

Notice of a public meeting of

Audit & Governance Committee

To:	Councillors Potter (Chair), Brooks (Vice-Chair), Ayre, Barnes, Fraser, Gunnell, Wiseman and Mr Whiteley (Co-opted Non-Statutory Member)
Date:	Wednesday, 30 July 2014
Time:	6.15 pm
Venue:	The George Hudson Board Room - 1st Floor West Offices (F045)

AGENDA

1. **Declarations of Interest**

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 may 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 and Governance Committee held on 25 June 2014.

3. Public Participation

At this point in the meeting members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Committee's remit can do so. The deadline for registering is **5:00 pm on Tuesday 29 July 2014**.

Filming, Recording or Webcasting Meetings

Please note this meeting will be filmed and webcast and that includes any registered public speakers, who have given their permission. This broadcast can be viewed at <http://www.york.gov.uk/webcasts>.

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/downloads/download/3130/protocol_for_webcasting_filming_and_recording_of_council_meetings

4. Forward Plan (Pages 9 - 16)

This paper presents the future plan of reports expected to be presented to the Committee during the forthcoming year to June 2015.

5. Draft Statement of Accounts 2013/14 (Pages 17 - 180)

The purpose of this report is to present for information the draft Statement of Accounts for 2013/14 before they are audited. A short presentation will be given on the draft Statement of Accounts.

- 6. Mazars Audit Progress Report** (Pages 181 - 212)
The purpose of this report is to update Members on the progress made by Mazars in meeting its responsibilities as external auditor. The paper also includes key emerging national issues and developments which may be of interest to the Committee.
- 7. Scrutiny of the Treasury Management Annual Report 2013/14 and Review of Prudential Indicators** (Pages 213 - 228)
The purpose of this report is to review the Treasury Management Annual Report and Review of Prudential Indicators.
- 8. Progress Report by Adult Social Care** (Pages 229 - 238)
This report presents the Action Plan that has been formulated to address recommendations to assist Adult Social Care to respond more effectively and quickly to the challenges posed by continuing demographic growth and financial constraints.
- 9. Urgent Business**
Any other business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officer:

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

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

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	25 June 2014
Present	Councillors Potter (Chair), Brooks (Vice-Chair), Fraser, Gunnell, Wiseman, Hodgson (Substitute for Councillor Barnes), Reid (Substitute for Councillor Ayre) and Mr Whiteley (co-opted non-statutory member)
Apologies	Councillors Ayre and Barnes

Part A - Matters dealt with under delegated powers

1. 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 Potter declared a personal, non-prejudicial interest in the agenda item "Draft Revised Financial Regulations" (minute 13 refers), as she had served on the Loans and Grants Scrutiny Review Task Group which had recommended some of the changes to the Financial Regulations.

2. Minutes

Resolved: That the minutes of the meeting of 16 April 2014 be approved and signed by the Chair as a correct record subject to Councillor Hodgson being recorded as present as a substitute for Councillor Watson.

3. Public Participation

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

Ms Gwen Swinburn requested an opportunity to meet to discuss various matters within the remit of the Audit and Governance Committee. She stated that, in her opinion, the information presented to the committee regarding democratic governance within the Authority was unrealistic. She also requested citizen

involvement in the review of the Council's Constitution. Ms Swinburn expressed her appreciation that the external auditors had looked into issues which had been raised by citizens.

4. Forward Plan

Consideration was given to a paper which presented the future plan of reports expected to be presented to the committee during the forthcoming year to April 2015.

Members were asked to identify any further items they wished to see added to the Forward Plan.

The Chair expressed concern that the review of scrutiny arrangements had been deferred to the meeting on 24 September 2014. Officers confirmed that a consultation report had been issued to Group Leaders and their feedback was awaited. The Chair stated that she would seek to progress this matter by emailing Group Leaders following the meeting.

Resolved: That the committee's Forward Plan for the period to April 2015 be approved.

Reason: To ensure the committee receives regular reports in accordance with the functions of an effective audit committee and can seek assurances on any aspect of the Council's internal control environment in accordance with its roles and responsibilities.

5. Draft Annual Governance Statement

Members considered the draft Annual Governance Statement. It was noted that there would be a further opportunity for input from the Committee prior to the Committee being asked to endorse the Statement at its meeting in September 2014.

Members' attention was drawn to the significant issues and the emerging issues, as detailed on pages 24 to 27 of the Statement.

Members noted the major areas identified as requiring focus by the Committee in the next twelve months and supported their inclusion in the Committee's Work Plan.

Officers responded to questions from Members, including detailing the arrangements that were in place in respect of information security.

Members requested that the penultimate paragraph of page 17 be amended to read... "The council implemented new scrutiny arrangements during 2009/10 and continues to seek to develop *and improve* these arrangements".

- Resolved:
- (i) That the draft Annual Governance Statement be received.
 - (ii) That the Committee's work plan be updated to include reports on the issues identified in the Annual Governance Statement including:
 - Adult Social Care Progress report (this report to be given priority on the work plan)
 - Absence Management
 - Information Governance Update
 - Partnership Governance
 - (iii) That a training session on information security be included in the Committee's training programme.

Action Required

1. Update Committee's Work Plan

EA

6. Annual Report of the Audit and Governance Committee

Members considered the draft annual report of the Audit and Governance Committee for the year ended 16 April 2014, prior to its submission to Full Council.

Resolved: That the annual report of the Audit and Governance Committee be approved and forwarded 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.

7. Mazars' Audit Progress Report

Members considered a report which provided an update on Mazars' progress in meeting its responsibilities as City of York Council's external auditor. It also included key emerging national issues and developments.

Attention was drawn to an additional risk which had been identified in relation to the Value For Money conclusion. This related to Adult Social Care. A report on this issue would be presented to the Committee.

Resolved: That the report be noted.

Reason: To ensure that the committee is kept updated on the work of the external auditors.

8. Annual Report of the Head of Internal Audit

Members considered a report which summarised the outcome of audit and fraud work undertaken in 2013/14 and provided an opinion on the overall adequacy and effectiveness of the council's internal control arrangements.

Members' attention was drawn to paragraph 14 of the report which detailed the significant control issues which had been considered relevant to the preparation of the 2013/14 Annual Governance Statement.

- Resolved:
- (i) That the results of audit and counter fraud work undertaken in 2013/14 be noted.
 - (ii) That the opinion of the Head of Internal Audit on the adequacy and effectiveness of the council's internal control environment be noted.
 - (iii) That the outcome of the Quality Assurance and Improvement Programme and the confirmation that the internal audit service conformed with Public Sector Internal Audit Standards be noted.

- (iv) That the significant control weaknesses identified during the year which are relevant to the preparation of the Annual Governance Statement be noted.

- Reasons:
- (i) To enable Members to consider the implications of audit and counter fraud work findings.
 - (ii) To enable Members to consider the implications of audit and counter fraud findings.
 - (iii) To enable Members to consider the opinion of the Head of Internal Audit.
 - (iv) To enable the Annual Governance Statement to be prepared.

9. Audit and Governance Committee Effectiveness - Action Plan Update

[See also Part B minute]

Members considered a report which provided details of the progress made to address the remaining outstanding items included in the effectiveness action plan. Members were also asked to consider some limited changes to the committee's Terms of Reference prior to their consideration by Full Council.

Members were informed that arrangements were being made to appoint a second independent member to the committee. The recruitment was being carried out jointly with North Yorkshire County Council.

- Resolved:
- (i) That the progress made to address the outstanding items included in the effectiveness action plan be noted.
 - (ii) That it be recommended to Full Council that the proposed changes to the terms of reference of the Audit and Governance Committee (as set out in Annex 2 of the report) be approved.

- Reasons: (i) To ensure that the Audit and Governance Committee remains effective.
- (ii) To ensure that the Audit and Governance Committee continues to operate effectively and in accordance with recommended best practice.

10. Information Governance Strategy Update

Members considered a report that provided an update on information governance developments, including Data Protection and Freedom of Information matters.

Details were given of the processes that had been put in place to improve the response rate to Freedom of Information requests.

Members requested that future reports include details of the number of staff hours spent dealing with Freedom of Information requests and the costs involved.¹

- Resolved: (i) That the Information Governance and Data Protection update be noted.
- (ii) That the Freedom of Information update be noted.

- Reasons: (i) To ensure that the Council meets the requirements of Data Protection legislation, is able to ensure security of key personal data and is able to continue to work effectively with partner organisations.
- (ii) To ensure the Council meets the requirements of Freedom of Information legislation and is open and transparent in its publishing of information.

Action Required

1. Include this information when report next presented to committee PS

11. Updating the Constitution

Members considered a report that provided an update on progress towards a complete revision of the Constitution.

Members were informed of the “Openness of Local Government Bodies Regulations” which had been issued as draft legislation. Once the legislation came into force a report would be presented to the Committee detailing the implications¹.

Members stated that they would wish to see the review of the Constitution completed by the end of the civic year.

Resolved: That the progress made to prepare a revised Constitution be noted.

Reason: To allow the Audit and Governance Committee to monitor progress.

Action Required

1. Include on Committee's Work Plan for September EA

12. Democratic Governance Audit

Members considered a report that advised on the Council's response to a recent internal audit report in relation to democratic governance. Officers highlighted ways in which the recommendations in the report were being addressed. Members requested that copies of the internal audit report be forwarded to them.¹

Resolved: That the progress made in response to the audit recommendations be noted.

Reason: To allow the Audit and Governance Committee to monitor progress.

Action Required

1. Circulate audit report JC

Part B - Matters referred to Council

13. Draft Revised Financial Regulations

Members considered a report which presented the draft revised Financial Regulations. Members were asked to comment on the regulations prior to them being presented to Full Council for consideration. Officers gave details of the proposed changes and the reasons for these.

Members agreed that the word “solely” should be deleted from paragraph 38.

Recommend: That the amendments to the Financial Regulations, as set out at paragraphs 5, 6, 7, 8 and Annex A of the report be approved subject to the deletion of the word “solely” from paragraph 38.

Reason: The revised draft Financial Regulations are appropriate in maintaining the integrity of the Council’s financial arrangements.

14. Audit and Governance Committee Effectiveness - Action Plan Update

[See also Part A minute]

Members were asked to consider some limited changes to the committee’s Terms of Reference prior to their approval by Full Council.

Recommend: That the proposed changes to the terms of reference of the Audit and Governance Committee (as set out in Annex 2 of the report) be approved.

Reason: To ensure that the Audit and Governance Committee continues to operate effectively and in accordance with recommended best practice.

Councillor Potter, Chair

[The meeting started at 5.30 pm and finished at 7.30 pm].



Audit and Governance Committee30th July 2014

Report of the Director of CBSS

Audit & Governance Committee Forward Plan to June 2015**Summary**

1. This paper presents the future plan of reports expected to be presented to the Committee during the forthcoming year to June 2015.

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 to June 2015. 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. There have been a number of amendments made to the Forward plan since the previous version was presented to the Committee in June 2014. The main changes have been the addition of various reports to the Forward Plan as highlighted in the Annual Governance Statement presented to the Committee in June.
4. An update report on Adult Social Care has been added to the Agenda for September.
5. Three reports have been added to the Agenda for December, including, an information Governance report; Information Security report; Absence Management Update Report, and Partnership Governance Report.
6. Two reports have been added to the Committees Agenda for February 2015, including a Business Continuity Update Report and a Project management Report.

7. Finally, the Key Corporate Risk Monitor Report for quarter 1 has been deferred until September.

Consultation

8. 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

9. Not relevant for the purpose of the report.

Analysis

10. Not relevant for the purpose of the report.

Council Plan

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

Implications

12.
 - (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

13. 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

14.
(a) The Committee's Forward Plan for the period up to June 2015 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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Ian Floyd
Director of CBSS
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**Report
Approved**



Date 30/07//2014

Specialist Implications Officers

Head of Civic, Democratic & Legal Services

Wards Affected: Not applicable

All

For further information please contact the author of the report

Background Papers:

None

Annex

Audit & Governance Committee Forward Plan to June 2015

Audit & Governance Committee Draft Forward Plan to June 2015

Training/briefing events will be held at appropriate points in the year to support members in their role on the Committee.

- **Committee 24 September 2014**

Final Statement of Accounts 2013/14

Mazars Audit Completion report 2013/14

Adult Social Care Report

Key Corporate Risk Monitor Quarters 1& 2 (Including directorate risks)

Follow up of Internal & External Audit Recommendations

Internal Audit & Fraud Plan Progress Report

Review of Scrutiny Arrangements

Report on Council Procedure Rules

Changes to the Constitution (if any)

- **Committee 10th December 2014**

Mazars Annual Audit Letter 2013/14

Mazars Audit Progress Report

Treasury Management mid year review report 14/15 and review of prudential indicators

Key Corporate Risk Monitor Quarter 3 (Including directorate risks)

Internal Audit & Fraud Plan Progress Report

Information Governance update Report

Information Security update Report

Absence Management update Report

Partnership Governance update Report

Changes to the Constitution (if any)

- **Committee 11th February 2015**

Key Corporate Risk Monitor Quarter 4 (Including directorate risks)

Scrutiny of the Treasury Management strategy statement and Prudential indicators

Business Continuity Report

Project Management Report

Counter Fraud: Risk Assessment and review of policies

Internal Audit Plan Consultation

External Audit Reports as appropriate

Changes to the Constitution (if any)

- **Committee 15th April 2015**

Approval of Internal Audit Plan

Internal Audit & Fraud Plan Progress Report

Follow up of Audit Recommendations

Information Governance Annual Report

Audit Commission reports as per agreed Audit & Inspection plan

Changes to the Constitution (if any)

- **Committee June 2015**

Draft Annual Governance Statement

Annual Report of the Audit & Governance Committee

Mazars Audit Progress report

Annual Report of the Head of Internal Audit

Changes to the Constitution (if any)

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Audit & Governance**30th July 2014**

Report of the Cabinet Member for Finance, Performance and Customer Services

Statement of Accounts 2013/14**Summary**

1. The purpose of this report is to present for information the draft Statement of Accounts for 2013/14 before they are audited.

Background

2. 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 30th June and the audited accounts will be brought back to this Committee for approval on behalf of the Council.
3. Following the authorisation of the Chief Finance Officer on 30th June the accounts have been available for public inspection since 28th July and will continue to be available for 20 working days, with 26th August being the date on or after which local government electors for the area may 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 September.
4. The pre-audit Statement of Accounts 2013/14 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.
5. The following key issues are highlighted for information

- a. There have been several significant changes in relation to the international accounting standard (IAS) 19 Employee Benefits. This has resulted in changes to accounting treatment for financial years starting on or after 1 January 2013, however there is no impact on the Balance Sheet. Full details are provided in Note 55 to the Final Accounts.
- b. Useable reserves increased from £60m at the end of 2012/13 to £91.8m at the end of 2013/14. Whilst this includes a small increase in general reserves as agreed in the Budget Strategy, the increase is primarily due to the Housing Revenue Account Investment Reserve and developer contributions.
- c. Cash and cash equivalents shown on the balance sheet have increased by c£26m following the increases outlined in point b above.
- d. 2013/14 is the first year of the Business Rates retention scheme which aims to give Councils a greater incentive to grow businesses but also increases the financial risk due to volatility and non- collection of rates. Instead of paying to a central pool, local authorities retain a proportion of the collectable rates due. In the case of York the local share is 49% and the remainder is distributed 50% to Central Government and 1% to North Yorkshire Fire and Rescue Authority (NYFRA).
- e. 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 (VOA) and hence business rates outstanding as at 31 March 2014. Within the draft pre-audit accounts a provision of £12.1m has been made for these amounts. This is the first year of the provision.
- f. Public Health transferred from the Health Service has been included in the Council's accounts for the first time. Additional disclosures have been made to reflect the small number of staff transferring into the council with a National Health Service pension.

Options

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

Corporate Priorities

7. 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 30 September 2013.

Implications

8. The implications are
 - Financial – The Statement of Accounts show that for 2013/14 there is a provisional under spend of £314k. The full details of the outturn position were reported to Cabinet on 1st July.
 - 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

9. 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

10. 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.
11. 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.

Recommendations

12. It is recommended that the Audit & Governance Committee notes;
- a. the draft pre-audit Statement of Accounts for the financial year ended 31 March 2014 and
 - b. the annual governance statement contained within the accounts

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

Contact Details

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Chief Officer responsible for the report:

Ian Floyd
Director of Customer and Business Support
Services

Report approved Date 17 July 2014

Specialist Implications Officer(s) None

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

For further information please contact the author of this report

Annexes

- A – Explanation of core statements
- B – Draft Statement of Accounts 2013/14

Abbreviations:

- IFRS – International Financial Reporting Standards
- CIPFA – Chartered Institute of Public Finance and Accountancy
- IAS - International Accounting Standard
- NYFRA - North Yorkshire Fire and Rescue Authority
- VOA - Valuation Office Agency

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

Foreword

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. York has never had a qualification to its audit certificate. This will be inserted into the Statement of Accounts for approval by Members of Audit & Governance Committee at the end of September every year.

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 & Business Support services). It is where the certificate has to be signed by the Director of CBSS to authorise the draft pre-audit Statement of Accounts on 30 June each year, 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 preparation of the accounts. It 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 revaluationIn 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 monies have been distributed to the Council, North Yorkshire Police Authority, North Yorkshire Fire and Rescue Authority, and parish councils.

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**Annual Financial Report
2013/14**

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EXPLANATORY FOREWORD**1. INTRODUCTION**

The purpose of the foreword is to provide an easily understandable guide to the most significant matters reported in City of York Council's accounts. The pages which follow are the Council's final accounts for the year ending 31 March 2014 with notes to give further details of the key figures. A summary of the purpose of each statement and an overview of the Council's financial position is shown in this section.

Statement of Responsibilities

This statement explains the differing responsibilities of the Council and the Director of Customer and Business Support 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 international financial reporting standards (IFRS), 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. The surplus or (deficit) on the provision of services line shows the true economic cost of providing the Council's services, more details of which are shown in the Comprehensive Income and Expenditure Statement. These are different from the statutory amounts required to be charged to the General Fund Balance and the Housing Revenue Account for council tax setting and dwellings rent setting purposes. The 'Net increase/decrease before transfers to earmarked reserves' line shows the statutory General Fund Balance and Housing Revenue Account Balance before any discretionary transfers to or from earmarked reserves undertaken by the Council.

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. Reserves are reported in two categories. The first category of reserves are usable reserves, i.e. those reserves that the Council may use to provide services, subject to the need to maintain a prudent level of reserves and any statutory limitations on their use (for example the Capital Receipts Reserve may only be used to fund capital expenditure or repay debt). The second category of reserves is those that the Council is not able to use to provide services. This category of reserves includes reserves that hold unrealised gains and losses and reserves that hold timing differences shown in the Movement in Reserves Statement line 'Adjustments between accounting basis and funding basis under regulations'.

Cash Flow Statement

This statement shows the changes in cash and cash equivalents of the Council during the reporting period. The statement shows how the Council generates and uses cash and cash equivalents by classifying cash flows as operating, investing and financing activities. The amount of net cash flows arising from operating activities is a key indicator of the extent to which the operations of the Council are funded by way of taxation and grant income or from the recipients of services provided by the

EXPLANATORY FOREWORD

Council. Investing activities represent the extent to which cash outflows have been made for resources which are intended to contribute to the Council's future service delivery. Cash flows arising from financing activities are useful in predicting claims on future cash flows by providers of capital (i.e. borrowing) to the Council.

Statement of Accounting Policies

This details the legislation and principles that are used in compiling the figures in the accounts. The accounts can be understood better if the policies followed in dealing with material items are explained.

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. 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 of which rents are raised, is shown in the Movement on the HRA Statement.

Movement in Housing Revenue Account Reserve

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

This fund is an agent's statement that reflects the statutory obligation for billing authorities (i.e. City of York Council) 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, North Yorkshire Police Council, North Yorkshire Fire and Rescue Council, parish councils and central government of council tax and national non-domestic rates.

Glossary

This is included to explain the technical terms used in the Accounts.

2. STRUCTURE OF THE COUNCIL'S ACCOUNTS

The Council has to manage spending on services within a statutory framework, making sure that spending keeps within cash-limited budgets. This requires keeping:

- A General Fund to account for day-to-day spending on most Council services.
- A separate Housing Revenue Account.
- A separate Collection Fund Account.
- A capital programme to account for investment in assets needed for the delivery of Council services.

The way each of these is funded is also different:

- General Fund services are paid for from government grant, council tax and service charges.
- Housing income comes from housing rents.
- The Collection Fund is financed by income from taxpayers.
- The capital programme is funded in various ways including long-term borrowing, external finance, capital receipts from the sale of Council assets and from revenue.

EXPLANATORY FOREWORD

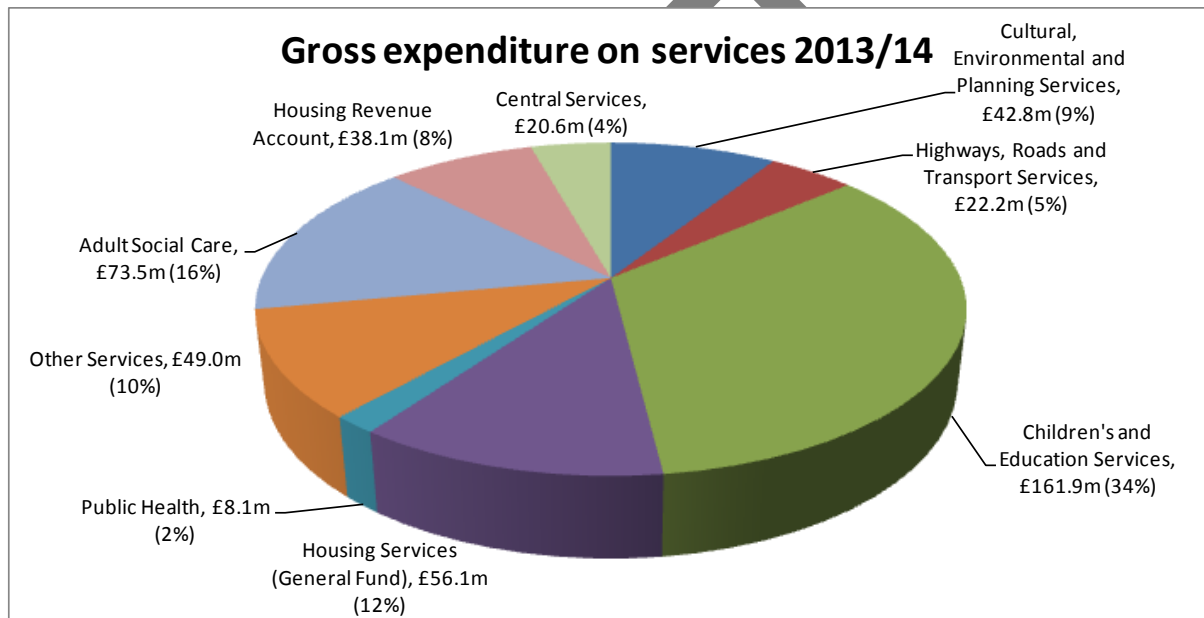
3. REVIEW OF THE COUNCIL'S FINANCIAL POSITION

Despite continuing pressures on public sector expenditure the Council has been able to maintain good financial health, increasing the level of reserves and under spending by £314k in 2013/14.

The Council's General Fund budget for its own net expenditure was set at £127.8m. To this sum the parish precepts added a further £0.6m. Included within the 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 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 to ensure that spending has remained within budget across the Council. Full details on the individual service areas position for 2013/14 were reported to Cabinet in July 2014.

The Council's gross expenditure on services, as shown on the Income and Expenditure Account, was £472.3m and the following diagram shows this on a service by service basis:

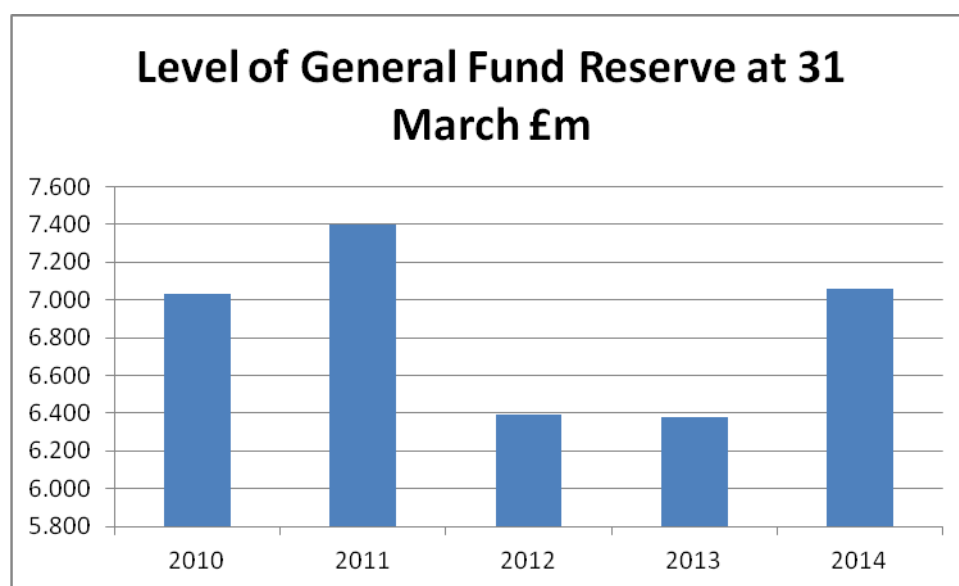


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Reserves

At the end of the financial year 2013/14 the useable reserves stood at £91.8m, compared to £60.0m at the end of 2012/13. This increase is primarily due to developer contributions and the HRA investment reserve. Useable reserves also include the Council's General Fund balance of £11.4m, of which individual school balances account for £4.3m. In compliance with the Education Reform Act 1988, individual school balances will be carried forward into 2014/15.

The General Fund reserve is carefully monitored to ensure that it is maintained at a minimum prudent level to cover any unforeseen circumstances given the size of the Council's budget. The graph below shows the level of the general fund reserve (excluding the schools' accumulated reserves which are not available for any other use) over the last five years.



As part of setting the annual budget, the Director of Customer and Business Support Services undertakes a risk assessment to calculate a minimum level for the General Fund reserve, and this was incorporated into the Council budget reports. For 2013/14, this was a recommended level of £6.4m and the outturn position was £7m.

In order to provide a sound financial platform for the authority, and ensure it continues to maintain its overall financial health and is able to deal with any unforeseen events effectively it is considered that £7m remains a prudent amount to retain as General Fund reserves. The financial strategy assumes contributions over the coming years to increase reserves, to ensure that the Council is able to meet the significant financial challenges it faces in coming years.

4. HOUSING REVENUE ACCOUNT (HRA)

The Local Government and Housing Act 1989 introduced many changes to the funding of the HRA and set the framework for ring-fencing the HRA, preventing the subsidisation of rents from the general income of the Council.

From 1 April 2001 the Council has been required to have both a business plan in place under the HRA Resource Accounting regulations and to report the HRA transactions in a specified format. The main objectives of this format are to encourage a more efficient use of housing assets, increase the transparency of the HRA and assist the Council to plan its housing strategy. This system ensures consistency with central government resource accounting structures and also promotes comparability between Councils.

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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.

When the 2013/14 revenue estimates were approved, rents were increased by an average of £3.14 per week or 4.36%, in accordance with rent restructuring policy.

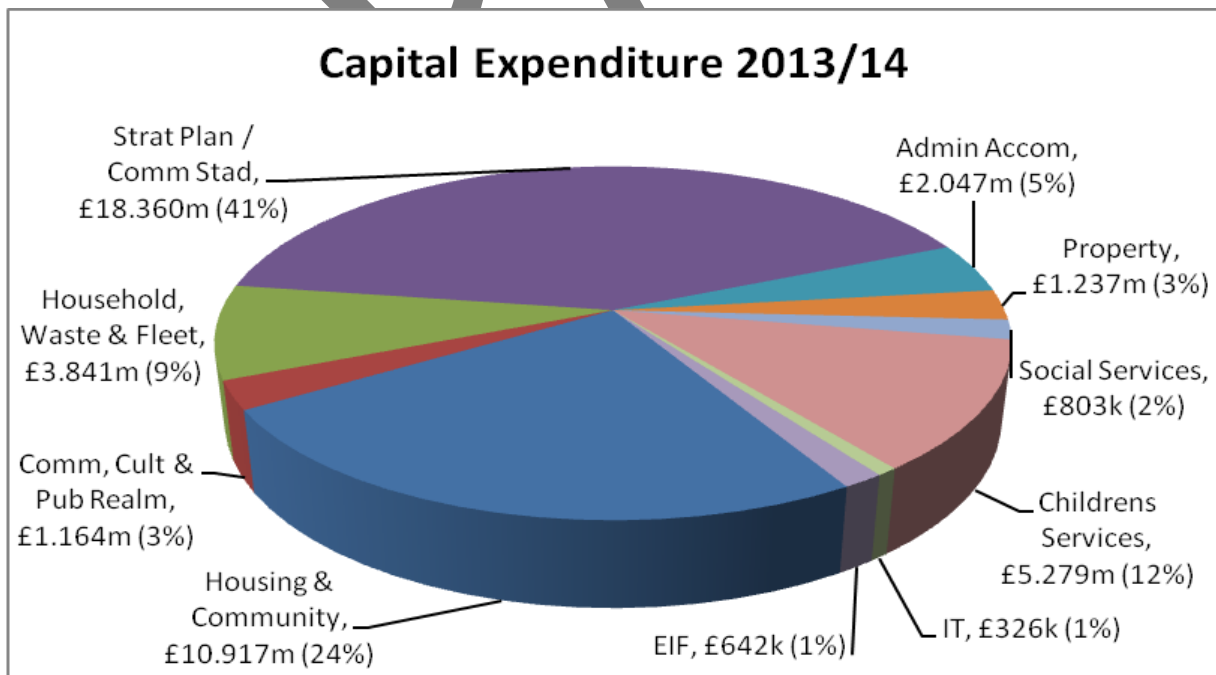
The final outturn is a surplus on the HRA of £12.113m at the year-end (£12.730m at 1st April 2013), which is an increase of £31k from that originally budgeted for.

5. COLLECTION FUND

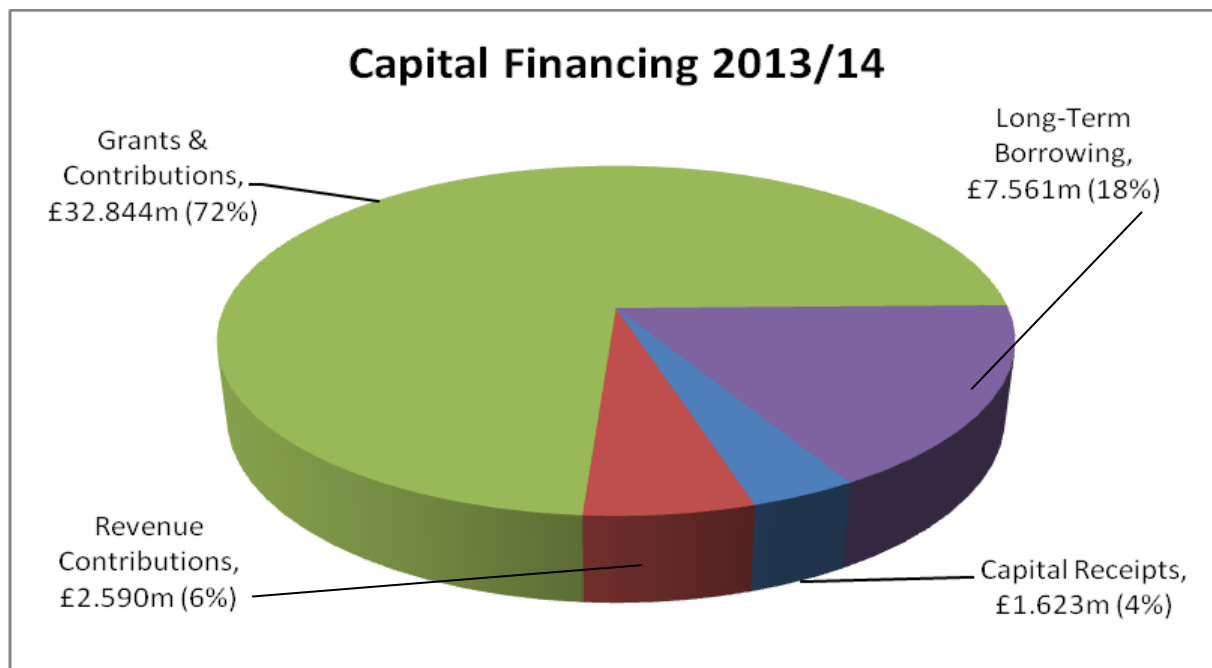
As outlined in the introduction, the Collection Fund is an agents statement. The account shows a surplus on Council Tax and a deficit on Business Rates at 31 March 2014. This deficit is due to the requirement to make a provision for backdated business rate appeals and will broadly be resolved over the coming years. 97.6% of the total sum collectable for 2013/14 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 98.0% of the 2013/14 bills.

6. CAPITAL EXPENDITURE

The original gross expenditure budget was £66.844m (2012/13 £76.112m), however, due to re-programming some of the work, the final budget was £43.560m (2012/13 £57.281m). Total expenditure on capital schemes in 2013/14 was £44.618m gross (2012/13 £46.476m). An analysis of where the money was spent in 2013/14 is shown diagrammatically below:



An analysis of the sources of funding is shown diagrammatically below:



The Council maintains a wide-ranging capital programme containing (including in year spend) initiatives such as:

- The delivery of the Local Transport Plan £1.914m
- The modernisation and repairs to Council properties £9.971m
- Improvements to schools and devolved capital works on a variety of schools £5.279m
- The resurfacing and refurbishment of the Council's roads £2.404m
- The investment in the fleet of refuse collection vehicles of £1.202m
- Work on Access York new Park and Ride sites and highways remodelling of £14.364m

7. BORROWING FACILITIES AND CAPITAL BORROWING

The ability to borrow is governed by the Local Government (Prudential Code for Capital Finance in Local Authorities) Act 2003. Under the Prudential Code local authorities are able to borrow for capital purposes provided that it is prudent, affordable and sustainable within the Prudential Indicators approved by the Council at its meeting during the annual budget process.

The two key indicators in respect of capital borrowing are the authorised limit and the operational boundary. The authorised limit is the level of external debt which cannot be breached under any circumstances. The operational boundary is a measure of the most money the Council would normally borrow at any time during the year. It may be exceeded temporarily, but a regular pattern of borrowing above this level should be avoided.

In February 2013, Budget Council approved indicators for both the authorised limit and the operational boundary. During the year an amendment was agreed to the level of the authorised limit in line with reports to Members. Both authorisations are set out below:

	Opening Limits £000's	Closing Limits £000's
Authorised Limit	357,900	351,274
Operational Boundary	327,900	321,274
Long Term Debt	258,615	258,615

EXPLANATORY FOREWORD

Although the Council may borrow from a variety of financial institutions, the majority of its long-term debt is borrowed from the Public Works Loan Board (PWLB). During 2013/14 the Council's long-term borrowing movements was as follows:

	2013/14 £000's	2012/13 £000's
Opening Borrowing at 1 April	261,425	262,492
Reversal of Interest Owed & Adj Carry Value 2010/11	(2,809)	(877)
Borrowing to fund capital schemes	0	-
Interest Owed on Long Term Debt at 31st March	1,849	3,798
Adjusted Carry Value of Loans due Debt Restructure	(951)	(989)
Loans maturing in the year	-	(3,000)
Closing Borrowing at 31 March	259,514	261,425
Authorised Limit for year	351,274	357,900
Operational Boundary for year	321,274	327,900

The closing borrowing figure of £259.514 m 13/14 (£261.425 m 12/13) is different to note 16 borrowings figure of £259.617m (£262.765 12/13) by £103k, as the former does not include the Coppergate Bond of £2k and the loan to Veritau of £101k.

No PWLB debt was repaid in year and the Council did not draw down any new debt in 13/14. In total at 31 March 2013 the Council's adjusted debt was £259.914 m (2012/13 £261.425m). Consequently, the Council did not exceed either the authorised limit of £351.274m or the operational boundary of £321.274m. The average rate of interest on all long-term loans at 1 April 2013 was 3.872% and at 31 March 2014 was 3.872%.

8. CHANGES IN ACCOUNTING POLICIES

Several changes in accounting policies have been introduced for the 2013/14 Accounts. These changes are reflected in the 2013/14 Statement of Accounting Policies.

Pensions: IAS 19 Employee Benefits

The accounting policy has been updated to incorporate changes to the definition and terminology of various Employee Pension Benefits defined under IAS 19. These changes do not impact on the value of assets and liabilities recorded in the Balance Sheet. Details on prior period adjustments made to the Comprehensive Income and Expenditure Statement, Movement in Reserves and Cash flow Statement to reflect the impact of this change in 2012/13 can be found at note 55.

Landfill Allowances

The accounting policy associated with the Landfill Allowance Trading Scheme has been removed for 2013/14 as this trading scheme in relation to Waste Disposal Authorities such ended in 2012/13.

EXPLANATORY FOREWORD

Presentation of Financial Statements

Following changes to IAS 19 presentational changes have been made to the grouping and classification of items presented in the "Other Comprehensive Income" section of the Comprehensive Income and Expenditure Statement.

Council Tax and Non-Domestic Rates (NDR) Income

The accounting policy has been expanded to reflect the introduction of the business rates retention scheme which has resulted in changes to how NDR is collected, allocated and retained locally. Under the new NDR arrangements from 1st April 2013, NDR income included in the Comprehensive Income and Expenditure Statement represents the accrued NDR income in the financial year.

9. SIGNIFICANT POINTS TO NOTE IN RESPECT OF THE BALANCE SHEET

In 2013/14, there was a significant reduction in the Council's share of the North Yorkshire Pension Fund deficit. This was due to very favourable investment returns earned in the year and the effect of changes in actuarial assumptions.

There has been a significant increase in the cash and cash equivalents value during 2013/14 by £27.526m. The increase reflects the early receipt of a variety of grants and contributions ahead of their profiled spend dates thus creating a temporary cash surplus.

Depreciation in 2013/14 was £23.192m (12/13 £22.065m), overall revaluation loss of £6.863m (12/13 revaluation loss £19.948m) and capital expenditure contributing to the asset value by £44.618m (12/13 £46.476m).

10. FUTURE DEVELOPMENTS

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. The Council is however facing significant risks and pressures over the medium term and these are identified in the following key financial challenges:

Continuing Reductions in Funding from Central Government

It is almost certain that there will be further reductions in government funding, and the major challenge facing the council in coming years will be to secure further savings and for cost pressures to be managed 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.

Economic Downturn***This includes:***

- Pressures resulting from the impact on the performance of the Council's investments, an area which has traditionally provided strong support to the revenue budget
- higher demands for services as the economic situation directly impacts on Citizens and business

EXPLANATORY FOREWORD

Waste Management

This will be an area of significant cost pressure over the coming years as the Council manages the increases in Landfill Tax and the introduction of limits on Landfill Allowances.

Service Pressures

Increasing demands for services to the elderly, together with care services for both adults and children, continue to create financial pressures that the Council need to effectively manage as part of the financial planning process.

Pension Fund Deficit

Whilst the most recent triennial valuation maintained the same level of employers' contributions, the impact of the global financial problems on the investment returns of the Pension Fund continues. Any future increases in contribution rates will impact adversely on the Council's revenue budget.

Capital Programme

As a result of declining levels of capital receipts resulting from the economic downturn, the Council will be looking to increase revenue contributions and thereby provide necessary capacity into the Capital Programme.

Rewiring Public Services Programme

The Council's Medium Term Financial Plan sets out the scale of savings that will be required in future years, and these are projected at around some £10m per annum over the next few years. This means that the Council will need to consider difficult choices in terms of the services to provide and at what levels.

INDEPENDENT AUDITOR'S REPORT

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ANNUAL GOVERNANCE STATEMENT

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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.

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* and the recently published addendum. A copy of the code is in the council's Constitution and on the council's website. This statement explains how the council has complied with the code and also meets the requirements of regulation 4(3) of the Accounts and Audit Regulations 2011.

2. The Purpose of the Governance Framework

Corporate governance is the system by which the council directs and controls its functions and relates to the communities it serves. The framework for corporate governance recommended by the Chartered Institute of Public Finance and Accountancy (CIPFA) and the Society of Local Authority Chief Executives and Senior Managers (SOLACE) identifies six underlying principles of good governance. These principles have been taken from the *Good Governance* framework and adapted for local authorities. They are defined as follows:

- focusing on the purpose of the authority and on outcomes for the community and creating and implementing a vision for the local area
- Members and officers working together to achieve a common purpose with clearly defined functions and roles
- promoting values for the authority and demonstrating the values of good governance through upholding high standards of conduct and behaviour
- taking informed and transparent decisions which are subject to effective scrutiny and managing risk
- developing the capacity and capability of members and officers to be effective
- engaging with local people and other stakeholders to ensure robust public accountability.

The extent to which the principles of corporate governance are embedded into the culture of the council will be assessed in this statement. Furthermore the council has to be able to demonstrate that it is complying with these principles.

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 governance framework has been in place at the council for the year ended 31 March 2014 and up to the date of approval of the Statement of Accounts for 2013/14.

ANNUAL GOVERNANCE STATEMENT

3. The Council's 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 consist of strategic planning processes, political and managerial structures and processes, management and decision making processes, policies and guidance, financial management, compliance arrangements, risk management, internal audit, counter fraud activities, performance management, consultation and communication methods and partnership working arrangements.

Strategic Planning Processes

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 priorities until 2015 and priorities 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

The full Council is responsible for agreeing overall policies and setting the budget. The Cabinet, 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 Cabinet and CMT monitor and review council activity to ensure corporate compliance with governance, legal and financial requirements. The Chief Finance Officer (Director of CBSS) and the Monitoring Officer (Head of Legal and ICT) review reports before they are presented to the Cabinet to ensure that all legal, financial and other governance issues have been adequately considered.

The council implemented new scrutiny arrangements during 2009/10 and continues to seek to develop and improve these arrangements.

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 oversees the financial reporting process and approves the Final Statement of Accounts.

The council has established new arrangements for dealing with ethical standards issues following the abolition of the previous statutory regime. A Joint Standards Committee comprising members of the City 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 Audit and Governance and Standards Committees have committed to working together improve the oversight of corporate governance

Management and Decision Making Processes

As part of the refreshed strategic council plan, a core organisational capability is included as a priority theme, ensuring that the organisation is adequately equipped to deal with financial, organisational, employee and Customer priorities. Over the last year a Workforce Strategy has been approved which sets out the way the Council will develop the skills of our staff to effectively deliver our priorities.

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Corporate management and leadership at officer level is lead 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

Policies and Guidance

Specific policies and written guidance exist to support the corporate governance arrangements and include:

- The council's Constitution
- Codes of Conduct for Council Members and Council Officers
- Protocol on Officer/Member Relations
- Financial Regulations and Procurement Rules
- Member and Officer Schemes of delegation
- Registers of Council Members' interests, gifts and hospitality
- Registers of Council Officers' interests, gifts and hospitality
- Corporate policies, for example those relating to Whistle blowing, the Prosecution of Fraud and Corruption and dealing with complaints
- Asset Management Plan
- Strategic Risk Register
- The Council's Business Model (2009 version).

Many codes and protocols form part of the constitution and are monitored for effectiveness by the Officer Governance Group (see paragraph 3.19 below). Amendments to the constitution are normally scrutinised by the Audit & Governance Committee prior to approval by full Council.

Financial Management

The Director of Customer & Business Support 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 with the governance requirements of the CIPFA Statement on the Role of the Chief Financial Officer in Local Government (2010) 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:

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- 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 Statements of Recommended Practice, Accounting Codes of Practice, and International Financial Reporting Standards
- Joint budget and performance monitoring as outlined in the section on Performance Management below.

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 Officer Governance Group (OGG) 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 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 a risk register, to which all directorates have access. The risk register includes corporate, operational, project and partnership risks, in accordance with best practice in local government. The risk register is 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 in accordance with the Accounts and Audit Regulations 2011 and the Public Sector Internal Audit Standards. The service in 2013/14 was provided by Veritau Limited, a shared service company established by the City of York and North Yorkshire Councils. Veritau's Internal Audit & Counter Fraud Team undertakes an annual

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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 control environment operating within the council. Through its work the team 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
- support to managers in the prevention and detection of fraud, corruption and other irregularities.

Performance Management

The council recognises the importance of effective performance management arrangements and has continued to work to secure further improvements in 2013/14. This includes establishing the Business Intelligence Hub, within the Office of the Chief Executive. 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. During 2013/14 each directorate reported finance and performance monitoring progress to members through the established Scrutiny arrangements. Corporate joint finance and performance reporting to CMT (monthly) and Executive (quarterly) takes place at a corporate level.

Finance and Performance monitoring is reported regularly at CMT and Cabinet, 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 the vision of its purpose and intended outcomes for all stakeholders to enable accountability and encourage open consultation. To enable this, analysis of the council's stakeholders is undertaken and relevant and effective channels of communication are developed. The Council has in place an Engagement Strategy. Examples of communication and consultation include:

- communication of community and corporate strategies
- publishing an annual Statement of Accounts and Performance Report to inform stakeholders and services users 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 meetings
- regular residents' surveys
- publications such as Your Voice and Your Ward
- involvement in devolved budget decision-making at ward level
- budget and other consultation processes including the on-line 'You Choose' budget survey.
- 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. In addition, the council is seeking to build on existing protocols for partnership working by ensuring that responsibilities are clearly defined relationships works effectively, for the benefit of service users. Further development of this work is covered in the section on Significant Governance Issues below.

4. Review of Effectiveness

The council has responsibility for conducting, at least annually, a review of the effectiveness of its 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. This review has been co-ordinated by the Officer Governance Group, which comprises the Director of Customer & Business Support Services (the Section 151 Officer), the Assistant Director of Customer

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& Business Support Services - Governance & ICT (the Monitoring Officer, 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
- 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 register 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 2012/13 Annual Governance Statement.

5. Significant Governance Issues

General Comments and Financial Matters

The following are general matters that attention is drawn to, but which are not specifically considered as a weakness in Governance. They relate to overarching issues, or specific matters which the Council's Statement of Accounts will address.

- **Financial Pressures** - The financial pressures facing the Council naturally represent a potential risk to the Council's overall Governance arrangements. Savings have had to be made in many areas that form a part of the Governance Framework, including reductions in finance, ICT, performance, ward committees, Democratic services, and internal audit, and significant further savings across all areas will be required which themselves increase risks. Whilst crucial elements of the framework will be prioritised, there will be a need to keep under review the overall impact of the budget reductions to ensure that the overall Governance Framework remains effective.
- **Significant Matters within the accounts (e.g. liabilities)** - there is also a need to highlight the financial issues in respect of Lendal Bridge/Coppergate income from fines. There remain risks associated with this income, however these will be properly considered/addressed as part of the Statement of Accounts, and as such can be considered to be being properly provided for.

Review of 2012/13 Significant Issues

- (i) Areas no longer considered a major concern

A review has been undertaken of the significant internal control issues that were contained within the 2012/13 AGS. The following items have all made significant progress/improvement and are no longer considered to be significant concerns, but it should be noted that in all areas the Audit and Governance Committee will receive ongoing reports :

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- **Embedding of project and programme management – (Office of the Chief Executive)**
Update reports have been presented to the Committee during the year setting out the progress that has been made. It is recommended the Audit & Governance Committee receive a regular 6 monthly update report on the project management arrangements, and that the Committee continue (as they have done in the past) to identify particular major projects, and seek assurances on risk management issues relating to those projects. Members should perhaps consider having a greater role in emerging/new projects, to seek assurances that risks are being adequately considered at an earlier stage.
- **A refocus on Business Continuity, in particular a focus on the Council move to the new offices (West Offices project plan)**
The Committee has received an update report during the year on the progress that has been made in improving Business Continuity arrangements, and the move to West Offices. It is recommended that the Audit & Governance Committee continue to receive a regular 6 monthly update report on the progress made throughout the year and that this is incorporated into the forward plan.
- **Freedom of Information Process**
During the year the Committee has received reports setting out the improvements that are being put in place to the process for dealing with FOIs within the Council. As reported to the Committee there has been an improvement in performance in recent months, and further work is planned to ensure performance continues to improve. The Committee will continue to receive regular reports on FOI performance and this is incorporated into the Committee's forward plan.
- **The Role of the Audit Committee in Democratic Governance**
During the year, the Committee have taken a greater role in Democratic Governance and has received a number of reports on democratic governance including reports on the review of the petitions scheme, review of the Council's scrutiny arrangements, reports on the proposed changes to the public participation scheme, and on a protocol for filming and recording at Council meetings. The Forward plan will continue to give Democratic Governance prominence in the work of the Committee.

(ii) Areas where concerns still remain

The following areas were included in the 2012/13 AGS as significant Governance matters, and whilst there has been progress made, there remains some concerns. The progress is identified below, along with the recommended actions and lead area.

- **Information Governance including compliance with the requirements of the Information Governance Strategic Framework, including ensuring that information security requirements are adhered to (CBSS)**
There have been significant improvements in Information governance during the year, as reported to members in update reports. There are however further improvements to be made regarding the following specific area where there remains a Governance Concern
 - **Information security** – continued ongoing risks associated with the control of data, particularly in electronic form, and risks of financial, service, and reputational damage. It is recommended a further update report focusing on Information Security is presented to the Committee and is incorporated into the forward plan. Members should also consider receiving a training session on this issue.

ANNUAL GOVERNANCE STATEMENT

- **Partnership Governance including the shared use of resources**

The council has made significant improvements to Grant funding arrangements during the year, with recommendations made following the Scrutiny review of Grants, these being incorporated within the updated financial regulations and standard legal agreements. This issue is no longer considered a Major Governance concern.

However, the following issue is still considered to be a Governance concern:

- **Partnership Governance** - The Committee was provided with an update report during the year which included a number of recommendations. It is recommended this element remains a significant governance issue for the purpose of the Annual governance statement and a further report be brought back to the Committee to report on progress made to implement the recommendations.

New Issues

New areas identified through the effectiveness review at Section 4 above are outlined below with details of the plans which will be monitored by the OGG, and the Audit and Governance Committee during 2014/15 for evidence of improvement:

- **Adult Social Care** – Concerns in respect of Adult Care services were highlighted to the external auditors during 2013, and they were asked (as part of their consultancy services work) to support the Council in analysing the pressures the service is facing. Subsequent to this the Council established an improvement process with peer challenge. There has also been strengthening of capability at senior levels, with further actions planned. An agreed action plan focussed on management information and resource and performance management has also been produced. However, this remains an area of significant risk, with the service facing very significant financial pressures, challenges in service delivery, and major national changes. It is recommended the Committee receive an early report on the challenges facing the service, the council's plans to address these, and an understanding of the impact of national legislation on service delivery.
- **Absence Management Process** – Improvements are considered necessary in the council wide process for accurately recording and managing absences. It is recommended that the Committee receive an early report on the position, and then agree a follow up report during 2014/15. This will be produced by the HR service.

In summary:

- Good progress has been made to address a range of issues identified in last year's Annual Governance Statement. have made good progress, and Details of the work done have been reported to the Committee during the last 12 months. All of these areas will continue to feature at the Audit and Governance Committee to ensure continued oversight.
- The following areas are identified as major areas requiring focus by the Committee in the next 12 months :-
 - Information Security,
 - Partnership Governance,
 - Adult Care
 - Absence Management

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.

ANNUAL GOVERNANCE STATEMENT

Signed

Dated

K. England

Chief Executive

Signed

Dated

Cllr J. Alexander

Leader of the Council

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STATEMENT OF ACCOUNTS

STATEMENT OF RESPONSIBILITIES

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STATEMENT OF RESPONSIBILITIES

1. THE COUNCIL'S RESPONSIBILITIES

The Council is required to:

- Make arrangements for the proper administration of its financial affairs and to secure that one of its officers has the responsibility for the administration of those affairs. In this Council that officer is the Director of Customer and Business Support 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 BUSINESS SUPPORT SERVICES RESPONSIBILITIES

The Director of Customer and Business Support 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 Business Support Services has:

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

The Director of Customer and Business Support Services has also:

- Kept proper accounting records that were up to date
- Taken responsible 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 2014 and its income and expenditure for the year ended 31 March 2014.

Signed 

Dated 30/06/14

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

Director of Customer and Business Support 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 2003 (as amended)

The Statement of Accounts was approved by Audit and Governance Committee on xx September 2014.

On behalf of the Audit and Governance Committee

Signed

Dated XX/XX/XX

Cllr R Potter

Chair, Audit and Governance Committee

CORE FINANCIAL STATEMENTS

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COMPREHENSIVE INCOME AND EXPENDITURE STATEMENT

	Note	2013/14			2012/13 Restated		
		Gross Exp. £000's	Income £000's	Net Exp. £000's	Gross Exp. £000's	Income £000's	Net Exp. £000's
Service Costs							
Central Services to the Public		20,623	(7,428)	13,195	35,020	(18,226)	16,794
Cultural Services		13,363	(1,903)	11,460	12,386	(1,698)	10,689
Environmental Services		22,637	(6,175)	16,462	21,518	(5,850)	15,667
Planning Services		6,844	(3,260)	3,584	7,686	(2,818)	4,868
Children's and Education Services		161,868	(128,402)	33,466	164,886	(124,394)	40,492
Highways, Roads and Transport Services		22,127	(13,009)	9,118	21,610	(10,613)	10,997
Local Authority Housing - Other		38,146	(48,894)	(10,748)	30,893	(37,903)	(7,011)
Housing Services (General Fund)		56,116	(48,022)	8,094	54,749	(47,620)	7,129
Adult Social Care		73,460	(22,466)	50,994	74,225	(22,133)	52,092
Public Health		8,148	(7,018)	1,130	-	-	-
Corporate and Democratic Core		2,827	(74)	2,753	2,991	(69)	2,921
Non-Distributed Costs - Other		1,285	(2)	1,283	1,013	(13)	1,000
Cost of Services	(30)	427,444	(286,653)	140,791	426,976	(271,337)	155,639
Other Operating Expenditure	(9)			5			740
Financing and Investment Income and Expenditure	(10)			16,238			19,302
Taxation and Non-Specific Grant Income	(11)			(179,798)			(155,492)
(Surplus)/Deficit on Provision of Services	(30)			(22,764)			20,189
Revaluation (gains) on non current assets	(26)			(5,845)			(19,933)
Impairment losses on non current assets	(26)			2,117			20,256
Surplus/loss arising on the revaluation of available-for-sale financial assets				-			-
Remeasurement of net defined benefit/liability	(49)			(120,652)			31,549
Other Comprehensive Income and Expenditure				(124,380)			31,872
Total Comprehensive Income and Expenditure				(147,144)			52,061

MOVEMENT IN Page 55 STATEMENT

	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
Restated MIRS 2012-14	(55)										
Balance at 31 March 2012		(13,441)	(21,063)	(10,811)	(2,478)	(574)	(991)	(4,596)	(53,954)	(288,700)	(342,654)
Movement in Reserves during 2012/13											
Surplus /(Deficit) on Provision of Services		21,131	-	(3,136)	-	-	-	-	17,995	-	17,995
Other Comprehensive Income and Expenditure movement		-	-	-	-	-	-	-	-	34,066	34,066
Total Comprehensive Expenditure and Income		21,131	-	(3,136)	-	-	-	-	17,995	34,066	52,061
Adjustments between accounting basis & funding basis under regulations	7	(17,016)	-	(1,675)	-	(2,087)	(545)	(2,756)	(24,079)	24,079	-
Net Increase/Decrease before Transfers to Earmarked Reserves		4,115	-	(4,811)	-	(2,087)	(545)	(2,756)	(6,084)	58,145	52,061
Transfers to/from Earmarked Reserves	8	(2,594)	2,594	2,892	(2,892)	-	-	-	-	-	-
Increase/Decrease in Year		1,521	2,594	(1,919)	(2,892)	(2,087)	(545)	(2,756)	(6,084)	58,145	52,061
Balance at 31 March 2013 carried forward		(11,920)	(18,469)	(12,730)	(5,370)	(2,661)	(1,536)	(7,352)	(60,038)	(230,555)	(290,593)
Balance at 1 April 2013		(11,920)	(18,469)	(12,730)	(5,370)	(2,661)	(1,536)	(7,352)	(60,038)	(230,555)	(290,593)
Movement in Reserves during 2013/14											
Surplus /(Deficit) on Provision of Services		(16,508)	-	(6,256)	-	-	-	-	(22,764)	-	(22,764)
Other Comprehensive Income and Expenditure movement		-	-	-	-	-	-	-	-	(124,380)	(124,380)
Total Comprehensive Expenditure and Income		(16,508)	-	(6,256)	-	-	-	-	(22,764)	(124,380)	(147,144)
Adjustments between accounting basis & funding basis under regulations	7	(3,863)	-	2,137	-	(611)	(2,413)	(4,275)	(9,025)	9,025	-
Other Adjustments										(408)	(408)
Net Increase/Decrease before Transfers to Earmarked Reserves		(20,371)	-	(4,119)	-	(611)	(2,413)	(4,275)	(31,789)	(115,763)	(147,552)
Transfers to/from Earmarked Reserves	8	20,826	(20,826)	4,735	(4,735)	-	-	-	-	-	-
Increase/Decrease in Year		455	(20,826)	616	(4,735)	(611)	(2,413)	(4,275)	(31,789)	(115,763)	(147,552)
Balance at 31 March 2014 carried forward		(11,465)	(39,295)	(12,114)	(10,105)	(3,272)	(3,949)	(11,627)	(91,827)	(346,318)	(438,145)
Split of General Fund Balance between Schools and GF								31-Mar-14	31-Mar-13		
								£000's	£000's		
Amount of General Fund Balance held by governors under schemes to finance schools								(4,405)	(5,540)		
Amount of General Fund Balance generally available for new expenditure								(7,060)	(6,380)		
Total General Fund Balance								(11,465)	(11,920)		

	Note	31 March 2014 £000's	31 March 2013 Restated £000's
Property, Plant and Equipment	(12)	702,984	697,373
Investment Property	(14)	32,274	32,999
Intangible Assets	(15)	1,692	1,970
Heritage Assets	(13)	39,708	38,757
Long - Term Investments	(16)	1,215	1,215
Long - Term Debtors	(20)	5,807	5,641
LONG - TERM ASSETS		783,680	777,955
Short-Term Investments	(16)	10,000	8,000
Assets Held for Sale	(22)	4,074	1,756
Inventories	(17)	373	411
Short-Term Debtors	(19)	31,127	27,100
Cash and Cash Equivalents	(21)	36,639	9,080
CURRENT ASSETS		82,213	46,347
Short-Term Borrowing	(16) / (52)	(11,450)	(8,900)
Provisions due to be settled within 12 months	(24)	(11,306)	(5,583)
Short-Term Creditors		(34,408)	(33,532)
Other Short-Term Liabilities	(23)	0	(375)
CURRENT LIABILITIES		(57,164)	(48,390)
Long-Term Creditors	(16)	(5)	(16)
Provisions	(24)	(5,271)	(4,890)
Long-Term Borrowing	(16) / (52)	(248,167)	(252,805)
Other Long-Term Liabilities	(16)	(5,336)	(5,784)
Liability related to Defined Benefit Pension Scheme	(26) / (49)	(111,806)	(221,824)
LONG-TERM LIABILITIES		(370,585)	(485,319)
NET ASSETS		438,144	290,593
RESERVES			
<u>Usable Reserves</u>	(25)		
Capital Receipts Reserve		3,950	1,536
General Fund Balance		11,465	11,920
Housing Revenue Account Reserve		12,113	12,730
Major Repairs Reserve		3,272	2,661
Capital Grants Unapplied		11,627	7,352
Earmarked Reserves		49,400	23,839
		91,827	60,038
<u>Unusable Reserves</u>	(26)		
Revaluation Reserve		117,900	116,649
Capital Adjustment Account		350,452	342,745
Available-for-sale Financial Instruments Reserve			0
Financial Instruments Adjustment Account		(1,818)	(1,938)
Pensions Reserve		(111,806)	(221,824)
Collection Fund Adjustment Account		(3,592)	2
Employee Benefit Adjustment Account		(4,819)	(5,079)
		346,317	230,555
TOTAL RESERVES		438,144	290,593

	Note	2013/14	2012/13
		£000's	£000's
Net (Surplus)/Deficit on the provision of Services		(22,764)	17,995
Adjustments to the Net (Surplus)/Deficit on the Provision of Services for non-cash movements	(27)	(52,233)	(52,877)
Adjustments for items included in the Net (Surplus)/Deficit on the Provision of Services that are investing and financing activities	(27)	35,571	19,855
Net Cash Flows from Operating Activities		(39,426)	(15,027)
Investing Activities	(28)	8,960	24,486
Financing Activities	(29)	2,907	2,920
Net (Increase)/Decrease in Cash and Cash Equivalents		(27,559)	12,379
Cash and Cash Equivalents at the beginning of the reporting period		(9,080)	(21,459)
Cash and Cash Equivalents at the end of the reporting period		(36,639)	(9,080)

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NOTES TO THE CORE FINANCIAL STATEMENTS

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1. ACCOUNTING POLICIES

I. General

The Statement of Accounts summarises the Council's transactions for the 2013/14 financial year and its position at the year-end of 31 March 2014. The Council is required to prepare an annual Statement of Accounts by the Accounts and Audit Regulations 2011, 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 2013/14 and the Service Reporting Code of Practice 2013/14, supported by International Financial Reporting Standards (IFRS) and statutory guidance issued under section 12 of the 2003 Act.

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 when the Council is demonstrably committed to the termination of

the employment of an officer or group of officers or making an offer to encourage voluntary redundancy.

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.

Both schemes provided 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. The scheme is therefore accounted for as if it was 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, calculating the discount rate as a weighted average of "spot yields" on AA rated corporate bonds. These weightings reflect more accurately the duration of the pension liabilities of the typical LGPS employers.
- 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 as part of Non Distributed Costs

- 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.
- Remeasurement 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
 - gains or losses on settlements and curtailments – the result of actions to relieve the Council of liabilities or events that reduce the expected future service or accrual of benefits of employees – debited or credited to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement as part of Non Distributed Costs
- 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. 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.

Financial Assets

Financial assets are classified into two types:

- loans and receivables – assets that have fixed or determinable payments but are not quoted in an active market
- available-for-sale assets – assets that have a quoted market price and/or do not have fixed or determinable payments.

Loans and Receivables

Loans and receivables are recognised on the Balance Sheet when the Council 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 loans that the Council has made, 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.

Where assets are identified as impaired because of a likelihood arising from a past event that payments due under the contract will not be made, the asset is written down and a charge made to

the relevant service (for receivables specific to that service) or the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement. The impairment loss is measured as the difference between the carrying amount and the present value of the revised future cash flows discounted at the asset's original effective interest rate.

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

Available-for-Sale Assets

Available-for-sale assets are recognised on the Balance Sheet when the Council becomes a party to the contractual provisions of a financial instrument and are initially measured and carried at fair value. Where the asset has fixed or determinable payments, 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 amortised cost of the asset multiplied by the effective rate of interest for the instrument. Where there are no fixed or determinable payments, income (eg dividends) is credited to the Comprehensive Income and Expenditure Statement when it becomes receivable by the Council.

Assets are maintained in the Balance Sheet at fair value. Values are based on the following principles:

- 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 – independent appraisal of company valuations.

Changes in fair value are balanced by an entry in the Available-for-Sale Reserve and the gain/loss is recognised in the Surplus or Deficit on Revaluation of Available-for-Sale Financial Assets. The exception is where impairment losses have been incurred – these are debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement, along with any net gain or loss for the asset accumulated in the Available-for-Sale Reserve.

Where assets are identified as impaired because of a likelihood arising from a past event that payments due under the contract will not be made (fixed or determinable payments) or fair value falls below cost, the asset is written down and a charge made to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement. If the asset has fixed or determinable payments, the impairment loss is measured as the difference between the carrying amount and the present value of the revised future cash flows discounted at the asset's original effective interest rate. Otherwise, the impairment loss is measured as any shortfall of fair value against the acquisition cost of the instrument (net of any principal repayment and amortisation).

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, along with any accumulated gains or losses previously recognised in the Available-for-Sale Reserve.

Where fair value cannot be measured reliably, the instrument is carried at cost (less any impairment losses).

Instruments Entered Into Before 1 April 2006

The Council entered into a number of financial guarantees that are not required to be accounted for as financial instruments. These guarantees are reflected in the Statement of Accounts to the extent

that provisions might be required or a contingent liability note is needed under the policies set out in the section on Provisions, Contingent Liabilities and Contingent Assets.

X. Foreign Currency Translation

Where the Council has entered into a transaction denominated in a foreign currency, the transaction is converted into sterling at the exchange rate applicable on the date the transaction was effective. There were no amounts in foreign currency outstanding at the year-end.

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:

- (a) Medieval City Walls and Bars
- (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 insurance valuations is reviewed annually and has been updated using the percentage increase advised by the insurer. 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 in the balance sheet using insurance valuations. This collection was last revalued in 2007 by a fine art external valuation expert. The valuation for the Mansion House Collection is deemed to be an appropriate insurance valuation at the current time. The insurance valuation for Civic Regalia has been increased to reflect changes in the cost of metal. 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. Insurance Valuations are reviewed annually and have been updated using the percentage increase advised by the insurer.

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 eg 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 note on impairment XIX 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 XIX 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

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. The following paragraphs list those companies and describe the nature of the Council's interest.

Yorwaste Limited

The share-holding for this company was formerly 100% owned by North Yorkshire County Council. As a consequence of the local government review City of York Council now owns 22.27% of the share-holding.

Yorkshire Purchasing Organisation

This organisation was established as a joint committee of Local Authorities in 1974 and City of York Council is one of the constituent thirteen member authorities.

City of York Trading Limited

The company was formed by the Council on 18th November 2011 and began trading in June 2012. It was established as a means of trading services that the Council is able to provide to other organisations and is 100% owned by the Council.

Veritau

Since 1 April 2009, internal audit, counter-fraud and information governance 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.

Science City York

Science City York is a company limited by guarantee of which the Council is a member. The company was established for the creation and growth of business and employment opportunities across York.

XV. 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.

XVI. 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 amount at which the asset could be exchanged between knowledgeable parties at arm's-length. Properties are not depreciated but are revalued annually according to market conditions at the year-end. 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.

XVII. 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.

XVIII. 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 2013/14 (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:

- Corporate and Democratic Core – costs relating to the Council's status as a multifunctional, democratic organisation.
- Non Distributed Costs – the cost of discretionary benefits awarded to employees retiring early and impairment losses chargeable on Assets Held for Sale.

These two cost categories are defined in SeRCOP and accounted for as separate headings in the

Comprehensive Income and Expenditure Statement, as part of Net Expenditure on Continuing Services.

XIX. 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 does not include the 9 Voluntary Aided or 10 Voluntary Controlled schools within its financial statements as the Council does not own the school assets. The Council does, however, include the playing fields where these are owned by the Council. The matter of which types of school should be included is currently unresolved within the Code and CIPFA has been working to resolve this. Until such time as a conclusion is made, each Council should apply its own interpretation of whether its Voluntary Aided and Voluntary Controlled schools should be included or not. In the professional opinion of the Council's accountants and valuer, based on the Code as it currently stands, these schools are not a resource controlled by the authority as a result of past events and from which future economic benefits or service potential are expected to flow to the authority and as such should not be included. All elements of the 42 Local Authority controlled schools are shown in the Councils 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 – fair value, determined using the basis of existing use value for social housing (EUV-SH)
- all other assets:
 - – intangibles and equipment fair value market value,
 - – buildings and land 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 fair value because of the specialist nature of an asset, depreciated replacement cost (DRC) is used as an estimate of fair 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 fair value.

Assets included in the Balance Sheet at fair value are revalued sufficiently regularly to ensure that their carrying amount is not materially different from their fair 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 88% 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 5-10 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.

Council dwellings revaluations are carried out at 1st April but for accounting purposes have been recorded as at 31st March. This gives rise to a variation in depreciation charges compared to the accounting policy in prior years, when revaluations were accounted for as at 1 April in accordance with DCLG guidance. The overall impact on the Council's accounts is not significant however as the Council currently exercises the option, permitted under the 2012 Item 8 determination, to charge notional depreciation based on the Major Repairs Reserve balance, rather than actual depreciation, to the Housing Revenue 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). Receipts are appropriated to the Reserve from the General Fund Balance in the Movement in Reserves Statement.

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.

XX. 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 is owned by the council, whereas the other schools are Voluntary Aided and belong to the church diocese.

Non current assets recognised on the Balance Sheet are revalued and depreciated in the same way as property, plant and equipment owned by the Council. This applies to Hob Moor School only. For St Oswalds and St Barnabas 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.

XXI. 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.

Provision for Back Pay Arising from Unequal Pay Claims

The Council has made a provision for the costs of settling claims for back pay arising from discriminatory payments incurred before the Council implemented its equal pay strategy.

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.

XXII. 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.

Certain reserves 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 policies.

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. The major earmarked reserves include the Venture Fund, developer contribution in relation to the new Community Stadium and the HRA investment reserve.

A new earmarked reserve has been included in 2013/14 in relation to Lendal Bridge. More details are provided in note 50.

The Council established a **Venture Fund** with an initial capital 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.

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 introducing self-financing. As part of the self financing HRA business plan a reserve has been created for **HRA investment** in new-build/redevelopment opportunities.

There are also a number of **Miscellaneous Reserves** that comprise mainly legacies and donations given to the Council to fund future revenue expenditure.

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.

The Major Repairs Allowance (MRA), previously paid as part of HRA subsidy, provided councils with the resources needed to maintain the value of their housing stock over time. Councils are required to set up a **Major Repairs Reserve** (regulation 6(4A) of the Accounts and Audit Regulations 1996), and to transfer into it a sum not less than the MRA. From 1st April 2012 and the introduction of self

financing, the council can continue to use MRA as a proxy for depreciation during the transitional period of 5 year. These funds are then available to councils for capital expenditure on HRA assets. They will have the flexibility to carry over any unspent MRA funds from one year to the next. The HRA may also benefit from any short-term investment of unspent funds.

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 and include:

The **Pensions Reserve** (an unusable reserve) has been created as part of the accounting requirements of implementing IAS19, and is equal to the Pensions Liability shown in the Balance Sheet and shown in further detail in note 49.

XXIII. 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.

XXIV. VAT

VAT payable is included as an expense only to the extent that it is not recoverable from Her Majesty's Revenue and Customs. VAT receivable is excluded from income.

XXV. Carbon Reduction Commitment Allowances

The Council is required to participate in the Carbon Reduction Commitment (CRC) Energy Efficiency Scheme. 2013/14 is the final year of Phase 1, the introductory phase of the scheme. From 2014/15 the Council does not qualify for participation in the scheme. As school emissions are not reported within local authority emissions from phase 2 onwards, the Authority no longer meets the qualifying threshold of the scheme.

The Council is required to purchase and surrender allowances, currently retrospectively, on the basis of emissions ie carbon dioxide produced as energy is used. As carbon dioxide is emitted (ie as energy is used), a liability and an expense are recognised. The liability will be discharged by surrendering allowances. The liability is measured at the best estimate of the expenditure required to meet the obligation, normally at the current market price of the number of allowances required to meet the liability at the reporting date. The cost to the Council is recognised and reported in the costs of the Council's services and is apportioned to services on the basis of energy consumption.

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

The Code of Practice on Local Council Accounting in the United Kingdom 2014/15 (the Code) has introduced several changes in accounting policies which will be required from 1 April 2014. If these had been adopted for the financial year 2013/14 there would be no material changes.

A number of new and revised standards have been issued addressing the accounting for consolidation, involvements in joint arrangements and disclosure of involvement in other entities. These include:

- **IFRS 10 Consolidated Financial Statements** – This standard introduces a new definition of control, which is used to determine which entities are consolidated for the purposes of group accounts. Further information is provided below in line with the new disclosure requirements of IFRS12.
- **IFRS 11 Joint Arrangements** - This standard addresses the accounting for a 'joint arrangement', which is defined as a contractual arrangement over which two or more parties have joint control. These are classified as either a joint venture or a joint operation. In addition proportionate consolidation can no longer be used for jointly controlled entities.
- **IFRS 12 Disclosures of Involvement with Other Entities** – This is a consolidated disclosure standard requiring a range of disclosures about an entity's interests in subsidiaries, joint arrangements, associates and unconsolidated 'structured entities'.
- **IAS 27 Separate Financial Statements and IAS 28 Investments in Associates and Joint Ventures** – These statements have been amended to conform with the changes in IFRS 10, IFRS 11 and IFRS 12.
- **IAS 32 Financial Instruments Presentation** – The Code references to amended application guidance when offsetting a financial asset and a financial liability. The gains and losses are separately identified on the Comprehensive Income and Expenditure Statement and therefore no further disclosure is required
- **IAS 1 Presentation of the Financial Statements** – The changes clarifies the disclosure requirements in respect of comparative information of the preceding period. The Statement of Accounts fully discloses comparative information for the preceding period therefore these changes will not have a material impact on the Statement of Accounts

It is anticipated that details of the disclosures required for most of these changes will be included in the Code of Practice issued for 2014/15.

The implementation of IFRS 13 Fair Value Measurement has been deferred from 2014/15 until 2015/16.

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.

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.

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 2014 for which there is a significant risk of material adjustment in the forthcoming financial year are as follows:

Business Rates

Since the introduction of Business Rates Retention Scheme effective from 1 April 2013, Local Authorities are liable for successful appeals against business rates charged to businesses in 2012-13 earlier financial years in their proportionate share. Therefore, a provision has been recognised for the best estimate of the amount that businesses have been overcharged up to 31 March 2014. The estimate has been calculated using the Valuation Office (VAO) ratings list of appeals and the analysis of successful appeals to date when providing the estimate of total provision up to and including 31 March 2014.

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.

During 2013/14 the Council's actuaries advised that the net pension liability had reduced by £110.018m. This is made up of:

- £120.652m actuarial gains
- £10.634m loss arising from employer contributions of £16.219m being less than the pension obligations of £26.853m

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

For the purpose of this note, the Council considers material items to be those greater than £8.5m.

There are no material items of Income and Expenditure that are not disclosed elsewhere within the statement of Accounts.

It should be noted that £892k of transactions relating to changes in retirement benefits in 2012/13 have been transferred from exceptional items to non-distributed costs other due to the low materiality value of the transactions involved, in line with the disclosure of the equivalent transactions in 2013-14.

6. EVENTS AFTER THE REPORTING PERIOD

The Statement of Accounts was authorised for issue by the Director of Customer and Business Support Services on 30 June 2014. 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 2014, the figures in the financial statements and notes have been adjusted in all material respects to reflect the impact of this information.

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 – 2013/14

2013/14

	General Fund Balance	Earmarked Reserves	Housing Revenue Account	Major Repairs Reserve	Capital Receipts Reserve	Capital Grants Unapplied	Movement in Unusable Reserves
	£000	£000	£000	£000	£000	£000	£000
Adjustments primarily involving the Capital Adjustment Account:							
<u>Reversal of items debited or credited to the Comprehensive Income and Expenditure Statement:</u>							
Charges for depreciation and impairment of non-current assets	(14,093)	-	(8,392)	-	-	-	22,485
Revaluation losses on Property Plant and Equipment	(11,180)	-	889	-	-	-	10,291
Movements in the market value of Investment Properties	(237)	-	-	-	-	-	237
Amortisation of intangible assets	(707)	-	-	-	-	-	707
Capital grants and contributions applied	26,305	-	-	-	-	-	(26,305)
Movement in the Donated Assets Account	-	-	-	-	-	-	-
Revenue expenditure funded from Capital under statute	(3,548)	-	-	-	-	-	3,548
Amounts of non-current assets written off on disposal or sale as part of the gain/ loss on disposal to the							
Comprehensive Income and Expenditure Statement	(1,617)	-	(1,844)	-	-	-	3,461
<u>Insertion of items not debited or credited to the Comprehensive income and Expenditure Statement:</u>							
Statutory provision for the financing of capital investment	8,496	-	-	-	-	-	(8,496)
Capital expenditure charged against the							
General Fund and HRA balances	11	-	2,580	-	-	-	(2,590)
Adjustments primarily involving the Capital Grants Unapplied Account:							
Capital grants and contributions unapplied credited to the							
Comprehensive Income and Expenditure Statement	4,275	-	-	-	-	(4,275)	-
Application of grants to capital financing transferred to the Capital Adjustment Account	-	-	-	-	-	-	-
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	1,996		2,996	-	(4,991)	-	-

Use of the Capital Receipts Reserve to finance new capital expenditure	-	-	-	-	1,623	-	(1,623)
Contribution from the Capital Receipts Reserve toward administrative costs of non-current asset disposals	-	-	-	-	-	-	-
Contribution from the Capital Receipts Reserve to finance the payments to the Government Capital receipts pool	-	-	(955)	-	955	-	-
Transfer from Deferred Capital Receipts Reserve upon receipt of cash	-	-	-	-	-	-	-
Adjustments primarily involving the Deferred Capital Receipts Reserve:							
Transfer of deferred sale proceeds credited as part of the gain/ loss on disposal to the Comprehensive Income and Expenditure Statement	-	-	-	-	-	-	-
Adjustment primarily involving the Major Repairs Reserve:							
Reversal of Major Repairs Allowance credited to the HRA	-	-	6,877	(6,877)	-	-	-
Non dwelling depreciation reversed to the MRR	-	-	274	(274)	-	-	-
Use of the Major Repairs Reserve to finance new capital expenditure	-	-	-	6,540	-	-	(6,540)
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	120	-	-	-	-	-	(120)
Adjustment primarily involving the Pensions Reserve:							
Reversal of items relating to retirement benefits debited or credited to the Comprehensive Income and Expenditure Statement	15,801	-	418	-	-	-	(16,219)
Employer's pensions contributions and direct payments to pensioners payable in the year	(26,143)	-	(710)	-	-	-	26,853
Adjustments primarily involving the Collection Fund Adjustment Account:							
Amount by which council tax income credited to the Comprehensive Income and Expenditure Statement is different from council tax income calculated for the year in accordance with statutory requirements	(3,594)	-	-	-	-	-	3,594
Adjustment primarily involving the Unequal Pay Back Pay Adjustment Account:							
Amount by which amounts charged for Equal Pay claims to the Comprehensive Income and Expenditure Statement are different from the cost of settlements chargeable in the year in accordance with statutory requirements	-	-	-	-	-	-	-
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	255	-	5	-	-	-	(260)
Total Adjustments:	(3,863)	-	2,137	(611)	(2,413)	(4,275)	9,025

Adjustments between Accounting Basis and Funding Basis under Regulations – 2012/13

2012/13

	General Fund Balance	Earmarked Reserves	Housing Revenue Account	Major Repairs Reserve	Capital Receipts Reserve	Capital Grants Unapplied	Movement in Unusable Reserves
	£000	£000	£000	£000	£000	£000	£000
Adjustments primarily involving the Capital Adjustment Account:							
<u>Reversal of items debited or credited to the Comprehensive Income and Expenditure Statement:</u>							
Charges for depreciation and impairment of non-current assets	(12,998)	-	(8,223)	-	-	-	21,221
Revaluation losses on Property Plant and Equipment	(13,434)	-	(1,918)	-	-	-	15,352
Movements in the market value of Investment Properties	(4,171)	-	-	-	-	-	4,171
Amortisation of intangible assets	(762)	-	-	-	-	-	762
Capital grants and contributions applied	13,608	-	1,031	-	-	-	(14,639)
Movement in the Donated Assets Account	-	-	-	-	-	-	-
Revenue expenditure funded from Capital under statute	(3,434)	-	-	-	-	-	3,434
Amounts of non-current assets written off on disposal or sale as part of the gain/ loss on disposal to the Comprehensive Income and Expenditure Statement	(1,337)	-	(829)	-	-	-	2,166
<u>Insertion of items not debited or credited to the Comprehensive income and Expenditure Statement:</u>							
Statutory provision for the financing of capital investment	7,484	-	-	-	-	-	(7,484)
Capital expenditure charged against the General Fund and HRA balances	-	-	907	-	-	-	(907)
Adjustments primarily involving the Capital Grants Unapplied Account:							
Capital grants and contributions unapplied credited to the Comprehensive Income and Expenditure Statement	2,834	-	-	-	-	(2,834)	-
Application of grants to capital financing transferred to the Capital Adjustment Account	(78)	-	-	-	-	78	-
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	1,085	-	1,374	-	(2,459)	-	-
Use of the Capital Receipts Reserve to finance new capital expenditure	-	-	-	-	1,085	-	(1,085)
Contribution from the Capital Receipts Reserve toward administrative costs of non-current asset disposals	-	-	-	-	-	-	-
Contribution from the Capital Receipts Reserve to finance the payments to the Government Capital receipts pool	-	-	(829)	-	829	-	-
Transfer from Deferred Capital Receipts Reserve upon receipt of cash	-	-	-	-	-	-	-
Adjustments primarily involving the Deferred Capital Receipts Reserve:							

Transfer of deferred sale proceeds credited as part of the gain/ loss on disposal to the Comprehensive Income and Expenditure Statement	-	-	-	-	-	-	-
Adjustment primarily involving the Major Repairs Reserve:							
Reversal of Major Repairs Allowance credited to the HRA	-	-	6,693	(6,693)	-	-	-
Non dwelling depreciation reversed to the MRR			257	(257)			
Use of the Major Repairs Reserve to finance new capital expenditure	-	-	-	4,863	-	-	(4,863)
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	121	-	-	-	-	-	(121)
Adjustment primarily involving the Pensions Reserve:							
Reversal of items relating to retirement benefits debited or credited to the Comprehensive Income and Expenditure Statement	14,839	-	377	-	-	-	(15,216)
Employer's pensions contributions and direct payments to pensioners payable in the year	(23,017)	-	(540)	-	-	-	23,557
Adjustments primarily involving the Collection Fund Adjustment Account:							
Amount by which council tax income credited to the Comprehensive Income and Expenditure Statement is different from council tax income calculated for the year in accordance with statutory requirements	(167)	-	-	-	-	-	167
Adjustment primarily involving the Unequal Pay Back Pay Adjustment Account:							
Amount by which amounts charged for Equal Pay claims to the Comprehensive Income and Expenditure Statement are different from the cost of settlements chargeable in the year in accordance with statutory requirements	-	-	-	-	-	-	-
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	217	-	25	-	-	-	(242)
Total Adjustments:	(19,210)	-	(1,675)	(2,087)	(545)	(2,756)	26,273

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 2013/14.

	Transfers Out During Year £000's	Transfers In During Year £000's	Balance at 31-Mar-14 £000's	Balance at 31-Mar- 13 £000's
General Fund				
Investment Reserves	-		(1,208)	(1,208)
Venture Fund	1,074	(436)	(1,721)	(2,359)
Developers Contributions Unapplied	1,867	(19,018)	(21,981)	(4,830)
Insurance Fund	897	(17)	(264)	(1,144)
Lendal Bridge (new)		(1,802)	(1,802)	-
Miscellaneous	1,746	(5,137)	(12,319)	(8,928)
HRA				
53rd Week Rent	(485)	-	-	485
HRA Investment Reserve	-	(4,250)	(10,105)	(5,855)
	5,099	(30,660)	(49,400)	(23,839)

9. OTHER OPERATING EXPENDITURE

	2013/14 £'000's	2012/13 £'000's
Parish council precepts	580	616
Levies	-	-
Payments to the Government Housing Capital Receipts Pool	955	829
Gains/losses on the disposal of non-current assets	(1,530)	(705)
Total	5	740

10. FINANCING AND INVESTMENT INCOME AND EXPENDITURE

	2013/14	2012/13
	£'000's	£'000's
Interest payable and similar charges	10,010	10,253
Pensions interest cost and expected return on pensions assets	8,912	8,508
Interest receivable and similar income	(329)	(695)
Income and expenditure in relation to investment properties and changes in their fair value	(2,055)	1,478
Other investment income	(300)	(242)
Total	16,238	19,302

11. TAXATION AND NON SPECIFIC GRANT INCOME

	2013/14	2012/13
	£'000's	£'000's
Council tax income	(71,438)	(76,127)
Non domestic rates	(18,718)	(45,672)
Non-ringfenced or government grants	(43,532)	(18,466)
Capital grants and contributions	(46,110)	(15,227)
Total	(179,798)	(155,492)

12. PROPERTY, PLANT AND EQUIPMENT

2013/14	Council Dwellings	Other Land & Buildings	Plant / Vehicle / Equipment	Infrastructure Assets	Community Assets	Surplus Assets	Assets Under Construction	Total Property, Plant & Equipment	PFI Assets included in Property, Plant & Equipment
£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
<u>Cost or Valuation (GCA)</u>									
At 1 April 2013	259,769	322,488	21,405	112,425	-	3,613	22,620	742,320	15,167
Additions	8,965	6,880	1,922	4,360	-	29	18,733	40,889	13
Acc Dep & Imp WO to GCA	(8,118)	(2,857)	-	-	-	(124)	-	(11,099)	-
Revaluation increases/(decreases) recognised in the Revaluation Reserve	355	1,232	-	-	241	950	-	2,778	-
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	844	(6,948)	-	-	-	(2,387)	-	(8,491)	-
Derecognition - Disposals	(1,844)	(27)	-	-	-	(100)	-	(1,971)	-
Derecognition - Other	-	-	-	-	-	-	-	-	-
Assets reclassified (to)/from Held for Sale	-	(3,629)	-	-	-	(2,029)	-	(5,658)	-
Assets reclassified (to)/from Investment Property	-	(411)	-	-	-	1,000	-	589	-
Other movements in Cost or Valuation	-	5,393	732	633	-	2,031	(9,157)	(368)	-
At 31 March 2014	259,971	322,121	24,059	117,418	241	2,983	32,196	758,989	15,180
<u>Accumulated Depreciation & Impairment</u>									
At 1 April 2013	-	(20,013)	(9,914)	(14,966)	-	(55)	1	(44,947)	(1,022)
Depreciation Charge for 2013/14	(8,118)	(8,022)	(3,291)	(3,139)	-	-	-	(22,570)	(383)
Acc. Depreciation WO to GCA	8,118	2,857	-	-	-	124	-	11,099	-
Assets reclassified (to)/from Investment Property	-	5	-	-	-	-	-	5	-
Other movements in Depreciation and Impairment	-	69	-	-	-	(69)	-	-	-
Other Adjustment	-	-	408	-	-	-	-	408	-
At 31 March 2014	-	(25,104)	(12,797)	(18,105)	-	-	1	(56,005)	(1,405)
<u>Net Book Value</u>									
At 31 March 2014	259,971	297,017	11,262	99,313	241	2,983	32,197	702,984	13,775
At 31 March 2013	259,769	302,475	11,491	97,459	-	3,558	22,621	697,373	14,145

Comparative Movements in 2012/13

2012/13	Council Dwellings	Other Land & Buildings	Plant / Vehicle / Equipment	Infrastructure Assets	Community Assets	Surplus Assets	Assets Under Construction	Total Property, Plant & Equipment	PFI Assets included in Property, Plant & Equipment
	£000	£000	£000	£000	£000	£000	£000	£000	£000
Cost or Valuation (GCA)									
At 1 April 2012	263,303	302,485	16,565	105,964	-	3,711	38,786	730,814	15,154
Category Transfer Adj for assets removed from FAR as fully depreciated in 11/12	-	(2,372)	-	-	-	2,372	-	-	-
	-	(96)	(1,829)	-	-	(93)	-	(2,018)	-
Revised 1 April 2012	263,303	300,017	14,736	105,964	-	5,990	38,786	728,796	15,154
Additions	6,742	12,762	6,466	4,338	-	-	12,547	42,855	13
Acc Dep & Imp WO to GCA	(7,966)	(4,444)	-	-	-	(110)	-	(12,520)	-
Revaluation increases/(decreases) recognised in the Revaluation Reserve	497	(881)	-	-	-	61	-	(323)	-
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	(1,978)	(13,376)	-	-	(75)	-	-	(15,429)	-
Derecognition - Disposals	(829)	-	-	-	-	-	-	(829)	-
Derecognition - Other Assets reclassified (to)/from Held for Sale	-	(300)	-	-	-	(1,455)	-	(1,755)	-
Assets reclassified (to)/from Investment Property	-	155	-	-	75	1,295	-	1,525	-
Other movements in Cost or Valuation	-	28,555	203	2,123	-	(2,168)	(28,713)	-	-
At 31 March 2013	259,769	322,488	21,405	112,425	-	3,613	22,620	742,320	15,167
Accumulated Depreciation & Impairment									
At 1 April 2012	-	(17,167)	(8,899)	(11,904)	-	(204)	-	(38,174)	(777)
Category Transfer Adj for assets removed from FAR as fully depreciated in 11/12	-	98	-	-	-	(98)	-	-	-
	-	96	1,829	-	-	93	-	2,018	-
Revised 1 April 2012	-	(16,973)	(7,070)	(11,904)	-	(209)	-	(36,156)	(777)
Depreciation Charge for 2012/13	(7,966)	(7,441)	(2,843)	(3,062)	-	-	-	(21,312)	(245)
Acc. Depreciation WO to GCA	7,966	4,444	-	-	-	110	-	12,520	-
Assets reclassified (to)/from Investment Property	-	1	-	-	-	-	-	1	-
Other movements in Depreciation and Impairment	-	(44)	(1)	-	-	44	1	-	-
At 31 March 2013	-	(20,013)	(9,914)	(14,966)	-	(55)	1	(44,947)	(1,022)
Net Book Value									
At 31 March 2013	259,769	302,475	11,491	97,459	-	3,558	22,621	697,373	14,145
At 31 March 2012	263,303	285,318	7,666	94,060	-	3,507	38,786	692,640	14,377

Depreciation

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

- Council Dwellings – 32 years (in line with MRA figure)
- Other Land and Buildings – 30-50 years
- Vehicles, Plant, Furniture & Equipment – 5-10 years
- Infrastructure – 40 years

Capital Commitments

- At 31 March 2014, the Council has entered into a number of contracts for the construction or enhancement of Property, Plant and Equipment in 2014/15 and future years budgeted to cost c£0.686m,. Similar commitments as 31 March 2012 were c£3.797m.

Revaluations

The Council carries out a rolling programme that ensures all Property, Plant and Equipment required to be measured at fair 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 current prices where there is an active second-hand market or latest list prices adjusted for the condition of the asset.

The last full valuation of council dwellings was done in 2010/11 and the actual valuation figure is shown in the table below. Desktop reviews are done on the interim years, and the valuation from the 2013/14 desktop review for council dwellings was £259,971k.

	Council dwellings £000's	Other land and buildings £000's	Vehicles, plant etc. £000's	Infra-structure £000's	Surplus Assets £000's	TOTAL £000's
Carried at historical cost	-	-	-	-	-	-
Valued at Fair Value as at:						
31-Mar-14		56,525			534	57,059
31-Mar-13		79,798			235	80,033
31-Mar-12	-	230,658	-	-	4,720	235,378
31-Mar-11	259,768	62,706	-	-	168	322,642
31-Mar-10	-	41,149	-	-	17,330	58,479
Total Cost or Valuation	259,768	470,836	-	-	22,987	753,591

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 2012	1,054	30,405	6,374	924	38,757
Additions	-	-	-	-	-
Disposals	-	-	-	-	-
Revaluations	-	-	-	-	-
Impairment Losses / (reversals) recognised in the Revaluation Reserve	-	-	-	-	-
Impairment Losses / (reversals) recognised in the Surplus or Deficit on the Provision of Services	-	-	-	-	-
Depreciation	-	-	-	-	-
31 March 2013	1,054	30,405	6,374	924	38,757
Cost or Valuation					
1 April 2013	1,054	30,405	6,374	924	38,757
Transfer to/from Property, Plant & Equip	14	-	-	-	14
Additions	-	-	-	-	-
Disposals	-	-	-	-	-
Revaluations	(3)	912	(28)	56	937
Impairment Losses / (reversals) recognised in the Revaluation Reserve	-	-	-	-	-
Impairment Losses / (reversals) recognised in the Surplus or Deficit on the Provision of Services	-	-	-	-	-
Depreciation	-	-	-	-	-
31 March 2014	1,065	31,317	6,346	980	39,708

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 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:

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

In 2013/14, the Council's valuer re-categorised a property from Property, Plant & Equipment to Heritage Asset.

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 has been updated using the percentage increase advised by the insurer.

Mansion House Collection and Civic Regalia

An external Antiques & Fine Art valuer carried out a full valuation of the Mansion House and Civic Regalia in February 2007. The valuation for the Mansion House Collection remains current market value and 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, glass, clocks / barometers, porcelain etc. Specifically the Regalia includes the Bowes Sword, the Emperor Sigismund's Sword, the Great Mace, the Lady Mayoress' staff of Honour, the Lord Mayor's gold chain of office.

Museum Collections

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

Castle Museum 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 additions or disposals of heritage Assets in 2013/14 or 2012/13.

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:

	2013/14	2012/13
	£000's	£000's
Commercial Rental income from investment property	(2,724)	(2,889)
Commercial Direct operating expenses arising from investment property	182	196
Net Gain/ (loss)	(2,542)	(2,693)

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.

	2013/14 £000's	2012/13 £000's
Balance at start of the year	32,999	38,700
Additions	106	22
Disposals	-	(2)
Net gain or loss on Fair Value	(237)	(4,196)
Transfers:		
to/ from Inventories	-	-
to/ from Property, Plant & Equipment	(594)	(1,525)
to/ from Heritage Assets	-	-
to/ from Assets Held for Sale	-	-
Other changes	-	-
Balance at end of year	32,274	32,999

Included within this table is an Investment Property which met the criteria for Asset Held for Sale during 2013/14, so has been recategorised as an Investment Property Held for Sale (value £160k at 31 March 2014). This asset is not included in the Asset Held for Sale note.

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 include both purchased licenses and internally generated 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
6 - 10 years	None	Highways

The carrying amount of intangible assets is amortised on a straight-line basis and the amortisation charge in 2013/14 was £707k (2012/13 was £762k).

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

	2013/14			2012/13		
	Internally Generated Assets £000	Other Assets £000	Total £000	Internally Generated Assets £000	Other Assets £000	Total £000
Balance at start of year:						
- Gross carrying amounts		4,373	4,373	-	9,384	9,384
- Adjustment for assets now fully amortised		-	-		(5,432)	(5,432)
Category Adjustments		354	354	-		
- Revised Gross carrying amounts		4,727	4,727		3,952	3,952
- Accumulated amortisation		(2,403)	(2,403)		(7,073)	(7,073)
Adjustment for assets now fully amortised		-	-		5,432	5,432
- Revised Accumulated amortisation		(2,403)	(2,403)		(1,641)	(1,641)
Net carrying amount at the start of the year	-	2,324	2,324	-	2,311	2,311
Additions:						
- Internal development	-	-	-	-	-	-
- Purchases	-	75	75	-	421	421
- Acquired through business combinations	-	-	-	-	-	-
Assets reclassified as held for sale	-	-	-	-	-	-
Other disposals	-	-	-	-	-	-
Revaluations increases or decreases	-	-	-	-	-	-
Impairment losses recognised or reversed directly in the Revaluation Reserve	-	-	-	-	-	-
Impairment losses recognised in the Surplus/ Defecit on the Provision of Services	-	-	-	-	-	-
Reversals of past impairment losses written back to the surplus/ Defecit on the Provision of Services	-	-	-	-	-	-
Amortisation for the period	-	(707)	(707)	-	(762)	(762)
Other changes	-	-	-	-	-	-
Net carrying amount at the end of year	-	1,692	1,692	-	1,970	1,970
Comprising:						
- Gross carrying amounts	-	4,802	4,802	-	4,373	4,373
- Accumulated amortisation	-	(3,110)	(3,110)	-	(2,403)	(2,403)
	-	1,692	1,692	-	1,970	1,970

16. FINANCIAL INSTRUMENTS

Financial Instruments are formally defined as contracts that give rise to a financial asset of one entity and a financial liability or equity instrument of another entity. For the Council, this definition covers the instruments used in Treasury Management activities, including the borrowing and lending of money and the making of investments

Categories of financial Instruments

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

	Long-Term		Short-Term	
	31-Mar-14	31-Mar-13	31-Mar-14	31-Mar-13
	£000's	£000's	£000's	£000's
Investments				
Loans and receivables			10,000	8,000
Available-for-sale financial assets				
Unquoted equity investment at cost	1,215	1,215		
Financial assets at fair value through profit and loss				
Total Investments	1,215	1,215	10,000	8,000
Debtors				
Loans and receivables	5,807	5,641		
Financial assets carried at contract amounts			22,846	22,391
Total Debtors	5,807	5,641	22,846	22,391
Borrowings				
Financial Liabilities at amortised cost	(248,614)	(252,805)	(11,453)	(8,900)
Financial Liabilities at fair value through profit and loss				
Total Borrowings	(248,614)	(252,805)	(11,453)	(8,900)
Other Long Term Liabilities				
PFI liabilities	(5,336)	(5,603)		
Finance lease liabilities	-	(181)	(181)	(375)
Total other long term liabilities	(5,336)	(5,784)	(181)	(375)
Creditors				
Financial liabilities at amortised cost	(5)	(16)		
Financial liabilities carried at contract amount			(31,575)	(27,456)
Total Creditors	(5)	(16)	(31,575)	(27,456)

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 - Per the definition of International Accounting Standard 32 Financial Instruments – Presentation, cash is a financial asset. The above note 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 shown separately to the above in Note 21 Cash and Cash Equivalents totalling in 2013/14 £36.639m (2012/13 £9.080m).

Fair Values of Assets and Liabilities

Financial liabilities and financial assets represented by loans and receivables are carried on the Balance Sheet at amortised cost (in long term assets/liabilities with accrued interest in current assets/liabilities). 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 premature repayment rate from the PWLB have been applied to provide the fair value under PWLB debt redemption procedures;
- For non PWLB loans (market loans) the comparative market rate has been applied to estimate their 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.

The fair values calculated are as follows:

	31-Mar-14		31-Mar-13	
	Carrying amount £000's	Fair value £000's	Carrying amount £000's	Fair Value £000's
PWLB debt	(239,311)	(253,568)	(241,224)	(279,656)
Non-PWLB debt	(20,306)	(21,604)	(20,481)	(22,305)
Total debt	(259,617)	(275,172)	(261,705)	(301,961)
Long term creditors	(5)	(5)	(16)	(16)
Total Financial liabilities	(259,622)	(275,177)	(261,721)	(301,977)

The fair value 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.

The differences are attributable to fixed interest instruments receivable being held by the Council whose interest rate is higher than the prevailing rate estimated to be available at 31 March. This increases the fair value of financial liabilities and raises the value of loans and receivables.

For bond holding, the differences are attributable to fixed interest loans receivable being held by the Council whose interest rate is lower than the prevailing rate estimated to be available at 31 March. This depresses the fair value of financial liabilities and raises the value of loans and receivables.

	31-Mar-14		31-Mar-13	
	Carrying amount £000's	Fair value £000's	Carrying amount £000's	Fair Value £000's
Money market loans < 1yr	44,176	44,176	12,071	12,071
Money market loans > 1yr	-	-	-	-

Bonds	-	-	-	-
Long term trade debtors	5,807	5,807	1,559	1,559
Total Loans and receivables	49,983	49,983	13,630	13,630

The fair values for loans and receivables have been determined by reference to similar practices, as above, which provide a reasonable approximation for the fair value of a financial instrument and includes accrued interest. The comparator market rates prevailing have been taken from indicative investment rates at each Balance Sheet date. In practice rates will be determined by the size of the transaction and the counterparty, but it is impractical to use these figures, and the difference is likely to be immaterial.

17. INVENTORIES

	Consumable Stores		Maintenance Materials		Client Services Work In Progress	Property Acquired or constructed for sale	Total	
	2013/14 '£000's	2012/13 '£000's	2013/14 '£000's	2012/13 '£000's	2012/13 '£000's	2013/14 '£000's	2013/14 '£000's	2012/13 '£000's
Balance Outstanding at 1 April	411	453	-	-	5	-	411	458
Purchases	314	223	-	-	-	-	314	223
Recognised as an Expense in the Year	(352)	(265)	-	-	(5)	-	(352)	(270)
Written Off Balances	-	-	-	-	-	-	-	-
Reversals of Write Offs in Previous Years	-	-	-	-	-	-	-	-
Balance Outstanding at 31 March	373	411	-	-	-	-	373	411

18. CONSTRUCTION ACCOUNTS

At 31 March 2014 the Council has no construction contracts in progress that requires revenue to be recognised in the accounting period. Accordingly no contingent assets or liabilities are required to be recorded.

19. DEBTORS

	Balance at 31-Mar-14 £000's	Balance at 31-Mar-13 £000's
Central Government Bodies	9,093	5,387
Other Local Authorities	526	2,189
NHS Bodies	1,945	1,783
Public Corporations	1,093	2,914
Other Entities and Individuals	24,442	19,311
	37,099	31,584
Provision for Bad and Doubtful Debts	(5,972)	(4,484)
Total Debtors	31,127	27,100

20. LONG TERM DEBTORS

	Expenditure During Year £000's	Income During Year £000's	Balance at 31-Mar-14 £000's	Balance at 31-Mar-13 £000's
Employee Loans	84	(99)	202	217
Council House Mortgages	-	(3)	2	5
Housing Act Advances	-	(1)	12	13
Prepayment - PFI scheme	-	(50)	847	897
PFI - Residual Value Asset	84	-	526	442
PFI - Sculpting Prepayment	193	-	2,637	2,444
Yorwaste Loan	-	-	1,000	1,000
Other	2	(44)	581	623
	363	(197)	5,807	5,641

21. CASH AND CASH EQUIVALENTS

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

	Balance at 31-Mar-13 £000's	Balance at 31-Mar-12 £000's
Cash Held by the Authority	6,318	8,157
Short Term Deposits	34,176	4,071
Bank Current Accounts	(3,856)	(3,148)
Total Cash and Cash Equivalents	36,639	9,080

22. ASSETS HELD FOR SALE

	2013/14 £000's	2012/13 £000's
Balance outstanding at start of year	1,756	1,335
Assets newly classified as held for sale:		
- Property, Plant and Equipment	5,918	1,756
- Investment Properties	-	-
- Intangible Assets	-	-
- Other assets/ liabilities in disposal groups	-	-
Revaluation losses	(1,894)	-
Revaluation gains	44	-
Impairment losses	-	-
Assets declassified as held for sale:		
- Property, plant and Equipment	(260)	-
- Intangible Assets	-	-
- Other assets/ liabilities in disposal groups	-	-
Assets sold	(1,490)	(1,335)
Transfers from non-current to current	-	-
[Other movements]	-	-
Balance outstanding at year-end	4,074	1,756

23. CREDITORS

	Balance at 31-Mar-14 £000's	Balance at 31-Mar-13 £000's
Central Government Bodies	(5,208)	(8,382)
Other Local Authorities	(3,384)	(2,489)
NHS Bodies	(968)	(290)
Public Corporations	(25)	(27)
Other Entities and Individuals	(24,823)	(22,343)
Total Creditors	(34,408)	(33,532)
Other Short-Term Liabilities	-	(375)
Total Short-Term Liabilities	(34,408)	(33,907)

This note contains £517k (2012/13 £1,768k) of Capital Grants received in advance. Further details can be found in Note 40.

24. PROVISIONS

	Employee Absences £000's	Insurance Fund £000's	Equal Pay £000's	Business Rates £000's	Council Tax £000's	Other Provisions £000's	Total £000's
Balance at 1 April 2013	(5,079)	(1,776)	(1,337)	(1,500)	(500)	(281)	(10,473)
Additional provisions made in 2013/14	(4,819)	(667)	-	(5,970)	-	(225)	(5,711)
Amounts Used In 2013/14	5,079	270				228	(393)
Unused amounts reversed in 2013/14						-	-
Unwinding of discounting in 2013/14						-	-
Balance at 31 March 2014	(4,819)	(2,173)	(1,337)	(7,470)	(500)	(278)	(16,577)

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

	Employee Absences £000's	Insurance Fund £000's	Equal Pay £000's	Business Rates £000's	Council Tax £000's	Other Provisions £000's	Total £000's
Balance at 1 April 2013	(5,079)	(272)	-	-	-	(232)	(5,583)
Additional provisions made in 2013/14	(4,819)	(287)				(225)	(11,301)
Amounts Used In 2013/14		270		(5,970)		229	499
Unused amounts reversed in 2013/14	5,079						5,079
Unwinding of discounting in 2013/14							-
Balance at 31 March 2014	(4,819)	(289)	-	(5,970)	-	(228)	(11,306)

Employee Absences

A provision to account for the changes made under IFRS whereby the Council accounts for any untaken leave owed to its employees.

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.

Equal Pay Claims

The provision is in respect of potential payments to employees dependent upon the outcome of current and possible future legal action.

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

	New Balance at 2013/14 £000's	Balance at 2012/13 £000's
Revaluation Reserve	117,900	116,649
Available for Sale Financial Instruments Reserve	-	-
Capital Adjustment Account	350,452	342,745
Financial Instruments Adjustment Account	(1,818)	(1,938)
Deferred Capital Receipts Reserve	-	-
Pensions Reserve	(111,806)	(221,824)
Collection Fund Adjustment Account	(3,592)	2
Accumulated Absences Account	(4,819)	(5,079)
Total Unusable Reserves	346,317	230,555

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.

	2013/14 £000's	2012/13 £000's
Balance at 1 April	(116,649)	(119,128)
Upward revaluation of assets	(5,845)	(19,933)
Downward revaluation of assets and impairment losses not charged to the (Surplus)/Deficit on the Provision of Services	2,117	20,256

(Surplus)/deficit on revaluation of non-current assets not posted to the (Surplus)/Deficit on the Provision of Services	(3,728)	323
Difference between fair value depreciation and historical cost depreciation	2,062	2,156
Accumulated gains on assets sold or scrapped	415	-
Amount written off to the Capital Adjustment Account	2,477	2,156
Properties RR movement with CAA	-	-
Balance at 31 March	(117,900)	(116,649)

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 does not hold these types of investments.

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.

	2013/14	2012/13
	£000's	£000's
Balance at 1st April	(342,745)	(358,716)

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	22,485	21,221
Revaluation losses on Property, Plant and Equipment	10,292	15,352
Amortisation of intangible assets	707	762

Revenue expenditure funded from capital under Statute	3,548	3,434
Amounts of non-current assets written off on disposal or sale as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	3,461	2,166
Other Adjustment	(408)	
	40,085	42,935
Adjusting amounts written out of the Revaluation Reserve	(2,477)	(2,156)
Net written out amount of the cost of non-current assets consumed in the year	37,608	40,779
Capital financing applied in the year:		
Use of the Capital Receipts Reserve to finance new capital expenditure	(1,623)	(1,085)
Use of the Major Repairs Reserve to finance new capital expenditure	(6,540)	(4,863)
Capital grants and contributions credited to the Comprehensive Income and Expenditure Statement that have been applied to capital financing	(26,304)	(14,640)
Application of grants to capital financing from the Capital Grants Unapplied Account		
Statutory provision for the financing of capital investment charged against the General Fund and HRA balances	(8,495)	(7,484)
Statutory provision for the financing of the HRA subsidy Capital expenditure charged against the General Fund and HRA balances	(2,590)	(907)
	(45,552)	(28,979)
Movements in the market value of Investment Properties debited or credited to the Comprehensive Income and Expenditure Statement	237	4,171
Balance at 31 March	(350,452)	(342,745)

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. As a result, the liability balance on the Account at 31 March 2014 will be £1.818m (£1.938m 2012/13) charged to the General Fund over the next 12 years.

	2013/14		2012/13	
	£000's	£000's	£000's	£000's
Balance at 1st April		1,938		2,058
Premiums incurred in the year and charged to the Comprehensive Income and Expenditure Statement	(183)		(181)	
Proportion of premiums incurred in previous financial years to be charged against the General Fund Balance in accordance with statutory requirements	63		61	
Amount by which finance costs charged to the Comprehensive Income and Expenditure Statement are different from finance costs chargeable in the year in accordance with statutory requirements		(120)		(120)
Balance at 31st March		1,818		1,938

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-14	restated 31-Mar-13
	£000's	£000's
Balance at 1 April	221,824	181,934
Actuarial gains or losses on pensions assets and liabilities	(120,652)	31,549
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	26,853	23,557
Employer's pensions contributions and direct payments to pensioners payable in the year.	(16,219)	(15,216)
Balance at 31 March	111,806	221,824

Collection Fund Adjustment Account

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

	31-Mar-14 £000's	31-Mar-13 £000's
Balance at 1 April	(2)	(169)
Amount by which council tax income credited to the Comprehensive Income and Expenditure Statement is different from council tax income calculated for the year in accordance with statutory requirements	3,594	167
Balance at 31 March	3,592	(2)

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.

	2013/14		2012/13	
	£000's	£000's	£000's	£000's
Balance at 1 April		5,079		5,321
Settlement or cancellation of accrual made at the end of the preceding year	(5,079)		(5,321)	
Amounts accrued at the end of the current year	4,819		5,079	
		(260)		(242)
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		4,819		5,079

27. CASHFLOW STATEMENT – OPERATING ACTIVITIES

The cash flows for operating activities include the following items:

	Balance at 31-Mar-14	Balance at 31-Mar-13 Restated
	£000's	£000's
Interest received	(674)	(923)
Interest paid	13,776	6,777
Dividends received	(252)	(248)

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-14	31-Mar-13 Restated
	£000's	£000's
Depreciation, Impairment and Amortisation of fixed assets	(36,298)	(37,517)
Increase/(decrease) in stocks and works in progress	(38)	(47)
Increase/(decrease) in debtors	5,768	516
(Increase)/decrease in creditors	(789)	889
Pension Liability		
Net Charge to the CIES	16,219	15,216
Employers contributions to pension funds and direct payments to pensioners	(26,853)	(21,363)
Carrying amount of non-current assets sold	(3,462)	(2,167)
Other non-cash items charged to the net Surplus or Deficit on the Provision of Services		
Provisions	(6,104)	(1,884)
Movements in the value of investment properties	(237)	(4,196)
Movements in the value of Finance Leases and PFI	292	(115)
Movement in the MRR	(611)	(2,087)
Movement in the FIAA	(120)	(121)
Adjustment to the Net Surplus or Deficit on Provision of Services for non-cash movements	(52,233)	(52,876)

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-14	31-Mar-13
	£000's	Restated £000's
Purchase of short-term and long-term investments	-	-
Proceeds from short-term and long-term investments	-	-
Grants applied to the financing of capital expenditure	30,580	17,396
Proceeds from sale of property, plant and equipment, investment property and intangible assets	4,991	2,459
Adjustments for items included in the net surplus or deficit on the Provision of Services that are investing and financing activities	35,571	19,855

28. CASHFLOW STATEMENT – INVESTING ACTIVITIES

	Balance at 31-Mar-14	Balance at 31-Mar-13
	£000's	£000's
Purchase of property, plant and equipment, investment property and intangible assets	44,531	44,341
Purchase of short-term and long-term investments	-	-
Other payments for investing activities	-	-
Proceeds from the sale of property, plant and equipment, investment property and intangible assets	(4,991)	(2,459)
Proceeds from short-term and long-term investments	-	-
Other receipts from investing activities	(30,580)	(17,396)
Net cash flows from investing activities	8,960	24,486

29. CASHFLOW STATEMENT - FINANCING ACTIVITIES

	Balance at 31-Mar-14	Balance at 31-Mar-13
	£000's	£000's
Cash receipts of short-term and long-term borrowing	-	-
Other receipts from financing activities	2,149	(1,120)
Cash payments for the reduction of the outstanding liabilities relating to finance leases and on-balance sheet PFI contracts	758	1,040
Repayments of short-term and long-term borrowing	-	3,000
Other payments for financing activities	-	-
Net cash flows from financing activities	2,907	2,920

30. AMOUNTS REPORTED FOR RESOURCE ALLOCATION DECISIONS

The analysis of income and expenditure by service on the face of the Comprehensive Income and Expenditure Statement is that specified by the *Best Value Accounting Code of Practice*.

However, decisions about resource allocation are taken by the Council on the basis of budget reports analysed across directorates. These reports are prepared on a different basis from the accounting policies used in the financial statements. In particular:

- no charges are made in relation to capital expenditure except depreciation (revaluation and impairment losses in excess of the balance on the Revaluation Reserve and amortisations are charged to services in the Comprehensive Income and Expenditure Statement)
- the cost of retirement benefits is based on cash flows (payment of employer's pensions contributions) rather than current service cost of benefits accrued in the year

The income and expenditure of the Council's principal (directorates) recorded in the budget reports for the year is set out below. The Council has re-organised directorates during 2013/14 so restated 2012/13 figures to aid comparison.

2013/14	Health & Wellbeing £000's	Children Services, Education & Skills £000's	City & Environmental Services £000's	Communities & Neighbourhoods £000's	Customer & Business Support Services £000's	Office of the Chief Executive £000's	Corporate £000's	Total £000's
Employees	18,151	17,847	14,307	20,241	18,752	1,966	1,324	92,588
Supplies & Services	60,116	16,038	4,366	10,840	10,132	1,410	10,996	113,898
Internal Charges	-	-	-	-	-	-	69,413	69,413
Other Expenses	5,865	127,082	65,948	16,249	56,367	639	(20,038)	252,112
Total Expenditure	84,132	160,967	84,621	47,330	85,251	4,015	61,695	528,011
Fees, Charges & Other Income	(22,748)	(10,263)	(20,437)	(20,449)	(10,185)	(393)	(33,411)	(117,886)
Government Grants	(7,450)	(107,050)	(42,485)	(3,226)	(46,232)	-	(6,806)	(213,249)
Internal Charges	(250)	(16,564)	(5,820)	(7,939)	(24,821)	(1,467)	(12,552)	(69,413)
Total Income	(30,448)	(133,877)	(68,742)	(31,614)	(81,238)	(1,860)	(52,769)	(400,548)
Net Expenditure	53,684	27,090	15,879	15,716	4,013	2,155	8,926	127,463

restated 2012/13	Health & Wellbeing £000's	Children Services, Education & Skills £000's	City & Environmental Services £000's	Communities & Neighbourhoods £000's	Customer & Business Support Services £000's	Office of the Chief Executive £000's	Corporate £000's	Total £000's
Employees	17,088	21,309	14,740	21,401	19,486	1,846	1,150	97,020
Supplies & Services	52,643	17,322	3,243	12,404	7,594	1,124	12,798	107,128
Internal Charges	-	-	-	-	-	-	65,597	65,597
Other Expenses	5,970	128,202	31,020	21,398	65,575	795	(38,384)	214,576
Total Expenditure	75,701	166,833	49,003	55,203	92,655	3,765	41,161	484,321
Fees, Charges & Other Income	(21,822)	(12,533)	(20,091)	(19,842)	(9,413)	(285)	(16,967)	(100,953)
Government Grants	(4,309)	(118,479)	(5,833)	(8,829)	(56,331)	(10)	(1,830)	(195,621)
Internal Charges	-	(13,433)	(5,123)	(8,599)	(24,308)	(1,854)	(12,280)	(65,597)
Total Income	(26,131)	(144,445)	(31,047)	(37,270)	(90,052)	(2,149)	(31,077)	(362,171)
Net Expenditure	49,570	22,388	17,956	17,933	2,603	1,616	10,084	122,150

original 2012/13	Adults, Children & Education £000's	City Strategy £000's	Communities & Neighbourhoods £000's	Customer & Business Support Services £000's	Office of the Chief Executive £000's	Corporate £000's	Total £000's
Employees	38,397	14,680	21,461	19,486	1,846	1,150	97,020
Supplies & Services	69,965	3,243	12,354	7,594	1,174	12,798	107,128
Internal Charges	-	-	-	-	-	65,597	65,597
Other Expenses	134,172	30,957	21,461	65,575	795	(38,347)	214,613
Total Expenditure	242,534	48,880	55,276	92,655	3,815	41,198	484,358
Fees, Charges & Other Income	(34,359)	(20,091)	(19,842)	(9,413)	(285)	(17,000)	(100,990)
Government Grants	(122,788)	(5,833)	(8,829)	(56,331)	(10)	(1,830)	(195,621)
Internal Charges	(13,433)	(5,122)	(8,600)	(24,308)	(1,854)	(12,280)	(65,597)
Total Income	(170,580)	(31,046)	(37,271)	(90,052)	(2,149)	(31,110)	(362,208)
Net Expenditure	71,954	-	17,834	18,005	2,603	1,666	10,088

Reconciliation of Directorate Income and Expenditure to Cost of Services in the Comprehensive Income and Expenditure Statement

This reconciliation shows how the figures in the analysis of directorate income and expenditure relate to the amounts included in the Comprehensive Income and Expenditure Statement.

	2013/14 £000	2012/13 £000
Net Expenditure in Directorate Analysis	127,463	122,150
Amounts in the Comprehensive Income and Expenditure Statement not reported to management in the Analysis	11,37456	45,233
Amounts included in the Analysis not included in the Comprehensive Income and Expenditure Statement	1953	(12,363)
Cost of Services in Comprehensive Income and Expenditure Statement	140,791	155,020

Reconciliation to Subjective Analysis

This reconciliation shows how the figures in the analysis of directorate income and expenditure relate to a subjective analysis of the Surplus or Deficit on the Provision of Services included in the Comprehensive Income and Expenditure Statement.

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2013/14

	Directorate Analysis £000	Amounts Not Reported To Management For Decision Making £000	Amounts Not Included In I&E £000	Cost Of Services £000	Corporate Amounts £000	Total £000
Employee Expenses	92,588	10,083		102,671	(9,720)	92,951
Other Service Expenses	366,010	3,838	(81,631)	288,217	45,604	333,821
Support Service Recharges	69,413		(69,413)	-		-
Depreciation, Amortisation & Impairment		33,720		33,720		33,720
Interest Payments		(120)		(120)	10,130	10,010
Precepts & Levies					580	580
Payments to Housing Capital Receipts Pool		955		955		955
Gain Or Loss On Disposal Of Fixed Assets		(1,530)		(1,530)		(1,530)
Total Expenditure	528,011	46,946	(151,044)	423,913	46,594	470,507
Fees, Charges & Other Service Income	(187,299)	(4,991)	154,145	(38,145)	(122,199)	(160,344)
Surplus Or Deficit On Associates & Joint Ventures				-		-
Interest & Investment Income				-	(329)	(329)
Income From Council Tax			(1,148)	(1,148)	(70,290)	(71,438)
Government Grants & Contributions	(213,249)	(30,580)		(243,829)	(17,331)	(261,160)
Total Income	(400,548)	(35,571)	152,997	(283,122)	(210,149)	(493,271)
Surplus Or Deficit On The Provision Of Services	127,463	11,375	1,953	140,791	(163,555)	(22,764)

2012/13

	Directorate Analysis £000	Amounts Not Reported To Management For Decision Making £000	Amounts Not Included In I&E £000	Cost Of Services £000	Corporate Amounts £000	Total £000
Employee Expenses	97,020	(242)		96,778	7,358	104,136
Other Service Expenses	321,741	(15,045)	(15,485)	291,211	104	291,315
Support Service Recharges	65,597		(65,597)	-		-
Depreciation, Amortisation & Impairment		41,506		41,506		41,506
Interest Payments		(121)		(121)	10,374	10,253
Precepts & Levies					616	616
Payments to Housing Capital Receipts Pool				-	829	829
Gain Or Loss On Disposal Of Fixed Assets		630		630	3,380	4,010
Total Expenditure	484,358	26,727	(81,082)	430,003	22,661	452,664
Fees, Charges & Other Service Income	(166,587)	3,094	68,719	(94,774)	(3,500)	(98,274)
Surplus Or Deficit On Associates & Joint Ventures				-		-
Interest & Investment Income				-	(695)	(695)
Income From Council Tax		167		167	(76,294)	(76,127)
Government Grants & Contributions	(195,621)	15,245		(180,376)	(79,198)	(259,574)
Total Income	(362,208)	18,506	68,719	(274,983)	(159,687)	(434,670)
Surplus Or Deficit On The Provision Of Services	122,150	45,233	(12,363)	155,020	(137,026)	17,994

31. ACQUIRED AND DISCONTINUED OPERATIONS

The Council has acquired Public Health operations from the NHS in April 2013. With the transfer brought a number of commissioning responsibilities for the Council, together with overall responsibility for improving health at borough level. The national Public Health outcomes framework has been developed, which sets out key outcomes of interest for partners in improving health including some mandatory services including :- the National Child Measurement Programme; NHS health check assessments; comprehensive sexual health services (including testing and treatment for sexually transmitted infections, contraception outside of the GP contract and sexual health promotion and disease prevention; the local authority role in dealing with health protection incidents, outbreaks and

emergencies; providing public health support to health care commissioners. (No operations were acquired in the year to 31 March 2013).

32. TRADING OPERATIONS

The Council had no external trading operations in 2013/14. The Council has established 15 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 North Yorkshire Police Council 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 for five schools (which includes four Academy schools), one college, City of York Trading, one District Council, and various small organisations mostly in the voluntary and sports sectors. These contracts are detailed in the table:

	2013/14	2012/13
	£000's	£000's
Expenditure incurred providing Payroll Services	44	23
Fee income earned	(52)	(37)
Net Position	(8)	(14)

34. ROAD CHARGING SCHEMES

There were no schemes under the Transport Act 2000 in 2013/14, but these will continue to be considered by the Council in future years.

35. POOLED BUDGETS

There were no pooled budgets in 2013/14, but these will continue to be considered by the Council in future years.

36. MEMBERS ALLOWANCES

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

	2013/14	2012/13
	£000's	£000's
Allowances	551	552
Expenses	10	9
Total	561	561

The Local Authorities (Members' Allowances) (England) Regulations 2003 include a requirement for local authorities to publicise the scheme for members' allowances and to disclose annually amounts paid to each member under such schemes. The information on amounts paid during 2013/14 will be released to the press during the summer and will identify that the Council spent £561k (2012/13 £561k) on members' allowances and expenses. Members receive payments that reflect the special responsibilities of the individual Member, together with a basic allowance. Other allowances received include those for telephones, internet and dependent care. Expenses are made up of travel and subsistence costs. The level of the basic and responsibility allowances are set by the Council after recommendations are received from the Cabinet, having regard to the review undertaken by the Council's independent remuneration panel. In addition to the allowances and expenses the Council has incurred a cost of £41k (2012/13 £41k) for members pensions contributions.

37. OFFICERS REMUNERATION

Regulation 7 of the Accounts and Audit (England) Regulations 2011 contain requirements for the disclosure of the remuneration of higher paid officers. In addition it is also a requirement to disclose the number of employees, including teachers, whose total remuneration is above £50k in £5k increasing bands. The numbers in different bands are shown below.

The remuneration paid to the Council's senior employees in 2013/14 is as follows:

	Notes	Salaries, Fees and Allowances £000's	Expenses Allowances £000's	Compensation for Loss of Office £000's	Pension Contributions £000's	Total Remuneration including pension contributions £000's
Chief Executive		137	0	-	27	164
Director of Adults, Children & Education	1	68	0	-	13	81
Director of Children's Services Education & Skills	2	9	1	-	2	12
Director of Public Health & Wellbeing	3	149	-	-	20	169
Director of Communities & Neighbourhoods		103	0	-	20	123
Director of Customer & Business Support Services		103	0	-	20	123
Director of City and Environmental Services		92	3	-	18	113
Assistant Director Legal Governance & IT		73	-	-	14	87
Head of Economic Development		53	-	-	-	53
Head of Strategy Partnerships and Communication		54	-	-	0	54
		841	4	-	134	979

No Bonus payments were made to any Senior Officers in the 2013-14 financial year.

Note 1 – Director of Adults, Children and Education left the Council on the 31st March 2013, an interim Director was in place between 01/04/2013 and 15/12/2013.

Note 2 – The above post was replaced by a new Director of Children's services, Education & Skills from 03/03/2014.

Note 3 – Director of Public Health & Well Being commenced on 01/04/2013.

The remuneration paid to the Council's senior employees in 2012/13 is as follows:

	Notes	Salaries, Fees and Allowances £000's	Expenses Allowances £000's	Compensation for Loss of Office £000's	Pension Contributions £000's	Total Remuneration including pension contributions £000's
Chief Executive		136	-	-	27	163
Director of Adults, Children & Education	1	108	-	-	20	128
Director of Communities & Neighbourhoods		103	-	-	20	123
Director of Customer & Business Support Services		103	-	-	20	123
Director of City Strategy	2	27	-	-	4	31
Director of City and Environmental Services	3	36	-	-	7	43
Assistant Director Legal Governance & IT		73	-	-	14	87
Head of Strategy Partnerships and Communication		57	-	-	-	57
		643	-	-	112	755

No Bonus payments were made to any Senior Officers in the 2012-13 financial year.

Note 1 - Director of Adults, Children and Education left the Council on the 31st March 2013

Note 2 - Director of City Strategy left the Council on 10th June 2012

Note 3 - Director of City and Environmental services commenced on 5th November 2012

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

Remuneration Band	2013/14					2012/13				
	Number of employees					Number of employees				
	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	2	32	2	70	28	1	37	1	67
£55,000 - £59,999	3	2	18	-	23	4	-	21	3	28
£60,000 - £64,999	2	1	11	-	14	-	-	10	-	10
£65,000 - £69,999	2	1	8	-	11	1	-	4	1	6
£70,000 - £74,999	5	1	2	-	8	11	-	3	-	14
£75,000 - £79,999	2	1	3	-	6	-	-	6	-	6
£80,000 - £84,999	-	-	2	-	2	-	-	1	-	1
£85,000 - £89,999	1	-	-	-	1	-	-	1	-	1
£90,000 - £94,999	-	-	1	-	1	-	-	2	-	2
£95,000 - £99,999	1	-	-	-	1	-	-	-	-	-
	50	8	77	2	137	44	1	85	5	135

The numbers of exit packages and total cost of redundancies is collated in bands of £20k as set out in the table below:

Exit package cost band (including special payments)	Number of Compulsory Redundancies		Number of other departures agreed		Number of redundancies		Total cost of exit packages in each band	
	2013/14	2012/13	2013/14	2012/13	2013/14	2012/13	2013/14	2012/13
							£000's	£000's
£0- £20,000	17	15	200	135	217	150	1187	983
£20,001 - £40,000	2	4	15	15	17	19	489	485
£40,001 - £60,000	-	1	2	3	2	4	100	190
£60,001 - £80,000	1	-	-	1	1	1	67	-
Total	20	20	217	154	237	174	1,843	1,658

There are no amounts provided for in the CIES that are not included within the bandings above.

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:

	2013/14 £000's	2012/13 £000's
Fees payable to Mazars LLP with regard to external audit services carried out by the appointed auditor	119	122
Fees payable to Mazars LLP in respect of statutory inspection	-	-
Fees payable to the Mazars LLP for the certification of grant claims and returns	18	14
Fees payable in respect of other services provided by Mazars LLP	21	4
	158	140

The above fees have been presented on an accruals basis, in line with Code requirements. The fees for other services payable in 2013/14 relate to a review of Adult Social Care; in 2012/13 the fee is for work on the National Fraud Initiative.

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 ringfenced and can only be applied to meet expenditure properly included in the Schools Budget, as defined in the School Finance (England)

The DSG is ring fenced and can only be applied to meet expenditure properly included in the Schools Budget, as defined in the School Finance (England) Regulations 2011.

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 2013/14 are as follows:

	Central Expend- iture £000's	Individual Schools Budget £000's	DSG Total £000's
Final DSG for 2013/14 before Academy recoupment			109,797
Academy figure recouped for 2013/14			<u>(8,729)</u>
Total DSG after Academy recoupment for 2013/14			101,068

Brought forward from 2012/13			(632)
Carry forward to 2014/15 agreed in advance			-
DSG resources available for distribution in 2013/14	7,763	92,673	100,436
In year adjustments	-	-	
Final resources available for distribution in 2013/14	7,763	92,673	100,436
Less actual central expenditure	-	-	-
Less actual ISB deployed to schools	-	-	-
Plus Local Authority contribution for 2013/14	-	-	-
Carry forward to 2014/15	7,763	92,673	100,436

40. GRANT INCOME

The Council credited the following grants, contributions and donations to the Comprehensive Income and Expenditure Statement in 2013/14:

	2013/14 £000's	2012/13 £000's
Credited to Taxation and Non Specific Grant Income		
Demand on Collection Fund	71,438	(76,127)
Non-Domestic Rates	18,719	(45,671)
Revenue Support Grant	34,870	(885)
Other general grants	6,228	(15,751)
Capital Grants	46,110	(15,227)
New Homes Bonus	2,433	(1,830)
TOTAL	179,798	(155,491)
Credited to Services		
Dedicated Schools Grant Base	(100,325)	(99,974)
DfT	-	(1,005)
Access to Work	156	(170)
SFA/EFA	(5,679)	(6,117)
Other Grants	(898)	(638)
DWP Council Tax, Housing Benefit & Admin Grant	(45,459)	(55,948)
Troubled Families	(388)	(125)
Pupil Premium	(3,682)	(2,398)
Additional Grant for Schools	(41)	(203)
PFI Revenue Support	(1,186)	(1,186)
Skills Funding Agency	(1,299)	(1,365)
Education Funding Agency	(666)	(297)
Public Health Grant	6,667	-
TOTAL	(152,800)	(169,426)

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.

	31-Mar-14 £000's
Current Liabilities	
Grants Receipts in Advance (Capital Grants)	
Miscellaneous other grants (capital)	(500)
S106 Contributions with conditions	(17)
TOTAL	(517)
Grants Receipts in Advance (Revenue Grants)	
Troubled Families	(353)
Education Misc Grants	(34)
DCLG NPG	(10)
SFA	(8)
TOTAL	(405)
	31-Mar-13 £000's
Current Liabilities	
Grants Receipts in Advance (Capital Grants)	
BBAF grant (capital)	(1,505)
Miscellaneous other grants (capital)	(26)
S106 Contributions with conditions	(237)
TOTAL	(1,768)
Grants Receipts in Advance (Revenue Grants)	
BBAF grant (revenue)	(980)
Joseph Rowntree Housing Trust s278 Derwenthorpe	(386)
Troubled Families	(280)
University of York s278 East Campus	(78)
Linden Homes (North) Ltd s278 Ouseacres	(13)
English Heritage Characterisation Project	(12)
Education Misc Grants	(78)
ASB	(137)
DLS	(13)
LLDD	(9)
DOH Drug and Alcohol Action Team	205
TOTAL	(1,781)

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 are set out in the subjective analysis in Note 30 on reporting for resources allocation decisions. Grant receipts outstanding at 31 March 2014 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 2013/14 is shown in Note 36.

During 2013/14, works and services to the value of £395k were commissioned from companies in which a total 2 members had an interest in. Contracts were entered into in full compliance with the council's standing orders

Company name	No of Members that holds an interest	Value of works commissioned by the Council £000's	Value outstanding as at 31 March 2014 £000's
York Wheels	1	106	0
Yorkshire Energy Partnership Board	1	289	0

The Council have not paid any significant grants to voluntary organisations which members had positions on the governing body that were outside of their responsibilities of carrying out Council business.

No significant grants were made to organisations whose senior management included close members of the families of members.

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 the Guildhall during office hours.

Officers

During 2013/14 no works and services of a significant value were commissioned from companies in which officers had an interest in outside of their Council responsibilities. All contracts were entered into in full compliance with the council's standing orders

The Council did not pay any significant grants to voluntary organisations in which officers had positions on the governing body.

No payments were made to organisations whose senior management included close members of the families of 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 and Veritau Limited please see Long Term Investments note

The **Yorkshire Purchasing Organisation** was established as a joint committee of Local Authorities in 1974 and City of York Council is one of the constituent thirteen member authorities.

Science City York is a company limited by guarantee and is a non profit organisation. There is no share capital but the Council being a member is liable to contribute £1 in the event of the company being wound up. The members also include the University of York. There are two transactions between Science City York and the Council each year. Loan interest is paid to the Council on the £50k loan and a service level agreement is set up where by the Council gives a grant to Science City York of £100k. The Chief Executive of City of York Council is a member of the board. In May 2011, a subsidiary of Science City York was set up called SCY Enterprises Ltd. This is a wholly owned subsidiary of Science City York.

The Council is reviewing alternative structures for the delivery of those services currently the responsibility of Science City York, including the transfer to a new company. An in principle decision will be made by the Cabinet in July. There will be no changes to the accounts as a result of this decision and any changes will be fully reflected in the 2014/15 accounts.

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 Board of Directors for CYT is made up of the Customer and Business Support Management Team and a Member of the Council's Cabinet. The company started trading in June 2013 and 2013/14 is the first full year of operation. The company provides temporary staff to the Council, schools and other public sector organisations. Transactions with the Council during the year included charges of £2.2m and income from providing support services, including payroll of £3.1m

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) and City of York Trading Ltd (a nominal £1). The shares are included in the balance sheet at nominal value. Other investments have been deposited to be realisable quickly, although the intention is to hold them for a medium/long-term.

Yorwaste

The Council has, as a result of the local government reorganisation in the area at 1 April 1996, a 22.27% share-holding in Yorwaste Limited. 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 & Expenditure Account, however dividend income of £29k (£nil 2012/13) is included as part of the Council's income for Cultural, Environmental and Planning Services. Similarly, the Company's assets and liabilities are not in the Consolidated Balance Sheet.

The Council has a contract with Yorwaste Limited for waste disposal services. Contract prices are negotiated on an arms length commercial basis. The total value of services received in the year was £7.778m (£5.05m 2012/13) including Landfill Tax, and at 31 March 2014 there was a creditor balance of £0.339m excluding vat (£0.247m excluding vat 2012/13).

In addition the Council provides services to Yorwaste Limited that totalled £0.445m (£0.364m during 2012/13). There was a debtor outstanding at 31 March 2014 of £0.114m (£0.115m 2012/13).

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 shares which represent less than 20% of the total share capital at £1.157m. The Council received no dividends or profits from York Science Park and holds no liability. There were no significant monetary transactions between the Council and the company during 2013/14.

Veritau

Since 1 April 2009, internal audit, counter-fraud and information governance 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. The Council is represented on the Board by the Director of Customer & Business Support Services and one Member of the Council.

The Council has a contract with Veritau Limited for the provision of internal audit, counter-fraud and information governance services. Contract prices are negotiated on an arms length commercial basis. The total value of services received in year was £624k (£681k in 12/13) and Veritau Limited paid the Council £15k (£12k in 2012/13). As at 31 March 2014 there was a creditor balance of £0k (£0k 2012/13) and a debtor balance of £0k (£2k 2012/13).

The values associated with both these companies are not deemed to be material to provide group accounts.

Other

The Council has recently transferred some services into new companies. Libraries and Archives have transferred to a new organisation called York Explore, a Community Benefit Society. The Community Equipment Loans Store and Telecare service has transferred to Be Independent, a Communities Interest Company. The Council retains an interest in both companies but the staff of these organisations will be the majority share holders. Both transfers happened after 31st March 2014 and further disclosures will be included in the 2014/15 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.

	2013/14	2012/13
	£000's	£000's
Opening Capital Financing Requirement	317,839	300,086
Capital Investment		
Property, Plant and Equipment	40,889	42,600
Investment Properties	106	22
Intangible Assets	75	421
Revenue Expenditure Funded from Capital under Statute	3,548	3,434
Leases / PFI	-	256
HRA Self Financing payment	-	-
Sources of Finance		
Capital Receipts	(1,623)	(1,085)
Government grants and other contributions	(32,845)	(19,504)
Direct revenue contributions	(2,590)	(907)
MRP (Minimum Revenue Repayment)	(8,496)	(7,484)
Movement in Year	(936)	17,753
Closing Capital Financing Requirement	316,903	317,839
Explanations of movement in year		
Increase in underlying need to borrow (supported by government financial assistance)	304	8,833
Increase in underlying need to borrow (unsupported by government financial assistance)	7,256	16,148
Assets acquired under finance leases/PFI	-	256
HRA Self Financing payment	-	-
MRP/ loans fund principal	(8,496)	(7,484)
Increase/ (decrease) in Capital Financing Requirement	(936)	17,753

The Capital Financing Requirement decreased in 2013/14 as a result of the provision set a side for the repayment of debt being higher than the level of borrowing required to fund capital expenditure.

43. LEASES

Council as Lessee

Finance Leases

The Council has acquired a number of assets under finance leases, which relate principally to IT and photocopiers. The assets acquired under these leases are carried as Property, Plant and Equipment in the Balance Sheet at the following net amounts:

	2013/14	2012/13
	£000's	£000's
Other Land and Buildings	-	-
Vehicles, Plant, Furniture and Equipment	121	480
	121	480

The Council has not acquired any new property assets under finance leases.

The Council is committed to making minimum payments under these leases comprising settlement of the long-term liability for the interest in the assets acquired by the Council and finance costs that will be payable by the Council in future years while the liability remains outstanding. The minimum lease payments are made up of the following amounts:

	2013/14	2012/13
	£000's	£000's
Finance lease liabilities (net present value of minimum lease payments)		
- Current	181	376
- Non-current	-	181
Finance costs payable in future years	8	46
Minimum lease payments	189	603

The minimum lease payments will be payable over the following periods:

	Minimum lease payments		Finance lease liabilities	
	2013/14	2012/13	2013/14	2012/13
	£000's	£000's	£000's	£000's
Not later than one year	189	414	181	375
Later than one year and not later than five years	-	189	-	181
Later than five years	-	-	-	-
	189	603	181	556

Due to the short-term nature of the leases entered into by the Council, no contingent rents were payable by the Council in 2013/14 (2012/13 £0).

The Council has not sub-let any of the assets acquired under these finance leases.

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 leases arrangement as well as maintenance charges and cost of materials. Examples of the assets that have been acquired include:

- Fleet of refuse collection vehicles (extensions after primary rental period), typical life less than one year
- IT equipments in ICT managed services, typical lives of three years
- Hygiene units, typical lives of five years
- Photocopying equipments, typical lives of three years
- Various property assets, typical lives between 10 and 20 years

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

	31-Mar- 14	31-Mar- 13 Restated
	£000's	£000's
Not later than one year	1,002	1,385
Later than one year and not later than five years	3,045	2,584
Later than five years	3,140	3,444
	7,187	7,413

The expenditure charged (including payments for non-lease elements) in the Comprehensive Income and Expenditure Statement during the year in relation to these leases was:

	2013/14	2012/13
	£000's	£000's
Minimum lease payments	1,002	1,663
Contingent rents	3	81
	1,005	1,744

Council as Lessor

Finance Leases

The Council acts as lessor for a small number of property leases, with start dates between 1967 and 1994 and remaining lease terms of between 2 and 24 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:

	2013/14 £000's	2012/13 Restated £000's
Finance lease debtor (net present value of minimum lease payments)		
- Current	12	11
- Non-current	336	348
Unearned finance income	234	253
Unguaranteed residual value of property	-	-
Gross Investment in the lease	582	612

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	
	2013/14 £000's	2012/13 Restated £000's	2013/14 £000's	2012/13 Restated £000's
Not later than one year	30	28	12	11
Later than one year and not later than five years	113	94	45	45
Later than five years	439	416	291	303
	582	538	348	359

The minimum lease payments include rents that are contingent on events taking place after the lease was entered into, such as adjustments following rent reviews. In 2013/14 contingent rents of £134k were receivable by the Council (2012/13 £124k).

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:

	2013/14	2012/13
		Restated
	£000's	£000's
Not later than one year	1,961	1,926
Later than one year and not later than five years	4,972	5,431
Later than five years	10,860	10,903
	17,793	18,260

The 31st March 2013 figure has been restated to reflect the overall review of all lease considerations..

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 2013/14 contingent rents of £887k were receivable by the Council (2012/13 £734k).

44. PFI AND SIMILAR CONTRACTS

The Council has one PFI scheme for the provision of 3 primary schools 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

The asset used to provide the services at one of the schools is recognised on the Council's Balance Sheet. Movements in the value over the year are 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.

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 2014 (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	603	237	245	1,085
Between 2 Yrs and 5 Yrs	2,489	886	1,048	4,423
Between 6 Yrs and 10 Yrs	3,750	828	1,060	5,638
Between 11 Yrs and 15 Yrs	4,159	705	1,019	5,883
Between 16 Yrs and 20 Yrs	3,987	947	1,320	6,254
Between 21 Yrs and 25 Yrs	1,514	476	644	2,634
	16,502	4,079	5,336	25,917

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.

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 2013/14.

47. TERMINATION BENEFITS

The Council terminated the contracts of a number of employees in 2013/14, incurring liabilities of £1,843k (£1,658k in 2012/13). See Note 37 for the number of exit packages and total cost per band. This sum is payable to officers across all of the Council's directorates.

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). It provides teachers with defined 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 defined benefit scheme. Although the scheme is unfunded, Teachers' Pensions use 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 a share of the underlying liabilities in the scheme attributable to its own employees. For the purposes of the Statement of Accounts it is therefore accounted for on the same basis as a defined contribution scheme.

In 2013/14 the Council paid £5.762m (2012/13 £6.378m) to CTP in respect of teachers' retirement benefits, which represents 14.1% (2012/13, 14.1%) of teachers' pensionable pay.

In addition the Council is responsible for the costs of any additional benefits awarded upon early retirement which are not the responsibility of the CTP. These amounted to £731k (2012/13 £711k) and are fully accrued in the pensions liability described in the figures that follow in Note 49.

NHS Staff Pension Scheme

During 2013/14, NHS Staff have transferred to the Council. These staff 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 2013/14, the Council paid £51k to the NHS Pension Scheme in respect of former NHS staff retirement benefits, representing 14% of pensionable pay. There were no contributions remaining payable at the year end.

49. DEFINED BENEFIT PENSION SCHEMES

The Council offers retirement benefits to its employees as part of their employment terms and conditions. Although these benefits are not payable until the employees retire, the Council is committed to make the payments that will enable the cost of the benefits to be met. The future commitment for meeting these payments must be disclosed at the time that the employees earn their future entitlement. In other words, the cost of meeting these payments in the future when employees retire are disclosed in the accounts at the time that employees are working at the Council and are earning their future entitlement.

The Council participates in two schemes, the North Yorkshire Pension Fund and the Teachers Scheme. Brief details of the two pension schemes are shown in Policy 1 section VII of the Statement of Accounting Policies.

The liability for payment of pensions under the Teachers Pension scheme rests with the Department for Children, Schools and Families, and it is therefore classed as a multi-employer defined benefit scheme for which the liabilities of individual employers cannot be separated. It is therefore treated in the same way as a defined contribution scheme, and no additional disclosures are required. However, where benefits have been offered outside the scheme costs they have to be funded by the Council instead of the Teachers Pension scheme. Under the IAS19 reporting requirements these payments need to be treated as if they were part of a defined benefit scheme and have been included in all the information provided by the Actuaries.

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.

Transactions relating to post-employment benefits

The costs of retirement benefits are recognised 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:

Local Government Pension Scheme

	2013/14		Restated 2012/13	
	£000's	£000's	£000's	£000's
Comprehensive Income and Expenditure Statement				
Cost of Services				
Current service cost	16,579		13,869	
Past service cost	-		-	
Administration expenses	298		288	
(Gain) / Loss from settlements and curtailments	1,064		892	
		17,941		15,049
Financing and Investment Income and Expenditure				
Interest cost	23,343		22,763	
Expected return on assets in the scheme	(14,431)		(14,255)	
Net Interest expense		8,912		8,508
Total Post Employment Benefit Charged to the Surplus or Deficit on the Provision of Services		26,853		23,557
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)	(43,506)		(33,394)	
Actuarial gains and losses arising on changes in demographic assumptions	(780)		5,759	
Actuarial gains and losses arising on changes in financial assumptions	(56,426)		59,184	
Experience gains and losses	(19,940)			
Actuarial gains and losses				
Total post-employment benefits charged to the Comprehensive Income and Expenditure Statement		(120,652)		31,549
Movement in Reserves statement				
Reversal of net charges made to the Surplus or Defecit for the Provision of Services for post employment benefits in accordance with the Code		(26,853)		(23,557)
Actual amount charged against the General Fund				
Balance for pensions in the year:				
Employers' contributions payable to scheme		16,219		15,216

Assets and Liabilities in Relation to Retirement Benefits

The following analyses are all based on the annual updated position provided by the Fund's actuaries.

The reconciliation of present value of the scheme liabilities is as follows:

	As at 31-Mar-14		As at 31-Mar-13	
	Local Government Pension Scheme £000's	Unfunded Teachers Scheme £000's	Local Government Pension Scheme £000's	Unfunded Teachers Scheme £000's
Opening balance at 1 April	549,523	13,120	458,631	11,684
Current service cost	16,579		13,538	-
Interest cost	22,871	472	22,573	521
Contributions by scheme participants	4,684		4,651	
Remeasurement (gains)/losses:				
Actuarial gains and losses arising on changes in demographic assumptions	(916)	136		
Actuarial gains and losses arising on changes in financial assumptions	(55,504)	(922)	63,400	1,543
Experience gains and losses	(20,283)	343		
Benefits/transfers paid	(14,608)	(731)	(14,079)	(711)
Past service costs	-	-	-	-
Curtailments	958	106	809	83
Settlements	-	-	-	-
Closing balance at 31 March	503,304	12,524	549,523	13,120

The reconciliation of the fair value of the scheme assets is as follows:

	As at 31-Mar-14		As at 31-Mar-13	
	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	(340,819)	-	(288,381)	-
Interest income	(14,431)		(16,161)	
Remeasurement gain	(43,506)		(31,200)	
Administration expenses	298		-	
Employer contributions	(15,488)	(731)	(14,505)	(711)
Contributions by scheme participants	(4,684)		(4,651)	
Benefits/transfers paid	14,608	731	14,079	711
Settlements				
Closing fair value of scheme assets	(404,022)	-	(340,819)	-

Scheme History

The history of the liabilities and assets over the last five years has been:

	2009/10	2010/11	2011/12	2012/13	2013/14
	£000's	£000's	£000's	£000's	£000's
<u>Present Value of Liabilities</u>					
Local Government Pension Scheme	420,933	414,656	458,631	549,523	503,304
Unfunded Teachers Pensions	10,663	11,113	11,684	13,120	12,524
<u>Fair Value of Assets</u>					
Local Government Pension Scheme	(241,618)	(277,696)	(288,381)	(340,819)	(404,022)
<u>(Surplus)/Deficit in the Scheme</u>					
Local Government Pension Scheme	179,315	136,960	170,250	208,704	99,282
Unfunded Teachers Pensions	10,663	11,113	11,684	13,120	12,524
Net liability arising from defined benefit obligation	189,978	148,073	181,934	221,824	111,806

The liabilities show the underlying commitments that the Council has to pay, namely retirement benefits in the long-term. The total liability of £111.806m (2012/13 £221.824m) 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 Mercer Human Resource Consulting Ltd., an independent firm of actuaries who are the fund's actuaries, had to make a number of assumptions about events and circumstances in the future. This means that the results of actuarial calculations are subject to uncertainties within a range of possible values. The liabilities have been assessed on an actuarial basis 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 liabilities have been assessed by Mercer, with the estimates being based on the latest full valuation of the scheme as at 31 March 2013.

The principal assumptions used by the actuary have been:

	As at 31-Mar-14	As at 31-Mar-13
Post Retirement Mortality Assumptions		
Non-retired members (retiring in the future in normal health)	S1PA CMI 2012 1.5% Tables	S1PA CMI 2009 1.25% Tables
Current pensioners (retired in normal health)	S1PA CMI 2012 1.5% Tables	S1PA CMI 2009 1.25% Tables
Life expectancy		
Of a male future pensioner aged 65 in 20 years time	25.3	24.4
Of a female future pensioner aged 65 in 20 years time	27.8	27.2
Of a male current pensioner aged 65	23	22.6
Of a female current pensioner aged 65	25.3	25.3

The following shows the inflation factors used:

	As at 31-Mar-14	As at 31-Mar-14	As at 31-Mar-13	As at 31-Mar-13
	% pa LGPS	% pa UTS	% pa LGPS	% pa UTS
Rate of Inflation	2.4	2.4	2.4	2.4
Rate of increase in salaries	3.9	N/A	4.15	N/A
Rate of increase in pensions	2.4	2.4	2.4	2.4
Discount rate	4.5	4.3	4.2	3.7

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-14 £'000	Percentage Total of asset	As at 31-Mar-13 £'000	Percentage Total of asset
Equities				
UK quoted	58,961	17.3	82,421	20.4
UK quoted (unitised)	89,976	26.4	111,106	27.5
Global quoted	58,962	17.3	66,664	16.5
Emerging Markets (unitised)	10,225	3.0	10,505	2.6
Bonds				
UK Government fixed	23,517	6.9	20,605	5.1
UK Government indexed	15,678	4.6	26,665	6.6
Overseas Government fixed	6,135	1.8	2,020	0.5
Overseas Government indexed	1,704	0.5	808	0.2
UK Corporate (Unitised)	24,539	7.2	26,665	6.6
Euro Corporate (Unitised)	4,771	1.4	2,020	0.5
International Corporate (Unitised)	2,386	0.7	1,616	0.4
Property				
UK (Unitised)	12,610	3.7	18,989	4.7
Alternatives				
DGF (UK Unitised)	29,651	8.7	31,918	7.9
Cash				
Cash accounts	1,363	0.4	606	0.1
Net current assets	341	0.1	-	-
	340,819	100.00	404,022	100.00

The long-term rates of expected return on the investments are as follows:

	As at 31-Mar-14 % pa	As at 31-Mar-13 % pa
Equities	7.00	7.00
Government Bonds	3.40	2.80
Other Bonds	4.30	3.90
Property	6.20	5.70
Cash/liquidity	0.50	0.50

50. CONTINGENT LIABILITIES

Waste Management - North Yorkshire County Council entered into a commercial agreement for the provision of a long term waste management service contract on August 26th 2011 with AmeyCespa (Contractor). As part of the agreement City of York Council entered a Joint Waste Management Agreement with North Yorkshire County Council.

The contract includes provision whereby compensation could be payable by the County Council up to a maximum of £5m to the Contractor in specific circumstances should the contract not proceed to financial close. The City of York Council will be liable to pay North Yorkshire County Council 21% of

any compensation payable under the Joint Waste Management Agreement. The Council recognises the risk of potential liability is recognised and the Council accepts that should it not proceed to financial close as described above City of York Council will need to identify funds to cover any compensation due. The decision regarding financial close is expected by the end of the 2014 calendar year.

NNDR Appeals - The Council has made a provision for NNDR appeals based upon its best estimates of the actual liability as at the year-end in known appeals. It is not possible to quantify appeals that have not yet been lodged with the Valuation Office so there is a risk to the Council that national and local appeals may have an impact on the Accounts.

Lendal Bridge - It is considered prudent that income raised from bus lane enforcement at both Coppergate and Lendal Bridge is set aside into an earmarked reserve. The net income from the projects (£1,049k) can legally be used for expenditure on transport schemes however this will not be released until the resolution of the legal process. In addition a further £718k which covers the administration cost of the two schemes is set aside which would mean that any scenario whereby all fines had to be repaid could be funded. This ensures the Council has effectively provided for any future liability that may accrue.

51. CONTINGENT ASSETS

No contingent assets have been identified.

52. NATURE AND EXTENT OF RISKS ARISING FROM FINANCIAL INSTRUMENTS

The Council'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
- market risk – the possibility that financial loss might arise for the Council as a result of changes in such measures as interest rates and stock market movements.

The Council's overall risk management procedures focus on the unpredictability of financial markets, and are structured to implement suitable controls to minimise these risks. 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 Council's annual Council Tax setting budget or before the start of the year to which they relate. These items are reported with 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, as are three in-year updates.

The annual treasury management strategy which incorporates the prudential indicators was approved by Budget Council in February 2013 and is available on the Council website. The key issues within the strategy were:

- The revised Authorised Limit for the 2013/14 was set at £357.9m (adjusted to £351.3m in year) . This figure is the maximum limit of external borrowings or other long term liabilities.
- The Operational Boundary for 2013/14 was set at £327.9m (adjusted to £321.3m in year). This is the expected level of debt and other long term liabilities during the year.
- The maximum amounts of fixed and variable interest rate exposure were set at 109% (adjusted to 116% in year) and -9% (adjusted to -16%) based on the Council's net debt.
- The maximum and minimum exposures to the maturity structure of debt are contained within this note.

These policies are implemented by a central treasury team. The Council maintains written principles for overall risk management, as well as written policies (Treasury Management Practices – TMPs) covering specific areas, such as interest rate risk, credit risk, and the investment of surplus cash. These TMPs are a requirement of the Code of Practice and are reviewed periodically.

Credit Risk

Credit risk arises from deposits with banks and financial institutions, as well as credit exposures to the Council's customers.

This risk is minimised through the Annual Investment Strategy, which requires that deposits are not made with financial institutions unless they meet identified minimum credit criteria. The Annual Investment Strategy also considers maximum amounts and time limits in respect of each financial institution. Deposits are not made with banks and financial institutions unless they meet the minimum requirements of the investment criteria outlined above.

The Council uses the creditworthiness service provided by Capita Services. This service uses a sophisticated modelling approach with credit ratings from all three rating agencies - Fitch, Moodys and Standard and Poors, 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 2013/14 was approved by Budget Council in February 2013 and is available on the Council's website.

Customers for goods and services are assessed, taking into account their financial position, past experience and other factors, with individual credit limits being set in accordance with internal ratings in accordance with parameters set by Full Council.

The Council's maximum exposure to credit risk in relation to its investments in banks and building societies of £44.176m cannot be assessed generally 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 2014 that this was likely to crystallise.

The following analysis summarises the Council's maximum exposure to credit risk on other financial assets, based on experience of default, adjusted to reflect current market conditions.

Maximum Exposure to Credit Risk

	Amount at 31-Mar-14	Historical Experience of Default	Historical Experience Adjusted for Market Conditions at 31-Mar-14	Estimated Maximum Exposure to Default and Uncollectability at 31-Mar-14	Estimated Maximum Exposure at 31-Mar-13
	£000's	%	%	£000's	£000's
Deposit with banks and financial institutions (Maturities <1yr therefore fair value is carrying amount)	44,176	-	-	-	-
Bonds	-	-	-	-	-
Customers	26,273	1.30	1.30	342	375
	70,449			342	375

No breaches of the Council's counterparty criteria occurred during the reporting period and the Council does not expect any losses from non-performance by any of its counterparties in relation to deposits and bonds.

The Council does not generally allow credit for its trade debtors, such that £3.820m of the £28.838m balance is past its due date for payment. The past its due date amounts can be analysed by age as follows:

	31-Mar-14	31-Mar-13
	£000's	£000's
Less than three months	956	1792
three to six months	538	304
Six months to one year	623	707
More than one year	1703	1559
Total	3,820	4,362

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. The Council is also required to provide a balanced budget through the Local Government Finance Act 1992, which

ensures sufficient monies are raised to cover annual expenditure. 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:

	31-Mar-14 £000's	31-Mar-13 £000's
Analysis of loans by maturity:		
Interest Due within one year	(1,849)	(3,800)
Maturing within one year	(9,603)	(5,100)
Maturing in 1 - 2 years	(7,000)	(4,500)
Maturing in 2 - 5 years	(22,000)	(19,179)
Maturing in 5 - 10 years	(33,915)	(37,700)
Maturing in more than 10 years (average maturity 20 years)	(186,200)	(192,415)
Carrying Value Adjustment	951	989
Total	(259,616)	(261,705)

All trade and other payables (£28.838m) are due to be paid in less than one year and are not shown in the table above.

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

	Interest Rates Payable	31-Mar- 14 £000's	31-Mar- 13 £000's
Total Outstanding			
Public Works Loan Board (PWLB)	2.500% to 4.750%	(238,615)	(238,615)
PWLB (Carrying Value Adjustment)		951	989
Royal Exchange Trust Co. Ltd	7.155%	(10,000)	(10,000)
Local Bonds		(3)	(179)
Short Term Loans		(101)	(100)
Dexia Bank LOBO	3.880%	(5,000)	(5,000)
RBS Bank LOBO	3.600%	(5,000)	(5,000)
Interest Owed on Long Term Debt at 31st March		(1,849)	(3,800)
Total		(259,617)	(261,705)

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 Council in the Treasury Management Strategy.

	Approved Min Limit 31-Mar-14 %	Approved Max Limit 31-Mar-14 %	Authority Actual at 31-Mar-14 £000's	Authority Actual at 31-Mar-14 %	Authority Actual at 31-Mar-13 £000's	Authority Actual at 31-Mar-13 %
Less than 1 year	0%	30%	(11,453)	4%	(8,900)	4%
Between 1 and 2 years	0%	30%	(7,000)	3%	(4,500)	2%
Between 2 and 5 years	0%	40%	(22,000)	8%	(19,179)	7%
Between 5 and 10 years	10%	50%	(33,915)	13%	(37,700)	14%
More than 10 years	30%	90%	(186,200)	71%	(192,415)	73%
Total			(260,568)		(262,694)	

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 rates 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; and
- 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, subject to influences from Government grants (ie HRA). 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.

In respect of the HRA borrowings the risk of interest rate loss is partially mitigated by Government grant payable on financing costs.

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

	31-Mar-14	31-Mar-13
	£000's	£000's
Increase in interest payable on variable rate borrowings	-	-
Increase in interest receivable on variable rate investments	492	69
Impact on Surplus or Deficit on the Provision of Services	-	-
Increase in government grant receivable for financing costs	-	-
Impact on Income and Expenditure Account	492	69
Share of overall impact credited to the HRA	74	10
Decrease in fair value of fixed rate borrowing liabilities (no impact on surplus or deficit on the provision of services or other CIES)	12,297	12,297

The approximate impact of a 1% fall in interest rates would be as above but with the movements being reversed. These assumptions are based on the same methodology as used in the Note – Fair value of Assets and Liabilities carried at Amortised Cost

Price risk - The Council, excluding the pension fund, does not generally invest in equity shares or marketable bonds.

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. TRUST FUNDS

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

	Expenditure During Year £000's	Income During Year £000's	Balance at 31-Mar- 14 £000's	Balance at 31-Mar- 13 £000's
Strensall & Towthorpe Village Trust	8	(0)	(0)	(8)
Haughton/Gardiner Trust	2	(1)	(55)	(55)
Staff Lottery	6	(0)	(41)	(47)
Edward Lamb Automoton Clock Legacy	-	(0)	(24)	(24)
Edmund Wilson Trust	-	(0)	(21)	(21)
Other Funds	38	(19)	(95)	(114)
	54	(21)	(236)	(269)

Edward Lamb donated the **James Cox Automoton Clock** to the Castle Museum in 1982. Mr. Lamb died on 2 May 1986 and in his will left a legacy of £6k to be used and applied by the Museum solely for the maintenance of the said clock.

The **Edmund Wilson Trust Fund** was established upon receipt of a legacy from Edmund Wilson. The fund contributed to the development and construction of Edmund Wilson Swimming Pool. The annual income from the remainder of the fund is distributed to local organisations for "the instruction, promotion and encouragement of all kinds of swimming" in York.

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. Since the commencement of the staff lottery not all the funds have been used and the balance of staff contributions at the end of each year is transferred to a 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.

The **Strensall and Towthorpe** Village Trust Fund was transferred to City of York Council in 1996 following the local government review. The section 52 agreement (dated 12 April 1990) provides for a sports hall/facilities, administered by Strensall and Towthorpe Parish Council.

54. HERITAGE ASSETS: 5 YEAR SUMMARY OF TRANSACTIONS

A five year summary of transactions detailing the

- (a) cost of acquiring assets,
- (b) value of heritage assets acquired by donation,
- (c) impairment recognised,
- (d) carrying amount of heritage assets disposed of and the proceeds received

have been reviewed for the heritage assets included on the face of the balance sheet. For 3 categories: art, museum, mansion house and civic regalia collections - no transactions of this nature have occurred.

For heritage properties, these movements can be seen in note 13, included in the balance brought forward for 2012/13.

For those heritage assets not recognised in the balance sheet, it is not possible to produce the five year summary of transactions required as it is deemed that the cost to the Council of obtaining the information is greater than the benefit obtained.

55. PRIOR PERIOD ADJUSTMENTS, CHANGES IN ACCOUNTING POLICIES AND ESTIMATES AND ERRORS

The Council has made prior period adjustments to its 2012/13 published financial statements in relation to the following:

IAS 19 Change to Accounting Standard

There have been several significant changes in relation to the international accounting standard IAS19 Employee Benefits. This has resulted in changes to accounting treatment for financial years starting on or after 1 January 2013, however there is no impact on the Balance Sheet.

The main changes are as follows:

- Expected Return on Assets

This is in relation to the return on Pension Scheme assets such as those held by the North Yorkshire Pension Fund. Advance credit for anticipated outperformance of return seeking assets (such as equities) is no longer permitted by IAS19. This has been replaced with an equivalent figure calculated using a discount rate (as opposed to using a figure calculated using expected return on assets assumptions).

- Asset Disclosures

IAS19 requires a much more detailed breakdown of the pension fund assets. The values of the assets, broken down into different classes that distinguish between the nature and risk now need to be disclosed. A further breakdown is also needed showing those assets which have a quoted market price and those which do not. The disclosure included in the Council's 2012/13 published financial statements only showed the main categories of equities, bonds, property and cash as required. As a result of the change some of these categories are split further.

- Disclosure Presentation

In order to be consistent with the new requirements of IAS19 the disclosures in relation to the Council's defined benefit pension scheme have changed from those published in 2012/13. By making these changes to the accounting standard, it is intended that the presentation of the information is easier for the user to understand (see Defined Benefit Pension Scheme note 43).

Comprehensive Income and Expenditure Statement (CIES):

	2012/13 Net Exp. £000's	IAS19 Pension Restatement £000's	Restated 2012/13 Net Exp. £000's
Service Costs			
Central Services to the Public	16,669	125	17,288
Cultural Services	10,666	23	10,666
Environmental Services	15,631	36	15,631
Planning Services	4,846	22	4,846
Children's and Education Services	40,221	271	40,221
Highways, Roads and Transport Services	10,968	29	10,968
Local Authority Housing - Other	(7,011)	-	(7,011)
Housing Services (General Fund)	7,129	-	7,129
Adult Social Care	51,985	107	51,985
Corporate and Democratic Core	2,915	6	2,915
Non-Distributed Costs - Other	108	-	108
Exceptional Items	892	-	892
Cost of Services	155,020	619	155,020
Other Operating Expenditure	740	-	740
Financing and Investment Income and Expenditure	17,727	1,575	19,302
Taxation and Non-Specific Grant Income	(155,492)	-	(155,492)
(Surplus)/Deficit on Provision of Services	17,995	2,194	17,995
Surplus/loss arising on the revaluation of property, plant and equipment assets	323	-	323
Surplus/loss arising on the revaluation of available-for-sale financial assets	-	-	-
Actuarial (gains)/losses relating to pensions	33,743	(2,194)	31,549
Other Comprehensive Income and Expenditure	34,066	-	34,066
Total Comprehensive Income and Expenditure	52,061	-	52,061

Movement in Reserves Statement MIRS:

Original 2012-13

	General Fund Balance	Earmarked General Fund Reserves	Housing Revenue Account	Earmarked HRA Reserves	Major Repairs Reserve	Capital Receipts Reserve	Capital Grants Unapplied	Total Usable Reserves	Unusable Reserves	Total Authority Reserves
	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
Balance at 1 April 2012	(13,441)	(21,063)	(10,811)	(2,478)	(574)	(991)	(4,596)	(53,954)	(288,700)	(342,654)
Movement in Reserves during 2012/13										
Surplus /(Deficit) on Provision of Services	21,131	-	(3,136)	-	-	-	-	17,995	-	17,995
Other Comprehensive Income and Expenditure movement	-	-	-	-	-	-	-	-	34,066	34,066
Total Comprehensive Expenditure and Income	21,131	-	(3,136)	-	-	-	-	17,995	34,066	52,061
Adjustments between accounting basis & funding basis under regulations	7 (17,016)	-	(1,675)	-	(2,087)	(545)	(2,756)	(24,079)	24,079	-
Net Increase/Decrease before Transfers to Earmarked Reserves	4,115	-	(4,811)	-	(2,087)	(545)	(2,756)	(6,084)	58,145	52,061
Transfers to/from Earmarked Reserves	8 (2,594)	2,594	2,892	(2,892)	-	-	-	-	-	-
Increase/Decrease in Year	1,521	2,594	(1,919)	(2,892)	(2,087)	(545)	(2,756)	(6,084)	58,145	52,061
Balance at 31 March 2013 carried forward	(11,920)	(18,469)	(12,730)	(5,370)	(2,661)	(1,536)	(7,352)	(60,038)	(230,555)	(290,593)

Changes to 2012-13 MIRS:

	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
Surplus /(Deficit) on Provision of Services - IAS 19 Pension Restatement		2,194	-	-	-	-	-	-	2,194	-	2,194
Other Comprehensive Income and Expenditure movement - IAS 19 Pension Restatement		-	-	-	-	-	-	-	-	(2,194)	(2,194)
Total Comprehensive Expenditure and Income		2,194	-	-	-	-	-	-	2,194	(2,194)	-
Adjustments between accounting basis & funding basis under regulations - IAS 19 Pensions Restatement	(7)	(2,194)	-	-	-	-	-	-	(2,194)	2,194	-
Net Increase/Decrease before Transfers to Earmarked Reserves		-	-	-	-	-	-	-	-	-	-
Transfers to/from Earmarked Reserves		-	-	-	-	-	-	-	-	-	-
Increase/Decrease in Year		-	-	-	-	-	-	-	-	-	-

Restated 2012/13 MIRS:

	General Fund Balance	Earmarked General Fund Reserves	Housing Revenue Account	Earmarked HRA Reserves	Major Repairs Reserve	Capital Receipts Reserve	Capital Grants Unapplied	Total Usable Reserves	Unusable Reserves	Total Authority Reserves
Note	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
Balance at 1 April 2012	(13,441)	(21,063)	(10,811)	(2,478)	(574)	(991)	(4,596)	(53,954)	(288,700)	(342,654)
Movement in Reserves during 2012/13										
Surplus /(Deficit) on Provision of Services	23,325	-	(3,136)	-	-	-	-	20,189	-	20,189
Other Comprehensive Income and Expenditure movement	-	-	-	-	-	-	-	-	31,872	31,872
Total Comprehensive Expenditure and Income	21,131	-	(3,136)	-	-	-	-	20,189	34,066	52,061
Adjustments between accounting basis & funding basis under regulations	7 (19,210)	-	(1,675)	-	(2,087)	(545)	(2,756)	(26,273)	26,273	-
Net Increase/Decrease before Transfers to Earmarked Reserves	4,115	-	(4,811)	-	(2,087)	(545)	(2,756)	(6,084)	58,145	52,061
Transfers to/from Earmarked Reserves	8 (2,594)	2,594	2,892	(2,892)	-	-	-	-	-	-
Increase/Decrease in Year	1,521	2,594	(1,919)	(2,892)	(2,087)	(545)	(2,756)	(6,084)	58,145	52,061
Balance at 31 March 2013 carried forward	(11,920)	(18,469)	(12,730)	(5,370)	(2,661)	(1,536)	(7,352)	(60,038)	(230,555)	(290,593)

Restated Cash flow 2012/13:

	Note	2012/13 £000's	IAS19 Pension Restatement £000's	Restated 2012/13 £000's
Net (Surplus)/Deficit on the provision of Services		17,995	(4,800)	17,995
Adjustments to the Net (Surplus)/Deficit on the Provision of Services for non-cash movements	(27)	(52,877)	4,800	(52,877)
Adjustments for items included in the Net (Surplus)/Deficit on the Provision of Services that are investing and financing activities	(27)	19,855		19,855
Net Cash Flows from Operating Activities		(15,027)	-	(15,027)
Investing Activities	(28)	24,486	-	24,486
Financing Activities	(29)	2,920		2,920
Net (Increase)/Decrease in Cash and Cash Equivalents		12,379	-	12,379
Cash and Cash Equivalents at the beginning of the reporting period		(21,459)		(21,459)
Cash and Cash Equivalents at the end of the reporting period		(9,080)	-	(9,080)

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SUPPLEMENTARY STATEMENTS

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HOUSING REVENUE ACCOUNT

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MOVEMENT IN THE HOUSING REVENUE ACCOUNT RESERVE

	Note	2013/14 £000's	2012/13 £000's
Income			
Dwellings Rents	(3)	(31,389)	(29,663)
Non-dwelling rents		(599)	(611)
Charges for Services and Facilities		(894)	(867)
Contributions Towards Expenditure		(387)	(361)
HRA Subsidy receivable		-	-
Transfer from General Fund		-	-
Total Income		(33,269)	(31,502)
Expenditure			
Repairs and maintenance		6,751	6,725
Supervision and management		7,707	7,211
Rents, Rates, Taxes and Other Charges		223	166
Depreciation and Impairment of non-current assets	(8)	7,567	10,244
Debt Management Costs		51	52
Movement in the allowance for bad debts	(4)	159	155
Sums directed by the Secretary of State that are expenditure in accordance with the Code			
Exceptional Items			
Total Expenditure		22,458	24,553
Net Cost of Services included in the Comprehensive Income and Expenditure Statement		(10,811)	(6,949)
<u>Share of Corporate Costs</u>			
HRA share of Corporate and Democratic Core		74	70
HRA share of other amounts included in the Council			
Net Cost of Services but not allocated to specific services		26	21
Net Cost of HRA Services		(10,711)	(6,858)
HRA share of operating income and expenditure included in the Comprehensive Income and Expenditure Statement			
Payments to the Government Housing Capital Receipts pool		955	829
(Gain) or loss on sale of HRA non-current assets		(1,152)	(1,014)
Interest payable and similar charges		4,572	4,660
Interest and investment income		(136)	(290)
Pensions interest cost and expected return on pension assets	(6)	228	167
Capital grants and contributions receivable		-	(562)
(Surplus)/Deficit on Provision of Services		(6,244)	(3,068)

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MOVEMENT IN THE HOUSING REVENUE ACCOUNT RESERVE

	2013/14 £000's	£000's	2012/13 £000's	£000's
Balance on the HRA at the end of the previous year		(12,730)		(10,811)
(Surplus)/Deficit for the year on the HRA Income and Expenditure Statement	(6,244)		(3,068)	
Adjustments between accounting basis & funding basis under regulations				
HRA share of Corporate Democratic Core Depreciation and impairment charges	(7,567)	-	(70)	-
Revaluation charges	62		103	
Capital grants applied in year		-	1,031	-
Non-current assets written off	(1,844)	-	(829)	-
Capital Expenditure funded by the HRA	2,580	-	907	-
Income from non-current asset sales	2,996	-	1,374	-
Transfer from Capital Receipts Reserve	(955)		(829)	
Transfer to Capital Receipts Reserve				
Depreciation costs met by MRR	7,151		6,950	
Retirement benefits	418		377	
Pension payments	(710)		(540)	
Applied grants transferred to CAA			-	
Transfer from Capital Adjustment Account				
Accumulated absences	5	-	25	-
Net Increase/Decrease before Transfers to or from reserves	(4,108)	-	(4,813)	-
Transfers to/(from) reserves	4,725		2,894	
(Increase)/Decrease in Year on the HRA		617		(1,919)
Balance on the HRA at the end of the current year		(12,113)		(12,730)

1. SIGNIFICANCE OF THE STATUTORY HOUSING REVENUE ACCOUNT

There is a surplus of £6.244m (2012/13 surplus of £3.068m) on the Housing Revenue Account Income and Expenditure Account this decreases to a deficit of £617k (2012/13 surplus of £1,919k) for the year on the Statutory Housing Revenue Account. This is explained as follows.

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.

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 £218k (2012/13 £165k) which represents 0.69% (2012/13 0.56%) of the gross rent income including charges for services. Average rents in March 2013 were £72.07 (2012 £66.97) a week. In April an increase of 4.36% (2012 7.4%) was applied increasing the average rent at that time by £3.14 (2012/13 £4.98).

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.

	2013/14 £000's	2012/13 £000's
Rents due from Tenants	(13,125)	(11,602)
Rents remitted by Rent Rebates through the Housing Benefit System	(18,264)	(18,061)
Total Rent Income	(31,389)	(29,663)

The Council was responsible for managing 7,848 (2012/13 7,900) dwellings at 31 March. In addition to this total are 207 (2012/13 207) properties that the Council manages on behalf of a Housing

Association and 80 (2012/13 78) 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	1	542	652	731	1,926
Medium Rise Flats	4	3	831	759	1,597
Houses and Bungalows	19	2,097	1,522	687	4,325
	24	2,642	3,005	2,177	7,848

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

	2013/14			2012/13		
	Houses/ Bungalows	Flats	Total	Houses/ Bungalows	Flats	Total
Operational Stock						
Balance at 1 April	4,359	3,541	7,900	4,353	3,549	7,902
Sales	(34)	(19)	(53)	(16)	(8)	(24)
New Builds/Conversions		1	1	22		22
Awaiting Demolitions		-	-			-
Dwellings declared surplus		-	-			-
Dwellings reprovided with Housing						
Association			-			-
Re-categorisation						
To General Fund			-			-
To HRA non-housing stock			-			-
Balance at 31 March	4,325	3,523	7,848	4,359	3,541	7,900

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 2013/14 rent arrears as a proportion of gross rent income have increased from 2.64% of the amount due to 2.86%. The rent arrears figures are as follows:

		2013/14 £000's	2012/13 £000's
Arrears at 31 March	- Current tenants	546	497
	- Former tenants	351	328
Amounts Written Off during the Year		131	177
Increased/(Reduced) Provision during the Year		158	130
Provision for Bad and Doubtful Debts		647	620

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

		2013/14 %	2012/13 %
Dwelling rent arrears as a % of gross rent debit			
	- Current tenants	1.74%	1.59
	- Former tenants	1.12%	1.05
		2.86%	2.64

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

	2013/14 £000's	2012/13 £000's
Arrears at 31 March	15	24
Amounts Written Off during the Year	8	6
Increased/(Reduced) Provision during the Year	6	5
Provision for Bad and Doubtful Debts	13	15

5. HRA SHARE OF CORPORATE AND DEMOCRATIC CORE (CDC)

The Code of Practice requires that the HRA includes a proportion of the corporate costs of the Council (CDC). However these costs are not permitted to be a cost to the Statutory HRA and so are reversed out in the Statement of Movement on the Housing Revenue Account.

6. 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:

	2013/14		2012/13	
	£000's	£000's	£000's	£000's
Income and Expenditure Account Entries				
Net Cost of HRA Services				
Current service cost	448		352	
Past service cost				
Curtailment Cost	26		21	
		474		373
Financing and Investment Income and Expenditure				
Interest cost	618		587	
Expected return on assets in the scheme	(390)		(420)	
		228		167
Net Charge to the Income and Expenditure Account		702		540
Statement of Movement on the Housing Revenue Account Balance Entries				
Reversal of net charges made for retirement benefits				
Contribution to/(from) Pensions Reserve		418		377
Actual amount charged to the Housing Revenue Account for Pensions in the year		(702)		(540)

7. 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. The Item 8 Credit and Item 8 Debit (General) Determination from April 2012 (Item 8 determination), for a transitional period, permits the difference between a notional Major Repairs Allowance (MRA) and depreciation (where dwelling depreciation is greater than the MRA) to be charged to the MRR such that the notional MRA becomes the charge against the HRA balance. Councils are also able to charge capital expenditure directly to the reserve. The following table shows the depreciation charged during the year:

	2013/14 £000's	2012/13 £000's
Dwellings	8,118	7,966
Other Land and Buildings	274	256
Infrastructure	1	1
	8,393	8,223
Depc'n adj for reversal of revaluation loss - Dwellings	2,308	2,809
	10,701	11,032
Reversal of Revaluation loss/Impairment	(3,134)	(788)
	7,567	10,244

The following table shows the transfer to the HRA in the year.

	2013/14 £000's	2012/13 £000's	2011/12 £000's
Depreciation on other HRA assets	-	-	(288)
Depreciation on dwellings higher than MRA	(3,551)	(4,082)	(1,843)
Total Transfer from MRR	(3,551)	(4,082)	(2,131)

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:

	2013/14 £000's	2012/13 £000's	2011/12 £000's
Balance at 1 April	(2,661)	(574)	(667)
Depreciation on HRA dwellings	(8,118)	(7,966)	(5,059)
Depreciation on other HRA assets	(275)	(257)	(288)
Depcn adj for reversal of revaluation loss - Dwellings	(2,308)	(2,809)	(1,969)
Transfer to HRA during the financial year	3,551	4,082	2,131
Capital expenditure on houses within the HRA charged to the reserve	6,539	4,863	5,278
Balance at 31 March	(3,272)	(2,661)	(574)

8. MOVEMENT OF FIXED ASSETS

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:

2013/14 Movement of Fixed Assets

	Council dwellings £000's	Other land and buildings £000's	Vehicles, plant furniture & equipment £000's	Infra-structure Assets £000's	Communi-ty Assets £000's	Surplus £000's	Assets under Cons-truction £000's	Total Property, plant & Equipment £000's	PFI Assets included in Property, plant & equipment £000's
Cost or Valuation (GCA)									
At 1 April 2013	259,769	7,886	-	17	-	4	-	267,665	-
Category Transfer	-	-	-	-	-	-	-	-	-
Revised 1 April 2013	259,769	7,886	-	17	-	4	-	267,676	-
Additions	8,965	79	-	-	-	-	-	9,044	-
Acc Dep & Imp WO to GCA	(8,118)	(257)	-	-	-	-	-	(8,375)	-
Revaluation increases/(decreases) recognised in the Revaluation Reserve	355	201	-	-	-	-	-	556	-
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	844	(19)	-	-	-	-	-	825	-
Derecognition - Disposals	(1,844)	-	-	-	-	-	-	(1,844)	-
Derecognition - Other	-	-	-	-	-	-	-	-	-
Assets reclassified (to)/from Held for Sale	-	(80)	-	-	-	-	-	(80)	-
Assets reclassified (to)/from Investment Property	-	42	-	-	-	-	-	42	-
Other movements in Cost or Valuation	-	51	-	-	-	-	-	51	-
At 31 March 2014	259,972	7,903	-	17	-	4	-	267,895	-
Accumulated Depreciation & Impairment									
At 1 April 2013	-	(9)	-	(2)	-	-	-	(11)	-
Category Transfer	-	-	-	-	-	-	-	-	-
Revised 1 April 2013	-	(9)	-	(2)	-	-	-	(11)	-
Depreciation Charge for 2013/14	(8,118)	(274)	-	(1)	-	-	-	(8,393)	-
Acc. Depreciation WO to GCA	8,118	257	-	-	-	-	-	8,375	-
Other movements in Depreciation and Impairment	-	-	-	-	-	-	-	-	-
At 31 March 2014	-	(26)	-	(3)	-	-	-	(29)	-
Net Book Value									
At 31 March 2014	259,972	7,877	-	14	-	4	-	267,866	-
At 31 March 2013	259,769	7,877	-	15	-	4	-	267,665	-

2012/13 Movement of Fixed Assets

	Council dwellings £000's	Other land and buildings £000's	Vehicles, plant furniture & equipment £000's	Infra-structure Assets £000's	Communi-ty Assets £000's	Surplus £000's	Assets under Cons-truction £000's	Total Property, plant & Equipment £000's	PFI Assets included in Property, plant & equipment £000's
Cost or Valuation (GCA)									
At 1 April 2012	263,303	9,251	-	17	-	-	-	272,571	-
Category Transfer	-	(2,372)	-	-	-	2,372	-	-	-
Revised 1 April 2012	263,303	6,879	-	17	-	2,372	-	272,571	-
Additions	6,742	-	-	-	-	-	-	6,742	-
Acc Dep & Imp WO to GCA	(7,966)	(318)	-	-	-	-	-	(8,284)	-
Revaluation increases/(decreases) recognised in the Revaluation Reserve	497	502	-	-	-	-	-	999	-
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	(1,978)	58	-	-	(75)	-	-	(1,995)	-
Derecognition - Disposals	(829)	-	-	-	-	-	-	(829)	-
Derecognition - Other	-	-	-	-	-	-	-	-	-
Assets reclassified (to)/from Held for Sale	-	-	-	-	-	-	-	-	-
Assets reclassified (to)/from Investment Property	-	5	-	-	75	-	-	80	-
Other movements in Cost or Valuation	-	760	-	-	-	(2,368)	-	(1,608)	-
At 31 March 2013	259,769	7,886	-	17	-	4	-	267,676	-
Accumulated Depreciation & Impairment									
At 1 April 2012	-	(167)	-	(2)	-	-	-	(169)	-
Category Transfer	-	98	-	-	-	(98)	-	-	-
Revised 1 April 2012	-	(69)	-	(2)	-	(98)	-	(169)	-
Depreciation Charge for 2012/13	(7,966)	(258)	-	-	-	-	-	(8,224)	-
Acc. Depreciation WO to GCA	7,966	318	-	-	-	-	-	8,284	-
Other movements in Depreciation and Impairment	-	-	-	-	-	98	-	98	-
At 31 March 2013	-	(9)	-	(2)	-	-	-	(11)	-
Net Book Value									
At 31 March 2013	259,769	7,877	-	15	-	4	-	267,665	-
At 31 March 2012	263,303	9,084	-	15	-	-	-	272,402	-

The table shows an overall depreciation charge for the HRA of £8,393k during 2013/14. Note 8 shows a higher depreciation charge of £10,701k. The difference of £2,308k is the increased depreciation that occurs as a result of the reversal of the revaluation losses in previous years in the 2013/14 accounts due to a revaluation occurring in 2013/14 and therefore the loss can be reversed. When the revaluation loss is reversed, this leads to a higher depreciation charge. This is in accordance with the CIPFA Code of practice.

9. 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. From 1 April 2010 the adjustment factor was increased from 53% to 69%, meaning that council houses from 2010/11 are included at 31% of the open market valuation. The Council recognises council dwellings at a value of £259.970m (2012/13 £263.303m) on the balance sheet. At vacant possession the same dwellings would have a value of £813.341m (2012/13 £813.339m), therefore recognising an economic cost to the government of providing council housing at less than open market rents of £553.371m (2012/13 £550.036m).

10. SUMMARY OF CAPITAL EXPENDITURE AND FINANCING

The capital expenditure to be financed in 2013/14 is £9.119m (2012/13 £6.792m). The analysis of the expenditure and the sources of financing used are set out in the following table:

	2013/14			2012/13				
	Dwellings	Infra-structure	Equipment	Total	Dwellings	Infra-structure	Equipment	Total
	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
Total capital expenditure	-	-	-	-	6,759	-	33	6,792
Financing								
Borrowing	-	-	-	-	-	-	-	-
Capital Receipts	-	-	-	-	(460)	-	-	(460)
Major Repairs Reserve	(6,539)	-	-	(6,539)	(4,863)	-	-	(4,863)
Grants Revenue Contributions	(2,482)	-	(98)	(2,580)	(562)	-	-	(562)
	(9,021)	-	(98)	(9,119)	(6,759)	-	(33)	(6,792)

11. 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:

	2013/14			2012/13		
	Council			Council		
	Dwellings £000's	Land £000's	Total £000's	Dwellings £000's	Land £000's	Total £000's
Sales proceeds	(2,992)	-	(2,992)	(1,438)	(399)	(1,837)
less: administrative costs			-			-
Net proceeds	(2,992)	-	(2,992)	(1,438)	(399)	(1,837)
Right to buy discount repaid			-			-
Mortgage principal repaid	(4)	-	(4)	(6)	-	(6)
	(2,996)	-	(2,996)	(1,444)	(399)	(1,843)
of which:						
Usable	(2,041)	-	(2,041)	(615)	(399)	(1,014)
Payable to Housing Pooled Capital Receipts	(955)	-	(955)	(829)	-	(829)
	(2,996)	-	(2,996)	(1,444)	(399)	(1,843)

12. 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:

	2013/14 £000's	2012/13 £000's
Balance 1 April	2,477	3,392
Additions:		
Acquisitions	-	-
Enhancements	-	-
Disposals		
Net gain or loss on Fair Value	-	(25)
Transfers:		
From Held for Sale	-	-
To / From Property, Plant & Equipment	(42)	(890)
Other changes	-	-
Balance 31 March	2,435	2,477

13. ASSETS HELD FOR SALE

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

Description	2013/14 £000's	2012/13 £000's
Balance outstanding at Start of Year	-	346
Assets newly classified as Held for Sale :		
Property, Plant and Equipment	80	-
Newly Acquired Assets	-	-
Revaluation Losses	-	-
Revaluation Gains	-	-
Impairment Losses	-	-
Assets declassified as Held for Sale		
Property, Plant and Equipment	-	-
Investment Properties	-	-
Other Transfers	-	-
Assets Sold	-	(346)
Transfers from Non-Current to Current	-	-
Changes to Plan to Sell	-	-
Balance outstanding at End of Year	80	-

COLLECTION FUND

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INCOME AND EXPENDITURE ACCOUNT

	Note	2013/14 Business Rates £000	2013/14 Council Tax £000	2013/14 Total £000	2012/13 Total £000
Income					
Council Tax Receivable	2	-	(88,347)	(88,347)	(85,533)
Transfers from General Fund:					(10,090)
Council Tax Benefit			-	-	
Business Rates Receivable	3	(95,879)	-	(95,879)	(92,634)
Total Income		(95,879)	(88,347)	(184,226)	(188,257)
Expenditure					
Apportionment of Prior Year Surplus					
Central Government		-	-	-	-
City of York Council		-	-	-	-
North Yorkshire Police & Crime Commissioner		-	-	-	-
North Yorkshire Fire & Rescue Authority		-	-	-	-
Precepts, Demands and Shares					
Central Government		46,721	-	46,721	92,337
City of York Council		45,363	69,710	115,073	76,294
Parish Councils		-	580	580	
North Yorkshire Police & Crime Commissioner		-	12,466	12,466	13,791
North Yorkshire Fire & Rescue Authority		926	3,784	4,710	4,187
		93,010	86,541	179,551	186,609
Charges to Collection Fund					
Write Offs		458	134	592	
Increase/(Decrease) in Bad Debt Provision		(364)	255	(109)	(442)
Increase/(Decrease) in Provision for Appeals		12,182	1	12,184	
Cost of Collection		296	-	296	296
		12,573	390	12,963	(146)
Total Expenditure		105,583	86,931	192,514	186,463
(Surplus)/Deficit Arising In Year		9,704	(1,416)	8,288	206
(Surplus)/Deficit Brought Forward		-	(3)	(3)	(209)
(Surplus)/Deficit Carried Forward Forward		9,704	(1,418)	8,286	(3)

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 or uniform business rates).

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, North Yorkshire Fire and Rescue, 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. Specific reductions are made, in accordance with government regulations, for persons on lower incomes (council tax benefits).

The Council Tax base for 2013/14 was 61,785.28 (66,629.81 in 2012/13). This reduction between financial years is as a result of the governments Council Tax localisation changes which revised the way Central Government pay Council Tax benefit compensation to the Council.

In 2013/14 the local government finance regime was revised and Council Tax Benefit is no longer received by the council. This has been replaced by a Council Tax Reduction Scheme which is administered in each authority.

In order to calculate the charge to be levied the estimated number of properties for each band for the year is converted to a Band D Equivalent figure (e.g. 20 band H properties is equivalent to 40 band D properties - $20 \times 18/9$). A new band, band A reduced, has been 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 2013/14 charges are:

Property Band	Property Value		Proportion of Band D	Estimated Tax Base for Year	Year-End Tax Base	Average Charge In Year
A reduced	up to	£40,000	5/9	4.90	5.00	£788.88
A	up to	£40,000	6/9	4,004.08	4,081.15	£946.66
B	£40,000 to	£52,000	7/9	13,409.35	13,667.46	£1,104.42
C	£52,000 to	£68,000	8/9	18,093.30	18,441.56	£1,262.20
D	£68,000 to	£88,000	9/9	10,667.38	10,872.71	£1,419.98
E	£88,000 to	£120,000	11/9	7,743.31	7,892.35	£1,735.54
F	£120,000 to	£160,000	13/9	4,225.83	4,307.17	£2,051.08
G	£160,000 to	£320,000	15/9	2,354.65	2,399.97	£2,366.64
H	over	£320,000	18/9	115.69	117.92	£2,839.96
TOTAL				60,618.49	61,785.28	

In addition, the government makes a contribution for properties classed as "Crown" properties in lieu of paying Council Tax. These contributed £479k (2012/13 £457k) to the Council Tax income.

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 £135k (2012/13 £402k) 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 £254k (decrease in 2012/13 of £442k).

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 2014 was 240,218,340 (2012/13 236,854,187) and the rate for 2013/14 was 47.1p (2012/13 45.8p), with a reduction to 46.2p (2012/13 45.0p) for small businesses. The Council has no control over these values.

In previous financial years the total amount due, less certain allowances, was paid to a central pool (the NNDR pool) administered by Central Government which in turn pays each local Council their apportionment of the pool.

In 2013/14, the administration of NNDR changed following the introduction of a business rates retention scheme which 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 the central pool, local authorities retain a proportion of the collectable rates due. In the case of York the local share is 49% and the remainder is distributed to the preceptors and in the case of York these are 50% to Central Government and 1% to North Yorkshire Fire and Rescue Authority (NYFRA).

The business rates shares payable for 2013/14 were estimated before the start of the financial year as £46.289m to Central Government, £0.926m to NYFRA and £45.363m to City of York Council. These sums have been paid in 2013/14 and charged to the collection fund in year.

The total income from business rate payers collected in 2013/14 was £95.879m (£92.634m in 2012/13). This sum includes £0.432m 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 and therefore increases payments to Central Government to £46.721m.

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 2014. 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 total provision charged to the collection fund for 2013/14 has been calculated at £12.182m. This is the first year of the provision.

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 Council (NYPA) and the North Yorkshire Fire and Rescue Council (NYFRA).

	2013/14 Business Rates £'s	2013/14 Council Tax £'s	2013/14 Total £'s	2012/13 Total £'s
Central Government	4,852,062		4,852,062	
City of York Council	4,755,021	(1,149,917)	3,605,104	(2,096)
North Yorkshire Police Authority		(205,823)	(205,823)	(374)
North Yorkshire Fire and Rescue Authority	97,041	(62,481)	34,560	(114)
	9,704,124	(1,418,221)	8,285,903	(2,584)

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GLOSSARY

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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.

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.

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.

Creditors

Amounts owed by the Council for work done, goods received or services rendered within the accounting period but for which payment was not made at the balance sheet date.

Current Assets

Assets that can be expected to be consumed or realised (cease to have material value) during the next accounting period.

Current Liabilities

Amounts that will become due or could be called upon during the next accounting period.

Current Service Cost

The increase in the present value of a defined benefit pension scheme's liabilities expected to arise from employee service in the current period.

Curtailement

For a defined benefit pension scheme, an event that reduces the expected years of future service of present employees or reduces for a number of employees the accrual of defined benefits for some or all of their future service. Curtailments can include termination of employees' services earlier than expected (due to ceasing an activity) and termination of, or amendment to the terms of, a defined benefit scheme so that some or all future service by current employees will no longer qualify for benefits or will qualify only for reduced benefits.

Debtors

Amounts due to the Council for goods or services provided within the accounting period but not received at the balance sheet date.

Deferred Consideration

Expenditure which is determined precisely at the time of the acquisition of an asset, but where the payment is delayed for a defined period.

Deferred Credits

Amounts due to the Council from the sale of fixed assets that are not receivable immediately on sale, but will be received in instalments over agreed periods of time.

Deferred Debtors

Amounts due to the Council that are not expected to be repaid in full within the next accounting period.

Deferred Liabilities

These are liabilities which, by arrangement, are payable beyond the next year, either at some point in the future or by an annual sum over a period of time.

Defined Benefit Pension Scheme

A pension or other retirement benefit scheme other than a defined contribution scheme. Usually, the scheme rules define the benefits independently of the contributions payable, and the benefits are not directly related to the investments of the scheme. The scheme may be funded or unfunded (including notionally funded).

Defined Contribution Pension Scheme

A pension or other retirement benefit scheme into which an employer pays regular contributions fixed as an amount or as a percentage of pay and will have no legal or constructive obligation to pay further contributions if the scheme does not have sufficient assets to pay all employee benefits relating to employee service in the current and prior periods.

Depreciation

The measure of the cost or revalued amount of the benefits of the fixed asset that have been consumed during the period. Consumption includes the wearing-out, using up or other reduction in the useful life of a fixed asset. This can arise from use, passing of time or obsolescence through, for example, changes in technology or demand for the goods and services provided by the asset.

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 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.

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.

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.

Landfill Allowance Trading Scheme

Each waste disposal Council in England has been issued with allowances to use landfill sites for waste disposal. These allowances have been issued on the basis of 15 annual compliance periods. If the full allowance is not needed in any year it can be traded. If more than the allowance is needed then either an additional allowance has to be purchased from another organisation or a fine will be levied.

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.

Long-Term Contracts

A contract entered into for the design, manufacture or construction of a single substantial asset or the provision of a service (or a combination of assets or services which together constitute a single project), where the time taken substantially to complete the contract is such that the contract activity falls into different accounting periods. Some contracts with a shorter duration than one year should be accounted for as long-term contracts if they are sufficiently material to the activity of the period.

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.

Stocks

Items of raw materials and stores purchased by the Council to use on a continuing basis which have not been used. The value of items not used at the balance sheet date are included as assets of the Council.

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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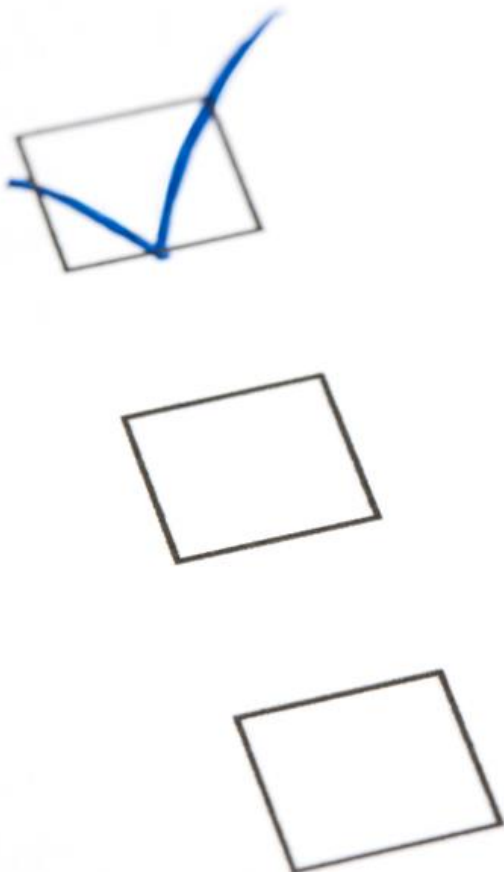
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City of York Council



Audit Progress Report

July 2014



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Our reports are prepared in the context of the Audit Commission's 'Statement of responsibilities of auditors and audited bodies'. Reports and letters prepared by appointed auditors and addressed to members or officers are prepared for the sole use of the Authority and we take no responsibility to any member or officer in their individual capacity or to any third party.

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01

Purpose of this paper



The purpose of this paper is to update the Audit and Governance Committee on progress in meeting our responsibilities as your external auditor. We also include in this paper key emerging national issues and developments which may be of interest to members of the Committee.

If you need any additional information please contact Gareth Davies or Gavin Barker using the contact details at the end of this update.

02

Summary of audit progress



Our audit work has continued to progress well.

Opinion audit

The Director of Customer and Business Support Services certified the Council's financial statements for 2013/14 on 30 June 2014, in accordance with the requirements of the Accounts and Audit Regulations 2011.

We are now in the most intensive phase of our audit, where we carry out testing of the assertions in the financial statements, substantively testing all material balances and items of account, and reviewing the detailed disclosures in the statements. This work is being carried out in accordance with the methodology set out in our Audit Strategy Memorandum, considered by the Audit and Governance Committee in April 2014.

We will report our conclusions on the audit, prior to the approval of the 2013/14 financial statements, at the September meeting of the Committee.

VFM conclusion

Adult social care services

In last month's Audit Progress Report we identified an additional risk for our value for money conclusion relating to adult social care services. We are now able to summarise our findings from the work we have undertaken to assess this risk.

Our view is that financial management and commissioning in the adult social care service needs to improve and this service has not responded quickly and effectively enough to the challenges that it faces. If the underlying financial pressures are not robustly addressed and actions to secure significant future base budget reductions are not effective, there is a risk that the Council will not be in a position to deliver the best possible value for money in adult social care services. Of critical importance to the delivery of sustained improvement is a review of existing contracts and a new commissioning approach that secures the required services at an affordable price.

It is important to understand the context of this conclusion and the Council's response to the issues raised, and this is set out below.

Context to our conclusion in relation to adult social care

Like most councils, City of York Council faces budget pressures arising from an increasing demand from an ageing population. In addition, the Better Care Fund and the Care Act provide both a challenge and an opportunity to work with health colleagues and providers, to develop more integrated and innovative service solutions.

The aim is to promote and facilitate people living more independent and fulfilled lives where they can, enabling people to take more control of their own care whilst dealing with the reality of decreasing resources.

The Council has recognised these challenges. The Chief Executive and Corporate Management Team sought our assistance in assessing the adult social care service's ability to manage the financial pressures. In addition, the service was identified as a key part of the Council's transformation programme to deliver better services with reduced resources.

We recognise that these are difficult challenges to face, and that the Council has a dedicated workforce that is committed to doing the right things for those requiring adult social care services in the City of York.

However, the view we formed was that the service was not responding quickly enough or effectively enough to the challenges it faced. In particular, we found that there was an urgent need to:

- improve financial management and develop a much better understanding of and ownership of budgets within adult social care services;
- improve performance information obtained from the care management system, to make it easier to link activity to costs and manage the service more effectively;
- work with partners to reduce delayed discharge from hospital, which is in the worst quartile when compared to the performance of other authorities;

- secure efficiencies and increased flexibility by encouraging user choice through wider use of direct payments (currently, take up of these options is in the lowest quartile compared to other authorities);
- revise the commissioning approach to develop a more responsive market place, encouraging a wider range of providers, a more flexible approach and more innovative service options. This needs to include high quality and cost effective re-ablement services and preventative interventions that will in turn reduce the need for more intensive and longer term support.

The Council's response to our conclusion in relation to adult social care

We are pleased to report that the Chief Executive has recognised that insufficient progress had been made and has instituted an accelerated recovery and improvement process, working closely with the Director of Health and Well-Being and others.

An action plan is being developed in response to our findings, and we understand that Members will be updated elsewhere on tonight's agenda on the progress that is being made.

We will continue to work closely with the Chief Executive and other officers as recovery and improvement action is implemented, and we will assess progress as part of future value for money conclusion work.

Management processes and oversight by those charged with governance

We have a good understanding of your governance arrangements but each year we write to you to formally update our understanding in accordance with auditing standards. Our request focuses on your arrangements to prevent and detect fraud and corruption, maintain effective internal controls and comply with law and regulations. We also seek information on your arrangements for identifying related parties.

We have received the attached letters from the Director of Customer and Business Support Services (on behalf of management) and the Chair of the Audit and Governance Committee (on behalf of those charged with governance) – see Appendices 1 and 2.

We will consider these responses further as part of our audit work.

In addition, we have arranged to provide a briefing on fraud and law and regulations to members of the Audit and Governance Committee outside of the formal agenda prior to this evening's meeting. The briefing is being held jointly with your internal auditors, Veritau, and will give us an opportunity to discuss your arrangements in more detail.

03

Emerging issues and developments



The following pages outline for your attention some significant emerging issues and developments in respect of:

- New proposals to bring forward the accounts and audit timetable from 2017/18 and other proposals relating to local audit
- Role of the National Audit Office (NAO) in local audit
- Report on the National Fraud Initiative (NFI)
- Oversight of audit quality

Emerging issues and developments

Issue / development	Implications
<p>New proposals to bring forward the accounts and audit timetable from 2017/18 and other proposals relating to local audit</p> <p>Members will recall that previous Audit Progress Reports have referred to consultation on proposals to bring forward the accounts production and audit timetable.</p> <p>New proposals have now been made by DCLG, which will bring the accounts production deadline forward by one month from 30 June to 31 May from the 2017/18 financial year. The audit deadline will come forward by two months from 30 September to 31 July at the same time.</p> <p>The rationale from the consultation is set out below:</p>	<p>The changes in the accounts and audit deadline will have a significant impact on the Council's arrangements.</p> <p>More information on the latest proposals: https://www.gov.uk/government/consultations/local-audit-regulations</p>
<p>4.6 In relation to the bringing forward of the timetable for Category 1 authorities; whilst Ministers acknowledge the challenge that this will involve both for the authorities affected and their auditors, the proposal is firmly in line with wider Government moves to improve local government accountability to the public. The points made in the consultation responses about the complexity and length of local authority accounts are acknowledged, and Government will be working with the Chartered Institute of Public Finance and Accountancy to support their current initiatives to simplify the accounts and make them easier for local people to understand. The introduction of a requirement for an explanatory narrative to accompany the statement of accounts is a first step in the necessary changes.</p> <p>4.7 The Government proposes to bring forward the existing dates of 30 June and 30 September to 31 May and 31 July as from the accounts for 2017-18 for accounts being signed and certified by the Responsible Financial Officer and then approved and published. This period of notice is intended to give authorities time to make the necessary changes in their processes, and auditing firms time to adjust their business models accordingly. But it is hoped that authorities will move to the new timetable as soon as they can; some indeed already comply. No change is proposed in the timetable for Category 2 authorities.</p>	

Emerging issues and developments

Issue / development	Implications
<p>Role of the National Audit Office (NAO) in local audit</p> <p>The National Audit Office (NAO) has published a paper outlining its new role in local audit under the Local Audit and Accountability Act 2014.</p> <p>This includes:</p> <ul style="list-style-type: none"> • preparing the Code of Audit Practice; and • Value for Money studies. 	<p>For information</p> <p>http://www.nao.org.uk/reports/the-naos-role-in-local-audit/</p>
<p>Report on the National Fraud Initiative (NFI)</p> <p>The Audit Commission has published its National Fraud Initiative (NFI) annual report recently.</p> <p>The NFI is a data matching exercise which compares information held by and between around 1,300 organisations including councils, the police, hospitals and almost 100 private companies. This helps to identify potentially fraudulent claims, errors and overpayments, all hosted on a secure website. When there is a match, there may be something that warrants investigation. For example, when data matching shows a person listed as deceased and also in receipt of a pension, the relevant body will investigate and if appropriate, stop pension payments.</p> <p>The report is supported by case studies of successful outcomes both in the private sector and public sector.</p>	<p>City of York Council participates fully in NFI.</p> <p>http://www.audit-commission.gov.uk/national-fraud-initiative/nfi-reports/</p>

Emerging issues and developments

Issue / development	Implications
<p>Oversight of audit quality</p> <p>Our regulator, the Audit Commission, also publishes quarterly and annual reports on the quality of the work it has outsourced to the firms. There are no significant issues highlighted in respect of Mazars LLP.</p> <p>We have also recently received our annual report on quality from the Audit Commission; this demonstrates our overall good performance in respect of quality and other standards.</p>	<p>For information</p> <p>http://www.audit-commission.gov.uk/audit-regime/audit-quality-review-programme/</p>

04

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Appendix 1

Management arrangements letter
from the Director of Customer and
Business Support Services

Appendix 2

Oversight of management letter from the Chair of the Audit and Governance Committee (on behalf of those charged with governance)

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30 July 2014

Dear Gavin

Management processes and arrangements

Further to your letter of 11 April 2014, please find the council's response to your questions, below.

1) Management processes in relation to fraud and error

Management discharges its responsibilities through systems of internal control. These controls are designed, amongst other things, to prevent any material mis-statement in the financial statements and to ensure that appropriate action is taken in the event of actual or suspected fraud occurring. The system of control and specific activities include:

- a corporate framework of standards, regulations, and rules for example the council's Constitution, Schemes of Delegation, and Finance and Contract Procedure Rules
- Codes of Conduct for members and officers
- Counter fraud and related policies which clearly outline to staff the council's commitment to the elimination of fraud and the steps that they should take in the event of fraud being suspected
- Register of members' interests, gifts and hospitality
- Register of officers' interests, gifts and hospitality.
- comprehensive budgetary control systems and regular budget and performance reporting arrangements

- analytical review of the financial statements themselves
- administrative procedures (including the segregation of duties) and management supervision
- commissioning internal audit services from Veritau, this work includes reporting on the council's systems for financial accounting and financial management as part of its annual risk based internal audit plan.
- the provision of dedicated counter fraud services by Veritau who undertake proactive work to identify possible fraud and investigate all suspected cases of fraud which are identified (in accordance with an annual counter fraud plan).
- participation in the Audit Commission's National Fraud Initiative and investigation of potential benefit fraud cases identified by the Department for Work and Pensions (DWP)
- joint working protocols and arrangements with the DWP and the police to support the investigation of suspected fraud
- the provision of fraud awareness training for all relevant staff
- staff induction processes
- fraud awareness measures for example articles in staff newsletters and on the intranet
- publication of successful prosecutions through the local press
- provision of advice and guidance to managers to assist them in the prevention and detection of possible fraud.

The council's counter fraud policies and annual counter fraud plan cover the following main areas:

- creation of a council wide anti-fraud culture
- arrangements to deter and prevent fraud
- measures taken to detect fraud
- investigation of suspected cases of fraud
- application of appropriate sanctions and the recovery of losses due to fraud.

Details of the counter fraud work undertaken by Veritau during the year, and the outcome of investigations into suspected fraud have been reported to the Audit and Governance Committee. Regular reports to the

Committee on other counter fraud activities have also been made during the year.

2) Compliance with laws and regulations

The Monitoring Officer has a specific responsibility to ensure that the council operates lawfully. The council also has comprehensive arrangements in place to ensure that risks are managed and all relevant laws and regulations have been complied with.

The council has developed and implemented a system of assurances based on:

- objective setting – whereby the council’s strategic objectives are identified and assigned to individual directors or assistant directors
- risk assessment – whereby each director or assistant director identifies and prioritises the risks related to achieving those strategic objectives
- a Local Code of Corporate Governance – which is consistent with the principles of the CIPFA/SOLACE “Delivering Good Governance in Local Government” Framework and the council’s business model
- Annual Governance Statement – which sets out the council’s governance framework. The key elements of the governance framework consists of strategic planning processes, political and managerial structures and processes, management and decision making processes, policies and guidance, financial management, compliance arrangements, risk management, internal audit, counter fraud activities, performance management, consultation and communication methods and partnership working arrangements. A review of the governance framework is undertaken as part of the process to prepare the Annual Governance Statement. All significant governance issues are highlighted in the published Annual Governance Statement.

The council’s Cabinet is responsible for decision making within the policy and budget framework set by full Council. The corporate management team (CMT) has responsibility for implementing council policies and decisions, providing advice to members and for co-ordinating the use of resources and the work of the council’s directorates. The Cabinet and CMT monitor and review council activities to ensure corporate compliance with governance, legal and financial requirements.

Specific policies, regulations and written guidance exist to support the council's corporate governance arrangements. The Officer Governance Group is responsible for monitoring the effectiveness of these arrangements and for the maintenance of appropriate systems of assurance. Assurance is obtained from the work of internal and external audit, inspection agencies and other relevant bodies.

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

The Audit and Governance Committee's terms of reference include the requirement to monitor the effective development and operation of risk management and corporate governance as well as to consider the council's compliance with its own and other relevant published regulations, controls, operational standards and codes of practice. The Committee is also responsible for keeping under review the council's Financial Regulations, Contract Procedure Rules, working protocols and codes of conduct and behaviour.

The Audit and Governance Committee receives assurance from management through the:

- receipt and approval of the annual counter fraud plan
- receipt and regular update reports from the Head of Internal Audit detailing the results of internal audit and counter fraud work, including the audit of the financial accounting and financial management of the organisation
- receipt of the annual report of the Head of Internal Audit which provides an overall opinion on the council's control environment including the arrangements to prevent and detect fraud.

I am not aware of any instances of non-compliance with relevant laws or regulations that would affect the financial statements.

3) Litigation or claims

All known claims or liabilities known have been properly accounted for and provision made, where appropriate, including potential Business Rate appeals.

4) Related party transactions

On an annual basis all senior managers and elected members are asked to provide details of any interests they hold in other companies, transactions with the Council, employment by any other organisation and membership of any outside bodies. These forms are reviewed and subsequently queried with officers and members as appropriate to ensure that a full disclosure is made in the Statement of Accounts.

Signed by the Director of Customer and Business Support Services on behalf of management

Ian Floyd

30 July 2014

Appendix 1

No	Question	Response
1	<p>Are you aware of any instances of actual, suspected or alleged fraud, either within City of York Council as a whole or within your department during the period 1 April 2013 – 31 March 2014?</p>	<p>Yes. Records of all suspected fraud, and outcomes of any investigation are maintained by Veritau, on behalf of the council.</p>
2	<p>Do you suspect fraud may be occurring, either within City of York Council or within your department?</p> <ul style="list-style-type: none"> • Have you identified any specific fraud risks within City of York Council/your department? • Do you have any concerns that there are areas within your department or City of York Council that are at risk of fraud? • Are there particular locations within City of York Council where fraud is more likely to occur? 	<p>Yes. On an annual basis, the council undertakes a risk assessment of service areas, and identifies areas where there are potential fraud risks. This is used to prioritise counter fraud activity. Please refer to the latest fraud risk assessment presented to the Audit and Governance Committee in February 2014.</p>
3	<p>Are you satisfied that internal controls, including segregation of duties, exist and work effectively?</p> <ul style="list-style-type: none"> • If not where are the risk areas? • What other controls are in place to help prevent, deter or detect fraud? 	<p>Yes. A summary of controls and other arrangements are set out in response to question 1, above.</p>
4	<p>How do you encourage staff to report their concerns about fraud?</p> <ul style="list-style-type: none"> • What concerns about fraud are staff expected to report? 	<p>The council has effective whistleblowing arrangements in place. A confidential reporting line is available through Veritau, the council's counter fraud provider. The council expects all non-trivial matters to be reported.</p>
5	<p>From a fraud and corruption perspective, what are considered to be high risk posts within your area of responsibility?</p> <ul style="list-style-type: none"> • How are the risks relating to these posts identified, assessed and managed? 	<p>The control environment that operates within the Council ensures that appropriate systems are in place to ensure separation of duties and authorisation of contracts and expenditure. Therefore no individual posts are considered high risk.</p>

6	<p>Are you aware of any related party relationships or transactions that could give rise to instances of fraud?</p> <ul style="list-style-type: none"> • How do you mitigate the risks associated with fraud related to related party relationships and transactions? 	<p>A full review of related party relationships has been undertaken and no issues have been identified as being of concern.</p>
7	<p>Are you aware of any entries made in the accounting records of City of York Council that you believe or suspect are false or intentionally misleading?</p> <ul style="list-style-type: none"> • Are there particular balances where fraud is more likely to occur? • Are you aware of any assets, liabilities or transactions that you believe were improperly included or omitted from the accounts of City of York Council? • Could a false accounting entry escape detection? If so, how? • Are there any external fraud risk factors which are high risk of fraud? 	<p>No. The final accounts have been prepared in accordance with proper practice. Detailed working papers are available and an analytical review completed.</p>
8	<p>Are you aware of any organisational, or management pressure to meet financial or operating targets?</p> <ul style="list-style-type: none"> • Are you aware of any inappropriate organisational or management pressure being applied, or incentives offered, to you or colleagues to meet financial or operating targets? 	<p>No. The Council reports its financial position to Cabinet on a regular basis which has highlighted areas of concern and actions being taken to mitigate those areas.</p>

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30 July 2014

Dear Gavin

Statement from those Charged with Governance – gaining assurance from management

Further to your letter of 11 April 2014, please find the Audit and Governance Committee's response to your questions, below.

1) Oversight of management processes in relation to fraud and error

Management discharges its responsibilities via systems of internal control, including Financial Regulations, Contract Procedure Rules and the Employee Code of Conduct, and via disciplinary procedures where fraud is highlighted as a dismissible event. The organisation also has in place appropriate counter fraud policies which clearly outline to staff the commitment to the elimination of fraud and the steps that they should take in the event of fraud being suspected.

The organisation commissions local counter fraud specialists from the council's shared service provider, Veritau Limited, to undertake an annual counter fraud plan of work on its behalf. The Director of Corporate and Business Support Services meets on a regular basis with the Head of Internal Audit (Veritau) to discuss progress.

The council's Counter Fraud and Corruption Policy and the annual counter fraud plan cover the following main areas:

- the creation of an anti-fraud culture

- deterrence
- prevention
- detection
- investigation
- sanction
- redress

The Audit and Governance Committee receives reports on counter fraud risks, approves the annual counter fraud plan and receives regular updates on counter fraud activity.

2) Oversight of processes for identifying and responding to risks of fraud and breaches of internal control

All reported cases of suspected fraud are investigated by Veritau. Details of the counter fraud work undertaken by Veritau and the outcome of investigations into suspected fraud are reported to the Audit and Governance Committee.

Management also commissions internal audit services from Veritau. The company is required to report on the council's systems for financial accounting and financial management as part of its annual internal audit plan. This includes reporting potential errors or control weaknesses which may result in financial misstatement. The assurance gained contributes to the preparation of the Annual Governance Statement.

The Audit and Governance Committee receives assurance from management through:-

- receipt and approval of the annual internal audit plan
- receipt of regular update reports from the Head of Internal Audit detailing the results of internal audit and counter fraud work, including the audit of the financial accounting and financial management systems of the organisation
- receipt of the annual report of the Head of Internal Audit which provides an overall opinion on the council's control environment, including the arrangements to prevent and detect fraud.

The Audit and Governance Committee also receives and considers regular reports from its external auditors.

Specific weaknesses in internal control are summarised in the periodic monitoring reports and annual report brought to the committee by the Head of Internal Audit.

3) Assurance that relevant laws and regulations have been complied with

The council has developed and implemented a system of assurances based on:

- Objective setting – whereby the council’s strategic objectives are identified and assigned to individual directors or assistant directors
- Risk assessment – whereby each director or assistant director identifies and prioritises the risks related to achieving those strategic objectives
- A Local Code of Corporate Governance – which is consistent with the principles of the CIPFA/SOLACE ‘Delivering Good Governance in Local Government’ framework and the council’s own Business Model
- Annual Governance Statement (AGS) – which sets out the council’s governance framework. The key elements of the governance framework consist of strategic planning processes, political and managerial structures and processes, management and decision making processes, policies and guidance, financial management, compliance arrangements, risk management, internal audit, counter fraud activities, performance management, consultation and communication methods and partnership working arrangements. A review of the governance framework is undertaken as part of the process to prepare the AGS. All significant governance issues are highlighted in the published AGS.

The council’s Cabinet is responsible for decision making within the policy and budget framework set by Full Council. The corporate management team has responsibility for implementing council policies and decisions, providing advice to members and for co-ordinating the use of resources and the work of the Council directorates. The Cabinet and corporate management team monitor and review council activities to ensure corporate compliance with governance, legal and financial requirements.

Specific policies, regulations and written guidance exist to support the council’s corporate governance arrangements. The Officer Governance

Group is responsible for monitoring the effectiveness of these arrangements and for the maintenance of appropriate systems of assurance. Assurance is obtained from the work of internal and external audit, inspection agencies and other relevant bodies.

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

The Audit and Governance Committee's terms of reference include the requirement to monitor the effective development and operation of risk management and corporate governance as well as to consider the council's compliance with its own and other relevant published regulations, controls, operational standards and codes of practice. The Committee is also responsible for keeping under review the council's Financial Regulations, Contract Procedure Rules, working protocols and codes of conduct and behaviour.

I am not aware of any instances of non-compliance with relevant laws or regulations that would affect the financial statements.

4) Litigation

All known claims or liabilities known have been properly accounted for and provision made, where appropriate, including potential Business Rate appeals.

5) Assessment of going concern assumption

Through its role in overseeing the operation of risk management arrangements, the Audit and Governance Committee receives regular reports from officers on significant risks (including financial risks) faced by the council. No risks have come to light through this process that would cast doubt on the council's ability to operate as a going concern. The committee will also receive the draft financial statements and will be able to challenge officers on the underlying assumptions, including the ability of the council to operate as a going concern.

Signed by the Chair of the Audit & Governance Committee on behalf of those charged with governance:

Cllr Ruth Potter

30 July 2014

Appendix 1

No	Question	Response
1	Are you aware of any instances of actual, suspected or alleged fraud during the period 1 April 2013 – 31 March 2014?	Yes. Records of suspected fraud, and outcomes of investigations are maintained by Veritau, on behalf of the council.
2	<p>Do you suspect fraud may be occurring, within City of York Council?</p> <ul style="list-style-type: none"> • Have you identified any specific fraud risks within City of York Council? • Do you have any concerns that there are areas within City of York Council that are at risk of fraud? • Are there particular locations within City of York Council where fraud is more likely to occur? 	Yes. On an annual basis, the council undertakes a risk assessment of service areas, and identifies areas where there are potential fraud risks. This is used to prioritise counter fraud activity. The latest fraud risk assessment presented to the Audit and Governance Committee was in February 2014.
3	<p>Are you satisfied that internal controls, including segregation of duties, exist and work effectively?</p> <ul style="list-style-type: none"> • If not where are the risk areas? • What other controls are in place to help prevent, deter or detect fraud? 	Yes. A summary of arrangements are set out in my responses to the questions above.
4	<p>How do you encourage staff to report their concerns about fraud?</p> <ul style="list-style-type: none"> • What concerns about fraud are staff expected to report? 	The council has effective whistleblowing arrangements in place. A confidential reporting line is available through Veritau, the council's counter fraud provider. The council expects all non-trivial matters to be reported.
5	<p>From a fraud and corruption perspective, what are considered to be high risk posts within City of York Council?</p> <ul style="list-style-type: none"> • How are the risks relating to these posts identified, assessed and managed? 	The control environment that operates within the Council ensures that appropriate systems are in place to ensure separation of duties and authorisation of contracts and expenditure. Therefore no individual posts are considered high risk.
6	<p>Are you aware of any related party relationships or transactions that could give rise to instances of fraud?</p> <ul style="list-style-type: none"> • How do you mitigate the risks associated with fraud related to 	A full review of related party relationships has been undertaken and no issues have been identified as being of concern.

	related party relationships and transactions?	
7	<p>Are you aware of any entries made in the accounting records of City of York Council that you believe or suspect are false or intentionally misleading?</p> <ul style="list-style-type: none"> • Are there particular balances where fraud is more likely to occur? • Are you aware of any assets, liabilities or transactions that you believe were improperly included or omitted from the accounts of City of York Council? • Could a false accounting entry escape detection? If so, how? • Are there any external fraud risk factors which are high risk of fraud? 	<p>No. The final accounts have been prepared in accordance with proper practice. Detailed working papers are available and an analytical review completed.</p>
8	<p>Are you aware of any organisational, or management pressure to meet financial or operating targets?</p> <ul style="list-style-type: none"> • Are you aware of any inappropriate organisational or management pressure being applied, or incentives offered, to you or colleagues to meet financial or operating targets? 	<p>No. The Council reports its financial position to Cabinet on a regular basis which has highlighted areas of concern and actions being taken to mitigate those areas.</p>

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Audit & Governance**30th July 2014**

Report of the Cabinet Member for Finance, Performance and Customer Services

Scrutiny of the Treasury Management Annual Report 2013/14 and review of Prudential indicators**Summary**

1. The purpose of this report is to review the Treasury Management Annual Report & Review of Prudential Indicators 2013/14 in accordance with the requirements of the Chartered Institute of Public Finance and Accountancy (CIPFA) Treasury Management in the Public Services: Code of Practice and Cross-Sectoral Guidance (“the Code”).
2. Attached at Annex One is the Treasury Management Annual Report & Review of Prudential Indicators 2013/14 which was discussed at Cabinet on the 1 July 2014.

Background

3. This covering report aims to assist Audit & Governance members in their review of the Treasury Management Annual Report & Prudential Indicators 2013/14 at Annex One.
4. The aim of these reporting arrangements is to ensure that those with ultimate responsibility for the treasury management function appreciate fully the implications of treasury management policies and activities, and that those implementing policies and executing transactions have properly fulfilled their responsibilities with regard to delegation and reporting.
5. For reporting, scrutiny and training arrangements during 2012/13 the Council has met the reporting requirements and received the following reports.
 - an annual treasury strategy in advance of the year

- a mid year treasury update report
 - an annual report following the year describing the activity compared to the strategy
6. Significant points to note from the report at Annex One include
- During the year, the Council followed the agreed treasury management strategy of running down the investment portfolio and using the Council's surplus cash rather than taking external borrowing, thus avoiding the cost of holding higher levels of investment and reducing counterparty risk.
 - There was no restructuring of borrowing during the year
 - No new debt was drawn down in year
 - The Council's borrowing requirement for capital purposes (the Capital Financing Requirement) did not increase in year
 - There are no issues of concern in the Prudential Indicators

Options

7. 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.

Corporate Priorities

8. 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 and minimises the cost of its debts.

Implications

9. The implications are
- Financial – the security of the Council's capital funds is a priority, maximising returns on investments and minimising finance costs of debt is key.
 - 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

10. The treasury management function is a high-risk area due to 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 2009 (the code) are all adhered to as required.

Conclusion

11. The Treasury management function continues to operate in full accordance with the Prudential Code ensuring the Council's treasury activities are prudent, affordable and sustainable.

Recommendations

12. It is recommended that Audit & Governance Committee note the Treasury Management Annual Report 2013/14 & Review of Prudential Indicators at Annex One;

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.

Contact Details

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Chief Officer responsible for the report:

Ian Floyd
Director of Customer and Business
Support Services

Report
approved

Date 17/07/14

Specialist Implications Officer(s) None

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

√

For further information please contact the author of this report

Annexes

A – Treasury Management Annual Report & Review of Prudential Indicators 2013/14 Report



Cabinet
1st July 2014
Report of the Cabinet Member for Finance, Performance and Customer Services
Treasury Management Annual Report & Review of Prudential Indicators 2013/14
Purpose of Report

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 2013/14. 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). Prudential Indicators are attached at Annex A.
2. The information detailed in this report ensures the Council's treasury management activities are affordable, sustainable and prudent as approved by Council on 28 February 2013 and that the Council's debt and investment position ensure adequate liquidity for revenue and capital activities, security for investments and manages risks within all treasury management areas.
3. The Council's year end treasury debt and investment position for 2013/14 compared to 2012/13 is summarised in the table below:

Debt

	31/03/2014	Rate	31/03/2013	Rate
	£m	%	£m	%
General Fund Debt	118.7	4.2	118.7	4.2

Housing Revenue Account Debt	139.9	3.4	139.9	3.4
Total Debt	258.6		258.6	

Investments

	31/03/2014 £m	Rate %	31/03/2013 £m	Rate %
Councils Investment Balance	44.2	0.48	11.9	1.46

Table 1 – Summary of the treasury management portfolio

Borrowing Outturn 2013/14

4. The Councils capital expenditure activity on long-term assets undertaken as part of the approved Capital programme impacts (dependant on the way that the capital programme is financed) the level of borrowing. The prudential indicators which control the borrowing activity of the Council are contained in Annex A
5. The purpose of the Council's underlying need to borrow is to finance capital expenditure, termed the Capital Financing Requirement (CFR).
6. The total CFR for the council at the end of 2013/14 was £311.2m (compared to £ 311.8m 2013/14) split between the General Fund at £170.9m and the HRA at £140.3m. In accordance with the flexibility allowed by the borrowing strategy, no external borrowing was taken to finance this requirement as surplus funds were used. The Council continues make efficient use its strong cash balance position to support its current capital expenditure requirements
7. Total actual level at the start of 2013/14 was £258.6m (General Fund £118.7m / HRA £139.3m) and remained constant throughout the year closing at the end of 2013/14 at £258.6m (General Fund £118.7m / HRA £139.9m).

8. The Council did not restructure any of its borrowing portfolio during the year as no opportunities arose when taking into consideration the associated premium that would be generated.
9. The overall position of the borrowing activity has not caused any variation in the average interest rate that remains at 3.8%.
10. Figure 1 shows the PWLB interest rates from 1 October 2010 to 31 March 2014 and includes the loans borrowed by the council. The triangles on the graph show the points at which the Council has taken out loans over this duration. As shown the timing of loans being drawn down have been at points in the curve that offers good long term value and ensures year on year savings through low cost funding can be achieved.

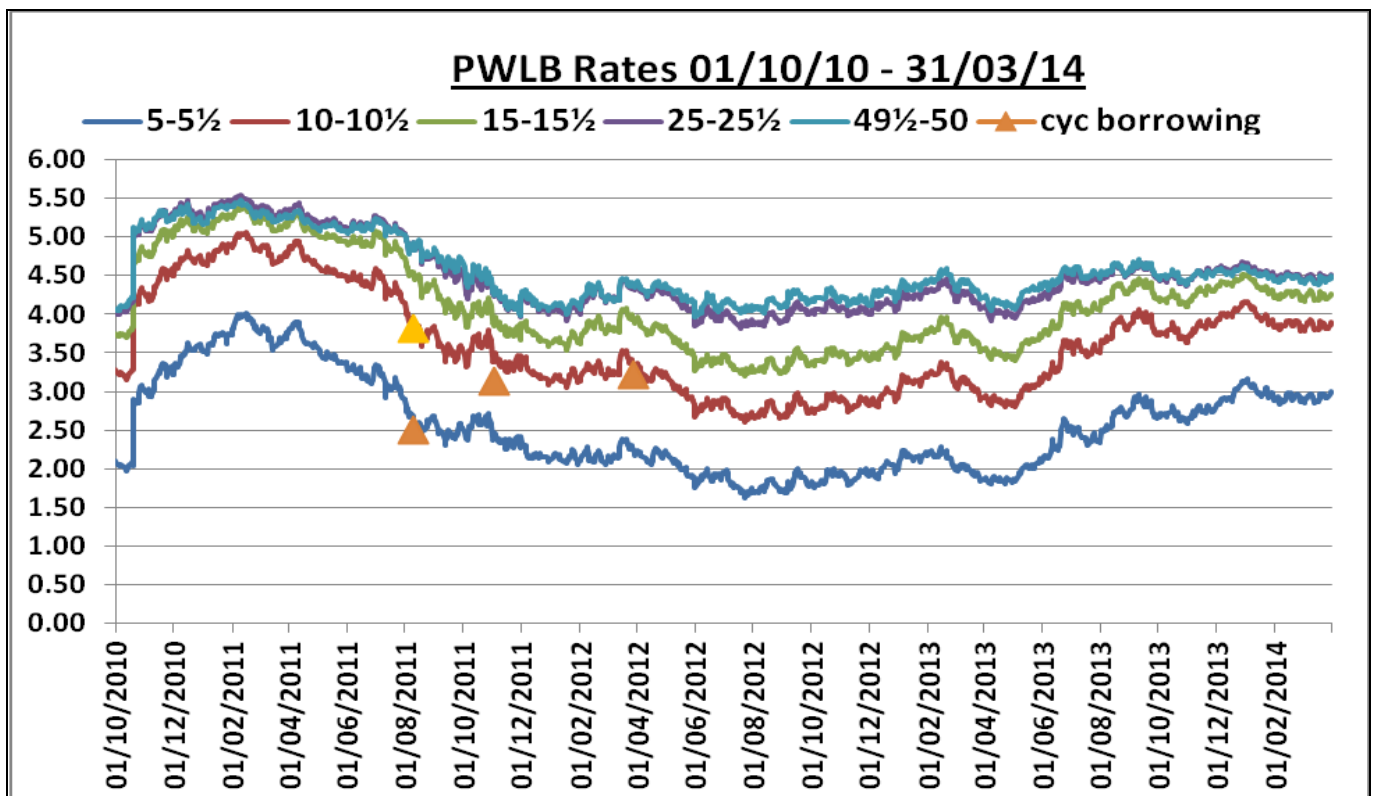


Figure 1 - PWLB rates and CYC borrowing levels

Investment Outturn 2013/14

11. Bank Rate remained at its historic low of 0.5% throughout the year; it has now remained unchanged for five years. Market expectations of the start of monetary tightening were pushed back during the year to Quarter 4 of 2015.
12. The Council's investment policy is governed by CLG guidance, which was implemented in the annual investment strategy approved by the Council on 28 February 2013. This policy sets out the approach for choosing investment counterparties, and is based on credit ratings provided by the three main credit rating agencies (Fitch, Standard & Poors, Moody's) supplemented by additional market data (such as rating outlooks, credit default swaps, bank share prices etc.).
13. The investment activity during the year conformed to the approved strategy, all investments were made in full accordance with the Council's investment practices and the Council had no liquidity difficulties in meeting its obligations.
14. The Council maintained an average investment balance of £61.150m compared to £40.2m in 2012/13. The surplus funds earned an average rate of return in 2013/14 of 0.484% compared to 1.461% in 2012/13. The increase in cash in cash balances is attributable to the receipt of high value developer's contributions and the continued early receipt of grant funding from Government.
15. The comparable performance indicator is the average 7-day LIBID rate, which was 0.34% in 2013/14 and the three month LIBID rate of 0.39%. All investments occurred in line with the investment strategy that the security of capital is of prime importance

Consultation

16. This report is for information purposes and reports on the performance of the treasury management function. Members through the budget process set the level of budget and expected performance of the Council's treasury management function.

Options

17. In accordance with the Local Government Act 2003, it is a requirement under the CIPFA Prudential code and the CIPFA Treasury Management in Local Authorities that the Cabinet receives an annual treasury management review report of the previous year (2013/14) by 30 September 2014. It is also a requirement that the Council delegates the role of scrutiny of treasury management strategy and policies to a specified named body which in this Council is the Audit & Governance Committee. This annual treasury management report is scheduled at Audit & Governance Committee on 30th July 2014.

Corporate Priorities

18. Treasury Management is aimed at ensuring the Council maximises its return on investments and minimises the cost of its debts. This will allow more resources to be freed up to invest in the Council's priorities, values and imperatives, as set out in the Council's plan. Effective treasury management is concerned with the management of the council's cash flows, its banking, money market and capital transactions, the management of debt, the effective control of the risks associated with those activities, and the pursuit of optimum performance consistent with those risks.

Financial Implications

19. Contained throughout the main body of the report.

Human Resources Implications

20. There are no HR implications as a result of this report.

Equalities Implications

21. There are no Equalities implications as a result of this report.

Legal Implications

22. 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

23. There are no Crime and Disorder implications as a result of this report.

Information Technology

24. There are no Information Technology implications as a result of this report.

Property

25. There are no Property implications as a result of this report.

Risk Management

26. The treasury function is a high-risk area because of the level of large money transactions that take place. As a result of this 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 & Governance Committee as part of the council's system of internal control

Recommendations

27. The Cabinet, in accordance with the Local Government Act 2003 is asked to:
- (i) Note the 2013/14 performance of Treasury Management activity and
 - (ii) Note the compliance with and movements of the Prudential Indicators in Annex A

Reason: to ensure the continued performance of the Council's Treasury Management function can be monitored.

Contact Details

Authors:	Cabinet Member & Chief Officer		
	Responsible for the report:		
Ross Brown Principal Accountant Ext 1207	Ian Floyd Director of Customer & Business Support Services		
Debbie Mitchell Corporate Finance Manager Ext 4161	Report Approved		Date 13/06/14
Wards Affected: <i>All</i>			
For further information please contact the authors of the report			

Specialist Implications:
Legal – Not Applicable
Property – Not Applicable
Information Technology – Not Applicable

Annexes

Annex A: Prudential Indicators 2013/14

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Annex A

	Prudential Indicator		2013/14 actual	2014/15 projection	2015/16 projection	2016/17 projection	2017/18 projection	2018/19 projection
4	CFR as at Mid Year Review 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 <hr/> Total	£170.9m £140.3m <hr/> £311.2m	£194.1m £140.3m <hr/> £334.4m	£197.3m £140.3m <hr/> £337.6m	£197.2m £140.3m <hr/> £337.5m	£193.4m £140.3m <hr/> £333.7m	£189.2m £140.3m <hr/> £329.5m
5	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 <hr/> Net Debt	£264.0m £44.2m <hr/> £219.8m	£299.4m £40.0m <hr/> £259.4m	£299.3m £25.0m <hr/> £274.3m	£307.1m £25.0m <hr/> £282.1m	£305.0m £25.0m <hr/> £280.0m	£304.8m £20.0m <hr/> £284.8m
6a	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 for 3 financial years.	Borrowing Other long term liabilities Total	£321.3m £30.0m <hr/> £351.3m	£344.4m £30.0m <hr/> £374.4m	£347.7m £30.0m <hr/> £377.7m	£347.6m £30.0m <hr/> £377.6m	£343.7m £30.0m <hr/> £3473.7m	£339.5m £30.0m <hr/> £369.5m

Annex A

	Prudential Indicator		2013/14 actual	2014/15 projection	2015/16 projection	2016/17 projection	2017/18 projection	2018/19 projection
6b	<p>Operational Boundary for external debt</p> <p>The operational boundary is a measure of the most likely, prudent, level of debt. It takes account of risk management and analysis to arrive at the maximum level of debt projected as part of this prudent assessment. It is a means by which the authority manages its external debt to ensure that it remains within the self-imposed authority limit. It is a direct link between the Council's plans for capital expenditure; our estimates of the capital financing requirement; and estimated operational cash flow for the year.</p>	Borrowing Other long term liabilities Total	£311.3m	£334.4m	£337.7m	£337.6m	£333.7m	£329.5m
			£10.0m	£10.0m	£10.0m	£10m	£10.0m	£10.0m
			<u>£321.3m</u>	<u>£344.4m</u>	<u>£347.7m</u>	<u>£347.6m</u>	<u>£343.7m</u>	<u>£339.5m</u>
7	Adoption of the CIPFA Code of Practice for Treasury Management in Public Services		✓					
8a	<p>Upper limit for fixed interest rate exposure</p> <p>The Council sets limits to its exposures to the effects of changes in interest rates for 3 years. The Council should not be overly exposed to fluctuations in interest rates which can have an adverse impact on the revenue budget if it is overly exposed to variable rate investments or debts.</p>		116%	116%	109%	109%	109%	109%
8b	<p>Upper limit for variable rate exposure</p> <p>The Council sets limits to its exposures to the effects of changes in interest rates for 3 years. The Council should not be overly exposed to fluctuations in interest rates which can have an</p>		-16%	-16%	-9%	-9%	-9%	-7%



Audit and Governance Committee***30 July 2014***

Report of Deputy Chief Executive and Director of Health & Well-being

PROGRESS REPORT BY ADULT SOCIAL CARE**Summary**

1. At the last meeting, Members of Audit and Governance Committee requested that an Action Plan was formulated by Adult Social Care to address the 10 recommendations made by the External Auditors to assist the Service to respond more effectively and quickly to the challenges posed by continuing demographic growth and also by financial constraints. Members are asked to note the Action Plan.

Background

2. The External Auditors have set out the background to their work in their Audit Progress Report (July 2014) that is on tonight's agenda.

Consultation

3. Key members of staff have been involved in formulating the Action Plan – this includes the Chief Executive and Director of Customer and Business Support Services.

Options

4. Members are requested to note the Action Plan and the progress that is being made to address the External Auditors concerns.

Analysis

5. There are no comparative options.

Council Plan

- 6. This addresses the Protecting Vulnerable People priority.

Implications

- 7. **Financial** This Action Plan will improve budget management in Adult Social Care.

Risk Management

- 8. The risk in non delivery of the Action Plan is that Adult Social Care may continue to overspend its budget.

Recommendations

- 9. Members are asked to note the Action Plan.

Reason: To ensure that Members are kept updated on progress in addressing the recommendations.

Contact Details

Author: **Chief Officer Responsible for the report:**

Dr Paul Edmondson-Jones
Deputy Chief Executive
01904-551993

Dr Paul Edmondson-Jones MBE
Deputy Chief Executive

**Report
Approved**

Date 22 July 2014

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

All

For further information please contact the author of the report

Background Papers: None

Annexes

Annex A – Action Plan for External Auditors Report

Annex B – Matrix to show relationship of Action Plan to recommendations

REF	WHAT SUCCESS WILL LOOK LIKE	ACTIONS THAT WILL DELIVER THIS RESULT	BY WHEN	BY WHOM
B	Budget			
B1	There is a 14/15 budget for adults that is clear and unambiguous	Review the existing budget and identify ambiguities	17 July 2014	Steve Tait with Kirsteen Murray/Guy Van Dichele
		Develop proposals for changes within current budget (allocation) and implement	31 July 2014	Steve Tait with Kirsteen Murray/Guy Van Dichele
B2	There is senior accountability for the 14/15 adults budget within the department	2 new interim AD's have been appointed and have assumed budget management responsibility	Completed	Kersten England/Paul Edmondson-Jones
B3	There is a clear scheme of delegation for the 14/15 adults budget	Review existing proposals, identifying any gaps and shortfalls	31 July 2014	Richard Hartle with Kirsteen Murray/Guy Van Dichele
		Review staffing structures and responsibilities	31 July	Kirsteen Murray/Guy Van Dichele

		Complete and have approved a final scheme of delegation for 2014/15	15 Aug 2014	Richard Hartle with Kirsteen Murray/Guy Van Dichele
		Hold workshop for all staff members concerned	29 Aug 2014	Richard Hartle with Kirsteen Murray/Guy Van Dichele plus all adults managers
		Incorporate budget management into performance objectives	29 Aug 2014	Kirsteen Murray/Guy Van Dichele
		Issue formal instruction to implement the new system.	29 Aug 2014	Paul Edmondson-Jones
B4	A zero-based adults budget is developed for 2015/16 plus an indicative base budget for 2016/17	Hold workshop with relevant staff from adults and from finance to develop updated budget categories for both income and expenditure items	15 Aug 2014	Kirsteen Murray/Guy Van Dichele with Richard Hartle and Steve Tait

		Using benchmarking information from comparator authorities develop a “best-value” budget for adults	22 Aug 2014	Will Boardman
		Identify any essential movements of funding to support the CYC budget	29 Aug 2014	Kirsteen Murray/Guy Van Dichele
B5	The proposed base budget for adults for 2015/16 is agreed by CLT and Cabinet	Develop a strongly evidenced paper to support the 15/16 budget submission	12 Sep 2014	Kirsteen Murray/Guy Van Dichele
		Represent the adults budget to Council	Meeting date tbc	Paul Edmondson-Jones
B6	Financial balance is achieved in 2014/15 (the budget is not overspent)	Monitoring put in place through monthly finance clinics to quickly identify potential overspends and take corrective actions <i>See also savings programme below</i>	Completed	Richard Hartle/Steve Tait with Kirsteen Murray/Guy Van Dichele
S	Savings			
S1	There is a 2014/15 savings plan for adults that clearly identifies all savings activities and the in-year savings that each will generate	Review the Transformation Programme. Remove items that are BAU activity, transferring to in-year savings plan	31 July 2014	Richard Hartle with Kirsteen Murray/Guy Van Dichele

		<p>Review existing savings plan (target £2.4M) for existing achievement (savings impacts carried forward from last financial year) plus viability/GAP analysis of in-year savings plan. Identify actions required (corporate and ASC) to bring total plan back to £2.4M</p>	31 July 2014	Richard Hartle with Kirsteen Murray/Guy Van Dichele
		<p>Review current contracts for potential to make savings <i>during the life of existing contracts</i>. Add potential savings to in-year savings plan</p>	29 Aug 2014	Tracey Carter with Kirsteen Murray/Guy Van Dichele
		<p>Review remaining £2.5M pressures and develop a departmental/corporate response</p>	29 th Aug 2014	Richard Hartle with Kirsteen Murray/Guy Van Dichele
S2	<p>There is a 2015/16 and 2016/17 savings plan for adults that clearly identifies all savings activities and the savings they will generate; this to include all transformational savings</p>	<p>There is a clear overarching objective for the transformation programme</p>	31 st July 2014	Stuart Halliday with Kirsteen Murray/Guy Van Dichele

		Design a future Target Operating Model for adults that will deliver the service within a base controllable (exc. recharges and capital financing charges) budget for 15/16 of £44.0m (plus any growth funding allocated for 15/16) and in 16/17 for £42.0m (plus any growth funding allocated for 15/16 and 16/17)	17 Oct 2014	Stuart Halliday with Kirsteen Murray/Guy Van Dichele
		Develop an implementation plan for adults transformation that will generate £3.0M of savings	17 Oct 2014	Stuart Halliday with Kirsteen Murray/Guy Van Dichele
S3	The 2014/15 savings target is delivered in full	Monitoring put in place through monthly finance clinics to quickly identify potential shortfalls and take corrective actions	Completed	Kirsteen Murray/Guy Van Dichele
P	Policies, procedures and processes			
P1	The IT/IM systems in place for the monitoring and management of the adults budget are robust. They satisfy the standards required by the Council and its auditors and meet the needs of the user group.	Current IT and IM systems have been reviewed and gaps identified. Specifically in relation to linkages between the adults system (Framework I) and the general ledger, it has been identified which changes are mission-critical (Framework-i is due for replacement)	12 Sep 2014	Richard Hartle with Kirsteen Murray/Guy Van Dichele
		Discussions have taken place with Framework-i and a business case prepared/agreed in respect	26 Sep 2014	Richard Hartle with Kirsteen Murray/Guy

		of funding mission-critical systems changes		Van Dichele
		All necessary IT/IM changes have been implemented	5 Dec 2014	Richard Hartle
		Training on the updated systems have been held and all relevant staff have attended training	19 Dec 2014	Richard Hartle/Kirsteen Murray/Gut Van Dichele
P2	There is a full set of policies and procedures in place in respect of the management of the adults budget.	The current partial manual has been reviewed by CYC Corporate finance and the AD's Adults. Gaps have been identified and responsibilities assigned for completion	15 Aug 2014	Richard Hartle with Kirsteen Murray/Guy Van Dichele
		Work on the manual has been completed	19 Sep 2014	Richard Hartle
		Training on the content of the manual has been held and all relevant staff have attended training	3 Oct 2014	Richard Hartle

MAZARS RECOMMENDATION	ACTION PLAN NUMBERS
<p>The service DMT should urgently agree its base budget for 2014/15 to deliver a balanced outturn and identify named individuals who will develop and deliver savings to meet the pressure of £2.5 million and the base budget reduction of £1.4 million</p>	<p>B1 S1</p>
<p>The Chief Executive and Director should appoint a service manager to focus on financial and performance management. This officer should be sufficiently senior to hold heads of service and assistant directors to account. Since drafting this memo the Chief Executive and Director are actively seeking to address this issue.</p>	<p>B2</p>
<p>The budget should be devolved to those who make decisions about committing resources and each manager should have financial management as part of their performance objectives</p>	<p>B3</p>
<p>Consideration should be given to developing an appropriate structure in the service to facilitate clear budget management without affecting the care model, for example including all provision whether externally contracted for or provided in house within the Commissioning arm to give a clear split between care/social workers responsible for developing and brokering care/support packages and those services which are used to meet identified needs.</p>	<p>B3</p>
<p>DMT should complete the outstanding actions on the finance officers action plan to address weaknesses in budget management. In response to this the Chief Executive, Director and Leader have requested action plans focussing on the</p>	<p>B2 B3 B5 B6 S1 S2</p>

issues raised in our earlier report.	S3
DMT and the Director of Customer and Business Support should identify budget lines which are high risk (particularly those which are always overspent and have significant pressures). These areas of the budget should be scrutinised at DMT and performance clinic.	B6 S3
The Director should create capacity to allow an independent review of all current contracts to ensure they are delivering value for money, are fit for purpose and allow joint working across sectors as the service moves forward under transformation and requirements of the Care Act.	S1
The Director should work with the Framework 1 supplier to address the problems with management information and linkage with the general ledger. Once the system is operating properly, staff should be trained and instructed to use the system for all cases.	P1 P2
The savings in the transformation programme need to be supported by detailed evidence to show they are achievable and a realistic timescale for delivery. Officer should develop a "B" list of areas to be called upon in the event of a shortfall.	S2
The transformation board and extended DMT needs to own a clear and shared vision of how the service will be shaped in the future, creating a single overarching objective for the transformation programme. This means that all staff will understand and work towards delivery of the workstreams, with senior managers acting as ambassadors and a conduit for ideas from staff.	S2