

AUDIT COMMITTEE

Thursday, 18 July 2019

6.00 pm

Committee Room 1, City Hall

Membership: Councillors Geoff Ellis (Chair), Laura McWilliams (Vice-Chair), Thomas Dyer, Gary Hewson, Ronald Hills, Jackie Kirk and Rebecca Longbottom

Substitute member(s): Councillor Pat Vaughan

Independent Member: Jane Nellist

Officers attending: Paul Berry, Democratic Services, Jaclyn Gibson, John Scott and Colleen Warren

A G E N D A

SECTION A

Page(s)

A TRAINING SESSION WILL BE HELD IMMEDIATELY PRIOR TO THE START OF THIS MEETING AT 5.00PM IN RELATION TO AUDIT COMMITTEE EFFECTIVENESS. TEA/COFFEE WILL BE AVAILABLE

1. Confirmation of Minutes -13 June 2019 **3 - 6**
2. Declarations of Interest

Please note that, in accordance with the Members' Code of Conduct, when declaring interests members must disclose the existence and nature of the interest, and whether it is a disclosable pecuniary interest (DPI) or personal and/or pecuniary.
3. External Audit-Annual Governance Statement **To Follow**
4. Statement of Accounts 2018/19 **7 - 154**
5. Internal Audit Progress Report **155 - 172**
6. Internal Audit Recommendation Follow Up **173 - 184**
7. Fraud and Error Annual Report (2018/19) **185 - 202**
8. Audit Committee Work Programme 2019/20 **203 - 208**

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Present: Councillor Geoff Ellis (*in the Chair*)

Councillors: Thomas Dyer, Gary Hewson, Ronald Hills, Jackie Kirk, Rebecca Longbottom and Laura McWilliams

Independent Member: Jane Nellist

Apologies for Absence: Pat Jukes

1. Confirmation of Minutes - 26 March 2019

The minutes of the meeting held on 26 March 2019 be confirmed subject to minor changes to comments made by J Nellist within item number 60 Risk Management – Annual Update.

2. Declarations of Interest

No declarations of interest were received.

3. External Audit Progress Report 2019/20

Jon Machej, representing Mazars, External Auditor:

- a. presented an External Audit progress report to provide the Audit Committee with an update on progress in delivering their responsibilities
- b. highlighted that there were a couple of issues regarding pensions and prior account adjustments
- c. requested that members note the contents of the report and the attached appendix
- d. invited members questions and comments.

Members asked what was meant by unusable reserves?

Jon Machej, External Auditor, explained that unusable reserves were accounts that hold funds that cannot be spent such as pension contributions.

Jaclyn Gibson, Chief Finance Officer, advised that some of links for publications that were within the report were chargeable and asked that members liaise with herself before purchasing as the Council may already have a copy.

RESOLVED that the contents of the report and the attached appendix be noted.

4. Annual Internal Audit Report 2018/19

John Scott, Audit Manager:

- a. presented the Annual Internal Audit Report for comments

- b. highlighted that Governance, Risk, Internal Control and Financial Control were all performing well
- c. recommended that Audit Committee should note the contents of the report and appendices
- d. invited members questions and comments.

Members asked for more detail regarding the new build short life working group.

John Scott, Audit Manager, explained that the group was set up following the new build properties being ready for allocation. There were issues with allocations of properties so the group was set up as the best use of resources to allocate the new build properties.

RESOLVED that the contents of the report and appendices be noted.

5. Annual Governance Statement 2018/19

John Scott, Audit Manager:

- a. presented a report to inform Audit committee that the Annual Governance Statement (AGS) had been signed off by the Leader and CX as of the end of May 2019
- b. highlighted that for 2018/19, there was just one significant governance identified which was: the Disaster Recovery Plan in place for IT arrangements was not sufficiently aligned with the Business Continuity plans that were currently in place for restoring key services in terms of IT needs
- c. recommended that Audit Committee reviewed the contents of the Final Annual Governance Statement with a view to monitoring progress on the significant issue identified over the coming year 2019/20
- d. invited members questions and comments.

Members asked whether the committee could help with making sure that the Disaster Recovery Plan for IT aligns with the Business Continuity Plans that were in place.

Jaclyn Gibson, Chief Finance Officer, explained that this matter was being overseen by CMT and would come back to Audit Committee on a quarterly basis so that it could be monitored.

Members asked where the consultation data could be accessed with regard to the citizen panel and whether members could have a view of the responses.

Jaclyn Gibson, Chief Finance Officer, explained that the consultation results were reported internally to the Corporate Leadership Team and then sent to Performance Scrutiny Committee through portfolio holders that attend.

RESOLVED that:

- The contents of the Final Annual Governance Statement with a view to monitoring progress on the significant issue identified over the coming year 2019/20 be agreed.
- The results from the citizen panel consultations be taken to Performance Scrutiny Committee, with the timing and format to be agreed with the Policy Manager.

6. Draft Statement of Accounts 2018/19

Colleen Warren, Financial Services Manager:

- a. presented the Statement of Accounts for the financial year which ended 31 March 2019, together with a short summary of the key issues reflected in the statutory financial statements for scrutiny
- b. highlighted the summary of key issues within the below areas in the Financial Statements:
 - The Comprehensive Income and Expenditure Statement
 - The Balance Sheet
 - Cross Cutting Key Issues
- c. recommended that Audit Committee scrutinise the Statement of Accounts
- d. invited members questions and comments.

Members asked what the income for Brexit was in 2018/19?

Jaclyn Gibson, Chief Finance Officer explained that this was a one off grant given to Councils to help prepare them for Brexit. The money hadn't been spent yet but there was an action plan in place for how the Council were planning for Brexit.

Members asked why the funding for the National Arts Trust had decreased?

Jaclyn Gibson, Chief Finance Officer explained that this money was for the Drill Hall and was part of a savings programme whereby the funding reduced over a four year period.

Members asked whether any money could be received from the contractors who built the Central Car Park and whether there was a loss of income for the 5th floor not being completed?

Jaclyn Gibson, Chief Finance Officer explained that the City of Lincoln Council didn't have a legal right to claim for damages due to the contract and that the car park had not been fully occupied since it opened, so the 5th floor not being open, hadn't contributed to the loss of income, however retention monies were still being held.

Members asked whether the substantial reduction in assets against outgoings was purely due to borrowing rather than spending reserves and whether the Right to Buy sales were included?

Colleen Warren, Financial Services Manager explained that it was due to an increase in short term borrowing during 2018/20. However as long Term Borrowing costs was cheaper in the longer term some short-term borrowing had been exchanged for long-term borrowing in early 2019/20. The reserves that were there

needed to be maintained. Concluded Right to Buy sales were included and monies for the sale of land on Yarborough Road and land at Tritton Road were still waiting to be concluded.

RESOLVED that:

- The Statement of Accounts were scrutinised.
- An update on the contractual position and impact on the Central Car Park due to the closure of the 5th floor be sent to Audit Committee.
- An explanation of the £600k overdraft would to be included in the Statement of Accounts.

7. **Internal Audit Progress Report**

John Scott, Audit Manager:

- a. presented the Internal Audit Progress Report to the Audit Committee, incorporating the overall position reached so far, and summarised the outcomes of audits completed during the period
- b. detailed the contents of the Internal Audit progress report which included:
 - Progress against the plan
 - Summary of Audit work
 - Implementation of Audit recommendations
 - Current areas of interest relevant to the Audit Committee
- c. recommended that Audit Committee note the content of the latest Internal Audit Progress Report for 2018-19 and consider whether any of the following options were relevant:
 - Report and make recommendations to the Executive if they felt it was appropriate
 - Refer any matter under review they feel appropriate to the relevant Portfolio Holder, Scrutiny Chair or Committee
 - Seek responses from Officers on matters arising (written or verbal) to be submitted to the next Audit Committee on any of the issues raised within this report or associated Appendices. Members may further wish to request the presence of the relevant Managers at the meeting to explain performance/specific issue.
 - Accept the report and continue to monitor arrangements
- d. invited members questions and comments.

RESOLVED that the report be accepted and the committee would continue to monitor arrangements.

8. **Audit Committee Work Programme**

RESOLVED that a training session for Audit Committee be arranged for 5pm before the next meeting.

SUBJECT:	STATEMENT OF ACCOUNTS 2018/19
DIRECTORATE:	CHIEF EXECUTIVE AND TOWN CLERK
LEAD OFFICER:	COLLEEN WARREN, FINANCIAL SERVICES MANAGER

1. Purpose of Report

1.1 To present the Statement of Accounts for the financial year ended 31st March 2019, together with a short summary of the key issues reflected in the statutory financial statements, for scrutiny.

2. Executive Summary

2.1 The Statement of Accounts (SOA) for 2018/19 provide a comprehensive picture of the Council's financial circumstances and are compiled to demonstrate probity and stewardship of public funds.

2.2 The Council is statutorily required to publish its Statement of Accounts for 2018/19 with an audit opinion and certificate by no later than 31st July 2019.

2.3 **Audit Committee should note that the Statement of Accounts for 2018/19, at the time of writing this report, are still subject to conclusion of the external audit by the Councils external auditors Mazars. Mazars will be in attendance at the Committee to provide an update on the audit progress.**

2.4 Following updated information on Pension judgements (McCloud/GMP Equalisation) changes will have to be made to the Statement of Accounts to adjust for the impact of the amended Actuary report. The impact of these judgements to the Council is £621,000 for the McCloud judgement and £294,000 for the GMP equalisation changes. At the time of this report submission the changes had not been made within the statements and so a further amended Statement of Accounts will be submitted to Executive and then Council for final approval.

2.5 Any further changes required to the Statement of Accounts, arising from the conclusion of the external audit, will be agreed by the Council's Chief Finance Officer and reported back to the Chair of the Audit Committee, and will be included in the Statement of Accounts to be submitted to Executive and Council for final approval.

2.6 The Council must make the Statement of Accounts available for public inspection for 30 working days. Following notification from Mazars, this runs from 3rd June until 11th July 2019 and the External Auditor is available to answer questions during this period, at the time of this report no questions

have been received, a further update will be provided at the Committee meeting

- 2.7 The Council is also required to provide a documented annual review of the effectiveness of its governance arrangements (Annual Governance Statement), which sits alongside the Statement of Accounts. The overall level of assurance provided in 2018/19 was substantial (green) and is in line with our Code of Corporate Governance. However there is one defined significant issue, in respect of IT Disaster Recovery, this will be a focus for 2019/20 and will be regularly reported by management to Audit Committee.

3. Background

- 3.1 The Accounts and Audit Regulations 2015 require the Statement of Accounts to be certified by the Council's Chief Finance Officer by the 31st May 2019. The Accounts are then released to be audited by the Council's external auditor, Mazars. After completion of the audit the accounts must be published with the audit opinion and certificate, and before that must have been approved by Full Council, by no later than 31st July. The timescales involved with the approval of the Statement of Accounts for 2018/19 are:

a) Report draft accounts to Audit Committee	13 th June 2019
b) Report to Audit Committee	18 th July 2019
c) Report to the Executive	22 nd July 2019
d) Approval by Council	23 rd July 2019

- 3.2 There is a great deal of technical detail contained in the statutory rigid format of the Accounts that is not always easily understood by the reader unless they are familiar with accounting and audit standards. To assist members in their understanding of the accounts:

- Training has been provided to members
- The remainder of this report sets out a short summary highlighting the key figures in the financial statements.

4. Summary of Key Issues in the Financial Statements

4.1 The Comprehensive Income and Expenditure Statement

- 4.1.1 **The Comprehensive Income and Expenditure Statement (CIES)** (SOA page 23) – in line with statutory accounting practice the Comprehensive Income and Expenditure Statement (CIES) shows the Council's actual performance for the year measured in terms of the resources consumed and generated over the last 12 months. It should not be misinterpreted as the financial outturn position of the Council as this statement contains a number of accounting entries required under International Financial Reporting Standards (IFRS). Regulation allows local authorities to reverse these amounts out of the accounts before determining their outturn position. There is a note to the accounts (Expenditure & Funding Analysis (SOA page 20)) that adjusts the expenditure that is chargeable to general fund and the HRA balances (as per

the actual outturn position) to the accounting entries in the CIES under IFRS. To further assist members interpretation of the CIES the table below summarises the reconciliation between the net surplus on the Provision of Services of £5.830m in the CIES to the outturn position of an decrease in General Fund Balances of £0.046m as reported in the Financial outturn report (Executive 28th May 2019).

	£m	£m
Net (surplus)/deficit on the Provision of Services		(5.665)
<i>Adjust for:</i>		
Depreciation, revaluation losses and gains & impairment of non-current assets	5.129	
Revenue expenditure funded from capital under Statute	(0.897)	
Direct Revenue financing of capital expenditure	4.956	
Gain/loss on the sale of non-current assets	0.559	
Contribution to/from the pensions reserve	(3.860)	
Debt repayment and premiums & discounts on debt	0.842	
Short-term compensated absences	0.010	
Contribution to Government's Housing Capital Receipts Pool	(0.760)	
Capital grants & contributions unapplied credited to CI&ES	1.183	
Adjustment for Collection Fund	0.746	
Transfer to/from the HRA	(0.002)	
Transfer to/from Earmarked reserves	(1.780)	
Total Adjustments		5.700
(Increase)/decrease in General Fund Balances		0.46

- 4.1.2 Clearly the most significant issue for Members to be aware of from the Comprehensive Income and Expenditure Statement is how the Council performed financially in 2018/19, in comparison to the revised budget for the year. As previously reported there was a projected overspend against the General Fund budget of £206k at quarter 3, this overspend has decreased and provisional outturn is now an overall budget shortfall of £46k.
- 4.1.3 The Housing Revenue Account has seen a minor underspend against the revised budget of £2k. Allowing for this adjustment HRA balances were £1.025m and the HRA Repairs Accounts balance was £579k as at 31st March 2019.
- 4.1.4 Further details on these are provided in the Narrative Report in the Statement of Accounts (SOA page 1) and were subject to a separate report to Executive and Performance Scrutiny Committee 28th May and 5th June 2019 respectively.

4.2 The Balance Sheet (SOA page 24)

4.2.1 **The Balance Sheet** is fundamental to understanding the Council's financial position at the year-end. It shows the Council's balances and reserves, long-term indebtedness, and the non-current and current assets employed in the Council's operations. The key information for members to be aware of in the Balance Sheet as at 31st March 2019 are:

4.2.2 **General Balances** – General balances have increased by £0.241m during the year, as analysed below:

Description	Opening Balance £m	Closing Balance £m	Increase/ (Decrease) £m
General Fund balances	1.610	1.849	0.239
HRA balances	1.023	1.025	0.002
HRS	0.089	0.089	0
Total	2.722	2.963	0.241

4.2.3 **Earmarked Reserves** - in total monies carried forward to pay for specific future commitments (including the insurance fund) have increased by £1.776m, as analysed below:

Description	Opening Balance £m	Closing Balance £m	Increase/ (Decrease) £m
Other Specific Reserves	10.081	11.857	1.776

This is due to a number of contributions to and from earmarked reserves as reported as part of the 2018/19 Provisional outturn to the Executive 28th May 2019 and as detailed in Note 10 (Transfers to/ from Earmarked Reserves) in the Statement of Accounts (SOA page 62).

4.2.4 **Liquidity** – a reliable indication of liquidity is the ratio of current assets (excluding inventories) to current liabilities. The Council's current assets (excluding inventories) of £41.08m exceed current liabilities of £34.4m by a ratio of 1.2:1, which represents a decrease from the previous year's ratio of 1.62:1. This is due to an increase in short term borrowing (as per the Council's borrowing strategy) and disposal of non-current assets held for sale.

4.2.5 **Debtors** – debtors have decreased by £0.462m to £9.779m. This is a minor change in debtors balances.

4.2.6 **Creditors** – have decreased slightly by £2.1m to £13.260m. This is mainly due to a Business Rates adjustment account, which absorbs the timing differences between statutory accounting requirements and full accruals accounting.

4.3 Cross Cutting Key Issues

4.3.1 There are a number of areas that have significant impacts or are of particular interest that sit both within the Comprehensive Income and Expenditure Statement and the Balance Sheet. To aid members understanding of the Accounts these are summarised below:

4.3.2 **Non-Current Assets** are shown in the Balance Sheet and represent the Council's land, building, heritage, community and intangible assets.

- **The value of non-current assets and assets held for sale in the Balance Sheet has increased by £39.3m (11%) to £399.8m between 31st March 2018 and 31st March 2019 (see the Balance Sheet and Notes 14, 15 and 16 for further detail). This net increase is the result of a number of factors:**

- **Revaluations** - The Council's Assets are valued on a rolling programme, which ensures each asset is re-valued every 5 years as at the 1st April. In addition to this, all assets are reviewed for any material change in their value at the end of each financial year. The results for 2018/19 have seen an **overall increase in value of £13m**, which is the net result of valuation gains and losses across a range of assets.

Accounting rules require that where a balance has not built up on the Revaluation Reserve for an individual asset (a reserve which holds accumulated gains following previous revaluations upwards) then any revaluation losses (downwards revaluation in asset values) must be recognised in the Comprehensive Income and Expenditure Statement (CI&ES) and then reversed out in the Movement in Reserves Statement before it impacts on Council Tax payers. Accounting rules also require that where a revaluation loss previously recognised in the CI&ES on an individual asset is subsequently reversed by an upwards revaluation, then the revaluation gain should be recognised in the Comprehensive Income and Expenditure Statement up to the value of the original revaluation loss. Within the £13m net upwards movements due to revaluation gains and losses in 2018/19, there were:

- **£3m of net revaluation gains** required to be charged to Cost of Services in the CIES. This is mainly due to reflecting the social housing value of housing stock (£1.45m).
- **£10m of net upwards revaluations** were reflected in the Revaluation Reserve (shown in Other Comprehensive Income and Expenditure in the CIES). This was mainly due to the upward revaluation (£9m) an increase in the council's land and buildings.
- **Additions - New capital investment in assets belonging to the Council totalled £38.95m.** The main areas of expenditure include £24.985m spent improving Council dwellings including re-roofing,

kitchens and landscaping, and the purchase of a number of new council houses. The other main areas of spend were £11.2m on purchasing investment properties. To pay for this investment, the Council has used £1m of capital grants and contributions, £8.2m of capital receipts, £13.1m of the Major Repairs Reserve, £11.6m of unsupported borrowing, and £5m of direct revenue financing.

- **Depreciation** – a charge is made to the Comprehensive Income and Expenditure account for depreciation to reflect the use of assets in the provision of services during the year. The value of non-current assets in the Balance Sheet is reduced by an equivalent amount. For General Fund services this charge is reversed out in the Movement in Reserves Statement (MiRS) and replaced with a statutory charge for the repayment of debt. In the HRA under self financing, depreciation is a real charge to the service however, it is set aside in the Major Repairs Reserve for future investment in the housing stock. **In 2018/19 total depreciation was £8.06m** (of which £1.86m was charged for non-HRA dwellings and was replaced in the MiRS with £0.625m for the repayment of debt and £6.2m depreciation was charged to the HRA which is available in the Major Repairs Reserve for future investment).
- **Disposals – assets valued at £3.872m in the Balance Sheet were disposed** of in 2018/19. This included the former allotment site on Riseholme Road and general fund land plus 48 Right to Buy sales of council dwellings.

4.3.3 **Pensions (see Para 2.5 for additional information)** – the payments made by the Council to the Lincolnshire County Council Pension Fund each year as employer contributions to the scheme and any addition costs relating to pension strain etc are reflected in the financial outturn position of the Council. However, accounting practice requires that in the Statement of Accounts pension costs are shown when the Council is committed to give them, even if the actual giving may be years into the future. This means that:

- The costs of providing retirement benefits to employees are recognised in the accounting period in which the benefits are earned by employees, and the related finance costs and any other changes in value of assets and liabilities are recognised in the accounting periods in which they arise.
- The financial statements reflect the liabilities arising from the Council's retirement obligations.
- The financial statements disclose the cost of providing retirement benefits and related gains, losses, assets and liabilities.

Full details are provided in Note 44 to the accounts – Defined Benefit Pension Schemes (SOA page 99). The impact of these accounting requirements in the

core financial statements are:

- **Comprehensive Income & Expenditure Statement (CIES)** - The cost of retirement benefits in the CIES is shown as an actuarial estimate of £7.9m cost reflecting the retirement benefits earned during 2018/19 and to be funded in the future. This includes £5.6m current service costs and a net interest cost on the defined benefit obligations of £2.3m. This net cost is reversed out in the Movement in Reserves Statement (MiRS) and is replaced by the actual amount charged for pension contributions in the year of £4.015m.
- **Balance Sheet** – The Pension Reserve shows the underlying commitments that the Council has in the long term to pay retirement benefits based on an assessment by the pension schemes actuary. The balance on the Pensions Reserve is the net position of the schemes liabilities and assets. During 2018/19 the net liability has increased by £13.905m to £99.763m. The actuarial assumptions are detailed in note 44 to the accounts ‘Defined benefit pension scheme’.

It is important for members to be aware that the statutory arrangements for funding the remaining liability of £99.763m means that this deficit will be made good by the increased level of annual employer contributions payable to the Pension Fund over the remaining estimated average working life of our employees in the Pension Scheme. The financial position of the Council remains healthy.

4.3.4 **Officer Remuneration** – note 35 to the accounts (SOA page 88) details senior staff salaries and the number of employees receiving more than £50k remuneration during the year (this includes receipt of any redundancy payments). Also detailed within the note is the redundancy/pension/payment in lieu costs paid in year, in line with Executive approvals of service review business cases and the Council’s redundancy policy.

4.3.5 **Borrowing** – the Council takes borrowing to fund capital expenditure. It also occasionally takes short term borrowing for cash flow purposes.

- Between 31st March 2018 and 31st March 2019 the Council’s total borrowing increased to £115.4m (excluding accrued interest which is shown in the Balance Sheet under short-term borrowing as at 31st March 2019).
- The total borrowing can be split between short term borrowing (payable within 12 months) of £20m and long term borrowing of £95.4m.
- The average rate of interest payable on borrowing was 3.24% which is a slight decrease on 2017/18 (4.09%) and due to the new loans taken being at low levels of interest.
- The Comprehensive Income and Expenditure Statement for 2018/19 includes £3.3m interest payable on borrowing (excluding leases) of which £0.9m relates to the General Fund and £2.4m to the HRA.

The maturity profile of the outstanding borrowing as at 31st March 2019 is as follows:

Within	£m	% of Total Debt
1 year	20.200	17.51%
1 – 2 years	9.705	8.41%
2 – 5 years	5.645	4.89%
5 -10 years	7.076	6.13%
10 years and over	72.728	63.05%
Total	115.354	100.00%

4.3.6 **Investments** – in line with its Treasury Management Strategy, the Council invests surplus cash on the money markets, typically for periods less than one year to approved organisations, although core cash balances may be invested for periods over 1 year if interest rates and market conditions are favourable.

- As at 31st March 2019, total investments had increased by £13.6m from £15.6m to £29.2m compared to the previous year end.
- Average investment balances during 2018/19 were £22.3m, compared to £25.3m in 2017/18.
- The average interest rate received on investments in 2018/19 was 0.77% (a small increase of 0.1% on the average rate achieved in 2017/18), which was 0.26% above the target 7 day LIBID rate.

5. Strategic Priorities

5.1 The Council's Statement of Accounts are a financial summary of the Council's activities in support of its Vision 2020 and Strategic Priorities during the financial year 2018/19.

5.2 Communication - The draft Statement of Accounts is available on the Council's website and the period of public inspection has been advertised. The completion of the audit of the Council's Statement of Accounts will be published on the Council website on 31st July 2019. The Statement of Accounts will also be made available on the website with a summary version of the accounts published in the Council's Annual Report.

6. Organisational Impacts

6.1 Finance - The financial implications are contained throughout this report.

6.2 Legal - In accordance with the Accounts and Audit Regulations 2015 the Statement of Accounts must be approved and published by the Council, together with the audit opinion and certificate, by the 31st July 2019.

7. Risk Implications

7.1 There are no direct risk implications arising as a result of this report.

8. Recommendation

- 8.1 Audit Committee are invited to scrutinise the Statement of Accounts prior to being reported to full Council on 23 July 2019.
- 8.2 Audit Committee are asked to delegate any further changes to the Statement of Accounts, arising from the conclusion of the external audit, to the Chief Finance Officer who will report any such changes to the Chair of Audit Committee.

Key Decision No

Key Decision Reference No. N/A

Do the Exempt Information Categories Apply No

Call in and Urgency: Is the decision one to which Rule 15 of the Scrutiny Procedure Rules apply? No

Does the report contain Appendices? Yes

List of Background Papers: Medium Term Financial Strategy 2018-2023
Financial Performance - Outturn 2018/19

Lead Officer: Colleen Warren, Financial Services Manager
Telephone 873361

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STATEMENT OF ACCOUNTS FOR THE YEAR ENDED 31 MARCH 2019



CONTENTS

	PAGE
Narrative Report	3
Council Approval	18
Statement of Responsibilities for the Statement of Accounts	19
Movement in Reserves Statement	20
Comprehensive Income and Expenditure Statement	22
Balance Sheet	23
Cash Flow Statement	25
Index of Notes	26
Notes to the Accounts	27
Housing Revenue Account Income and Expenditure Statement	108
Movement on the Housing Revenue Account Statement	109
Notes to the Housing Revenue Account	110
Collection Fund	115
Notes to the Collection Fund	116
Independent Audit Opinion and Certificate	121
Annual Governance Statement	122
Glossary	129



NARRATIVE REPORT

An introduction to the City of Lincoln's 2018/19 Statement of Accounts by J Gibson, Chief Finance Officer, Section 151 Officer.

The Statement of Accounts

The purpose of the Accounts, which follow, is to give electors, those subject to locally levied taxes and charges, Members of the Council, employees and other interested parties clear information about the Council's finances. The Accounts show the financial performance for 2018/19 and the financial position at 31 March 2019. The Accounts present expenditure and income incurred by the Council in the financial year 2018/19 and highlight changes in the financial position of the Council over the course of the year.

The accounts of the Council are, by their nature, both technical and complex. The information contained within the Accounts for 2018/19 is presented as simply and clearly as possible and the Narrative Report explains some of the statements and provides a summary of the Council's financial performance as at 31st March 2019 and its financial prospects.

The financial statements have been prepared in accordance with the Code of Practice on Local Authority Accounting in the UK (the Code) published by the Chartered Institute of Public Finance and Accountancy (CIPFA).

The Statement of Accounts consists of various sections and statements, which are briefly explained below:

A Narrative Report – this provides information on the format of this Statement of Accounts as well as a review of the financial position of the Council for the financial year.

The Statement of Responsibilities – this details the responsibilities of the Council and the Section 151 Officer concerning the Council's financial affairs and the actual Statement of Accounts.

The Audit Opinion and Certificate – this is provided by Mazars LLP following the completion of the annual audit.

The Accounting Policies – this statement explains the basis for the recognition, measurement and disclosure of transactions and other events in the accounts.

The Core Financial Statements, comprising:

- **The Movements in Reserves Statement** – this statement shows the movement in year on the different reserves held by the Council, analysed into 'usable' (i.e. those that can be applied to fund expenditure or reduce local taxation) and other unusable reserves.
- **The Comprehensive Income and Expenditure Statement (CIES)** – this statement shows the accounting cost in the year of providing services in accordance with accounting standards, rather than the amount funded from taxation. The Council raises taxation to cover the cost of expenditure in accordance with regulations; this may be different from the accounting cost. The taxation position is shown in the

Movement in Reserves Statement.

- **The Balance Sheet** – this statement shows the value as at the Balance Sheet date of the assets and liabilities recognised by the Council. The net assets (assets less liabilities) of the Council are matched by the reserves held by the Council.
- **The Cash Flow Statement** – this statement shows the changes in cash and cash equivalents of the Council during the year. It shows how the Council generates and uses cash and cash equivalents by classifying cash flows as operating, investing and financing activities.

The Notes to the Financial Statements – these provide supporting and explanatory information on the Financial Statements.

The Supplementary Statements, comprising:

- **The Housing Revenue Income and Expenditure Statement** - this 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. The Council charges 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.
- **The Movement on the HRA Statement** – this statement takes

the outturn on the HRA Income and Expenditure Statement and reconciles it to the surplus or deficit for the year on the HRA Balance, calculated in accordance with the requirements of the Local Government and Housing Act 1989.

- **The Collection Fund Statement** - this statement is an agent's statement that reflects the statutory obligation for billing authorities (such as the City of Lincoln Council) to maintain a separate Collection Fund. The statement shows the transactions of the Council in relation to the collection from Council Tax and Business Rate payers and distribution to Lincolnshire County Council, Police and Crime Commissioner for Lincolnshire (PCCL) and Government of Council Tax and National Non-Domestic Rates (NNDR).

Financial Summary 2018/19

In common with the rest of local government the Council has continued to face a large number of challenges during 2018/19 which have seen:

- the continuation of severe central government funding reductions, the distribution of which has not been uniform across the different types of authority with some being significantly more affected than others, this Council being one of those suffering a greater proportionate loss.
- an increased reliance on retained Business Rates and the levels of financial risk and

uncertainty that this creates. During 2018/19 the Council was part of a Government 'pilot' of 100% rates retention scheme.

- the legacy of impacts from the last economic crisis that still persist, affecting jobs, housing and business growth, low returns on investments, these in turn create pressure on the generation of local income streams and increased demand for council services from customers who rely on the safety net provided by local government.

However in response to this environment the Council continues to deliver a track record of strong financial discipline. This means planning ahead, securing savings in advance, re-investing in more efficient ways of working, adopting a more commercial approach, prioritising resources for economic development measures, whilst making careful use of

reserves to meet funding gaps and mitigate risks.

The Council's successful financial management to date has enabled the protection of core services, whilst at the same time ensured that resources are directed towards the priority areas in the Council's Vision 2020.

2018/19 has seen a significant level of delivery against these Vision 2020 priority areas, with £13m of investment in new Council Housing and £13m of investment in property assets.

In summary, services have continued to be provided, whilst achieving £0.293m savings in addition to those achieved in previous years; and has delivered £38.95m of capital investment, a slight reduction on £39.805m in 2017/18. In addition, the Council's net worth has increased from £200.738m in 2017/18 to £207.002m in 2018/19, an increase of 3.1%.

Performance

Whilst maintaining sound financial management and delivering spending within budget the Council has continued to deliver high quality services to its residents and customers. A summary of the key financial and performance indicators for 2018/19 is provided below:

2017/18		2018/19
98.9%	Business Rates collected	99.8%
97.2%	Council Tax collected	96.8%
99.7%	Housing rent collected	99.2%
95.2%	Invoices paid within 30 days	97.8%
4.09%	Interest rate payable on debt	3.24%
0.68%	Interest rate received on investments	0.77%
33.7%	Waste recycled	34.9%
218,181	Users of Health & Recreation services	247,921
97.5%	Housing repairs completed to target	98.7%
80.1%	Occupancy of allotments	84.2%
98%	Premises compliant with food health and safety inspection	96%
1,022	Number of planning applications received	907

Revenue Income and Expenditure

General Fund

The General Fund covers all net spending by the Council on services other than those accounted for in the Housing Revenue Account. General Fund services are partly paid for by government grants and contributions from Retained Business Rates, with the balance being funded from Council Tax and income from fees and charges.

For 2018/19, the approved net expenditure budget for General Fund services was £13.988m. After allowing for planned contributions of £0.288m to non-earmarked general reserves the total Net General Fund Budget for 2018/19 was £14.276m.

The Net General Fund Budget of £14,276m assumed the achievement of £0.102m further savings which were to be delivered in 2018/19 as part of the Council's Towards Financial Sustainability Programme. The

Programme continues to be successful and has now delivered total savings of £3.823m. Work continues in developing and delivering new projects as part of the programme to secure the additional savings required in 2019/20 and future years.

The table that follows provides a summary of the final outturn position for the General Fund, against the net budget.



	ACTUAL 2018/19 £'000	REVISED BUDGET 2018/19 £'000	VARIANCE 2018/19 £'000
Chief Executive and Town Clerk	4,018	3,847	171
Directorate of Housing & Regeneration	715	754	(39)
Directorate of Communities & Environment	5,433	4,380	1,053
Directorate of Major Developments	461	506	(45)
Corporate	1,650	1,645	(5)
Net Operational Expenditure	12,267	11,132	1,135
Specific Grants	(1,032)	(1,006)	(26)
Savings Target	0	(26)	26
Earmarked Reserves	1,406	1,728	(322)
Capital Accounting Adjustment	1,773	1,864	(91)
Contingencies	0	296	(296)
Total Expenditure	14,414	13,988	426
Contribution from General Balances	248	288	40
Total Net Budget	14,662	14,276	386
Business Rates -			
Retained Business Rates Income	(26,032)	(28,041)	2,009
Tariff	20,199	20,620	(421)
Section 31 grant	(1,974)	0	(1,974)
Levy Payment	0	0	0
Revenue Support Grant	0	0	0
Council Tax	(6,393)	(6,393)	0
Council Tax Surplus	(30)	(30)	0
NNDR Deficit	(432)	(432)	0
Total Resources	(14,662)	(14,276)	(386)

While total expenditure was £14.414m (£0.426m more than budget) this is primarily offset by £0.386m additional net business rate income (primarily from additional section 31 grants). As a result the actual contribution to general balances was £0.248m compared to the approved budget of £0.288m, resulting in a variance of £0.040m.

As at 31 March 2019, the Council held £8.527m General Fund revenue reserves, comprising £6.678m earmarked reserves (to cover specific or potential financial risks and liabilities) and £1.849m non-earmarked general reserves. This latter balance represents 13.2% of the 2018/19 annual net service budget and provides an adequate level of reserves to cover unforeseen financial risks. General Balances are in line with the prudently assessed minimum requirements in the Council's Medium Term Financial Strategy.



Housing Revenue Account

The Housing Revenue Account has to be kept as a separate account for all the expenditure and income relating

to the landlord functions associated with the provision, management and maintenance of Council owned dwellings.

For 2018/19, the approved net operating budget for the Housing Revenue Account was a deficit/surplus of £0.0m. Actual net expenditure for 2018/19 was £0.005m surplus, resulting in a £5k surplus variance against the budget.

The table that follows provides a summary of the final outturn position for the Housing Revenue Account, against the net budget.



	ACTUAL 2018/19 £'000	REVISED BUDGET 2018/19 £'000	VARIANCE 2018/19 £'000
<u>Operational Expenditure</u>			
Repairs & Maintenance	8,939	8,298	641
Supervision & Management	6,781	6,983	(202)
Provisions (including Bad Debt)	284	290	(6)
Capital Financing	4,799	10,709	(5,910)
Sub Total	20,803	26,281	(5,477)
<u>Add:</u>			
HRS – repatriation of surplus	(272)	0	(272)
Contribution to/(from) HRS (IAS19 & Insurance Fund)	387	0	387
Interest Payable & Similar Charges	2,352	2,352	0
Total Expenditure	23,270	28,633	(5,361)
 <u>Income</u>			
Rents & Service Charges	(28,415)	(28,150)	(265)
Interest	(68)	(31)	(37)
Net Expenditure	(5,212)	451	(5,663)
 <u>Less:</u>			
Capital Accounting Adjustment	1,487	0	1,487
Appropriation to/(from) Major Repairs Reserves	4,506	0	4,506
Appropriation to/(from) Pension Fund Liability	(385)	0	(385)
Appropriations to/(from) Earmarked Reserves	(321)	(451)	130
Net HRA (Surplus)/Deficit	(5)	0	(5)

As at 31 March 2019, the Council held £2.348m HRA revenue reserves, comprising £1.321m earmarked reserves (to cover identified specific, potential financial risks and liabilities) and £1.027m non-earmarked general reserves.

Capital Expenditure

(Note 39)

Capital expenditure on the provision of new or enhanced assets is met from capital receipts, government grants, contributions from third parties and revenue contributions, with the balance funded from borrowing.

The Council's capital spending in the year was £38.95m compared to the revised approved programme budget of £54.993m, representing an underspend of £16.040m against the profiled budget. The variance in 2018/19 is mostly due to the re-profiling of schemes within the general fund and housing programmes. The 2018/19 capital spending and funding position is summarised as follows:

	ACTUAL 2018/19 £'000	BUDGET 2018/19 £'000	VARIANCE 2018/19 £'000
Capital Expenditure			
General Fund	13,968	23,535	(9,567)
Housing Revenue	24,985	31,458	(6,473)
Total Expenditure	38,953	54,993	(16,040)
Financed by:			
Borrowing	11,642	20,468	(8,826)
Capital Receipts	8,185	12,207	(4,022)
Capital Grants and Contributions	1,011	1,649	(638)
Major Repairs Reserve	13,160	20,245	(7,085)
Revenue Contributions	4,956	424	4,532
Total Financing	38,954	54,993	(16,039)

Major Capital works carried out during 2018/19 are set out in the following table:

	£'000
Housing	
Decent Homes improvements to Council dwellings	6,378
Health & Safety	300
Council house new build schemes	15,275
Land Acquisition Fund	2,231
Other major works to housing stock	801
General Fund	
Lincoln Transport HUB	547
Purchase of Land and Buildings	11,206
Allotment Improvement Programme	462
Enhancements to corporate properties	772
Disabled Facilities Grants	695
Other Schemes	286
Total	38,953

Capital Financing

The Council's capital programme is funded by a number of sources including the application of capital receipts, capital grants, contributions from the revenue account and long term borrowing. A summary of significant transactions in capital funding in 2018/19 is provided below:

Capital Receipts (Note 9)

The Council received £2.359m of General Fund capital receipts in 2018/19 which will be used to support delivery of the General Fund Investment Programme.

The Council also received £2.072m of HRA receipts. These will be used to support the new build programme within the Housing Investment Programme and investment in the housing stock.

Major Repairs Reserve (Note 9)

The Council is required to maintain a Major Repairs Reserve, which controls an element of the capital resources limited to being used on capital expenditure on HRA assets or the financing of historical capital expenditure by the HRA. The balance shows the capital resources that have yet to be applied at the year-end.



Long Term Borrowing (Note 18)

The Council undertakes long term borrowing, for periods in excess of one year, in order to finance capital expenditure. An assessment of the use of borrowing to fund capital expenditure is made through the application of the CIPFA Prudential Code in the Council's annual Treasury Management Strategy. This approach provides a framework for decision making highlighting the level of capital expenditure, the impact on borrowing and investment levels and the overall controls in place to ensure activity remains affordable, prudent and sustainable.

The Council satisfies its long term borrowing requirement by securing external loans.

Although the Council requires long term borrowing in order to finance capital expenditure, it can temporarily defer the need to borrow externally by using cash set aside for longer term purposes (in line with its Treasury Management Strategy); this practice means that there is no immediate link between the need to borrow to pay for capital spend and the level of external borrowing. The effect of using the cash set aside is to reduce the level of cash that the Council has available for investment.

The Council's level of total debt outstanding, (excluding loans of £0.030m which the Council holds for local charities and Bonds worth £0.003m), as at 31 March 2019 was £115.354m.

Total Long Term Borrowing Outstanding

31/03/18	Source of loan	31/03/19
£'000		£'000
58,793	Public Works Loan Board	71,793
18,000	Market and Other Long Term Loans	43,000
561	Other (3% stock)	561
77,354	Total	115,354

Long-term borrowing of £20m and £18m of short term borrowing was taken during 2018/19. Short term borrowing of £3.75m was repaid during 2018/19. This represents a net increase of £34.25m of borrowing since 31 March 2018. The Council remains under borrowed by £4.435m (i.e. the Council's actual borrowing is £4.435m less than its borrowing requirement at 31 March 2019). This means that the borrowing need (CFR) has not been fully funded with loan debt as cash supporting the Council's reserves, balances and cash flow has been used as a temporary measure. This strategy is considered prudent whilst investment returns are currently low and internal balances allow for this. Additional long-term borrowing will be taken in 2019/20 and future years to bring levels up to the Council's borrowing requirement, subject to liquidity requirements, if preferential interest rates are available.

Pension Costs (Note 44)

The Council accounts for retirement benefits when it is committed to give them, even if the actual giving will be many years into the future. This means that:

- The financial statements reflect the liabilities arising from the Council's retirement obligations.
- The costs of providing retirement benefits to employees are recognised in the accounting period in which

the benefits are earned by employees, and the related finance costs and any other changes in value of assets and liabilities are recognised in the accounting periods in which they arise.

- The financial statements disclose the cost of providing retirement benefits and related gains, losses, assets and liabilities

The Balance Sheet presents an increase in the estimated Pension Fund Reserve net liability over the 2018/19 year of £13.905m, up from £85.858m at 1 April 2018 to £99.763m at 31 March 2019. This increase in the Pension Fund deficit resulted mainly from changes in financial assumptions. This is recognised as re-measurements on defined benefit obligation, which is shown in Other Comprehensive Income and Expenditure within the Comprehensive Income and Expenditure Statement.

The statutory arrangements for funding the remaining liability of £99.763m means that this deficit will be made good by the increased level of annual employer contributions payable to the Pension Fund over the remaining estimated average working life of our employees in the Pension Scheme. The latest triennial revaluation of the Council's Pension Fund took place at 31 March 2016, the results at that time identified that there has been a slight improvement in the funding position since the last actuarial review from a

67% funding level to 70%. The next actuarial revaluation is due as at 31st March 2019.

Although the overall funding position has improved slightly, the employer contribution rates are still required to increase in order to improve the funding position further. Because of the guaranteed nature of Local Government Pension Scheme a stabilisation overlay mechanism is applied, whereby the employer's current contribution rate is capped at an affordable level. Without this in place the Council would be facing significantly higher contribution rates in order to increase the funding position.

This stabilisation approach has allowed the annual increase in the contribution rate to be capped at 1% p.a. over the period 2017/18 to 2019/20.



Future Plans

The Council's Vision 2020 sets out the Council's vision for the future of the city, strategic priorities and core values. Although the Vision looks ahead for up to 30 years it specifically includes a programme of activity up to 2020, which seeks to not only deal with the most pressing issues in the city, but also details how the Council will work, with others, to further grow Lincoln's economy.

The Council's vision for 2020 is;

"Together, let's deliver Lincoln's ambitious future"

Underpinning this vision are four strategic priorities, each with a number of supporting aspirations. The aspirations are in turn supported by groups of projects that will be delivered throughout the three year programme.

The four strategic priorities are:

- Let's drive economic growth
- Let's reduce inequality
- Let's deliver quality housing
- Let's enhance our remarkable place

Delivery of the Council's Vision 2020 provides the focus for the Council in terms of the projects it seeks to deliver and the high performing services that it provides.



General Fund

Despite the financial challenges the Council has already faced, and successfully managed, local government is still set to experience significant funding reform from 2020.

The Fair Funding Review will re-establish the baseline need of every local authority, and, at the same time, business rates baselines will be reset for the first time. The government also intends to redesign the business rates retention system, moving to 75% local retention, while restructuring the

system of risk and rewards. All this is currently due to come into effect in April 2020.

In addition the impact of Brexit and the consequent impact on the economic and political landscapes poses significant uncertainty for local government and the Council.

Ahead of this the Council's General Fund continues to face a significant financial challenge if it is to continue to deliver its Vision 2020 priorities and to deliver services to the public within a reduced, and more variable funding envelope.

Whilst the three year programme of activity set out in the Vision 2020 is fully resourced within the Council's Medium Term Financial Strategy, the Strategy also includes a savings target still to be achieved along with a number of significant financial risks which could affect the level of savings required.

Over the last 10 year period the Council has delivered savings in excess of £7.8m, a significant reduction in comparison to the overall net expenditure budget. However further savings of £1.2m are still to be delivered in order to achieve the current target by 2020/21.

The Towards Financial Sustainability (TFS) programme is and continues to be the vital element in ensuring that the Council maintains a sustainable financial position and delivers the required reductions in the net budget. The programme itself has been refocused reflecting the Council's innovative, forward thinking and commercial approach alongside its ambitions to maintain high performing services and a performance culture. As part of this refocus there are now four agreed strands to achieve savings. These are:

- "One Council" – cross organisational lean reviews to deliver a "one organisational" approach more efficiently and effectively
- Commercialisation – generation of new income streams, and commercial trading opportunities
- Investment Opportunities – to invest in commercial properties as well as regeneration and redevelopment schemes that support the local economy
- Service Reduction/Withdrawal – withdraw from some services or reduce the level of service provided for those non priority services

Alongside this programme the Council will continue to seek ways to maximise its tax bases through economic development measures, through its Vision 2020, which enhance the economic prosperity of the City.

Housing Revenue Account (HRA)

HRA Self-financing was implemented from 1 April 2012 following a one-off settlement to the Treasury, in order to 'buy out' of the old subsidy system. The new system incentivised landlords to manage their assets well and yield efficiency savings. With this however also came the transfer of significant risks from Central Government to local authorities. The Council now bears the responsibility for the long term security and viability of council housing in Lincoln and has to fund all activity related to council housing from the income generated from rents, through long term business planning.

It was anticipated that there would be greater certainty about future income

as councils were no longer subject to annual funding decisions by Central Government, enabling them to develop long-term plans, and to retain income for reinvestment.

A key element of the self-financing regime is for the Council to construct a 30 year Business Plan for the HRA. The Council's latest Housing Revenue Account Business Plan 2016-2046, was approved in February 2016 following a fundamental review of resources, investment requirements and priorities. The Business Plan reflects the impact of government policy changes, the results of stock condition surveys and financial assumptions at the time. The Business plan sets out:

- the long term plans for the Council's housing stock
- the finances to deliver plans
- how the Council will manage the income from its stock, demand for housing and stock condition, and:
- the Council's ambitious plans, alongside the resources to deliver, a significant number of new Council dwellings.

A review of the current Business Plan is scheduled to commence during 2019/20.

Capital Expenditure

The Council's capital strategy plans to deliver projects to the value of £67.2m over the next five years, with £19.2m estimated to be spent in 2019/20. This includes significant investment in the Council's key strategic projects which includes a significant land and property acquisition in addition to further investment on Council dwellings and Council buildings, including the construction of new council housing.



Capital resources for the next five years include capital receipts, government grants, contributions from third parties and revenue contributions.

The Housing element of the capital programme represents the largest element of capital expenditure over the next 5 years and is predominantly reliant upon revenue contributions from the Housing Revenue Account (HRA) through both depreciation charges and direct revenue contributions. The HRA Business Plan includes the release of capital resource to fund significant capital investment in new housing stock over the medium term. Given that revenue support is now the primary source of capital funding, it is recognised that it is critical that there is robust budget management of the HRA and that opportunities to achieve efficiencies and maintain/maximise income streams are actively pursued.

Cash flows

The future cash flows will be dependent on the outcome of a number of key assumptions in the Medium Term Financial Strategy and HRA Business Plan, of which the Council has varying degrees of influence over the outcomes. Some of the key determinants will be:

- Actual Business Rates base in year compared to the assumed levels in the budget, and the ongoing risk of funding the backdated costs of any successful valuation office

appeals by businesses within the city.

- Collection rates for Council Tax, Business Rates and Rents
- Income received compared to income targets (e.g. car parking, planning and building control)
- Interest rates achieved on investments and secured on new borrowing
- Timescale for payment of invoices and collection of debts.
- Profile of capital spending and funding over the MTF5.

Summary

Whilst addressing the financial challenges it faces in the forthcoming years the Council will also continue to maintain the correct balance between these challenges and ensuring that its limited resources are directed towards its strategic priorities.

Vision 2020 is supported by a programme of activity, resourced through the Medium Term Financial Strategy, that seeks to not only deal with the most pressing issues in the city, but also how the Council will work, with others, to embrace and maximise Lincoln's economy through schemes such as its property investments and New Council House Building Programme.

This investment in growth and the local economy alongside the Council's savings programme, with a key focus on income generation, forms the foundations of the Council's approach to financial planning over the medium term, seeking to enhance its financial resilience and to continue to focus its resources towards achieving its aspirations in its Vision 2020.



Group Accounts

The increasing scope and scale of local authorities moving away from traditional ways of providing services makes it increasingly difficult for the Council's own financial statements to present fairly all the aspects of control over service provision and accountability for all resources and exposure to risks that the Council has taken on. A consolidated set of group accounts can make a vital contribution towards giving users a full picture of the Council's sphere of control and influence.



The Council has a collaborative arrangement with North Kesteven and West Lindsey District Councils to provide the Central Lincolnshire Joint Planning Unit. This arrangement is hosted by North Kesteven District Council. The Council contributed £99k to the service which is contained within the Communities and Environment line of the CIES. The Council also has a collaborative arrangement with North Kesteven to provide a shared Revenues and Benefits Service. This shared service is hosted by the City of Lincoln Council. The Council contributed £1.267m to the service which is contained within

the Chief Executive's Directorate line in the CIES. Both of these arrangements are governed through a Joint Committee representing each of the partner authorities. Under these arrangements the ventures use their own resources to undertake an activity subject to joint control, and as such do not require consolidation into the Council's accounts. The Council's proportion of activity is accounted for separately within the Core Financial Statements.

J Gibson

J Gibson ACCA
Chief Finance Officer
(Section 151 Officer)

Further Information

Further information about the accounts is available on request from the Chief Finance Officer, City Hall, Beaumont Fee Lincoln LN1 1DB. In addition, local electors have a statutory right to inspect the accounts before the audit is completed. The availability of the accounts for inspection is advertised on the Council's website.

COUNCIL APPROVAL

The Statement of Accounts for the year 1 April 2018 to 31 March 2019 has been prepared and I confirm that these Accounts were approved by the City of Lincoln Council, at the meeting held on *****th ***** 2019?**

S Burke

Councillor Sue Burke
Vice Chair of Council

Date: *****th ***** 2019?**

THE STATEMENT OF ACCOUNTS

The Authority's Responsibilities

The Authority is required:

- to make arrangements for the proper administration of its financial affairs and to ensure that one of its officers has the responsibility for the administration of those affairs. In this Authority, that officer is the Chief Finance Officer;
- to manage its affairs to ensure economic, efficient and effective use of resources and safeguard its assets;
- to approve the Statement of Accounts.

The Chief Finance Officer Responsibilities

The Chief Finance Officer is responsible for the preparation of the Authority's Statement of Accounts in accordance with proper practices as set out in the Code of Practice on Local Authority Accounting in the UK ('the Code').

In preparing this Statement of Accounts, the Chief Finance Officer has:

- selected suitable accounting policies and then applied them consistently;
- made judgements and estimates that were reasonable and prudent;
- complied with the Code of Practice.

The Chief Finance Officer has also:

- kept proper accounting records which were up to date;
- taken reasonable steps for the prevention and detection of fraud and other irregularities.

The Accounts present a true and fair view of the financial position of the Authority at 31 March 2019 and its income and expenditure for the year ended on that date.

J Gibson

J Gibson ACCA
Chief Finance Officer
Date: 31st May 2019

MOVEMENT IN RESERVES STATEMENT

	General Fund Balance £'000	Earmarked Reserves £'000	Housing Revenue Account £'000	HRS £'000	Major Repair Reserve £'000	Capital Receipts Reserve £'000	Capital Grants Unapplied £'000	Total Usable Reserves £'000	Unusable Reserves £'000	Total Council Reserves £'000
Balance at 31 March 2017	2,312	10,573	1,087	89	10,680	9,398	400	34,539	155,191	189,731
Movement in reserves during 2017/18										
Surplus or (deficit) on provision of services	(4,889)	0	11,103	0	0	0	0	6,214	0	6,214
Other Comprehensive Income and Expenditure	0	0	0	0	0	0	0	0	4,795	4,795
Total Comprehensive Expenditure and Income	(4,889)	0	11,103	0	0	0	0	6,214	4,795	11,009
Adjustments between accounting basis & funding basis under regulations (Note 9)	3,476	0	(10,950)	0	639	(153)	(14)	(7,003)	7,003	0
Other adjustments	0	0	0	0	1,523	0	0	1,523	(1,523)	0
Net Increase/Decrease before Transfers to Earmarked Reserves	(1,413)	0	153	0	2,162	(153)	(14)	736	10,273	11,009
Transfers (to)/from Earmarked Reserves	710	(493)	(217)	0	0	0	0	0	0	0
Increase/Decrease in 2017/18	(703)	(493)	(64)	0	2,162	(153)	(14)	735	10,277	11,009
Balance at 31 March 2018 carried forward	1,609	10,080	1,023	89	12,842	9,245	386	35,274	165,464	200,739
Balance at 31 March 2018 carried forward	1,609	10,080	1,023	89	12,842	9,245	386	35,274	165,464	200,739
Balance at 31 March 2018 carried forward	1,609	10,080	1,023	89	12,842	9,245	386	35,274	165,464	200,739
Movement in reserves during 2018/19										

MOVEMENT IN RESERVES STATEMENT

	General Fund Balance £'000	Earmarked Reserves £'000	Housing Revenue Account £'000	HRS £'000	Major Repair Reserve £'000	Capital Receipts Reserve £'000	Capital Grants Unapplied £'000	Total Usable Reserves £'000	Unusable Reserves £'000	Total Council Reserves £'000
Surplus or (deficit) on provision of services	844	0	4,821	0	0	0	0	5,665	0	5,665
Other Comprehensive Expenditure and Income	0	0	0	0	0	0	0	0	600	600
Total Comprehensive Expenditure and Income	844	0	4,821	0	0	0	0	5,665	600	6,265
Adjustments between accounting basis & funding basis under regulations (note 9)	1,461	0	(5,137)	0	(7,166)	(4,664)	179	(15,296)	15,296	0
Other adjustments	0	0	0	0	0	(7)	0	(7)	7	0
Net Increase/Decrease before Transfers to Earmarked Reserves	2,336	0	(317)	0	(7,166)	(4,671)	179	(9,639)	15,903	6,265
Transfers (to)/from Earmarked Reserves	(2,096)	1,776	320	0	0	0	0	0	0	0
Increase/Decrease in Year	240	1,776	3	0	(7,166)	(4,671)	179	(9,639)	15,903	6,265
Balance at 31 March 2019 carried forward	1,849	11,856	1,026	89	5,676	4,574	565	25,635	181,366	207,001

COMPREHENSIVE INCOME AND EXPENDITURE STATEMENT 2018/19

31 March 2018			Note	31 March 2019		
Gross Expenditure £'000	Gross Income £'000	Net Expenditure £'000		Gross Expenditure £'000	Gross Income £'000	Net Expenditure £'000
43,342	(37,544)	5,798		38,939	(34,045)	4,894
1,938	(928)	1,010		2,957	(2,165)	792
15,463	(28,640)	(13,177)		20,804	(28,415)	(7,611)
18,002	(9,290)	8,712		18,721	(10,941)	7,781
5,523	(178)	5,345		960	(371)	589
150	(419)	(270)		225	(423)	(198)
84,419	(77,001)	7,418	Cost Of Services	82,607	(76,360)	6,247
	348		Other Operating Expenditure			1,019
	3,000		Financing and Investment Income and Expenditure	11 12		4,693
	(16,980)		Taxation and Non-Specific Grant Income	13,37		(17,624)
	(6,214)		(Surplus) or Deficit on Provision of Services			(5,665)
	(1,057)		(Surplus) or deficit on revaluation of non-current assets	14,16,22		(10,321)
	0		Impairment Losses on Non- Current Assets charged to the Revaluation Reserve			0
	(58)		(Surplus) or deficit on revaluation of available for sale financial assets	26e		(325)
	(3,682)		Total re-measurements on defined benefit obligation	44		10,045
	(4,797)		Other Comprehensive Income and Expenditure			(601)
	(11,011)		Total Comprehensive Income and Expenditure			(6,266)

BALANCE SHEET AS AT 31 MARCH 2019

31 March 2018 £'000		Notes	31 March 2019 £'000
332,979	Property, Plant & Equipment	4,14,39,41	361,380
6,091	Heritage Assets	15	6,092
16,224	Investment Property	14,16	30,478
568	Intangible Assets	14,39	361
473	Long Term Investments	18,47	798
133	Long Term Debtors		1,035
356,468	Long Term Assets		400,144
4,575	Assets Held for Sale	22	1,500
15,616	Short Term Investments	18,47	29,216
220	Inventories	19	88
876	Cash at Bank	21	
10,241	Short Term Debtors	18,20,47	9,778
31,528	Current Assets		40,582
0	Cash and Cash Equivalents	21	(612)
(5,135)	Short Term Borrowing	18	(21,476)
(15,364)	Short Term Creditors	18,23	(12,946)
(20,499)	Current Liabilities		(35,054)
(342)	Long Term Creditors	18	(146)
(3,205)	Provisions	24	(3,428)
(77,354)	Long Term Borrowing	18	(95,354)
(85,858)	Other Long Term Liabilities	4,44	(99,763)
(166,759)	Long Term Liabilities		(198,691)
200,738	Net Assets		207,001

BALANCE SHEET AS AT 31 MARCH 2019

31 March 2018 £'000	Notes	31 March 2019 £'000
35,274	Usable reserves	25,633
1,610	General Fund	MIRS 1,849
6,131	Earmarked Reserves	10 7,995
1,023	Housing Revenue Account	MIRS 1,025
89	HRS	MIRS 89
12,841	Major Repairs Reserve	MIRS/HRA4 5,675
9,245	Capital Receipts Reserve	MIRS 4,574
385	Capital Grants Unapplied	MIRS 564
3,950	Insurance Fund	10 3,862
165,464	Unusable Reserves	181,368
22,145	Revaluation Reserves	26a 31,578
(85,858)	Pensions Reserve	26,44 (99,763)
228,813	Capital Adjustment Account	26b 248,888
57	Deferred Capital Receipts	26c 57
(58)	Financial Instruments Adjustment Account	26d (55)
458	Available-for-Sale Financial Instruments Reserve	26e 0
342	Collection Fund Adjustment Account	26f 1,088
(435)	Accumulated Absences Account	26g (425)
200,738	Total Reserves	207,001

CASH FLOW STATEMENT

31 March 2018 £'000		Notes	31 March 2019 £'000
6,214	Net surplus or (deficit) on the provision of services		5,665
11,001	Adjustments to net (surplus) or deficit on the provision of services for non-cash movements	28	13,084
(7,673)	Adjustments for items included in the net (surplus) or deficit on the provision of services that are investing and financing activities	29	(5,083)
9,542	Net cash flows from Operating Activities		13,666
(15,660)	Investing Activities	30	(46,254)
6,753	Financing Activities	31	31,100
635	Net (increase) or decrease in cash and cash equivalents		(1,488)
241	Cash and cash equivalents at the beginning of the reporting period		876
876	Cash and cash equivalents at the end of the reporting period	21	(612)

INDEX OF NOTES

	PAGE
Note 1 – Accounting Policies	27
Note 2 – Accounting Standards Issued, Not Adopted	47
Note 3 – Critical Judgements in Applying Accounting Policies	48
Note 4 – Future/Other Sources of Major Estimation Uncertainty	49
Note 5 – Prior Period Adjustment	51
Note 6 – Events after the Balance Sheet Date	51
Note 7 – Expenditure and Funding Analysis	52
Note 7A – Note to the Expenditure and Funding Analysis	53
Note 7B – Segmental Income Analysis	54
Note 8 – Expenditure and Income Analysed by Nature	54
Note 9 – Adjustment between Accounting Basis and Funding Basis under Regulation	55
Note 10 – Movements in Earmarked Reserves	61
Note 11 – Other Operating Expenditure	63
Note 12 – Financing and Investment Income and Expenditure	63
Note 13 – Taxation and Non-Specific Grant Income	63
Note 14 – Non-Current Assets including Property, Plant & Equipment	64
Note 15 – Heritage Assets	69
Note 16 – Investment Properties and Surplus Assets	70
Note 17 – Intangible Assets	72
Note 18 – Financial Instruments	72
Note 19 – Inventories	77
Note 20 – Debtors including Taxation Debtors.	77
Note 21 – Cash and Cash Equivalents	78
Note 22 – Assets Held for Sale	78
Note 23 – Creditors	78
Note 24 – Provisions	79
Note 25 – Usable Reserves	80
Note 26 – Unusable Reserves	80
Notes 27–31 – Cash Flow Statement	85-87
Note 32 – Trading Operations	87
Note 33 – Agency Services	87
Note 34 – Members' Allowances	88
Note 35 – Officers' Remuneration	88
Note 36 – External Audit Costs	90
Note 37 – Grant Income	91
Note 38 – Related Parties	91
Note 39 – Capital Expenditure and Capital Financing	94
Note 40 – Leases	95
Note 41 – Impairment Losses	97
Note 42 – Capitalisation of Borrowing Costs	97
Note 43 – Termination Benefits	97
Note 44 – Defined Benefit Pension Scheme	97
Note 45 – Contingent Liabilities	102
Note 46 – Contingent Assets	102
Note 47 – Nature and Extent of Risks Arising from Financial Instruments	102

NOTES TO THE ACCOUNTS

The values held within the proceeding Notes to the Accounts may vary slightly when compared to the main Statements or other Notes. This is due to amounts being rounded. It is not expected that a difference would be in excess of £2,000 in any single case.

Note 1 – Accounting Policies

1. General Principles

The Statement of Accounts summarises the Council's transactions for the 2018/19 financial year and its position at the year-end of 31 March 2019. The Statement of Accounts has been prepared in accordance with proper accounting practices. These practices primarily comprise the Code of Practice on Local Authority Accounting in the United Kingdom 2018/19 (the Code), supported by International Financial Reporting Standards (IFRS) and statutory guidance issued under section 7 of the Accounts and Audit Regulations 2015.

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

2. Accruals of Income and Expenditure

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

3. 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 investments that mature within 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.

4. 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 i.e. in the current and future years affected by the change and do not give rise to 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.

5. Charges to Revenue for Non-Current Assets

Service revenue accounts, central support services and trading accounts are charged with the following amounts to reflect the cost of holding non-current assets during the year:

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

The Council is not required to raise council tax to fund depreciation, revaluation and impairment losses or amortisation. 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. This is referred to as the Minimum Revenue Provision (MRP) and Voluntary Revenue Provision (VRP). The Council's policy on MRP is approved by Council in March each year as part of the Treasury Management Strategy. Depreciation, revaluation and impairment losses and amortisation are

replaced by the MRP and VRP, by way of an adjusting transaction between the Capital Adjustment Account and the General Fund Balance in the Movement in Reserves Statement, for the differences between the two.

6. Council Tax and Non-Domestic Rates

The Council (as the billing authority) acts as an agent, collecting council tax and non-domestic rates (NDR) on behalf of Lincolnshire County Council and Lincolnshire Police (including government for NDR) and, as principals, collecting council tax and NDR for themselves. Billing authorities are required by statute to maintain a separate fund (the Collection Fund) for the collection and distribution of amounts due in respect of council tax and NDR. Under the legislative framework for the Collection Fund, all share proportionately the risks and rewards that the amount of council tax and NDR collected could be less or more than predicted.

Accounting for Council Tax and NDR

The council tax and NDR income included in the Comprehensive Income and Expenditure Statement is the Council's share of accrued income for the year. However, regulations determine the amount of council tax and NDR that must be included in the Council's General Fund. Therefore, the difference between the income included in the Comprehensive Income and Expenditure Statement and the amount required by regulation to be credited to the General Fund is taken to the Collection Fund Adjustment Account and included as a reconciling item in the Movement in Reserves Statement.

The Balance Sheet includes the Council's share of the end of year balances in respect of council tax and NDR relating to arrears, impairment allowances for doubtful debts, overpayments and prepayments and appeals.

Where debtor balances for the above are identified as impaired because of a likelihood arising from a past event that payment due under the statutory arrangements will not be made, the asset is written down and a charge made. The impairment loss is measured as the difference between the carrying amount and the revised future cash flows.

7. 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 (e.g. 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 time off in lieu, 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 employees take 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 segment or, where applicable, to a corporate service segment for non-distributed costs in the Comprehensive Income and Expenditure Statement at the earlier of when the Council can no longer withdraw the offer of those benefits or when the Council recognises costs of restructuring.

Where termination benefits involve the enhancement of pensions, statutory provisions require the General Fund balance to be charged with the amount payable by the Council to the pension fund or pensioner in the year, not the amount calculated according to relevant accounting standards. In the Movement in Reserves Statement, transfers are required to and from the Pensions Reserve to remove 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 the Local Government Pension Scheme, administered by Lincolnshire County Council. This scheme provides defined benefits to members (retirement lump sums and pensions), earned as employees worked for the Council.

The Local Government Pension Scheme

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

The liabilities of the Lincolnshire County Council pension fund attributable to the Council are included in the Balance Sheet on an actuarial basis using the protected unit method – i.e. 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 forecasts of projected earnings for current employees.

Liabilities are discounted to their value at current prices, using a discount rate determined by the pension scheme actuary (based on the yield of UK Government Bonds plus a 'credit spread' allowance to reflect the extra risk involved in using AA corporate bond yields).

The assets of the Lincolnshire County Council pension fund 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 pension's 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 cost on the net defined benefit liability (asset), i.e. net interest expense for the Council – the change during the period in the net defined benefit liability (asset) 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 (asset) at the beginning of the period – taking into account any changes in the net defined benefit liability (asset) during the period as a result of contribution and benefit payments.
- Re-measurements comprising:
 - the return on plan assets – excluding amounts included in net interest on the defined benefit liability (asset) – charged to the Pensions Reserve as Other Comprehensive Income and Expenditure
 - actuarial gains and losses – changes in the net pensions liability that arise because events have not coincided with assumptions made at the last actuarial valuation or because the actuaries have updated their assumptions – charged to the Pensions Reserve as Other Comprehensive Income and Expenditure
- Contributions paid to the Local Government Pension Fund – 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 transfers 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 Pension 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 are accrued in the year of decision to make the award and accounted for using the same policies as are applied to the Local Government Pension Scheme.

8. 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.

9. 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. They are initially measured at fair value and carried at their amortised cost. Annual charges for interest payable are shown in the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement, and 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 most of the borrowings that the Council has, this means that the amount presented in the Balance Sheet is the outstanding principal repayable, with accrued interest due within one year shown under short term borrowings; and interest charged to the Comprehensive Income and Expenditure Statement is the amount payable for the year according to the loan agreement.

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

- amortised cost
- fair value through profit or loss (FVPL), and
- fair value through other comprehensive income

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

Financial Assets Measured at Amortised Cost

Financial assets measured at amortised cost are recognised on the Balance Sheet when the Council becomes a party to the contractual provisions of a financial instrument. They are initially measured at fair value and carried at their amortised cost. Annual credits to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement for interest receivable are based on the carrying amount of the asset multiplied by the effective rate of interest for the instrument. For most of the financial assets held by the Council, this means that the amount presented in the Balance Sheet is the outstanding principal receivable, with interest receivable within one year shown under short term investments and interest credited to the Comprehensive Income and Expenditure Statement is the amount receivable for the year in the loan agreement.

However, occasionally the Council may make loans to other parties (e.g. voluntary organisations) at less than market rates (soft loans). When soft loans are made, a loss is recorded in the Comprehensive Income and Expenditure Statement for the present value of the interest that will be foregone over the life of the instrument, resulting in a lower amortised cost than the outstanding principal. Interest is credited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement at a marginally higher effective rate of interest than the rate receivable, with the difference serving to increase the amortised cost of the loan in the Balance Sheet. Statutory provisions require that the impact of soft loans on the General Fund Balance is the interest receivable for the financial year – the reconciliation of amounts debited and credited to the Comprehensive Income and Expenditure Statement to the net gain required against the General Fund Balance is managed by a transfer to or from the Financial Instruments Adjustment Account in the Movement in the Reserves Statement.

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

Expected Credit Loss Model

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

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

The Council has a number of loans to local organisations. It may not have reasonable and verifiable information to support the measurement of lifetime losses on individual loans without undue cost or effort to support the measurement of lifetime expected losses. It has therefore assessed losses for the portfolio on a collective basis.

The Council has grouped the loans into four groups for assessing loss allowances:

- Group 1 – Commercial investments in line with treasury management policy including counterparties that have external credit ratings of A or better. Loss allowances will be assessed on a group basis using the simplified approach of collective assessment.
- Group 2 – Loans to related parties. Loss allowances for these loans are assessed on an individual basis and / or an individual borrower basis.
- Group 3 – Money Market funds. Loss allowance will be assessed on market value of the investment in the fund.

Financial Assets measured at fair Value through Profit and Loss (FVPL)

Financial assets that are measured at FVPL 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. Fair value gains and losses are recognised as they arrive in the Surplus or Deficit on the Provision of Services

The fair value measurements of the financial assets are based on the following techniques:

- Instruments with quoted market prices in active markets for identical assets – the market price
- Other instruments with fixed and determinable payments in active markets for identical assets – discounted cash flow analysis

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

- Level 1 inputs – quoted prices (unadjusted) in active markets for identical assets that the Authority can access at the measurement date.

- Level 2 inputs – inputs other than quoted prices included within Level 1 that are observable for the asset, either directly or indirectly.
- Level 3 inputs – unobservable inputs for the asset.

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

10. 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. Where material amounts in foreign currency are outstanding at the year-end, they are reconverted at the spot exchange rate at 31 March. Resulting gains or losses, if material, are recognised in the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement.

11. 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.

Business Improvement Districts

A Business Improvement District (BID) scheme applies across the whole of the Council. The scheme is funded by BID levy paid by non-domestic ratepayers. The Council acts as a principal under the scheme, and accounts for income received and expenditure incurred (including contributions to the BID project) within the relevant services within the Comprehensive Income and Expenditure Statement.

Community Infrastructure Levy

The Council has elected to charge a Community Infrastructure Levy (CIL). The levy will be charged on new builds (chargeable development for the Authority) with appropriate planning consent. The Council charges for and collects the levy, which is a planning charge. The income from the levy will be used to fund a number of infrastructure projects (these include transport and schools) to support the development of the area.

CIL is received without outstanding conditions; it is therefore recognised at the commencement date of the chargeable development in the Comprehensive Income and Expenditure Statement in accordance with the accounting policy for government grants and contributions set out above. CIL charges will be largely used to fund capital expenditure, however a proportion of the charges may be used to fund revenue expenditure

12. Intangible Assets

Intangible assets are assets that do not have physical substance but are identifiable and controlled by the Council (e.g. software licences). Expenditure on intangible assets is capitalised when it is expected that future economic benefits or service potential will flow from the intangible asset to the Council for a period of more than one year.

Internally generated intangible assets are capitalised where it is demonstrable that the project is technically feasible and is intended to be completed 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 the Council's website is not capitalised as the website is primarily intended to promote or advertise the Council's services.

Intangible assets are measured initially at cost. Amounts are only re-valued where the fair value of the assets 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.

Intangible assets are amortised over their useful life and charged to the relevant service lines in the Comprehensive Income and Expenditure. 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.

13. Interests in Companies and other Entities

Councils are required to produce Group Accounts to include services offered to Council Tax payers by organisations other than the Council itself but in which the Council has an interest. There are a number of criteria set out by which the Council must determine whether the value of the company and the Council's interest is significant enough for Group Accounts to be produced. The Council has complied with the Code of Practice on Local Authority Accounting, and while it has identified a company over which it has joint control, it has concluded that the company does not meet the criteria that would require consolidation into the Council's accounts on materiality grounds.

14. Inventories and Long Term Contracts

Inventories are included in the Balance Sheet at the lower of cost and net realisable value. The cost of inventories is assigned using either the FIFO or weighted average costing formula.

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

15. 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 is held for sale.

Investment properties are measured initially at cost and subsequently at fair value, based on the highest and best use value of the asset. Investment properties are not depreciated but are re-valued annually according to market conditions to ensure that they are held at the highest and best use value on the Balance Sheet date. Gains and losses on revaluation are posted to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement. The same treatment is applied to gains and losses on disposal.

Rentals received in relation to investment properties are credited to the Financing and Investment Income and Expenditure 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.

16. Joint Operations

Joint Operations are arrangements where the parties that have joint control of the arrangement have rights to the assets and obligations for the liabilities relating to the arrangement. The activities undertaken by the Council in conjunction with other joint operators involve the use of the assets and resources of those joint operators. In relation to its interest in a joint operation, the Council as a joint operator recognises:

- Its assets, including its share of any assets held jointly.
- Its liabilities, including its share of any liabilities incurred jointly.
- Its revenue from the sale of its share of the output arising from the joint operation.
- Its share of the revenue from the sale of the output by the joint operation.
- Its expenses, including its share of any expenses incurred jointly.

17. 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 financing 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 (Voluntary Revenue Provision - VRP) 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 the VRP 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 service benefiting from use of the leased asset. Charges are made on a straight-line basis over the term of the lease, even if this doesn't match the pattern of payments.

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 is written off to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement as part of the gain and 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 (i.e. netted off against the carrying value of the asset at the time of disposal), matched by a long-term lease debtor 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 Receipt Reserve in the Movement in Reserves Statement. Where the amount due in relation to the leased 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 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 Reserve 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. 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.

18. Overheads and Support Services

The cost of overheads and support services are charged to service segments in accordance with the Council's arrangements for accountability and financial performance.

19. Non-Current Assets – Property, Plant and Equipment

Assets that have physical substance and are held for use in the supply of 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 or 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 (i.e. Repairs and maintenance) is charged as an expense when it is incurred.

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 current value, unless the acquisition does not have commercial substance (i.e. 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, community assets and assets under construction – depreciated historical cost
- Dwellings – current value, determined using the basis of existing use value for social housing (EUV-SH)
- Investment properties and surplus assets – the current value measurement base is fair value, estimated at highest and best use from a market participant's perspective.
- All other assets – current value, determined as the amount that would be paid for the asset in its existing use (existing use value – EUV).

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

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

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

When decreases in value are identified, they are accounted for as follows:

- 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 lines 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.

Impairment

Assets are reviewed at each year-end for evidence of reductions in value i.e. impairment. Where impairment is identified, 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.

When impairment losses are identified, they are accounted for as follows:

- Where there is a balance in the 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 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 (i.e. freehold land and certain Community Assets) and assets that are not yet available for use (i.e. 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 the useful life of each class of asset

Where an item of property, plant or equipment asset has major components whose cost is significant in relation to the total cost of the item, the components are depreciated separately.

In relation to Council Dwellings, depreciation is based on the Existing Use Social Housing Value (EU-SHV) on the components, deemed to be land and buildings.

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

20. Heritage Assets

The Council holds a number of Heritage Assets, which can be grouped into the following categories:

- Civic Insignia
- Art and Sculptures
- Musical Instruments
- Vehicles
- Ancient Monuments and War Memorials
- Miscellaneous

These are not held in a single collection but in a number of appropriate locations, where they are considered to contribute to increasing 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 as detailed below.

- **Civic Insignia**

The collection of civic insignia includes the Mayor's and Sheriff's badges and chains of office, mace and ceremonial swords. These items are reported in the Balance Sheet at insurance valuation which is based on market values. These insurance valuations are subject to periodic reviews by a specialist valuer. The civic insignia are deemed to have indeterminate lives and a high residual value; hence the Council does not consider it appropriate to charge depreciation.

- **Art and Sculptures**

This category includes paintings and a number of public art works such as statues and sculptures. Where a valuation is available e.g. an insurance valuation, the asset is reported in the balance sheet at this valuation. However, for a number of public art sculptures and statues, no cost or valuation information is available and consequently, these assets are not recognised in the balance sheet. Where artworks are recognised, they are deemed to have indeterminate lives and the Council does not consider it appropriate to charge depreciation.

- **Musical Instruments**

The Council holds a Steinway grand piano at the Drill Hall and a Stradivarius violin, which is on loan to the Halle orchestra. These items are reported in the Balance Sheet at insurance valuation which is based on market values. These insurance valuations are subject to periodic reviews by a specialist valuer. The instruments are deemed to have indeterminate lives and a high residual value; hence the Council does not consider it appropriate to charge depreciation.

- **Vehicles**

The Council holds one diesel locomotive as a heritage asset. This is reported in the Balance Sheet at insurance valuation which is based on market values. The insurance valuations are subject to periodic reviews by a specialist valuer. The vehicle is deemed to have indeterminate life as it is not in operation but is on display; hence the Council does not consider it appropriate to charge depreciation.

- **Ancient Monuments and War Memorials**

This category includes various roman ruins and ancient structures and four war memorials. The Council does not consider that reliable cost or valuation information can be obtained for the items in this category. This is because of the nature of the assets held and the lack of market values. Consequently, these assets are not recognised in the Balance Sheet.

- **Miscellaneous**

This category includes any other assets which are being held for their contribution to knowledge and culture but do not readily fall into the above categories. One example is the collection of Books of Remembrance held at the City crematorium. These items are reported in the Balance Sheet at either cost or insurance valuation where material. No depreciation is charged on these assets.

Heritage Assets – General

The carrying amounts of heritage assets are reviewed where there is evidence of impairment e.g. where an item has suffered physical deterioration or breakage or where doubts arise as to its authenticity. Any impairment is recognised and measured in accordance with the Council's accounting policies on impairment. The Council may occasionally dispose of heritage assets which are unsuitable for public display or to an appropriate body which will ensure the asset is maintained and displayed within a suitable collection e.g. to a museum or historical trust. The proceeds of such items are accounted for in accordance with the Council's accounting policy on disposal of Property, Plant and Equipment. 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.

21. 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 re-valued 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 previously recognised losses

in the Surplus and 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 the disposal (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 (i.e. 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 housing disposals (75% for dwellings, 50% for land and other assets, net of statutory deductions and allowances) 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. Receipts are transferred 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 assets is fully provided under separate arrangements for capital financing. Amounts are transferred to the Capital Adjustment Account in the General Fund Balance in the Movement in Reserves Statement.

22. 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, 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 not 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 (e.g. from an insurance claim), this is only recognised as income for the relevant service if it is virtually certain that the reimbursement will be received if the Council settles the obligation.

Contingent Liabilities

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

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

Contingent Assets

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

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

23. Reserves

The Council sets aside specific amounts as reserves for future policy purposes or to cover contingencies. Reserves are created by transferring 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.

24. 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.

25. VAT

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

26. Fair Value

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

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

The Council measures the fair value of an asset or liability on the same basis that market participants would use when pricing an asset or liability (assuming they were acting in their economic best interest).

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

The Council uses appropriate valuation techniques, which takes into account the three levels of inputs to valuations for fair value assets:

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

Note 2 – Accounting Standards Issued But Have Not Yet Been Adopted

The Code of Practice on Local Authority Accounting in the United Kingdom 2019/20 (the Code) has introduced new and amended accounting standards as follows:

- Amendments to IAS40 – Investment Properties: Transfers of investment Property.
- Annual Improvements to IFRS Standards 2014 – 2016 Cycle.

- IFRIC 22 Foreign Currency Transactions and Advance Consideration.
- IFRIC 23 Uncertainty over Income tax Treatments.
- Amendments to IFRS 9 - Financial Instruments: Prepayment Features with Negative Compensation

These accounting changes which will be required from 1 April 2019.

The adoption of these new and amended standards is not expected to have a material impact on the Council's Statement of Accounts.

Note 3 – Critical Judgements in Applying Accounting Policies

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

The critical judgements made in the Statement of Accounts are:

- **Local Government funding** - There is a high degree of uncertainty about the 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 or reduce levels of service provision.
- **Group Boundaries** - The Council has a collaborative arrangement with Lincolnshire County Council, North Kesteven and West Lindsey District Council to provide the Central Lincolnshire Joint Planning Unit. This arrangement is hosted by North Kesteven District Council. The Council also has a collaborative arrangement with North Kesteven to provide a shared Revenues and Benefits Service. This shared service is hosted by the City of Lincoln Council. Both of these arrangements are governed through a Joint Committee representing each of the partner authorities. These arrangements are considered as a Joint Operation, where ventures use their own resources to undertake an activity subject to joint control, and as such do not require consolidation into the Council's accounts. The Council's proportion of activity is accounted for separately within the Core Financial Statements.
- **Investment properties** - Investment properties have been estimated using the identifiable criteria under IFRS of being held for rental income or for capital appreciation. These properties have been assessed using these criteria, which are subject to interpretation.
- **Leases** - The Council has examined its leases, and classified them as either operational or finance leases. In some cases the lease transaction is not always conclusive and the Council uses judgement in determining whether the lease is a finance lease arrangement that transfers substantially all the risks and rewards incidental to ownership. In reassessing the lease the Council

has estimated the implied interest rate within the lease to calculate interest and principal payments.

- **Investments** - Investment in banks and other financial institutions are secure and will not suffer impairments.
- **Pensions** – there is no inclusion in the Pension notes for any impact resulting from the recent age discrimination case known as the McCloud judgement. As this is still an ongoing issue and may be appealed by the Government no financial evaluation has yet been assessed for the likely impact on the Local Government Pension Fund or individual authorities within the fund.

Note 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 as at 31 March 2019 for which there is a significant risk of material adjustment in the forthcoming financial year are as follows:

Item	Uncertainties	Effect if Actual Results Differ from Assumptions
<p>Business Rates</p> <p>(Balance Sheet 31 March 2019 – Provision for Business Rate Appeals £3.286m)</p>	<p>Since the introduction of the Business Rates Retention Scheme effective from April 2013, local authorities are liable for successful appeals against business rates charges to businesses in 2018/19 and 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 the 31st March 2019. A third-party independent specialist has been used to estimate the required provision using the latest Valuation Office ratings list of appeals and an analysis of successful appeals to date.</p>	<p>The Council's share (60%) of the balance of business rates appeals at 31 March 2019 amounted to £3.286m, an increase of £0.230m (7.5%) from the previous year. This is mainly due to being in a 'pilot' which increased the Council's share of appeals from 40% to 60%. An increase or reduction of 10% of the estimated provision would increase/decrease the Council's share of NNDR appeals provision by £0.329m.</p>
<p>Property, Plant and Equipment (PPE)</p> <p>(Balance Sheet 31 March 2019 – PPE £362m)</p>	<p>Assets are depreciated over useful lives that are dependent on assumptions about the levels 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 the assets.</p>	<p>If the useful lives of the assets reduce, depreciation increases and the carrying amount of the assets falls. It is estimated that the annual depreciation charge for buildings would increase by £0.60m and for council dwellings £0.202m for every year that the useful lives had to be reduced.</p>

Item	Uncertainties	Effect if Actual Results Differ from Assumptions
<p>Assets held for sale and investment properties</p> <p>(Balance Sheet 31 March 2019</p> <ul style="list-style-type: none"> - assets held for sale £1.5m - Investment properties £30.5m) 	<p>Assets classified as Held for Sale or as Investment Property are carried at fair value based on a recently observed market price. Market prices can fluctuate considerably due to global events. The value of these assets was current at the Balance Sheet date, but it cannot be determined for how long this value will be correct.</p>	<p>A 1% reduction in the value of investment properties would result in a charge to the Comprehensive Income & Expenditure Statement of £0.32m; a 1% increase in value would result in the recognition of a gain of £0.32m in the Comprehensive Income & Expenditure Statement.</p>
<p>Arrears</p> <p>Balance Sheet 31 March 2019 - Debtors total of £9.78m includes £4.798m debtors (subject to arrears)</p>	<p>As at 31 March 2018, the Council had a balance on current debtors of £4.798m. A review of significant balances suggested that an impairment of doubtful debts of £1.954m was required.</p>	<p>If collection rates were to deteriorate by 5% the amount of the impairment of doubtful debts would require an additional £0.23m to be set aside as an allowance.</p>
<p>Pension Liability</p> <p>(Balance Sheet 31 March 2019 - pensions liability £99.8m)</p>	<p>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 the expected return on pension fund assets. A firm of consulting actuaries (Hymans Robertson LLP) is engaged to provide the Council with expert advice about the assumptions to be applied. For more information on the Defined Benefit Pension Scheme please refer to note 44.</p>	<p>The effects on the net pensions' liability of changes in individual assumptions can be measured. For instance, a 0.5% decrease in the discount rate assumption would result in an increase in the pension liability of £23.741m.</p>
<p>Investments</p> <p>(Balance Sheet 31 March 2019</p> <ul style="list-style-type: none"> - Short term investments £29.2m - Long term investments £0.8m) 	<p>At 31 March 2018, the Council held £29.216m of short term investments. These comprise £19.206m invested in AAA-rated instant access Money Market Funds and £10.01m invested in A-rated UK banks, all for periods of up to 1 year.</p>	<p>As most of the investments are either in AAA-rated MMF's or short term deposits in A-rated UK banks, the risk of impairment is considered to be minimal.</p>

Note 5 – Prior Period Adjustment

During 2018/19 a review of the asset register was undertaken which identified the following entries were needed to align the entries on the register with the financial system. There is no material impact on the primary statements and restatement affects only the notes to the accounts.

The review identified that depreciation entries totalling £76,000 were required. Entries of £5,000 in respect of property were also required – as these entries are not material they have been treated as entries in the current reporting period of 2018/19 and reflected as such in note 14.

Furthermore a transfer of balances between the Revaluation Reserve and the Capital Adjustment account of £1.541m was required. This has been reflected in notes 26a and 26b of the accounts.

The CIPFA Code of Practice on Local Authority Accounting in the United Kingdom requires that an authority must present a balance sheet at the beginning of the preceding period when it makes a material retrospective restatement. As there are no material change to the balance sheet amount and no material effect on the net worth of the council the restatement has been reflected in the notes to the accounts rather than in the balance sheet. The table below shows the effect of the entries had they resulted in a restatement of the 2017/18 balance sheet:

	2017/18		
	Original	Restated	Restatement amount
	£'000	£'000	£'000
Land and Buildings (PPE)	332,979	332,903	(76)
Land and Buildings (PPE)	332,979	332,898	(5)
Long Term Assets	356,468	356,387	(81)
Net Assets/(Liabilities)	200,737	200,656	(81)
Revaluation Reserve	22,145	20,604	(1,541)
Capital Adjustment Account	228,813	230,273	1,460
Unusable Reserves	165,464	165,383	(81)
Total Reserves	200,737	200,656	(81)

Note 6 – Events after the Balance Sheet Date

The Statement of Accounts was authorised for issue by the Chief Finance Officer on 31st May 2019. Events taking place after this date are not reflected in the financial statements or notes. Where events taking place before this date provided information about conditions existing at 31st March 2019, the figures in the financial statements and notes have been adjusted in all material respects to reflect the impact of this information.

Note 7 – Expenditure and Funding Analysis

31 March 2018

31 March 2019

Net	Expenditure Chargeable to General Fund and HRA Balances	Movement of Trading A/C's & Levies etc.	Adjustments Between the Funding and Accounting Basis	Net Expenditure in the Comprehensive Income and Expenditure Statement		Net Expenditure Chargeable to General Fund and HRA Balances	Movement of Trading A/C's & Levies etc.	Adjustments Between the Funding and Accounting Basis	Net Expenditure in the Comprehensive Income and Expenditure Statement
	3,464	967	1,367	5,798	Chief Executive's Directorate	6,170	(1,101)	(175)	4,894
	736	0	274	1,010	Housing and Regeneration	296	0	496	792
	(9,953)	0	(3,224)	(13,177)	Housing Revenue Account (HRA)	(2,997)	0	(4,614)	(7,611)
	5,408	2	3,302	8,712	Communities and Environment	5,492	107	2,181	7,780
	1,124	0	4,221	5,345	Major Developments	452	0	137	589
	1,430	(803)	(896)	(269)	Corporate Services	46	818	(1,062)	(198)
	2,209	166	5,044	7,419	Net Cost Of Services	9,459	(176)	(3,037)	6,246
	(947)	(166)	(12,520)	(13,633)	Other Income and Expenditure	(11,484)	176	(602)	(11,910)
	1,262	0	(7,476)	(6,214)	(Surplus) or Deficit on Provision of Services	(2,025)	0	(3,639)	(5,664)
	GF		HRA	Total		GF		HRA	Total
	(12,885)		(1,176)	(14,061)	Opening Balance	(11,689)		(1,112)	(12,801)
	1,196		64	1,260	Less/ Plus Surplus or (Deficit) in Year	(2,016)		(3)	(2,019)
	(11,689)		(1,112)	(12,801)	Closing Balance at 31 March	(13,705)		(1,115)	(14,820)

This analysis shows how annual expenditure is used and funded from resources (government grants, council tax and business rates) by Councils in comparison with those resources consumed or earned by Councils in accordance with generally accepted practices. The Expenditure and Funding Analysis also shows how this expenditure is allocated for decision making purposes between the Council's different categories of expenditure and income. Income and expenditure accounted for under generally accepted accounting practices is presented more fully in the Comprehensive Income and Expenditure Statement. Further analysis can be found in Note 8.

Note 7A – Note to the Expenditure and Funding Analysis

This note provides a reconciliation of the main adjustments to Net Expenditure Chargeable to the General Fund and HRA Balances to arrive at the amounts in the Comprehensive income and Expenditure Statement. The relevant transfers between reserves are explained in the Movement in Reserves Statement.

ADJUSTMENTS BETWEEN FUNDING AND ACCOUNTING BASIS

2017/18					2018/19			
Adjustments for Capital Purposes	Net Change for the Pensions Adjustments	Other Differences	Total Adjustments	Adjustments from General Fund to arrive at the Comprehensive Income and Expenditure Statement amounts	Adjustments for Capital Purposes	Net Change for the Pensions Adjustments	Other Differences	Total Adjustments
£'000s	£'000s	£'000s	£'000s		£'000s	£'000s	£'000s	£'000s
330	1,009	28	1,367	Chief Executive's Directorate	(1,160)	995	(10)	(175)
2	262	10	274	Housing and Regeneration	187	307	2	496
(4,595)	1,381	(10)	(3,224)	Housing Revenue Account (HRA)	(5,878)	1,266	(2)	(4,614)
2,471	843	(12)	3,302	Communities and Environment	1,389	794	(2)	2,181
4,172	55	(6)	4,221	Major Developments	74	61	2	137
0	(896)	0	(896)	Corporate	0	(1,062)	0	(1,062)
2,380	2,654	10	5,044	Net Cost of Services	(5,388)	2,361	(10)	(3,037)
(12,286)	1,365	(1,599)	(12,520)	Other Income & Expenditure from the Funding Analysis	(1,355)	1,499	(746)	(602)
(9,906)	4,019	(1,589)	(7,476)	Difference between General Fund Surplus/ Deficit and CIES Income & Expenditure Statement Surplus/ Deficit	(6,743)	3,860	(756)	(3,639)

Note 7B – Segmental Income Analysis

Income received on a segmental basis is analysed below:

	Income from Services	Income from Services
Services	2017/18	2018/19
	£'000s	£'000s
Chief Executive's Directorate	(4,759)	(4,787)
Housing & Regeneration	(588)	(896)
Housing Revenue Account (HRA)	(28,990)	(28,911)
Communities & Environment	(9,027)	(10,355)
Major Developments	0	(156)
Corporate	(11)	(0)
Total Income analysed on a Segmental Basis	(43,374)	(45,104)

Note 8 – Expenditure and Income Analysed by Nature

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

	2017/18	2018/19
	£'000s	£'000s
Expenditure/ Income		
Expenditure		
Employee Benefit Expenses	23,026	23,601
Other Services Expenses	66,111	65,651
Support Service Recharges	3,054	2,672
Depreciation, Amortisation, and Impairment	4,743	5,768
Interest Payments	9,569	9,144
Precepts and Levies	803	818
Payments to Housing Capital Receipts Pool	529	760
Gain/(loss) on Disposal of Assets	(985)	(559)
Total Expenditure	106,851	107,854
Income		
Fees, Charges and other Service Income	(59,631)	(61,920)
Interest and Investment Income	(3,493)	(3,679)
Income from Council Tax and Non-Domestic Rates	(10,283)	(15,409)
Government Grants and Contributions	(39,658)	(35,512)
Total Income	(113,065)	(113,520)
Surplus or Deficit on the Provision of Services	(6,214)	(5,665)

Note 9 – Adjustment 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 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 following sets out a description of the reserves that the adjustments are made against.

General Fund Balance

The General Fund is the statutory fund into which all the receipts of an authority are required to be paid and out of which all liabilities of the Authority are to be met, except to the extent that statutory rules might provide otherwise. These rules can also specify the financial year in which liabilities and payments should impact on the General Fund Balance, which is not necessarily in accordance with proper accounting practice. The General Fund Balance therefore summarises the resources that the Council is statutorily empowered to spend on its services or on capital investment (or the deficit of resources that the Council is required to recover) at the end of the financial year (the balance is not available to be applied to funding HRA services).

Housing Revenue Account Balance

The Housing Revenue Account Balance reflects the statutory obligation to maintain a revenue account for local authority council housing provision in accordance with Part VI of the Local Government and Housing Act 1989. It contains the balance of income and expenditure as defined by the 1989 Act that is available to fund future expenditure in connection with the Council's landlord function or (where in deficit) that is required to be recovered from tenants in future years.

Major Repairs Reserve

The Authority is required to maintain the Major Repairs Reserve, which controls an element of the capital resources limited to being used on capital expenditure on HRA assets or the financing of historical capital expenditure by the HRA. The balance shows the capital resources that have yet to be applied at the year-end.

Capital Receipts Reserve

The Capital Receipts Reserve holds the proceeds from the disposal of land or other assets, which are restricted by statute from being used other than to fund new capital expenditure or to be set aside to finance historical capital expenditure. The balance on the reserve shows the resources that have yet to be applied for these purposes at the year-end.

Capital Grants Unapplied

The Capital Grants Unapplied Account (Reserve) holds the grants and contributions received towards capital projects for which the Council has met the conditions that would otherwise require repayment of the monies but which have yet to be applied

to meet expenditure. The balance is restricted by grant terms as to the capital expenditure against which it can be applied and/or the financial year in which this can take place.

2018/19	Usable Reserves					
	General Fund Balance	Housing Revenue Account	Capital Receipts Reserve	Major Repairs Reserve	Capital Grants Unapplied	Movement In Unusable Reserves
	£'000	£'000	£'000	£'000	£'000	£'000
Adjustments to Revenue Resources						
Amounts by which income and expenditure included in the Comprehensive Income Statement are different from revenue for the year calculated in accordance with statutory requirements:						
Pensions costs (transferred to (or from) the Pensions Reserve)	2,594	1,266	0	0	0	3,860
Financial Instruments (transferred to the Financial Instruments Adjustments Account)	(2)	0	0	0	0	(2)
Council Tax and NNDR transfers to (or from) the Collection Fund Adjustment Account	(746)	0	0	0	0	(746)
Holiday Pay (transferred to the Accumulated Absences Reserve)	(8)	(2)	0	0	0	(10)
Reversal of entries included in the Surplus or Deficit on the Provision of Services in relation to capital expenditure (these items are charged to the Capital Adjustment Account)	2,337	172	0	6,206	1,183	9,898
Total Adjustments to Revenue Resources	4,175	1,436	0	6,206	1,183	13,000
Adjustments between Revenue and Capital Resources						
Transfer of non-current asset sale proceeds from revenue to the Capital Receipts Reserve	(2,364)	(2,067)	4,431	0	0	0
Payments to the Government Housing Receipts Pool (funded by a transfer from the Capital Receipts Reserve)	760	0	(760)	0	0	0
Posting of HRA resources to the Major Repairs Reserve	0	(4,506)	0	(212)	0	(4,718)
Statutory provision for the repayment of debt (transfer from the Capital Adjustment Account)	(842)	0	(150)	0	0	(992)
Capital expenditure financed from revenue balances (transfer to the Capital Adjustment Account)	(238)	0	(7)	0	0	(245)
Total Adjustments between Revenue and Capital Resources	(2,684)	(6,573)	3,514	(212)	0	(5,955)
Adjustments to Capital Resources						

2018/19	Usable Reserves					Movement In Unusable Reserves
	General Fund Balance	Housing Revenue Account	Capital Receipts Reserve	Major Repairs Reserve	Capital Grants Unapplied	
	£'000	£'000	£'000	£'000	£'000	
Use of the Capital Receipts Reserve to finance capital expenditure	0	0	(8,185)	0	0	(8,185)
Use of the Major Repairs Reserve to finance capital expenditure	0	0	0	(13,160)	0	(13,160)
Application of Capital grants to finance capital expenditure	0	0	0	0	(1,004)	(1,004)
Total Adjustments to Capital Resources	0	0	(8,192)	(13,160)	(1,004)	(22,356)
Total Adjustments	1,491	(5,137)	(4,671)	(7,166)	179	(15,304)

2017/18	Usable Reserves					
	General Fund Balance	Housing Revenue Account	Capital Receipts Reserve	Major Repairs Reserve	Capital Grants Unapplied	Movement In Unusable Reserves
	£'000	£'000	£'000	£'000	£'000	£'000
Adjustments to Revenue Resources						
Amounts by which income and expenditure included in the Comprehensive Income Statement are different from revenue for the year calculated in accordance with statutory requirements:						
Pensions costs (transferred to (or from) the Pensions Reserve)	2,638	1,381	0	0	0	4,019
Financial Instruments (transferred to the Financial Instruments Adjustments Account)	(2)	0	0	0	0	(2)
Council Tax and NNDR (transfers to (or from) the Collection Fund Adjustment Account)	(1,599)	0	0	0	0	(1,599)
Holiday Pay (transferred to the Accumulated Absences Reserve)	20	(10)	0	0	0	10
Reversal of entries included in the Surplus or Deficit on the Provision of Services in relation to capital expenditure (these items are charged to the Capital Adjustment Account)	4,104	(7,728)	0	0	3,002	(622)
Total Adjustments to Revenue Resources	5,161	(6,357)	0	0	3,002	1,806
Adjustments between Revenue and Capital Resources						0
Transfer of non-current asset sale proceeds from revenue to the Capital Receipts Reserve	(1,370)	(3,830)	5,200	0	0	0
Payments to the Government Housing Receipts Pool (funded by a transfer from the Capital Receipts Reserve)	529	0	(529)	0	0	0
Posting of HRA resources to the Major Repairs Reserve	0	(765)	0	639	0	(126)
Statutory provision for the repayment of debt (transfer from the Capital Adjustment Account)	(484)	0	(150)	0	0	(634)
Capital expenditure financed from revenue balances (transfer to the Capital Adjustment Account)	(360)	0	0	0	0	(360)
Total Adjustments between Revenue and Capital Resources	(1,685)	(4,595)	4,521	639	0	(1,120)

75

2017/18	Usable Reserves					
	General Fund Balance	Housing Revenue Account	Capital Receipts Reserve	Major Repairs Reserve	Capital Grants Unapplied	Movement In Unusable Reserves
	£'000	£'000	£'000	£'000	£'000	£'000
Adjustments to Capital Resources						
Use of the Capital Receipts Reserve to finance capital expenditure	0	0	(4,674)	0	0	(4,674)
Use of the Major Repairs Reserve to finance capital expenditure	0	0	0	0	0	0
Application of Capital grants to finance capital expenditure	0	0	0	0	(3,016)	(3,016)
Total Adjustments to Capital Resources	0	0	(4,674)	0	(3,016)	(7,690)
Total Adjustments	3,476	(10,952)	(153)	639	(14)	(7,004)

Note 10 – Movements in Earmarked Reserves

These amounts are held to meet expenditure in future financial years. The movements on these Revenue Reserve Accounts during the year have been as follows:

	Balance @ 31.03.17 £'000	Appropriations Transfers In £'000	Transfers Out £'000	Balance @ 31.03.18 £'000	Movements	Appropriations Transfers In £'000	Transfers Out £'000	Balance @31.03.19 £'000
General Fund								
Business Rates Volatility	709	450	(621)	539	0	917	0	1,456
Strategic Projects	1,371	0	(875)	496	0	0	(193)	303
Budget Carry Forwards	340	231	(133)	324	(46)	47	(130)	194
Grants & Contributions	363	483	(59)	787	0	850	(93)	1,545
Invest to Save (GF)	196	171	(53)	307	69	137	(86)	427
Mercury Abatement	346	91	(60)	378	0	94	(58)	414
Strategic Growth (GF)	424	100	(423)	100	0	0	(86)	14
Unused DRF	277	172	(352)	221	109	111	(238)	203
Backdated Rent Review	220	0	0	220	0	0	0	220
Funding for Strategic Priorities	121	0	(153)	28	(60)	1,337	(91)	1,214
IT Reserve	220	100	(39)	217	0	100	(317)	0
Revenues & Benefits Shared Service	134	50	(21)	163	0	45	(45)	163
Asset Improvement	90	0	(18)	72	0	0	(17)	55
Transport Hub Mitigation	124	0	(124)	0	0	0	0	0
Tree Risk Assessment	97	20	(11)	106	0	37	(35)	108
MA Reserve	52	0	0	51	0	0	(51)	0
Organisational Development	47	0	(39)	8	0	76	0	85
Mayoral Car	47	0	0	47	0	0	0	47
Yarborough Leisure Centre	2	0	0	2	0	0	0	2
Private Sector Stock Condition Survey	51	12	0	63	0	12	(30)	45
Property Searches	36	0	0	36	0	0	(32)	4
Managed Workspace	35	0	0	35	0	0	(35)	0
County Wide Broadband Initiative	34	0	(34)	0	0	0	(0)	0
Boston Audit Contract	14	0	0	14	0	0	0	14
Section 106 Interest	14	18	0	32	0	0	0	32
Christmas Decorations	17	0	0	17	0	0	0	17

	Balance @ 31.03.17 £'000	Appropriations		Balance @ 31.03.18 £'000	Movements	Appropriations		Balance @31.03.19 £'000
		Transfers In £'000	Transfers Out £'000			Transfers In £'000	Transfers Out £'000	
Electric Van Replacement	17	4	0	22	(16)	4	0	11
Christmas Market	25	0	(25)	0	0	0	0	0
Air Quality Initiatives	17	6	0	23	0	6	(18)	10
Commons Parking	14	13	0	27	0	6	(8)	25
Tank Memorial	10	0	0	10	0	0	0	10
Income Volatility Reserve	0	178	0	178	0	0	(178)	0
City Hall Sinking Fund	0	36	0	36	0	24	0	60
Total General Fund Earmarked Reserves	5,464	2,135	(3,040)	4,559	56	3,803	(1,741)	6,678
HRA								
HRA Strategic Growth	149	178	(150)	178	0	0	(153)	25
HRA Invest to Save	164	3	(26)	140	0	0	0	140
Capital Fees Equalisation	241	0	(3)	238	0	0	(56)	182
HRA Strategic Priority	240	0	0	240	0	0	0	240
De Wint Court	73	0	0	73	0	0	0	73
HRA Repairs Account	611	13	0	624	0	13	(58)	579
HRA Survey Works	54	3	0	57	0	3	0	60
Stock Retention	22	0	0	22	0	0	0	22
Total HRA Earmarked Reserves	1,554	197	(179)	1,572	0	16	(267)	1,321
Total Earmarked Reserves	7,018	2,332	(3,219)	6,131	56	3,819	(2,008)	7,999
Insurance Fund	3,558	468	(75)	3,950	0	139	(227)	3,862
Total Earmarked Reserves	10,576	2,800	(3,294)	10,081	56	3,958	(2,235)	11,861

Insurance Reserve

The insurance fund has been set up to ensure adequate funding for the insurance risk covered by the City of Lincoln Council. In 2018/19 the risk in respect of Public Liability Insurance had an excess of £100,000 (per claim) with no cap ceiling. The movements on the fund are as follows:

2017/18 £'000		2018/19 £'000
3,557	Opening Balance	3,950
(82)	Funding of claims/losses	(227)
475	Contributions from revenue	139
<u>3,950</u>	Closing Balance	<u>3,862</u>

Note 11 – Other Operating Expenditure

2017/18 £'000		2018/19 £'000
803	Levies	818
529	Payments to the Government Housing Capital Receipts Pool	760
(985)	(Gains)/losses on the disposal of non-current assets	(559)
<u>348</u>	Total	<u>1,019</u>

Note 12 - Financing and Investment Income and Expenditure

2017/18 £'000		2018/19 £'000
3,195	Interest payable and similar charges	3,302
2,245	Net interest on the net defined liability	2,337
(2,332)	(Surplus)/Deficit on Trading Operations	(799)
(108)	Interest Receivable and similar income	(147)
<u>3,000</u>	Total	<u>4,693</u>

Note 13 – Taxation and Non-Specific Grant Income

2017/18 £'000		2018/19 £'000
(6,176)	Council Tax income	(6,450)
(5,158)	Retained Business Rates income and expenditure	(8,958)
(2,644)	Non ring-fenced government grants	(1,031)
(3,002)	Capital grants and contributions	(1,183)
<u>(16,980)</u>	Total	<u>(17,624)</u>

Note 14 – Non-Current Assets including Property, Plant & Equipment, Investment Properties and Intangible Assets

The movement in the Council's Assets during the year was as follows:

Movements in 2018/19											
	Council Dwellings	Land & Buildings	Vehicles Plant & Equip	Infra-Structure Assets	Community Assets	Surplus Assets	Assets Under Construction	Property Plant & Equip Subtotal	Intangible Assets	Investment Properties	TOTAL
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Cost or Valuation											
Restated At 1 April 2018	228,594	92,576	10,346	0	4,273	2,863	4,898	343,550	1,882	16,225	361,657
Additions	13,608	718	433	0	680	1,935	9,413	26,786	50	11,220	38,056
Revaluation increases/ (decreases) recognised in the Revaluation Reserve	58	3,299	0	0	17	5,824	0	9,198	0	0	9,198
Revaluation increases/ (decreases) recognised in the Surplus/Deficit on the Provision of Services	(2,764)	(1,626)	0	0	(15)	0	0	(4,405)	0	1,620	(2,785)
De-recognition and disposals	(1,704)		(519)	0	0	0	0	(2,223)	0	(322)	(2,545)
Other movements in cost or valuation	11,618	(1,156)	420	0	0	0	(12,632)	(1,750)	0	1,735	(15)
At 31 March 2019	249,411	93,811	10,680	0	4,955	10,622	1,678	371,157	1,932	30,478	403,567
Depreciation											
Restated At 1 April 2018	(9)	(2,324)	(8,174)	0	(119)	(2)	0	(10,627)	(1,337)	0	(11,964)
Depreciation for year	(5,852)	(1,531)	(448)	0	0	(3)	0	(7,834)	(234)	0	(8,068)
Depreciation written out to the Revaluation Reserve	5	1,116	0	0	0	0	0	1,121	0	0	1,121

Movements in 2018/19											
Depreciation written out to the Surplus/Deficit on the Provision of Services	5,800	0	0	0	0	0	0	5,800	0	0	5,800
Impairment losses/(reversals) recognised in the Revaluation Reserve	0	0	0	0	0	0	0	0	0	0	0
De-recognition – disposals	43	0	519	0	0	0	0	562	0	0	562
De-recognition – other	0	0	0	0	0	0	0	0	0	0	0
Other movements in cost or valuation	0	0	0	0	0	0	0	0	0	0	0
At 31 March 2019	(13)	(2,739)	(8,102)	0	(119)	(5)	0	(10,979)	(1,571)	0	(12,550)
Net book value of assets at 31.03.19											
Net book value of assets at 31.03.19	249,399	91,072	2,578	0	4,836	10,617	1,678	360,178	360	30,478	391,017
Net book value of assets at 31.03.18 (RESTATED)	228,585	90,252	2,173	0	4,154	2,861	4,898	332,923	545	16,225	349,693
Owned											
Owned	249,398	91,072	2,194	0	4,836	10,617	1,678	359,94	360	30,478	390,633
Finance lease											
Finance lease	0	0	384	0	0	0	0	384	0	0	384

81

Movements in 2017/18											
	Council Dwellings	Land & Buildings	Vehicles Plant & Equip	Infra-Structure Assets	Community Assets	Surplus Assets	Assets Under Construction	Property Plant & Equip Subtotal	Intangible Assets	Investment Properties	TOTAL
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Cost or Valuation											
At 1 April 2017	223,233	69,026	9,603	0	3,333	4,289	12,281	321,765	2,416	8,519	332,700
Additions	7,528	1,745	40	0	974	46	16,969	27,301	151	6,965	34,418
Revaluation increases/ (decreases) recognised in the Revaluation Reserve	20	(80)	0	0	2	180	0	123	0	0	123
Revaluation increases/ (decreases) recognised in the Surplus/Deficit on the Provision of Services	19	(466)	0	0	(3)	0	0	(450)	0	(248)	(698)
De-recognition and disposals	(2,377)		(16)	0	0	(160)	0	(2,553)	(686)	0	(3,239)
Other movements in cost or valuation	173	22,319	720	0	0	(1,491)	(24,352)	(2,631)	0	988	(1,644)
At 31 March 2018	228,597	92,544	10,346	0	4,306	2,864	4,898	343,555	1,882	16,225	361,662
Depreciation											
At 1 April 2017	(23)	(1,454)	(7,709)	0	(119)	(9)	0	(9,314)	(1,787)	0	(11,101)
Depreciation for year	(10,367)	(1,179)	(445)	0	0	(4)	0	(11,995)	(212)	0	(12,207)
Depreciation written out to the Revaluation Reserve	6	301	0	0	0	8	0	315	0	0	315
Movements in 2017/18											
Depreciation written out to the Surplus/Deficit on the Provision of Services	10,258	0	0	0	0	0	0	10,258	0	0	10,258

Movements in 2017/18											
	Council Dwellings	Land & Buildings	Vehicles Plant & Equip	Infra-Structure Assets	Community Assets	Surplus Assets	Assets Under Construction	Property Plant & Equip Subtotal	Intangible Assets	Investment Properties	TOTAL
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Impairment losses/(reversals) recognised in the Revaluation Reserve	0	0	0	0	0	7	0	7	0	0	7
De-recognition – disposals	116	0	0	0	0	0	0	116	0	0	116
De-recognition – other	0	0	16	0	0	0	0	16	686	0	702
Other movements in cost or valuation	0	28	0	0	0	(7)	0	21	0	0	21
At 31 March 2018	(10)	(2,304)	(8,138)	0	(119)	(5)	0	(10,576)	(1,313)	0	(11,889)
Net book value of assets at 31.03.18	228,587	90,240	2,208	0	4,187	2,859	4,898	332,979	569	16,225	349,772
Net book value of assets at 31.03.18 (RESTATED)	228,585	90,252	2,173	0	4,154	2,861	4,898	332,923	545	16,225	349,693
Net book value of assets at 31.03.17	223,210	67,572	1,894	0	3,214	4,280	12,281	312,451	629	8,519	321,599
Owned	228,587	90,240	1,633	0	4,187	2,859	4,898	332,404	569	16,225	349,198
Finance lease	0	0	575	0	0	0	0	575	0	0	575

During 2018/19 the Asset Register and the ledger were aligned with minor restatements as above resulting in movements in the capital adjustment account (see note 26) which have been treated as in year transactions.

Valuation

The Council carries out a rolling programme that ensures that all Property, Plant and Equipment and Investment Properties required to be measured at fair value are revalued at least every five years.

The valuations of the Council's freehold and leasehold properties have been carried out in accordance with the Statements of Asset Valuation Practice and Guidance Notes of the Royal Institute of Chartered Surveyors. All valuations are either undertaken by the following Council Officers, or by the District Valuer.

Principal Property Surveyor	Mr P Clifton	MRICS
Senior Property Surveyor	Mr A Wiswould	MRICS

Depreciation

Tangible Assets

Depreciation, as stated in the Accounting Policies, is calculated on a straight-line basis. Non-operational assets are treated as investment properties and as such are not depreciated. The standard useful lives of assets, used for depreciation purposes (unless overwritten by asset valuations), are as follows:

<u>Category Of Asset</u>	<u>Useful Economic Life</u>
Council Dwellings	60 years for new properties 30 years for properties over 30 years old
Other Land & Buildings	
- Council Buildings	50 years
- Car Parks	60 years
- Cemeteries	50 years
- Crematorium	21 years
- Community Centres	50 years
- Offices	50 years
- Depots & Workshops	50 years
- Public Conveniences	50 years
- Recreation Grounds	50 years
- Sports Centres	50 years
Vehicles, Plant & Equipment	
- Computers	5 years
- Equipment	10 years
- Fixtures and Fittings	5 years
- Plant	7/10 years
- Vehicles	5/7 years
Infrastructure Assets	50 years

Intangible Assets

Intangible assets are amortised in the Comprehensive Income and Expenditure Account on a straight-line basis, as stated in the Accounting Policies. The standard useful life, used for amortisation purposes is:

<u>Category Of Asset</u>	<u>Useful Economic Life</u>
Intangible Asset	
- Software	5 years

Note 15 – Heritage Assets

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

	Heritage Vehicles £'000	Musical Instruments £'000	Civic Insignia £'000	Other £'000	Total Assets £'000
Cost or Valuation					
At 1 April 2017	140	2,570	2,359	409	5,478
Additions					0
De-recognitions	(103)	0	0	0	(103)
Revaluations	1	715	0	0	716
At 31 March 2018	38	3,285	2,359	409	6,091
Cost or Valuation					
At 1 April 2018	38	3,285	2,359	409	6,091
Additions					0
De-recognitions					0
Revaluations					
At 31 March 2019	38	3,285	2,359	409	6,091

Heritage Vehicles

The Council's heritage vehicles are reported in the Balance Sheet at insurance valuation which is based on market values. These insurance valuations are reviewed annually and revalued every five years by an appropriately qualified external valuer.

Musical Instruments

This category contains a donated asset, a violin by Antonio Stradivari of Cremona dated 1695, which is on loan to the Halle Orchestra. The violin was last valued at the end of 2017/18 by external valuers, Ingles and Hayday, at £3.2m.

Civic Insignia

The collection of civic insignia includes the Mayor's and Sheriff's badges and chains of office and mace. All items are on display at the Guildhall, Lincoln. It also includes four ceremonial and fighting swords of considerable historical significance, which together are valued at £2.4m. The Council's collection of civic insignia is reported in the Balance Sheet at insurance valuation which is based on market values. These insurance valuations are reviewed annually and revalued every five years by an appropriately qualified external valuer. These were revalued at 31st March 2017 by external valuers Bamfords.

Other Heritage Assets

This category includes artwork and paintings and miscellaneous assets recognised in the Balance Sheet, such as the Books of Remembrance kept on display at the City Crematorium. These are reported at insurance valuation which is based on market values and are subject to periodic revaluation by an appropriately external

qualified valuer. These were revalued at 31st March 2017 by external valuers Bamfords.

Heritage Assets not recognised in the Balance Sheet

In addition to the assets recognised in the Balance Sheet and disclosed in the above table, the Council holds a number of assets which are by their nature heritage assets but are not recognised in the Balance Sheet. The Council does not consider that reliable cost or valuation information can be obtained for these assets due to the nature of the assets and the lack of market values. Examples of this type of asset are ancient structures and ruins, War memorials and public art. These are listed below.

Scheduled Ancient Monuments

St Paul in the Bail	Walls & Well
Saltergate Roman Wall and Posterngate	Wall & Gate
Mint Wall, West Bight	Wall
Pottergate	Arch
Lower West Gate & Wall, City Hall	Gate & Wall
St Marys Conduit	Conduit
Temple Gardens, Close Wall	Wall
Roman Wall, Mary Sookias House, Cecil Street	Wall

Memorials

High Street	War memorial
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Memorials

Dixon Street	War memorial
Birchwood Avenue	War memorial
Newark Road/Maple Street	War memorial

Public Art

The Chimes, Brayford Wharf North	Artwork
Empowerment, Waterside	Artwork
Exotic Cone I and II	Artwork
Lilies, Altham Terrace	Artwork
Lion, Arboretum	Artwork
Love Seat, The Lawn	Artwork
Dr Charlesworth Statue, The Lawn	Artwork
Mother and Child, The Lawn	Artwork
St Marks Obelisk	Artwork
Light Sculpture, Wigford Bridge	Artwork

Note 16 – Investment Properties and Surplus Assets

Movements in the value of Investment Properties are shown in note 14.

The following items of income and expenditure have been accounted for in the Comprehensive Income and Expenditure Statement:

2017/18 £'000		2018/19 £'000
1,012	Rental income from investment property	1,185
(180)	Direct operating expenses arising from investment property	(186)
<u>832</u>	Net gain/(loss)	<u>999</u>

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 movements in the value of investment properties are analysed below:

2017/18 £'000		2018/19 £'000
8,519	Balance at 1 April	16,225
6,965	Additions	11,220
0	Disposals	(322)
(248)	Net gain/loss from Fair Value Adjustment	1,620
988	Transfers (to)/from Other Land and Buildings	1,735
<u>16,224</u>	Balance at 31 March	<u>30,478</u>

Fair Value Hierarchy

The Council's Investment Properties have been assessed as being Level 2 on the Fair Value Hierarchy (See Note 1 Accounting Policies, point 20 for an explanation of fair value levels).

Valuation Techniques Used to Determine Level 2 Fair Values for Investment Properties

An income-investment approach has been used to determine the fair value of Investment Properties. This technique involves an assessment of potential future net incomes flowing from the property. In the case of the majority of properties that are currently let, this reflects terms of the existing lease including passing rents and any scheduled rent reviews and, if later, ultimate reversion to full market rental value. In the case of properties that are currently vacant, it is assumed that a letting is immediately sought at full market rental value and otherwise on optimum letting terms from the perspective of a market participant. Potential future net income flows are then capitalised using market all-risks term and reversionary yields to derive a present value, thus representing Market Value.

There has been no change in the valuation techniques used during the year for Investment Properties.

Highest and Best Use of Investment Properties

In estimating the fair value of the Council's investment properties, the highest and best use of the properties is deemed to be their current use.

Valuers

The Investment Properties that were valued at 31 March 2019 were valued in accordance with the methodologies and bases for estimation set out in the professional standards of the Royal Institute of Chartered Surveyors.

Surplus Assets

Movements in the value of Surplus Assets are shown in note 14.

The current value measurement base for surplus assets is fair value, estimated at highest and best use from a market participant's perspective. There have been no transfers between the levels of the hierarchy during the year. A transfer would occur when more detailed market information becomes available.

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

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

The Council's surplus assets are all valued using level three inputs due to their latent value or specialist nature.

Note 17 – Intangible Assets

Movements in the value of Intangible Assets are shown in note 14. No internally generated intangible assets are recognised in the Balance Sheet. The carrying amount of intangible assets is amortised on a straight-line basis. Amortisation of £234k was charged to service headings in the Cost of Services.

Note 18 – Financial Instruments

The Council has reclassified the following investments at 1 April 2018:

Investors in Lincoln – on 1 April 2018 the council held shares at cost of £14,000 which have been designated as fair value through Other Comprehensive Income. The fair value of the shares, derived using IFRS13 Fair Value Measurement at 1 April 2018 was £271k. No dividends are received for these instruments.

Dunham Bridge – On 1 April 2018 the council held shares at a fair value, based on market evidence, of £458k with the accumulated gains being held in the Available for Sale Reserve. The fair value of the shares, at 1 April 2018 remained unchanged. Dividends are received for these instruments. Upon reclassification to fair value through Other Comprehensive Income the accumulated gains were transferred from the Available for Sale Reserve to the Financial Instruments Revaluation Reserve (see note 26).

All investments classified as loans and receivables have been classified as Amortised Cost as they are all simple principal and interest investments with no impairment allowance or other cash flows associated with them. The investments are carried at the same value on the balance sheet and any transactional costs are charged directly to the Income and Expenditure Account as they are incurred.

Previous Classification	Balance b/f
	1/4/18
	£000s
Financial Liabilities at amortised cost	
Long Term Borrowing	77,354
Short Term Borrowing	5,135
Long Term Creditors	(342)
Short Term Creditors	(8,567)
Total Financial Liabilities	73,580
Financial Assets at amortised cost	
Short Term Investments	15,615
Long Term Debtors	133
Short Term Debtors	7,304
Cash and Cash Equivalents	875
Available for Sale Financial Assets	
Long Term Investments	472
Total Financial Assets	24,399

*Fair Value through Other Comprehensive Income

IFRS9 Classification		
Amortised Cost	FVOCI*	Total IFRS9
£000s	£000s	£000s
77,354		77,354
5,135		5,135
(342)		(342)
(8,567)		(8,567)
73,580		73,580
15,615		15,615
133		133
7,304		7,304
875		875
	472	472
23,927	472	24,399

The borrowings and investments disclosed in the Balance Sheet are made up of the following reclassified categories of financial instruments:

Summary of Financial Instruments	
Financial Liabilities at amortised cost	
Long Term Borrowing	
Short Term Borrowing	
Long Term Creditors	
Short Term Creditors	
Cash and Cash Equivalents	
Total Financial Liabilities	
Financial Assets at amortised cost	
Short Term Investments	
Long Term Debtors	
Short Term Debtors	
Cash and Cash Equivalents	
Total Financial Assets	
Financial Assets at FVOCI*	
Long Term Investments	
Total Assets at FVOCI	

*Fair Value through Other Comprehensive Income

1/4/18	31/3/19
£000s	£000s
77,354	95,354
5,135	21,475
(342)	(146)
(8,567)	(8,587)
0	(613)
73,580	107,483
15,615	29,216
133	1,035
7,304	6,157
875	0
23,927	36,408
472	798
472	798

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 short term debtors/creditors 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.

Financial Instrument Gains/Losses

The gains and losses recognised in the Comprehensive Income and Expenditure Statement in relation to financial instruments are made up as follows:

2018/19	Financial Liabilities	Financial Assets		Total
	Amortised Cost		FVOCI	
	£000	£000	£000	£000
Interest Expense	3,302			3,302
Interest Income		(159)	(24)	(182)
Surplus or deficit arising on revaluation of financial assets			(326)	(326)
Net (gain)/loss for the year	3,302	(159)	(350)	2,793

2017/18				
Interest Expense	3,195			3,195
Interest Income		(110)	(22)	(132)
Surplus or deficit arising on revaluation of financial assets		(58)		(58)
Net (gain)/loss for the year	3,195	(168)	(22)	3,005

Fair Value of Financial Assets

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

Financial assets measured at fair value				
Recurring fair value measurements	Input level in fair value hierarchy**	Valuation technique used to measure fair value	As at 31/3/19	As at 31/3/18 (using same techniques)
			£'000	£'000
Equity shareholding in Dunham Bridge Company	Level 2	Average price obtained during the last three share sales	504	458
Equity shareholding in Investors in Lincoln	Level 3	Discounted cash flow *	294	271
Total			798	729

* The Authority's shareholding in Investors in Lincoln - the shares in this company are not traded in an active market and fair value of £293,881 has been based on valuation techniques that are not based on observable current market transactions or available market data. The valuation has been made based on an analysis of the assets and liabilities in the company's latest audited accounts and assuming future profit will remain the same as current year profit.

**See Glossary for a definition of Fair Value Input Levels

Fair Value of Assets and Liabilities carried at Amortised Cost

Financial liabilities and financial assets represented by loans and receivables are carried in the Balance Sheet at amortised cost. Their fair value can be assessed by calculating the present value of the cash flows that take place over the remaining life of the instruments (Level 2), using the following assumptions:

- For loans from the Public Works Loan Board (PWLB) and other loans payable, premature repayment rates from the PWLB have been applied to provide the fair value under PWLB debt redemption procedures;
- For loans receivable prevailing benchmark market rates have been used to provide the fair value;
- No early repayment or impairment is recognised;
- Where an instrument has a maturity of less than 12 months, or is a trade or other receivable, the fair value is taken to be the carrying amount outstanding 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:

Financial Liabilities

31/03/18			31/03/19	
Carrying Amount	Fair Value		Carrying Amount	Fair Value
£'000	£'000		£'000	£'000
59,956	71,653	PWLB Debt	72,959	85,814
16,175	26,345	Money Market Debt	16,175	26,771
565	561	Stock	565	561
5,762	5,900	Other	27,130	27,042
<u>82,458</u>	<u>104,459</u>	Total Debt	<u>116,829</u>	<u>140,188</u>

The Council has £561,000 of listed debt. This stock has not been traded in recent years. Due to this debt being immaterial and the lack of market activity its fair value has been assessed to be its 'par' (or face) value.

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. This is to be expected given that the current rates of interest are at a historically low level.

Financial Assets

31/03/18			31/03/19	
Carrying Amount	Fair Value		Carrying Amount	Fair Value
£'000	£'000		£'000	£'000
15,600	15,615	Money Market Investments <1 year	29,200	29,216
0	0	Money Market Investments >1 year	0	0
15,600	15,615	Total Investments	29,200	29,216

The differences are attributable to fixed interest instruments payable 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 assets and raises the value of loans and receivables.

The fair value of Public Works Loan Board (PWLB) loans of £85.814m measures the economic effect of the terms agreed with the PWLB compared with estimates of the terms that would be offered for market transactions undertaken at the Balance Sheet date. The difference between the carrying amount and the fair value measures the additional interest that the Authority will pay over the remaining terms of the loans under the agreements with the PWLB, against what would be paid if the loans were at prevailing market rates.

However, the Council has a continuing ability to borrow at concessionary rates from the PWLB rather than from the markets, termed the PWLB Certainty Interest rates. A supplementary measure of the fair value as a result of its PWLB commitments for fixed rate loans is to compare the terms of these loans with the new borrowing rates available from the PWLB. If a value is calculated on this basis, the carrying amount of £72.959m would be valued at £85.814m. But, if the Council were to seek to avoid the projected loss by repaying the loans to the PWLB, the PWLB would raise a penalty charge for early redemption in addition to charging a premium for the additional interest that will not now be paid. The exit price for the PWLB loans including the penalty charge would be £98.670m.

Trade debtors and creditors are carried at cost as this is a fair approximation of their value.

Note 19 – Inventories

In undertaking its work the Council holds reserves of inventories together with amounts of uncompleted work (work in progress). The figure shown in the Balance Sheet may be subdivided as follows:

	Consumable Stores		City Maintenance Services Materials		City Maintenance Services Work in Progress		Total	
	2017/18 £'000	2018/19 £'000	2017/18 £'000	2018/19 £'000	2017/18 £'000	2018/19 £'000	2017/18 £'000	2018/19 £'000
Balance outstanding at the start of the year	91	73	59	5	173	142	324	220
Purchases	14	24	0	0	0	0	14	24
Recognised as an expense in the year	(33)	(11)	(54)	(3)	(30)	(142)	(118)	(156)
Balance outstanding at the year-end	72	85	5	2	142	0	220	88

Note 20 – Debtors

Debtors listed under current assets are monies due which the Council expects to collect within one year of the Balance Sheet date and are analysed as follows:

31/03/18 £'000		31/03/19 £'000
1,518	Central Government Bodies	1,473
1,789	Other Local Authorities	2,044
1	NHS Bodies	1
10,696	Other Entities and Individuals	10,329
14,004	Total	13,847

Debtor's balances are shown gross of impairment of doubtful debts £4.068m in 2018/19 (£3.762m in 2017/18).

Debtors for Local Taxation

The past due but not impaired amount for local taxation (council tax and non-domestic rates) can be analysed by age as follows:

31/03/18 £'000		31/03/19 £'000
124	Less than three months	127
223	Three to six months	268
487	Six months to one year	606
4,909	More than one year	5,268
5,743	Total	6,269

Note 21 – Cash and Cash Equivalents

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

31/03/18 £'000		31/03/19 £'000
1	Cash held by the Council	1
875	Bank Current accounts	(613)
<u>876</u>		<u>(612)</u>

The overdrawn balance at 31/3/2019 shows the financial position which includes creditor payments awaiting clearance through the bank account.

Note 22 – Assets Held for Sale

The Authority had 2 pieces of development land as assets held for sale at the beginning of the year. One was sold during the year. The sale of the remaining asset has been approved but was not completed as at 31st March 2019. The asset is included as Current Assets as at 31st March 2019.

Current 2017/18 £000		Current 2018/19 £000
2,525	Balance at start of the year	4,575
769	Additions	0
	Newly classified:	
1,543	- Property Plant & Equipment	15
1,531	Revaluation gain/(loss)	0
0	Transfers from AHFS	(1,200)
(1,794)	Disposals	(1,890)
<u>4,575</u>	Closing Balance	<u>1,500</u>

Note 23 – Creditors

Creditors shown as current liabilities are amounts payable by the Council within one year of the Balance Sheet date and are analysed as follows:

31/03/18 £'000		31/03/19 £'000
(6,134)	Central Government Bodies	(4,359)
(246)	Other Local Authorities	(201)
(8,985)	Other Entities and Individuals	(9,597)
<u>(15,365)</u>	Total	<u>(14,157)</u>

Note 24 – Provisions

These amounts are set aside to provide for potential liabilities relating to specific occurrences and comprise the following balances:

	Licensing Legal Case	Business Rates RV Reduction the Think Tank	Compulsory Purchase Order	Local Authority Mortgage Scheme	Business Rates Appeals
	£'000	£'000	£'000	£'000	£'000
Balance at 1 April 2018	(10)	(37)	(87)	(14)	(4,585)
Additional Provisions made in 2018/19	0	0	(4)	0	(766)
Amounts used in 2018/19	10	0	0	0	126
Unused Amounts Reversed in 2018/19	0	0	0	0	1,939
Unwinding of Discounting in 2018/19	0	0	0	0	0
Balance at 31 March 2019	0	(37)	(91)	(14)	(3,286)

The provision for business rate appeals represents the Council's share (40% of £7.641m) of the total provision for appeals against the rateable valuation set by the Valuation Office Agency (VOA) not settled as at 31 March 2019. The total provision is accounted for in the Collection Fund. The amount and timing of outflows against the Business Rates Appeals provision is dependent on the processing and determination of business rates appeals by the Valuation Office.

There is a restatement of the opening balance on the business rate appeals of £1.528m to reflect pilot status.

Note 25 – Usable Reserves

Movements in the Council's usable reserves are detailed in the Movement in Reserves Statement and Note 10.

Note 26 – Unusable Reserves

The Council keeps a number of unusable reserves in the Balance Sheet. Some are required to be held for statutory reasons; some are needed to comply with proper accounting practice.

Reserve	Balance 31/03/18	Net Movement in Year	Balance 31/03/19	Purpose of Reserve	Further Details of Movements
	£'000	£'000	£'000		
Revaluation Reserve	22,146	8,649	30,795	Store of gains on revaluation of assets	a) below
Pensions Reserve	(85,858)	(13,905)	(99,763)	Balancing account to allow inclusion of Pensions Liability in the Balance Sheet	Note 44 to the financial statements
Capital Adjustment Account	228,811	20,077	248,888	Store of capital resources set aside to meet past expenditure	b) below
Deferred Capital Receipts	57	0	57	Expected future repayments from sales of assets received in instalments	c) below
Financial Instruments Adjustment Account	(58)	3	(55)	Balancing mechanism between the rates at which gains and losses are recognised under the Code of Practice	d) below
Financial Instruments Revaluation Reserve	(715)	(69)	(784)	Store of gains on revaluation of investments not yet realised through sales	e) below
Collection Fund Adjustment Account – Council Tax	45	27	72	Store of Council's share of accumulated surpluses and deficits in relation to Council Tax on the Collection Fund	f) below
Collection Fund Adjustment Account - NNDR	297	719	1,016	Store of Council's share of accumulated surpluses and deficits in relation to NNDR on the Collection Fund	f) below

Reserve	Balance 31/03/18	Net Movement in Year	Balance 31/03/19	Purpose of Reserve	Further Details of Movements
	£'000	£'000	£'000		
Accumulated Absences Account	(435)	10	(425)	Absorbs the differences that would otherwise arise on the General Fund balance from accruing for compensated absences earned but not taken in the year (i.e. annual leave entitlement carried forward at 31 March	g) below
	164,290	15,511	179,801		

a) 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.

2017/18 £'000		2018/19 £'000
(22,722)	Balance 1 April	(22,146)
(1,603)	Upward Revaluation of assets	(10,335)
545	Downward revaluation of assets and impairment losses not charged to the Surplus/Deficit on Provision of Services	14
<hr/>		<hr/>
(1,058)	Surplus or deficit on revaluation of non-current assets not posted to the Surplus or Deficit on the Provision of Services	(10,321)
410	Difference between fair value depreciation and historical cost depreciation	130
1,117	Accumulated gains on assets sold or scrapped	0
107	Amounts written out to the Capital Adjustment Account	1,541
<hr/>		<hr/>
<u>(22,146)</u>	Balance 31 March	<u>(30,795)</u>

b) Capital Adjustment Account

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

The Account contains accumulated gains and losses on Investment Properties, *gains and losses on Assets held for Sale* 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 9 provides details of the source of all the transactions posted to the Account, apart from those involving the Revaluation Reserve.

2017/18 £'000		2018/19 £'000
(219,273)	Balance 1 April	(228,811)
	Rounding Adjustment	(2)
		(228,813)
	Reversal of items relating to capital expenditure debited or credited to the Comprehensive Income and Expenditure Statement:	
12,207	Charges for depreciation and amortisation of non-current assets	8,064
0	Other movements of depreciation	76
(11,012)	Revaluation (gains)/losses and impairments on Property, Plant and Equipment	(3,014)
4,612	Revenue expenditure funded from capital under statute	897
7	Assets under construction written off to revenue	0
3,098	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	3,872
68	Other adjustments	5
8,980		9,900
(518)	Adjusting amounts written out of the Revaluation Reserve	(1,672)
8,462	Net written out amount of the cost of non-current assets consumed in the year	8,228
	Capital Financing applied in year:	
(4,674)	Use of Capital Receipts to finance new capital	(8,192)

2017/18 £'000		2018/19 £'000
	expenditure	
(150)	Use of Capital Receipts to reduce capital financing requirement	(150)
(9,184)	Use of the Major Repairs Reserve to finance new capital expenditure	(13,160)
(492)	Capital expenditure charged against the General Fund and HRA balances	(4,956)
(3,016)	Application of Capital Grants to finance new capital expenditure	(1,004)
(484)	Statutory Provision for the financing of capital investment charged against the General Fund and HRA balances (MRP/VRP)	(842)
(18,000)		(28,303)
(228,811)	Balance 31 March	(248,888)

c) Deferred Capital Receipts

This account contains the expected future repayments of capital from sales of assets which will be received in instalments over an agreed period of time. They arise principally from mortgages on sold council houses. When made, these payments are regarded as being of a capital nature and transactions during the year were as follows:

2017/18 £'000		2018/19 £'000
(57)	Balance 1 April	(57)
0	Council's share of (surplus)/deficit for the year	0
(57)	Balance 31 March	(57)

d) Financial Instruments Adjustment Account

The Financial Instruments Adjustment Account provides a balancing mechanism between the rates at which gains and losses (such as premiums on the early repayment of debt) are recognised under the Code of Practice and are required by statute to be met from the General Fund and HRA balances.

2017/18 £'000		2018/19 £'000
60	Balance 1 April	58
0	Proportion of discounts incurred in previous financial years to be credited to the General Fund Balance in accordance with statutory requirements	0
(2)	Proportion of premiums incurred in previous financial years to be charged against the General Fund Balance in accordance with statutory requirements	(3)
58	Balance 31 March	55

e) Financial Instruments Revaluation Reserve

The Financial Instruments Revaluation Reserve previously contains the gains and losses arising from movements in fair value of assets previously categorised as Available-for-Sale investments, which are now recognised in the Comprehensive Income and Expenditure Statement.

During the year this account was closed and movements in the fair value of financial instruments was taken to the Financial Instruments Revaluation reserve

2017/18 £'000		2018/19 £'000
0	Balance 1 April	(715)
(257)	(Gain)/Loss on FVOCI revaluations in year	(69)
(458)	Revaluations relating to previous years adjusted for in 18/19	0
(715)	Balance 31 March	(784)

f) Collection Fund Adjustment Account – Council Tax

The Council Tax Adjustment Account was introduced on 1 April 2009 to comply with the new accounting requirements for the Collection Fund contained within the Statement of Recommended Practice 2009/10 (SORP 2009). The difference between accrued income for the year as shown in the Income and Expenditure Account and the amount required to be credited to the General Fund is taken to the Collection Fund Adjustment Account. The balance on the account represents the Council's share of the accumulated surpluses and deficits on the Collection Fund at the Balance Sheet date.

2017/18 £'000		2018/19 £'000
(52)	Balance 1 April	(45)
7	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	27
(45)	Balance 31 March	(72)

f) Collection Fund Adjustment Account – NNDR

The NNDR Adjustment Account was introduced on 1 April 2013 to comply with the new regime for the collection of Business Rates and the resulting accounting requirements. The difference between accrued income for the year as shown in the Comprehensive Income and Expenditure Statement and the amount required to be credited to the General Fund is taken to the Collection Fund Adjustment Account. The balance on the account represents the Council's share of the accumulated surpluses and deficits on the Collection Fund at the Balance Sheet date.

2017/18 £'000		2018/19 £'000
1,309	Balance 1 April	(297)
(1,606)	Amount by which council non-domestic rates credited to the Comprehensive Income and Expenditure Statement is different from non-domestic rates income calculated for the year in accordance with statutory requirements	(719)
<u>(297)</u>	Balance 31 March	<u>(1,016)</u>

g) Accumulated Absences Account

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

2017/18 £'000		2018/19 £'000
425	Balance 1 April	435
(425)	Settlement or cancellation of accrual made at the end of the preceding year	(435)
436	Amounts accrued at the end of the current year	<u>425</u>
11	Amount by which officer remuneration charged in the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements	(10)
<u>435</u>	Balance 31 March	<u>425</u>

Note 27 – Cash Flow Statement - Operating Activities

The cash flows for operating activities include the following items:

2017/18 £'000		2018/19 £'000
156	Interest received	147
(3,118)	Interest paid	(3,121)

Note 28 – Cash Flow Statement – Adjustment to surplus or deficit on provision of services for non-cash movements

2017/18 £'000		2018/19 £'000
12,112	Depreciation	7,998
(9,895)	Impairment and downward valuations	(3,016)
96	Amortisation	142
0	Increase/(decrease) in impairment for bad debts	0
294	Increase/(decrease) in creditors	(309)
1,499	(Increase)/decrease in debtors	182
104	(Increase)/decrease in inventories	132
4,019	Movement in pension liability	3,860
3,098	Carrying amount of non-current assets and non-current assets held for sale, sold or derecognised	3,872
(326)	Other non-cash items charged to the net surplus or deficit on the provision of services	223
11,001		13,084

Note 29 – Cash Flow Statement – Adjustment to surplus or deficit on the provision of services for items that are investing & financing activities

2017/18 £'000		2018/19 £'000
(4,671)	Proceeds from sale of PPE, investment property and intangible assets	(3,901)
(3,002)	Any other items for which the cash effects are investing or financing cash flows	(1,183)
(7,673)		(5,084)

Note 30 – Cash Flow Statement - Investing Activities

2017/18 £'000		2018/19 £'000
(34,866)	Purchase of property, plant and equipment, investment property and intangible assets	(37,673)
(15,600)	Purchase of short-term and long-term investments	(29,200)
0	Other payments for investing activities	(902)
4,671	Proceeds from the sale of property, plant and equipment, investment property and intangible assets	3,901
20,760	Proceeds from short-term and long-term investments	15,600
9,375	Other receipts from investing activities	2,021
(15,660)	Net cash flows from investing activities	(46,254)

Note 31 – Cash Flow Statement - Financing Activities

2017/18 £'000		2018/19 £'000
(506)	Cash payments for the reduction of outstanding liabilities relating to finance leases	(234)
5,750	Cash receipts of short & long-term borrowing	38,000
0	Other receipts from financing activities	5
0	Repayments of short- and long-term borrowing	(3,750)
1,509	Other payments for financing activities	(2,921)
6,753	Net cash flows from financing activities	31,100

Note 32 – Trading Operations

The Council operates a Housing Repairs Service (HRS), which carries out day to day maintenance on council housing and other public buildings as well as environmental works, street furniture etc. The Council also owns and manages a fruit, vegetable and retail market situated within the City Centre and also operates and manages a bus station and several car parks located throughout the city. It also manages a number of industrial estates and commercial properties.

2017/18				2018/19		
Exp. £'000	Inc. £'000	Net £'000		Exp. £'000	Inc. £'000	Net £'000
171	(251)	(79)	Markets	170	(234)	(64)
1,581	(3,852)	(2,271)	Car Parks	1,937	(5,054)	(3,117)
1,752	(4,103)	(2,350)	(Surplus)/Deficit applicable to a service	2,107	(5,289)	(3,182)
7,218	(6,969)	249	HRS	7,527	(7,412)	116
110	(112)	(2)	City Bus Station	271	(164)	107
96	(402)	(307)	Industrial Estates	53	(371)	(318)
85	(2,356)	(2,271)	Lincoln Properties	145	(849)	(704)
7,509	(9,839)	(2,331)	(Surplus)/Deficit not applicable to a service	7,997	(8,796)	(799)
9,261	(13,492)	(4,861)	Total (Surplus)/Deficit	10,104	(14,084)	(3,981)

Note 33 – Agency Services

In accordance with the Code, the collection and distribution of National Non-Domestic Rates (NNDR) and Council Tax is deemed to be an agency arrangement. The costs of collection of NNDR and the surplus or deficit on the Collection Fund for the year, are shown in the Collection Fund Statement.

Note 34 – Members’ Allowances

The Local Authorities (Members’ Allowances) (Amendment) Regulations 1995 requires local authorities to publish the amounts paid to members under the members’ allowance scheme.

The payments made to the City of Lincoln Council members during 2018/19 totalled £242,581 (£227,047 in 2017/18).

Payments are defined as:

- i. Basic Allowance
- ii. Special Responsibility Allowance
- iii. Other allowances

Note 35 – Officers’ Remuneration

The Accounts and Audit Regulations 2012 require the Council to disclose remuneration paid to senior employees.

For the purposes of the regulation senior employees are persons whose salary is in excess of £150,000 per year or whose salary is £50,000 or more and are deemed to have responsibility for the management of the Council to the extent that they have the power to direct or control the major activities. The remuneration paid to the Council’s senior employees is as follows:

Officers’ Emoluments – Senior Employees

2018/19						
Post Title	Salary	Bonuses	Expense Allowances	Compensation for loss of office	Pension Contributions	Total
	£	£	£	£	£	£
Chief Executive ¹	120,268	0	629	0	19,243	140,140
Strategic Director of Housing & Regeneration ²	11,125	0	80	0	1,780	12,985
Strategic Director of Housing & Regeneration ³	40,618	0	111	0	6,499	47,228
Strategic Director of Communities & Environment	86,279	0	156	0	13,781	100,216
Strategic Director of Major Developments	85,288	0	0	0	13,646	98,934
Total	343,577	0	976	0	54,948	399,503

1) The salary costs for the Chief Executive include £2.9k relating to election expenses in 2018/19.

- 2) The salary costs for the Director of Housing & Regeneration include two post holders throughout the course of the year. Director 1: 01/04/2018 - 14/05/2018
- 3) The salary costs for the Director of Housing & Regeneration include two post holders throughout the course of the year. Director 2: 15/10/2018 -31/03/2019

2017/18						
Post Title	Salary	Bonuses	Expense Allowances	Compensation for loss of office	Pension Contributions	Total
	£	£	£	£	£	£
Chief Executive ¹	118,487	0	296	0	18,620	137,403
Strategic Director of Housing & Regeneration	91,221	0	235	0	14,595	106,051
Strategic Director of Communities & Environment	80,957	0	348	0	12,893	94,198
Strategic Director of Major Developments	79,758	0	0	0	12,761	92,519
Total	370,423	0	878	0	58,870	430,171

- 1) The salary costs for the Chief Executive included £5.8k relating to election expenses in 2017/18.

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

Remuneration Band	Number of Employees	
	2018/19	2017/18
£ 50,000 - 54,999	4	5
55,000 - 59,999	0	2
60,000 - 64,999	4	3
65,000 - 69,999	2	1
70,000 - 74,999	2	1
75,000 - 79,999	0	0
80,000 - 84,999	0	0

For employees receiving remuneration of £85,000 or more for the year see previous table 'Officers' Emoluments – Senior Employees'.

The figure above for 2018/19 includes no employees for whom an exit package was agreed.

The numbers of exit packages with total cost per band and total cost of the compulsory and other redundancies are set out in the following table:

Exit package cost band (including special payments)	Number of compulsory redundancies		Number of other departures agreed		Total number of exit packages by cost band [b + c]		Total cost of exit packages in each band	
	2017/18	2018/19	2017/18	2018/19	2017/18	2018/19	2017/18	2018/19
							£	£
£0 - £20,000	2	1	1	3	3	4	11,392	49,546
£20,001 - £40,000	0	0	0	0	0	0	0	0
£40,001 - £60,000	0	0	0	0	0	0	0	0
£60,001 - £80,000	1	0	0	0	1	0	71,366	0
£80,001 - £100,000	0	0	0	0	0	0	0	0
£100,000 - £150,000	0	0	0	0	0	0	0	0
Total cost included in bandings							82,758	49,546
Add: Amounts provided for in CIES not included in bandings							0	0
Total cost included in CIES							82,758	49,546

None of the exit packages shown in the table above related to senior employees.

Note 36 – External Audit Costs

In 2018/19 the following fees relating to External Audit and Inspection were incurred and paid to Mazars (KPMG LLP in 2017/18), the Council's external auditors:

2017/18 £'000		2018/19 £'000
	Fees payable for statutory audit services	
47	Fees Payable with regard to external audit services carried out by the appointed auditor	36
11	Fees payable for the certification of grant claims and returns	14
58		50
	Fees payable for other audit services	
3	Fees payable with regard to other audit work	5
61	Total fee payable to external auditors	55

The fees relating to grant claims can vary from year to year depending on the number of claims to be audited. The figure for 2018/19 is an estimate, as the work will be carried out in the period August to December 2019.

Note 37 – Grant Income

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

Credited to Taxation and Non Specific Grant Income		
2017/18		2018/19
£'000		£'000
(981)	Revenue Support Grant	0
(1,655)	New Homes Bonus	(1,006)
(670)	Disabled Facilities Grants	(777)
(263)	Section 106 agreement	0
(68)	North Kesteven District Council	0
(226)	Heritage Lottery Fund	(47)
(63)	Decent Homes Contract – Profit Share	0
(1,423)	Lincolnshire County Council	0
(8)	Transparency Code Setup Grant	(8)
(110)	Leaseholder Contributions	(82)
(117)	Waterloo Housing	0
0	National Rail	(225)
0	Brexit	(17)
(61)	Other Capital Grants and Contributions	(52)
(5,646)		(2,215)

Credited to Services		
2017/18		2018/19
£'000		£'000
(15,720)	Rent Allowances	(13,923)
(15,597)	Rent Rebates	(13,916)
(223)	Discretionary Housing Payments	(172)
(437)	Housing Benefit Administration	(391)
(147)	New Burdens Grant Determination	(213)
(221)	DCLG – Rogue Landlords	(313)
(10)	English Heritage	0
(152)	Local Council Tax Support Admin Subsidy	(143)
(106)	Home Office	(66)
(7)	Arts Council	0
(173)	Homeless Specific	(780)
0	Controlling Migration	(143)
(39)	Other Grants	(229)
(32,832)	Total	(30,290)

There were no grants received in advance in 2018/19.

Note 38 – Related Parties

It is a requirement for the Council to disclose any transactions with a related party, including non-financial transactions. A 'related party' is defined as being an organisation with which the Council has dealings and where Officers or Members of the Council have a controlling interest or influence in the activities of that organisation. The code requires local authorities to disclose material transactions with 'related parties'. The disclosure is required in order that the true and fairness of

the accounts can be understood by the reader of the accounts having knowledge of any 'related parties' of the Council.

Members/Officers - For 2018/19 the Council sent a letter, dated 1 April 2019, to all Members, Chief Officers and Assistant Directors, requesting disclosure of any 'related party transactions'. All letters were returned, no Members or Officers declared pecuniary interests in accordance with section 117 of the Local Government Act 1972.

In addition, the table below details both Member and Officer representation on the boards of levying bodies, assisted organisations with which the Council makes material financial assistance and Joint Ventures.

Name of Organisation	Member Representative	Officer Representative
Upper Witham – Drainage Board	Cllr Hewson Cllr Vaughan	Chief Executive
Witham First – Drainage Board	Cllr Hewson Cllr Vaughan	Chief Executive
Witham Third – Drainage Board	Cllr Hewson Cllr Vaughan	Chief Executive
Lincoln Arts Trust	Cllr Murray	Director of Communities & Environment
Lincoln Dial-a-Ride/ Shopmobility	Cllr Clayton-Hewson	Chief Executive
Lincoln Citizens Advice Bureau	Cllr Brothwell	Chief Executive
Investors in Lincoln	Cllr Metcalfe Cllr Murray	Chief Executive
Lincoln Business Improvement Group	Cllr Metcalfe Cllr Nannestad	Chief Executive
Central Lincolnshire Joint Strategic Planning Partnership	Cllr Metcalfe Cllr Burke Cllr Hanrahan	Director of Communities & Environment
The Shared Revenues & Benefits Joint Committee	Cllr Metcalfe Cllr Nannestad	Chief Executive

None of the above Members or Officers took part in the decision making of any financial assistance awarded to any of the organisations.

UK 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 (e.g. housing benefits).

Details of transactions with government departments are set out in note 37.

Other Bodies - transactions with other bodies levying demands on the Council Tax - Levying bodies in 2018/19 were as follows:

2017/18		2018/19
£'000		£'000
424	Upper Witham Drainage Board	433
129	Witham 1 st Drainage Board	129
250	Witham 3 rd Drainage Board	256
803	Total	818

Assisted Organisations - the Council made material financial assistance to the following organisations during the year:-

2017/18		2018/19
£'000		£'000
231	Lincoln Arts Trust	217
52	Lincoln Dial-a-Ride	52
55	Citizens Advice Bureau	56
32	Lincoln Shopmobility	32

Collaborative Agreements – The Council holds 6.3% (£14,000) of the ordinary share capital of £224,000 of Investors in Lincoln Ltd (ILL).

The principal activity of the company is the promotion of economic regeneration and the development and expansion of industry, commerce and enterprise of all forms for the benefit of the community in and around the City of Lincoln. Investors in Lincoln Ltd grants the Council the sole and exclusive right to licence and manage its managed workspace development at Greetwell Place.

The company's accounting year-end is 31st March and the latest (audited) accounts are for the year ended 31st March 2018, showing net assets of £3.789m and a profit of £25,251 before taxation, £22,032 profit after tax (£168,204 before tax and £124,599 profit after tax in 2016/17).

The Council is fully responsible for meeting the first £100,000 of any cumulative deficit on operating the managed workspace units. In the event that the cumulative deficiency exceeds £100,000 the Council shall meet 75% of the deficiency. In 2018/19 a surplus on the managed workspace units of £18,116 was attributable to the Council.

Details of amounts received from ILL during 2018/19 are shown below:

2017/18		2018/19
£'000		£'000
133	Property Management costs	129
90	Facility Fee	90
5	Management Fee	5

An amount of £9,308 was owed to ILL at 31st March 2019 in respect of property management costs, facility fees and management fees. This is included in the creditors balance in the Council's Balance Sheet.

The accounts of the company may be obtained from The Company Secretary, c/o The Managed Workspace, Greetwell Place, 2 Lime Kiln Way, Lincoln LN2 4US.

Collaborative Agreements - The Council has a collaborative arrangement with North Kesteven and West Lindsey District Councils to provide the Central Lincolnshire Joint Planning Unit. This arrangement is hosted by North Kesteven District Council. The Council also has a collaborative arrangement with North Kesteven to provide a shared Revenues and Benefits Service. This shared service is hosted by the City of Lincoln Council. Both of these arrangements are governed through a Joint Committee representing each of the partner authorities. These arrangements are considered as Jointly Controlled Operations, where ventures use their own resources

to undertake an activity subject to joint control, and as such do not require consolidation into the Council's accounts. The Council's proportion of activity is accounted for separately within the Core Financial Statements.

Note 39 – Capital Expenditure and Capital 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), 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). The CFR is a measure of the capital expenditure incurred historically that has yet to be financed. The CFR is analysed in the second part of this note.

Total Capital expenditure and financing during the year:

2017/18 £'000		2018/19 £'000
	Capital investment	
35,038	Property, Plant and Equipment	38,007
155	Intangible Assets	50
4,612	Revenue Expenditure Funded from Capital under Statute	897
39,805		38,954
2017/18 £'000		2018/19 £'000
	Sources of finance	
(4,674)	Capital Receipts	(8,192)
(3,016)	Government grants and other contributions	(1,004)
(486)	Revenue Contributions	(4,956)
(9,190)	Major Repairs Reserve	(13,160)
22,439	Capital Financing Requirement	11,642
	Capital Financing Requirement - Funded by:	
22,439	Unsupported Borrowing	11,642
22,439		11,642
	Analysis of movements in the Capital Financing Requirement in Year:	
88,676	Opening CFR	109,480
22,439	Unsupported borrowing	11,642
0	Adjustments in respect of leases disposed under finance lease	0
(485)	Minimum Revenue Provision/Voluntary Revenue Provision	(842)
(150)	Application of capital receipts to reduce CFR	(150)
(1,000)	Return of LAMS deposit	0
109,480	Closing CFR	120,130

The Council has a five-year Housing Investment programme, of which £6.205m is contractually committed. This relates to a partnership arrangement to ensure all our

properties continue to meet Decent Homes Standard and move towards achieving The Lincoln Standard.

In addition to this the Council also has a five-year General Investment Programme, of which £8.872m is contractually committed. £6.898m relates to a land and property acquisition in 2019/20 with the remainder to allow completion of the schemes for Artificial Grass Pitches (£1.629m), Allotment Capital Improvement Programme (£0.102m), Retention on a land and property acquisition (£0.168), Car Park Ticket Machines (£0.075m).

Note 40 – Leases

Council as Lessee

Finance Leases

The Council holds fleet vehicles under finance leases. The assets acquired under these leases are carried as Property, Plant and Equipment in the Balance Sheet at the following amounts:

31/03/18		31/03/19
£'000		£'000
575	Vehicles, Plant and Equipment	384
575		384

The Council is committed to making minimum payments under these leases comprising settlement of the long term liability for the interest in the property acquired 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:

31/03/18		31/03/19
£'000		£'000
	Finance lease liabilities (net present value of minimum lease payments)	
217	Current	237
342	Non-current	105
66	Finance costs payable in future years	24
625	Minimum lease payments	366

	Minimum Lease Payments		Finance Lease Liabilities	
	31/03/18	31/03/19	31/03/18	31/03/19
	£'000	£'000	£'000	£'000
Not later than one year	258	258	217	237
Later than one year and not later than five years	366	108	342	105
Later than five years	0	0	0	0
	624	366	559	342

Operating leases

The Council has acquired the use of a number of assets, such as vehicles and buildings, under operating leases.

The future minimum lease payments due under non-cancellable leases in future years are shown below:

31/03/18 £'000		31/03/19 £'000
8	Not later than one year	0
0	Later than one year and not later than five years	0
0	Later than five years	0
<u>8</u>		<u>0</u>

The expenditure charged to the Comprehensive Income and Expenditure Statement during the year in relation to these leases was:

2017/18 £'000		2018/19 £'000
0	Vehicles Plant & Equipment	0
74	Land and Buildings	8
<u>74</u>	Minimum lease payments	<u>8</u>

Council as Lessor

Finance Leases

The Council has granted a long-term lease to Lincolnshire County Council for the use of The Collection (City and County Museum) accounted for as a finance lease. Rental is at a peppercorn, meaning no rentals are receivable. There was no net investment in this asset in 2018/19.

Operating Leases

The Council leases out property under operating leases for the following purposes:

- for the provision of community services, such as sports facilities and community centres
- for economic development purposes to provide suitable affordable accommodation for local businesses
- for income generation purposes (investment properties)

The future minimum lease payments receivable under non-cancellable leases in future years are:

2017/18		2018/19
£'000		£'000
893	Not later than one year	2,286
791	Later than one year and not later than five years	4,573
2,581	Later than five years	19,728
4,265		26,587

The minimum lease payments do not include rents that are contingent on events taking place after the lease was entered into, such as rent reviews. In 2018/19, £0.335m contingent rents were received by the Council (2017/18 £0.593m).

Note 41 – Impairment Losses

There were no impairment losses during 2018/19

Note 42 – Capitalisation of Borrowing Costs

As permitted by the code, the Council has adopted a policy of accounting for borrowing costs in the Comprehensive Income and Expenditure Statement as they arise. No borrowing costs are capitalised.

Note 43 – Termination Benefits

The Council terminated the contracts of a number of employees in 2018/19, incurring liabilities of £0.050m (£0.082m in 2017/18) – see note 35 for the number of exit packages and total cost per band. These costs exclude any ill health retirements or departures as they are not termination benefits in accordance with the requirements of the code.

Note 44 – Defined Benefit Pension Scheme

Participation in Pension Schemes

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

The Council participates in the Local Government Pension Scheme, administered by Lincolnshire County Council. 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's liability with investment assets.

The pension scheme is operated under the regulatory framework for the Local Government Pension Scheme and the governance of the scheme is the responsibility of the pensions committee of Lincolnshire County Council. Policy is determined in accordance with the Pensions Fund Regulations.

The principal risks to the Council of the scheme are the longevity assumptions, statutory changes to the scheme, structural changes to 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 Housing Revenue Account the amounts required by statute as described in the accounting policies note.

Transactions Relating to Retirement Benefits

The Council recognises the cost of retirement benefits in the Net Cost of Services when they are earned by employees, rather than when the benefits are eventually paid as pensions. However, the charge that is required to go against Council Tax is based on the cash payable in the year, so the real cost of retirement benefits is reversed out in the Movement in Reserves Statement. The following transactions have been made in the Comprehensive Income & Expenditure Statement and the General Fund Balance via the Movement in Reserves Statement during the year:

2017/18 £'000		2018/19 £'000
Comprehensive Income & Expenditure Statement		
Net Cost of Services:		
5,493	Current Service Cost	5,497
0	Past Service Costs (including curtailments)	41
Financing and Investment Income and Expenditure:		
2,245	Net Interest Expense	2,337
7,738	Total Post-Employment Benefits charged to the Surplus or Deficit on the Provision of Services	7,875

2017/18 £'000		2018/19 £'000
Re-measurement of the net defined benefit liability comprising:		
392	Return on plan assets (excluding the amount included in the net interest expense)	(7,155)
0	Actuarial gains and losses arising on changes in demographic assumptions	0
(3,956)	Actuarial gains and losses arising on changes in financial assumptions	17,138
(118)	Other	62
(3,682)	Total re-measurements recognised in Other Comprehensive Income and Expenditure	10,045
4,056	Total Post-employment Benefits charged to the Comprehensive Income and Expenditure Statement	17,920

2017/18 £'000		2018/19 £'000
<u>Movement in Reserves Statement</u>		
7,738	Reversal of net charges made to the Surplus or Deficit on the Provision of Services for post-employment benefits in accordance with the Code	7,875
(3,719)	Actual amount charged against the General Fund Balance for pensions in the year:	(4,015)

Pension Assets and Liabilities Recognised in the Balance Sheet

The amount included in the Balance Sheet arising from the Council's obligation in respect of its defined benefit plan is as follows:

2017/18 £'000		2018/19 £'000
(216,659)	Present value of the defined obligations	(239,386)
130,801	Fair value of plan assets	139,623
<u>(85,858)</u>	Net liability arising from defined benefit obligation	<u>(99,763)</u>

Reconciliation of Movements in the fair value of the scheme assets:

2017/18 £'000		2018/19 £'000
129,646	Opening fair value of scheme assets	130,801
3,345	Interest Income	3,505
(392)	The return on plan assets, excluding the amount included in the net interest expense	7,155
3,719	Contributions from employer	4,015
876	Contributions from employees into the scheme	902
(6,393)	Benefits Paid	(6,755)
<u>130,801</u>	Closing Fair value of scheme assets	<u>139,623</u>

Reconciliation of Present Value of the scheme liabilities:

2017/18 £'000		2018/19 £'000
215,167	Opening balance at 1 April	216,659
5,493	Current Service Cost	5,497
5,590	Interest Cost	5,842
876	Contributions from scheme participants	902
	Re-measurement (gains) and losses:	
0	Actuarial gains/losses arising from changes in demographic assumptions	0
(3,956)	Actuarial gains/losses arising from changes in financial assumptions	17,138
(118)	Other	62
0	Past Service Cost	41
(6,393)	Benefits Paid	(6,755)
<u>216,659</u>	Closing Balance at 31 March	<u>239,386</u>

Local Government Pension Scheme assets comprised:

2017/18 £'000		2018/19 £'000
1,600	Cash and Cash Equivalents	1,539
	Equity Securities by industry type:	
9,609	Consumer	15,746
7,437	Manufacturing	5,684
3,627	Energy and utilities	3,183
8,995	Financial Institutions	8,283
10,175	Information Technology	6,186
5,565	Health and Care	9,403
0	Other	0
45,407	Sub-total equity	48,485
	Debt Securities by Sector	
0	Corporate	0
0	Government	0
0	Other	0
0	Sub-total bonds	0
	Real Estate	
11,085	UK Property	11,165
976	Overseas Property	878
12,061	Sub-Total property	12,043
	Private Equity:	
2,118	All	1,465
2,118	Sub-Total private equity	1,465
	Investment Funds and Unit Trusts	
36,292	Equities	38,540
1,906	Infrastructure	2,637
15,462	Bonds	16,802
15,956	Other	18,112
69,616	Sub-Total Investment Funds and Unit Trusts	76,091
130,801	Total assets	139,623

All scheme assets have quoted prices in active markets.

Basis for Estimating Assets and Liabilities

Liabilities have been assessed on an actuarial basis using the projected unit credit method, an estimate of the pensions that will be payable in future years dependent on assumptions about mortality rates, salary levels, etc.

The Local Government Pension Scheme has been assessed by Hymans Robertson, an independent firm of actuaries; estimates for the Lincolnshire Pension Fund are based on the latest full valuation of the scheme as at 31 March 2016.

The significant assumptions used by the actuary have been:

2017/18		2018/19
	Mortality assumptions:	
	<u>Longevity (in years) at 65 for current pensioners:</u>	
22.1	Men	22.1
24.4	Women	24.4
	<u>Longevity (in years) at 65 for future pensioners:</u>	
24.1	Men	24.1
26.6	Women	26.6
2.8%	Rate of increase in salaries	2.9%
2.4%	Rate of increase in pensions	2.5%
2.7%	Rate for discounting scheme liabilities	2.4%

The estimation of the defined benefit obligations is sensitive to the actuarial assumptions set out in the table above. The sensitivity analyses below have been determined based on reasonably possible changes of the assumptions occurring at the end of the reporting period and assumes for each change that the assumption analysed changes while all other assumptions remain constant. The assumptions in longevity, for example, assume that life expectancy increases or decreases for men and women. In practice, this is unlikely to occur, and changes in some of the assumptions may be interrelated. The estimations in the sensitivity analysis have followed the accounting policies for the scheme, i.e. on an actuarial basis using the projected unit credit method. The methods and types of assumptions used in preparing the sensitivity analysis below did not change from those used in the previous period.

	<u>Approximate % Increase to Employer Liability</u>	<u>Value £'000</u>
0.5% Decrease in Real Discount Rate	10%	23,741
0.5% Increase in the salary increase rate	1%	3,369
0.5% Increase in the pension increase rate	8%	19,972

Impact on the Council's Cash Flow

The objectives of the scheme are to keep employers' contributions at as constant a rate as possible. The County Council has agreed a strategy with the scheme's actuary to achieve a funding level of 100% over the next 20 years. Funding levels are monitored on an annual basis. The next triennial valuation is due to be completed on 31 March 2019.

The scheme will need to take account of the national changes to the scheme under the Public Pensions Act 2013. Under the Act, the Local Government Pension Scheme in England and Wales and the other main public service schemes may not provide benefits in relation to service after 31 March 2014. The Act provides for scheme regulations to be made within a common framework, to establish new career average revalued earnings schemes to pay pensions and other benefits to certain public servants.

Employer contributions payable to the scheme in 2019/20 are estimated to be £3.947m. The weighted average duration of the defined benefit obligation for scheme members is 17.2 years, 2018/19 (17.2 years 2017/18).

Note 45 – Contingent Liabilities

A contingent liability is a possible liability 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. Where a material loss can be estimated with reasonable accuracy a provision is accrued within the financial statements. If, however, a loss cannot be accurately estimated or the event is not considered sufficiently certain, a contingent liability will be disclosed in a note to the Balance Sheet. There are five contingent liabilities as at 31 March 2019.

The Council has made a provision for NNDR appeals based upon its best estimate of the actual liability of known appeals as at 31 March 2019. It is not possible to quantify appeals that have yet to be lodged with the Valuation Office Agency, but there is a risk that national and local appeals could have a significant impact on the financial statements.

As at 31st March 2019 there is an outstanding dilapidations dispute with a landlord following termination of the Council's head lease. The Council has not accepted the claim and it has been assessed that any valid claim would not be material.

A Court ruling has been made regarding age discrimination arising from public sector scheme transition arrangements. Court of Appeal judgements were made in the cases affecting judges pensions (e.g. McCloud) and firefighter pension (e.g. Sergeant). The rulings have implications for the LGPS where similar reforms were implemented. The financial impact is not yet clear, since the Government may appeal any remediation process, including cost cap considerations, which may affect the resolution and financial impact. Timescales for resolution may be lengthy and outcomes may be challenging to assess and quantify at Fund and authority level. The Government's Actuary's Department (GAD) is currently undertaking a scheme level review for England and Wales of LGPS.

As with other councils across the country a potential VAT liability exists in relation to an HMRC review of VAT treatment of market fees and the council is liaising with their VAT advisor on this matter.

The council has identified potential remediation liabilities within its property portfolio, the details of which require further clarification.

Note 46 – Contingent Assets

The Council has no Contingent Assets as at 31st March 2019.

Note 47 – Nature and Extent of Risks Arising from Financial Instruments

The Council's activities expose it to a variety of financial risks. The key risks are:

- ✓ 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 movements.

Overall Procedures for Managing Risk

The Council's overall risk management procedures focus on the unpredictability of financial markets, and implementing restrictions to minimise these risks. The procedures for risk management are set out through a legal framework set out in the Local Government Act 2003 and the associated regulations. These require the Council to comply with the CIPFA Prudential Code, the CIPFA Treasury Management in the Public Services Code of Practice 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 Code of Practice;
- ✓ by the adoption of a Treasury Management Policy Statement and treasury management clauses within its standing orders;
- ✓ by approving, annually in advance, prudential indicators for the following three years limiting:
 - The Council's overall borrowing;
 - Its maximum and minimum exposures to fixed and variable rates;
 - Its maximum and minimum limits on 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. 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 semi-annually to Members.

The annual Treasury Management Strategy, which incorporates the prudential indicators was approved by Council on 25th February 2019. The strategy is updated at the mid-year point and revised estimates calculated as below. It is available on the Council's website (www.lincoln.gov.uk). The key issues during 2018/19 were:

- The Authorised Limit for 2018/19 was forecast to be £134m. This is the maximum limit of external borrowings or other long term liabilities during the year.
- The original Operational Boundary was expected to be £126.4m. 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 £96.5m and £30m based on the Council's net debt.
- The maximum and minimum exposures to the maturity structure of debt are shown within this note.

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

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, in accordance with the Fitch, Moody's and Standard & Poors Ratings Services. The Annual Investment Strategy also imposes 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. Details of the Investment Strategy are contained within the Treasury Management Strategy and can be found on the Council's website (www.lincoln.gov.uk).

The Investment Strategy is based on the creditworthiness service provided by Link Asset Services (treasury management advisors to the Council). This uses a wide range of market information to produce a list of investment counterparties with recommended maximum investment durations. Link use credit ratings, support ratings and credit default swap prices to arrive at a recommended counterparty list.

The criteria used as a minimum within the Capita methodology are as follows:

- Short Term credit ratings of F1, Long Term A, Support 3 and viability rating BBB (Fitch or equivalent rating), using the lowest common denominator principle.
- Inclusion of part Government owned UK banks, based on support assumptions.

The full Investment Strategy for 2018/19 was approved by full Council on 1st March 2018.

The following analysis summarises the Council's potential maximum exposure to credit risk, based on experience of default assessed by the Fitch credit rating agency and the Council's experience of its customer collection levels over the last five financial years, adjusted to reflect current market conditions:

	Carrying Values at 31/03/19	Historical experience of default**	Adjustment for market conditions at 31/03/19	Estimated maximum exposure to default
	£'000	%	%	£'000
	a	b	c	(a * c)
<u>Deposits with banks and financial institutions</u>				
AAA* rated counterparties (investments up to 1 year)	19,200	0.0001%	0.0001%	0
AA* rated counterparties (investments up to 1 year)	0	0.0006%	0.0006%	0
A* rated counterparties (investments up to 1 year)	5,000	0.0066%	0.0066%	0
A+* rated counterparties (investments up to 1 year)	5,000	0.0137%	0.0137%	1
Other Investments	0	0.014%	0.014%	0
Debtors	6,157	7.17%	7.17%	441
	35,357			442

*See Glossary for a definition of AAA, AA and A ratings

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.

Whilst the current credit crisis in international markets has raised the overall possibility of default, the Council maintains strict credit criteria for investment counterparties. As a result of these high credit criteria, historical default rates have been used as a good indicator under these current conditions.

Analysis of Investments by country of origin

	Principal invested	Short term		Long term	
		Fixed rate	Variable rate	Fixed rate	Variable rate
	£'000	£'000	£'000	£'000	£'000
<u>UK Banks & Building Societies</u>					
Lloyds TSB Bank plc	5,000	5,000	0	0	0
Sumitomo	5,000	5,000	0	0	0
<u>UK Money Market Funds</u>					
Aberdeen Standard MMF	5,000	0	5,000	0	0
BNP Paribas MMF	500	0	500	0	0
Federated MMF	5,000	0	5,000	0	0
Black Rock MMF	5,000	0	5,000	0	0
Morgan Stanley MMF	3,700	0	3,700	0	0
Total Investments	29,200	10,000	19,200	0	0

The Council allows credit for its trade debtors, such that £1,259,485 of the £1,950,737 balance is past its due date for payment. The past due but not impaired amount can be analysed by age as follows:

31/03/18 £'000		31/03/19 £'000
491	Less than three months	301
397	Three to six months	192
101	Six months to one year	90
567	More than one year	676
1,556	Total	1,259

Collateral – During the reporting period the Council held no collateral as security.

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 Management and Investment Strategy reports), as well as through a comprehensive cash flow management system, as required by the Code of Practice. This seeks to ensure that cash is available when it is needed.

The Council has ready access to borrowings from the Money Markets to cover any

day to day cash flow need, and whilst the PWLB provides access to longer term funds, it also acts as a lender of last resort to councils (although it will not provide funding to a council whose actions are unlawful). 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: -

31/03/18		31/03/19
£'000		£'000
13,671	Less than one year	20,201
2,000	Between one and two years	9,705
5,000	Between two and five years	5,645
70,354	More than five years	79,803
91,025	Total	115,354

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 liability will fall;
- ✓ 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.

Borrowings are not carried at fair value in the Balance Sheet, so nominal gains and losses on fixed rate borrowings would not impact on the Comprehensive Income and Expenditure Statement. However, changes in interest payable and receivable on variable rate borrowings and investments will be posted to the Comprehensive Income and Expenditure Statement and affect the General Fund Balance, subject to influences from government grants. Movements in the fair value of fixed rate investments will be reflected in Other Comprehensive Income and Expenditure, unless the investments have been designated as Fair Value through the Comprehensive Income and Expenditure Statement, in which case gains and losses will be posted to the Surplus/Deficit on Provision of Services.

The Council has a number of strategies for managing interest rate risk. The Annual Treasury Management Strategy draws together the Council's prudential indicators and its expected treasury operations, including an expectation of interest rate movements. From this Strategy a prudential indicator is set which provides maximum and minimum 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 rate borrowing would be postponed.

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

2017/18	2018/19
£'000	£'000
(142) Increase in interest receivable on variable rate investments	(137)
<u>(142)</u> Impact on Income and Expenditure Account	<u>(137)</u>
(60) Share of overall impact credited to the HRA	(65)
(82) Share of overall impact credited to the General Fund	(72)
<u>(142)</u> Total	<u>(137)</u>

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 for Fair Value of Assets and Liabilities carried at Amortised Cost.

Price risk - The Council does not generally invest in equity shares but does have shareholdings to the value of £0.73m in a number of joint ventures and in local industry. Whilst these holdings are generally illiquid, the Council is exposed to losses arising from movements in the prices of the shares.

As the shareholdings have arisen in the acquisition of specific interests, the Council is not in a position to limit its exposure to price movements by diversifying its portfolio. The majority of the shareholdings are in the Dunham Bridge Company (£0.458m) and Investors in Lincoln (£0.271m). A representative of the Council sits on the Investors in Lincoln Board, enabling the Council to monitor factors that might cause a fall in the value of specific shareholdings.

The shares are all held at Fair Value through Other Comprehensive Income, meaning that all movements in price will impact on gains and losses recognised in Other Comprehensive Income and Expenditure.

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.

MOVEMENT ON THE HOUSING REVENUE ACCOUNT STATEMENT

2017/18 £'000		2018/19 £'000
1,087	Balance on the HRA at the end of the previous year	1,021
11,104	Surplus or (deficit) for year on the HRA Income and Expenditure Statement	4,821
(10,952)	Adjustments between accounting basis and funding basis under statute	(5,137)
152	Net increase or (decrease) before transfers to or from reserves	316
(217)	Transfers (to) or from reserves	(320)
(65)	Increase or (decrease) in year on the HRA	4
1,021	Balance on the HRA at the end of the current year	1,025

NOTES TO THE HOUSING REVENUE ACCOUNT

Note 1 – Assets

The number of dwellings in the Council's housing stock, as at 31 March 2019, totalled 7,783 properties. The type of properties and the period in which they were built, were as follows:

Property Type	<1945 No.	1945-64 No.	1965-74 No.	>1974 No.	TOTAL No.
Low Rise Flats (Blocks up to 2 Storeys)					
1 Bed	43	897	559	536	2,035
2 Bed	5	117	80	102	304
3 Bed	0	0	12	1	13
Sub-Total	48	1,014	651	639	2,352
Medium Rise Flats (Blocks of 3 up to 5 Storeys)					
1 Bed	0	50	235	214	499
2 Bed	0	225	111	127	463
3 Bed	0	15	3	1	19
Sub-Total	0	290	349	342	981
High Rise Flats (Blocks of 6 Storeys or more)					
1 Bed	0	56	138	0	194
2 Bed	0	29	72	0	101
Sub-Total	0	85	210	0	295
Houses / Bungalows					
1 Bed	158	144	32	23	357
2 Bed	733	772	98	321	1,924
3 Bed	811	549	71	296	1,727
4 or more Beds	98	21	0	28	147
Sub-Total	1,800	1,486	201	668	4,155
Total Dwellings 31 March 2019	1,848	2,875	1,411	1,649	7,783

Note 2 – Housing Revenue Account Assets Valuation

The Council's in-house Valuation Officers, and the District Valuer, have valued the HRA dwellings, land, and other property in accordance with Royal Institute of Chartered Surveyor guidelines.

The Balance Sheet value of council dwellings is calculated by applying a Social Housing discount factor. This represents the market value for the Council's total housing stock adjusted to reflect the fact that the property is socially rented (this adjustment is currently 42%). The discount factor is then applied to the open market or vacant possession value as determined by the District Valuer, as shown below:

	£ 000
Vacant possession value of council dwellings at 31 March 2019	592,766
Balance sheet valuation applying the Social Housing discount factor	248,962

The Balance Sheet value of HRA Assets is as follows:

2017/18 £'000		2018/19 £'000
228,203	Council Dwellings	248,962
4,376	Other Operational Assets	6,719
12,603	Non-Operational Assets	15,463
245,182	Total at 31 March	271,144

Note 3 – Depreciation and Impairment

The Depreciation and Impairment of HRA Assets is as follows:

Depreciation:			
2017/18 £'000	Operational Assets:		2018/19 £'000
10,361	Council Dwellings		5,842
352	Other Operational Assets		291
10,713	Total at 31 March		6,133
Impairment:			
2017/18 £'000	Operational Assets:		2018/19 £'000
141	Revaluation Gains/(Losses)		3,665
141	Total at 31 March		3,665

Note 4 – Major Repairs Reserve

The Major Repairs Reserve is an earmarked reserve to which the Council transfers an amount annually to finance capital expenditure on council dwellings. This amount includes annual depreciation, which is charged to the Housing Revenue Account and then transferred to the Major Repairs Reserve. This may be supplemented by additional revenue contributions from the HRA to support the HRA capital programme. The balance on the Major Repairs Reserve shows the amounts that have yet to be applied to financing.

2017/18 £'000		2018/19 £'000
(10,680)	Balance on 1 April	(12,842)
	Amount transferred from the HRA	
	- Depreciation	
(10,713)	Dwellings	(5,842)
625	Other Assets	(364)
(1,264)	- Other revenue contributions	0
(22,032)		(19,048)
9,190	- HRA Capital Expenditure	13,372
(12,842)		(5,676)

Note 5 – Housing Repairs Account

The Housing Repairs Account was set up on 1 April 2001 in order to assist with the longer term planning of repairs and maintenance expenditure. The following analysis details the movement on the Housing Repairs Account during the year.

2017/18 £'000		2018/19 £'000
(610)	Balance on 1 April	(624)
	Expenditure in year	
3,239	Tenant Notified Repairs	3,244
1,738	Void Repairs	2,042
1,650	Servicing Contracts	1,588
623	Painting Programme	585
10	Asbestos Removal/Surveys	11
442	Aids & adaptations	414
16	Decoration Grants	39
693	Other Expenditure	1,074
8,411		8,997
	Income in year	
(8,465)	Contribution from HRA	(8,997)
	Contribution to HRA	
0	Reduction in Repairs Reserve	58
(3)	Contribution from Leaseholders	(1)
(10)	Interest Received in year	(12)
(8,424)		(8,952)
(624)	Surplus Balance on 31 March	(579)

Note 6 – Capital Expenditure in the year

The Housing Revenue Account capital expenditure and sources of funding during the financial year are detailed in the following table:

2017/18 £'000		2018/19 £'000
	Capital investment	
9,731	Property, Plant and Equipment – HRA	24,960
0	Property, Plant and equipment – GF used as council housing	0
769	Non-Current Assets held for sale	0
151	Intangible Assets	25
55	Revenue Expenditure funded from Capital under Statute	0
10,706		24,985
	Sources of funding	
(456)	Capital Receipts	(7,107)
(126)	Revenue Contributions	(4,718)
(9,189)	Major Repairs Reserve	(13,160)
(935)	Government grants and other contributions	(0)
(10,706)		(24,985)
0	Balance unfunded at 31 March	0

* REFCUS is created when expenditure has been incurred on items that are not capitalised as assets but have been financed from capital resources. It is written down to the Housing Revenue Account over an appropriate period, usually in the same year in which the expenditure has been incurred. The total amount of REFCUS is £0.000m for 2018/19 (£0.055m in 2017/18).

Prior to the implementation of HRA Self-financing on 1 April 2012, supported borrowing levels had been issued annually by Central Government, authorising the Council to borrow monies, which were funded by Central Government to cover capital expenditure. Additionally, the Council was able to take out unsupported or prudential borrowing, which must be financed from its own resources. Post self-financing implementation and the end of the housing subsidy system, all borrowing will be prudential borrowing. In 2018/19, there was no prudential borrowing undertaken to fund the HRA capital investment.

Note 7 - Capital Receipts

The cash receipts from the disposal of land, houses and other property within the HRA in the year are summarised as follows:

2017/18 £'000		2018/19 £'000
	Council dwellings	
(3,227)	- Right to Buy	(2,002)
(30)	- Discounts repaid	0
	Other Receipts	
(714)	- Land Sales reimbursements	
(33)	- Reimbursement of expenditure on General Fund property on sale	(70)
	Land receipts	
<u>(4,004)</u>		<u>(2,072)</u>
529	Less Pooled (Paid to Central Government)	760
<u>(3,475)</u>	Total	<u>(1,312)</u>

Note 8 - Rent Arrears

During the year 2018/19 total rent arrears increased by £0.227m or 14.9%, to £1.845m. A summary of rent arrears and prepayments is shown in the following table:

2017/18 £'000		2018/19 £'000
725	Current Tenant Arrears @ 31 March	901
893	Former Tenant Arrears @ 31 March	944
<u>1,618</u>	Total Rent Arrears	<u>1,845</u>
(156)	Prepayments @ 31 March	(312)
<u>1,462</u>	Net Rent Arrears	<u>1,533</u>

A bad debt provision of £283,640 has been made in this year's accounts in respect of potentially non-collectable rent arrears, as detailed above, and associated miscellaneous debts. The value of the bad debt provision held in the Balance Sheet at 31 March 2019 is £1.664m (£1.614m at 31 March 2018).

Note 9 - Pension Costs

In line with the full adoption of IAS 19 'Employee Benefits' the Net Cost of Services includes the cost of retirement benefits when they are earned by employees, rather than when the benefits are eventually paid as pensions. However, the charge that is required when determining the movement on the HRA Balance for the year is based on the cash payable in the year, so the real cost of retirement benefits is reversed out of the HRA in the Movement on the Housing Revenue Account Statement. The following transactions have been made in the HRA during the year:

2017/18		2018/19
£'000		£'000
	HRA Income & Expenditure Statement	
1,959	Current Service Cost	1,897
0	Past Service Costs	0
879	Net interest expense	879
2,838	Total	2,776
(1,457)	Amount to be met from HRA	(1,510)
1,381	Movement on Pension Reserve	1,266

THE COLLECTION FUND STATEMENT FOR THE YEAR ENDED 31 MARCH 2019

2017/18 £'000 Total		2018/19 £'000 Council Tax	2018/19 £'000 NDR	2018/19 £'000 Total	Note
INCOME					
(39,125)	Council Tax Payers	(41,617)	0	(41,617)	2
(100)	Income from Ministry of Defence	(103)	0	(103)	
(41,813)	Income from Business Ratepayers	0	(43,462)	(43,462)	3
(81,038)		(41,720)	(43,462)	(85,182)	
EXPENDITURE					
Precepts:					
6,145	- City of Lincoln Council	6,393	0	6,393	
27,798	- Lincolnshire County Council	29,485	0	29,485	
4,868	- Police & Crime Comm. Lincolnshire	5,206	0	5,206	
Business Rates:					
20,832	- Payments to Government	0	35	35	3
16,295	- Payments to City of Lincoln Council	0	26,032	26,032	3
4,074	- Payments to Lincs County Council	0	17,355	17,355	3
145	- Cost of Collection	0	145	145	
Bad and Doubtful Debts					
1	- Provisions	145	57	202	5
384	- Write Offs	118	84	202	
(643)	- Provision for appeals	0	(2,165)	(2,165)	5
(2,838)	Transfer of Collection Fund Surplus	188	1,080	1,268	4
77,061		41,535	42,623	84,158	
(3,977)	Deficit / (Surplus) for the year	(185)	(839)	(1,024)	
COLLECTION FUND BALANCE					
2,948	Balance brought forward at 1 st April	(287)	(742)	(1,029)	
(3,977)	Deficit/(Surplus) for the year (as above)	(185)	(839)	(1,024)	
(1,029)	Balance carried forward at 31st March	(472)	(1,581)	(2,053)	
Allocated to:					
(342)	- City of Lincoln Council	(73)	(1,017)	(1,090)	
(281)	- Lincolnshire County Council	(337)	(734)	(1,071)	
(36)	- Police & Crime Comm. Lincolnshire	(62)	0	(62)	
(370)	- Government	0	170	170	
(1,029)		(472)	(1,581)	(2,053)	

NOTES TO THE COLLECTION FUND

Note 1 - General

The Collection Fund is an agent's statement that reflects the statutory obligation of billing authorities to maintain a separate Collection Fund. The statement shows the transactions of the billing authority in relation to the collection from taxpayers of Council Tax and National Non-Domestic Rates (NNDR) and its distribution to local government bodies and the Government.

The Council has a statutory requirement to operate a Collection Fund as a separate account to the General Fund. The purpose of the Collection Fund therefore, is to isolate the income and expenditure relating to Council Tax and National Non-Domestic Business Rates. The administrative costs associated with the collection process are charged to the General Fund.

Collection Fund surpluses declared by the billing authority in relation to Council Tax are apportioned to the relevant precepting bodies in the subsequent financial year. Deficits likewise are proportionately charged to the relevant precepting bodies in the following year. For the City of Lincoln, the Council Tax precepting bodies are Lincolnshire County Council (LCC) and the Police and Crime Commissioner for Lincolnshire (PCCL).

In 2013/14, the local government finance regime was revised with the introduction of the retained business rates scheme. The main aim of the scheme is to give councils a greater incentive to grow businesses in the City. It does, however, also increase the financial risk due to non-collection and the volatility of the NNDR tax base.

The scheme allows the Council to retain a proportion of the total NNDR received. For 2018/19, the City of Lincoln was part of a 'pilot' scheme which meant its retained share changed from that previously received in 2017/18 under a 'pool' arrangement with the remainder paid to precepting bodies as follows:

	2017/18 'Pool'	2018/19 'Pilot'
City of Lincoln	40%	60%
Lincolnshire County Council	10%	40%
Central Government	50%	0%

NNDR surpluses declared by the billing authority in relation to the Collection Fund are apportioned to the relevant precepting bodies in the subsequent financial year in their respective proportions. Deficits likewise are proportionately charged to the relevant precepting bodies in the following year.

The national code of practice followed by local authorities in England stipulates that a Collection Fund Income and Expenditure account is included in the Council's accounts. The Collection Fund Balance Sheet meanwhile is incorporated into the Council's Balance Sheet.

Note 2 - Council Tax

Council Tax derives from charges raised according to the value of residential properties, which have been classified into 9 valuation bands (A-H) for this specific purpose. Individual charges are calculated by estimating the amount of income required to be taken from the Collection Fund by the Council for the forthcoming year and dividing this by the Council Tax base (i.e. the equivalent numbers of Band D dwellings).

The Council Tax base for 2018/19 was 23,943 (23,690 in 2017/18). The increase between financial years is as a result of a combination of new builds and a reduction in the level of Council Tax Discounts and Exemptions. The tax base for 2018/19 was approved at the Executive on 8th January 2018 and was calculated as follows:

Band	Ratio	Dwellings	Equivalent Dwellings after discounts, exemptions and reliefs	Equivalent Band D Dwellings
A Reduced	5/9	0	65	36
A	6/9	27,437	22,210	14,806
B	7/9	8,776	7,510	5,841
C	8/9	4,853	4,290	3,814
D	9/9	2,508	2,269	2,269
E	11/9	1,229	931	1,138
F	13/9	395	370	535
G	15/9	136	126	210
H	18/9	45	8	15
Total		45,379	37,779	28,664
Deduction for Non Collection				(358)
Crown Properties Adjustment				61
Adjusted to Band D Equivalent				28,367
Council Tax Relief Scheme				(4,424)
Tax Base for the Calculation of Council Tax				23,943

Dwellings for residents entitled to 'disabled relief reduction' are reduced to the next lowest band for the calculation of Council Tax. As band 'A' is the lowest band, 'A reduced' has been introduced to give effect to this reduction for those who reside in Band 'A' properties.

Income received from Council Tax payers in 2018/19 was £41.616m (£39.125m in 2017/18).

Note 3 - Income from Business Ratepayers

The Council collects National Non-Domestic Rates (NNDR) for its area based on local rateable values provided by the Valuation Office Agency (VOA) multiplied by a uniform business rate set nationally by Central Government. Historically the total amount due, less certain allowances, was paid to a central pool (the NNDR pool) administered by Central Government, which, in turn, paid to local authorities their share of the pool, such shares being based on a standard amount per head of the local adult population.

In 2013/14, the administration of NNDR changed following the introduction of a 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 NNDR to the central pool, local authorities retain a proportion of the total collectable rates due. For 2018/19, the City of Lincoln was part of a 'pilot' scheme which meant its retained share changed from that previously received in 2017/18 under a 'pool' arrangement with the remainder paid to precepting bodies as follows:

	2017/18 'Pool'	2018/19 'Pilot'
City of Lincoln	40%	60%
Lincolnshire County Council	10%	40%
Central Government	50%	0%

The business rates shares payable for 2018/19 were estimated before the start of the financial year as **£0.035m** (£20.832m in 2017/18) to Central Government, **£17,355m** (£4.074m in 2017/18) to LCC and **£26,032m** (£16.295m in 2017/18) to the City of Lincoln Council. These sums have been paid in 2018/19 and charged to the Collection Fund in year. The significant changes to these values between financial years is due to being in a 'pilot' scheme in 2018/19.

When the scheme was introduced, Central Government set a baseline level for each authority identifying the expected level of retained business rates and a top up or tariff amount to ensure that all authorities receive their baseline amount. Tariffs due from authorities payable to Central Government or to Top-up authorities within an NNDR Pooling arrangement are used to finance the top ups to those authorities who do not achieve their targeted baseline funding. City of Lincoln Council was part of the Lincolnshire NNDR Pilot in 2018/19 alongside Lincolnshire County Council, North Lincolnshire Council and the other 6 Lincolnshire District Councils. In 2018/19 the City of Lincoln made a tariff payment from the General Fund to the County Council to the value of **£12.426m** (£12.228m in 2017/18).

The total income from business rate payers collected in 2018/19 was **£43.462m** (£41.813m in 2017/18).

In addition to the top up/tariff, a 'safety net' figure is calculated at 92.5% of baseline amount which ensures that authorities are protected to this level of Business Rates income (either through support from Central Government if they are not in a NNDR Pool/Pilot or as first call on gains from pooling/pilot if authorities are members of an NNDR Pool/Pilot). For the City of Lincoln the value of the safety net figure (net of tariff) is **£3.394m** (£3.295m in 2017/18). The comparison of business rate income to the safety net uses the total income collected from business rate payers and adjusts for losses in collection, losses on appeal, transitional protection payments, the cost of collection and the revision to Small Business Rate Relief and other reliefs not allowed for when the safety net was set. The Council does not qualify for a safety net payment for 2018/19.

In addition to the local management of business rates, authorities are expected to finance appeals made in respect of rateable values as defined by VOA and hence business rates outstanding as at 31st March 2019. As such, authorities are required to make a provision for these amounts. Appeals are charged and provided for in

proportion of the precepting shares. **The total provision released to the collection fund for 2018/19 has been calculated at £2.165m (£0.643m was added in 2017/18).**

For 2018/19, the total non-domestic rateable value at the year-end is **£112.1m** (£112.7m in 2017/18). The national multipliers for 2018/19 were **48.0p** for qualifying Small Businesses, and the standard multiplier being **49.3p** for all other businesses (46.6p and 47.9p respectively in 2017/18).

Note 4 - Contributions to Collection Fund Surpluses and Deficits

The Council has a statutory requirement to prepare an estimate each January of the surplus or deficit expected to arise at the end of the financial year. In January 2018 it was estimated that the Collection Fund would have a Council Tax surplus of **£0.188m** (£0.236m in January 2017) and a Business Rates surplus of **£1.081m** (£3.074m deficit in January 2017), a combined Collection Fund surplus of **£1.269m** (£2.837m deficit in January 2017) and so the following amounts were due to or from the preceptors in 2018/19:

2017/18 £'000		2018/19 £'000
1,191	City of Lincoln Council	(462)
139	Lincolnshire County Council	(243)
(30)	Police & Crime Comm. Lincolnshire	(24)
1,537	Central Government	(540)
2,837	Total	(1,269)

Note 5 - Council Tax/NNDR Bad Debt Provision and NNDR provision for valuation appeals – Accounting Policy

The Collection Fund account provides for bad debts on arrears on the basis of prior years' experience and current year's collection rates:

2017/18 £'000		2018/19 £'000
690	Balance at 1 st April	670
(236)	Write-offs during year for previous years	(118)
217	Contributions to provisions during year	263
(20)	Net Increase / (Decrease) in Provision	145
670	Balance at 31st March	815

The Council's proportion of these write offs and increase in provision are shown below:

2017/18 £'000		2018/19 £'000
109	Balance at 1 st April	104
(5)	Net Increase / (Decrease) in Provision	20
104	Balance at 31st March	124

The Collection Fund account also provides for bad debts on NNDR arrears:

2017/18 £'000	2018/19 £'000
------------------	------------------

465	Balance at 1 st April		486
(148)	Write-offs during year for previous years	(84)	
169	Contributions to provisions during year	142	
	21	Net Increase in Provision	58
486	Balance at 31st March		544

The Council's proportion of these write offs and increase in provision are shown below:

2017/18 £'000			2018/19 £'000
186	Balance at 1 st April		195
0	Adjustment to % shares due to Pilot status	97	
(59)	Write-offs during year for previous years	(51)	
68	Contributions to provisions during year	85	
	9	Net Increase in Provision	131
195	Balance at 31st March		326

The Collection Fund account also provides for provision for appeals against the rateable valuation set by the Valuation Office Agency (VOA) not settled as at 31st March 2019:

2017/18 £'000			2018/19 £'000
8,285	Balance at 1 st April		7,642
2,471	Additional Provisions made in year	733	
(1,053)	Amounts used in year	(210)	
(2,061)	Unused Amounts reversed in year	(2,688)	
(643)	Net Increase/(Decrease) in Provision		(2,165)
7,642	Balance at 31st March		5,477

The Council's proportion of this provision is shown below:

2017/18 £'000			2018/19 £'000
3,314	Balance at 1 st April		3,057
0	Adjustment to % shares due to Pilot status	1,528	
968	Additional Provisions made in year	440	
(421)	Amounts used in year	(126)	
(804)	Unused Amounts reversed in year	(1,613)	
(257)	Net Increase/(Decrease) in Provision		229
3,057	Balance at 31st March		3,286

**INDEPENDENT AUDITORS' REPORT TO MEMBERS OF CITY OF LINCOLN
COUNCIL**

1 The council's responsibility for sound governance

1.1 Scope of responsibility

City of Lincoln Council must ensure that its business is conducted in accordance with the law and proper standards, and that public money is safeguarded and used economically, efficiently and effectively. The council also has a duty under the Local Government Act 1999 to secure continuous improvement in the way in which its functions are exercised.

Governance is about how we ensure that we are doing the right things, in the right way, for the right people, in a timely, inclusive, open, honest and accountable manner. In discharging this overall responsibility, we must put in place proper governance arrangements to manage our affairs. The council must ensure that there is a sound system of governance (incorporating the system of internal control).

During 2016/17, City of Lincoln Council fundamentally reviewed its governance framework to reflect the new CIPFA/SOLACE Framework. The council updated its own Code of Corporate Governance and following a review of compliance in autumn 2017, updated this further in January 2018 and again in April 2019.

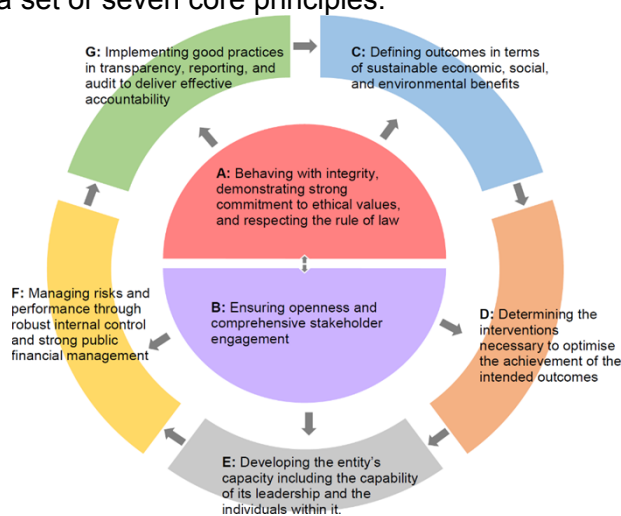
How we are meeting these defined responsibilities is detailed in the Code of Corporate Governance, which is found on our website under your council/information policies & publications/corporate publications. www.lincoln.gov.uk

This Annual Governance Statement details how the city council has complied with its own Code of Corporate Governance over the last year and meets the statutory requirements for all relevant bodies to prepare such a statement.

For a glossary of terms used – see Appendix B

1.2 The new Code of Corporate Governance sets out the documentation, systems and processes by which the authority transparently controls its activities and defines its cultures and values. It enables us to monitor achievement of our strategic objectives and to consider whether these have led to the delivery of appropriate value for money services.

The code is based on a set of seven core principles:



1.3 Responsibility rests within a range of areas – the key ones are detailed in the table below:

KEY ELEMENTS OF COUNCIL'S GOVERNANCE FRAMEWORK

Key elements of the governance framework at City of Lincoln Council are summarised below:

Council, Executive, Leader

- ❖ Provide leadership; set, develop and implement policy
- ❖ Ensure the Vision 2020 strategy is taken forward
- ❖ Develop, adopt and implement the budget framework
- ❖ Support the city's diverse communities and neighbourhoods to thrive

Leadership and decision making

- ❖ All decision meetings held in public (except those identified as 'part B')
- ❖ Decisions recorded on the council's public website
- ❖ Resources directed according to priorities as set out in Vision 2020

Risk management

- ❖ Risk registers identify both operational and strategic risks
- ❖ Strategic risks are considered by CMT and Executive every quarter
- ❖ Internal audit provides independent objective assurance
- ❖ Council's arrangements comply with the requirements of the CIPFA Statement on the Role of the Head of Internal Audit (2010)

Scrutiny and review

- ❖ Scrutiny committees review council policy and can challenge decisions to hold Executive to account
- ❖ Audit and Performance committees review governance, costs vs budget, risk, internal control and delivery of agreed plans
- ❖ Ethics and Engagement Committee and/or Monitoring Officer deals with complaints about, or suspected breaches of member conduct
- ❖ Any two members can hold the Executive to account outside of scrutiny and review by requesting Call-In and reconsideration of an Executive decision.

Corporate Management Team (CMT)

- ❖ The CX is the Head of Paid Service and is responsible for all council staff and for leading an effective Corporate Management Team (CMT)
- ❖ CMT ensures there is clear accountability for the use of resources in achieving desired outcomes for service users and the community
- ❖ The Chief Finance Officer (CFO) is the council's Section 151 Officer and is responsible for safeguarding the council's financial position and securing value for money. The council's financial management arrangements comply with the governance requirements of the CIPFA Statement on the role of Chief Financial Officer in Local Government (2015)
- ❖ The City Solicitor is the council's Monitoring Officer and is responsible for ensuring legality, good governance and promoting high standards of conduct

Outcomes, Vision, Value for Money

The council's governance arrangements underpin our strategic policies and plans to ensure that the council delivers effective, efficient services for its residents and other stakeholders. Vision 2020 (our new strategic plan) provides a clear vision for what is to happen in the period

2017-20120. It is complemented with the council's Annual Report which provides details on achievements each year towards the vision.

The council has a strong Medium Term Financial Strategy (MTFS) which delivers the best use of current assets, whilst also ensuring that the council maximises the use of available government grants

- 1.4 In the following sections, the AGS considers whether the Code has been applied effectively providing commentary on how the framework itself has operated over the last 12 months.

1.5 **CORE PRINCIPLE A: Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of law**

Ethical values, standards and formal codes of conduct are defined in the council's constitution and form the basis for developing our policies, procedures and actions as well as for the behaviour of our members and staff. We have appropriate processes in place to ensure that members and staff are not influenced by prejudice, bias or conflicts of interest when engaging and making decisions with stakeholders, as well as effective systems to protect the staff rights.

All council decisions consider legal and equality implications with support from Legal Services.

Our Audit Committee (which includes an independent member) provides assurance on the adequacy of the internal control environment, by ensuring high standards of conduct are embedded within the council's culture, monitoring governance issues raised and overseeing internal and external audit arrangements.

Activity within Principle A in 2018/19:

- Counter Fraud Strategy/action plan and other counter fraud policies have been reviewed, and training rolled out. The council is involved with the National Fraud Initiative and has a close working relationship with Department for Work & Pensions for Housing Benefit fraud.
- We have undertaken counter fraud projects with the Lincolnshire CF team
- Continued progress on outstanding actions to meet GDPR especially in contracts
- We have rolled out the NETconsent – policy management and compliance system
- Member induction for those new Members elected in May 2018
- We have implemented a Corporate Social Responsibility Charter and registered the council as one of the first members
- We have adopted the cooperatives charter against modern slavery
- We have also produced our first modern slavery statement

Proposed activity for the coming year:

- Member induction for those new Members elected in May 2019
- A review of Pro-contract
- Re-enforce the principles of hospitality guidance

1.6 **CORE PRINCIPLE B: Ensuring openness and comprehensive stakeholder engagement**

The council makes sure our partners, in the private, public and voluntary sector as well individual citizens and service users are engaged in and have full access to information relating to decisions made. We expect reports to decision makers to be open, provide all the necessary material to ensure informed decisions in the best interests of the city and communities, and to have engaged stakeholders and service users in arriving at proposals under consideration.

Activity within Principle B in 2018/19:

- Consultation was conducted in January 2019 on the proposed MTFs for 2019-2024
- Consultation was conducted in December 2018 on the Council Tax Support Scheme
- The council has increased its use of social media to enhance its communications reach
- WGC – Lengthy consultation took place during 2018/19, with multiple focus groups. As a result significant changes are to be made within the transport aspect
- The City of Lincoln is a partner in a group of voluntary sector organisations which has reviewed the Community Cohesion Framework for Lincoln
- Housing undertook the biennial STAR survey in late 2018
- The Citizen’s Panel was extended to 700 members with specific remit of matching the city’s characteristics for age/sex and geographical areas
- Citizens have been involved in consultations on proposals for new residents parking schemes in and around the city centre
- Communication and consultation strategies for all our large scale projects


Proposed activity for the coming year:

- Development and roll out of a new Communications Strategy
- Review of the Consultation and Engagement strategy
- Considering the creation of a Tenants consultation panel

1.7 CORE PRINCIPLE C: Defining outcome in terms of sustainable economic, social, and environmental benefits

Vision 2020 is a three year strategy and delivery plan, developed using an evidence base from the Lincoln City Profile and following wide consultation, with an inclusive vision to deliver Lincoln’s ambitious future. It highlights four priorities for the city, acknowledging that the council cannot deliver everything needed by itself and must work in partnership and collaboration to achieve these ambitious plans. These are:

Together, let’s deliver
Lincoln’s ambitious future



- ▶ Let’s drive economic growth
- ▶ Let’s deliver quality housing

- ▶ Let’s reduce inequality
- ▶ Let’s enhance our remarkable place

These are underpinned by the need to deliver ‘Professional high performing services’

Progress towards achieving the vision, aligned with the key priorities, will be reported to and monitored by senior management and elected members. Service areas within directorates, and under the guidance of assistant directors, are responsible for delivering individual projects to agreed timescales and budgets, with consideration for economic, social and environmental benefits which collectively will achieve our priorities.

Activity within Principle C in 2018/19:

- Approval of the MTFs which is a financial representation of the council’s Vision 2020
- Implementation is well underway on the place strategy for Park Ward/Sincil Bank, highlighted as an area for regeneration. Three key strands of work are underway.
- Plan to be developed for embedding sustainability over the next 3 to 5 years
- Further develop plans for the Western Growth Corridor in partnership – planning application now in situ
- We have started the refresh of the Low Carbon Lincoln Strategy and action plan
- Instigation of a new Lincoln Intervention Team to address ASB issues in the city centre and surrounding areas
- Successful launch of the Lincoln Lottery – raising over £42k for good causes pa

Proposed activity for the coming year:

- To enhance the external appearance of the Lincoln Crematorium to match the professional service delivered to those in need
- Development of the future strategic plan – Vision 2025
- Determination of a direction for the Markets Strategy
- Further progress on Western Growth Corridor

1.8 **CORE PRINCIPLE D: Determining the interventions necessary to optimise the achievement of the intended outcomes**

The council clearly defines its priorities and plans which are aimed at delivering the outcomes it intends. Service plans are in place for all directorates with key projects listed separately. All projects are subject to the Lincoln Project Management Model (LPMM), through which we continuously assess the risks of not fully delivering plans and ensure that there are mitigating actions in place to support the achievement of intended outcomes.

The council's financial management arrangements ensure that there is adequate resource available to deliver plans. The council reviews progress against delivering those outcomes through its performance management framework.

Activity within Principle D in 2018/19:

- Implementation of the new Capital Programme Group to ensure financial responsibilities in all capital projects is conducted correctly
- A new training programme for all staff either managing or taking part in projects has been rolled out as part of the LPMM changes
- A transformation Manager has been appointed to commence work on the One Council project
- The TFS programme Team has identified a phase 6 programme to meet the increased MTFS savings target
- A new Property Investment Strategy is in place to ensure our commercial purchases are done in an appropriate manner

Proposed activity for the coming year:

- Commencement of the One Council programme
- Conduct a PIR on the effects of the changes from SPIT to CPG – one year on

1.9 **CORE PRINCIPLE E: Developing the entity's capacity, including the capability of its leadership and the individuals within it**

The council ensures a management structure that provides leadership and creates the opportunity for staff to work effectively and efficiently to achieve the council objectives. A newly developed People Strategy will ensure the workforce has the necessary skills and behaviours to deliver the vision for the city, and is effectively engaged to champion the council's priorities. Partnership working extends the capacity for key projects beyond the council's own resource and is embedded within the Vision 2020 objectives.

Activity within Principle E in 2018/19:

- Continued roll out of People Strategy demonstrating plans to develop capability and capacity. Two defined lead roles now in operation around performance and staff wellbeing.
- More HR policies have been reviewed with training delivered to managers
- A further review of Directorate structures following the retirement of the Housing Director in April 2018 resulting in a new structure
- Commenced HR line management briefings

Proposed activity for the coming year:

- PIR to be conducted on the changed senior management structure
- People Strategy to continue to roll out new activities for example a Staff engagement Strategy
- Needs analysis to be completed on Leadership Development
- New staff charter – consultation and then implementation

1.10 CORE PRINCIPLE F: Managing risks and performance through robust internal control and strong public financial management

The council recognises the need to implement an effective performance management system that will allow us to deliver services effectively and efficiently. We understand that risk management, internal control and strong financial management are essential for us to achieve our objectives and we have put appropriate arrangements in place.

The financial audit identified material errors in the DRAFT financial statements, which were corrected in the published version, for which an unqualified opinion was given. The errors were reported in the September 2017 ISA260 report to the Authority. It was acknowledged that this was due to unprecedented staffing difficulties faced by the finance team during the closedown process and in the first half of the 2017. Management agreed to the report recommendations and ensured that the arrangements and working papers for the 2017/18 accounts would be robust and effective.

Activity within Principle F in 2018/19:

- Continued use of the risk process ‘Risk Appetite’ methodology and toolkit, with an update in 2018 to include the 5th category of “opportunist”

The External auditor issued an unqualified opinion on the authority’s final statement of accounts

- Reductions in the central government funding have been mitigated by a successful savings and income generation programme – a key aspect of which is the new Property Acquisition arm of the Asset Optimisation plan.
- The introduction of NETconsent to minimise the risk of non-compliance to policy
- The council moved from KPMG (external auditors) to Mazzars during 2018/19

Proposed activity for the coming year:

- Partnership guidance to be updated and re-issued - AD’s to develop a list of ALL partnerships/joint working in their areas as a minimum
- Increase the level of purchase order usage across the authority to ensure full control

1.11 CORE PRINCIPLE G: Implementing good practices in transparency, reporting, and audit to deliver effective accountability.

The council recognises that effective accountability is concerned not only with reporting on actions completed but ensuring stakeholders are able to understand and respond as the council plans and carries out its activities in an open, transparent and proportionate manner. Performance is managed under the principles of the Performance Management Framework

Activity within Principle G in 2018/19:

- Improvements made to the website, including more self-serve options – through 2018/19
- Communications team has increased coverage of new developments, changes etc. through social media as well as the more traditional channels
- Development of a new performance management system approved by CMT in

December 2017 has progressed well with the aim of producing data from it in Q1 2019/20

Proposed activity for the coming year:

- The next aim is to improve the culture of performance across the organisation and the use of data to manage services
- The Lincoln Performance Management Framework will be reviewed in 2019/20
- Develop a new web option to replace our existing website

2 Review of effectiveness of the governance framework

We undertook an assessment of the council's governance framework during 2018/19 - summary details are outlined above.

We reviewed key governance areas and assurances to identify any significant governance issues.

The Head of Internal Audit is required annually to give an opinion on the overall adequacy of and effectiveness of the Council's governance, risk and control framework and therefore the extent to which the Council can rely on it.

For 2018/19 substantial (green) assurance was provided over governance, risk management and internal control.

Supporting this assessment is the detailed work undertaken by Internal Audit during the course of the year. Whilst this identified a number of minor issues none were considered significant enough to highlight any significant governance issues. There was one limited assurance report on IT applications. Appropriate corrective action has been agreed to address internal audit findings and progress against delivery of the resultant actions plans is reported to and monitored routinely by the Council's Audit Committee.

3 Level of assurance provided

We can provide a high level of assurance that the governance arrangements operating at City of Lincoln Council, in line with our Code of Corporate Governance are appropriate, fit for purpose and working well in practice.

4 Status of significant governance issues monitored from 2017-18

The council has regularly monitored its 2017 -18 significant governance issue through senior management and the Audit Committee during 2018/19:

Issues that have been significantly progressed and now can be removed:

- **Information Management GDPR:** During 2018/19 significant progress was made towards achieving the aim of being fully compliant with General Data Protection Regulation (GDPR). This is now embedded within services, but our DPO continues to ensure that compliance to process is ongoing.

5 Significant governance issues identified from 2018-19

New significant issues identified – One issue was identified for monitoring:

- **The Disaster Recovery plan in place for IT arrangements** is not sufficiently aligned with the Business Continuity plans that are currently in place for restoring key services in terms of IT needs

There is an action plan in place for addressing this significant issue and this will be reported regularly to Audit Committee

Those lesser concerns that were raised during the process will be passed to the High Performing Services Board and monitored quarterly and reported to Performance scrutiny through the High Performing Services report

6 Conclusion

The council's governance arrangements are under continual review and refinement. The council will monitor improvement plans for its significant governance issue quarterly and report progress in the next annual review.

Signed



Leader (Cllr Ric Metcalfe) **Date: 23rd May 2019**



Signed

Chief Executive (Mrs Angela Andrews) **Date: 23rd May 2019**

AAA FITCH RATING

Highest credit quality - 'AAA' ratings denote the lowest expectation of credit risk. They are assigned only in case of exceptionally strong capacity for timely payment of financial commitments. This capacity is highly unlikely to be adversely affected by foreseeable events.

AA FITCH RATING

Very high credit quality - 'AA' ratings denote a very low expectation of credit risk. They indicate very strong capacity for timely payment of financial commitments. This capacity is not significantly vulnerable to foreseeable events. The modifier "+" or "-", may be appended to the rating to denote relative status within the category.

A FITCH RATING

High credit quality - 'A' ratings denote a low expectation of credit risk. The capacity for timely payment of financial commitments is considered strong. This capacity may, nevertheless, be more vulnerable to changes in circumstances or in economic conditions than is the case for higher ratings. The modifier "+" or "-", may be appended to the rating to denote relative status within the category.

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.

ACCRUALS

Sums included in the final accounts to recognise revenue and capital income and expenditure earned or incurred in the financial year, but for which actual payment had not been received or made as at 31 March.

ACTUARIAL GAINS AND LOSSES

For a defined benefit pension scheme, the changes in actuarial surpluses or deficits that arise because:

- Events have not coincided with the actuarial assumptions made for the last valuation (experience gains and losses); or
- The actuarial assumptions have changed

ASSET

An item having value to the Council in monetary terms. Assets are categorised as either current or fixed:

- A current asset will be consumed or cease to have material value within the next financial year (e.g. cash and stock);
- A fixed asset provides benefits to the Council and to the services it provides for a period of more than one year and may be tangible e.g. a community centre, or intangible, e.g. computer software licences.

AUDIT OF ACCOUNTS

An independent examination of the Council's financial affairs.

BALANCE SHEET

A statement of the recorded assets, liabilities and other balances at the end of the accounting period.

BORROWING

Government support for capital investment is described as either Supported Capital Expenditure (Revenue) known as SCE(R) or Supported Capital Expenditure (Capital Grant) known as SCE(C). SCE can be further classified as either Single Capital Pot (SCP) or ring-fenced.

BUDGET

The forecast of net revenue and capital expenditure over the accounting period.

CAPITAL EXPENDITURE

Expenditure on the acquisition of a fixed asset, which will be used in providing services beyond the current accounting period, or expenditure which adds to and not merely maintains the value of an existing fixed asset.

CAPITAL FINANCING

Funds raised to pay for capital expenditure. There are various methods of financing capital expenditure including borrowing, leasing, direct revenue financing, usable capital receipts, capital grants, capital contributions, revenue reserves and earmarked reserves.

CAPITAL PROGRAMME

The capital schemes the Council intends to carry out over a specific period of time.

CAPITAL RECEIPT

The proceeds from the disposal of land or other assets. Proportions of capital receipts can be used to finance new capital expenditure, within rules set down by the Government but they cannot be used to finance revenue expenditure.

CLAW-BACK

Where average council house rents are set higher than the Government's prescribed average limit rent, used in the calculation of rent rebates, the percentage difference reduces the amount of rent rebate subsidy due to the Council, i.e. it is "clawed-back" by the Government.

CIPFA

The Chartered Institute of Public Finance and Accountancy.

COLLECTION FUND

A separate fund that records the income and expenditure relating to Council Tax and non-domestic rates.

COMMUNITY ASSETS

Assets that the Council intends to hold in perpetuity, that have no determinable useful life and that may have restrictions on their disposal. Examples of community assets are parks and historical buildings.

COMPREHENSIVE INCOME AND EXPENDITURE STATEMENT

The statement that shows the accounting cost in the year of providing services in accordance with generally accepted accounting practices, rather than the amount funded from taxation. The Council raises taxation to cover the cost of expenditure in accordance with regulations; this may be different from the accounting cost. The taxation position is shown in the Movement in Reserves Statement.

CONSISTENCY

The concept that the accounting treatment of like items within an accounting period and from one period to the next are the same.

CONTINGENT ASSET

A contingent asset is 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 contingent liability is 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 local authorities engage in specifically because they are elected, multi-purpose authorities. The costs 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. There is therefore no logical basis for apportioning these costs to services.

CREDITOR

Amount owed by the Council for work done, goods received or services rendered within the accounting period, but for which payment has not been made by the end of that accounting period.

CURRENT SERVICE COST (PENSIONS)

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

DEBTOR

Amount owed to the Council for works done, goods received or services rendered within the accounting period, but for which payment has not been received by the end of that accounting period.

DEFERRED CHARGES

Expenditure which can be properly deferred (i.e. treated as capital in nature), but which does not result in, or remain matched with, a tangible asset. Examples of deferred charges are grants of a capital nature to voluntary organisations.

DEFINED BENEFIT PENSION SCHEME

Pension schemes in which the benefits received by the participants are independent of the contributions paid and are not directly related to the investments of the scheme.

DEPRECIATION

The measure of the cost of wearing out, consumption or other reduction in the useful economic life of the Council's assets during the accounting period, whether from use, the passage of time or obsolescence through technical or other changes.

DISCRETIONARY BENEFITS (PENSIONS)

Retirement benefits, which the employer has no legal, contractual or constructive obligation to award and are awarded under the Council's discretionary powers such as the Local Government (Discretionary Payments) Regulations 1996.

EQUITY

The Council's value of total assets less total liabilities.

EVENTS AFTER THE BALANCE SHEET DATE

Events after the Balance Sheet date are those events, favourable or unfavourable, that occur between the Balance Sheet date and the date when the Statement of Accounts is authorised for issue.

EXCEPTIONAL ITEMS

Material items which derive from events or transactions that 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 of the accounts.

EXPECTED RETURN ON PENSION ASSETS

For a funded defined benefit scheme, this is the average rate of return, including both income and changes in fair value but net of scheme expenses, which is 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 prior period items merely because they relate to a prior period.

FAIR VALUE

The fair value of an asset is the price at which it could be exchanged in an arm's length transaction less, where applicable, any grants receivable towards the purchase or use of the asset.

FAIR VALUE INPUT LEVELS

Basis for recurring fair value measurements:

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

FINANCE LEASE

A lease that transfers substantially all of the risks and rewards of ownership of a fixed asset to the lessee.

GOING CONCERN

The concept that the Statement of Accounts is prepared on the assumption that the Council will continue in operational existence for the foreseeable future.

GOVERNMENT GRANTS

Grants made by the Government towards either revenue or capital expenditure in return for past or future compliance with certain conditions relating to the activities of the Council. These grants may be specific to a particular scheme or may support the revenue spend of the Council in general.

HOUSING BENEFITS

A system of financial assistance to individuals towards certain housing costs administered by authorities and subsidised by Central Government.

HOUSING REVENUE ACCOUNT (HRA)

A separate account to the General Fund, which includes the income and expenditure arising from the provision of housing accommodation by the Council.

IMPAIRMENT

A reduction in the value of a fixed asset to below its carrying amount in the Balance Sheet.

INCOME AND EXPENDITURE ACCOUNT

The revenue account of the Council that reports the net cost for the year of the functions for which it is responsible and demonstrates how that cost has been financed from precepts, grants and other income.

INFRASTRUCTURE ASSETS

Assets belonging to the Council that cannot be transferred or sold, on which expenditure is only recoverable by the continued use of the asset created. Examples are highways, footpaths and bridges.

INTANGIBLE ASSETS

An intangible (non-physical) item may be defined as an asset when access to the future economic benefits it represents is controlled by the reporting entity. This Council's intangible assets comprise computer software licences.

INTEREST COST (PENSIONS)

For a defined benefit scheme, the expected increase during the period of the present value of the scheme liabilities because the benefits are one period closer to settlement.

INVESTMENTS (PENSION FUND)

The investments of the Pension Fund will be accounted for in the statements of that fund. However, authorities are also required to disclose, as part of the disclosure requirements relating to retirement benefits, the attributable share of the pension scheme assets associated with their underlying obligations.

LIABILITY

A liability is where the Council owes payment to an individual or another organisation.

- A current liability is an amount which will become payable or could be called in within the next accounting period, e.g. creditors or cash overdrawn.
- A deferred liability is an amount which by arrangement is payable beyond the next year at some point in the future or to be paid off by an annual sum over a period of time.

LIQUID RESOURCES

Current asset investments that are readily disposable by the Council without disrupting its business and are either:

- Readily convertible to known amounts of cash at or close to the carrying amount; or
- Traded in an active market

LONG-TERM CONTRACT

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 to substantially complete the contract is such that the contract activity falls into more than one accounting period.

MATERIALITY

The concept that the Statement of Accounts should include all amounts which, if omitted or mis-stated, could be expected to lead to a distortion of the financial statements and ultimately mislead a user of the accounts.

MINIMUM REVENUE PROVISION (MRP)

The minimum amount which must be charged to the revenue account each year in order to provide for the repayment of loans and other amounts borrowed by the Council.

NET BOOK VALUE

The amount at which assets are included in the Balance Sheet, i.e. their historical costs or current value less the cumulative amounts provided for depreciation.

NET DEBT

The Council's borrowings less cash and liquid resources.

NON-DISTRIBUTED COSTS

These are overheads for which no user now benefits and as such are not apportioned to services

NATIONAL NON-DOMESTIC RATES (NNDR)

The National Non-Domestic Rate is a levy on businesses, based on a national rate in the pound set by the Government and multiplied by the assessed rateable value of the premises they occupy. It is collected by the Council on behalf of Central Government and then redistributed back to support the cost of services.

NON-OPERATIONAL ASSETS

Assets held by the Council but not directly occupied, used or consumed in the delivery of services. Examples are investment properties, assets under construction or assets surplus to requirements pending sale or redevelopment.

OPERATING LEASE

A lease where the ownership of the fixed asset remains with the lessor.

OPERATIONAL ASSETS

Assets held and occupied, used or consumed by the Council in the pursuit of its strategy and in the direct delivery of those services for which it has either a statutory or discretionary responsibility.

PAST SERVICE COST (PENSIONS)

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.

PENSION SCHEME LIABILITIES

The liabilities of a defined benefit pension scheme for outgoings due after the valuation date. Scheme liabilities measured during the projected unit method reflect the benefits that the employer is committed to provide for service up to the valuation date.

PRECEPT

The levy made by precepting authorities on billing authorities, requiring the latter to collect income from Council Tax on their behalf.

PRIOR YEAR ADJUSTMENT

Material adjustments applicable to previous years arising from changes in accounting policies or from the correction of fundamental errors. This does not include normal recurring corrections or adjustments of accounting estimates made in prior years.

PROVISION

An amount put aside in the accounts for future liabilities or losses which are certain or very likely to occur but the amounts or dates of when they will arise are uncertain.

PUBLIC WORKS LOAN BOARD (PWLB)

A Central Government Agency, which provides loans for one year and above to authorities at interest rates only slightly higher than those at which the Government can borrow itself.

RATEABLE VALUE

The annual assumed rental of a hereditament, which is used for NNDR purposes.

RELATED PARTIES

There is a detailed definition of related parties in FRS 8. For the Council's purposes related parties are deemed to include the Council's members, the Chief Executive, its Directors and their close family and household members.

RELATED PARTY TRANSACTIONS

The Code requires the disclosure of any material transactions between the Council and related parties to ensure that stakeholders are aware when these transactions occur and the amount and implications of such.

REMUNERATION

All sums paid to or receivable by an employee and sums due by way of expenses allowances (as far as those sums are chargeable to UK income tax) and the money

value of any other benefits received other than in cash. Pension contributions payable by the employer are excluded.

RESERVES

The accumulation of surpluses, deficits and appropriations over past years. Reserves of a revenue nature are available and can be spent or earmarked at the discretion of the Council. Some capital reserves such as the fixed asset restatement account cannot be used to meet current expenditure.

RESIDUAL VALUE

The net realisable value of an asset at the end of its useful life.

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.

REVENUE EXPENDITURE

The day-to-day expenses of providing services.

REVENUE SUPPORT GRANT

A grant paid by Central Government to authorities, contributing towards the general cost of their services.

STOCKS

Items of raw materials and stores a Council has procured and holds in expectation of future use. Examples are consumable stores, raw materials and products and services in intermediate stages of completion.

TEMPORARY BORROWING

Money borrowed for a period of less than one year.

TRUST FUNDS

Funds administered by the Council for such purposes as prizes, charities, specific projects and on behalf of minors.

USEFUL ECONOMIC LIFE (UEL)

The period over which the Council will derive benefits from the use of a fixed asset.

WORK IN PROGRESS (WIP)

The cost of work performed on an uncompleted project at the Balance Sheet date, which should be accounted for.

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SUBJECT: INTERNAL AUDIT PROGRESS REPORT

REPORT BY: JOHN SCOTT, AUDIT MANAGER

LEAD OFFICER: JOHN SCOTT, AUDIT MANAGER

1. Purpose of Report

- 1.1 To present the Internal Audit Progress Report to the Audit Committee, incorporating the overall position reached so far, and summaries of the outcomes of audits completed during the period.

2. Executive Summary

- 2.1 The report highlights progress against the audit plan.

3. Background

- 3.1 A key requirement of public sector internal audit standards is that Internal Audit should report progress periodically to those charged with governance. The Audit Committee has within its terms of reference the responsibility for receiving a regular progress report from Internal Audit on the delivery of the Internal Audit Plan. The latest progress report for 2019-20 is attached as the appendix to this report.

3.2 Internal Audit Progress Report

- 3.3 The Internal Audit progress report attached (Appendix A) covers the following areas :-
- Progress against the plan
 - Summary of Audit work
 - Implementation of Audit recommendations
 - Current areas of interest relevant to the Audit Committee

4. Organisational Impacts (nb. Finance, Legal and E & D sections below are mandatory, others to be completed only where there is an impact)

- 4.1 Finance (including whole life costs where applicable)

There are no direct financial implications arising as a result of this report.

- 4.2 Legal Implications including Procurement Rules

There are no direct legal implications arising as a result of this report.

4.3 Equality, Diversity & Human Rights (including the outcome of the EA attached, if required)

There are no direct E and D implications arising as a result of this report.

5. Recommendation

5.1 Audit Committee is asked to note the content of the latest Internal Audit Progress Report for 2018-19 and consider whether any of the following options are relevant :-

- Report and make recommendations to the Executive if they feel it appropriate
- Refer any matter under review they feel appropriate to the relevant Portfolio Holder, Scrutiny Chair or Committee
- Seek responses from Officers on matters arising (written or verbal) to be submitted to the next Audit Committee on any of the issues raised within this report or associated Appendices. Members may further wish to request the presence of the relevant Managers at the meeting to explain performance / specific issues.
- Accept the report and continue to monitor arrangements

Key Decision No

Do the Exempt Information Categories Apply? No

Call in and Urgency: Is the decision one to which Rule 15 of the Scrutiny Procedure Rules apply? No

How many appendices does the report contain? One

List of Background Papers:

Lead Officer: Audit Manager Telephone 873321



City of Lincoln Council

Appendix A

Progress Report – July 2019



Introduction	1
Key Messages	2 - 4
Internal Audit work completed May – July	5
Other Significant Work	6
Audits in Progress	7
Audit Recommendations	8
Performance Information	10
Other matters of interest	11
Appendices	
Appendix 1 – Details of Limited or Low Assurance Reports	
Appendix 2 – Internal Audit Plan & Schedule 2019/20	
Appendix 3 – Assurance Definitions	
Appendix 4 – Performance Details	

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For all your assurance needs

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Introduction

1. The purpose of this report is to:
 - Advise of progress made with the Audit Plan
 - Provide details of the audit work undertaken since the last progress report.
 - Provide details of the current position with agreed management actions in respect of previously issued reports
 - Raise any other matters that may be relevant to the Audit Committee role

Key Messages

2. The 2018/19 Audit Plan is almost complete. The outstanding audits are all at draft report stage and will be finalised as soon as possible - see section 7 for details.
3. The 2019/20 Audit Plan has been started - see section 7 for details.
4. There is an update on audit reports reaching one year old which have outstanding recommendations – see section 10 for a summary and a separate report for the details.

Internal Audit Reports Completed May - July

5. The following final reports have been issued since the last progress report;

High Assurance	Substantial Assurance	Limited Assurance	Low Assurance	Consultancy / Advice
Emerging Legislation	Information Management & GDPR Procurement	None	None	None

Note: The Audit Committee should note that the assurance expressed is at the time of issue of the report but before the full implementation of the agreed management action plan. Definitions levels are shown in Appendix 4.

Below are summaries of the audit reports issued.

Emerging Legislation – High Assurance

Our review provides high assurance that the Council has effective mechanisms in place for identifying emerging legislation. We have given high assurance based on the management of risk and application of controls being effective

- All service managers regularly scan and review various resources to ensure that they are identifying emerging legislation
- Managers were aware of the legislation and regulations identified as part of this review
- Directorates have meetings where current or new legislation is discussed.
- Legal services provide an additional layer of scanning, support and information.
- A 'Horizon Scanning' Document is produced by the policy team and circulated to all AD's CMT/CLT and now Service Managers.

Information Management & GDPR – Substantial Assurance

The Data Protection Act 2018 replaced the previous 1988 Data Protection Act and on 25th May 2018 the EU General Data Protection Regulation (GDPR) became applicable. The Council has to be compliant with both pieces of legislation.

The purpose of the audit is to provide independent assurance on the work undertaken to implement the new legislation and the operation of the Council's Information Management Framework. The audit looked at;

- Compliance with specific regulatory requirements (i.e, identification and management of personal data, governance, policies & procedures, training, information sharing agreements, contracts, privacy notices, breach reporting mechanisms, Subject Access Requests, now referred to as Data Subject Requests)
- Roles and responsibilities (officers and Members)
- Monitoring and reporting

Processes for dealing with Freedom of Information requests was not examined in detail.

We have given an overall Substantial assurance on the arrangements as many aspects are in place and operating as expected. However, we have identified a number of improvements that are required to fully comply with the regulations.

We found that;

- The key roles of the Council's Information Management Framework are all fulfilling their responsibilities.
- The Council has a full range of IM Policies which were approved in 2018 and due for review in 2020.
- There is an IG-GDPR Action Plan which contains all of the work areas required to comply with the DPA 2018 and the GDPR. We have recommended that the Action Plan is replaced by a risk register so that key actions and other IM risks are given the appropriate attention. Some of the current key actions are;

- Data Protection Impact Assessments – IAO checklists are not highlighting any issues but the DPO is concerned that take up is low. This concern will be highlighted and communicated to IAOs
 - Contracts – a lot of work has been done to establish a comprehensive contracts register which has resulted in a significant number of contracts (100+) requiring review and negotiation to ensure GDPR compliance. Contracts relating to areas containing personal data have already been reviewed as a priority but using existing resources will take over a year to complete the remaining work. Additional administrative resources will be looked into.
 - Records Management and Retention & Disposal – retention & disposal schedules are in place but limited work is being done corporately regarding email storage, file storage, deleting data beyond retention, file naming, use of Authority Wide, etc. The profile of this area will be raised and a records management action plan produced.
 - Training – all staff and Members were required to have IM training every two years but this was recently changed to annually. As at March 2019 training had been delivered to 89%, with some still to be trained (it will never be 100% due to long term sickness and starters / leavers). The outstanding training has now been completed and a programme of annual refresher training is to commence shortly. Specific training for the SIRO is being arranged.
 - Record of Processing Activities. An asset register has been compiled and work is being undertaken to develop a more efficient process for maintaining and updating it.
- Progress on the Action Plan items is dependent on the DPO and the IAO's but the majority of the work relating to this area requires the DPO's expertise. Some additional resource was recently found to assist the DPO with administrative tasks but the officer has now left.
 - Information Asset Owners (service managers and team leaders) are a key part of the framework and are required to complete a checklist to enable the Data Protection Officer to assess compliance with the key elements of the data protection laws. Checklists were distributed to 46 IAO's in July 2018 for completion by September 2018 and five were outstanding at the end of March 2019, despite reminders. The DPO is working with the IG Board and the SIRO to complete this task and currently two remain outstanding.
 - The Council's website contains comprehensive Data Protection and Privacy Notice information.
 - A data breach notification process is in place and works well. Documentation is being retained in accordance with the required retention period.
 - A process is in place to respond to Subject Access Requests (Data Subject Requests) in the required timeframe (one month). Documentation should be retained for two years but this was not being applied consistently; this has now been addressed.

Further areas for improvement identified were;

- Access to network drives for internal movers needs to be reviewed. This has been highlighted to the Service Managers Forum for appropriate action across the authority.

- Roles and responsibilities. The IG Board is currently Assistant Directors only but the profile is to be raised to include Directors and the Chief Executive.

Procurement – Substantial Assurance

This review seeks to provide assurance on;

- Compliance with Contract Procedure Rules for procuring goods, services and works subject to OJEU procurement rules
- The use of frameworks to deliver procurements
- Delivery of the social value policy and its outcomes

We found that:

- Staff managing the procurements were aware of Contract Procedure Rules and all consulted the Procurement Manager to ensure they were following the correct procurement route.
- Staff were also aware of the supporting Social Value Policy, for the smaller contracts application of the Policy was not a major consideration, but for the larger contracts it was a feature of the specification.
- Of the five procurements through framework agreements, three made a direct purchase from the frameworks, which complies with Contract Procedure Rules. Depending on the type of framework being used it is also allowable to undertake a mini competition from the framework asking several suppliers to submit bids which can provide assurance of best price and quality. Two of the procurements followed this process. It is important that when using the framework process value for money continues to be a consideration.
- Justification and approval for all procurements was found to be in place.
- Where competition took place quality and price criteria were set to ensure the best mix of quality and effectiveness for the goods or services being purchased. There was evidence of an evaluation process taking place with adequate separation of duties.
- All relevant contracts reviewed were compliant with OJEU requirements.

We have made two recommendations to help strengthen control:

- Management review and sign off of specifications above an identified price level to help ensure requirements are clear leading to procurement of the right quality and type of goods or service
- Development of a uniform retention process for procurement records supported by an assurance process that records are retained in line with retention requirements and that contracts are lodged with Legal Services in line with Contract Procedure Rules

Other Significant Work

6. Updates on other significant work;

De Wint Court

Internal Audit continue to provide project risk management support for the feasibility group.

Counter Fraud

An Annual Fraud report for 18/19 is being submitted to the Audit Committee in July 2019

The following work is currently underway for 2019/20;

- National Fraud Initiative 2019 – the data matches have been received and work has commenced on their review.
- Housing Tenancy Fraud – data matching results have been received and are being examined
- Counter Fraud training – training has been obtained through the Assurance Lincolnshire partnership and has been rolled out to all staff and members – this will continue
- Friends against scams project
- Money laundering risk assessment

Housing Benefit Subsidy testing

Detailed testing on 59 claims on behalf of the External Auditor is almost complete.

ICT Assurance mapping

This is an extension of our Combined Assurance work concentrating on ICT

Housing Allocations

We have completed some risk register work with officers on housing serious offenders.

Plan Amendment

The 2019/20 Plan includes an allocation of 10 days to complete 2018/19 audits however this work is taking longer than expected. The balance will likely come from postponing one or two planned audits. Plan changes will be discussed with the S151 Officer and brought back to the next Committee in September. In any case, we plan to do a detailed review of the audit plan in September.

Audits in Progress

7. The following 2018/19 audits are in progress;

- Values & Behaviours – nearing completion; further workshops to be completed
- Vision 2020 project management – report being agreed
- Partnership governance – in progress
- Boutham Park restoration – report being agreed
- Fire risk (high rise) – report being agreed

The following 2019/20 audits are in progress:

- Recruitment – fieldwork in progress
- Improvements to Sports Facilities - fieldwork in progress
- Housing Rents – being prepared

Audit Recommendations

8. There is a formal process for tracking Internal Audit recommendations; they are recorded on a monitoring spreadsheet which management can record progress updates on at any time. Performance DMT's and Portfolio Holders monitor progress quarterly. On a monthly basis Internal Audit monitor recommendations becoming due.

9. A separate report is provided on outstanding audit recommendations

Performance Information

10. Our performance is measured against a range of indicators and is shown at Appendix 4. There are no concerns in any areas.

Other Matters of Interest

11. The Surveillance Camera Commissioner has written to all local authorities to advise that they will be doing a survey of all authorities this year to check compliance (all CCTV systems). There is a SCC self-assessment available.

Committee on Standards in Public Life published a report on their review of standards arrangements in English local authorities. A report was taken to the Ethics and Engagement Committee in March 2019.

Appendix 1 – Details of Limited / Low Assurance Reports

There are none.

Appendix 2 – Audit Plan Schedule 2019/20

Area	Indicative Scope	Planned Start Date	Actual Start Date	Final Report Issued	Current Status / Assurance Opinion
Chief Executive - Critical Activities					
Payroll	Risk Based Audit.	Q3			
Apprentice scheme	Financial arrangements	Q3-4			
Recruitment process	Internal promotions and external recruitment	Q1	June		In progress
Scrutiny	Scrutiny committee operation & training of Members	Q3			
Treasury Management	Investments & borrowing	Q2			
Efficiency Savings	Programme and project arrangements	Q2			
Housing and Regeneration - Critical Activities					
Housing Allocations	Accuracy & processing arrangements on the new IT system.	Q4			
Housing Allocations	New Build allocations process	Q2			
Homelessness	Implementation of the Homelessness Reduction Act	Q3			
Housing Repairs	Interaction between reactive repairs and planned maintenance	Q3			
Housing Strategy	Implementation of the Housing Strategy including links with Major Developments	Q4			
Rental income	Risk based audit, to include Universal Credit impacts.	Q2	July		Being prepared
Housing ASB	Advice work –budget	Q1	April	June	Completed
Communities & Environment - Critical Activities					
Performance Management	Operation of the new PM system.	Q4			
Community Safety	City Centre intervention, safeguarding & licensing	Q2-3			
Private Sector Housing follow up	Follow up of 17/18 HMO work plus Private Sector Housing in general	Q2			
Sport & Leisure pitches	Contract review	Q2	June		In progress

Major Developments - Critical Activities					
Growth & Regeneration	Strategies, investment, partnerships, infrastructure.	Q3-4			
Financial & Governance					
Welfare Reform	Universal Credit roll out & the provision of welfare advice	Q2-3			
Counter Fraud	Liaise with the Lincolnshire Counter fraud partnership	Q1-4			
Counter Fraud	Fraud Strategy Actions	Q1-4			In progress
Counter Fraud	Counter Fraud Health Check	TBA			
Counter Fraud	Tenancy Fraud (matches)	Q1-4			In progress
Counter Fraud	Friends Against Scams	Q1/2			In progress
Counter Fraud	Money Laundering risk assessment	TBA			In progress
Counter Fraud	6/12 month reports	TBA			12 month report July 19
Counter Fraud	Policy reviews	TBA			
Counter Fraud	Fraud Training (continuation)	Q1/2			In progress
Counter Fraud	NFI data matching	Q1-4			In progress
Counter Fraud	Fraud risk register update	Q3			
Counter Fraud	Identity fraud	Q2			
Governance and Risk					
Governance	Key controls for annual assurance	Q3			
Risk Management	Key controls for annual assurance	Q4			
Information Management & Technology					
ICT	Assurance mapping	Q1-2			In progress
ICT	Strategy, Leadership & Infrastructure Planning	TBC			
ICT	Project & programme management	TBC			
ICT	Code of Connection for 3 rd party suppliers	TBC			
ICT	Information security (incidents & business continuity/IT DR)	TBC			
Projects					
Western Growth	Programme governance / project management arrangements	Q2/3			
De Wint Court	Project & contract arrangements	Q1-4			Contract Audit Q3/4

Consultancy / VFM / No-opinion review					
Refuse & Recycling	Work being done to assess the future direction	TBC			
Brexit	Assist with risk & control issues as part of a working group	Q1-2			
Emerging legislation / policy	Preparation for new and emerging legislation / policy	Q1			Merged with work from 2018/19 Full Assurance
Other work					
Follow up work	Assurance that actions from previous audits have been implemented	Q1-4			AC report July 2018
Combined Assurance	Update the assurance map	Q3/4			
2018/19 audits	Completion of audits brought forward	Q1	April		Majority are at report agreement stage
Contingency	Contingency				
Advice & management, reactive investigations	As area	Q1-Q4			Ongoing
	Housing serious offenders - risk assessment	Q1	June	June	Completed
	De Wint - risk management support	Q1/2	April		Ongoing
Annual Internal Audit Report	Report for 2018/19	Q1	April	May	Completed. To Audit Cttee June 19
Audit Committee	Audit Committee support	Q1-Q4			Ongoing
IA Strategy and Plan	New Plan for 2020/21	Q4			
Housing Benefit Subsidy					
Detailed testing on behalf of External Audit	2018/19 Subsidy claim	Q1-2	May		In progress

Appendix 3- Assurance Definitions¹

<p>High Assurance</p>	<p>Our critical review or assessment on the activity gives us a high level of confidence on service delivery arrangements, management of risks, and the operation of controls and / or performance.</p> <p>The risk of the activity not achieving its objectives or outcomes is low. Controls have been evaluated as adequate, appropriate and are operating effectively.</p>
<p>Substantial Assurance</p>	<p>Our critical review or assessment on the activity gives us a substantial level of confidence (assurance) on service delivery arrangements, management of risks, and operation of controls and / or performance.</p> <p>There are some improvements needed in the application of controls to manage risks. However, the controls have been evaluated as adequate, appropriate and operating sufficiently so that the risk of the activity not achieving its objectives is medium to low.</p>
<p>Limited Assurance</p>	<p>Our critical review or assessment on the activity gives us a limited level of confidence on service delivery arrangements, management of risks, and operation of controls and / or performance.</p> <p>The controls to manage the key risks were found not always to be operating or are inadequate. Therefore, the controls evaluated are unlikely to give a reasonable level of confidence (assurance) that the risks are being managed effectively. It is unlikely that the activity will achieve its objectives.</p>
<p>Low Assurance</p>	<p>Our critical review or assessment on the activity identified significant concerns on service delivery arrangements, management of risks, and operation of controls and / or performance.</p> <p>There are either gaps in the control framework managing the key risks or the controls have been evaluated as not adequate, appropriate or are not being effectively operated. Therefore the risk of the activity not achieving its objectives is high.</p>

¹ These definitions are used as a means of measuring or judging the results and impact of matters identified in the audit. The assurance opinion is based on information and evidence which came to our attention during the audit. Our work cannot provide absolute assurance that material errors, loss or fraud do not exist.

Appendix 4 - Performance Details 2019/20 Planned Work

Performance Indicator	Annual Target	Profiled Target	Actual
Percentage of plan completed.	100%	25% end June 50% end Sept 75% end Dec 100% end Mar	24%* *Contingencies used
Percentage of key financial systems completed.	100%	100% end Mar	No 2019/20 audits have been completed yet.
Percentage of recommendations agreed.	100%	100%	No 2019/20 audits have been completed yet.
Percentage of High priority recommendations due implemented.	100% or escalated	100% or escalated	No 2019/20 audits have been completed yet.
<p>Timescales:</p> <p>Draft report issued within 10 working days of completing audit.</p> <p>Final report issued within 5 working days of closure meeting / receipt of management responses.</p> <p>Period taken to complete audit –within 3 months from fieldwork commencing to the issue of the draft report.</p> <p><i>NB – Not all completed work is included within the timescales, e.g. non assurance work / where no formal report is issued such as benefit subsidy; fraud work etc.</i></p>	100%	100%	No 2019/20 audits have been completed yet.
<p>Client Feedback on Audit (average)</p> <p><i>NB – feedback is generally only obtained for formal assurance work although sometimes it may be obtained for other types of work.</i></p>	Good to excellent	Good to excellent	No 2019/20 audits have been completed yet.

SUBJECT: INTERNAL AUDIT RECOMMENDATION FOLLOW UP

REPORT BY: JOHN SCOTT, AUDIT MANAGER

LEAD OFFICER: JOHN SCOTT, AUDIT MANAGER

1. Purpose of Report

- 1.1 To present an update to the Audit Committee, on outstanding recommendations and recommendations over 12 months old.

2. Executive Summary

- 2.1 The report provides members with more information on older audit recommendations and the ability at the meeting to request managers to provide further feedback.

3. Background

- 3.1 Audit recommendations are reviewed by Audit Committee with each progress report and members were concerned with the length of time some agreed actions were taking to implement. It was agreed that a separate report of recommendations older than 12 months would be provided and managers would attend for the very oldest reports.

3.2 Audit Recommendations

- 3.3 The attached Appendix (A) provides details of the relevant audits, outstanding recommendations / agreed actions and detailed current position / explanation from the service manager.

Depending on the response received Members may wish to receive further updates in future.

4. Organisational Impacts (nb. Finance, Legal and E & D sections below are mandatory, others to be completed only where there is an impact)

- 4.1 Finance (including whole life costs where applicable)

There are no direct financial implications arising as a result of this report.

- 4.2 Legal Implications including Procurement Rules

There are no direct legal implications arising as a result of this report.

- 4.3 Equality, Diversity & Human Rights (including the outcome of the EA attached, if required)

There are no direct E and D implications arising as a result of this report.

5. Recommendation

5.1 Audit Committee is asked to review the attached Appendix and review responses received both in writing and at the meeting.

Key Decision	No
Do the Exempt Information Categories Apply?	No
Call in and Urgency: Is the decision one to which Rule 15 of the Scrutiny Procedure Rules apply?	No
How many appendices does the report contain?	One

List of Background Papers:

Lead Officer: Audit Manager Telephone 873321



City of Lincoln Council
Appendix A
Audit Recommendations July 2019



Recommendations Update (at July 2019)

Audit Area	Date	Assurance	No of Recs	Implemented	Outstanding (extended or overdue)	Not Yet Due	Comments / Progress since previous Committee
2015/16							
ICT Mobile Devices	Mar 16	Substantial	6 (1 High)	5 (1 High)	1		Extended 30/09/2019 Officers previously attended Committee
2017/18							
Responsive Repairs	Jun 17	Substantial	6	5	1		Extended to March 2020 Officers previously attended Committee. Linked to software upgrade.
Boultham Park Refurbishment	Jun 17	High	2	1	1		Extended to February 2020 Officers previously attended Committee.
IT Disaster Recovery	Oct 17	Substantial	18	17	1		Due to proposed changes in infrastructure during 2019 and updated BCP's this will be moved to early 2020 (31/03/2019). Note this is also being monitored as an AGS issue and be part of an AGS report in September.
Code of Corporate Governance	Oct 17	Substantial	6	5	1		Moved to Dec 2019 Asset management plan Partly due to Property Service Manager vacancy and other priorities.
IT Applications	Nov 17	Substantial	6	5	1		Extended to December 2019

							Software (My info) contract/GDPR compliance Officers previously attended Committee
Tenancy Services	Jan 18	Substantial	10 (3 High)	2 (1 High)	8 (2 High)		Extended to September 2019 Officers previously attended Committee and will attend again in September.
HMO Licensing and Hazards	Jun 18	Limited	20 (5 High)	19 (4 High)	1 (1 High)		June 2019 See detailed report
Housing Investment	Jun 18	Substantial	23 (4 High)	21 (4 High)	2		Actions on the audit nearing completion. See detailed report

178

Audit Area	Date	Assurance	No of Recs	Implemented	Outstanding (extended or overdue)	Not Yet Due	Comments / Progress since previous Committee
2018/19							
Risk Management	Jul 18	Substantial	8	7	1		Extended Dec 2019 Linked to current work on partnerships
Commercialisation	Oct 18	Substantial	4 (1 High)	1 (1 High)	3		Extended to 30/09/2019
IT Applications	Oct 18	Limited	8 (2 High)	1 (1 High)	7 (1 High)		High - System administrator guidance. Draft prepared - to link into new security policies. Working to December 19. Other IT actions to be followed up in July (IA).

Malware / Anti-virus	Nov 18	Substantial	9 (5 High)	6 (3 High)	3 (2 High)	<p>A) Appropriate user training around IT security (including Malware) will be developed for induction and an annual update for all users. Some technical issues working to December 19</p> <p>C) Removable media/ devices on Council hardware, device control software. Subject to review of removable media requirements and working to Dec 19</p> <p>G) To ensure IT policies and guidance/procedures (sitting below the main IT security policy) are appropriate and up to date officers will carry out a full review as some are overdue for review. Officers will also consider following a standard policy structure (e.g. ITIL). Policies now in draft and currently being reviewed – working to Dec 19.</p>
Transport Hub	Dec 18	Substantial	2	1	1	<p>Once all works are completed, a further programme board meeting will be arranged to consider arrangements for the PIR as well as the updated budget position, final account, risk register and project plan and then a further Board to consider the PIR and project closure.</p> <p>Extended to Sept 19 due to other priorities. Completion Dec 19.</p>

Council House Sales	Feb 19	Substantial	3 (1 High)			3 (1 High)	All due Aug 2019
Sickness Absence Follow Up	Mar 19	Substantial	2	1	1		Extended to 31/07/19 Updates on the Health and Wellbeing action plan and the Stress Clinic results will be provided to CMT/CLT in July.
Fees & Charges	Apr 19	Substantial	3			3	The template will be updated to reflect strategic priorities, when issued staff will be reminded to use the template for both new & revised fees Extended to 31/3/2020

Officers Attending

Recommendations over 2 years old

Ref	Dir	Assist Dir	Audit	Revised Due Date	Agreed Action & Priority	Status	Service Manager comments
1	CX	CFO	Code of Corporate Governance	31/12/2019	Consider the need for a detailed Asset management Plan in light of the other investment and asset rationalization strategies (for example the commercial property investment strategy)	Extended	Moved to Dec 2019 Partly due to Property Service Manager vacancy and other priorities.

Recommendations over 1 year old

An extended audit follow up of HMO licensing will take place in the Autumn

Ref	Dir	Assist Dir	Audit	Revised Due Date	Agreed Action & Priority	Status	Service Manager comments
1	DCE	AD-HES	HMO Licensing and Hazards	30/09/2019	Update the PSH Enforcement Policy.(High)	In progress	This has been incorporated into the draft "health and Environment Enforcement Policy 2019-2024" which is scheduled to go to Policy Scrutiny Committee and Executive in August and September respectively. Includes Private sector housing, environmental health- food safety, health and safety, environmental protection, contaminated land, public protection and licensing. As the policy is far broader than initially anticipated this has taken longer to complete. We are still able to enforce effectively

2	DCE	AD-HES	HMO Licensing and Hazards	31/05/2019	<p>Work will be undertaken with the system administrator to reconfigure the IT system so that different codes can be used to record the hazard and category.</p> <p>This will enable monitoring and reporting to be undertaken.</p> <p>The original service request will be used and closed dates will be recorded (High)</p>	Complete	<p>This has been completed. 29 hazard codes have been created and are now being used within APP.</p> <p>Codes are used for Housing Standards Part 1 of Housing Act 2004.</p> <p>HMO's are inspected under Part 2 of the Housing Act 2004 and have additional requirements to Part 1 above.</p> <p>Within APP the coding structure is such that the scheduled date will record the date the Category 1 hazard was identified and the completed date will record the date that the Category 1 hazard was removed.</p> <p>These codes will be used as part of the private housing performance management framework.</p>
3	DCE	AD-HES	HMO Licensing and Hazards	31/08/2019 (PMF)	<p>New performance measures are being considered; to include condition monitoring, hazard rectification and gas safety certificate renewal (Medium)</p>	Complete/ In progress	<p>Coding structures within APP have been developed and systems are in place that alert case officers to follow up on conditions, hazard rectification. Monthly 1 to 1's with officers monitor all workstreams.</p> <p>Gas safety certificates, Verso automatically sends out reminders to Licence holders when a new certificate is required. In addition monthly reports can be generated from APP to cross reference with Verso.</p> <p>These areas will form part of the performance management framework.</p>

4	DCE	AD-HES	HMO Licensing and Hazards	31/05/2019	The Method Statement / procedure notes should be updated(Medium)	Complete	Completed and issued to all private housing team staff as part of the operational procedures and will subject to regular review.
5	DCE	AD-HES	HMO Licensing and Hazards	31/05/2019	Clarification will be obtained from the Council's Data Protection Officer with regard to whether personal information should be disposed of once it has been used for the purpose that it was provided. (Medium)	Complete	Detailed advice received from Legal and DP officer. Declaration in Verso for the fit and proper person is sufficient. DBS not required unless certain triggers reached from the application process.
6	DCE	AD-HES	HMO Licensing and Hazards	31/05/2019	Phase out use of the monitoring spreadsheet(Medium)	Complete	No longer used superceded by the additional coding structure in APP.
8	DHI	AD-HIS	Housing Investment	31/03/2020	Add timescales to the existing Pro-contract programme milestones (Medium)	In progress	In progress -the software is being used but could be further utilised hence the work around additional milestones which will be set and delivered over the next few months. Project will be led by the Investment Team Leader.
9	DHI	AD-HIS	Housing Investment	31/03/2020	Review contractor cost data at least annually to identify any potential duplicates(Medium)	In progress	Previous reviews have taken place. Staff have the relevant data but require further training and support and this needs to be scheduled.

SUBJECT: FRAUD AND ERROR ANNUAL REPORT (2018/19)

DIRECTORATE: CHIEF EXECUTIVE AND TOWN CLERK

REPORT AUTHOR: JOHN SCOTT, AUDIT MANAGER

1. Purpose of Report

1.1 This report provides an update to Audit Committee on Counter Fraud arrangements.

1.2 CIPFA Fraud and Corruption Tracker (2018)

For context, we include below details of the CIPFA Fraud and Corruption tracker report. This report focuses on the local government sector. It provides a spread of results that enabled CIPFA to estimate the total figures for fraud across English, Welsh and Scottish local authorities.

1.3. Key Findings:

CIPFA has estimated that for local authorities in the UK, the total value of fraud detected or prevented in 2017/18 is £302m, which is less than the £336m estimated in 2016/17. The average value per fraud has also reduced from £4,500 in 2016/17 to £3,600 in 2017/18.

The 2017/18 CFaCT survey indicates that there are four main types of fraud (by volume) that affect local authorities:

1. Council Tax
2. Housing
3. Disabled Parking (Blue Badge)
4. Business Rates.

Estimated value (%) of fraud detected/prevented

- Housing fraud 71.4%
- Business rates 3.4%
- Council tax fraud 8.7%
- Other types of fraud 14%
- Disabled parking concession 2.4%

Other types of fraud

Fraud covers a substantial number of areas and within organisations these can vary in importance. This part of the report looks at specific areas of fraud that did not appear as major types of fraud within the national picture but are important to individual organisations. These include the following fraud types:

- adult social care
- insurance
- procurement
- no recourse to public funds/welfare assistance
- payroll, recruitment, expenses and pension
- economic and voluntary sector support and debt
- mandate fraud and manipulation of data.

We have reviewed the report and benchmarked to our City of Lincoln Council (CoLC) fraud risk register

2. Executive Summary

2.1 This report:

- Provides an update on CoLC activity
- Provides an update on the Lincolnshire Counter Fraud Partnership
- Provides a position statement on the National Fraud initiative
- Outlines fraud work within Housing benefits and other areas.
- Provides an update on counter fraud outcomes

Fraud Case Summary 18/19 and 17/18 Comparison

	Fraud cases 17/18	Fraud cases 18/19	Comments 2017/18	Comments 2018/19
Council Tax Support	7	3	CTR reductions as a result of a HB investigation - £3,187.61.	CTR reductions as a result of a HB investigation - £2,294.33.
Council Tax SPD (Single Person Discount)	-	566*		566 SPD removals
Business rates	N/A	N/A	Avoidance	Ongoing avoidance work
Housing benefit	16	9	The total administrative penalties issued was 11 totalling £19,197.57 in overpayments. Total prosecuted and found guilty – 5 totalling £19,509.53 in overpayments.	The total administrative penalties issued was 8, totalling £35,922.23 in overpayments. Total prosecuted and found

				guilty was 1, totalling £11,630.85 in overpayments.
Housing sub letting	2	1		
Housing other			24 Notice to quit /non occupation	17 notices to quit/non occupation
Other				

3. Areas of CoIC Progress in 2018/19 included:

- Counter Fraud Strategy updated (Dec 18)
- Updated Money Laundering policy (Dec 18)
- Achieved a high proportion (70%) of fraud e-learning by employees and also rolled out to members
- Updated the fraud risk register
- Obtained tenancy fraud matching data and commenced review (April 19)
- Continued to tackle housing fraud cases (sub-letting and non-occupation)
- Submitted data and started work on NFI (National Fraud Initiative) matches
- Undertaken the successful Council Tax SPD project for CoIC/NKDC (566 removals for CoIC)
- Continued to work with DWP (SFIS) on HB fraud referrals
- Updated the Benefit/CTS fraud, sanctions and prosecutions policy
- Implemented the new Verification of Earnings and Pensions (VEP) system which replaced the Right Benefit Initiative (RBI)
- Started work with LCFP on the next Council Tax SPD and CTS fraud project
- Started work on a possible data matching service for Small Business rates relief
- In partnership with the County Council managed the whistleblowing referrals
- Made the City of Lincoln Council a “friends against scams” organisation

3.1 Other CoIC Specific Priorities for 2019/20

- Tenancy Fraud – work with Housing to complete matches
- NFI – work with teams to complete matches
- Fraud training (residual and new staff. members)
- Identity fraud – work with teams on best practice
- Scam busters / friends against scams – publicise and roll out
- Money laundering - risk assessment
- Update Counter Fraud risk register
- Health check – assessment against good practice
- Fraud policy updates – anti-bribery
- Whistleblowing/fraud reporting best practice and publicity
- CIPFA fraud return

- Possible data matching service for Small Business rates relief
- Lincolnshire Resilience Forum/MHCLG Cyber Resilience Group and related exercises

4. Lincolnshire Counter Fraud Partnership (LCFP)

4.1 The Lincolnshire Counter Fraud Partnership involving all Lincolnshire Councils was created following the successful application for Government counter fraud funding. Partnership working across all Lincolnshire Councils has been extended to 31st March 2020. The group includes representatives from the Police and Crime Commissioner for Lincolnshire and Lincolnshire Police. All partners have made a small financial contribution to develop and deliver proactive exercises and investigate fraud. This is being project managed by Lincolnshire County Council. The partnership has been involved with a number of counter fraud projects and has a forward programme of work.

4.2 Areas of Progress in 2018/19 included:

- The Partnership continues to improve fraud resilience and fraud proofing across Lincolnshire by improving fraud intelligence: co-ordinating targeted fraud awareness campaigns: sharing fraud intelligence, best practice and expertise.
- Delivering revenue savings. The SPD Managed Service Review is estimated to have delivered additional net Council Tax revenue of £1.061m including penalties of £28,630 and 3057 removals. Such schemes support Lincolnshire Local Authority's to increase Council Tax revenue collection through reduced fraud losses. (See Section 5.7 which provides more details on the savings for Lincoln).
- One of the areas of focus in 2018/19 has been to develop the business proposal to generate additional council tax revenue from tackling fraud / error for Single Person Discounts on a rolling basis. The proposal will be progressed in 2019/20.
- The partnership helped to raise fraud awareness by delivering free identity fraud training via Lincolnshire Police. For CoLC training outcomes were captured and are being cascaded to relevant sections within the Council to help identify any gaps – this work will continue into 2019/20.
- Delivering workshops with members and completion of the Fraud Awareness e-learning which continues to be well received (at Lincoln, Audit Committee members received the e-learning and a shorter version was rolled out to all members in December 18 with some follow up training in March 19).
- Regular liaison and sharing of information on scams, alerts and fraud cases which includes CoLC.
- Sharing best practice e.g. work focussing on procurement fraud risks has been shared across the Lincolnshire LA's. These have been shared.
- Performing Fraud Health Checks - providing assurance that counter fraud arrangements continue to improve. A health check will be completed during 2019 at CoLC.
- Supporting pro-active blue badge reviews.
- Assurance Lincolnshire manages the Confidential Reporting Line on behalf of the Partnership and acts as a central point of contact. An

analysis of district related referrals made to the Reporting Line in 2018/19 identified that 102 referrals were received (105 in 2017/18). The type of referral in 2018/19 is slightly different compared to the previous year with referrals covering business rates and staff issues - whistleblowing traffic is an indicator that fraud awareness is reaching a wider audience. Further details are provide later in the report.

Partnership Priorities for 19/20

- In 2019/20, key pro-active work will focus on: business rates (potential area for increasing revenue by pursuing avoidance) and housing tenancy fraud (identified within the counter fraud profession as a high risk fraud area).
- Lincolnshire Councils are looking to commence continuous rolling SPD reviews from October 2020, rather than the bulk reviews undertaken currently. April 2020 will be the last bulk SPD review. Alongside the continuous rolling SPD there may be other fraud referrals linked to Council Tax Support claims. The proposed continuous rolling review strategy combined with fraud referrals is estimated to deliver £10.58m (gross) of additional council tax revenue over a 5 year period. This is circa £5.2m (gross) more than the current biennial approach is estimated to deliver over the same period. The approach will help strengthen the anti-fraud culture, proactively manage fraud risk and improve fraud resilience across Lincolnshire LA's.

5. CoLC Activity

5.1 Housing Benefit

For 2018/19 the total number of referrals to SFIS was 154. The total administrative penalties issued was 8, totalling £35,922.23 in overpayments. Total prosecuted and found guilty was 1, totalling £11,630.85 in overpayments. CTR reductions as a result of a housing benefit investigation were £2,294.33 (3 cases).

In comparison for 2017/18 the Council was involved with 155 benefit referrals to and from SFIS. The total administrative penalties issued was 11, which had a value of £11,483.90 in overpayments. Total prosecuted and found guilty – 5 totalling £19,509.53 in overpayments. CTR reductions as a result of a HB investigation - £3,187.61.

The Benefit/CTS fraud, sanctions and prosecutions policy has recently been reviewed and agreed by Executive (CoLC and NKDC) in July 2018.

SFIS investigation thresholds are now higher, more caseload is going to universal credit and VEP (Verification of Earnings and Pensions) is picking up more errors.

There are still some delays and communication issues with DWP, particularly around compliance. Working relationships with SFIS are good and performance improving.

5.2 Verification of Earnings and Pensions (VEP)

VEP replaced the Right Benefit Initiative (RBI) 2018/19. Under this initiative Authorities are asked to focus purely on changes to earnings and Pensions that occur on a daily basis. Information is fed through to the system via a link with HMRC.

There are 1.5 staff working across the shared service in this area.

5.3 Council Tax Support

Lincoln will be part of the continuous rolling Single Person Discount (SPD) reviews from October 2020. April 2020 will be the last bulk SPD review. Alongside the continuous rolling SPD contract there may be other fraud referrals linked to Council Tax Support claims.

5.4 Housing Tenancy

For 2016/17 there were no cases of sub-letting. During 2016/17 the Council served 9 notices to quit including non-occupation.

For 2017/18 there were 2 sub-letting cases and 24 notices to quit (including non-occupation) (Abandoned = 20; Non-occupation = 4)

For 2018/19 there was 1 sub-letting case and 17 notices to quit (including non-occupation/abandonment). (Abandoned = 11; Non-occupation = 6)

The current work on the tenancy verification service project will inform both the fraud risk assessment and the tenancy fraud policy refresh.

Tenancy Fraud – Tenancy Verification Service

The data matching exercise across the Council's housing stock has been completed and officers are starting to work through reported matches. The service aims to identify housing fraud such as sub-letting.

A further update will be reported with the 19/20 six month update report.

Housing staff are currently undertaking a range of tenancy fraud training and this will continue into 19/20

5.5 Business Rates

The definition of fraud within business rates is difficult, avoidance is a serious issue and one which does impact all Districts including CoLC.

A specific Invest to Save project was undertaken from August 2016 to November 2017 focusing on BR fraud and avoidance. The project was successful in increasing the CoLC rateable values. Officers within the Revenues Team have continued to build upon the work. The NDR team continue with proactive checks on planning lists and utilising the Visiting Officer capacity within the team.

5.6 There are regular reviews of reliefs including Small Business Rate relief (bi-annual) Charity relief (mandatory - annual). Other discretionary relief – (annual).

Some areas of avoidance may include:

- Leases – new lease and the lease holder goes immediately into liquidation
- Empty properties – let out to ‘charities’ who don’t use it and claim that when it is next used it will be for charitable use and therefore it is exempt - this is a legislation loop hole
- Short periods of occupation of just over 6 weeks – this is rates avoidance but again this is a legislation loop hole

For 19/20 the Council is considering a possible data matching service for Small Business rates relief nationally and possible other work around avoidance.

5.7 Council Tax (SPD)

A Council Tax single person discount exercise took place during 2018 across Lincolnshire completed by the end of August in readiness for the tax base calculation in September 2018. The next bulk review is April 2020.

Total records screened	10,563
Accounts targeted	2,440 (23.1%)
Total removals	566
Removal rate	5.4%
Estimated Revenue Generated	174,325* CoLC share is 16%

5.8 Whistleblowing and Fraud Awareness

The Council continues to use the LCC County wide hotline, which receives its own publicity. We have refreshed the Council Website counter fraud page, particularly around fraud/whistleblowing referrals. Communication to Managers and other employees has taken place around fraud risk, policies and reporting.

Fraud-e-learning is currently being rolled out during 2018/19 and commenced in 2017/18. It is also intended to roll out across members (Audit Committee members have already received the presentation/training).

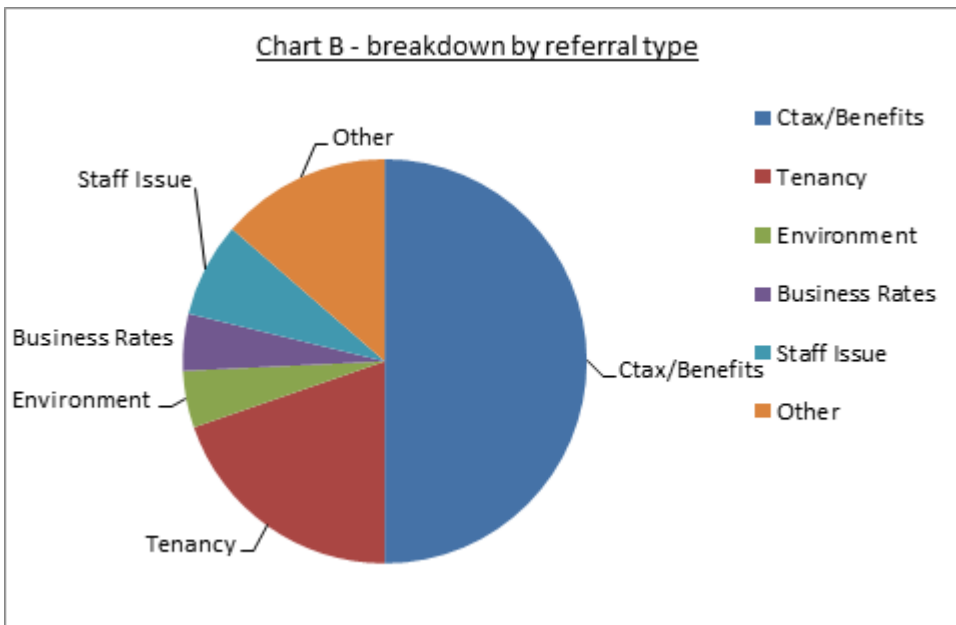
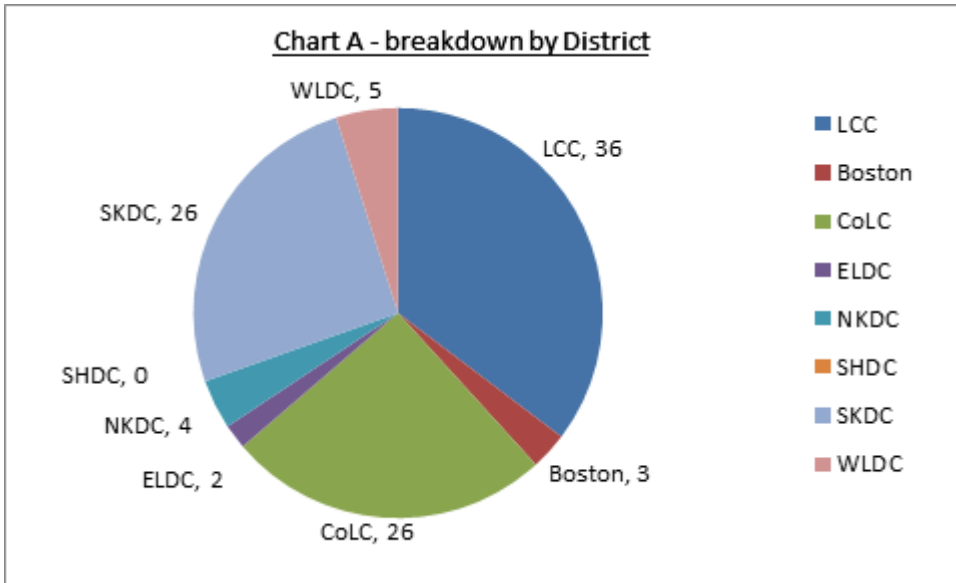
5.9 During 2017/18, we have had 16 whistleblowing reports, in comparison to 3 in 2016/17, these were in relation to;

- 6 x HB
- 2 x Fraud
- 4 x Council Tax
- 1 x Waste/refuse
- 1 x Contract
- 2 x Housing

For 2018/19 we had 26 whistleblowing reports

- 9 x HB
- 1 x Fraud/Other
- 6 x Council Tax
- 1 x Business rates
- 1 x Debt/recovery
- 7 x Housing
- 1 x Health and safety

The following charts provide an overview across Lincolnshire



5.10 Cyber Fraud/Cyber Crime

The Council continues to place high importance on cyber security. Security measures are applied, kept under review and audited regularly. The Authority is also subject to Central Government compliance initiatives.

An anti-malware internal audit was finalised during 2018/19 – substantial assurance.

In 2017/18, an IT Disaster recovery internal audit and application audits were completed. Some actions are still being progressed. IT DR is now also a significant issue on the AGS (Annual Governance Statement).

LCCP Group may look to develop cyber-crime projects during 2019/20.

CoLC is now part of an LRF (Lincolnshire Resilience Forum/MHCLG) Cyber Resilience Group. The LRF/MHCLG have developed a cyber-resilience plan and the Council has access to a range of resources including training materials and documentation. The Council is planning to undertake some of the exercises as part of BCP/IT DR planning/testing.

5.11 Other Fraud

The City of Lincoln Council is now a “friends against scams” organisation (www.friendsagainstscams.org.uk) to help protect the city’s residents and staff from becoming victims of scams. Two “scamchampions” have been nominated so far. Here are some key facts about scams in the UK:

- Scams cost the UK economy £5-£10 Billion a year
- Scams are a crime
- 53% of people over 65 have been targeted by scams
- Only 5% of scams are reported
- Statistics indicate that the average scam victim has lost over £3,000

The partnership with a National Trading Standards body, involves encouraging staff and others to take part in scam awareness and advice training.

The Council already has a high level of awareness regarding scams, particularly where it may impact on our customers, and this initiative further helps with awareness across our staff and stakeholders.

6. National Fraud Initiative and other Matching Services

The Council continues to be engaged with the National Fraud Initiative (NFI) which involves national data matching using a range of Council data sources including payroll, benefits, creditors, housing, and licences, insurance. The purpose of the data matching is to highlight “potential” fraud and error cases which require investigation.

During 2017/18 the results of the work on matches are:

1953 matches and 1842 processed, this identified 1 fraud and 40 errors, recovering £26,250.51 (all HB/CTS).

New data sets were submitted in October 2018 and data matches are being assessed from January 2019 onwards.

The outcomes from data matching will be risk assessed in more detail for 2018/19 as many of the match types did not identify any fraud or error. This may influence the level/quantity of testing in 2019.

The matching results are:

- 1699 matches to review, 203 high risk
- To date 245 processed, 17 errors with a value of £21,614

Other Matching

- HMBS - housing benefit matching service results
- VEP's - Verification of Earnings and Pensions (VEP)
- Bulk Council Tax SPD reviews
- Tenancy fraud – verification service

7. Fraud Strategy and Fraud Policies

Fraud Policies and Fraud Risk

A revised Money Laundering Policy was updated in December 2018. The Counter Fraud Policy / Strategy was also updated, taking account of new CIPFA and DCLG Government guidance and again was reviewed in December 2018. A money laundering risk assessment is currently being completed. The Fraud Strategy action plan is attached at Annex A.

The Council's Anti-Bribery Policy was reviewed in February 2017 and will be reviewed again in 2019. The Whistleblowing Policy was updated and presented to the Audit Committee in December 2017 and will be reviewed again in 2019.

The Council's fraud risk register was updated and a revised risk register presented to Audit Committee in December 2018.

The Benefit / CTS fraud, sanctions and prosecutions policy is being revised and was approved by the Executive in 2018; Audit Committee also received a copy.

During 19/20 a health check review will be undertaken with LCFP to ensure arrangements are robust and focused on pro-active work correctly.

7.1 Outcomes from the Counter Fraud Strategy

Operational outcomes to help evaluate effectiveness are included within the existing strategy. The outcomes are shown at Table A below.

- High levels of fraud awareness
- Zero tolerance to fraud (number of referrals / ensuring suspicions reported and action taken)
- Reduced losses (a low incidence of fraud)
- Delivery of pro-active counter fraud work (work plan)
- Reducing the risk of fraud

- Successful prosecutions, other sanctions and recovery of losses
- Successfully engagement with partners

7.2

Table A

Area	Comments
Delivery of proactive counter fraud work (work plan)	The Council's strategy is based on CIPFA and Government best practice and has been updated in line with new guidance.
Achieving counter fraud best practice	The Lincolnshire Counter Fraud Partnership uses Counter fraud specialists to support delivery of a County wide action plan. Outcomes are included within this report above. This partnership will run until at least 31/3/2020.
High levels of fraud awareness	<p>On-line counter fraud training commenced and was rolled out in 2018-19. So far we have trained 450 (70%) staff, and members. Further training will be undertaken in 2019/20</p> <p>The Council's website has clear sections on fraud and fraud reporting.</p> <p>There were communications around the 2018 SPD review.</p>
Successful prosecutions, other sanctions and recovery of losses	<p>An updated sanctions and prosecutions policy was agreed in 2018.</p> <p>Sanctions/prosecutions are outlined above</p>
Reducing the risk of fraud	<p>A fraud risk register is in place and was updated in December 2018.</p> <p>Controls exist to mitigate fraud and additional actions are complete or partially complete.</p>
Successfully engagement with partners (including National Fraud Initiative, HBMS, LCFP and others)	<p>CoIC complies with NFI requirements and participates in reviewing and reporting on data/outcomes.</p> <p>The Council engages as a partner within the Lincolnshire Counter Fraud Partnership.</p> <p>The Council works closely with Department for Work and Pensions/Single Fraud Investigation Service.</p> <p>Verification of Earnings and Pensions (VEP)</p>

	HBMS
Zero tolerance to fraud (number of referrals/ensuring suspicions reported and action taken)	Council policy This is part of the communication issued to all staff and members Matters reported by the public, or through whistleblowing are all followed up
Reduced losses Low incidence of fraud	The Council aims to have a relatively low incidence of reported fraud / loss generally. Further benchmarking will take place in 19/20

8. Fraud Risk Register

The Corporate fraud risk register has been developed with officers, which has been effective from 2014. This was updated in February 2018 and again in December 2018 and reviewed by the Audit Committee.

8.1 Key CoLC (Amber) fraud risk areas are:

- IT/Data
- Insurance
- Council Tax
- HB/CTS
- Housing
- Elections
- Partnerships and outside bodies

Key mitigation actions in the register:	
<ul style="list-style-type: none"> • To agree the level/type of additional creditor duplicate payment checks 	<ul style="list-style-type: none"> • Existing process sufficient to identify duplicates together with NFI checks
<ul style="list-style-type: none"> • Purchase order project 	<ul style="list-style-type: none"> • Continues
<ul style="list-style-type: none"> • Money Laundering policy update 	<ul style="list-style-type: none"> • Completed • Current risks assessment underway
<ul style="list-style-type: none"> • Completion of Council inventory 	<ul style="list-style-type: none"> • Ongoing – first part complete
<ul style="list-style-type: none"> • Implementation of (IT security) 	<ul style="list-style-type: none"> • Partial completion

audit recommendations	
<ul style="list-style-type: none"> • ICT LGA Stocktake (actions to be agreed) 	<ul style="list-style-type: none"> • Partial completion
<ul style="list-style-type: none"> • IT DR review 	<ul style="list-style-type: none"> • Further work in this area is needed (AGS issue)
<ul style="list-style-type: none"> • Single Person Discount review 2018 (completed) 	<ul style="list-style-type: none"> • Completed
<ul style="list-style-type: none"> • Reviewing rolling SPD reviews and fraud referrals with LCFP 	This project proposes an alternative approach to a bulk SPD review October 2020
<ul style="list-style-type: none"> • Undertake a tenancy fraud risk assessment / produce an updated fraud strategy/action plan, aligned to a refresh of the fraud policy. 	<ul style="list-style-type: none"> • Matching completed and will inform risk assessment/strategy
<ul style="list-style-type: none"> • Undertake pro-active fraud work during 2018/19 (using a tenant verification service). 	<ul style="list-style-type: none"> • As above
<ul style="list-style-type: none"> • Tenant ID verification 	<ul style="list-style-type: none"> • Extended to July 19
<ul style="list-style-type: none"> • Further training for officers and members that sit on outside bodies 	<ul style="list-style-type: none"> • Completed

9. Organisational Impacts

9.1 Finance (including whole life costs where applicable)

There are no direct financial implications arising from this report

9.2 Legal Implications including Procurement Rules

There are no direct legal implications arising from this report

10. Recommendation

10.1 That Members consider and comment on the report.

Is this a key decision?

No

Do the exempt information categories apply?

No

Does Rule 15 of the Scrutiny Procedure Rules (call-in and urgency) apply?

No

How many appendices does the report contain?

List of Background Papers:

None

Lead Officer:

John Scott, Audit Manager
Telephone (01522) 873321

Annex A

Annex A Fraud Strategy Action Plan

	CoIC Counter Fraud Work plan			
Ref	Action	Priority Resource Skills	By When	Who
1	Update Counter Fraud policy/strategy	High	December 2018	Audit Committee Completed
2	Ensure all counter fraud policies are appropriate and up to date	Medium	As required Every Two years	CFO Audit Committee Exec Ongoing Anti-Bribery (Sept 19)
3	Update fraud risk register Implement the actions within the Counter Fraud Risk Register	High High	December 2018 See Risks	Audit Committee Due December 19
4	Complete fraud e-learning training for Officers and members. New starters	High	Mar 19	70%* staff completed Members trained To continue 19/20
5	Communication Communicate strategy Review existing publications and publicity to determine any changes /improvements	Medium Medium	Sept 19 Sept 19	CFO/ AD's/SM's To complete Prepare Briefing to CLT/ SM's AM

	<ul style="list-style-type: none"> Website Publicity to stakeholders Successful cases - Media 			CFO LCFP To review
6	<p>Projects linked to the Lincolnshire Counter Fraud partnership</p> <p>EG Deliver projects* around:</p> <p>SPD CTS Housing Tenancy</p> <p>*See full work programme</p>	High Medium	As per LCFP work programme	LCFP Managers SPD delivered and ongoing Considered for 19/20 Ongoing LCFP
7	<p>Prepare for 2019 NFI and review matches</p> <p>Match review</p>	High	December 2018 December 2019	AM Review commenced
8	<p>CIPFA fraud survey</p> <p>Submit Review report results</p>	Med	Annual	AM CFO Completed 2019 survey to complete
9	<p>Review counter fraud “partnership” arrangements evaluating who we work with and how effective they are</p>	Medium	March 2019	CFO CMT AD's Reviewed and continuing
10	<p>Consider the internal and external promotion of whistleblowing</p>	Medium	Sep 19	AM CFO HRM
11	<p>Ensure optimum use of technology/analytics</p> <p>Consider data technology pilots to improve efforts to detect and prevent fraud</p> <p>.</p>	Medium	Ongoing	CFO/AM LCFP Tenancy SPD/CTS Fraud Business rates SBRR NFI
12	<p>Review intelligence on changes to the control environment</p>	Medium		Ongoing

	(which could increase fraud/error risk) Communicate requirements to service managers/AD's			
13	Complete the Values and behaviours audit	Medium	18/19 Audit Plan	AM Nearing completion
14	Undertake counter fraud "healthcheck"	Medium	Oct 19	LCFP To complete
15	Where there has been a fraud or attempted fraud feedback to Audit committee/AD/CMT any Control improvements	Medium	Ongoing	AM Sixth month report Dec 2019

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SUBJECT:	AUDIT COMMITTEE WORK PROGRAMME 2019/20
REPORT BY:	JOHN SCOTT, AUDIT MANAGER
LEAD OFFICER:	JOHN SCOTT, AUDIT MANAGER

1. Purpose of Report

1.1 To provide details of the Audit Committee work programme for 2019/20.

2. Executive Summary.

2.1 The Audit Committee approves a work programme each year and monitors progress.

3. Details

3.1 The proposed work programme is attached at Appendix A. The frequency of meetings has been reviewed and is considered appropriate for 2019/20.

4. Organisational Impacts

4.1 Finance

There are no direct financial implications arising as a result of this report.

4.2 Legal Implications including Procurement Rules

There are no direct legal implications arising as a result of this report.

4.3 Equality, Diversity & Human Rights

There are no direct E and D implications arising as a result of this report.

5. Recommendation

5.1 Audit Committee should comment on and agree the work programme for 2019/20.

Key Decision No

Do the Exempt Information Categories Apply? No

Call in and Urgency: Is the decision one to which Rule 15 of the Scrutiny Procedure Rules apply? No

How many appendices does the report contain? One

List of Background Papers: None

Lead Officer: Audit Manager Telephone 873321

AUDIT COMMITTEE AUDIT WORK PROGRAMME FOR 2019/20

Meeting dates	Audit Items	Training (Suggested)	Comments
13 th June 19	<ul style="list-style-type: none"> • Internal Audit Progress report • Statement of Accounts (Draft) • Annual Governance Statement (Draft review) • Audit Committee Work Programme • Annual Internal Audit Report • External Audit Progress report 	<ul style="list-style-type: none"> • Local Government Financial Statements explained • Annual Governance Statement/Corporate Governance (Part of Meeting) 	
18 th July 19	<ul style="list-style-type: none"> • Statement of Accounts / Annual Governance Statement (Final) • Annual Governance Report / Auditors Report (External Audit) • 12 month Fraud and Error report • Audit recommendations report 	<ul style="list-style-type: none"> • Audit Committee effectiveness 	
26 th Sept 19	<ul style="list-style-type: none"> • Internal Audit progress report • Audit Committee Work Programme • Annual Governance Statement monitoring report • Annual Complaints report • Audit recommendations report • Annual Audit Letter (External Audit) • Information Governance Update 	<ul style="list-style-type: none"> • 	

<p>17 Dec 19</p>	<ul style="list-style-type: none"> • Audit recommendations report • Internal Audit progress report • Six Month Fraud and Error report • Annual Governance Statement - monitoring • Audit Committee Work Programme • Counter fraud policies + fraud risk register • Information Governance Update • Review of the effectiveness of Internal Audit and Audit Committee • Audit Committee terms of reference review • Terms of Reference review - Internal Audit 	<ul style="list-style-type: none"> • Counter Fraud <p>(Via e-learning)</p>	
<p>6th Feb 20</p>	<ul style="list-style-type: none"> • Internal Audit Progress report • Audit Recommendations report • Treasury management policy and strategy (consultation prior to approval by Council) • Audit Committee Work Programme • External Audit annual report on grants and returns • External Audit plan • Draft Internal Audit plan 19-20 • Information Governance Update 	<ul style="list-style-type: none"> • Treasury Management 	

<p>24 Mar 20</p>	<ul style="list-style-type: none"> • Internal Audit Progress report • Audit recommendations report • Combined Assurance report • Annual Governance Statement –update report • Final Internal Audit Strategy and Plan 19-20 (if required) • Risk Management Strategy / annual report • Statement on Accounting Policies • Audit Committee Work Programme • External Audit Inquiries – 18/19 Statement of Accounts • IAS19 – Assumptions used to calculate pension entries in the Statement of Accounts and Audit Regulations • Information Governance Update report 		
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A private meeting between the Audit Committee and internal and external audit managers can be arranged outside of the meeting agenda times.

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