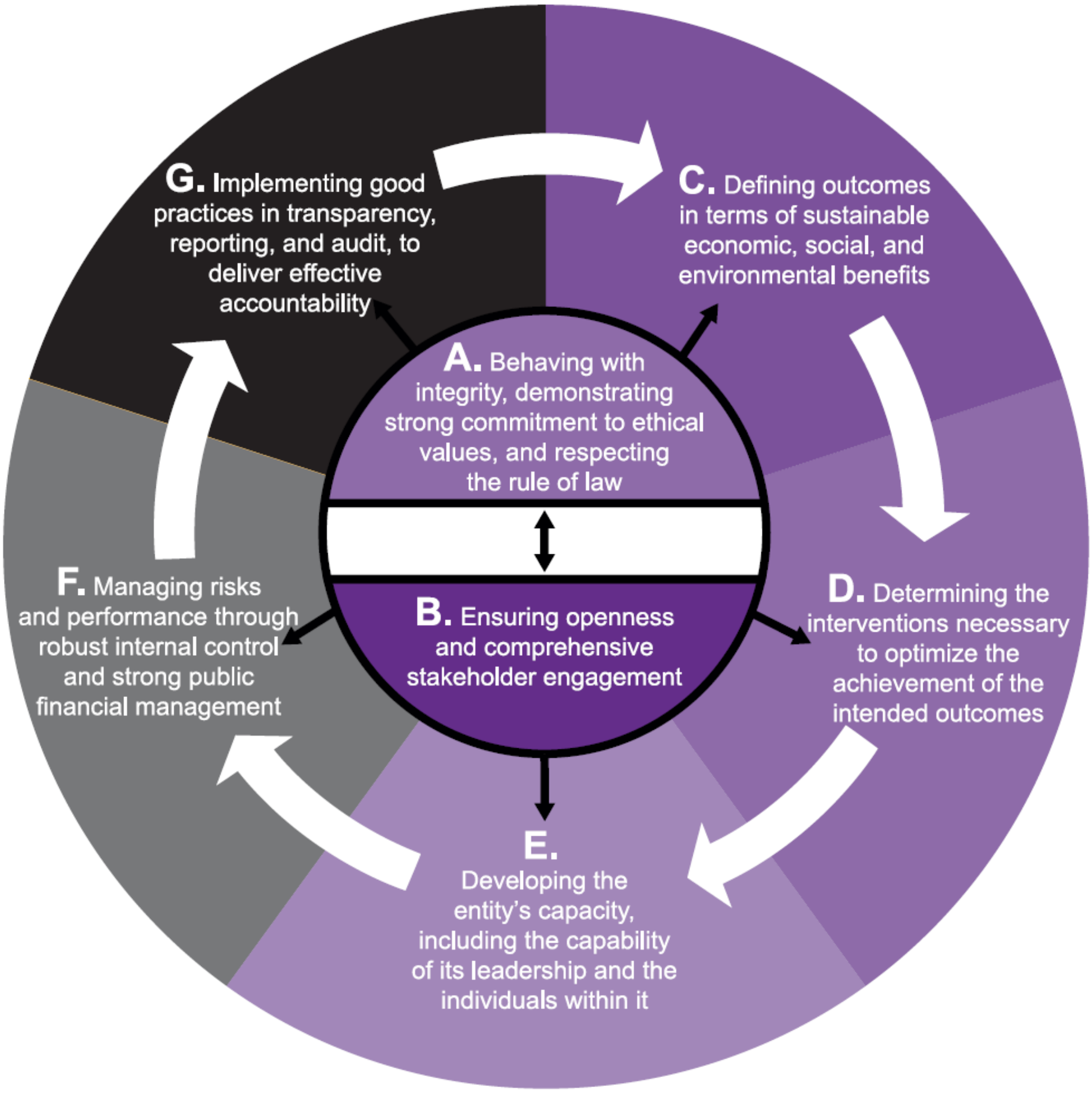
The governance framework comprises the systems and processes, culture and values, by which the council is directed and controlled and its activities through which it accounts to, engages with and leads the community. It enables the council to monitor the achievement of its strategic objectives and to consider whether those objectives have led to the delivery of appropriate, cost effective services.

The system of internal control is a significant part of that 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 ongoing process designed to identify and prioritise the risks to the achievement of the Council's policies, aims and objectives, to evaluate the likelihood of those risks being realised and the impact should they be realised, and to manage them efficiently, effectively and economically.

The overall Governance Framework, and in particular the system of internal control, described in this Statement, has been in place within the Council for the year ended 31 March 2019 and up to the date of approval of the Statement of Accounts for 2018/19.

CORE PRINCIPLES OF GOOD GOVERNANCE

The Diagram below taken from the *International Framework: Good Governance in the Public Sector (CIPFA/ IFAC)* illustrates the 7 core principles of good governance in the public sector and how they related to each other. The Council's Local Code of Corporate Governance sets out various documents and arrangements within these core and sub principals which demonstrate that the Council continues to seek to ensure it remains well governed, and that to deliver good governance the Council must seek to achieve its objectives whilst acting in the public interest at all times. The Code is reviewed annually as part of the preparation of the Annual Governance statement and any amendments will be brought to the Committee as part of this process.



3. **OUR GOVERNANCE FRAMEWORK**

The requirement to have a robust governance framework and sound system of internal control covers all of the council's activities. The internal control environment within the council consists of a number of different key elements which, taken together, contribute to the overall corporate governance framework. The key elements of the governance framework within the council are set out below:

<u>Strategic Planning Processes</u>

The council has in place a strategic planning process, informed by community and member consultation that reflects political and community objectives and acts as the basis for corporate prioritisation. The council's Council Plan expresses the council's key priorities until 2019. The aims and associated milestones are refreshed each year. The council has also developed a standard directorate and service planning process which integrates priority setting with resource allocation and performance management.

Political and Managerial Structures and Processes

Full Council is responsible for agreeing overall policies and setting the budget. The Executive, which meets monthly, is responsible for decision making within the policy and budget framework set by full Council. The Corporate Management Team (CMT), which meets weekly, has responsibility for implementing council policies and decisions, providing advice to members and for coordinating the use of resources and the work of the council's directorates. The Executive and CMT monitor and review council activity to ensure corporate compliance with governance, legal and financial requirements. The Chief Finance Officer (Director of Customer and Corporate Services) and the Monitoring Officer (Assistant Director of Legal and Governance) review reports before presentation to the Executive to ensure that all legal, financial and other governance issues have been adequately considered.

There is an Audit and Governance Committee which acts as the responsible body charged with governance on behalf of the Council. In doing so it provides independent assurance on the adequacy of the risk management framework and the associated control environment, independent scrutiny of the council's financial and non-financial performance to the extent that it affects the council's exposure to risk and weakens the control environment. It also oversees the financial reporting process and approves the final Statement of Accounts.

A Joint Standards Committee comprising members of the City of York Council and parish councils is responsible for promoting good ethical governance within the organisation and within local parish councils. The Standards Committee is also responsible for adjudicating in cases where a complaint is made against a member of either, the City of York Council, or the parish councils within its administrative boundary. The council has appointed independent persons to assist in making decisions on complaints and in promotion of high standards generally.

The Council appoints a number of scrutiny committees made up of councillors who are not members of the Executive. These Committees have the power to review or scrutinise decisions taken on behalf of the Council and to make recommendations on matters affecting York residents. In doing so Committees may look at the activities of other organisations working in York and they have specific legal powers to require NHS bodies, the police, fire service and probation to provide information to help their work.

The Committees often appoint task and finish groups to undertake particular pieces of work, gathering evidence on an issue affecting the City and preparing a report for consideration by the Committee. Most of these reports will result in recommendations to Executive suggesting steps that could be taken to improve the way the Council does its business and supports local people. Arrangements are also in place for an issue to be scrutinised before a decision is made by an Executive Member or the Executive.

Management and Decision Making Processes

Corporate management and leadership at officer level is led by CMT, and is supported and developed through the Corporate Leadership Group (CMT plus Assistant Directors). Decisions are operated in accordance with the Council's constitution. The council has a Workforce Strategy which sets out the way the council will develop the skills of our staff to help deliver our key priorities effectively.

Policies and Guidance

Specific policies and written guidance exist to support the corporate governance arrangements and have been brought together in one place within the council's Local Code of Corporate Governance, which is available on the council's website and contains live links to relevant documents.

The Local Code of Corporate Governance sets out how the council continues to ensure it remains well governed under the 7 principles set out in the CIPFA/ SOLACE framework 'Delivering Good Governance in Local Government', and is reviewed annually as part of the preparation of this statement, and any amendments will be brought to the Committee as part of this process.

Financial Management

The Director of Customer & Corporate Services (as the Section 151 Officer) has the overall statutory responsibility for the proper administration of the council's financial affairs, including making arrangements for appropriate systems of financial control.

The council's financial management arrangements conform to the governance requirements of the CIPFA Statement on the Role of the Chief Financial Officer in Local Government (2015) in that:

- he is a key member of the Corporate Management Team, helping it to develop and implement strategy and to resource and deliver the council's strategic objectives sustainably and in the public interest;
- he is actively involved in, and able to bring influence to bear on, all material business decisions to ensure immediate and longer term implications, opportunities and risks are fully considered, and aligned with the council's financial strategy; and
- he leads the promotion and delivery by the whole organisation of good financial management so that public money is safeguarded at all times and used appropriately, economically, efficiently and effectively.

In delivering these responsibilities:

- he leads and directs a finance function that is resourced to be fit for purpose; and
- he is professionally qualified and suitably experienced.

The council operates a system of delegated financial management within a corporate framework of standards and financial regulations, comprehensive budgetary control systems, regular management information, administrative procedures (including the segregation of duties) and management supervision. The financial management system includes:

- A Medium Term Financial Plan highlighting key financial risks and pressures on a 5 year rolling basis
- An annual budget cycle incorporating Council approval for revenue and capital budgets as well as treasury management strategies
- Annual Accounts supporting stewardship responsibilities, which are subjected to external audit and which follow best professional practice as set out in the Chartered Institute of Public Finance and Accountancy's guidance and International Financial Reporting Standards
- Joint budget and performance monitoring as outlined in the section on Performance Management below.

The statutory timetable for the production and audit of the Council's financial statements changed from 2017/18. The Council is now required to produce accounts by 31 May 2019 (1 month earlier) and to publish audited accounts by 31 July 2019 (2 months earlier). This has been a significant project for the finance team to plan and streamline processes to ensure compliance with an ever increasing number of requirements from CIPFA alongside the shorter time period available to complete the work. Changes to the accounting code of practice mean that up to date declarations of interest from chief officers and elected members are vital to ensure the council fully complies with the requirements to disclose related party transactions. During the year all elected members have been reminded to regularly review and update their declarations.

The declarations of interest policy was revised during the year and requires that declarations should be made in the Register of Staff Interests:

- As part of the new starter process (HR/Business Support led);
- On an ad hoc basis as conflicts arise (Manager/Employee led);
- Biannually for all officers at Grade 10 and above as part of the 'related parties' statement of accounts process (HR/Business Support led);
- On an annual basis for other officers who work individually or as a team in a service which procures/commissions goods/services on behalf of the council (AD/Service Manager led).
- Where a Director has identified the need for a member of staff, contractor or agency worker to complete.

In addition, biannual reminders will be sent out in March and October by Business Support on behalf of the Head of HR. In February and September each year the central register will be shared with each DMT for review. At this point all declarations received over the previous year will be reviewed by Directors and the Chief Executive. The Head of Business Support will arrange for Chief Officer returns to be published on the council's website. This is in line with best practice set by the Information Commissioner's Office to aid transparency and in the Public Interest.

Compliance Arrangements

Ongoing monitoring and review of the council's activities is undertaken by the following officers to ensure compliance with relevant policies, procedures, laws and regulations:

- The Section 151 Officer
- The Monitoring Officer
- The Head of Internal Audit
- Finance officers and other relevant service managers.

The Council's Monitoring Officer has a statutory responsibility for ensuring that the council acts lawfully and without maladministration.

Compliance with the council's governance arrangements is subject to ongoing scrutiny by the external auditors, Mazars and other external agencies. The Governance, Risk and Assurance Group (GRAG) also monitors, reviews and manages the development of the council's corporate governance arrangements. The group includes the Section 151 Officer, the Monitoring Officer and the Head of Internal Audit as well as other key corporate officers and is responsible for drafting the Annual Governance Statement on behalf of the Chief Executive, Leader and Audit & Governance Committee.

Risk Management

The council has adopted a formal system of Risk Management. Although responsibility for the identification and management of risks rests with service managers, corporate arrangements are co-ordinated by the Risk Management Service to ensure that:

- the council's assets are adequately protected
- losses resulting from hazards and claims against the council are mitigated through the effective use of risk control measures
- service managers are adequately supported in the discharge of their responsibilities in respect of risk management.

The system of risk management includes the maintenance of risk registers, to which all directorates contribute. The risk registers include corporate, operational, project and partnership risks, in accordance with best practice in local government. The risk registers are used to monitor risks and identify appropriate action plans to mitigate risks. Relevant staff within the council have also received training, guidance and support in risk management principles. These risk management arrangements and the Corporate Risk Register containing the council's key strategic risks are monitored by CMT and the Audit & Governance Committee.

Internal Audit and Fraud

The council also operates internal audit and fraud investigation functions which comply with the Accounts and Audit Regulations, the Public Sector Internal Audit Standards and the CIPFA Statement on the Role of the Head of Internal Audit. The council has also adopted an Audit Charter which defines the role and scope of internal audit work, its right of access and independence, reporting arrangements and the respective responsibilities of internal audit and management. The service in 2018/19 was provided by Veritau Limited, a shared service company jointly established by the Council and North Yorkshire County Council. Veritau's internal audit and counter fraud teams undertake an annual programme of review covering financial and operational systems and including systems, regularity, and probity audits designed to give assurance to members and managers on the effectiveness of the governance, risk management and control environment operating within the council. Through its work Veritau also provides assurance to the Section 151 Officer in discharging his statutory review and reporting responsibilities. In addition the team:

- provides advice and assistance to managers in the design, implementation and operation of controls
- helps to maintain the council's counter fraud arrangements including policy framework
- supports managers in the prevention and detection of fraud, corruption and other irregularities.

Internal audit also maintains quality assurance processes to ensure audit work is undertaken to appropriate professional standards. This includes periodic external assessments of audit working practices.

Reports from internal and external auditors

Throughout the year regular reports are presented to Audit & Governance Committee from both the internal and external auditors. The Head of Internal Audit also provides an annual opinion on the overall adequacy and effectiveness of the council's framework of governance, risk management and control. The Head of Internal Audit will also highlight any significant weaknesses in control identified through internal audit work. The opinion in recent years has been 'Substantial Assurance'.

Internal Audit reports include an assurance opinion and an action plan to address any control weaknesses. Agreed actions are followed up every six months and the results reported to Audit &

Governance Committee. The Committee also receives copies of any reports including 'Limited' or 'No Assurance' opinions.

The external auditor has regularly reported progress to Audit & Governance Committee and the quality of the Council's accounts has been commented on favourably in recent years. They have also commented at these meetings that the Council's financial sustainability and reserves position was deemed relatively strong compared with other authorities and that arrangements for measuring related risks were robust.

In terms of the arrangements for earlier closedown, Mazars have commented that they feel the council are well-placed to meet the revised deadlines.

Performance Management

The council recognises the importance of effective performance management arrangements and has established the Business Intelligence Hub. It has a Performance Management Framework (PMF), which sets out the formal arrangements for effective performance management at a directorate and corporate level, including both service and finance based monitoring. Each directorate reports finance and service performance progress to members through the established Scrutiny arrangements.
Finance and service performance monitoring is reported regularly at CMT and Executive, and there is ongoing regular discussion of financial performance at CMT to ensure that the Council is able to manage the major savings programmes.

Consultation and Communication Methods

The council communicates its vision, priorities and outcomes with different audiences to actively encourage open consultation and help demonstrate accountability. The council will first analyse audience groups and identify the most relevant and effective channels of communication to engage them. The Council has a media protocol and social media policy to support communications, together with different communications plans. Examples of communication and consultation include:

- communication of community and corporate strategies
- publishing an annual Statement of Accounts and Performance Report to inform audiences of the previous year's achievements and outcomes
- the annual report on the performance of the scrutiny function
- opportunities for the public to engage effectively with the council including attending and speaking at meetings and watching meetings live or recorded at www.york.gov.uk/webcasts
- residents' surveys and consultations via www.york.gov.uk/consultations including public consultation events – in the council offices, libraries, public transport and supermarkets
- budget and other consultation processes including statutory public notices
- engagement activity for regeneration projects using a blend of innovative and traditional approaches
- providing a place for businesses, organisations and residents to publicly share their data, for free, so that anybody can connect to hundred's of up-to-date, searchable data sets and use them to make a difference in their local area at https://www.yorkopendata.org/
- citywide publications such as Our City and Streets Ahead (for 8,000 council tenants)
- internal communications within City of York Council to ensure staff and arms length partners are kept informed of communications
- daily interaction via the council's social media channels including Twitter and Facebook
- involvement in devolved budget decision-making at ward level
- customer feedback through the council's complaints procedure or other direct service feedback processes.

Partnership working arrangements

The overall governance framework established by the council contributes to effective partnership and joint working arrangements. The council is actively involved in major development projects and of particular significance in terms of risk is the York Central Programme. Robust programme and project management, including protocols to maintain ethical walls are in place, to ensure that partnerships operate effectively across the Council.

4. REVIEW OF EFFECTIVENESS

The council has responsibility for conducting, at least annually, a review of the effectiveness of its governance framework including the systems of internal control. In preparing this Statement a review of corporate governance arrangements and the effectiveness of the council's systems of internal control has been undertaken, co-ordinated by the Governance, Risk and Assurance Group (GRAG), which comprises the Director of Customer & Corporate Support Services/ Deputy Chief Executive (the Section 151 Officer), the Assistant Director of Legal and Governance (the Monitoring Officer), the Assistant Director of Customer & Corporate Services (ICT) and the Head of Internal Audit (Veritau Ltd). The review included consideration of:

- the adequacy and effectiveness of key controls, both within individual directorates and across the council
- any control weaknesses or issues identified and included on the Disclosure Statements signed by the Section 151 Officer and Monitoring Officer
- Disclosure Statements signed by Directors identifying control weaknesses or significant issues
- any control weaknesses or issues identified and included in the annual report of the Head of Internal Audit, presented to the council's Audit and Governance Committee
- significant issues and recommendations included in reports received from the external auditors, Mazars/ or other inspection agencies
- the results of internal audit and fraud investigation work undertaken during the period
- the views of those members and officers charged with responsibility for governance, together with managers who have responsibility for decision making, the delivery of services and ownership of risks
- the council's risk registers and any other issues highlighted through the council's risk management arrangements
- the outcomes of service improvement reviews and performance management processes
- progress in dealing with control issues identified in the 2017/18 Annual Governance Statement.
- The councils counter fraud strategy and the level of conformance to the CIPFA code of practice on managing the risk of fraud and corruption

The council recognises an ongoing need to review its governance arrangements, and to respond to external reports and changes in legislation to ensure it continues to learn, improve systems, and ensure compliance with relevant legislation. Having considered all of the principles, we are satisfied that the council has adopted a response that is appropriate for its fraud and corruption risks and commits to maintain its vigilance to tackle fraud.

This on-going review of the effectiveness of governance and internal control systems is also informed by the work of Veritau who have responsibility for providing assurance on the internal control environment, and also by comments made by the external auditors and other review agencies and inspectorates.

5. SIGNIFICANT GOVERNANCE ISSUES

On the basis of the review work carried out it was considered that the majority of the governance and internal control arrangements continue to be regarded as fit for purpose in accordance with the governance framework during the financial year 2018/19.There were however some areas identified which require attention to address weaknesses and ensure continuous improvement of governance and internal control arrangements; included within this definition are more general issues relating to service delivery and national challenges which whilst not significant governance issues in themselves, represent important issues which affect the council across all areas.

Follow up of issues identified in 2017/18

Last year’s Annual Governance Statement highlighted some significant governance risks along with more general risks relating to service delivery and national challenges which affect the council across all areas. The majority of these general risks remain relevant for 2018/19 and therefore remain on the statement and have been updated to reflect the latest position. No new risks have been identified during 2018/19.

	Issue	Action taken to date / Planned 2019/20	Reports / Decisions to be presented to
1 – Existing Issue, updated	**Financial Risks** **(i) Pressures - Impact of funding reductions -** 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. 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. 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.	The 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 2019 covering detailed proposals for 19/20 and outlining the strategic direction towards achievement of savings proposals for each directorate over the medium term. Further development of the strategy will take place during 19/20, leading to the budget report in February 2020. The MTFS includes contingencies and a service risk reserve to assist in dealing with cost pressures generally. Contact has been made with key suppliers to ensure risks are mitigated and business continuity plans are in place. This will continue during 2019/20. Ongoing discussions with health organisations in York, and reporting to Health & Wellbeing board	Executive/ Council
Existing Issue, updated	**(ii) Major capital projects** The council has a number of major capital projects at different stages, including the Community Stadium, York Central, and the Older Peoples	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	Executive/ Council Audit & Governance

	Accommodation Programme (including Burnholme)	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. 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. 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.	Committee Scrutiny Committees
2 – Existing Issue, updated	**Local Plan** The Council has submitted a draft Local Plan for inspection, however a final version is yet to be approved. 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	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. It is anticipated that phase 1 hearing sessions will take place in June 2019.	Executive/ Council

	vulnerable to development proposals which the council will be unable to stop. 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		
3 – Existing Issue, updated	**Adults/ Health Risks - Challenges of Better Care Act/ Pool budgets** Adult Social Care is one of the biggest areas of council spend. There is an increasing and ageing population with more complex needs which could dominate council finance's in years to come. The Department continues to implement new duties imposed under the Care Act 2014 as well as pooling budgets with the Vale of York Clinical Commissioning Group in the Better Care Fund, a step in the longer term ambition to integrate Health and Social Care	• The budget is regularly reported on – quarterly to members and monthly to DMT and CMT. The report states any mitigating actions which are being taken to address overspends. The national monitoring returns for the Better Care Fund (BCF) and Improved Better Care Fund (IBCF) are completed quarterly and signed off by both partners. The deadlines for the returns have been met to date. • At the time of writing there is no guidance or communication on BCF funding beyond 2019/20. To this end, the operational group have only invested funding in 2019/20 in time limited schemes that can be stopped pending future spending decisions. • The Council is undertaking an exercise to review the totality of support provided on the urgent and short term care pathway to determine if the right care is being provided in the right place at the right time. This will inform future commissioning decisions and improve customer experience. In particular, it is expected to support a sustained reduction in Delayed Transfers of Care (DTOC). • The revised operating model for Community Support which promotes self care and reduces dependence of formal assessment and services is being implemented and is showing evidence of diverting people towards universal and community support. • The care market in York is under pressure, particularly from workforce issues. 65% of care home places are occupied by people funding their own care. The Council is working with NYCC & VOYCCG to build market shaping capability and to communicate consistently with the sector.	Executive/ Health and Wellbeing Board, Scrutiny

		There are comprehensive service plans with clear objectives for all areas of the directorate	
4 – Existing Issue, updated	**Devolution** – Ensuring the council is best positioned to be able to take advantage of devolution opportunities with particular benefit for the local economy.	Ongoing dialogue with neighbouring councils, LEP's, Central Government and other key stakeholders in order to maximise outcomes.	Executive
5 – Existing Issue, updated	**Information Governance and information security** – 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.	The information governance policy framework is kept under review and updated as required. The implementation of a council wide elearning system provides the council with the ability to provide ongoing training and awareness in information governance which we can evidence and report on. Further modules in areas of data protection, information and data security and cyber security are being included. This training is mandatory across the council. Information governance arrangements require continual monitoring and review to ensure compliance with data protection legislation and the General Data Protection Regulation. Cyber security threats also require ongoing monitoring and the development of appropriate policy and technical responses.	Audit & Governance Committee

		Data Protection Impact Assessments (DPIA's) are completed before planned changes in data processing are made. Improvements are being made in records management processes to ensure information is easily accessible and data is not retained for longer than is required. Investment has been made in reviewing all council websites to ensure they are secure and this review is ongoing. There is a regular review of transparency code legislation and compliance along with ongoing management of data architecture to provide de-personalised data to open data platform. Additional resource, training and improved processes are in place to deal with FOIA requests and the ongoing requirements of GDPR	
6 – Existing Issue, updated	**Absence Management -** 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	Significant progress has again been made by the Absence Management progress group in and a new absence reporting system was introduced in 2017/18. The absence reporting system allows managers to input staff absence directly into the payroll system, ensuring the data is more up to date and removing duplicate processes. The work done during the year did not include a mechanism to link supporting documentation to the absence entry due to limitations with the payroll system. As this has only recently been implemented it is too early to see the impacts of this and therefore it is considered that absence management should be retained as an issue. Further update reports on absence management will be considered by Customer & Corporate Services Scrutiny Management Committee.	Scrutiny
7 – Existing	**Risk Management -**		

issue, updated	The Council needs to reliably manage its risks to meet its strategic objectives and agreed priorities. This is particularly important given the range of issues/challenges set out in this AGS, and the range of complex projects, transformation, and changing legislation the Council has to respond to. The Key Corporate Risks (KCR's) set out the Key risks facing the Council and require continual monitoring to ensure risks are suitable managed. An example of a Key Corporate Risk is the risk to the council of the impact of significant failure to safeguard children effectively.	Risk reports have been brought to the Audit & Governance (A&G) Committee throughout the year on a quarterly basis. The reporting format has been modified at the request of A&G committee to provide significant detail on a particular KCR in each quarter, in addition to the summary information. This allows A&G committee to gain a more in depth understanding of the issues. However due to its nature risk will always remain a significant issue. Ongoing reports will therefore be presented to Audit Committee during the year providing an update on the Key Corporate Risks (KCRs).	Audit & Governance Committee

We propose over the coming year to take steps to address the above matters to further enhance our governance arrangements. 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.

Signed Dated

M Weastell

Chief Executive

Signed Dated

Cllr Aspden

Leader of the Council

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 Executive). In York the Monitoring Officer is Andrew Docherty, Assistant Director IT & 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 Ian Floyd, Director of Customer and Business Support Services.

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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City of York Council
Code of Corporate Governance

Introduction - What is Corporate Governance?

Corporate governance is about the systems, processes and values by which Councils operate and by which they engage with, and are held accountable to their communities and stakeholders.

City of York Council is committed to demonstrating that it has the necessary corporate governance arrangements in place to perform effectively. Building on previous best practice the Council has developed and adopted a refreshed approach to developing a Local Code of Corporate Governance which follows the latest guidance issued by the Chartered Institute of Public Finance and Accountancy (CIPFA) and the Society of Local Authority Chief Executives (SOLACE), entitled "Delivering Good Governance in Local Government (2016)" This code brings together in one document the various governance and accountability arrangements currently in place.

The guidance defines the seven core principles, each supported by sub-principles that should underpin the governance framework of a local authority.

- Behaving with integrity, demonstrating strong commitment to ethical values and respecting the rules of law.
- Ensuring openness and comprehensive stakeholder engagement.
- Defining outcomes in terms of sustainable economic, social and environmental benefits.
- Determining the interventions necessary to optimise the achievement of the intended outcomes.
- Developing the Council's capacity, including the capability of its leadership and the individuals within it.
- Managing risks and performance through robust internal control and strong public financial management
- Implementing good practices in transparency, reporting, and audit, to deliver effective accountability.

Benefits & Monitoring

The documents and arrangements set out in the framework within this code demonstrate that the Council continually seeks to ensure it remains well governed and that to deliver good governance the Council must seek to achieve its objectives whilst acting in the public interest at all times.

The **Governance, Risk & Assurance Group** is responsible for ensuring the Code is reviewed annually as part of the preparation of the Annual Governance Statement. Any revisions to the code will be reported to the Audit & Governance Committee for approval as part of this process.

Principle A – Behaving with Integrity, demonstrating strong commitment to ethical values, and respecting the rule of law		
Supporting Principles	**To achieve this, City of York Council will:**	**This is evidenced by:**
• Behaving with Integrity • Demonstrating Strong Commitment to Ethical Values • Respecting the rule of Law	• Publish an Annual Governance Statement which reviews the effectiveness of the Council's governance framework • Maintain the established Governance, Risk & Assurance Group (GRAG) with responsibility for monitoring this framework and all governance matters • Maintain shared values which underpin an ethos of good governance– communicated in Organisational Values & Behavioural Standards • Comply with legislation and all relevant professional standards • Maintain formal codes of conduct defining standards of behaviour expected of both Members and Officers • Publicise Gifts and Hospitality Guidelines • Maintain a policy framework to address the risks of fraud and corruption including a Counter Fraud & Corruption Strategy, Fraud & Corruption prosecution policy & Whistleblowing policy. • Maintain effective systems to protect the rights of staff, including whistleblowing policies accessible and regularly communicated • Maintain a register of interests and seek declarations to be made at the start of Council meetings • Maintain arrangements to investigate	• Annual Governance Statement • Codes of Conduct for Members • Codes of Conduct for Employees • Organisational Values & Behavioural Standards • Webcasting of Council Member meetings • Council Meeting minutes • Counter Fraud & Corruption Strategy • Fraud & Corruption Policy Framework • Whistleblowing Policy • Audit Charter • Internal Audit Reports to the Audit & Governance Committee • Register of Interests • Register of Gifts & Hospitality • Complaints & Customer Feedback policy • Contract Procedure Rules • Financial Regulations • Statement of Accounts • External inspection of the Statement of Accounts • Standards Committee • People Plan • Council reports including implications from specialist financial and legal Officers • Completed impact assessments on the Council website

	complaints against Members and Officers including alleged misconduct
	• Maintain an effective Standards Committee
	• Deliver the People Plan which sets the expectation of the values, skills and behaviours which we expect from staff working for CYC
	• Complete Integrated Impact Assessment for to help officers meet the statutory equality and communities requirements and to embed economic, social and environmental sustainability into everything the council does
	• Publish a Modern Slavery Act Transparency Statement
	• Have an Anti-Money Laundering policy and protocol
	• Have an agreed Social Value Policy and Construction Charter that ensures suppliers procure and commission services, works and supplies and to develop effective solutions that deliver quality, value-for-money goods and services and broader economic social and environmental outcomes
	• Recruit and select employees in line with the Council's policies and procedures
	• Ensure that partnerships are underpinned by a common vision of their work that is understood and agreed by all partners
		• The constitution which includes:
		  ◦ Financial Procedure Rules
		  ◦ Contract Procedure Rules
		  ◦ Codes of Conduct for Members
		  ◦ Codes of Conduct for Employees
		  ◦ Scheme of Delegation to officers
		  ◦ Appointments and dismissal of staff
		• Responsible Procurement information on the Council website
		• Partnerships guidance available on the intranet

Principle B – Ensuring openness and comprehensive stakeholder engagement		
Supporting Principles	**To achieve this, City of York Council will:**	**This is evidenced by:**

• Openness • Engaging comprehensively with Institutional stakeholders • Engaging stakeholders effectively, including citizens and service users	• Seek the views of its stakeholders and respond appropriately • Provide a variety of opportunities for the public to engage effectively with the Council as set out in article 3 of the constitution including rights to information, participation and how to complain or comment • Ensure Council meetings are accessible by Webcasting • Publish Agendas, minutes, report packs and a calendar for a full year for Council meetings on Mod Gov and a formal notice of each meeting will be displayed at Council offices • Ensure compliance with requirements under the transparency code – published on the Councils website and Open Data platform • Set a balanced budget • Publish an Annual Statement of Accounts and Annual Auditors report to inform stakeholders and service users of the previous years achievements and outcomes • Encourage and assist citizens to inspect the Statement of Accounts in accordance with regulations • Ensure public consultation on the annual budget • Commit to ensuring weaknesses identified continue to be addressed	• Resident Survey (Talk-About) • Public attendance at Council meetings • Webcasting of Council meetings • Constitution • Mod.gov • Open Data Platform • Media Protocol • Medium Term Financial Strategy (MTFS) • Statement of Accounts • External Auditors report on Statement of Accounts • Public inspection of Accounts by citizens

Principle C – Defining outcomes in terms of sustainable economic, social, and environmental benefits		
Supporting Principles	**To achieve this, City of York Council will:**	**This is evidenced by:**
• Defining Outcomes • Sustainable economic, social and environmental benefits	• Make a clear statement of the Council's purpose and vision and use it as a basis for all corporate & Service planning • Publish on the Council's website all annual reports to communicate the Council's activities and achievements including its financial position and performance • Prioritise resources to deal with competing demands and consider the impact of decisions in the medium term financial strategy • Identify and manage risks to the achievement of outcomes • Have a clear, published Procurement Strategy	• Council Plan • Service plans • City Vision • City of York Council Budget and Spending • Statement of Accounts • External Auditors Letter & report • Financial Strategy (MTFS) • Risk Reports • Procurement Strategy

Principle D – Determining the interventions necessary to optimise the achievement of the intended outcomes		
Supporting Principles	**To achieve this, City of York Council will:**	**This is evidenced by:**
• Determining Interventions • Planning Interventions • Optimising achievement of intended outcomes	• Make a clear statement of the Council's purpose and aims and use this as a basis for corporate and service planning • Maintain a forward plan for reports and decisions to be made • Make a clear statement committing to	• Council Plan • Corporate Performance Framework • Integrated Impact Assessments • Performance Scorecards published on Open Data platform • Financial Strategy

	the OnePlanet principles and develop an action plan to deliver this. • Regularly report on key performance Indicators (KPIs)which have been established for each service element • Ensure budgets are prepared in accordance with organisational objectives and regularly reported upon • Provide senior managers and members with timely financial and performance information	• Regular finance and performance reporting to the Executive • Executive Forward Plan

Principle E – Developing the Council's capacity, including the capability of its leadership and the individuals within it		
Supporting Principles	**To achieve this, City of York Council will:**	**This is evidenced by:**
• Developing the Council's capacity • Developing the capability of the entity's leadership and other individuals	• Set out a clear statement of the respective roles and responsibilities of the Council's Executive, Full Council and individual members through the Constitution • Maintain an effective workforce plan to enhance the strategic allocation of resources • Maintain officer and member induction programmes • Assess the skills required by officers through the appraisal process and address any training gaps to enable roles to be carried out effectively • Develop the capabilities of members through member training and mentoring • Regularly review the scheme of	• Constitution • People plan • Personal Development Appraisals • Effective Induction programme • Member/ officer training • Residents survey (Talk-About) • Public participation arrangements • Occupational Health policy • Schemes of delegation for members and officers

	delegation and Constitution and update when required • Ensure structures are in place to encourage public participation • Ensure arrangements are in place to maintain the health and wellbeing of the workforce	

Principle F – Managing risks and performance through robust internal control and strong public financial management		
Supporting Principles	**To achieve this, City of York Council will:**	**This is evidenced by:**
• Managing Risk • Managing Performance • Robust Internal Control • Managing data • Strong public financial management	• Maintain an effective Audit & Governance Committee independent of executive & Scrutiny functions • Maintain an effective Scrutiny function • Ensure robust and integrated risk management arrangements are in place and responsibilities for managing individual risks are clearly allocated • Manage performance by ensuring the Corporate Performance Framework is adhered to • Ensure publication of Agendas and minutes are published • Maintain regular programme of training for the Audit & Governance Committee to enable effective performance • Maintain financial regulations to ensure consistency and clear financial protocols • Maintain a transparent complaints and feedback procedure • Internal Audit annual risk based	• Audit & Governance Committee • Regular risk reports to Scrutiny & Audit & Governance Committee • Risk Management Policy & Strategy • Standards committee • Corporate Risk Register • Corporate Performance Framework • Mod.gov • Terms of reference • Regular Member training • Financial Regulations • Complaints & customer feedback procedure • Inclusion of corporate complaint annual report with the statutory annual reports for adults social care and children's social care • Audit Charter • Regular Internal Audit reports to Audit & Governance Committee including • Head of Internal Audit report

	programme of internal audits informed by the councils risk register. • Individual audits take account of service/ project risks and each assurance report provides an opinion on how risks are being managed • Ensure effective counter fraud and anti-corruption arrangements are in place • Ensure effective information governance arrangements are in place to support compliance with existing and emerging legislation for data protection and e-privacy • Ensuring financial management supports decision making and provides sufficient information to support the delivery of the Councils objectives. • Provide a safe working environment including a health & safety framework and system	◦ Follow up reports ◦ Regular reports on results of internal Audit work • Counter Fraud & Corruption Strategy • Fraud & Corruption Policy Framework • Annual Governance Statement • Regular finance and performance reporting to the Executive • Medium term financial strategy • Monthly budget monitoring reports • Cost Control Panel • Health & Safety Policy Statement

Principle G – Implementing good practices in transparency, reporting, and audit to deliver effective accountability		
Supporting Principles	**To achieve this, City of York Council will:**	**This is evidenced by:**
• Implementing good practice in transparency • Implementing good practices in reporting • Assurance and effective accountability	• Maintain compliance with the local government transparency code and publish all required information in a timely manner • Maintain effective and accessible arrangements for dealing with complaints • Maintain an effective scrutiny function which encourages constructive challenge	• Open Data Platform - Transparency • Publication of all FOI queries and responses • Regular information governance and complaints reports to Audit & Governance Committee, including performance and benchmarking • Inclusion of corporate complaints annual report with the statutory

	• Maintain an effective Audit Committee independent of the Executive & Scrutiny Committees
	• Publish all Committee reports on mod.gov unless there is a legitimate need to preserve confidentiality on the basis of the statutory test
	• Maintain and regularly communicate whistleblowing policies
	• Ensuring performance information is prepared on a consistent and timely basis
	• Governance, Risk & Assurance Group meet regularly and monitor compliance with the Governance Framework including areas for improvement as part of the Annual Governance Statement process
	• Maintain an effective Internal Audit function which conforms to the Public Sector Internal Audit Standards (PSIAS) and the Cipfa Statement on the Role of the Head of Internal Audit
	• Welcome Peer Reviews and inspection from regulatory bodies and implement recommendations
	• Produce regular finance and budget monitoring reports for members reporting on performance, value for money and stewardship of resources
	• Produce regular budget manager reports to ensure senior managers own the results
		annual reports for adults social care and children's social care
		• Complaints and customer feedback policy
		• Scrutiny Committees
		• Audit & Governance Committee
		• Mod.gov
		• Whistleblowing policy
		• Corporate Performance Framework
		• Annual Governance Statement
		• Audit Charter
		• Regular internal audit reports to Audit & Governance Committee including
		  ◦ Head of Internal Audit Report
		  ◦ Follow up reports
		  ◦ Regular reports on results of internal Audit work
		• Opportunity for Audit & Governance Committee members to meet both Internal & External Auditors privately
		• Internal audit quality assurance and improvement programme
		• Peer Challenge Action plan
		• Medium Term Financial Strategy
		• Regular Finance & Performance reports
		• Monthly budget monitoring reports
		• Regular information governance report to Audit & Governance Committee
		• Internal Audit External Assessment

	• Produce regular reports for managers and Members on the Council's performance in responding to requests made under freedom of information and similar	

Audit & Governance Committee 19 June 2019

Report of the Chair of the Audit & Governance Committee

Annual Report of the Audit & Governance Committee

Summary

1 This report seeks Members' views on the draft annual report of the Audit and Governance Committee for the year ended 6 March 2019, prior to its submission to Full Council.

Background

2 The Chartered Institute of Public Finance and Accountancy (CIPFA) has issued guidance to local authorities to help ensure that audit committees operate effectively. The guidance recommends that audit committees should report annually on how they have discharged their responsibilities.

Annual Report of the Audit and Governance Committee

3 A copy of the draft annual report of the Committee is attached at Appendix 1. A copy of the Committee's terms of reference as set out in Section 7, Part 3C of the Constitution is also attached to the report at Appendix 2, for information.

Options

4 This report sets out the proposed wording of the Committee's Annual Report. Members are asked to suggest alternative wording if necessary.

Analysis

5 Not relevant for the purpose of the report.

Corporate Priorities

6 This report contributes to the council's overall aims and priorities by helping to ensure probity, integrity and honesty in everything we do.

Implications

7 The implications are:

- **Financial** – none
- **Human Resources (HR)** – there are no HR implications to this report.
- **Equalities** – there are no equalities implications to this report.
- **Legal** – there are no legal implications to this report.
- **Crime and Disorder** – there are no crime and disorder implications to this report.
- **Information Technology (IT)** – there are no IT implications to this report.
- **Property** – there are no property implications to this report.

Risk Management

8 Assurance in respect of the council's arrangements for managing risk, the maintenance of effective controls including those designed to prevent and detect fraud, and compliance with relevant legislation, may not be provided if the Audit and Governance Committee does not effectively discharge its responsibilities.

Recommendations

9 Members are asked to:

Consider and comment on the Annual Report of the Audit and Governance Committee prior to its submission to Full Council.

Reason: To enable the Committee to fulfil its role in providing assurance about the adequacy of the council's internal control environment and arrangements for managing risk and for reporting on financial and other performance.

Contact Details

Author:	**Chief Officer Responsible for the report:**
Emma Audrain Technical Accountant 01904 551170	Ian Floyd Director Customer & Corporate Support Services Telephone: 01904 551100
	Report Approved ✓ **Date** 19/06/2019

Specialist Implications Officers

Not applicable

Wards Affected: Not applicable **All** ✓

For further information please contact the author of the report

Background Papers:

None

APPENDIX 1

**REPORT OF THE AUDIT AND GOVERNANCE COMMITTEE
FOR THE YEAR TO 6 MARCH 2019**

PURPOSE OF THE REPORT

To provide Members of the council with details of the work of the Audit and Governance Committee covering the year to 6th March 2019. The report also details how the Audit and Governance Committee has fulfilled its terms of reference.

BACKGROUND

The Audit and Governance Committee is responsible for overseeing the council's corporate governance, audit and risk management arrangements. The Committee is also responsible for approving the Statement of Accounts and the Annual Governance Statement. The functions of the Audit and Governance Committee are set out in Section 7, Part 3C of the Constitution. A copy of the list of the Committee's responsibilities is attached at **Appendix 2** for information.

The Chartered Institute of Public Finance and Accountancy (CIPFA) has issued guidance to local authorities to help ensure that audit committees are operating effectively. The guidance recommends that audit committees should report annually on how they have discharged their responsibilities.

TRAINING

The Committee has continued to receive training sessions during 2018/19 in order to assist the Committee in effectively fulfilling its responsibilities. These included:

- Statement of Accounts training session
- Treasury Management Training session

WORK UNDERTAKEN

The Audit and Governance Committee has met on seven occasions in the year to 6th March 2019. During this period, the Committee has assessed the adequacy and effectiveness of the council's risk management arrangements, control environment and associated counter fraud arrangements through regular reports from officers, internal audit and the external auditors, Mazars. The Committee has sought assurance that action has been taken, or is otherwise planned, by management to address any risk related issues that have been identified by auditors or inspectors during this period. The Committee has also sought to ensure effective relationships exist between internal and external auditors, inspection agencies and other relevant bodies.

The specific work undertaken by the Committee is set out below by subcategory.

Risk

1. The Committee received a number of update reports on the key corporate risks for the Council during the year, along with the refreshed Key Corporate Risk Register. Each report considers risk as a whole and focuses on a specific KCR in each report to ensure a more thorough review of the various issues and mitigation for each risk. This ensures the Committee has sufficient oversight of the changing risk profile of the Council.

Internal Audit and Counter Fraud

2. The Committee received and considered the results of internal audit work completed during the period and monitored the progress made by management to address identified control weaknesses.

3. Members now receive electronic copies of Internal Audit reports by email throughout the year in order to improve oversight.

4. Members received, considered and approved the initial Internal Audit and Counter Fraud plan along with a number of update reports on the progress made throughout the year.

5. Members considered regular follow up reports setting out progress made by council departments in implementing actions agreed as part of internal audit work.

6. Considered a report which sought members' views on the priorities for internal audit for 2019/20, to inform the preparation of the Internal Audit plan.

7. Received and considered a report on the progress against the actions set out in the new Counter Fraud and Corruption Policy and

Strategy which also added new actions for the next financial year. The Council's counter fraud risk assessment was also updated to reflect fraud risks currently facing the Council

8. Received the Annual Report of the Head of Internal Audit which summarised the outcome of audit and fraud work undertaken in 2017/18 and provided an opinion on the overall adequacy and effectiveness of the council's framework of governance, risk management and control. Members scrutinised the significant control issues highlighted in the report and noted that these were reflected within the Annual Governance Statement.

9. Received a report summarising the outcome of an external assessment of the Councils internal audit services against the Public Sector Internal Audit Standards (PSIAS)

External Audit

10. Received and considered Mazars Audit Strategy Memorandum which set out the audit plan in respect of the audit of the Councils Financial statements for 2018/19. The report summarised the audit approach, highlighted significant areas of key judgements and provided details of the audit team.

11. At the same meeting the Committee also received an Annual Grants Report which summarised Mazars work and findings in respect of the Councils Grant claims in 2017/18 including the Housing benefits subsidy return, the teachers pension return and the Homes England return.

12. Received and considered the Annual Audit Letter which summarised the outcome of the 2017/18 audit carried out by Mazars on the annual accounts and work on its value for money conclusion. Members discussed and noted the findings of the audit contained in the report.

13. Received regular reports on the progress made by Mazars in meeting their responsibilities as the Council's external Auditor. The Committee were also kept updated on key emerging national issues and developments.

Treasury

14. The committee continued the role of scrutinising the council's treasury management strategy and policies and considered both strategy statements and update reports during the year

15. Members received and considered the Treasury Management Annual report which provided the Committee with an update of Treasury Management Activity for 2017/18.

16. Members later received the Treasury Management Strategy Statement for 2019/20 setting out the strategy for treasury management and specific indicators for the financial year 2019/20.

Governance & Statement of Accounts

17. Considered the Annual report of the Audit & Governance Committee prior to its submission to Full Council.

18. Initially considered a draft pre audited version of the Statement of Accounts for 2017/18 in June before approving the Final audited Statement of Accounts in July.

Other

19. At each meeting the Committee has maintained a rolling Forward Plan for meetings a year in advance, to ensure that its responsibilities are discharged in full and appropriate reports are scheduled to be brought by officers on a timely basis.

20. Following a previous request from the Committee, Members received a report on non disclosure agreements, which provided an explanation of the concept and the use of non disclosure agreements by the Council in the context of employment law.

21. The Committee received a report providing an update on whistle blowing activity during the financial year, including a new proposed whistle blowing policy which the Committee provided comments on.

22. The Committee twice considered a report seeking Members' views on a draft report to the Executive regarding the new internal audit and counter fraud services contract for the period 2020-2030.

23. The Committee twice received a report containing the observations and learning from the LGA review into the conduct of the Audit & Governance Committee on 22nd February 2017.

24. Received a number of Information Governance update reports containing information on performance; ICO decision notices; personal data breaches; LGSCO Complaints; use of FOI exemptions; General Data Protection Regulation (GDPR); the NHS Digital Information Governance Toolkit; and the NHS digital audit.

Summary

25. The Audit & Governance Committee has considered a large number of reports during 2018-19 in carrying out their responsibility for overseeing the council's corporate governance, audit and risk management arrangements and providing assurance that the Council's financial and governance procedures are effective. The Committee has also carried out its duty in scrutinising the Statement of Accounts and Annual Governance statement prior to approval.

Cllr M Pavlovic
Chair of the Audit & Governance Committee

APPENDIX 2

Part 3 C of the Constitution (Council Committees and Other Bodies)

7.1 The functions of the Audit & Governance Committee are:

No.	Delegated authority	Conditions
	Audit	
1	To consider the annual report and opinion of the Head of Internal Audit. The report should include a summary of internal audit activity in the relevant period and the level of assurance that can be given over the control environment and corporate governance arrangements at the Council	
2	To consider periodic reports from the Head of Internal Audit detailing the summary findings and the main issues arising from internal audit work.	
3	To consider reports dealing with the management and performance of the Internal and External Audit functions.	
4	To consider whether internal audit work conforms to professional standards and to review the effectiveness of Internal Audit and the Committee itself on an annual basis.	
5	To consider reports of the Head of Internal Audit detailing the progress made by management to address control weaknesses identified by Internal or External Audit.	
6	To consider the action plan arising from the Annual Letter of the External Auditor.	With respect to the Annual Letter being first considered and accepted by the Executive

No.	Delegated authority	Conditions
7	To consider all other relevant reports received from the External Auditor as scheduled in the forward plan for the Committee or otherwise requested by Members.	
8	To comment on the scope and depth of external audit work and ensure it provides value for money.	
9	To liaise with the Audit Commission (or its successor body) over the appointment of the Councils External Auditor.	
10	To approve the Internal Audit Charter	
11	To approve the Annual Plans of the Internal Audit Service and the External Auditor.	
12.	To commission work from the Internal Audit Service and External Audit with regard to the resources available and the existing scope and breadth of their respective work programmes and the forward plan for the Committee.	Subject to budgetary provision.
	Governance & Regulatory	
13.	To keep under review the Councils contract procedure rules, financial regulations, working protocols and codes of conduct and behaviour (not otherwise reserved to the Joint Standards Committee).	
14	To review any relevant issue referred to it by the Chief Executive, S151 Officer, the Assistant Director (Financial Services)), the Monitoring Officer, the Head of internal Audit or any other Council body.	
15	To consider the effectiveness of the Councils arrangements for corporate governance (including information governance).	

No.	Delegated authority	Conditions
16	To monitor the effective development and operation of risk management arrangements across the Council.	
17	To assess the effectiveness of the Councils counter fraud arrangements including the Whistle blowing policy and other relevant counter fraud policies and plans.	
18	To consider the Councils compliance with its own and other relevant published regulations, controls, operational standards and codes of practice.	
19	To bring to Full Council all proposals for amendment to this Constitution submitted by Members in accordance with this Constitution.	Subject to the advice of the Assistant Director Legal and Governance
	Annual Governance Statement and Accounts etc	
20	To approve the Statement of Accounts and the Annual Governance Statement.	
21	To consider the External Auditors report to those charged with governance on issues arising from the audit of the accounts.	
22	To scrutinise the Treasury Management Strategy and Monitoring Reports.	
	General	
23	To meet informally with the External Auditor and the Head of Internal Audit on a periodic basis to discuss audit related matters.	
24	To report on the discharge of the Committees responsibilities under the Constitution to Full Council on an annual basis.	

No.	Delegated authority	Conditions
25	To maintain and participate in a programme of training relevant to the activities and responsibilities of the Committee	

 Agenda Item 7

Audit & Governance Committee 19 June 2019

Report of the Director of Customer & Corporate Services

Treasury Management Annual Report & Review of Prudential Indicators 2018/19

Summary

1. Audit & Governance Committee are responsible for ensuring effective scrutiny of the treasury management strategy and policies, as stated in the Treasury Management Strategy 2018/19 approved by full Council on 22 February 2018.

2. Attached at Annex 1 is the draft Treasury Management Annual Report and Review of Prudential Indicators 2018/19, which provides an update on treasury management activity during the year.

Background

3. The report reviews the economic and market conditions and provides an update on the outturn position for the year.

4. As reported to this Committee in December 2018, one loan has been redeemed prematurely when the Council was approached by the provider of one of its LOBO loans who advised they would be willing to negotiate a reduced premium to redeem the loan early. The s151 officer agreed to do this on the basis that it generates ongoing average savings of approximately £29k pa.

Consultation

5. Not applicable

Options

6. It is a statutory requirement under Local Government Act 2003 for the council to operate in accordance with the CIPFA prudential Code and the CIPFA Treasury Management in the Public Services Code of Practice "the Code". No alternative options are available.

Council Plan

7. Treasury management is an integral part of the council's finances providing for cash flow management and financing of capital schemes. It aims to ensure that the council maximises its return on investments, (whilst the priority is for security of capital and liquidity of funds) and minimises the cost of its debts. This allows more resources to be freed up to invest in the Council's priority areas as set out in the council plan. It therefore underpins all of the council's aims.

Implications

8. The implications are
   - Financial – the security of the Councils capital funds is a priority, maximising returns on investments is still key along with minimising the finance costs of debt.
   - Human Resources - there are no human resource implications to this report.
   - One Planet Council / Equalities - there are no One Planet Council or equality implications to this report.
   - Legal - there are no legal implications to this report.
   - Crime and Disorder - there are no crime and disorder implications to this report.
   - Information Technology - there are no information technology implications to this report.
   - Property –there are no property implications to this report.
   - Other – there are no other implications to this report.

Risk Management

9. The treasury management function is a high-risk area because of the volume and level of large money transactions. As a result of this the

Local Government Act 2003 (as amended), the CIPFA Prudential Code and the CIPFA Treasury Management in the Public Services Code of Practice (the code) are all adhered to as required.

Recommendations

10. Audit & Governance Committee note and scrutinise the Treasury Management Annual Report and Review of Prudential Indicators 2018/19 at Annex 1

Reason: That those responsible for scrutiny and governance arrangements are updated on a regular basis to ensure that those implementing policies and executing transactions have properly fulfilled their responsibilities with regard to delegation and reporting.

<table>
<tr><td>Contact Details</td><td colspan="4"></td></tr>
<tr><td>Author:</td><td colspan="4">Chief Officer responsible for the report:</td></tr>
<tr><td>Debbie Mitchell
Corporate Finance & Commercial Procurement Manager</td><td colspan="4">Ian Floyd
Director of Customer & Corporate Services (Deputy Chief Executive)</td></tr>
<tr><td></td><td>Report approved</td><td>✓</td><td>Date</td><td>10/6/19</td></tr>
<tr><td colspan="5">Specialist Implications Officer(s) None</td></tr>
<tr><td colspan="3">Wards Affected: List wards or tick box to indicate all</td><td>All</td><td>✓</td></tr>
</table>

For further information please contact the author of this report

Annexes

Annex 1 - Treasury Management Annual Report and Review of Prudential Indicators 2018/19

Annex A to above report – Prudential Indicators 2018/19

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ANNEX 1

CITY OF YORK COUNCIL

Executive 27 June 2019

Report of the Deputy Chief Executive & Director of Customer and Corporate Services
Portfolio of the Executive Member for Finance & Performance

Treasury management annual report and review of prudential indicators 2018/19

Summary

1. The Council is required by regulations issued under the Local Government Act 2003 to produce an annual treasury management review of activities and the actual prudential and treasury indicators for 2018/19. This report meets the requirements of both the CIPFA Code of Practice on Treasury Management, (the Code) and the CIPFA Prudential Code for Capital Finance in Local Authorities, (the Prudential Code).

2. The regulatory environment places responsibility on members for the review and scrutiny of treasury management policy and activities. This report provides details of the outturn position for treasury activities and highlights compliance with the Council's policies previously approved by members.

3. This report also confirms that the Council has complied with the requirement under the Code to give prior scrutiny to treasury management reports by Audit & Governance Committee.

Recommendations

4. Executive is asked to:

   Note the 2018/19 performance of treasury management activity and prudential indicators outlined in annex A.

   Reason: to ensure the continued performance of the treasury management function can be monitored and to comply with statutory requirements.

Background and analysis

The Economy and Interest Rates

5. After weak economic growth of only 0.2% in quarter 1 of 2018, growth picked up to 0.4% in quarter 2 and to a particularly strong 0.7% in quarter 3 before cooling off to 0.2% in the final quarter. Given all the uncertainties over Brexit, this weak growth in the final quarter was to be expected. However, some recovery in the rate of growth is expected going forward. The annual growth in quarter 4 came in at 1.4% year on year confirming that the UK was the third fastest growing country in the G7 in quarter 4.

6. After the Monetary Policy Committee raised Bank Rate from 0.5% to 0.75% in August 2018, it is little surprise that they have abstained from any further increases since then. We are unlikely to see any further action from the MPC until the uncertainties over Brexit clear. Nevertheless, the MPC has been having increasing concerns over the trend in wage inflation which peaked at a new post financial crisis high of 3.5%, (excluding bonuses), in the three months to December before falling only marginally to 3.4% in the three months to January. British employers ramped up their hiring at the fastest pace in more than three years in the three months to January as the country's labour market defied the broader weakness in the overall economy as Brexit approached. The number of people in work surged by 222,000, helping to push down the unemployment rate to 3.9 percent, its lowest rate since 1975. Correspondingly, the total level of vacancies has risen to new highs.

7. As for CPI inflation itself, this has been on a falling trend since peaking at 3.1% in November 2017, reaching a new low of 1.8% in January 2019 before rising marginally to 1.9% in February. However, in the February 2019 Bank of England Inflation Report, the latest forecast for inflation over both the two and three year time horizons remained marginally above the MPC's target of 2%.

Overall treasury position as at 31 March 2019

8. The Council's year end treasury debt and investment position for 2018/19 compared to 2017/18 is summarised in the table below:

Debt	31/03/2019 £m	Rate %	31/03/2018 £m	Rate %
General Fund debt	103.4	4.01	118.0	4.24
Housing Revenue Account (HRA) debt	139.0	3.31	139.0	3.34
PFI	47.4	n/a	61.2	n/a

Total debt	289.8	3.61	318.2	3.75
Investments				
Councils investment balance	44.3	0.69	75.7	0.41

Table 1 summary of year end treasury position as at 31 March 2010

The Strategy for 2018/19

9. Investment returns remained low during 2018/19. The expectation for interest rates within the treasury management strategy for 2018/19 was that Bank Rate would rise from 0.5% to 0.75%. At the start of 2018/19, and after UK GDP growth had proved disappointingly weak in the first few months of 2018, the expectation for the timing of this increase was pushed back from May to August 2018. Investment rates were therefore on a gently rising trend in the first half of the year, in anticipation that the Monetary Policy Committee would raise bank rate in August. This duly happened at the meeting on 2nd August 2018.

10. Investment rates were little changed during August to October but rose sharply after the MPC meeting of 1st November was unexpectedly hawkish about their perception of building inflationary pressures, particularly from rising wages. However, weak GDP growth data after December, plus increasing concerns generated by Brexit, resulted in rates falling back again.

11. Continued uncertainty in the aftermath of the 2008 financial crisis has promoted a cautious approach whereby investments continue to be dominated by low counterparty risk considerations, resulting in relatively low returns compared to borrowing rates.

Borrowing requirement and debt

12. The Council's underlying need to borrow to finance capital expenditure is termed the Capital Financing Requirement (CFR).

	31 March 2019 Actual £m	31 March 2019 Budget £m	31 March 2018 Actual £m
CFR General Fund	214.4	241.6	201.1
CFR HRA	139.0	139.0	139.0
PFI	47.4	59.7	61.2
Total CFR	400.8	440.3	401.3

Table 2 capital financing requirement

Borrowing outturn for 2018/19

13. The Council continues to make efficient use of its strong cash balance position to support its current capital expenditure requirements. One new loan was taken during the year, a further instalment of £405,761 on a 10 year fixed rate loan from West Yorkshire Combined Authority at 0% interest and repayable on the 28th February 2027. No repayments are due during the term of the loan. The purpose of the loans is to help to fund York Central infrastructure projects. Members are reminded that this is an instalment of a total £2.55m loan agreed by Executive on the 14th July 2016.

14. One loan has been redeemed prematurely. The Council was approached by the provider of one of its LOBO loans who advised they would be willing to negotiate a reduced premium to redeem the loan early. The Council asked its treasury management advisers to review the proposal and they highlighted that, given our strong cash position, it would be financially advantageous to accept the offer. The £5m loan was redeemed on the 12th October and, based on the loan not being refinanced, the saving to the treasury budget is £51k in 2018/19 and £111k in 2019/20 although this gradually reduces over the remaining life of the loan. The average saving generated is £29k pa. The net benefit over the remaining 42 years of the original loan period would be £1.242m in cash terms, and £738k on a net present value basis, split between GF and HRA.

15. No rescheduling was done during the year as the average 1% differential between PWLB new borrowing rates and premature repayment rates made rescheduling unviable.

Investment outturn for 2018/19

16. The Council's investment policy is governed by MHCLG guidance, which has been implemented in the annual investment strategy approved by the Council on 22nd February 2018. This policy sets out the approach for choosing investment counterparties, and is based on credit ratings provided by the three main credit rating agencies, supplemented by additional market data, (such as rating outlooks, credit default swaps, bank share prices etc.). The investment activity during the year conformed to the approved strategy, and the Council had no liquidity difficulties.

17. The Council maintained an average investment balance of £93.396m in 2018/19 compared to £111.11m in 2017/18. The surplus funds earned an average rate of return of 0.69% in 2018/19 compared to 0.41% in 2017/18.

18. The comparable performance indicator for the Councils investment performance is the average London Inter Bank Bid Rate (LIBID) which represents the average interest rate at which major London banks borrow from other banks. Table 3 shows the rates for financial year 2018/19 and

shows that for all cash holdings the rate of return exceeds the levels of the usual 7 day and 3 month benchmarks.

Benchmark	Benchmark Return	Council Performance
7 day	0.51	0.69
3 month	0.68	0.69

Table 3 – LIBID vs. CYC comparison

19. This compares with a budget assumption of average investment balances between a low point of £32m and high point of £102.9m at an average 0.40% investment return.

Consultation

20. The report has been reviewed and scrutinised by Audit and Governance Committee on 19th June 2019.

Options

21. Not applicable.

Council Plan

22. Effective treasury management ensures the Council has sufficient liquidity to operate, safeguards investments, maximises return on those investments and minimises the cost of debt. This allows more resources to be allocated for delivering the Council's priorities as set out in the Council Plan.

Implications

23. This report has the following implications:

- **Financial** are contained throughout the main body of the report.
- **Human Resources (HR)** There are no HR implications.
- **One Planet Council / Equalities** There are no One Planet Council or equalities implications.
- **Legal** Treasury management activities have to conform to the Local Government Act 2003, which specifies that the Council is required to adopt the CIPFA Prudential Code and the CIPFA Treasury Management Code of Practice.
- **Crime and Disorder** There are no crime and disorder implications.
- **Information Technology (IT)** There are no IT implications.

- **Property** There are no property implications.
- **Other** There are no other implications.

Risk Management

24. The treasury function is a high-risk area due to the large value transactions that take place. As a result, there are strict procedures set out as part of the treasury management practices statement. The scrutiny of this and other monitoring reports is carried out by Audit and Governance Committee as part of the Council's system of internal control.

Contact Details

<table>
<tr><td>Authors:</td><td colspan="4">Chief Officer Responsible for the report:</td></tr>
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<tr><td>Report Approved</td><td></td><td>Date</td><td></td></tr>
<tr><td colspan="3">Wards Affected: List wards or tick box to indicate all</td><td>All</td><td>✓</td></tr>
<tr><td colspan="5">For further information please contact the author of the report</td></tr>
</table>

Background Papers:
None

Annexes:
Annex A: Prudential Indicators 2018/19

List of Abbreviations Used in this Report

CIPFA - Chartered Institute of Public Finance & Accountancy
MRP - Minimum Revenue Provision
CFR - Capital Financing Requirement
MPC - Monetary Policy Committee
PWLB - Public Works Loan Board
CLG – (Department for) Communities and Local Government
LIBID – The London Interbank Bid Rate

Annex A

Prudential Indicators 2018/19 Outturn

	Prudential Indicator		2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
1	**Capital expenditure** To allow the authority to plan for capital financing as a result of the capital programme and enable the monitoring of capital budgets.	GF HRA PFI Total	£62.2m £15.2m £0.0m £77.4m	£217.9m £53.4m £0.0m £271.3m	£108.9m £54.8m £0.0m £163.8m	£58.3m £40.1m £0.0m £98.4m	£17.5m £21.7m £0.0m £39.2m	£11.1m £34.2m £0.0m £45.3m
2	**CFR as at 2018/19 outturn** Indicates the Council's underlying need to borrow money for capital purposes. The majority of the capital programme is funded through government support, government grant or the use of capital receipts. The use of borrowing increases the CFR.	GF HRA PFI Total	£214.4m £139.0m £47.4m £400.8m	£268.4m £139.1m £46.3m £453.8m	£289.4m £139.1m £45.2m £473.7m	£307.0m £139.1m £44.0m £490.1m	£301.5m £139.1m £42.8m £483.4m	£289.9m £139.1m £41.7m £470.7m
3	**Ratio of financing costs to net revenue stream** An estimate of the cost of borrowing in relation to the net cost of Council services to be met from government grant and council taxpayers. In the case of the HRA the net revenue stream is the income from rents.	GF HRA Total	11.05% 11.76% 11.20%	11.59% 11.91% 11.66%	15.71% 11.54% 14.83%	18.18% 11.19% 16.67%	20.38% 10.87% 18.27%	20.02% 10.58% 17.89%
4	**External debt** To ensure that borrowing levels are prudent over the medium term the Council's external borrowing, net of investments, must only be for a capital purpose and so not exceed the CFR.	Gross Debt Invest Net Debt	£289.8m £44.3m £245.5m	£282.8m £20.0m £262.8m	£318.7m £20.0m £298.7m	£337.5m £20.0m £317.5m	£364.6m £20.0m £344.6m	£359.2m £20.0m £339.2m

	Prudential Indicator		2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
5 a	**Authorised limit for external debt** The authorised limit is a level set above the operational boundary in acceptance that the operational boundary may well be breached because of cash flows. It represents an absolute maximum level of debt that could be sustained for only a short period of time. The council sets an operational boundary for its total external debt, gross of investments, separately identifying borrowing from other long-term liabilities.	Borrowing / Other long term liabilities Total	£450.3m £30.0m £480.3m	£463.2m £30.0m £493.2m	£483.7m £30.0m £513.7m	£500.1m £30.0m £530.1m	£493.5m £30.0m £523.5m	£480.7m £30.0m £510.7m
5 b	**Operational boundary for external debt** The operational boundary is a measure of the most likely, prudent, level of debt. It takes account of risk management and analysis to arrive at the maximum level of debt projected as part of this prudent assessment. It is a means by which the authority manages its external debt to ensure that it remains within the self-imposed authority limit. It is a direct link between the Council's plans for capital expenditure; our estimates of the capital financing requirement; and estimated operational cash flow for the year.	Borrowing Other long term liabilities Total	£440.3m £10.0m £450.3m	£453.2m £10.0m £463.2m	£473.7m £10.0m £483.7m	£490.1m £10.0m £500.1m	£483.5m £10.0m £493.5m	£470.7m £10.0m £480.7m

Annex A

	Prudential Indicator		2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
5c	**HRA debt limit** The Council is also limited to a maximum HRA CFR through the HRA self-financing regime, known as the HRA Debt Limit or debt cap.		£146.0m	£146.0m	£146.0m	£146.0m	£146.0m	£146.0m
6	**Maturity structure of fixed rate borrowing** To minimise the impact of debt maturity on the cash flow of the Council. Over exposure to debt maturity in any one year could mean that the Council has insufficient liquidity to meet its repayment liabilities, and as a result could be exposed to risk of interest rate fluctuations in the future where loans are maturing. The Council therefore sets limits whereby long-term loans mature in different periods thus spreading the risk.	Maturity profile of debt against approved limits	**Maturity Profile**	**Debt (£)**	**Debt (%)**	**Approved Minimum Limit**	**Approved Maximum Limit**	
			Less than 1 yr	£11.0m	5%	0%	30%	In line with the TMSS Lobo loans are shown as due at their next call date as this is the date the lender could require payment.
			1 to 2 yrs	£10.0m	4%	0%	30%	
			2 to 5 yrs	£16.0m	6%	0%	40%	
			5 to 10 yrs	£63.6 m	26%	0%	40%	
			10 yrs and above	£141.9m	59%	30%	90%	
			Total	£242.5m	100%	-	-	
7	**Upper limit for total principal sums invested for over 364 days** The Council sets an upper limit for each forward financial year period for the level of investments that mature in over 364 days. These limits reduce the liquidity and interest rate risk associated with investing for more than one year. The limits are set as a percentage of the average balances of the investment portfolio.		£15m	£15m	£15m	£15m	£15m	£15m

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Audit & Governance Committee 19 June 2019

Report of the Director of Customer & Corporate Services

Mazars Audit Update Report

Summary

1. The paper attached at Annex A from Mazars, the Council's external auditors, reports on progress in delivering their responsibilities as auditors.

Background

2. The report covers:

    a) A summary of audit progress
    b) National Publications
    c) Contact details

Consultation

3. The Plan has been consulted on with the relevant responsible officers within the Customer & Corporate Services Directorate prior to it being reported to those members charged with governance at the council.

Options

4. Not relevant for the purpose of the report.

Analysis

5. Not relevant for the purpose of the report.

Council Plan

6. This report contributes to the overall effectiveness of the council's governance and assurance arrangements contributing to an 'Effective Organisation'.

Implications

7. There are no implications to this report.

Risk Management

8. Not relevant for the purpose of the report

Recommendations

9. Members are asked to note the matters set out in the Progress report presented by Mazars

   Reason: To ensure Members are aware of Mazars progress in delivering their responsibilities as external auditors.

Contact Details

Author:	**Chief Officer Responsible for the report:**
Emma Audrain Technical Accountant Corporate Finance	Ian Floyd Director of Customer & Corporate Services
	Report Approved ✓ **Date** 10/06/19

Specialist Implications Officers

Wards Affected: Not applicable **All** ☐

For further information please contact the author of the report

Background Papers:
None

Annexes
Annex A - Mazars CYC Audit Update Report June 2019

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ANNEX A

External Audit Progress Report

City of York Council

June 2019

CONTENTS

MAZARS

1. AUDIT PROGRESS

Purpose of this report

This report provides the Audit and Governance Committee with an update on progress in delivering our responsibilities as your external auditor.

This paper also seeks to highlight key emerging national issues and developments which may be of interest to Members of the Committee.

If you require any additional information regarding the issues included within this briefing, please contact any member of your engagement team.

Audit progress

Our key audit stages are summarised in the diagram shown below. Overall, our work is on track and there are no significant issues arising from our work that we need to report to you at this stage.

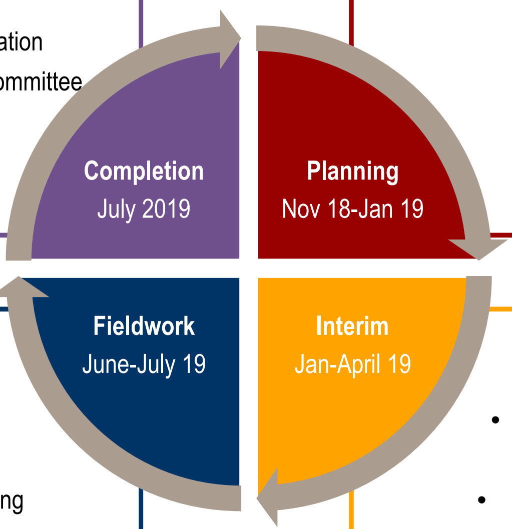
We are pleased to report that we received the Council's draft accounts and accompanying other information by the statutory deadline of 31 May 2019. At the time of drafting this report, our audit of the Council's accounts is at a very early stage. We have:

- carried out preliminary checks on the draft accounts;
- updated our materiality levels originally set at the planning stage, which we will confirm to you in our Audit Completion Report;
- completed initial analytical procedures; and
- selected various transactions and balances on which we will carry out substantive audit procedures.

Given the early stage of our procedures, we have not identified any matters that we wish or need to bring to the Committee's attention at this time..

- Final review and disclosure checklist of financial statements
- Final partner review
- Agreeing content of letter of representation
- Reporting to Audit and Governance Committee
- Reviewing post balance sheet events
- Signing our opinion

- Updating our understanding of the Council
- Initial opinion and value for money risk assessments
- Development of our audit strategy
- Agreement of timetables
- Preliminary analytical procedures



- Review of draft financial statements
- Reassessment of audit strategy, revising as necessary
- Delivering our planned audit testing
- Continuous communication on emerging issues
- Clearance meeting

- Documenting systems and controls
- Walkthrough procedures
- Controls testing, including general and application IT controls
- Early substantive testing of transactions

2. NATIONAL PUBLICATIONS

	Publication/update	Key points	Page
National Audit Office (NAO)			
1	**Building Public Trust Awards – good practice in annual reports 2017-18**	Examples of good practice in annual reports	6
2	**Guidance for audit committees on cloud services**	Guidance on use of cloud services	6
3	**Framework to review programmes**	Questions to ask when reviewing major programmes and projects	6
4	**Round-up for Audit Committees**	Summary of NAO publications for Audit Committees	7
5	**Updated *Local Authority Accounts: A guide to your rights***	A guide to help local people understand their rights in respect of local authority accounts	7
6	***Local Enterprise Partnerships* – update on progress**	An update on the work of LEPs.	7
Ministry of Housing, Communities and Local Government (MHCLG)			
7	**Statutory Guidance on Overview and Scrutiny in Local and Combined Authorities**	Guidance on overview and scrutiny functions	7
Chartered Institute of Public Finance and Accountancy (CIPFA)			
8	**An introductory guide to Local Government Finance**	Updated guide which may be of interest to Members.	8
9	**CIPFA Bulletin 03 Closure of the 2018/19 Financial Statements**	Clarification of issues relating to the 2018/19 financial statements	8
10	**Local Authority Capital Accounting - A Reference Manual for Practitioners**	Practitioners guide to capital accounting	8
11	**The Guide To Local Government Finance**	A guide to local government finances	9
12	**Social Care Statistics 2017/18 Actuals**	Analysis of adult social care expenditure	9
13	**Code Of Practice On Local Authority Accounting In The United Kingdom 2019/20**	Accounting requirements for 2019/20	10
14	**An Introductory Guide to Housing Finance in England and Wales**	Introductory guide to Housing Finance	10

2. NATIONAL PUBLICATIONS

	Publication/update	Key points	Page
Chartered Institute of Public Finance and Accountancy (CIPFA) (continued)			
15	**Practitioners' Guide To Capital Finance**	Practitioners guide to capital finance	11
16	**Local Government Application Note for the UK Public Sector Internal Audit Standards**	Guidance for application of Internal Audit Standards	11
17	**CIPFA's Proposed Financial Management Code for Local Government – Consultation**	Consultation on CIPFA's financial management code (now closed)	12
18	**CIPFA Service Reporting Code of Practice (SeRCOP) 2020/21: Service Expenditure Analysis – Consultation**	Consultation on CIPFA's Service Reporting Code of Practice (now closed)	12
Local Government Association (LGA)			
19	**Twenty-first Century Councils**	Toolkit to help councils empower women, parents and carers to become local councillors and take on leadership positions.	13

2. NATIONAL PUBLICATIONS – NATIONAL AUDIT OFFICE

1. Building Public Trust Awards – good practice in annual reports 2017-18, NAO, May 2019

The Building Public Trust Awards recognise outstanding corporate reporting that builds trust and transparency. This interactive document illustrates a range of good practice examples across annual reports in both the public and private sector.

In 2018 the public sector award for excellence in public sector reporting was jointly won by the Crown Estate and the Ministry of Justice. This interactive pdf summarises the judging criteria based on the principles of a good annual report. The guide highlights examples of “what good looks like” in reporting on strategy, risk, operations, governance, success measures, financial performance, people factors, external factors and ensuring the report is understandable to its users.

https://www.nao.org.uk/report/building-public-trust-awards-good-practice-in-annual-reports-2017-18/

2. Guidance for audit committees on cloud services, NAO, April 2019

Public and private sector organisations are increasingly adopting cloud services with the aims of reducing costs, increasing efficiency and transforming their operations. Government policy supports this move but recognises that accessing systems through the internet can bring new contracting models and new challenges. Some organisations may lack the capacity or expertise to select the right product for their needs, implement it securely and manage it effectively.

The guidance provides an overview of cloud services and outlines government policy on their use. It then sets out specific questions for audit committees to consider asking when engaging with their management at three stages:

- Assessment of cloud services – looking at cloud services as part of organisational and digital strategies; the business case process; and due diligence.
- Implementation of cloud services – considering system configuration; data migration; and service risk and security.
- Management of cloud services – covering operational considerations; the need for assurance from third parties; and the capability needed to manage live running.

The guidance points to and complements detailed cloud guidance available elsewhere.

https://www.nao.org.uk/report/guidance-for-audit-committees-on-cloud-services/#

3. Framework to review programmes, NAO, April 2019

Major programmes are expensive, high profile and carry great uncertainties and risks. It is not surprising that many fall short of their objectives, in terms of cost and/or outcomes.

The NAO has completed about 140 reports on major projects and programmes since 2010. Based on this experience, this framework draws together the key questions the NAO ask when we review major programmes. It was developed for NAO value-for-money auditors to use when reviewing programmes, but may be useful for those seeking an overview of the NAO work on projects and programmes.

The questions are structured into four sections:

- Purpose: Is there a strategic need for the programme and is this the right programme to meet the business need?
- Value: Does the programme provide value for money?
- Programme set-up: Is the programme set up in accordance with good practice and are risks being well managed?
- Delivery and variation management: Are mechanisms in place to deliver the intended outcomes and respond to change, and is the programme progressing according to plan?

There are 18 key questions, each illustrated with examples of good practice and lessons learnt from previous NAO reports.

The Framework also outlines the NAO’s related resources that provide further support for examining issues in more depth.

https://www.nao.org.uk/report/framework-to-review-programmes/

2. NATIONAL PUBLICATIONS – NATIONAL AUDIT OFFICE

4. Round-up for Audit Committees, NAO, March 2019

This interactive round-up of NAO publications is intended to help Audit Committees, Boards and other users by outlining the latest NAO resources for governance and oversight, risk management and strategic management issues. It also sets out how to keep in touch with NAO insight on specific issues and/or sectors.

https://www.nao.org.uk/report/round-up-for-audit-committees/

5. Updated *Local Authority Accounts: A guide to your rights,* NAO, May 2019

The guide is published by the NAO and aims to help local people understand their rights under the Local Audit and Accountability Act 2014 to inspect local authority financial statements and supporting records and, if they are an elector of the authority, object to the auditor if they consider it appropriate. The updates are of a minor nature.

https://www.nao.org.uk/code-audit-practice/council-accounts-a-guide-to-your-rights/

6. *Local Enterprise Partnerships* – update on progress, NAO, May 2019

Local Enterprise Partnerships (LEPs) are private sector led partnerships between businesses and local public sector bodies. They were established in 2011 to drive economic growth in local areas. There are 38 LEPs in England, each operating across more than one local authority. The government has committed £12 billion to local areas in England between 2015-16 and 2020-21. Of this, £9.1 billion has already been allocated through Growth Deals negotiated between central government and individual LEPs.

This report has been prepared to update the Committee of Public Accounts (the Committee) on the work of LEPs and the Ministry of Housing, Communities & Local Government (the Department) to address previous NAO report recommendations that focused on value-for-money issues; and the Committee's recommendations on governance and transparency issues. It also provides an update on progress to meet the recommendations set out in the Mary Ney's Review of Local Enterprise Partnership governance and transparency.

This report sets out:

- changes to the role and remit of LEPs since the NAO last reported in 2016 (Part One);
- the Department's and LEPs' progress with strengthening governance, assurance and transparency (Part Two); and
- funding spent through LEPs to date and future funding arrangements (Part Three).

The report concludes that with the significant amount of public funding now delivered through LEPs and the recent failure of the Greater Cambridge Greater Peterborough (GCGP) LEP, there is a clear rationale for more demonstrable good governance in LEPs and better oversight by the Department. The Department has responded by implementing the recommendations of the Ney Review and some of those made by the Committee. While the assurance framework is stronger, backed up by checks on compliance, it is not proven yet whether these measures will be effective in detecting and responding to governance failures over significant sums of public money.

https://www.nao.org.uk/report/local-enterprise-partnerships-an-update/

7. Statutory Guidance on Overview and Scrutiny in Local and Combined Authorities. MHCLG, May 2019

The guidance is aimed at local authorities and combined authorities in England to help them carry out their overview and scrutiny functions effectively. In particular, it provides advice for senior leaders, members of overview and scrutiny committees, and support officers.

This guidance seeks to ensure local authorities and combined authorities are aware of the purpose of overview and scrutiny, what effective scrutiny looks like, how to conduct it effectively and the benefits it can bring. It includes a number of policies and practices authorities should adopt or should consider adopting when deciding how to carry out their overview and scrutiny functions.

The guidance from MHCLG is statutory; local authorities and combined authorities must have regard to it when exercising their functions. While the guidance sets out some of the key legal requirements, it does not seek to replicate legislation.

https://www.gov.uk/government/publications/overview-and-scrutiny-statutory-guidance-for-councils-and-combined-authorities

2. NATIONAL PUBLICATIONS – CIPFA

8. An introductory guide to Local Government Finance, February 2019

This introductory guide addresses the basic questions regarding how money flows, how budgets are set and where it is spent in local government. An understanding of these issues is essential to realising the current issues in local government.

This guide is aimed at helping local councillors, those working with and for local councils, and anybody with an interest in the sector to understand the complexity of local government finance.

The guide covers revenue and capital financing, financial reporting, governance and auditing as well as giving an overview of some of the key services provided by local councils.

This guide is available online only.

https://www.cipfa.org/policy-and-guidance/publications/a/an-introductory-guide-to-local-government-finance-2019

9. CIPFA Bulletin 03 Closure of the 2018/19 Financial Statements, CIPFA, March 2019

This bulletin covers the closure of accounts for the 2018/19 year and provides further guidance and clarification to complement the 2018/19 Code of Practice on Local Authority Accounting in the United Kingdom: Guidance Notes for Practitioners (Code Guidance Notes). It addresses, where relevant, frequently asked questions and other issues that have arisen since the publication of the 2018/19 Code Guidance Notes.

Key areas covered include:

- A lengthy section of clarification on Financial Instruments, in particular the impact of the implementation of IFRS9 and IFRS15 on Local Authority accounts
- Streamlining the Accounts guidance
- Analysis of debtors and creditors
- EU withdrawal
- Guaranteed Minimum Pensions

https://www.cipfa.org/policy-and-guidance/cipfa-bulletins/cipfa-bulletin-03-closure-201819

10. Local Authority Capital Accounting - A Reference Manual for Practitioners, CIPFA, April 2019

Intended to be read alongside other CIPFA publications, including the Code of Practice on Local Authority Accounting, the Guidance Notes for Practitioners and the Practitioner's Guide to Capital Finance in Local Government, this book demonstrates the requirements of capital accounting through fully worked and explained examples covering all the major transaction types and asset classes.

A comprehensive reference section, drawing upon frequently asked capital questions received by CIPFA's Finance Advisory Network, Technical Enquiry Service and TISonline discussion forum, provides further discussion of typical areas of concern.

There are top tips on the real-life application of the Code of Practice, including advice on the most effective use of financial systems, working with non-finance colleagues such as valuers, and getting through the external audit as smoothly as possible.

With clear cross-referencing to allow readers to follow a topic as it appeals to them, this publication provides unique insight and practical support in one of the most technical and demanding areas of local authority accounting.

This edition has been updated to reflect new statutory guidance and the suspension of arrangements for the recognition of the highways Network Asset. The opportunity has also been taken to add a few more frequently asked questions (FAQs).

https://www.cipfa.org/policy-and-guidance/publications/l/local-authority-capital-accounting--a-reference-manual-for-practitioners

2. NATIONAL PUBLICATIONS - CIPFA

11. The Guide To Local Government Finance, CIPFA, April 2019

This guide covers the current arrangements and provides insights into possible future changes at a time when political uncertainty makes future developments difficult to foresee.

Covering both revenue and capital financing, this guide provides the reader with an introduction to the technical complexities of funding each type of expenditure.

The publication is presented in dedicated service areas that have their own funding streams and financial complexities. These include:

- capital finance
- budgeting and financial reporting
- treasury management
- auditing
- governance
- education
- housing
- police
- social care.

For those requiring more of an introduction to local government finance, CIPFA also produces an Introductory Guide to Local Government Finance that summarises the key information in a way that is aimed at non-finance specialists and those new to the sector..

https://www.cipfa.org/policy-and-guidance/publications/t/the-guide-to-local-government-finance-2019

12. Social Care Statistics 2017/18 Actuals, CIPFA, April 2019

This publication provides a detailed analysis of adult social care expenditure analysed by support group, such as: physical support, sensory support, support with memory and cognition, learning disability support and mental health support.

Other information includes a breakdown of the total population by age group and number of resident weeks.

https://www.cipfa.org/policy-and-guidance/publications/s/social-care-statistics-201718-actuals

2. NATIONAL PUBLICATIONS - CIPFA

13. Code Of Practice On Local Authority Accounting In The United Kingdom 2019/20, CIPFA, April 2019

Local authorities in the United Kingdom are required to keep their accounts in accordance with 'proper (accounting) practices'. Public sector organisations responsible for locally delivered services are required by legislation to comply with the terms of the Code of Practice on Local Authority Accounting in the United Kingdom (the Code). This 2019/20 edition of the Code has been developed by CIPFA/LASAAC and has effect for financial years commencing on or after 1 April 2019.

The Code specifies the principles and practices of accounting required to prepare financial statements which give a true and fair view of the financial position and transactions of a local authority.

This edition of the Code introduces a number of important amendments relating both to context and an understanding of requirements, as well as changes in some of accounting requirements. In particular the following areas should be noted:

- Improved clarity regarding the specification of proper accounting practices, the Code's role in these, the impact of statutory accounting requirements on the annual accounts, and the manner in which they affect the presentation of local authority reserves, including the distinction between usable and unusable reserves
- Significant amendments to Chapter Two to reflect the revisions made by the IASB to the Conceptual Framework for Financial Reporting (Conceptual Framework)
- Changes relating to the previous Carbon Reduction Commitment Scheme and Landfill Allowances Schemes
- An additional section to address the treatment of the Apprenticeship Levy
- For Scottish authorities, recognition of the ability to present transfers to or from other statutory reserves, allowance for voluntary transfers between the Revaluation Reserve and the General Fund, and pension fund legislation amendments
- For Welsh authorities recognition of legislation changes relating to separate publication of pension fund accounts
- Amendments to Section 7.1 (Financial Instruments) arising from amendments made to IFRS 9 Financial Instruments
- Changes to group accounts requirements implementing scope clarifications for disclosure requirements.

https://www.cipfa.org/policy-and-guidance/publications/c/code-of-practice-on-local-authority-accounting-in-the-united-kingdom-201920-book

14. An Introductory Guide to Housing Finance in England and Wales, CIPFA, March 2019

The provision of social housing is a big issue for government and the public sector. Local authorities have a key role in responding to the needs of those in the community and understanding how the relevant finance structures work is vital if they are fully going to play their part.

Housing, and social housing in particular, has undergone many changes since the last edition of this title in 2011. The guidance looks at the current landscape for social housing and outlines the statutory duties placed on local authorities to provide housing for those in need. It looks at local housing strategies to address supply and working with the private rented sector. Chapters outline the policy agenda, consider the consequences of welfare reform, tackling homelessness and the consequences of the Grenfell Tower fire in 2017. Arrangements are no longer uniform across the UK and this edition provides a greater level of detail including where policies and practices in Wales differ.

The publication will be useful for local authority officers who have a need to understand the main financial principles that apply to providing housing services, as well as anyone working in housing provision or who is charged with scrutinising policy and practice.

https://www.cipfa.org/policy-and-guidance/publications/a/an-introductory-guide-to-housing-finance-in-england-and-wales-2019

2. NATIONAL PUBLICATIONS - CIPFA

15. Practitioners' Guide To Capital Finance, CIPFA, March 2019

This publication contains the background knowledge you need on capital finance and how to account for it. It summarises the key features of the systems of capital finance that operate under the Prudential Framework in England, Wales, Northern Ireland and Scotland.

It provides explanations and definitions of capital expenditure, credit arrangements and capital financing including minimum revenue provision (MRP) arrangements and local authority borrowing.

Its intention is to assist practitioners in managing the capital programmes of their authorities and in particular addressing the technical issues associated with the financing of the programme. It summarises the key capital finance implications of the Local Government Act 2003, the Local Government Finance Act (Northern Ireland) 2011, the Local Government in Scotland Act 2003 and associated regulations.

The publication uses worked examples throughout to allow practitioners to apply theoretical concepts to practical examples. In carrying extracts from the relevant legislation and the Prudential Code, the aim has been to produce a one-stop guide for both those with previous local authority capital finance knowledge and those new to the subject.

https://www.cipfa.org/policy-and-guidance/publications/p/practitioners-guide-to-capital-finance-2019-edition

16. Local Government Application Note for the UK Public Sector Internal Audit Standards, CIPFA, March 2019

This Application Note is aimed at those who play a significant part in shaping or managing the internal audit function within their organisations, including:

- chief executives
- chief financial officers and other senior management
- audit committees
- selected members within local government in the United Kingdom, as well as
- chief audit executives/heads of internal audit.

UK Public Sector Internal Audit Standards (PSIAS) have been developed to apply across the whole of the public sector in all sectors of government. The PSIAS are based on standards issued by the Institute of Internal Auditors (IIA), with additional requirements and interpretations that make them directly applicable to the UK public sector. The PSIAS are developed jointly by the relevant internal audit standard setters (RIASS) for central government, local government, devolved government administration bodies and the National Health Service (NHS). The PSIAS set out requirements which apply generally to all UK public sector engagements, but do not include any sector requirements or guidance for specific parts of government.

CIPFA has been designated as the RIASS for local government. CIPFA recognises the need to supplement the PSIAS with additional information and guidance on the requirements and practice of internal audit in the local government environment, and this Application Note provides that guidance.

Included with the Application Note is an authoritative checklist for measuring the performance of internal audit against the requirements of the PSIAS and the Application Note, in line with PSIAS 1300 Quality Assurance and Improvement Programme. The checklist can be used for both the internal and external assessments required in PSIAS 1300-1322.

https://www.cipfa.org/policy-and-guidance/publications/l/local-government-application-note-for-the-uk-psias-2019-edition

2. NATIONAL PUBLICATIONS - CIPFA

17. Consultation on CIPFA's Proposed Financial Management Code for Local Government, CIPFA, March 2019

Local government finance in the UK is governed by primary legislation, regulation and professional standards as supported by regulation. The general financial management of a local authority, however, has not been supported by a professional code. CIPFA is now proposing that a Financial Management Code (CIPFA FM Code) should be designed and developed to support good practice in financial management and to assist local authorities in demonstrating their financial sustainability.

The CIPFA FM Code would therefore for the first time set standards of financial management for local authorities in the UK. The draft FM Code is based on a series of principles supported by specific standards and statements of practice. They are considered necessary to provide the strong foundation within local authorities to enable them to:

- financially manage the short-, medium- and long-term finances
- manage financial resilience to meet foreseen demands on services
- financially manage unexpected shocks in their financial circumstances.

The draft FM Code is consistent with other CIPFA codes and statements in that it is based on principles rather than prescription. Each local authority (and those bodies designated to apply the FM Code) must demonstrate that the requirements of the FM Code are being satisfied. Demonstrating this compliance with the CIPFA FM Code is the collective responsibility of elected members, the chief finance officer and their professional colleagues in the leadership team.

Significantly, the CIPFA FM Code builds on the success of the CIPFA Prudential Code, which requires local authorities to demonstrate the long-term financial sustainability of their capital expenditure and associated borrowing. With this success came new financial freedoms to make local decisions on matters that had hitherto been subject to central government control.

The draft FM Code is not expected to be considered in isolation, and accompanying tools will form part of the collective suite of evidence to demonstrate sound decision making.

To date, the draft FM Code has been developed with a specified governance process which includes practitioners, auditors and representatives of governments across the UK. It was then 'road tested' by a range of local authorities to provide early evidence of both practicality and fitness for purpose. Now, CIPFA is seeking to consult more widely and consequently invites comments on the draft FM Code. Note – the consultation closed on 30 April 2019.

https://www.cipfa.org/policy-and-guidance/consultations/financial-management-code-consultation

18. CIPFA Service Reporting Code of Practice (SeRCOP) 2020/21: Service Expenditure Analysis (SEA), CIPFA, March 2019

The SEA sets out a framework for reporting local authority service expenditure. This structure is an important factor in determining and defining the information that are collected in the CIPFA statistics and also government returns such as the RA/RO, Section 251 and ASC-FR. Effectively revising the SeRCOP SEA and keeping it fit for purpose is about finding a consensus across these many considerations and the various stakeholders. It is therefore essential to gather a broad base of opinion to inform this process. Note – consultation close on 10 May 2019.

While ensuring the accuracy of the current structure and the definitions therein is important, CIPFA are keen to challenge the usefulness of the analysis in the following ways:

- Do the expenditure divisions reflect how services are delivered and organised in practice?
- Do the service divisions provide the basis for robust, reliable, consistent and comparable information?
- Is the number of mandatory and discretionary levels about right in your service area?
- Are they well balanced in terms of the proportion of total costs in each division?
- Does the current breakdown help you in your benchmarking, policy or value for money analysis?

https://www.cipfa.org/policy-and-guidance/consultations/cipfa-service-reporting-code-of-practice-sercop-2020-21-service-expenditure-analysis-sea

2. NATIONAL PUBLICATIONS – LOCAL GOVERNMENT ASSOCIATION

19. Twenty-first Century Councils, LGA, March 2019

This toolkit has been developed to help councils create the underlying policies, procedures, ethos and environment that encourages and empowers women, parents and carers to become local councillors and take on leadership positions.

The Local Government Association is encouraging councils to consider their existing practices, celebrate what is working, share good practice and take action to support councillors who are women, parents and carers.

The equal participation of women and men in local politics, as our elected councillors and as our leaders, is an important condition for effective democracy and good governance. Representative councils are best able to speak to, and for, their communities and to support the effective business of local government. Democracy and decision-making are strengthened when councillors reflect the people they seek to serve and represent.

https://www.local.gov.uk/twenty-first-century-councils

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MAZARS

CITY OF YORK COUNCIL

Audit and Governance Committee 19 June 2019

Report of the Head of Internal Audit

Annual Report of the Head of Internal Audit

Summary

1 This report summarises the outcome of audit and counter fraud work undertaken in 2018/19 and provides an opinion on the overall adequacy and effectiveness of the council's framework of governance, risk management and internal control.

Background

2 The work of internal audit is governed by the Accounts and Audit Regulations 2015 and the Public Sector Internal Audit Standards (PSIAS). In accordance with the standards, and the council's internal audit charter, the Head of Internal Audit is required to provide an annual report to the Audit and Governance Committee. This report is to be used by the committee to inform its consideration of the council's annual governance statement and it must include:

- the Head of Internal Audit's opinion on the adequacy and effectiveness of the council's framework of governance, risk management, and control
- a summary of work undertaken to support the opinion including any reliance placed on the work of other assurance bodies
- any qualifications to the opinion, together with the reasons for those qualifications (including any impairment to independence or objectivity)
- any particular control weakness judged to be relevant to the preparation of the Annual Governance Statement
- a statement on conformance with the PSIAS

- an overall summary of internal audit performance and the results of the internal audit service's quality assurance and improvement programme.

Internal Audit & Counter Fraud Work Completed

3 The results of completed audit work have been reported to service managers and relevant chief officers during the course of the year. In addition, summaries of all finalised audit reports have been presented to this committee as part of regular monitoring reports. Details of audits finalised since the last report to this committee in March 2019 are included at annex 1 and copies of the reports are available on the council's website. Internal audit delivered 93.8% of the 2017/18 internal audit plan by 30 April 2018 (against a target of 93%). A summary of audit work carried out during 2018/19 is included at annex 2.

4 All of the actions agreed with services as a result of internal audit work are followed up to ensure that the underlying control weaknesses are addressed. The results of follow up work are summarised twice yearly for this committee. The last report in March 2019 identified that, overall, good progress in implementing actions continues to be made by management.

5 Breaches of council financial regulations and contract procedure rules are identified from time to time, through ongoing internal audit work. Where breaches are identified, these are reported to management for remedial action. There were no material breaches of the rules identified in 2018/19 although a number of issues were raised through the normal audit reporting process.

6 Counter fraud work was undertaken in accordance with the approved plan. A summary of activity is included at annex 3. This has been a successful year for the counter fraud team with investigations leading to savings totalling £328k[1]. Overall, 60% of investigations resulted in a positive outcome (for

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[1] Savings due to counter fraud work include money actually recovered following investigation, and an estimate of future losses prevented for up to 12 months. For example removal of a Council Tax discount of £250 per year would be treated as a saving of £250. Actual savings are likely to be higher because many frauds would continue beyond 12 months if they remained undetected. However, a period of 12 months is used as a prudent estimate.

example a sanction being given, recovery or prevention of loss, or other action being taken). The team has successfully investigated a range of fraud being committed against the council including adult social care fraud, internal fraud, housing fraud, council tax and non domestic rates fraud, CTRS fraud, parking fraud, abuse of the York Financial Assistance Scheme and fraud relating to applications for school admissions.

Conformance with the Public Sector Internal Audit Standards & Internal Audit Charter

7 Veritau maintains a quality assurance and improvement programme (QAIP) to ensure that internal audit work is conducted to the required professional standards. As well as undertaking an annual survey of senior management in each client organisation and completing a detailed self assessment to evaluate performance against the Standards, the service is also subject to a periodic external assessment. As previously reported to the committee, an external assessment of Veritau internal audit working practices was undertaken in November 2018 by the South West Audit Partnership (SWAP). SWAP is a not for profit public services company operating primarily in the South West of England. The assessment concluded that Veritau internal audit activity generally conforms to the PSIAS[2] and, overall, the findings were very positive.

8 The outcome of the QAIP demonstrates that the service conforms to *International Standards for the Professional Practice of Internal Auditing*. Further details of the QAIP and Improvement Action Plan prepared by Veritau are given in Annex 4.

9 The Internal Audit Charter sets out how internal audit at the council will be provided in accordance with the PSIAS. The Charter is reviewed on an annual basis and any proposed changes are brought to the Audit & Governance Committee. No changes are proposed at this time.

[2] PSIAS guidance suggests a scale of three ratings, ‘generally conforms, ‘partially conforms’ and ‘does not conform’. ‘Generally conforms’ is the top rating.

Opinion of the Head of Internal Audit

10 The overall opinion of the Head of Internal Audit on the framework of governance, risk management and control operating within the council is that it provides **Substantial Assurance**. There are no qualifications to this opinion and no reliance was placed on the work of other assurance bodies in reaching this opinion. The opinion is based on internal audit work completed during the year including that detailed in the annexes to this report and other monitoring reports to the committee during the year.

11 In giving this opinion attention is drawn to the following significant control issues which are considered relevant to the preparation of the 2018/19 Annual Governance Statement.

- **Information Security:** Further improvements are required to ensure compliance with the council's policies for handling and storing personal and confidential information. This area has been highlighted in previous year's reports. However, no significant improvements were noted during information security sweeps in 2018/19.
- **Taxi Licensing:** Issues were identified with the renewal of criminal record checks for existing taxi drivers. Checks were out of date by several years and records had not been updated. The audit findings were reported to the committee in September 2018.

Consultation

12 Not relevant for the purpose of the report.

Options

13 Not relevant for the purpose of the report.

Analysis

14 Not relevant for the purpose of the report.

Council Plan

15 The work of internal audit and counter fraud helps to support overall aims and priorities by promoting probity, integrity and

accountability and by helping to make the council a more effective organisation.

Implications

16 There are no implications to this report in relation to:

- **Finance**
- **Human Resources (HR)**
- **Equalities**
- **Legal**
- **Crime and Disorder**
- **Information Technology (IT)**
- **Property**

Risk Management Assessment

17 The council will not comply with proper practice for internal audit if the results of audit work are not reported to senior management and the Audit and Governance Committee.

Recommendation

18 Members are asked to:

(a) note the results of audit and counter fraud work undertaken.

Reason: To enable members to consider the implications of audit and counter fraud findings.

(b) note the opinion of the Head of Internal Audit on the adequacy and effectiveness of the council's framework of governance, risk management and internal control .

Reason: To enable members to consider the implications of audit and counter fraud findings.

(c) note the outcome of the Quality Assurance and Improvement Programme and the confirmation that the internal audit service conforms with Public Sector Internal Audit Standards.

Reason: To enable members to consider the opinion of the Head of Internal Audit.

(d) note the significant control weaknesses identified during the year which are relevant to the preparation of the Annual Governance Statement.

Reason: To enable the Annual Governance Statement to be prepared.

Contact Details

Author:	Chief Officer responsible for the report:
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Report Approved	✓	**Date**	6 June 2019

Specialist Implications Officers

Not applicable

Wards Affected: Not applicable **All** ☐

For further information please contact the author of the report

Background Papers

- 2018/19 Internal Audit and Counter Fraud Plan
- Internal Audit and Counter Fraud Monitoring Reports to Audit and Governance Committee in 2018/19 (September, December and March)
- The Public Sector Internal Audit Standards 2017

Annexes

- Annex 1 - Audits completed and reports issued
- Annex 2 – 2018/19 audit work carried out
- Annex 3 - Counter fraud activity
- Annex 4 – Quality Assurance and Improvement Programme (QAIP)

Available on the Council's website

The following Internal Audit reports referred to in annex 1 are published on the council's website:

- Adult Social Care Budget Management
- Contributions to Care (Children's Services)
- Governance Arrangements
- Ordering and Creditor Payments
- Public Health – Health Protection Standards
- Project Management – Housing ICT
- St Paul's Primary School
- St Wilfrid's Primary School
- Schools Themed Audit – Information Governance
- VAT Accounting
- Ward Committee Funding
- Wigginton Primary School

Information which might increase risk to the Council, its employees, partners or suppliers has been redacted.

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Annex 1

AUDITS COMPLETED AND REPORTS ISSUED

The following categories of opinion are used for audit reports.

Opinion	**Level of Assurance**
High Assurance	Overall, very good management of risk. An effective control environment appears to be in operation.
Substantial	Overall, good management of risk with few weaknesses identified. An effective control environment is in operation but there is scope for further improvement in the areas identified.
Reasonable	Overall, satisfactory management of risk with a number of weaknesses identified. An acceptable control environment is in operation but there are a number of improvements that could be made.
Limited	Overall, poor management of risk with significant control weaknesses in key areas and major improvements required before an effective control environment will be in operation.
No Assurance	Overall, there is a fundamental failure in control and risks are not being effectively managed. A number of key areas require substantial improvement to protect the system from error and abuse.

Actions to address issues are agreed with managers where weaknesses in control are identified. The following categories are used to classify agreed actions.

Priority	Long Definition	Short Definition – for use in Audit Reports
1 (High)	Action considered both critical and mandatory to protect the organisation from exposure to high or catastrophic risks. For example, death or injury of staff or customers, significant financial loss or major disruption to service continuity. These are fundamental matters relating to factors critical to the success of the area under review or which may impact upon the organisation as a whole. Failure to implement such recommendations may result in material loss or error or have an adverse impact upon the organisation's reputation. Such issues may require the input at Corporate Director/Assistant Director level and may result in significant and immediate action to address the issues raised.	A fundamental system weakness, which presents unacceptable risk to the system objectives and requires urgent attention by management.

Priority	Long Definition	Short Definition – for use in Audit Reports
2	Action considered necessary to improve or implement system controls so as to ensure an effective control environment exists to minimise exposure to significant risks such as financial or other loss. Such issues may require the input at Head of Service or senior management level and may result in significantly revised or new controls.	A significant system weakness, whose impact or frequency presents risks to the system objectives, and which needs to be addressed by management.
3	Action considered prudent to improve existing system controls to provide an effective control environment in order to minimise exposure to significant risks such as financial or other loss. Such issues are usually matters that can be implemented through line management action and may result in efficiencies.	The system objectives are not exposed to significant risk, but the issue merits attention by management.

Draft Reports Issued
Twenty-three internal audit reports are currently in draft. These reports are with management for consideration and comments. Once the reports have been finalised, details of the key findings and issues will be reported to this committee.

Final Reports Issued
The table below shows audit reports finalised since the last report to this committee in March 2019. In all cases the actions have been agreed with management, and will be followed up by internal audit when the due date is reached.

Audit	Opinion	Agreed actions			Work done / issues identified
		P1	P2	P3	
Adult Social Care (ASC) Budget Management	Substantial Assurance	0	1	1	A review of budget management processes in ASC. It found that whilst budgeting is difficult due to the demand-led nature of services, they were generally being managed well. Action was required to improve control in one service area.
Contributions to Care (Children's Service)	Reasonable Assurance	0	4	2	A review of the arrangements for care involving joint health and social care needs funded by the council and the NHS. It found a lack of clarity around roles and responsibilities as well as

Audit	Opinion	Agreed actions			Work done / issues identified
		P1	P2	P3	
					weaknesses in the review process and agreements with the NHS.
Governance Arrangements	Substantial Assurance	0	0	2	A review of the council's governance arrangements against CIPFA's good governance framework. It found the council complies well but some areas for improvement were identified.
Ordering and Creditor Payments	Substantial Assurance	0	0	2	A regular audit of ordering and creditor payment systems. It found that processes were working well.
Project Management – Housing ICT	No Opinion Given	0	0	0	A review of compliance with the project framework. It found that whilst not all requirements of the framework were met there were mitigating actions to ensure the project had a sufficient level of scrutiny and oversight.
Public Health – Health Protection	Reasonable Assurance	0	0	0	A review of the governance arrangements in relation to health protection standards and the

Audit	Opinion	Agreed actions			Work done / issues identified
		P1	P2	P3	
Standards					allocation and use of public health funding. Whilst no findings were raised, the arrangements are at a formative stage and actions to improve them are being developed following a recent peer review.
St Paul's Primary School	Reasonable Assurance	0	2	8	A routine audit of financial, operational and governance procedures at the school. Processes were found to be operating reasonably well but some issues and areas of improvement were identified.
St Wilfrid's Primary School	Reasonable Assurance	0	0	10	A routine audit of financial, operational and governance procedures at the school. Processes were found to be operating reasonably well but some issues and areas of improvement were identified.
Schools Themed Audit – Information Governance	Reasonable Assurance	0	1	2	A review of GDPR compliance at maintained schools who had not appointed and external Data Protection Officer (DPO). It was found that

Audit	Opinion	Agreed actions			Work done / issues identified
		P1	P2	P3	
					they had made good progress towards compliance but could improve further by ensuring their DPO is sufficiently trained.
VAT Accounting	High Assurance	0	0	1	A regular audit of the treatment of VAT within the council including in respect of maintained schools. It found processes were working well.
Ward Committee Funding	No Opinion Given	0	3	1	A review of applications made to ward committees for funding, following up on some earlier work carried out in 2016/17. It found that sufficient documentation was not always kept to support applications and monitoring of committee spending was inconsistent
Wigginton Primary School	Substantial Assurance	0	0	7	A routine audit of financial, operational and governance procedures at the school. Processes were found to be operating well but some areas of improvement were identified.

Other audit work

Internal audit work has been undertaken in a range of other areas during the period, including those listed below. The work includes support and advice on control issues, facilitation of project risk management workshops, and preliminary work to understand control arrangements for a number of systems. Further work will be undertaken in some of these areas in 2019/20.

Absence Management - Adult Social Care	Analysis of absence management information and feedback of preliminary findings to the service. Further work will be incorporated into the planned 2019/20 audit of absence management.
York Central	Support, advice, and facilitation of risk management workshops.
Multi-Agency Incident Planning	Key documentation and governance arrangements were reviewed, including the relationship with the North Yorkshire Local Resilience Forum. Initial advice on control arrangements has been provided. Work is ongoing and will be completed in 2019/20.
NHS Information Governance Toolkit	Initial review of procedures and walkthrough testing of key controls to assess systems used to process data. Detailed review of data submission will be undertaken during 2019/20.
Workforce Planning	Support and advice on control issues relating to the council's strategy for workforce planning.

ANNEX 2

INTERNAL AUDIT WORK UNDERTAKEN IN 2018/19

AUDIT WORK COMPLETED / REPORTS ISSUED	STATUS	DATE REPORTED TO A&G COMMITTEE / DATE EXPECTED
Corporate & Cross-Cutting		
Asset Management	Draft report issued	September 2019
Budgetary Control (incorporating children's social care funding and budget management)	Draft report issued	September 2019
Data Quality	Draft report issued	September 2019
Equalities	Draft report issued	September 2019
GDPR Compliance	Draft report issued	September 2019
Governance Arrangements	**Substantial Assurance**	**June 2019**
ICT – Asset Management	Draft report issued	September 2019
ICT – Governance & Cyber Security	Draft report issued	September 2019
Information Security	**Reasonable Assurance**	**March 2019**
Multi-Agency Incident Planning	Ongoing – initial feedback provided	September 2019
Procurement & Contract Management	Draft report issued	September 2019
Project Management – Overall Arrangements	Draft report issued	September 2019
Project Management – School Placement Planning	**No Opinion Given**	**March 2019**
Project Management – Housing ICT	**No Opinion Given**	**June 2019**
Workforce Planning	Support / advice provided	N/A

AUDIT WORK COMPLETED / REPORTS ISSUED	STATUS	DATE REPORTED TO A&G COMMITTEE / DATE EXPECTED
Staff Parking (addition to plan)	Draft report issued	September 2019
Bodyworn CCTV (addition to plan)	Draft report issued	September 2019
NHS Information Governance toolkit (addition to plan)	Initial documentation of systems	N/A
Ward Committee Funding (addition to plan)	**No Opinion Given**	**June 2019**
Main Financial Systems		
Council Tax Support and Housing Benefits	Draft report issued	September 2019
Debtors	Draft report issued	September 2019
Main Accounting System	Draft report issued	September 2019
Ordering and Creditor Payments	**Substantial Assurance**	**June 2019**
Payroll	**Substantial Assurance**	**March 2019**
VAT Accounting	**High Assurance**	**June 2019**
Health, Housing and Adult Social Care		
ASC Absence Management	Support / advice provided	N/A
ASC Budget Management	**Substantial Assurance**	**June 2019**
Continuing Healthcare	Ongoing	September 2019
CQC Improvement Plan	Support / advice provided	N/A
Housing Fraud	Draft report issued	September 2019
Public Health – Health Protection Standards	Draft report issued	September 2019

AUDIT WORK COMPLETED / REPORTS ISSUED	STATUS	DATE REPORTED TO A&G COMMITTEE / DATE EXPECTED
Section 117 of the Mental Health Act (follow-up)	**No Opinion Given**	**March 2019**
Economy and Place		
York Central	Support / advice provided	N/A
Clean Air Data	**High Assurance**	**September 2018**
Contract Management – Allerton Park	Draft report issued	September 2019
Waste Services – Procurement	Draft report issued	September 2019
Section 106 Agreements – Education (addition to plan)	Draft report issued	September 2019
Children, Education and Communities		
Adult Education Service	**Reasonable Assurance**	**March 2019**
Free Early Education Funding	Draft report issued	September 2019
Schools themed audit – Budget Management	Draft report issued	September 2019
Schools themed audit – Information Governance	**Reasonable Assurance**	**June 2019**
Schools Maintenance Programme	Ongoing	September 2019
Services to Schools	Draft report issued	September 2019
Wenlock Terrace	**Reasonable Assurance**	**March 2019**
Schools: St Wilfrid's Primary School Wigginton Primary School	 **Reasonable Assurance** **Substantial Assurance**	 **June 2019** **June 2019**

AUDIT WORK COMPLETED / REPORTS ISSUED	STATUS	DATE REPORTED TO A&G COMMITTEE / DATE EXPECTED
Clifton Green Primary School	Draft report issued	September 2019
St Paul's Primary School	**Reasonable Assurance**	**June 2019**

COUNTER FRAUD ACTIVITY 2018/19

The table below shows the level of savings achieved through counter fraud work during the current financial year.

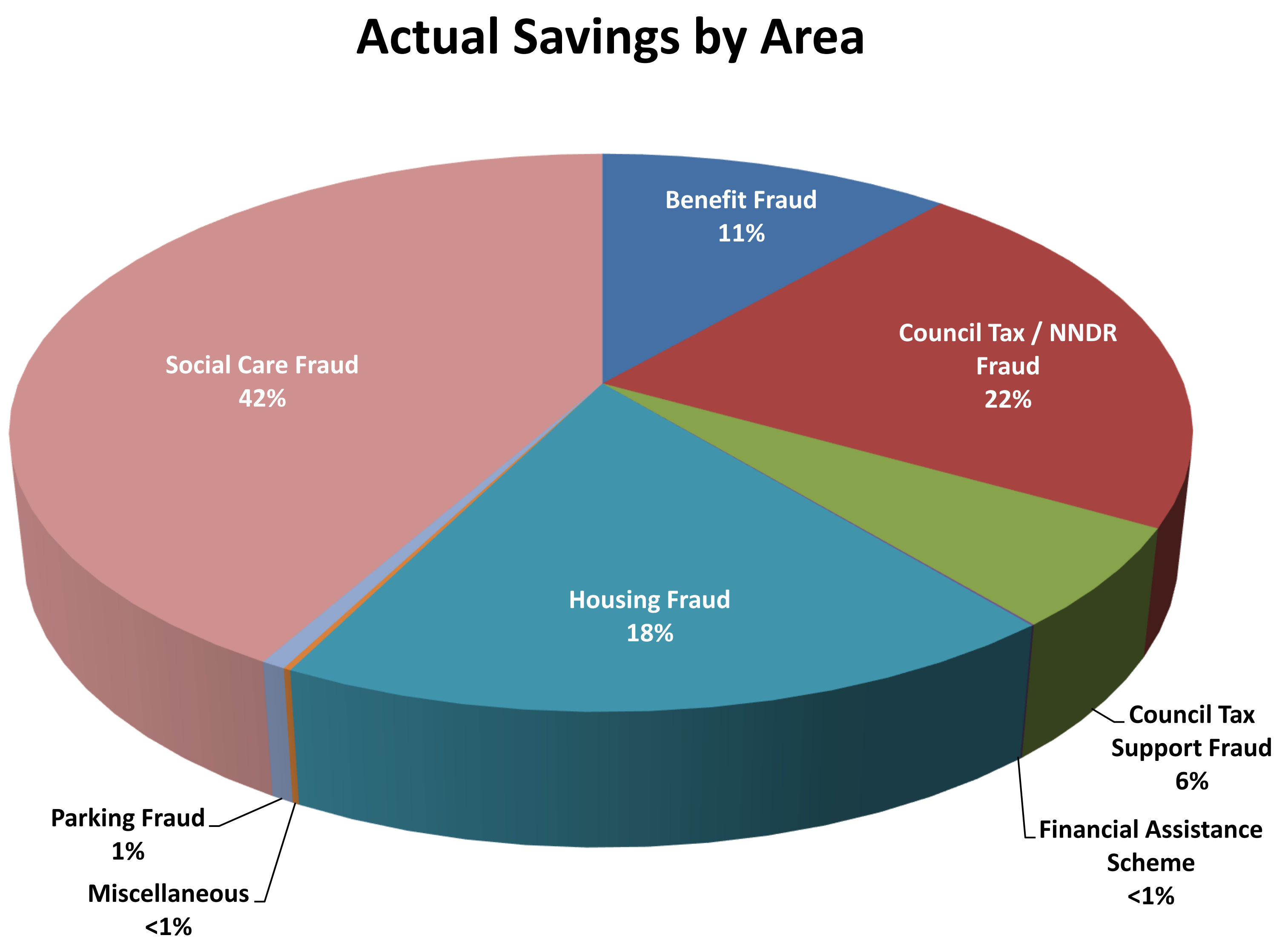
	2018/19 (Actual: Full Yr)	**2018/19 (Target: Full Yr)**	**2017/18 (Actual: Full Yr)**
Amount of actual savings (quantifiable savings - e.g. CTS) identified through fraud investigation.	£328,275	£200,000	£298,155

Caseload figures for the period are:

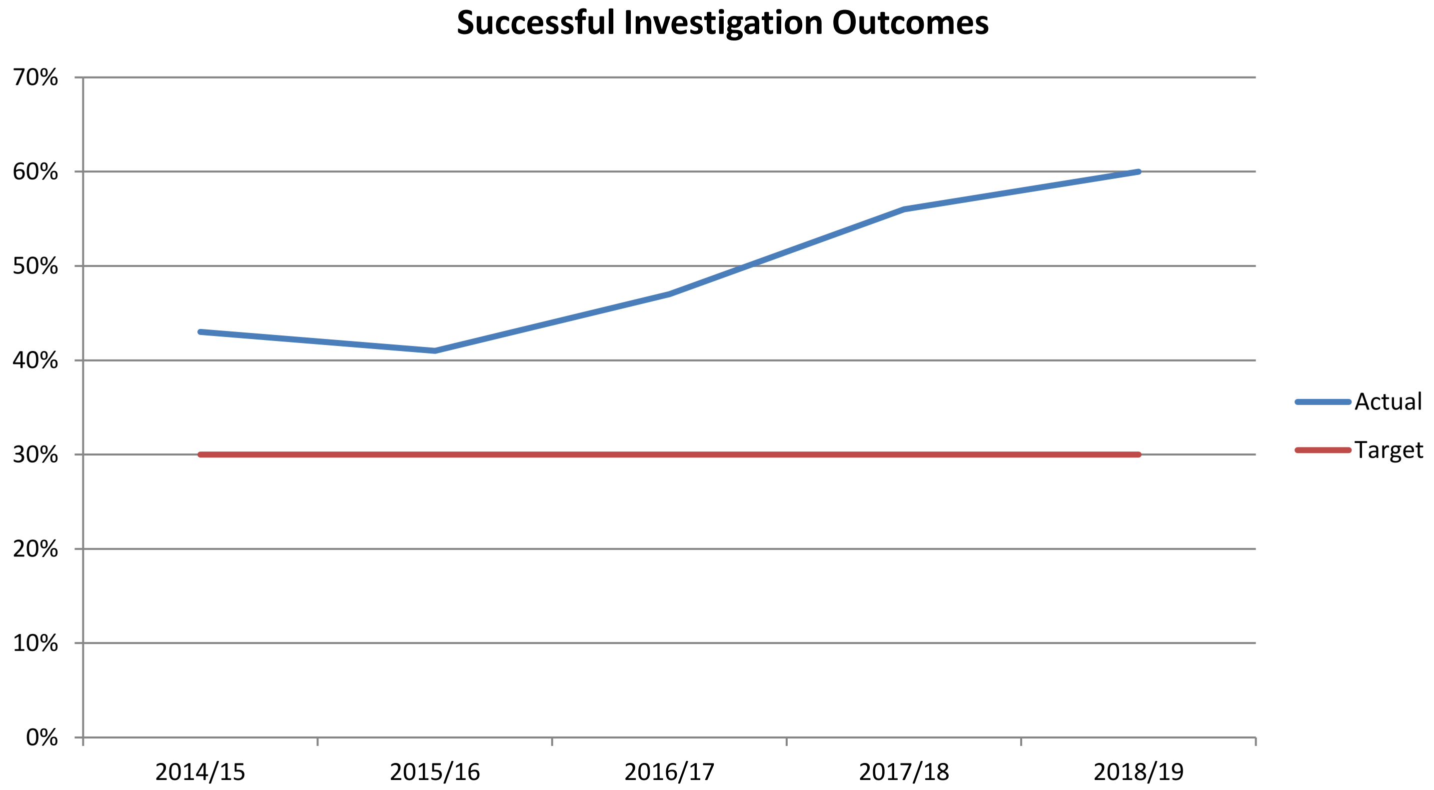
	2018/19 (Full Year)	**2017/18 (Full Year)**
Referrals received	345	365
Number of cases under investigation	118[1]	120[2]
Number of investigations completed	189	209

[1] As at 31/3/19
[2] As at 31/3/18

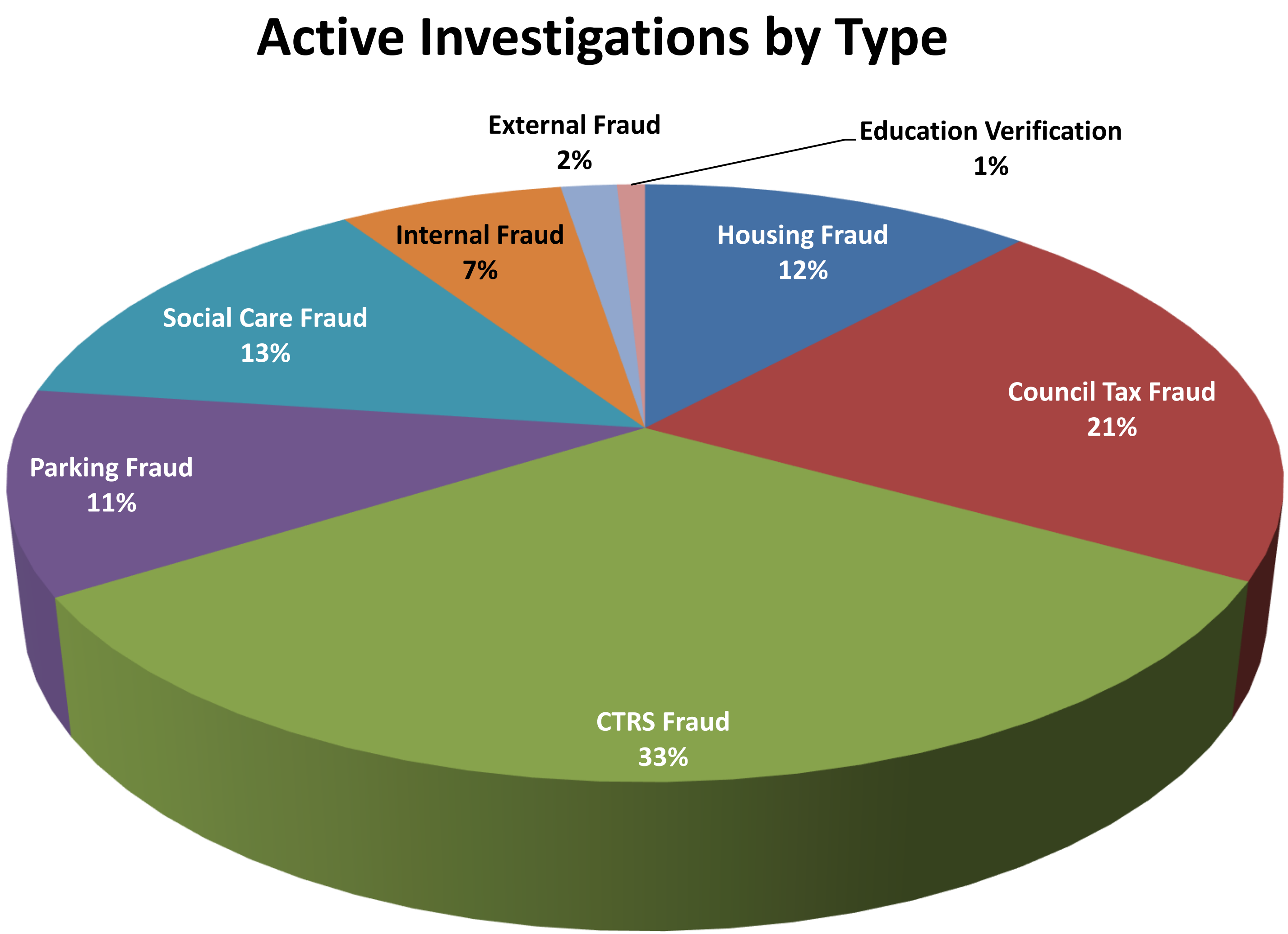
The chart below shows a breakdown of actual savings in 2018/19 by different areas of work.



The agreed target for successful outcomes from investigations is 30%. Actual outcomes vary by case type but include, for example, benefits or discounts being stopped or amended, sanctions, prosecutions, properties recovered, housing allocations blocked, or management action taken. The graph below shows percentage success rates over the last 5 years.



The chart below shows the proportion of different case types under investigation at the end of the 2018/19.



Summary of counter fraud activity:

Activity	Work completed or in progress
Data matching	The 2018/19 National Fraud Initiative (NFI) is underway. NFI data matching has identified over 8,700 matches to date across a range of areas. The counter fraud team is currently reviewing these matches alongside council colleagues. The council participated in an NFI Business Rates pilot with regional partners. The exercise resulted in 4 properties being referred to the Valuation Office Agency (VOA), 2 business accounts have been updated and 1 further case is under investigation.
Fraud detection and investigation	The service continues to promote the use of criminal investigation techniques and standards to respond to any fraud perpetrated against the council. Activity to date includes the following: • **Social Care fraud** – this is a high risk area due to the large financial and human cost any fraud generally involves. In 2018/19 the team identified over £201k of losses to the council, a 19% increase from the previous financial year. Over £137k of savings were produced which represents a substantial rise compared to 2017/18 (£38k). • **Council Tax and Non Domestic Rates fraud** – these are areas of development for the team. In 2018/19 two people were prosecuted for fraud. A landlord who fraudulently claimed single person discount at multiple properties in the York area and a business owner who falsely claimed Small Business Rate Relief (SBRR). The latter case is the first nationally recognised SBRR fraud prosecution. In addition 20 people were cautioned or warned of their conduct in relation to fraud in these areas. Over £71k in savings were produced for the council during the last financial year. • **Housing fraud** – In the last financial year, working in conjunction with housing officers, the team prevented one false Right to Buy application, one council property was recovered and five properties were prevented from being let where the prospective tenants had provided false information in their housing applications. One tenant was cautioned for providing false

Activity	Work completed or in progress
	information to the Housing Department. • **Internal fraud** - The counter fraud team completed 16 internal fraud investigations in 2018/19. • **York Financial Assistance Scheme fraud** – The counter fraud team completed 8 investigations in this area in the last financial year. Two people were prosecuted for fraudulently claiming financial assistance that they did not require. A further four people were cautioned or warned regarding abuse of the scheme. • **Council Tax Support fraud** – is a high volume area of fraud for the council. The counter fraud team received 185 referrals for fraud in this area in 2018/19 - a 33% increase on the previous year. Over £29k of loss was detected in the course of the year. One person was prosecuted and 10 people were cautioned or were issued warnings in respect of their conduct. • **Parking fraud** – The counter fraud team works closely with the Parking Department to address misuse of disabled blue badges and other parking permits within the city. 84% of investigations completed last year resulted in a successful outcome. Two people were prosecuted, 10 people were cautioned, and 15 people received written warnings. • **Education verification** – The counter fraud team works with the Schools Team to investigate and deter false applications for school placements. Three false applications were blocked in 2018/19. • **Miscellaneous** – Working with the Council's Neighbourhood Enforcement Team, a man was prosecuted in 2018/19 for making false declarations in relation to waste deposited at the Council's Waste Recycling Centre. The man was found to be illegally depositing commercial waste claiming that it belonged to himself.

Activity	Work completed or in progress
Fraud liaison	The counter fraud team acts as a single point of contact for the Department for Work and Pensions (DWP) and is responsible for providing data to support their housing benefit investigations. The team dealt with 364 requests on behalf of the council in the last financial year. In 2017, the DWP proposed that local authorities and councils work together to address benefit fraud, especially where Council Tax Support payments interact with DWP led benefits like housing benefit and income support. The DWP suggest there are potential savings for both organisations and a better service for people under investigation. Joint working in the Yorkshire and Humber region is due to start in June 2019, the counter fraud team will monitor any joint work to ensure that these new arrangements are of benefit to the Council.
Fraud Management	In 2018/19 a range of activity has been undertaken to support the council's counter fraud framework. • In May 2018, the council's counter fraud transparency data was updated to include data on counter fraud performance in 2017/18 meeting the council's obligation under the Local Government Transparency Code 2015. • The council participated in the annual CIPFA Counter Fraud and Corruption Tracker (CFaCT) survey in June. The information contributed to a recently released CIPFA report which aims to provide a national picture of fraud, bribery and corruption in the public sector and the actions being taken to prevent it. • During this year's National Fraud Initiative data gathering exercise, the counter fraud team has confirmed that, as part of the council's legal obligation, privacy notices are in place to facilitate data processing. • As part of International Fraud Week in November, the counter fraud team raised awareness of fraud with staff via intranet articles published throughout that week.

Activity	Work completed or in progress
	• A new counter fraud e-learning package was launched in November for council staff. The training seeks to ensure that all staff are aware of the types of fraud currently affecting public sector bodies and what to do if they have suspicions it is occurring. • In March 2019, a leaflet was included with annual council tax and business rates bills. The leaflet detailed encouraged the public to report their suspicions of fraud via the fraud hotline. • Also in March the counter fraud team raised awareness of housing tenancy fraud amongst staff and the public. • Throughout the year the counter fraud team alerts council departments to emerging local and national threats through a monthly bulletin and specific alerts.

VERITAU

INTERNAL AUDIT QUALITY ASSURANCE AND IMPROVEMENT PROGRAMME

1.0 Background

Ongoing quality assurance arrangements

Veritau maintains appropriate ongoing quality assurance arrangements designed to ensure that internal audit work is undertaken in accordance with relevant professional standards (specifically the Public Sector Internal Audit Standards). These arrangements include:

- the maintenance of a detailed audit procedures manual
- the requirement for all audit staff to conform to the Code of Ethics and Standards of Conduct Policy
- the requirement for all audit staff to complete annual declarations of interest
- detailed job descriptions and competency profiles for each internal audit post
- regular performance appraisals
- regular 1:2:1 meetings to monitor progress with audit engagements
- induction programmes, training plans and associated training activities
- the maintenance of training records and training evaluation procedures
- agreement of the objectives, scope and expected timescales for each audit engagement with the client before detailed work commences (audit specification)
- the results of all audit testing and other associated work documented using the company’s automated working paper system (Galileo)
- file review by senior auditors and audit managers and sign-off of each stage of the audit process
- the ongoing investment in tools to support the effective performance of internal audit work (for example data interrogation software)

- post audit questionnaires (customer satisfaction surveys) issued following each audit engagement
- performance against agreed quality targets monitored and reported to each client on a regular basis.

On an ongoing basis, samples of completed audit files are also subject to internal peer review by a Quality Assurance group. The review process is designed to ensure audit work is completed consistently and to the required quality standards. The work of the Quality Assurance group is overseen by a senior audit manager. Any key learning points are shared with the relevant internal auditors and audit managers. The Head of Internal Audit will also be informed of any general areas requiring improvement. Appropriate mitigating action will be taken (for example, increased supervision of individual internal auditors or further training).

Annual self-assessment

On an annual basis, the Head of Internal Audit will seek feedback from each client on the quality of the overall internal audit service. The Head of Internal Audit will also update the PSIAS self assessment checklist and obtain evidence to demonstrate conformance with the Code of Ethics and the Standards. As part of the annual appraisal process, each internal auditor is also required to assess their current skills and knowledge against the competency profile relevant for their role. Where necessary, further training or support will be provided to address any development needs.

The Head of Internal Audit is also a member of various professional networks and obtains information on operating arrangements and relevant best practice from other similar audit providers for comparison purposes.

The results of the annual client survey, PSIAS self-assessment and professional networking are used to identify any areas requiring further development and/or improvement. Any specific changes or improvements are included in the annual Improvement Action Plan. Specific actions may also be included in the Veritau business plan and/or individual personal development action plans. The outcomes from this exercise, including details of the Improvement Action Plan are also reported to each client. The results will also be used to evaluate overall conformance with the PSIAS, the results of which are reported to senior management and the board[1] as part of the annual report of the Head of Internal Audit.

External assessment

At least once every five years, arrangements must be made to subject internal audit working practices to external assessment to ensure the continued application of professional standards. The assessment should be conducted by an independent and suitably qualified person or organisation and the results reported to the Head of Internal Audit. The outcome of the external assessment also forms part of the overall reporting process to each client (as set out above). Any specific areas identified as requiring further development and/or improvement will be included in the annual Improvement Action Plan for that year.

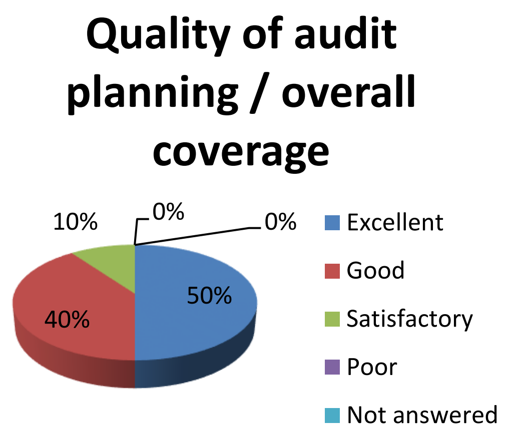
2.0 Customer Satisfaction Survey – 2019

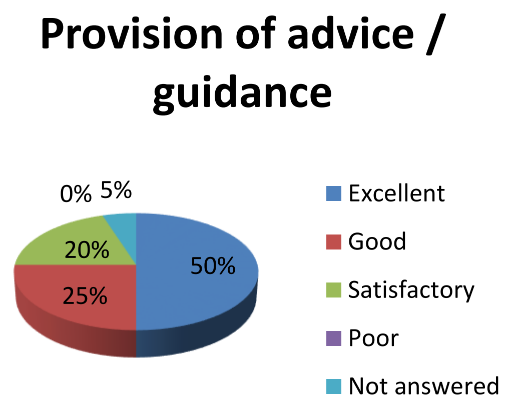
Feedback on the overall quality of the internal audit service provided to each client was obtained in March 2019.   Where relevant, the survey also asked questions about the counter fraud and information governance services provided by Veritau. A total of 171 surveys (2018 – 159) were issued to senior managers in client organisations. 20 completed surveys were returned representing a response rate of 12% (2018 - 14%). The surveys were sent using Survey Monkey and respondents were asked to identify who they were. Respondents were asked to rate the different elements of the audit process, as follows:

- Excellent (1)
- Good (2)
- Satisfactory (3)
- Poor (4)

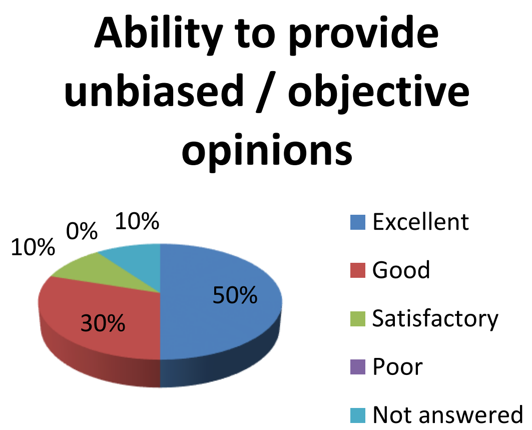
Respondents were also asked to provide an overall rating for the service. The results of the survey are set out in the charts below:

[1] As defined by the relevant audit charter.

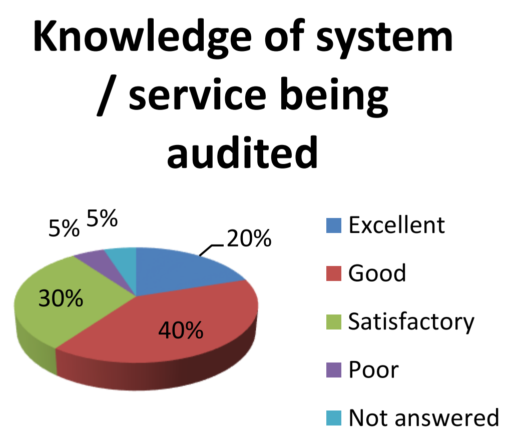

Quality of audit planning / overall coverage
10%
0%
0%
50%
40%
Excellent
Good
Satisfactory
Poor
Not answered


Provision of advice / guidance
0%
5%
20%
25%
50%
Excellent
Good
Satisfactory
Poor
Not answered

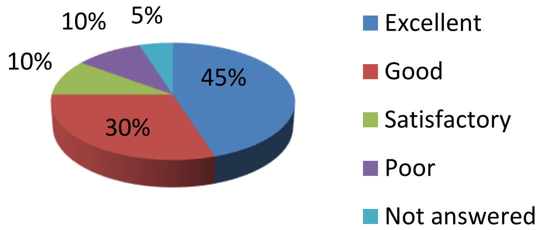

Staff - conduct / professionalism
0%
10%
0%
25%
65%
Excellent
Good
Satisfactory
Poor
Not answered


Ability to provide unbiased / objective opinions
10%
0%
10%
50%
30%
Excellent
Good
Satisfactory
Poor
Not answered

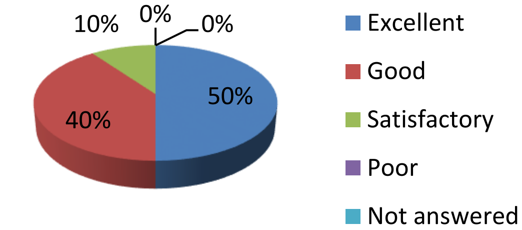

Ability to establish positive rapport with customers
15%
0%
5%
45%
35%
Excellent
Good
Satisfactory
Poor
Not answered


Knowledge of system / service being audited
5%
5%
20%
30%
40%
Excellent
Good
Satisfactory
Poor
Not answered

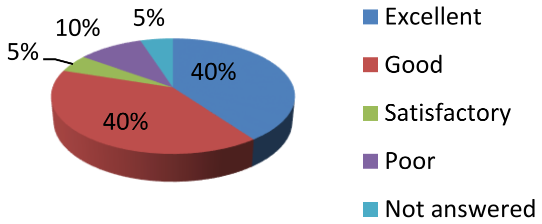
Ability to focus on areas of greatest risk



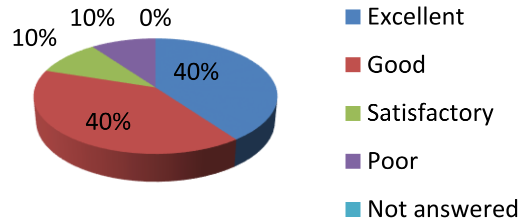
Agreeing scope / objectives of the audit



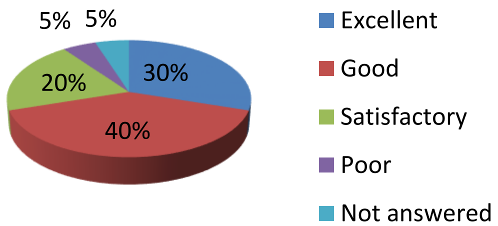
Minimising disruption to the service being audited



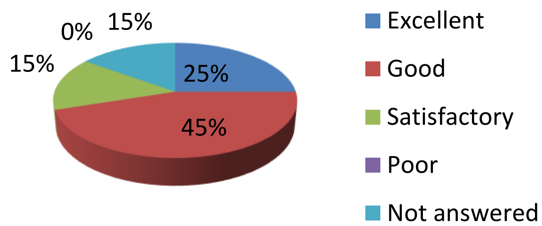
Communicating issues during the audit

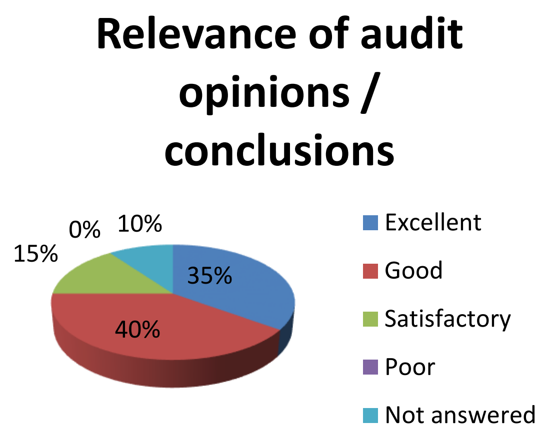


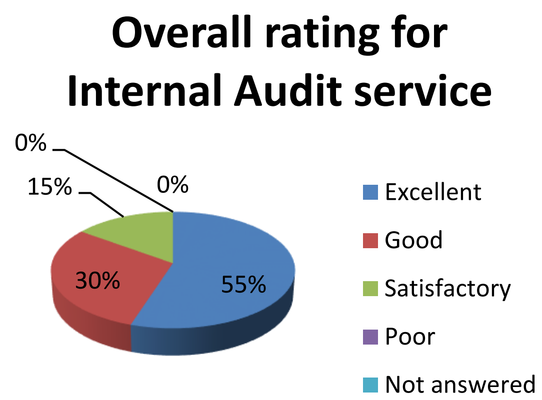
Quality of feedback at end of audit



Accuracy / format / length / style of audit report







The overall ratings in 2019 were:

	2019		2018	
Excellent	11	55%	10	45%
Good	6	30%	10	45%
Satisfactory	3	15%	1	5%
Poor	0	0%	1	5%

The feedback shows that the majority of respondents continue to value the service being delivered.

3.0 Self Assessment Checklist – 2019

CIPFA prepared a detailed checklist to enable conformance with the PSIAS and the Local Government Application Note to be assessed. The checklist was originally completed in March 2014 but has since been reviewed and updated annually. Documentary evidence is provided where current working practices are considered to fully or partially conform to the standards.

The current working practices are generally considered to be at standard. However, a few areas of non-conformance have been identified. These areas are mostly as a result of Veritau being a shared service delivering internal audit to a number of clients as well as providing other related governance services. None of the issues identified are considered to be significant and the existing arrangements are considered appropriate for the circumstances and hence require no further action.

The following areas of non-conformance remain unchanged from last year:

Conformance with Standard	**Current Position**
Does the chief executive or equivalent undertake, countersign, contribute feedback to or review the performance appraisal of the Head of Internal Audit?	The Head of Internal Audit's performance appraisal is the responsibility of the board of directors. The results of the annual customer satisfaction survey exercise are however used to inform the appraisal. See Improvement Action Plan below.
Is feedback sought from the chair of the audit committee for the Head of Internal Audit's performance appraisal?	See above
Where there have been significant additional consulting services agreed during the year that were not already included in the audit plan, was approval sought from the audit committee before the engagement was accepted?	Consultancy services are usually commissioned by the relevant client officer (generally the s151 officer). The scope (and charging arrangements) for any specific engagement will be agreed by the Head of Internal Audit and the relevant client officer. Engagements will not be accepted if there is any actual or perceived conflict of interest, or which might otherwise be detrimental to the reputation of Veritau.
Does the risk-based plan set out	Audit plans detail the work to be

Conformance with Standard	**Current Position**
the - (b) respective priorities of those pieces of audit work?	carried out and the estimated time requirement. The relative priority of each assignment will be considered before any subsequent changes are made to plans. Any significant changes to the plan will need to be discussed and agreed with the respective client officers (and reported to the audit committee).
Are consulting engagements that have been accepted included in the risk-based plan?	Consulting engagements are commissioned and agreed separately.
Does the risk-based plan include the approach to using other sources of assurance and any work that may be required to place reliance upon those sources?	Whilst reliance may be placed on other sources of assurance there is no formal process to identify and assess these sources.

4.0 External Assessment

As noted above, the PSIAS require the Head of Internal Audit to arrange for an external assessment to be conducted at least once every five years to ensure the continued application of professional standards. The assessment is intended to provide an independent and objective opinion on the quality of internal audit practices.

An external assessment of Veritau internal audit working practices was undertaken in November 2018 by the South West Audit Partnership (SWAP). SWAP is a not for profit public services company operating primarily in the South West of England. As a large shared service internal audit provider it has the relevant knowledge and expertise to undertake external inspections of other shared services and is independent of Veritau.

The assessment consisted of a review of documentary evidence, including the self-assessment, and face to face interviews with a number of senior client officers and Veritau auditors. The assessors also interviewed audit committee chairs.

A copy the external assessment report was reported to this committee on 6 February 2019.

The report concluded that Veritau internal audit activity generally conforms to the PSIAS[2] and, overall, the findings were very positive. The feedback included comments that the internal audit service was highly valued by its member councils and other clients, and that services had continued to improve since the last external assessment in 2014. However, the report did include some areas for further development. These areas, and initial draft proposed actions, are summarised below.

5.0 Improvement Action Plan

The external assessment identified a number of areas for further consideration and possible improvement. The following action plan has been developed to address these recommendations:

Assessors Recommendation	Proposed Action	Responsibility	Action By
Guidance from the IIA recommends that the Audit Committee (Board) “Meets with the Head of Internal Audit at least once a year without the presence of management.” This does not happen as a matter of course with all clients of Veritau, however, the Charter allows this to happen and all Chairs of Audit Committees feel that if they wanted such	While IIA guidance recommends this approach, there is no explicit requirement for annual meetings in the standards. And existing audit charters for each client already recognise that the Head of Internal Audit will meet with members of the relevant committee in private, as required.	NA	NA

[2] PSIAS guidance suggests a scale of three ratings, ‘generally conforms, ‘partially conforms’ and ‘does not conform’. ‘Generally conforms’ is the top rating.

Assessors Recommendation	Proposed Action	Responsibility	Action By
a meeting, it would happen. Some teams have taken a ‘purest’ approach and hold at least one meeting a year with the Audit Committee or Chair without management being present. The HoIA audit should consider if Veritau should adopt a similar approach or be satisfied that such meeting will take place should it become necessary to do so. (Attribute Standard 1111).	No formal changes to current arrangements are proposed. Although formal annual meetings will be arranged if individual committees express a preference for this arrangement.		
The self-assessment identified that Council CEO’s or Audit Committee Chairmen do not contribute to the performance appraisal of the HoIA. The responsibility for this rests with the Board of Directors, many of whom are Section 151 Officers for the representative Councils. In addition, reliance is placed on Customer Satisfaction results.	The chairman of the Veritau board will be asked to consider whether further input from client Chief Executives and Chairs of Audit Committees (or equivalent) is needed to meet the requirements of the standards.	Veritau Chair	May 2019

Assessors Recommendation	Proposed Action	Responsibility	Action By
To ensure that this is reflective of the key clients, the Chairman of the Board may want to consider the introduction of a 360-degree feedback process when assessing the HoIA’s performance. (Attribute Standard 1100).			
While the annual planning process is well documented, the self-assessment acknowledged that each piece of audit work is not prioritised. Doing so assists when decisions need to be taken on bringing in new pieces of work due to new and emerging risks. Consideration should be given to priority ranking audit work. (LGAN requirement).	All work included in annual audit plans is considered a priority for audit in the coming year. However, it is recognised that further prioritisation may support decision making, for example where changes to audit plans are required. As part of the development of audit plans for 2019/20, we will explore how audits included in each plan are given a priority rating.	Deputy Head of Internal Audit and Audit Managers	April 2019
Whilst reliance may be placed on other sources of assurance, the self-assessment brought	A review of potential sources of assurance for each client will be undertaken during	Deputy Head of Internal Audit and Audit Managers	April 2020

Assessors Recommendation	Proposed Action	Responsibility	Action By
attention to the fact that there has not been an assurance mapping exercise to determine the approach to using other sources of assurance. Completion of such an exercise would ensure that work is coordinated with other assurance bodies and limited resources are not duplicating effort. (Attribute Standard 2050).	the course of 2019/20. This will be used to assess the scope for more detailed assurance mapping at each client; and to help develop a standard approach if appropriate.		
It is clear that the actions from the last review have been completed, however, the resulting Quality Assessment Improvement Programme (QAIP) should remain a live document to demonstrate continuous improvement. While the process of the QAIP is reported to the Audit Committee annually, the report does not outline the detailed actions with SMART targets for completion. (Attribute Standard	Actions included in 2018/19 annual reports will be SMART. Progress against actions will be reported to the Veritau and VNY boards during the course of the year.	Head of Internal Audit	June 2019 (annual report)

Assessors Recommendation	Proposed Action	Responsibility	Action By
1320).			

The following areas will continue to be a priority in 2019/20:

- Further development of in-house technical IT audit expertise
- Investment in new data analytics capabilities
- Improved work scheduling, clearer prioritisation of objectives for individual assignments to enable them to be managed within budget, and better communication and agreement with clients on timescales for completion of audit work

We also plan to review the current assurance categories to ensure they remain fit for purpose.

6.0 Overall Conformance with PSIAS (Opinion of the Head of Internal Audit)

Based on the results of the quality assurance process I consider that the service generally conforms to the Public Sector Internal Audit Standards, including the *Code of Ethics* and the *Standards*.

The guidance suggests a scale of three ratings, ‘generally conforms, ‘partially conforms’ and ‘does not conform’. ‘Generally conforms’ is the top rating and means that the internal audit service has a charter, policies and processes that are judged to be in conformance to the Standards. ‘Partially conforms’ means deficiencies in practice are noted that are judged to deviate from the Standards, but these deficiencies did not preclude the internal audit service from performing its responsibilities in an acceptable manner. ‘Does not conform’ means the deficiencies in practice are judged to be so significant as to seriously impair or preclude the internal audit service from performing adequately in all or in significant areas of its responsibilities.

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Audit & Governance Committee 19 June 2019

Report of the Director of Customer & Corporate Services

Audit & Governance Committee Forward Plan to March 2020

Summary

1. This paper presents the future plan of reports expected to be presented to the Committee during the forthcoming year to February 2020.

Background

2. There are to be six fixed meetings of the Committee in a municipal year. To assist members in their work, attached as an annex is the indicative rolling forward plan for meetings up to March 2020. This may be subject to change depending on key internal control and governance developments at the time. A rolling forward plan of the Committee will be reported at every meeting reflecting any known changes.

3. One amendment has been made to the forward plan since the last version was presented to the Committee in March. The review of the constitution has now been deferred until the next meeting in July.

4. **Consultation**

5. The forward plan is subject to discussion by members at each meeting, has been discussed with the Chair of the Committee and key corporate officers.

Options

6. Not relevant for the purpose of the report.

Analysis

7. Not relevant for the purpose of the report.

Council Plan

8. This report contributes to the overall effectiveness of the council's governance and assurance arrangements contributing to an 'Effective Organisation'.

Implications

9.
(a) **Financial** - There are no implications

(b) **Human Resources (HR)** - There are no implications

(c) **Equalities** - There are no implications

(d) **Legal** - There are no implications

(e) **Crime and Disorder** - There are no implications

(f) **Information Technology (IT)** - There are no implications

(g) **Property** - There are no implications

Risk Management

10. By not complying with the requirements of this report, the council will fail to have in place adequate scrutiny of its internal control environment and governance arrangements, and it will also fail to properly comply with legislative and best practice requirements.

Recommendations

11.
(a) The Committee's forward plan for the period up to March 2020 be noted.

Reason: To ensure the Committee receives regular reports in accordance with the functions of an effective audit committee.

(b) Members identify any further items they wish to add to the Forward Plan.

Reason: To ensure the Committee can seek assurances on any aspect of the council's internal control environment in accordance with its roles and responsibilities.

Contact Details

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	Report Approved ✓ **Date** 11/6/19

Specialist Implications Officers

None

Wards Affected: Not applicable **All** ☐

For further information please contact the author of the report

Background Papers:
None

Annex
Annex A - Audit & Governance Committee Forward Plan to March 2020

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Audit & Governance Committee Draft Forward Plan to March 2020

Training/briefing events will be held at appropriate points in the year to support members in their role on the Committee.

Item	Lead officers	Other contributing Organisations	Scope
Committee July 2019			
Mazars Audit Completion Report	Mazars – Mark Kirkham, Mark Dalton		Report from the Councils external auditors setting out the findings of the 2018/19 Audit.
Final Statement of Accounts 2018/19	CYC Debbie Mitchell/ Emma Audrain		To present the final audited Statement of Accounts following the 2018/19 Audit.
Key Corporate Risks Monitor	CYC Sarah Kirby		
Information Governance & Complaints	CYC Lorraine Lunt		To provide Members with an update on current information governance issues.
Review of the effectiveness of the Audit & Governance Committee	Veritau – Max Thomas/ Richard Smith		Review of the effectiveness of committee - committee to determine approach.
Review of the constitution	CYC Suzan Harrington		Update on the review of the constitution
Committee September 2019			
Mazars Annual Audit Letter	Mazars – Mark Kirkham, Mark Dalton		Report from the Councils external auditors setting out the findings of the 2018/19 Audit.

Key Corporate Risks Monitor	CYC Sarah Kirby		Update on Key Corporate Risks (KCRs) including: KCR 8 - LOCAL PLAN: Failure to develop a Local Plan could result in York losing its power to make planning decisions and potential loss of funding
Internal Audit Follow up of Audit Recommendations Report	Veritau – Max Thomas/ Richard Smith		This is the regular six monthly report to the committee setting out progress made by council departments in implementing actions agreed as part of internal audit work
Internal Audit & Fraud Plan Progress Report	Veritau – Max Thomas/ Richard Smith		An update on progress made in delivering the internal audit work plan for 2019/20 and on current counter fraud activity
Information Governance & Complaints	CYC Lorraine Lunt		To provide Members with an update on current information governance issues.
Committee December 2019			
Key Corporate Risks Monitor	CYC Sarah Kirby		Update on Key Corporate Risks (KCRs) including: KCR 9 - COMMUNITIES: Failure to ensure we have resilient, cohesive, communities who are empowered and able to shape and deliver services.
Mazars Audit Progress Report	Mazars – Mark Dalton/ Mark Kirkham		To present a report summarising the outcome of the 2018/19 audit and work on the value for money conclusion.
Treasury Management Mid year review 19/20 and review of prudential indicators	CYC Debbie Mitchell		To provide an update on treasury management activity for the first six months of 2019/20
Internal Audit & Fraud progress report	Veritau – Max Thomas/ Richard Smith		An update on progress made in delivering the internal audit work plan for 2019/20 and on current counter fraud activity
Information Governance & Complaints	CYC Lorraine Lunt		To provide Members with an update on current information governance issues.

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Committee February 2020			
Scrutiny of the Treasury Management strategy statement and Prudential indicators	CYC Debbie Mitchell		To provide an update on treasury management activity for the first six months of 2018/19
Mazars Audit Progress Report	Mazars – Mark Dalton/ Mark Kirkham		To present a report summarising the outcome of the 2017/18 audit and work on the value for money conclusion.
Counter Fraud: Risk Assessment & Review of policies	Veritau – Max Thomas/ Richard Smith		An update to the committee on counter fraud arrangements and action taken as part of the counter fraud strategy. To include a review of the fraud risk assessment and any updates to the counter fraud strategy and policy.
Audit & Counter Fraud Plan & Consultation	Veritau – Max Thomas/ Richard Smith		Consultation with the committee on its priorities for internal audit and counter fraud work for 2019/20.
Information Governance & Complaints	CYC Lorraine Lunt		To provide Members with an update on current information governance issues.
Committee March 2020			
Key Corporate Risks Monitor	CYC Sarah Kirby		Update on Key Corporate Risks (KCRs) including: KCR 10
Mazars Audit Progress Report	Mazars – Mark Kirkham, Mark Dalton		To present a report summarising the outcome of the 2018/19 audit and work on the value for money conclusion.
Internal Audit Follow up of Audit Recommendations Report	Veritau – Max Thomas/ Richard Smith		This is the regular six monthly report to the committee setting out progress made by council departments in implementing actions agreed as part of internal audit work
Internal Audit & Fraud Plan Progress Report	Veritau – Max Thomas/ Richard Smith		An update on progress made in delivering the internal audit work plan for 2018/19 and on current counter fraud activity
Approval of Internal Audit	Veritau –		

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Plan	Max Thomas/ Richard Smith		
Information Governance & Complaints	CYC Lorraine Lunt		To provide Members with an update on current information governance issues.
Other Items to be brought to the Committee - date			