



Oversight and Governance

Chief Executive's Department
Plymouth City Council
Ballard House
Plymouth PL1 3BJ

Please ask for Jamie Sheldon
T 01752 305155
E jamie.sheldon@plymouth.gov.uk
www.plymouth.gov.uk
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AUDIT AND GOVERNANCE COMMITTEE – SUPPLEMENT PACK

Monday 22 July 2019
3.00 pm
Warspite - Council House

Members:

Councillor Parker-Delaz-Ajete, Chair
Councillors Carson, Kelly, Peter Smith and Stevens.

Independent Members:

Mr Clarke and Mr Stewart

Members are invited to attend the above meeting to consider the items of business overleaf.

For further information on attending Council meetings and how to engage in the democratic process please follow this link - [Get Involved](#)

Tracey Lee
Chief Executive

Audit and Governance Committee

Agenda

7. Statement of Accounts 2018/19

(Pages 1 - 120)

Audit and Governance Committee



Date of meeting:	22 July 2019
Title of Report:	Statement of Accounts 2018/19
Lead Member:	Councillor Mark Lowry (Cabinet Member for Finance)
Lead Strategic Director:	Andrew Hardingham (Service Director for Finance)
Author:	Carolyn Haynes, Financial Controller
Contact Email:	carolyn.haynes@plymouth.gov.uk
Your Reference:	FIN/CH
Key Decision:	No
Confidentiality:	Part I - Official

Purpose of Report

The Council's draft Statement of Accounts for year ending 31 March 2019 was prepared and approved ready for our external auditors by the Service Director for Finance on 31 May 2019.

The Accounts are in the process of being audited by Grant Thornton UK (GTUK) and are being presented to Audit Committee for approval. The Accounts and Audit Regulations require the accounts to be formally approved and published on or before 31 July 2019.

Grant Thornton UK (GTUK) will be providing an update on the audit progress at this committee.

The report also details of the management responses to the 'Letter to Management' which was discussed at the Audit & Governance Committee on the 11 March 2019.

The report also includes the completed GTUK IT Audit Report for information.

Recommendations and Reasons

1. To **approve** the Statement of Accounts for 2018/19 attached as Appendix A with the understanding that they are currently being audited by GTUK. Should any issues be identified during the GTUK audit and after the date of this committee, Members are asked to delegate the approval of the Statement of Accounts to the Chairperson of the Audit Committee, in consultation with the Service Director for Finance, to be done before the 31 July 2019.
 - a. Reason: Statutory Requirement, the Accounts and Audit Regulations 2015 require the accounts to be:
 - i. Considered by committee;
 - ii. Approved by committee resolution;
 - iii. Signed and dated by the person presiding at the committee.
2. To **note** the 'Letter to Management' responses attached as Appendix B which were agreed with the Chair of Audit and Governance Committee prior to being sent to GTUK at the end of April 2019.
 - a. Reason: To inform members of the 'Letter to Management' responses submitted to GTUK

3. To **note** the contents of the GTUK IT Audit Report attached as Appendix C.
- Reason: For members to note the contents of the report and the management recommendations.

Alternative options considered and rejected

None – It is a statutory requirement to produce and approve the Statement of Accounts.

Relevance to the Corporate Plan and/or the Plymouth Plan

The Council's expenditure forms the basis on which the Corporate Plan can be delivered.

Implications for the Medium Term Financial Plan and Resource Implications:

The 2018/19 final accounts will have implications on the Medium Term Financial Plan. The level of Working Balance and reserves will affect the level of funding available in future years and variations in service expenditure will also need to be reviewed to assess the effects on future years.

Carbon Footprint (Environmental) Implications:

None directly arising in relation to the decision.

Other Implications: e.g. Health and Safety, Risk Management, Child Poverty:

** When considering these proposals members have a responsibility to ensure they give due regard to the Council's duty to promote equality of opportunity, eliminate unlawful discrimination and promote good relations between people who share protected characteristics under the Equalities Act and those who do not.*

N/A

Appendices

**Add rows as required to box below*

Ref.	Title of Appendix	Exemption Paragraph Number (if applicable) <i>If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.</i>						
		1	2	3	4	5	6	7
A	2018/19 Statement of Accounts (unaudited)							
B	Letter to Management 2018/19 Responses							
C	Information Technology General Controls Audit Report							

Background papers:

**Add rows as required to box below*

Please list all unpublished, background papers relevant to the decision in the table below. Background papers are unpublished works, relied on to a material extent in preparing the report, which disclose facts or matters on which the report or an important part of the work is based.

Title of any background paper(s)	Exemption Paragraph Number (if applicable)						
	<i>If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.</i>						
	1	2	3	4	5	6	7

Sign off:

Fin	DJN. 19.20. 58	Leg	It/328 92/11 07	Mon Off	It/328 92/11 07	HR	Click here to enter text.	Asset s	Click here to enter text.	Strat Proc	Click here to enter text.
Originating Senior Leadership Team member: Andrew Hardingham											
Please confirm the Strategic Director(s) has agreed the report? Yes Date agreed: 15/07/2019											
Cabinet Member approval: Councillor Mark Lowry, approved verbally Date approved: 15/07/2019											

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2018/19 DRAFT STATEMENT OF ACCOUNTS



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Narrative Report from the Service Director for Finance and Section 151 Officer.**INTRODUCTION**

I am very pleased to introduce you to the Council's Statement of Accounts for 2018/19 and my Narrative Report which gives me the opportunity to set the financial scene and to highlight the financial challenges being faced by the Council. The purpose of this report is to supplement the main accounting statements and provide readers with an easily understandable guide to the most significant matters reported in the accounts.

This narrative brings together information from various key documents which have been published throughout the year. The Statement of Accounts, taken as a whole, provides a comprehensive and informative stakeholder guide to establishing the Council's financial position and its net worth.

In this document the Council demonstrates that it has a secure and sustainable financial standing. The Council has fulfilled its stewardship function for all of the public money entrusted to it in a cost effective and appropriate manner.

**AIMS, OBJECTIVES AND ACHIEVEMENTS**

The Statement of Accounts should be read in conjunction with the Council's Corporate Plan, Corporate Plan Performance Report which is focused on our mission to 'make Plymouth a fairer city, where everyone does their bit'. That means everyone working together towards our shared ambition to be a growing city and a caring Council. Our Corporate Plan 2018 to 2022 has a greater emphasis on ensuring Council decisions are driven by our shared values and priorities. We want to explore new ways of working and making the best use of our assets as we balance the books.

One of Europe's most vibrant waterfront cities where an outstanding quality of life is enjoyed by everyone

THE PLYMOUTH PLAN 2014 - 2034

WHAT WE WANT TO ACHIEVE...

LEADING CITY

A city fulfilling its strategic role as a major economic driver for the heart of the South West

HEALTHY CITY

People live in happy, healthy, safe and aspiring communities

GROWING CITY

A city which has used its strengths to deliver quality and sustainable growth

INTERNATIONAL CITY

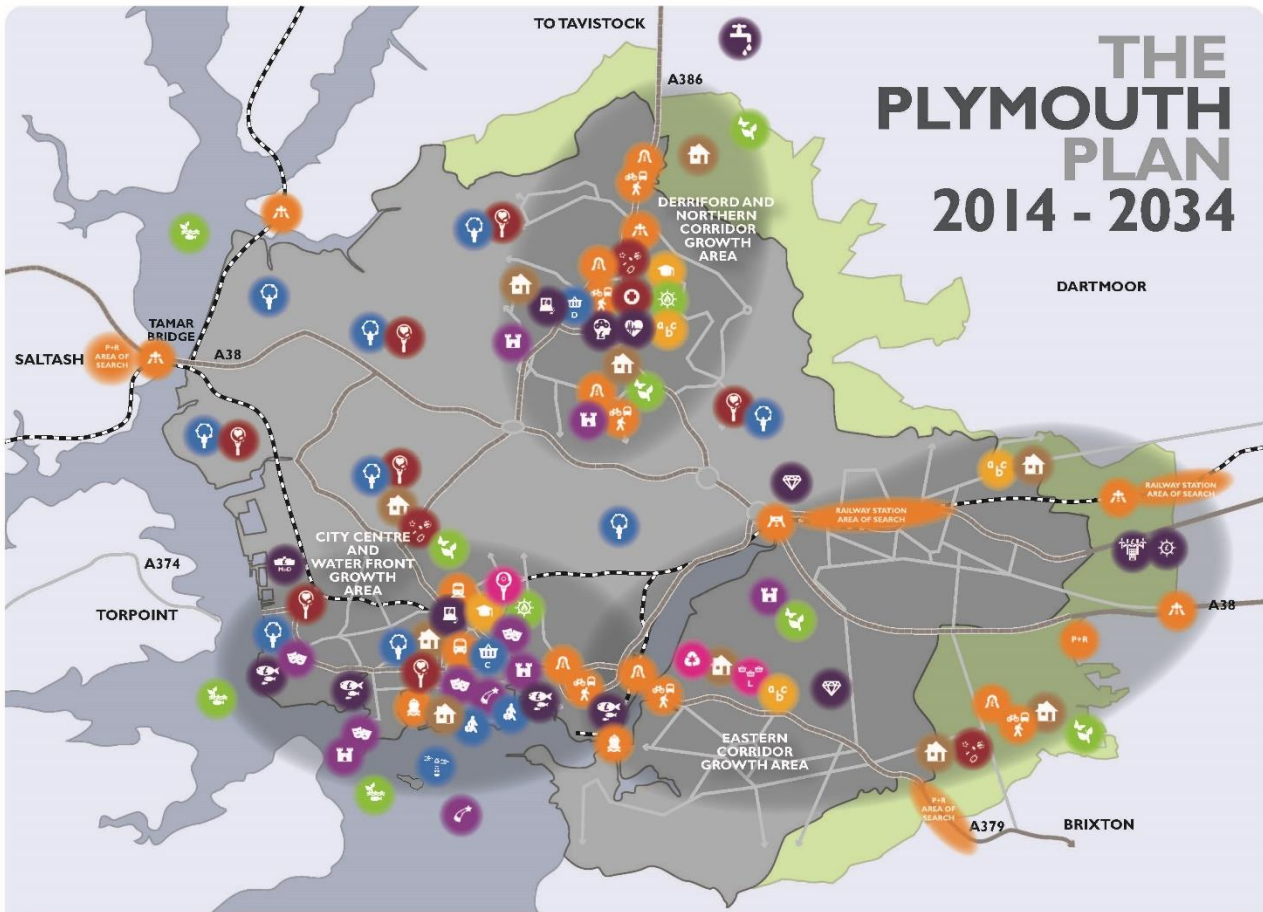
Plymouth is internationally renowned as the UK's premier marine city, and famous for its waterfront, maritime heritage and culture.

HOW WILL WE KNOW WE'RE SUCCESSFUL?

Plymouth is recognised as a key regional economic driver	People get the best start to life , enjoy a better quality of life and increased life expectancy	Plymouth's population has grown to more than 300,000	Plymouth offers a diverse cultural experience with a major events programme
Plymouth has high quality strategic services and facilities	More people are taking care of themselves or finding care within their community	Plymouth continues to be recognised as a leading Green City	Plymouth is internationally renowned as a leading UK tourist destination
The quality and resilience of Plymouth's transport and digital connectivity has improved	More residents are contributing to and involved in their community	Plymouth has more vibrant, productive and innovative businesses	Plymouth is recognised internationally for marine science and high technology manufacturing
Plymouth's strategic defence role has been safeguarded and strengthened	There is good quality health and social care for people who need it	People have the skills to be school ready and work ready to meet the needs of the city	Plymouth has a reputation for world class universities and research institutions
Plymouth's stunning setting and natural assets have been enhanced	Plymouth has good quality neighbourhoods where people feel safe and happy	Plymouth has the right environment for growth and investment	Plymouth has a reputation as a welcoming and multicultural city with diverse communities

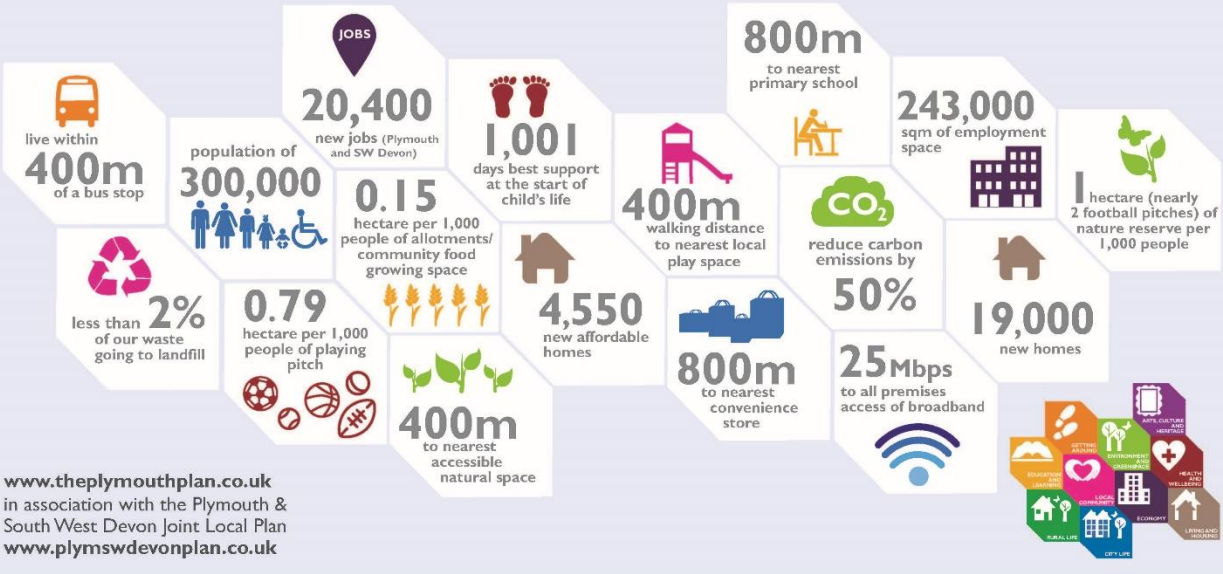
WHAT PRINCIPLES WILL GUIDE US?





THE PLYMOUTH PLAN 2014 - 2034

KEY				



www.theplymouthplan.co.uk
 in association with the Plymouth &
 South West Devon Joint Local Plan
www.plymswdevonplan.co.uk

OUR PLAN A CITY TO BE PROUD OF



CITY VISION Britain's Ocean City

One of Europe's most vibrant waterfront cities, where an outstanding quality of life is enjoyed by everyone.

OUR MISSION Making Plymouth a fairer city, where everyone does their bit.

OUR VALUES

**WE ARE
DEMOCRATIC**

We will provide strong community leadership and work together to deliver our common ambition.

**WE ARE
RESPONSIBLE**

We take responsibility for our actions, care about our impact on others and expect others will do the same.

**WE ARE
FAIR**

We are honest and open in how we act, treat everyone with respect, champion fairness and create opportunities.

**WE ARE
CO-OPERATIVE**

We will work together with partners to serve the best interests of our city and its communities.

OUR PRIORITIES

A GROWING CITY

- A clean and tidy city
- An efficient transport network
- A broad range of homes
- Economic growth that benefits as many people as possible
- Quality jobs and valuable skills
- A vibrant cultural offer
- A green, sustainable city that cares about the environment.

A CARING COUNCIL

- Improved schools where pupils achieve better outcomes
- Keep children, young people and adults protected
- Focus on prevention and early intervention
- People feel safe in Plymouth
- Reduced health inequalities
- A welcoming city.

HOW WE WILL DELIVER

Listening to our customers and communities.

Providing quality public services.

Motivated, skilled and engaged staff.

Spending money wisely.

A strong voice for Plymouth regionally and nationally.



www.plymouth.gov.uk/ourplan

Plymouth – Britain’s Ocean City

Plymouth City Council is a unitary local authority responsible for over 300 local services including transport, social care and education. With a resident population of 263,100 (2017) and a further 100,000 residents in the travel to work area, Plymouth is the largest city on the South coast and the 15th biggest city in the country. Plymouth is also the most significant urban area on the south west peninsular with an economic output of £5.2 billion, supporting 107,800 jobs and is the key urban hub of the Heart of the South West Enterprise Partnership making it a key location for growth. The city has the highest concentration of manufacturing and engineering employment in the whole of the South of England. 20% of the UK's blue-tech marine companies are based here.

Plymouth is ‘Britain’s Ocean City’ and its connections to the sea go back to the sailing of the Mayflower in 1620 and now includes Western Europe’s largest naval base, a thriving commercial and ferry port, a significant fishing industry and one of the most significant global concentrations of marine research and production.

Regional influence

The Chief Executive of Plymouth City Council is the programme lead for the Heart of the South West Partnership (HotSW), which involves working alongside all of the council’s in Devon and Somerset, National Parks, the Local Enterprise Partnership and Clinical Commissioning Groups. In July 2018, the HotSW area was successfully selected as one of a handful of partnerships to be an early adopter of a Local Industrial Strategy (LIS), created with government. This long term strategy will promote the area’s key technical strengths and is expected to be the guide for drawing down future growth funding. The strategy is expected to be signed off in autumn 2019.

Future vision

The Council's vision for Plymouth is to become one of Europe's most vibrant waterfront cities, where an outstanding quality of life is enjoyed by everyone. Through the visionary Plymouth Plan which sets out far reaching growth plans to 2034, promoting a shared direction of travel for the long term future of the city bringing together, for the first time in Plymouth (and perhaps in the UK), a number of strategic planning processes into one place. Since its introduction, the Plymouth Plan has been at the heart of policy and plan-making in the city. It sets the direction for the city's economy; it plans for the city's transport and housing needs; it looks at how the city can improve the lives of children and young people and address the issues which lead to child poverty. It sets out the Council’s mission to ‘Make Plymouth a fairer city, where everyone does their bit’.

The Plymouth Plan includes plans to increase its resident population to 300,000, build an additional 19,000 homes (of which 4,550 are affordable), reduce carbon emissions by 50%, improve broadband to all premises and to create 20,400 jobs. The Council worked closely with local strategic partners West Devon and South Hams Councils to create ‘The Plymouth and South West Devon Joint Local Plan’ to support local thriving towns and villages. The three councils joined up to create this plan (now adopted) which looks at every aspect of how we want our cities, towns and villages to look and feel over the next 20 years. The existing policies in the Plymouth Plan will now be combined with the Plymouth-specific policies in the new Joint Local Plan to create one document.

Challenges

Whilst the city has the potential to drive increased productivity and make a greater contribution to UK plc, this does not come without its challenges. Connectivity is the key challenge for the city, in terms of rail and road infrastructure. Improving skills, particularly in Science, Technology, Engineering and Mathematics (STEM) subjects, to grow, keep and attract a skilled workforce now and in the future is also a critical challenge.

It is recognised that in the current environment of reduced government funding this will put additional pressure on key Council services like refuse collection, street cleaning, schooling and social care, both children’s and adults’, and to be successful we’ll all need to think and work differently.

Transforming service delivery

In April 2018 we moved into the fifth year of our successful transformation journey. This has enabled Plymouth City Council to deliver over £80m of budget savings and efficiencies in the last four years.

The Council is now moving onto the next stage of its transformation journey in response to ongoing drivers for change such as significant budget pressures, changing demands and whole system challenges. The next stage will see a greater focus on demand management for better outcomes and the need to put the customer and citizen at the heart of all the Council does and is involved in.

Transformation programmes will be aligned to Plymouth City Council's organisational purpose:

“Everything we do is about:

- *Facilitating relationships so that everyone can help develop Plymouth.*

We do this by:

- *Being relentless in placing digital at the heart of all that we do;*
- *Focusing on building networks and partnerships and supporting them to thrive;*
- *Being straightforward with people about the challenges we face so they can help solve them;*
- *Co-ordinating our activity effectively”.*

The future shape of Plymouth City Council will reflect an intelligent organisation making effective use of the data available, working closely with their communities, developing models for alternative service delivery vehicles, supported by streamlined services and placing the customer at the heart of the Council's culture.

Services have been modernised and we have created a number of profitable arms-length companies to support the Council and partners in the city such as Delt Shared Services and CATER^{ed}.

We have also introduced new technology to provide staff with more efficient ways of working and we are delivering a modern library service that is more focused on the needs of Plymouth residents.

We are now moving into the next stage of our journey, which will enable us to respond to drivers for change including delivering the ambitions for growth set out in the Plymouth and South West Devon Joint Local Plan.

Our priorities include:

- continuing to improve our performance;
- meeting the changing expectations from residents;
- joining up our services with partners to improve efficiency and make things easier for customers;
- entering into a new contract to manage children's services and strategic planning in Torbay;
- supporting the transformation of NHS services through its Strategic Transformation Plan (STP);
- working with schools to change our education services;
- working with our partners across the South West to pursue our shared interests.

Change is ongoing and we are now mainstreaming transformation within our services. Staff working in our centralised transformation team are transferring to departments, with a small team remaining in the corporate centre to maintain oversight of our ongoing change programme.

The Council's performance

The Plymouth City Corporate Plan 2018-22 sets out our mission of 'making Plymouth a fairer city, where everyone does their bit'. This was approved by Council in June 2018. The Corporate Plan priorities are delivered through specific programmes and projects which are coordinated and resourced through cross-cutting strategic plans, capital investments and directorate business plans.

The key performance indicators (KPIs) and their associated targets are monitored quarterly to inform us on how we are doing in delivering what we have set out to achieve in the Corporate Plan. We have continued to transform how we deliver services to ensure they are more efficient and better focused on customer needs. This includes working in new ways, joining services up with our partners and maximising the opportunities from digital technology.

In very difficult financial circumstances we continue to retain and improve our core services. For example during 2018/19 we have:

- ✓ Delivered 1,455 gross additional homes (90% increase on 2017/18);
- ✓ Supported 421 families into affordable homes;
- ✓ 804 businesses were supported through various programmes in 2018/19;
- ✓ Rolled out nearly 700 IT devices as part of 'The Way We Work' programme to deliver a flexible workforce with access to the right technology, information and workspaces to work seamlessly and securely across locations and partners;
- ✓ Reported that 89.5% of young people are in education or employment finishing GCSEs;
- ✓ The percentage of Early Years Foundation Stage pupils who achieve a Good Level of Development at the end of each academic year continues to improve;
- ✓ £265.8m was invested into the city in 2018/19 of which £100.3m was foreign direct investment;
- ✓ Provided a strong programme of events attended by 500,000 residents and visitors and 1.4 million visits were made to the Visit Plymouth website;

FINANCIAL PERFORMANCE

Devon Business Rates Pool

The Devon Business Rates pilot for 100% retention in 2018/19 was submitted to the MHCLG in September 2017 with a forecast gain to be shared by the Pool Members of £20m. The forecast was based on future business rates growth and a number of assumptions across all Pool Members.

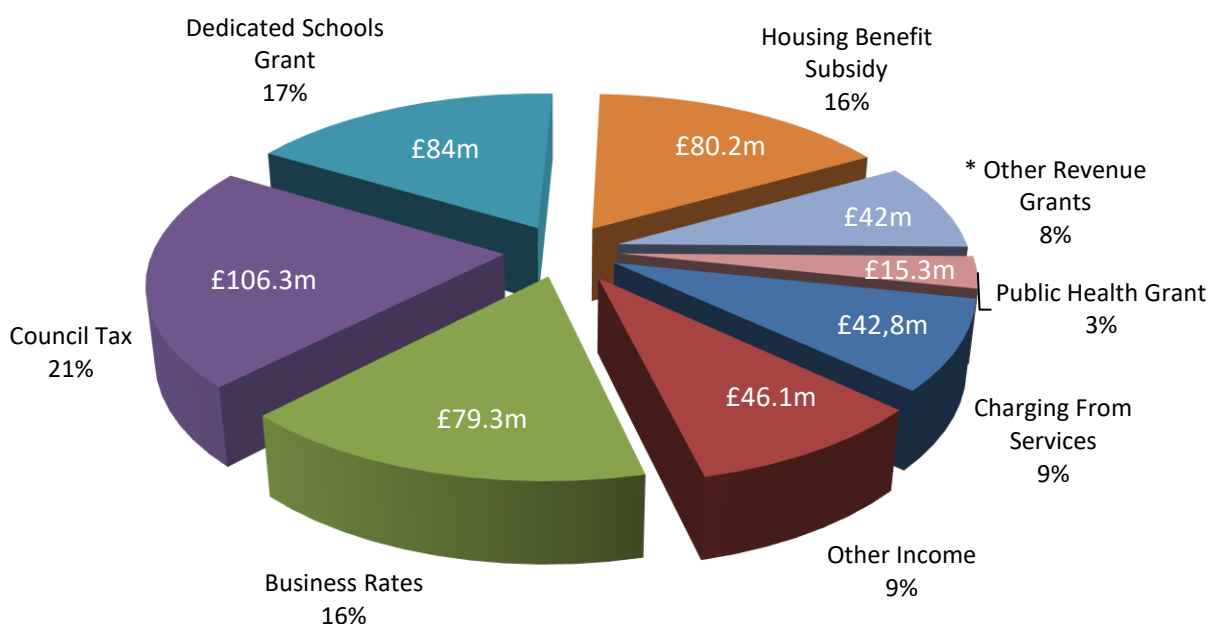
The working group has worked together to produce the forecasts, share best practices and develop the detailed workings which are complex. The group has also been supported by LG Futures who developed the initial workings and supported the Pool pilot application.

The original forecast for the pooling gain from the pilot was £20.0m to be shared across the 11 pool members. The quarterly forecasts confirmed this was still a good indication of the final expected gain and the year ended with an actual gain of £22.3m.

Revenue Income Sources

The Council's gross revenue budget for 2018/19 was £501.7m which after adjusting for income equates to a net budget of £185.6m. The main sources of income are shown below:

2018/19 Revenue Income Sources



*Other Revenue Grants – this includes grants from the Home Office, PFI Credits, the Ministry of Housing, Communities and Local Government (MHCLG), the Office of the Director of Public Health (ODPH) and a variety of other sources of grant funding.

2018/19 Revenue Outturn

The finance outturn position, before any adjustments, shows an overspend of £1.117m which is a 0.6% variance. The outturn position needs to be considered in the context of a challenging financial climate and the continuation of the Government's austerity programme with respect to public finances. In 2018/19 the Council has managed a savings programme in excess of £11m in addition to increasing service demands and customer expectations.

The net revenue budget of £185.556m was allocated to council services as follows:

Directorate	2018/19 Gross Expenditure	2018/19 Gross Income	2018/19 Council Approved Net Budget	2018/19 Latest Budget	2018/19 Outturn	Year End Over/ (Under) Spend
	£m	£m	£m	£m	£m	£m
Executive Office	6.552	(0.648)	5.904	5.906	5.834	(0.072)
Corporate Items	7.136	(12.499)	(5.363)	(9.107)	(9.154)	(0.047)
Finance	25.441	(4.733)	20.708	17.973	17.522	(0.451)
Customer and Corporate Services	104.323	(90.476)	13.847	14.981	14.993	0.012
People Directorate	258.893	(134.039)	124.854	130.198	132.904	2.706
Office for the Director of Public Health	19.456	(19.140)	0.316	0.315	0.297	(0.018)
Place Directorate	79.878	(54.588)	25.290	25.290	24.277	(1.013)
Total	501.679	(316.123)	185.556	185.556	186.673	1.117

Working Balance

The Working Balance as at 31 March 2019 is £8.050m. The Working Balance has a recommended minimum set at 5% of the net revenue budget. This minimum requirement has been approved by Council. However, due to the continued budget pressures in 2018/19, the Council has had to make further use of its Working Balance reducing it to 4.3% of the net revenue budget in order to deliver a breakeven position.

Other Financial Performance

In addition to the financial outturn reports within this report there were a range of other significant performance achievements which have contributed to the year-end position. In-year collection targets are set for our Council Tax, Business Rates, Commercial Rents, and Sundry Debt Income including our Trade Waste Income. The 2018/19 revenue budget was based on the achievement of the required targets.

We continue to increase our collection rates in core income streams and explore alternative ways of making further improvements. For example, we created a new team within existing resources to focus on recovering debt due to the Council with a specific focus on reducing housing benefit over payments.

Some Key Indicators are:

- 96.8% of Council Tax collected against a target of 98.5% (96.9% in 2017/18).
- 99.0% of NDR collected against a target of 98.0% (98.6% in 2017/18).
- Average borrowing rate of 2.2% was achieved against target of 3.0% (2.4% in 2017/18).
- Average investment return of 1.8% was achieved against target of 1.5% (1.3% in 2017/18).
- 99% of all supplier invoices were paid within 30 days against a target of 99.0% (98.4% in 2017/18).
- VAT partial exemption at 4.3% against a target of 5.0% (3.4% in 2017/18).
- 46.9% of the Council's spend was incurred with businesses within the "PL" post code against target of 55.0% (53.4% in 2017/18).

Capital

During the year 2018/19 the Council spent £134m on capital projects within the city. This is shown by Directorate in the table below. This is within the approved Capital Budget for 2019-24 of £266.471m (see the table under Capital Funding 2019-24).

Directorate	Latest Forecast December 2018	Re-Profitting	Approvals Post December	Variations and Virements	2018/19 Outturn	Spend Variance
	£m	£m	£m	£m	£m	%
Place Directorate	133.253	(17.087)	4.208	0.178	120.552	90.5
People Directorate	7.578	(1.853)	2.330	0.041	8.096	106.8
Customer and Corporate Services	4.711	(1.184)	0.540	(0.080)	3.987	84.6
Office for the Director of Public Health	1.173	(0.650)	0.000	0.000	0.523	44.6
Capital programme	146.715	(20.774)	7.078	0.139	133.158	90.8
Efficiency Strategy	0.000	0.000	0.847	0.000	0.847	
Total capital programme	146.715	(20.774)	7.925	0.139	134.005	

The 2018/19 programme outturn of £134m has enabled investment in some notable capital schemes, including:

- £70.3m Asset Investment acquisitions including:
 - Ballard House;
 - Next;
 - Langage Business Park;
 - Derry's Cross Leisure;
 - Launceston Retail Park;
- £4.3m Forder Valley Link Road;

- £14.7m for the redevelopment of the City Museum and Library into 'The Box';
- £7.4m Highway maintenance and essential engineering;
- £4.4 Community neighbourhoods, parks and public realm;
- £2.7m of Basic Need works in Plymouth Schools to allow for an increase in pupils;
- £3.3 for Disabled Facilities Grants.

Capital Funding 2019-24

The latest capital programme is summarised as follows:

Directorate	2019/20 Forecast	2020/21 Forecast	2021/22 Forecast	2022/23 Forecast	2023/24 Forecast	Total
	£m	£m	£m	£m	£m	£m
Place Directorate	150.505	56.432	24.870	2.651	2.556	237.014
People Directorate	5.799	0.179	0.172	0.172	0.000	6.322
Customer and Corporate Services	9.426	2.442	0.000	0.000	0.000	11.868
Office for the Director of Public Health	6.423	4.844	0.000	0.000	0.000	11.267
Total	172.153	63.897	25.042	2.823	2.556	266.471

Cash Flow Management

The Council has a comprehensive cash flow management system to ensure that:

- surplus cash is invested wisely;
- it can always meet its liabilities as they fall due.

Cash and short term investment holdings at 31 March 2019 were £48.9m and are held to meet the Council's capital financing and cash flow requirements while obtaining a return on these investments. The Council also uses short term borrowing from other local authorities to meet some of the funding of the Council's ambitious capital programme. As at 31 March 2019 the Council held £286.3m short term borrowing and £178.6m long term borrowing which is within the Council's approved limits.

Balance Sheet Position

The Council's Balance Sheet position is as follows:

Position	Balance as at 31 March 2018	Balance as at 31 March 2019
	£000	£000
Non-current assets - principally land, buildings and equipment used to deliver council services	942,697	1,044,879
Net current assets - current assets less current liabilities	(173,098)	(267,118)
Long term liabilities and provisions (including pensions) see points 1 and 2	(933,002)	(934,274)
Net liabilities	(163,403)	(156,513)
Represented by:		
Usable reserves (see point 3)	59,736	57,281
Unusable reserves	(223,139)	(213,793)
Total reserves	(163,403)	(156,512)

1. The Council's largest balance sheet liability is represented by £554.6m for pension liabilities. This includes a provision for the pension guarantee for Livewell Southwest and DELT for the service deficit attributable to service up to the transfer date.
2. The Council has a number of liabilities at the year-end for which it has made provision. The most significant of which are:
 - The provision for Chelson Meadow which is a closed landfill site. The provision of £9.3m has been calculated on the future maintenance costs over the next 50 years and is reviewed each year;
 - In addition, the Council has set aside a provision for business rate appeals of £2.53m (£3.98m at 31 March 2018). This has increased due to the number of successful appeals over the last couple of years.
3. Usable reserves are currently split between those earmarked for capital investment and those allocated to revenue support and service development. Usable reserves also include £2.62m held on behalf of schools and £8.05m general fund working balances to cover short term cash flow movements, budget overspends and other unforeseen contingencies. The working balance represents 4.3% of the net cost of services.
4. The Council holds a number of unusable reserves, the majority of which are required to be held for statutory reasons and some which are needed to comply with proper accounting practice. A further breakdown of unusable reserves is found in the [Notes to the Financial Statements](#) section of the Statement of Accounts.

FINANCIAL MANAGEMENT AND IDENTIFYING RISKS

The Council approves a number of key documents before the start of each financial year:

- a three year Medium Term Financial Strategy.
- a Treasury Management Strategy which includes our investment and borrowing strategies and includes the Council's 'Prudential indicators'.
- annual Revenue Budget

These documents are continually updated and reviewed on a quarterly basis.

The Ministry of Housing, Communities and Local Government (MHCLG) and CIPFA have published revised guidance and an updated Prudential Code to cover local authorities who invest in properties to obtain an income. The Council's Asset Investment Fund has been set up to invest in commercial properties to increase its revenue income.

Risk Management

The Council has a Strategic Risk and Opportunity Register and there are clear and consistent processes for identifying, assessing, managing, controlling, reviewing and reporting risks. These are subject to regular review and update. Some of the strategic risks which have been rated as high risk are shown as follows:

Risk	Link to Corporate Plan	Impact	Mitigation
Financial			
Delivering Council services within the envelope of the resources provided in 2019/20-20/22 Medium Term Financial Strategy	Spending Money Wisely	Risk to services not delivering within reduced budgets and to delivery of the Plymouth Plan from reduced revenue and funding of the Capital Programme	Progress reported monthly to Cabinet, Audit and Governance Committee and Chief Internal Auditor oversee the financial reporting process, continued member engagement in Budget process and MTFP setting process
Being unable to deliver Council services within the envelope of the resources provided in 2018/19	Spending Money Wisely	Risk to services not being delivered, negative impact on budgets, loss of reputation, negative impact on front line services and negative opinion from external audit	Progress reported monthly to Cabinet, higher profile of Council's finances at CMT and Cabinet, Audit and Governance Committee and Chief Internal Auditor oversee the financial reporting process, continued member engagement in Budget process and MTFP setting process, Portfolio member setting out areas of responsibility and savings targets and efficiencies, Portfolio Holders undertaking line-by-line reviews of budgets
Projected in-year overspend in Children's Social Care caused by unprecedented demand	Spending Money Wisely	Additional costs associated with specialist residential care placements and high levels of staffing	Independent fostering review action plan, service redesign implemented including invest to save for increase in number of Social Workers
Reputational			
Failing to, or inability to understand impacts of Brexit	Providing Quality Public Services	Reputational risk if Council is unable or has limited capacity to manage change and deliver objectives	Brexit specific risk register, business continuity group, attendance at local and regional events, Member scrutiny, regional engagement work - LEP
Compliance, Regulation and Safeguarding			
Reduction in the quality of education provision negatively affecting level of pupil attainment	A Caring Council	Negative impact on children's attainment due to the quality of education provision	Ofsted inspection, Education and Children's Social Care Overview and Scrutiny Committee

LOOKING FORWARD

The Medium Term Financial Strategy is updated quarterly and the budget report presented to Cabinet on 26 February 2019 sets out the national context for large reductions in local government funding and the Local Government Finance Settlement.

The impact of pressures within Social Care continues to have a significant impact upon the Council's resources. Nationally and locally the costs of providing health and wellbeing services are rising as demand increases. Plymouth has an ageing population with more complex needs and higher levels of young children requiring our services.

To balance the budget there will be a continuing need for transformation, efficiencies and other financial initiatives for the foreseeable future.

STATEMENT OF ACCOUNTS 2018/19

The Statement of Accounts which follow, set out the Council's income and expenditure for the year and its financial position as at 31 March 2019. The format and content of the statements is prescribed by CIPFA's Code of Practice on Local Authority Accounting in the United Kingdom 2018/19. This is based on International Financial Reporting Standards (IFRS) adapted for use in a public sector context. The Statement of Accounts comprises:

Comprehensive Income and Expenditure Statement (CIES)	This shows the net cost of providing services in accordance with generally accepted accounting practices. The Expenditure Funding Analysis (note 7) compares the CIES with levels of income and expenditure which are taken into account when setting the annual budget and council tax since certain amounts are disregarded by statute.
Balance Sheet	The Balance Sheet shows the Council's assets and liabilities at the year end. Net assets are matched by reserves which may be 'usable' or 'unusable'.
Movement in Reserves Statement (MIRS)	This shows the movements in reserves during the year, analysed into the different funds held by the Council and classified as either 'usable' reserves which can be used to fund future expenditure or 'unusable' reserves which are maintained to meet specific statutory responsibilities.
Cash Flow Statement	This financial statement shows how changes in balance sheet accounts and income affect cash and cash equivalents, it breaks the analysis down to operating, investing and financing activities.
Collection Fund	This account demonstrates how income raised from local taxpayers has been redistributed to the Council and other precepting authorities for the provision of services.
Statement of Accounting Policies	Sets out the accounting policies that have been followed in preparing the accounts and how the Code requirements have been met in practice.
Disclosure Notes	These provide more detail about individual transactions and balances.

ANNUAL GOVERNANCE STATEMENT

The Code also sets out the statutory requirement, under the Accounts and Audit (England) Regulations 2015, for every local authority to conduct a review, at least once a year, of the effectiveness of its system of internal control and to include a statement reporting on the review with the Statement of Accounts. This review takes the form of the Annual Governance Statement (AGS).

The AGS was reported to and approved by the Audit Committee on the 22 July 2019. This can be found on the Council's website.

CONCLUSION

The formal audit of the Draft Statement of Accounts commenced on 1 July 2019, and in line with our statutory duty we made our accounts available for scrutiny by interested members of the public from 3 June to 12 July 2019.

Following any adjustments, as a result of the audit and/or post balance sheet events, we will present the final Statement of Accounts to the Audit Committee scheduled for July, and following formal sign off, we will endeavour to publish them on our web pages no later than 31 July 2019.

Local Audit and Accountability Act 2014 and Accounts and Audit (England) Regulations 2015:

- a) any person interested may inspect and make copies of the accounts to be audited.
- b) a local government elector for the area may question the auditor about the accounts and object to any items of unlawful expenditure, loss due to wilful default, failure to bring a sum of income into account, or any other matter of public interest. Persons wishing to question the auditor should do so by prior arrangements by contacting 0117 305 7600.
- c) if any elector intends to object they must give the auditor prior written notice of any objection and its grounds and send a copy of the notice to the City Council.

The Council's Service Director for Finance (Section 151 Officer) is required to sign the final accounts by a statutory deadline of 31 July 2019.

Further information is available:

- on the Council's website or
- from Carolyn Haynes, Financial Controller, Ballard House West Hoe Road, Plymouth PL1 3BJ, telephone 01752 398927, email corporateaccountancy@plymouth.gov.uk

Andrew Hardingham
Service Director for Finance and Section 151 Officer
Ballard House
West Hoe Road
Plymouth
PL1 3BJ

Dated:

STATEMENT OF RESPONSIBILITIES FOR THE STATEMENT OF ACCOUNTS**The Council is required:**

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

The Service Director for Finance (Section 151 Officer) responsibilities:

The Service Director for Finance is responsible for the preparation of the Council's Statement of Accounts, which is in accordance with proper practices as set out in the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom (The Code).

In preparing this statement of accounts, the Service Director for Finance has:

- selected suitable accounting policies and then applied them consistently
- made judgments and estimates that were reasonable and prudent
- complied with the Local Authority Code

The Service Director for Finance has also:

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

In signing these accounts, the Service Director for Finance confirms that these statements give a 'true and fair' view of the financial position of the Council as at 31 March 2019 and of its expenditure and income for the year ended 31 March 2019.

Andrew Hardingham
Service Director for Finance and Section 151 Officer
Ballard House
West Hoe Road
Plymouth
PL1 3BJ

Dated:

COMPREHENSIVE INCOME AND EXPENDITURE STATEMENT FOR THE YEAR ENDED 31 MARCH 2019

This statement shows the accounting cost in the year of providing services in accordance with generally accepted accounting practices, rather than the amount to be funded from taxation. Authorities raise taxation to cover expenditure in accordance with regulations; this may be different from the accounting cost.

Restated 2017/18 Gross Expenditure	Restated 2017/18 Gross Income	Restated 2017/18 Net Expenditure		Note	2018/19 Gross Expenditure	2018/19 Gross Income	2018/19 Net Expenditure
£000	£000	£000			£000	£000	£000
7,676	(1,369)	6,307	Executive Office		7,105	(972)	6,133
15,533	(9,010)	6,523	Corporate Items		3,662	(15,101)	(11,439)
18,419	(2,064)	16,355	Finance		19,946	(2,734)	17,212
128,288	(109,073)	19,215	Customer and Corporate Services		110,234	(93,203)	17,031
266,347	(136,630)	129,717	People Directorate		271,580	(123,478)	148,102
19,811	(19,566)	245	Public Health		20,214	(19,695)	519
94,343	(47,612)	46,731	Place Directorate		102,874	(45,689)	57,185
550,417	(325,324)	225,093	(Surplus)/Deficit on Continuing Operations		535,615	(300,872)	234,743
3,082	(4,939)	(1,857)	Other Operating Expenditure	11	19,350	(2,863)	16,487
42,431	(27,810)	14,621	Financing and Investment Income and Expenditure	13	52,725	(24,122)	28,603
0	(196,879)	(196,879)	Taxation and Non-specific Grant Income	14	0	(217,701)	(217,701)
595,930	(554,952)	40,978	(Surplus)/Deficit on Provision of Services		607,690	(545,558)	62,132
		(8,971)	(Surplus)/deficit on Revaluation of Non-current Assets				(42,045)
		(69,865)	Re-measurement of the Net Defined Benefit Liability (Assets)	22.4			(35,639)
		(631)	(Surplus)/deficit on revaluation of Available for Sale financial assets				0
		0	(Surplus)/deficit from investments in equity instruments designated at fair value through comprehensive income.				2,369
		1,500	Other recognised (gains)/losses				288
		(77,967)	Other Comprehensive Income and Expenditure				(75,027)
		(36,989)	Total Comprehensive Income and Expenditure				(12,895)

MOVEMENT IN RESERVES STATEMENT FOR THE YEAR ENDED 31 MARCH 2019

The Movement in Reserves Statement shows the movement from the start of the year to the end on the different reserves held by the council, analysed into 'usable reserves' (ie those that can be applied to fund expenditure or reduce local taxation) and other 'unusable reserves'. The Statement shows how the movements in year of the council's reserves are broken down between gains and losses incurred in accordance with generally accepted accounting practices and the statutory adjustments required to return to the amounts chargeable to council tax for the year. The Net Increase/(Decrease) line shows the statutory General Fund Balance and Balance movements in the year following those adjustments.

Movement in Reserves Statement	Note	General Fund Balance	Earmarked General Fund	Total General Fund Balance	Capital Receipts Reserve	Capital Grants Unapplied	Total Usable Reserves	Unusable Reserves	Total Authority Reserves
		£000	£000	£000	£000	£000	£000	£000	£000
Balance at 31 March 2017		9,352	21,056	30,408	18,599	5,202	54,209	(254,601)	(200,392)
Movement in Reserves 2017/18									
Total Comprehensive Income and Expenditure		(40,978)	0	(40,978)	0	0	(40,978)	77,967	36,989
Adjustments between accounting basis and funding under regulations	10	45,480	0	45,480	(347)	1,372	46,505	(46,505)	0
Net Increase/(Decrease) Before Transfer to Earmarked Reserves		4,502	0	4,502	(347)	1,372	5,527	31,462	36,989
Transfer (to)/from reserves	12	(4,686)	4,686	0	0	0	0	0	0
Net Increase/(Decrease) in 2017/18		(184)	4,686	4,502	(347)	1,372	5,527	31,462	36,989
Balance at 31 March 2018		9,168	25,742	34,910	18,252	6,574	59,736	(223,139)	(163,403)
Movement in Reserves 2018/19									
Prior period adjustment to CAA		0	0	0	0	0	0	(6,005)	(6,005)
Total Comprehensive Income and Expenditure		(62,132)	0	(62,132)	0	0	(62,132)	75,027	12,895
Adjustments between accounting basis and funding under regulations	10	59,942	0	59,942	(3,033)	2,767	59,676	(59,676)	0
Net Increase/(Decrease) Before Transfer to Earmarked Reserves		(2,190)	0	(2,190)	(3,033)	2,767	(2,456)	9,346	6,891
Transfer (to)/from reserves	12	1,073	(1,073)	0	0	0	0	0	0
Net Increase/(Decrease) in 2018/19		(1,117)	(1,073)	(2,190)	(3,033)	2,767	(2,456)	9,346	6,891
Balance at 31 March 2019		8,051	24,669	32,720	15,219	9,341	57,280	(213,793)	(156,512)

BALANCE SHEET AS AT 31 MARCH 2019

The Balance Sheet shows the value of the assets and liabilities recognised by the Council as at the Balance Sheet date. The net assets of the Council are matched by the reserves held. Usable reserves are those reserves that the Council may use to provide services, subject to the need to maintain a prudent level of reserves and any statutory limitations on their use (for example the Capital Receipts Reserve may only be used to fund capital expenditure or repay debt). Unusable reserves are those that the Council is not able to use to provide services, including reserves that hold unrealised gains and losses (for example the Revaluation Reserve), and reserves that hold timing differences shown in the Movement in Reserve Statement line 'Adjustments between accounting basis and funding basis under regulations'.

31 March 2018		Note	31 March 2019
£000			£000
727,924	Property Plant and Equipment	15	768,429
27,271	Heritage Assets	16	27,271
137,628	Investment Property	17	197,732
30	Intangible Assets		23
38,862	Long-term Investments	18.1	40,497
10,982	Long-term Debtors	19.2	10,925
942,697	Non-current Assets		1,044,877
16,993	Short-term Investments	18.1	17,008
704	Inventories		692
60,124	Short-term Debtors	19.1	64,229
30,280	Cash and Cash Equivalents	23.4	31,863
335	Assets Held for Sale		665
108,436	Current Assets		114,457
(201,042)	Short-term Borrowing	18.1	(286,266)
(56,280)	Short-term Creditors	20.1	(64,696)
(2,186)	Short-term Provisions	21	(1,756)
(1,111)	Grants Received in Advance - Revenue	29	(413)
(20,915)	Grants Received in Advance - Capital	29	(28,442)
(281,534)	Current Liabilities		(381,573)
(15,147)	Long-term Creditors	20.2	(13,888)
(14,550)	Long-term Provisions	21	(12,846)
(165,627)	Long-term Borrowing	18.1	(178,565)
(561,521)	Long-term Liabilities Pensions	34.3 & 34.9	(540,896)
(121,359)	Long-term Liabilities Other	20.3	(120,545)
(54,798)	Grants Received in Advance - Capital	29	(67,534)
(933,002)	Long Term Liabilities		(934,274)
(163,403)	Net Assets		(156,513)
59,736	Usable Reserves		57,280
(223,139)	Unusable Reserves	22	(213,793)
(163,403)	Total Reserves		(156,513)

CASH FLOW STATEMENT

The Cash Flow Statement shows the changes in cash and cash equivalents of the Council during the reporting period. The statement shows how the Council generates and uses cash and cash equivalents by classifying cash flows as operating, investing and financing activities. The amount of net cash flows arising from operating activities is a key indicator of the extent to which the operations of the Council are funded by way of taxation and grant income, or from the recipients of services provided by the Council. Investing activities represent the extent to which cash outflows have been made for resources which are intended to contribute to the Council's future service delivery. Cash flows arising from financing activities are useful in predicting claims on future cash flows by providers of capital (that is borrowing) to the Council.

2017/18		Note	2018/19
£000			£000
(40,978)	Net Surplus/(Deficit) on the Provision of Services		(62,132)
62,020	Adjustment to Net Surplus/(Deficit) on the Provision of Services for non-cash movement	23.1	98,888
(15,103)	Adjustments for items included in the Net Surplus/(Deficit) on the Provision of Services that are investing and financing activities	23.1	(17,603)
5,939	Net Cash Flows from Operating Activities		19,153
(68,271)	Investing activities	23.2	(107,218)
74,411	Financing activities	23.3	89,648
12,079	Net Increase/(Decrease) in Cash and Cash Equivalents		1,583
18,201	Cash and cash equivalents at the beginning of the reporting period	23.4	30,280
30,280	Cash and Cash Equivalents at the End of the Reporting Period		31,863

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1. Prior Period Adjustments

Due to the reorganisation of the Council's directorates in 2018/19, it has been necessary to make changes to the segmental reporting. The prior year has been restated for comparison purposes and only affects notes connected with cost of services.

2. Accounting Policies

2.1 General Principles

The Statement of Accounts summarises the Council's transactions for the 2018/19 financial year and its position at the year ended 31 March 2019. The Council is required to prepare an annual Statement of Accounts by the Accounts and Audit (England) Regulations 2015, which require the accounts to be prepared in accordance with proper accounting practices.

These practices primarily comprise the Code of Practice on Local Authority Accounting in the United Kingdom 2018/19 (The Code), supported by International Financial Reporting Standards (IFRS).

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.

2.2 Accruals of Income and Expenditure

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

- revenue from contracts with service recipients, whether for services or the provision of goods, is recognised when (or as) the goods or services are transferred to the service recipient in accordance with the performance obligations in the contract.
- supplies and services are recorded as expenditure when they are consumed or received. 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 the payments are made.
- interest payable on borrowings and receivable on investments 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 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 it is doubtful that debts will be settled, the balance of debtors is written down and a charge made to revenue for the income that might not be collected.

2.3 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 highly liquid investments that mature in 90 days or less from the date of acquisition and that are readily convertible to known amounts of cash with insignificant risk of change in value.

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

2.4 Benefit Payments

Benefit payments are accounted for as they are incurred with no accrual being made for payments in advance or arrears at the year-end. This policy is consistently applied each year and therefore does not have a material effect on the year's accounts.

2.5 Prior Period Adjustments, Changes in Accounting Policies, 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 a prior period adjustment.

Changes in accounting policies are only made when required by proper accounting practices, where the change provides more reliable or relevant information about the effect of transactions or 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.

2.6 Charges to Revenue for Non-current Assets

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

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

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

2.7 Council Tax and Non-Domestic Rates

Billing authorities act as agents, collecting Council Tax and Non-Domestic Rates (NDR) on behalf of the major preceptors (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 (i.e. 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, billing authorities, major preceptors and central government 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 (CIES) 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 CIES 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 (MiRS).

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 payments due under the statutory arrangements will not be made (fixed or determinable payments), the asset is written down and a charge made to the Collection Fund. The impairment loss is measured as the difference between the carrying amount and the revised future cash flows.

2.8 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, paid sick leave, flexi and time off in lieu (TOIL) as well as 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.

Termination Benefits (for example redundancy payments)

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 in exchange for those benefits and are charged to the appropriate service, or where applicable the Corporate Service line in the CIES at the earlier of when the Council can no longer withdraw the offer of those benefits or when the Council recognises cost of restructuring.

Post-employment Benefits (pensions)

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

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

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

Teachers' Pension Scheme

The arrangements for the teachers' scheme mean that liabilities for these benefits cannot ordinarily be identified specifically to the Council. The scheme is therefore accounted for as if it was a defined contribution scheme and no liability for future payments of benefits is recognised in the Balance Sheet. The Children's and Educational Services line in the CIES is charged with the employer's contributions payable to Teachers' Pensions in the year.

However, the Council is able to supplement teachers' statutory retirement benefits with locally determined decisions (discretionary payments). The future liability for such decisions is a true cost to the Council and is assessed annually by the Actuary and included within the total pension liability on the Balance Sheet.

The Local Government Pension Scheme

All Council employees (with the exception of teachers) are eligible to join the Local Government Pension Scheme (LGPS). The Local Government Scheme is accounted for as a defined benefits scheme.

The liabilities of the Devon Pension Scheme attributable to the Council are included in the Balance Sheet on an actuarial basis using the projected 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 projections of future earnings for current employees.

Liabilities are discounted to their value at current prices, using a discount rate of 2.55 per cent (based on the Merrill Lynch AA rated corporate bond).

The assets of the Devon 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;
- property – market value.

The change in the net pension 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 CIES to the services for which the employees worked
- Past service cost – the increase in liabilities as a result of a scheme amendment or curtailment whose effect relates to years of service earned in earlier years – debited to the Surplus or Deficit on the provision of Services in the CIES as part of corporate items
- Net interest on the net defined liability/(asset) i.e. net interest expense for the Council – the change during the period on the net defined liability /(asset) that arises from the passage of time charged to the Financing and Investment Income and Expenditure line in the CIES 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) during the period as a result of contribution and benefit payments.
- Re-measurement of the return on plan assets – excluding amounts included in the net interest on the net defined liability/(asset)- charged to the pension 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 Pensions Reserve as Other Comprehensive Income and Expenditure
- Contributions paid to the Devon County 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 MIRS this means that there are appropriations to and from the Pensions Reserve to remove 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, including teachers as outlined above, are accrued in the year of the decision to make the award and accounted for using the same policies as are applied to the Local Government Pension Scheme.

2.9 Events After the Balance Sheet Date

Events after the Balance Sheet date are those events 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.

2.10 Financial Instruments

Financial instruments are recognised on the balance sheet when the Council becomes a party to the contractual provisions. They are initially measured at fair value.

Financial liabilities

Financial liabilities are subsequently measured at amortised cost. For the Council's borrowing this means that the amount presented in the Balance Sheet is the outstanding principle repayable (plus interest accrued). Annual charges to the financing and investment income and expenditure line in the CIES for interest payable are based on the carrying amount of the liability, multiplied by the effective interest rate 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.

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 (FVOCI).

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 contracted provisions of a financial instrument and are initially measured at fair value. They are subsequently measured at their amortised cost. Annual credits to the Financing and Investment Income and Expenditure line in the CIES 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 (plus accrued interest) and interest credited to the CIES is the amount receivable for the year in the loan agreement.

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

2.11 Revenue Recognition

With the adoption of accounting standard IFRS 15, revenue is defined as income arising as a result of the Council's normal operating activities and where income arises from contracts with service recipients it is recognised when or as the Council has satisfied a performance obligation by transferring a promised good or service to the service recipient.

Revenue is measured as the amount of the transaction price which is allocated to that performance obligation. Where the Council is acting as an agent of another organisation the amounts collected for that organisation are excluded from revenue.

The analysis carried out to date indicates that there will be no material impact on the revenue recognised in relation to the significant contracts entered into by the Council. A review will take place each year to identify whether any disclosure is necessary.

2.12 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.
- the grants or contributions will be received.

Amounts recognised as due to the Council are not credited to the CIES until the 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 in the form of the grant or contribution are required to be consumed by the recipient as stated, or future economic benefits or service potential must be returned to the transferor (grant provider).

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 CIES.

Where revenue grants that have been credited to the CIES are intended to meet specific service expenditure that has not yet been incurred, an equivalent amount is transferred from the General Fund Balance to an Earmarked Reserve in the MiRS. A transfer back is made in future years to match expenditure as it is incurred.

Where capital grants are credited to the CIES, they are reversed out of the General Fund Balance in the MiRS. 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.

2.13 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.

2.14 Interests in Companies and Other Entities

An assessment of the Council's interests has been carried out during the year in accordance with the Code of Practice to determine the group relationships that exist. Inclusion in the group is dependent upon the extent of the Council's control over an entity. The Council controls an entity when it is exposed to, or has rights to, variable returns from its involvement with the entity and has the ability to affect those returns through its power over the entity. The Council does have a number of interests in companies and other entities, none of which would be material on consolidation due to the elimination of group transactions. Thus the production of group accounts is not required for these interests.

2.15 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 production of goods.

Investment properties are measured initially at cost and subsequently at fair value, defined as 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. Properties are not depreciated but are revalued annually according to market conditions at 1 January. A review is completed at 31 March to ensure that there are no material movements in the period 1 January to 31 March. Gains and losses on revaluation are posted to the Financing and Investment Income and Expenditure line in the CIES. The same treatment is applied to gains and losses on disposal.

2.16 Heritage Assets

The Plymouth City Museum and Art Gallery is responsible for over 800,000 artefacts and a proportion of the collections have been held on display in the museum, council buildings and other historic sites. These collections span a wide range of fine and decorative art, archaeology, world cultures, social and natural history and local and maritime history. These are held in support of the primary objective of the Council to ensure that these objects are preserved in trust for future generations because of their cultural, environmental or historical associations.

The Council classifies its Heritage Assets into three main categories – historic buildings and monuments, fine art and world cultures collections and gold, silver and jewellery collections – with the bulk of the artefacts not being formally recognised on the Balance Sheet as it is believed that to do so would involve a disproportionate cost in comparison to the benefits to users of the Council's financial statements.

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.

Where a historic building is being used significantly for the provision of services (for example Mount Edgcombe House or the City Museum) this will be recognised as Other Land and Buildings rather than as a Heritage Asset.

The Council's collections are accounted for as follows:

- **Historic Buildings and monuments**

Historic buildings and monuments classified as Heritage Assets include Smeaton's Tower and the Elizabethan House.

The list is relatively static and acquisitions and donations are rare. Where they do occur acquisitions would be initially recognised at cost and donations would be recognised at insurance value which is based on market values.

As these are deemed to have an indefinite life, the Council does not consider it appropriate to charge depreciation.

- **Fine art and world cultures collection**

The Council has a large and important fine art collection comprising paintings, watercolours, drawings, prints, miniatures and sculptures. Highlights include the outstanding Cottonian Collection and works by local artists such as Sir Joshua Reynolds, and this represents the largest fine arts collection in the south west. The world cultures collection consists of objects collected from foreign countries spanning the globe.

Acquisitions are made by purchase or donation. Acquisitions are initially recognised at cost and donations are recognised at insurance values, usually based on valuations provided by external valuers and with reference to appropriate commercial markets using the most relevant information from sales at auction.

As these items are deemed to have an indefinite life, the Council does not consider it appropriate to charge depreciation.

- **Gold, silver and jewellery collection**

The collection of gold, silver and jewellery includes local pieces dating from the 18th to 20th century and is representative of the thriving local community. Key pieces in the collection include the Eddystone Lighthouse Salt and the Drake Cup.

Acquisitions are made by purchase or donation. Acquisitions are initially recognised at cost and donations are recognised at insurance values, usually based on valuations provided by external valuers and with reference to appropriate commercial markets using the most relevant information from sales at auction.

The Council does not consider that reliable cost or valuation information can be obtained for the items held in its archaeological, decorative art, natural history and other collections. This is because of the lack of comparable market values and, consequently, these are not recognised on the balance sheet.

The Council's policy for the acquisition, preservation and management of museum assets can be found on The Box website.

The carrying amount of Heritage Assets are reviewed on a regular basis to assess whether there has been any evidence of impairment caused by physical deterioration or breakage, or where doubts arise as to its authenticity. Any impairment is recognised and measured in accordance with the Council's general policies on impairments – see note [2.17](#) in this summary of significant accounting policies. If there is any occasion where a Heritage Asset is disposed of, the proceeds of such items are accounted for in accordance with the Council's general provisions for the disposal of property, plant and equipment. Disposal proceeds are disclosed separately in the Notes to the Financial Statements (see note [15.4](#)) and are accounted for in accordance with statutory accounting requirements relating to capital expenditure and capital receipts – see note [2.17](#) in this summary of significant accounting policies.

2.17 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 (leased in assets)

Operating Leases

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

Schools may make their own arrangements for operating leases using income from their schools budget share. These are included within total lease payments.

The Council as Lessor (Council assets leased out)

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 (Surplus)/Deficit on Continuing Operations in the CIES. Credits are made on a straight-line basis over the life of the lease.

2.18 Property, Plant and Equipment

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

Recognition

Expenditure on the acquisition, creation or enhancement of Property, Plant and Equipment is capitalised on an accruals basis, provided that it is probable that the future economic benefits or service potential associated with the item will flow to the Council and the cost of the item can be measured reliably.

The Council operates a policy of assets capitalisation (including donated assets) with a minimum asset value of £10,000 for land and property and £5,000 for vehicle, plant and equipment. However, there is no minimum level applied for capital spend incurred by individual schools financed from capital grants.

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.

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

- infrastructure and community assets – depreciated historical cost;
- assets under construction – historical cost;
- surplus assets – fair value;
- the Tamar Toll Bridge - depreciated replacement cost;
- all other assets – current value in their existing use.

Where there is no market based evidence of fair value because of the specialist nature of an asset, depreciated replacement cost is used as an estimate of fair value.

Assets that Local Authorities intend to hold in perpetuity and have no determinable useful life and may have restrictions in their disposal are classified as community assets, and in this instance are generally valued at a nominal £1.

Assets included in the Balance Sheet at current or fair value are revalued regularly and are reviewed at the year-end to ensure that their carrying amount is not materially different from their fair value.

Impairment

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

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 such as freehold land and certain Community Assets, and assets that are not yet available for use (i.e. assets under construction). Depreciation is calculated on a straight line basis over the useful life of the asset as determined by the valuer. Depreciation is charged to the CIES based on values as at the start of the year. No depreciation is applied in year of acquisition or construction. The depreciation periods currently used are:

Operational Buildings:

Car parks	5 to 50 years
Schools	5 to 40 years
Other buildings	5 to 60 years
Tamar Bridge	120 years
Infrastructure	20 to 40 years
Vehicles and Plant	5 to 25 years

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

Componentisation

The Council's componentisation policy is as follows:

Materiality level

Assets with a building value of £2.5m or above are considered for componentisation on an individual asset basis. Consideration is also given to groups of similar assets that individually are below the materiality level for componentisation but may collectively be material.

Significance

Components with a value of 20 per cent or above of the overall asset value are significant components.

In terms of schools, components are defined as separate school blocks or buildings and componentisation applied where the values meet the 20 per cent criteria.

Different asset life

The difference in life between the host asset and the component must be over 5 years for componentisation to be recorded.

Assets held for sale

When it becomes probable that the value of an asset will be recovered principally through a sale rather than through its continuing use, and the asset is being actively marketed, it is reclassified as an Asset Held for Sale. The asset is revalued and held at the lower of this amount and fair value less costs to sell. Depreciation is not charged on Assets Held for Sale.

Assets that are no longer used for operational purposes but are not actively being marketed are revalued and reclassified as surplus but still retained within Property, Plant and Equipment and transferred to Assets Held for Sale only when a decision is made to actively market the asset.

Disposals

Amounts received for a disposal in excess of £10,000 are categorised as capital receipts and are required to be credited to the Capital Receipts Reserve. Capital receipts can then only be used for:

- new capital investment;
- set aside to reduce the Council's underlying need to borrow (the Capital Financing Requirement).

2.19 Private Finance Initiative (PFI) and Similar Contracts

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

The Council's original recognition of PFI assets are based on the cost of construction or purchase cost of the property and is balanced by the recognition of a liability for amounts due to the scheme operator to pay for the capital investment.

Non-current assets recognised on the Balance Sheet are revalued and depreciated in the same way as Property, Plant and Equipment owned by the Council.

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

- fair value of the services received during the year;
- finance costs – an interest charge on the outstanding Balance Sheet liability;
- contingent rent – increases in the amount to be paid for the property arising during the contract;
- payment towards finance liability – applied to write down the Balance Sheet liability towards the PFI operator;
- lifecycle costs – costs to maintain assets used to operationally acceptable standard.

Schools PFI credits

The Council receives a grant towards the cost of the PFI scheme. The grant is allocated to meet the finance costs in the first instance. The amount required to meet the finance lease liability, interest and contingent rent charge is allocated to the Taxation and Non Specific grant income in the CIES. The remaining grant is treated as a specific grant and included within the Children's and Education service line.

Government grants received for PFI schemes, in excess of current levels of net expenditure, are carried forward as an earmarked reserve to fund future contract expenditure.

South West Devon Energy from Waste (EfW) PFI

For the Energy from Waste Scheme there is the additional element of deferred credit from the write down of the long term liability for the expected third party income received during the year.

2.20 Provisions, Contingent Liabilities and Contingent Assets

Provisions

Provisions are made where an event has taken place that gives the Council an obligation that probably requires settlement by a transfer of economic benefits, usually a cash payment, or service potential, and a reliable estimate of the amount of the obligation can be made, but where the timing of the transfer is uncertain.

Provisions are charged to the appropriate service in the year that the Council becomes aware of its obligation. It can only be used for the purpose for which it was established.

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 note [35.2](#).

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, note [35.1](#), where it is probable that there will be an inflow of economic benefits or service potential.

2.21 Reserves

The Council maintains a number of reserves which may be required for statutory purposes or set up voluntarily to earmark resources for future spending plans or to cover contingencies. Reserves are created by appropriating amounts out of the General Fund Balance in the MiRS.

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 CIES. The reserve is then appropriated back into the General Fund Balance in the MiRS so that there is no net charge against Council Tax for the expenditure.

2.22 Revenue Expenditure Funded from Capital under Statute (REFCUS)

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 CIES 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 MiRS 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.

2.23 Accounting for Schools

The Code of Practice on Local Authority Accounting in the United Kingdom confirms that the balance of control for Local Authority maintained schools lies with the Local Authority. The Code also stipulates that those schools' assets, liabilities, reserves and cash flows are recognised in the Local Authority financial statements. Therefore schools' transactions, cash flows and balances are recognised in each of

the financial statements of the Council as if they were the transactions, cash flows and balances of the Council. The Council has the following types of maintained schools under its control:

- Community
- Voluntary Controlled

School non-current assets are recognised on the Balance Sheet where the Council directly owns the assets or where the school or the school governing body own the assets but the Council is deemed to exercise control.

When a maintained school converts to an Academy, Voluntary Aided or Foundation Trust/Foundation; the school's non-current assets held on the Council's Balance Sheet are treated as a disposal. The carrying value of the asset is written off to Financing and Investment Income and Expenditure in the CIES. Any revaluation gains accumulated for the asset in the Revaluation Reserve are transferred to the Capital Adjustment Account.

The written off asset value is not a charge against the General Fund, as the cost of non-current asset disposals resulting from schools transferring to Academy status is fully provided for under separate arrangements for capital financing. Amounts are appropriated to the Capital Adjustment Account from the General Fund Balance in the MiRS.

The income and expenditure is included within the People directorate in the CIES. The reserves are included in the Education Reserve balance, which forms part of the Council's Useable reserves.

2.24 Value Added Tax (VAT)

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

2.25 Fair Value Measurement

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

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

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

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

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

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

Level I – quoted prices (unadjusted) in active markets for identical assets or liabilities that the authority can access 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

3. Critical Judgements in Applying Accounting Policies

In applying the accounting policies set out in note 2, the Council has had to make certain judgements about complex transactions or those involving uncertainty about future events. The critical judgement made in the Statement of Accounts is:

Tamar Bridge valuation – departure from the Code of Practice

The Tamar Bridge is a toll bridge that is jointly owned by Cornwall Council and Plymouth City Council. The Code of Practice on Local Authority Accounting requires infrastructure assets to be accounted for using depreciated historic cost, however both Councils use depreciated replacement cost (DRC) to value the asset. This is because the Tamar Bridge is an income generating asset and the income generated is used to maintain its upkeep. It is therefore treated as a separate class of asset and the reader of the Council's accounts might reasonably expect there to be a relationship between the income raised in tolls and the cost of maintaining and ultimately replacing the bridge. The current DRC value of the bridge is £58.827m, if the bridge was valued at its depreciated historic cost in line with other infrastructure assets the value would be £18.949m, so would therefore be misleading to use historic cost as a basis for valuation.

The Council have concluded that, taking account of the above, the financial statements present a true and fair view of the Council's financial position, financial performance and cash flows and has complied with the Code in all other respects.

4. Accounting Standards that have been issued but have not yet been adopted

The Council is required to disclose information regarding the impact of any accounting change on the financial statements as a result of any new standards that have been issued, but are not yet required to be adopted by the Council. There are no changes in accounting requirements for 2019/20 that are anticipated to have a material impact on the Council's financial performance or financial position.

5. Assumptions made about the future and other major sources of estimation uncertainty

In preparing the Statement of Accounts, there are areas where estimates have been made. Estimates are made taking into account historical experience, current trends and other relevant factors. These include the amount of arrears that will not be collected (based on past experience of collection for the different types of debt); useful lives and valuations of properties which are estimated by qualified valuers (for further details see 2.17); and the liability for future pension payments, which carries the most significant risk of material adjustment.

Property, Plant and Equipment

Assets are depreciated over useful lives that are dependent on assumptions about the level of repairs and maintenance that will be incurred in relation to individual assets. The current economic climate makes it uncertain that the Council will be able to sustain its current spending on repairs and maintenance which would have an impact upon the assessment of useful lives assigned to assets.

Any changes to useful life of assets would not have an impact on the Council's General Fund position as the Council is not required to fund these non-cash charges from council tax receipts.

Assets are periodically re-valued using a 5-year rolling programme to ensure that the Council does not materially misstate its Property, Plant and Equipment. The valuations are based on market prices and if

they change significantly over time there will be an increase or decrease in the value of Council land and buildings.

Any change in valuation would result in an increase/decrease to the revaluation reserve and/or an adjustment to the CIES.

Pensions Liability

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

Sensitivity analysis of the impact of a 1% change in discount rate and a 1 year change in mortality rate assumptions can be found in the Pension disclosure note [34.5](#).

6. Events after the Balance Sheet date

Events taking place after the 31 July 2019 are not reflected in the financial statements. The Statement of Accounts was authorised by the Council's Section 151 Officer on 31 July 2019. Where events taking place before this date provided information about conditions existing at 31 March 2019, the figures in the financial statements and notes have been adjusted in all material respects to reflect the impact of this information.

Since the year end 31 March 2019 the Council has purchased several material investment properties, which include car showrooms in Plymouth, St Austell, Exeter and Taunton and the Cothill Trading Estate in Plympton.

7. Expenditure and Funding Analysis

The Expenditure and Funding Analysis shows how annual expenditure is used and funded from resources (government grants, rents, council tax and business rates) by Local Authorities in comparison with those resources consumed or earned by authorities in accordance with generally accepted accounting practices. It also shows how this expenditure is allocated for decision making purposes between the Council's directorates. Income and expenditure accounted for under generally accepted accounting practices is presented more fully in the CIES.

2017/18 Net Expenditure Chargeable to the General Fund Balances	2017/18 Adjustments Between the Funding and Accounting Basis	2017/18 Net Expenditure in the CIES		2018/19 Net Expenditure Chargeable to the General Fund Balances	2018/19 Adjustments Between the Funding and Accounting Basis	2018/19 Net Expenditure in the CIES
£000	£000	£000		£000	£000	£000
5,750	557	6,307	Executive Office	5,834	299	6,133
2,580	3,943	6,523	Corporate Items	(5,114)	(6,325)	(11,439)
14,296	2,058	16,354	Finance	14,002	3,210	17,212
14,487	4,728	19,215	Customer and Corporate Services	14,993	2,038	17,031
122,449	7,268	129,717	People Directorate	132,904	15,198	148,102
261	(16)	245	Public Health	297	222	519
24,450	22,282	46,732	Place Directorate	25,137	32,048	57,185
184,273	40,820	225,093	Net Cost of Service	188,053	46,690	234,743
(188,775)	4,660	(184,115)	Other Income and Expenditure	(200,450)	27,839	(172,611)
(4,502)	45,480	40,978	(Surplus)/Deficit on Provision of Service	(12,397)	74,529	62,132
0	0	0	Other Adjustments	13,514	(73,456)	(59,942)
(4,502)	45,480	40,978	(Surplus)/Deficit After Adjustments	1,117	1,073	2,190
(30,408)		(30,408)	Opening General Fund	(34,910)		(34,910)
(4,502)	0	0	(Surplus)/deficit on general fund balance in year	1,117	1,073	2,190
(34,910)	0	(34,910)	Closing General Fund Balance at 31 March	(33,793)	1,073	(32,720)

8. Note to the Expenditure and Funding Analysis

Adjustments between funding and accounting basis

Adjustments from General Fund to Arrive at the CIES Amounts	Adjustments for Capital Purposes	Net Change for the Pensions Adjustments	Other Differences	Total Adjustments
2018/19	£000	£000	£000	£000
Executive Office	15	255	28	298
Corporate Items	968	(4,699)	(2,592)	(6,323)
Finance	3,239	374	(403)	3,210
Customer and Corporate Services	1,987	611	(560)	2,038
People Directorate	15,827	964	(1,593)	15,198
Public Health	206	233	(217)	222
Place Directorate	30,396	1,789	(138)	32,047
Net Cost of Service	52,638	(473)	(5,475)	46,690
Other income and expenditure from the expenditure and funding analysis	24,332	14,357	(25,438)	13,251
Difference Between General Fund Surplus or Deficit and CIES Surplus or Deficit on the Provision of Service	76,970	13,884	(30,913)	59,941

Adjustments from General Fund to Arrive at the CIES Amounts	Adjustments for Capital Purposes	Net Change for the Pensions Adjustments	Other Differences	Total Adjustments
2017/18	£000	£000	£000	£000
Executive Office	77	407	73	557
Corporate Items	0	4,649	(706)	3,943
Finance	1,935	639	(516)	2,058
Customer and Corporate Services	3,750	1,143	(165)	4,728
People Directorate	10,124	2,873	(5,729)	7,268
Public Health	67	364	(447)	(16)
Place Directorate	23,254	2,605	(3,577)	22,282
Net Cost of Service	39,207	12,680	(11,067)	40,820
Other income and expenditure from the expenditure and funding analysis	(19,442)	16,399	7,703	4,660
Difference Between General Fund Surplus or Deficit and CIES Surplus or Deficit on the Provision of Service	19,765	29,079	(3,364)	45,480

Adjustment for Capital Purposes

Adjustments for Capital Purposes – this column adds in depreciation, impairment and revaluation gains/losses in the services line and for:

- **Other operating expenditure** – adjusts for capital disposals with a transfer of income on disposal of assets and the amounts written off for those assets.
- **Financing and investment income and expenditure** – the statutory charges for capital financing i.e. Minimum Revenue Provision and other revenue contributions are deducted from other income and expenditure as these are not chargeable under generally accepted accounting practices.
- **Taxation and non-specific grant income and expenditure** – capital grants are adjusted for income not chargeable under generally accepted accounting practices. Revenue grants are

adjusted from those receivable in the year to those receivable without conditions, or for which conditions were satisfied throughout the year. The Taxation and Non Specific Grant Income and Expenditure line is credited with capital grants receivable in the year without conditions or for which conditions were satisfied in the year.

Net change for the pension adjustments

Net change for the removal of pension contributions and the addition of IAS19 *Employee Benefits* pension related expenditure and income:

- **Services** – this represents the removal of the employer pension contributions made by the Council as allowed by statute and the replacement with current service costs and past service costs
- **Financing and investment income and expenditure** – the net interest on the defined benefit liability is charged to the CIES.

Other statutory

Other differences between amounts debited/credited to the CIES and amounts payable/receivable to be recognised under statute:

- **Financing and investment income and expenditure** – the other differences column recognises adjustments to the General Fund for the timing differences for premiums and discounts.
- **Taxation and non-specific grant income and expenditure** – the charge represents the difference between what is chargeable under statutory regulations for Council Tax and NDR that was projected to be received at the start of the year and the income recognised under generally accepted accounting practices in the Code. This is a timing difference as any difference will be brought forward in future surpluses or deficits on the Collection Fund.

9. Expenditure and Income Analysed by Nature

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

Expenditure/Income	2017/18	2018/19
	£000	£000
Expenditure:		
Employee benefits expenses	156,822	143,351
Other service expenses	382,630	382,712
Depreciation, amortisation, impairment	42,374	58,600
Interest payments	14,104	23,027
Total Expenditure	595,930	607,690
Income:		
Fees, charges and other service income	(129,125)	(55,638)
Interest and investment income	(16,416)	(8,281)
Income from council tax, non-domestic rates, district rate income	(153,417)	(257,712)
Government grants and contributions	(255,994)	(223,927)
Total Income	(554,952)	(545,558)
Surplus or Deficit on the Provision of Service	40,978	62,132

10. Adjustments between accounting basis and funding basis under regulations

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

Adjustments between Accounting Basis and Funding Basis Under Regulations	2017/18				2018/19			
	General Fund Balance	Capital Receipts Reserve	Capital Grants Unapplied	Movement in Unusable Reserves	General Fund Balance	Capital Receipts Reserve	Capital Grants Unapplied	Movement in Unusable Reserves
	£000	£000	£000	£000	£000	£000	£000	£000
Adjustments involving the Capital Adjustment Account:								
Reversal of items debited or credited to the Comprehensive Income and Expenditure Statement:								
Charges for depreciation and impairment of non-current assets	(35,914)	0	0	35,914	(48,808)	0	0	48,808
Movements in the market value of Investment Properties	9,743	0	0	(9,743)	(1,690)	0	0	1,690
Amortisation of intangible assets	(7)	0	0	7	(7)	0	0	7
Capital grants and contributions	13,990	0	(13,990)	0	24,662	0	(25,564)	901
Movement in the Donated Assets Account	439	0	0	(439)	0	0	0	0
Revenue expenditure funded from capital under statute	(9,380)	0	0	9,380	(8,528)	0	0	8,528
Amounts of non-current assets written off on disposal or sale as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	(1,577)	0	0	1,577	(17,603)	0	0	17,603
Deferred credit Energy from Waste	2,324	0	0	(2,324)	2,324	0	0	(2,324)
Insertion of items not debited or credited to the Comprehensive Income and Expenditure Statement:								
Statutory provision for the financing of capital investment	5,287	0	0	(5,287)	7,280	1,000	0	(8,280)
Capital expenditure charged against the General Fund	484	0	0	(484)	939	0	0	(939)
Adjustments involving the Capital Receipts Reserve:								
Transfer of sale proceeds credited as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	0	(3,420)	0	3,420	0	(1,514)	0	1,514
Other Capital Receipts credited to the Comprehensive Income and Expenditure Statement	3,919	(3,919)	0	0	1,569	(1,569)	0	0
Total C/FWD	(10,692)	(7,339)	(13,990)	32,021	(39,862)	(2,083)	(25,564)	67,508

Adjustments between Accounting Basis and Funding Basis Under Regulations	2017/18				2018/19			
	General Fund Balance	Capital Receipts Reserve	Capital Grants Unapplied	Movement in Unusable Reserves	General Fund Balance	Capital Receipts Reserve	Capital Grants Unapplied	Movement in Unusable Reserves
	£000	£000	£000	£000	£000	£000	£000	£000
Total B/FWD	(10,692)	(7,339)	(13,990)	32,021	(39,862)	(2,083)	(25,564)	67,508
Long term debtor repayments in year	0	(81)	0	81	0	(241)	0	241
Use of the Capital Receipts Reserve to finance new capital expenditure	0	7,765	0	(7,765)	0	5,356	0	(5,356)
Contribution from the Capital Receipts Reserve to finance the payments to the Government capital receipts pool.	(2)	2	0	0	(1)	1	0	0
Adjustments involving the Capital Grants Unapplied Account:								
Use of the Capital Grants unapplied Account to finance new capital expenditure	0	0	12,618	(12,618)	0	0	22,796	(22,796)
Adjustments involving the Financial Instruments Adjustment Account:								
Amount by which finance costs charged to the Comprehensive Income and Expenditure Statement are different from finance costs chargeable in the year in accordance with statutory requirements	539	0	0	(539)	(8,781)	0	0	8,781
Adjustments involving the Financial Instruments Revaluation Reserve								
Amount by which Financial Instruments held under Fair Value through Profit and Loss are subject to MHCLG statutory over-ride	0	0	0	0	2,369	0	0	(2,369)
Adjustments involving the Pensions Reserve:								
Reversal of items relating to retirement benefits debited or credited to the Comprehensive Income and Expenditure Statement	(49,328)	0	0	49,328	(33,763)	0	0	33,763
Employer's pensions contributions and direct payments to pensioners payable in the year	16,933	0	0	(16,933)	19,878	0	0	(19,878)
Adjustments involving the Collection Fund Adjustment Account:								
Amount by which council tax income credited to the Comprehensive Income and Expenditure Statement is different from council tax income calculated for the year in accordance with statutory requirements	(3,420)	0	0	3,420	242	0	0	(242)
Adjustment involving the Accumulating Compensated Absences Adjustment Account								
Amount by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements	490	0	0	(490)	(24)	0	0	24
Total Adjustments	(45,480)	347	(1,372)	46,505	(59,942)	3,033	(2,768)	59,676

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 Council 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.

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.

11. Other Operating Expenditure

This contains corporate items of income and expenditure that cannot reasonably be allocated or apportioned to services.

Other Operating Expenditure	2017/18	2018/19
	£000	£000
Levies	67	38
Payments to the Government Housing Capital Receipts Pool	2	1
Gains/losses on the disposal of non-current assets	1,639	17,586
Pension administration costs	354	448
Other income*	(3,919)	(1,586)
Total	(1,857)	16,487

*Other income generally relates to capital receipts in year for which no asset can be identified on the Balance Sheet, such as repaid discounts from former Council House sales and income receivable under the stock transfer agreement relating to VAT shelter receipts.

12. Movement in Earmarked Reserves

This note sets out the amounts set aside in earmarked reserves to provide financing for future expenditure plans and policy initiatives.

2018/19	Balance as at 31 March 2018	Transfers to Reserves 2018/19	Transfers from Reserves 2018/19	Balance as at 31 March 2019
	£000	£000	£000	£000
Education Reserves	(3,746)	(4)	662	(3,088)
Other Ring Fenced	(3,683)	(240)	1,316	(2,607)
Other Reserves	(6,585)	(2,746)	2,923	(6,408)
PCC Earmarked Reserves:				
Carry Forwards and Corporate Health	(803)	(1,215)	803	(1,215)
Redundancies Reserve	(314)	(138)	247	(205)
Modernisation Enabler	(576)	(122)	535	(163)
Life Centre Dowry	(1,050)	(150)	1,000	(200)
Investment Fund	(92)	(76)	3	(165)
Business Rates Reserve	0	(4,122)	0	(4,122)
Integrated Finance Reserve	(2,794)	(4,896)	5,657	(2,033)
Other PCC Earmarked reserves	(6,099)	(3,752)	5,388	(4,463)
Total Reserves	(25,742)	(17,461)	18,534	(24,669)

2017/18	Balance as at 31 March 2017	Transfers to Reserves 2017/18	Transfers from Reserves 2017/18	Balance as at 31 March 2018
	£000	£000	£000	£000
Education Reserves	(4,382)	(2,830)	3,466	(3,746)
Other Ring Fenced	(3,570)	(514)	401	(3,683)
Other Reserves	(4,887)	(3,295)	1,597	(6,585)
PCC Earmarked Reserves:				
Insurance and Risk Management Reserve	0	0	0	0
Pensions	0	0	0	0
Carry Forwards and Corporate Health	(400)	(803)	400	(803)
Redundancies Reserve	(350)	(200)	236	(314)
Modernisation Enabler	(977)	(165)	566	(576)
Life Centre Dowry	(900)	(150)	0	(1,050)
Stock Transfer Residual Liabilities	0	0	0	0
Investment Fund	(187)	(109)	204	(92)
Business Rates Reserve	0	0	0	0
Care Act	0	0	0	0
Integrated Finance Reserve	(625)	(6,300)	4,131	(2,794)
Other PCC Earmarked reserves	(4,778)	(5,898)	4,577	(6,099)
Total Reserves	(21,056)	(20,264)	15,578	(25,742)

The main earmarked reserves and their purpose are as follows:

Education/schools reserves

Education Carry Forwards – A number of reserves are held on behalf of several educational establishments which operate under devolved budgets, whereby any surpluses or deficits are carried forward to the following financial year.

School Budget Share – Represents unspent balances at the year-end against schools' delegated budgets. The 31 March 2019 balance relating to the School budget share was £2.618m (31 March 2018: £2.826m).

PFI Reserve – The Council receives PFI credits towards the schools PFI contract at Wood View School in equal instalments over the course of the contract. Credits received in excess of costs are carried forward in a reserve to meet future expenditure, thus smoothing expenditure and income over the term of the contract.

13. Financing and investment income and expenditure

This contains corporate items of income and expenditure arising from the Council's involvement in financial instruments and similar transactions involving interest or the unwinding of discounts. This heading also includes the income and expenditure relating to investment properties, further details of which can be found in note [17.1](#).

Analysis of Income/Expenditure	2017/18	2018/19
	£000	£000
Interest payable and similar charges	13,900	21,347
Pensions interest cost and expected return on pension assets	15,995	13,876
Interest receivable and similar income	(1,303)	(2,798)
(Surplus)/deficit on trading undertakings not included in Net Cost of Service	55	206
Income and expenditure in relation to investment properties and changes in their fair value including (gains)/losses on disposal	(14,026)	(4,028)
Total	14,621	28,603

14. Taxation and non-specific grant income and expenditure

Analysis of Income	2017/18	2018/19
	£000	£000
Council Tax income	(100,804)	(107,122)
Non Domestic Rates	(52,613)	(75,261)
Non-ringfenced Government Grants	(33,997)	(14,819)
Capital Grants and Contributions	(9,465)	(20,499)
Total	(196,879)	(217,701)

15. Property, plant and equipment

15.1 Movement in year

The movement in Property, Plant and Equipment (PPE) in 2018/19 is summarised in the following table:

2018/19	Other Land and Buildings	Vehicles, Plant, Furniture and Fittings	Infrastructure Assets	Toll Bridge	Community Assets	Surplus Assets	Assets Under Construction	Total Property, Plant and Equipment	PFI Assets included in Property, Plant and Equipment
	£000	£000	£000	£000	£000	£000	£000	£000	£000
Cost of Valuation									
At 1 April 2018	525,000	65,776	228,241	58,827	1,724	2,870	32,712	915,150	122,246
Additions	14,277	2,113	8,724	4,289	0	253	39,055	68,711	0
Revaluation increases/(decreases) recognised in the Revaluation Reserve	32,697	0	0	0	0	(316)	0	32,381	0
Revaluation increases/(decreases) recognised in the surplus/deficit on the Provision of Services	(9,196)	0	0	0	0	(390)	0	(9,586)	0
Derecognition - disposals	(3,474)	(26)	0	0	0	(57)	0	(3,557)	0
Other movements in cost or valuation	(17,066)	(685)	647	1,721	0	1,582	(10,301)	(24,102)	0
At 31 March 2019	542,238	67,178	237,612	64,837	1,724	3,942	61,466	978,997	122,246
Accumulated Depreciation and Impairment									
At 1 April 2018	(54,441)	(39,715)	(89,808)	(1,882)	(1,302)	(78)	0	(187,226)	(14,622)
Depreciation charge	(19,242)	(4,394)	(11,174)	(492)	0	(46)	0	(35,348)	(4,513)
Depreciation written out to the Revaluation Reserve	9,256	0	0	0	0	290	0	9,546	0
Depreciation written out to the surplus/deficit on the Provision of Services	367	0	0	0	0	28	0	395	0
Impairment losses/(reversals) recognised in the Revaluation Reserve	(6,188)	0	0	0	0	0	0	(6,188)	0
Impairment losses/(reversals) recognised in the surplus/deficit on the Provision of Services	2,167	(7)	(40)	0	0	0	0	2,120	0
Derecognition - disposals	2,440	26	0	0	0	0	0	2,466	0
Other movements in depreciation and impairment	3,371	572	0	0	0	(276)	0	3,667	0
At 31 March 2019	(62,270)	(43,518)	(101,022)	(2,374)	(1,302)	(82)	0	(210,568)	(19,135)
Net Book Value									
At 31 March 2019	479,968	23,660	136,590	62,463	422	3,860	61,466	768,429	103,111
At 31 March 2018	470,559	26,061	138,433	56,945	422	2,792	32,712	727,924	107,624

*Other movements include the transfer of schools to Trust and Academy status.

2017/18	Other Land and Buildings	Vehicles, Plant, Furniture and Fittings	Infrastructure Assets	Toll Bridge	Community Assets	Surplus Assets	Assets Under Construction	Total Property, Plant and Equipment	PFI Assets included in Property, Plant and Equipment
	£000	£000	£000	£000	£000	£000	£000	£000	£000
Cost of Valuation									
At 1 April 2017	518,433	62,755	201,420	56,700	1,724	1,783	20,016	862,831	122,246
Additions	12,205	2,893	19,976	2,127	0	0	25,381	62,582	0
Donations	0	5	0	0	0	0	0	5	0
Revaluation increases/(decreases) recognised in the Revaluation Reserve	4,395	0	0	0	0	90	0	4,485	0
Revaluation Increases/(decreases) recognised in the surplus/deficit on the Provision of Services	(9,550)	0	0	0	0	(287)	0	(9,837)	0
Derecognition - disposals	0	(26)	0	0	0	0	0	(26)	0
Assets reclassified (to)/from Held for Sale	(123)	0	0	0	0	0	0	(123)	0
Other movements in cost or valuation	(360)	149	6,845	0	0	1,284	(12,685)	(4,767)	0
At 31 March 2018	525,000	65,776	228,241	58,827	1,724	2,870	32,712	915,150	122,246
Accumulated Depreciation and Impairment									
At 1 April 2017	(48,158)	(35,700)	(79,913)	(2,820)	(1,302)	(28)	0	(167,921)	(10,108)
Depreciation charge	(16,448)	(4,165)	(9,895)	938	0	(78)	0	(29,648)	(4,514)
Depreciation written out to the Revaluation Reserve	3,904	0	0	0	0	151	0	4,055	0
Depreciation written out to the surplus/deficit on the Provision of Services	3,609	0	0	0	0	0	0	3,609	0
Impairment losses/(reversals) recognised in the surplus/deficit on the Provision of Services	(43)	0	0	0	0	0	0	(43)	0
Derecognition - disposals	0	22	0	0	0	0	0	22	0
Other movements in depreciation and impairment	2,695	128	0	0	0	(123)	0	2,700	0
At 31 March 2018	(54,441)	(39,715)	(89,808)	(1,882)	(1,302)	(78)	0	(187,226)	(14,622)
Net Book Value									
At 31 March 2018	470,559	26,061	138,433	56,945	422	2,792	32,712	727,924	107,624
At 31 March 2017	470,275	27,055	121,507	53,880	422	1,755	20,016	694,910	112,138

*Other movements include the transfer of schools to Trust or Academy status.

15.2 Commitments under capital contracts

The capital commitments outstanding on capital and other works contracts entered into as at 31 March 2019 amounted to £51.065m (31 March 2018: £44.087m). The Council is committed to complete these contracts under its latest approved Medium Term Capital Programme. Significant contractual commitments outstanding as at 31 March 2019 were as follows:

Project	Contractor	Amount
		£000
Acquisition of property investment portfolio	Schroders and HMRC	17,327
Freehold Acquisition of Trading Estate	Akzo Nobel CIF Nominees Ltd and HMRC	6,914
The Box	Willmott Dixon	4,473
Charles Cross	Balfour Beatty	4,454
The Box	The Hub	3,944
Central Park Improvements	SW Highways	1,612
Forder Valley Link Road	Balfour Beatty / WSP	1,222
Derriford Transport scheme - Derriford Roundabout / William Prance Road	Amey / Aecom	1,000
Oceansgate Remediation/separation works	Balfour Beatty	1,000
Other Contractual Commitments under £1m		9,119
Total		51,065

15.3 Revaluations/impairments

The Council carries out a rolling programme that ensures that all Property, Plant and Equipment (PPE) required to be measured at fair value is revalued at least every five years. All valuations are carried out internally under the supervision of Mr T Palmer, Ms S Sobey and Ms S Partridge, RICS Registered Valuers.

Revaluations	Other Land and Buildings	Vehicles, Plant, Furniture and Equipment	Surplus Assets	Total
	£000	£000	£000	£000
Carried at historical cost	198	23,660	0	23,858
Valued at Current Value as at :				
31 March 2019	165,590	0	2,536	168,126
31 March 2018	42,375	0	1,325	43,700
31 March 2017	91,717	0	0	91,717
31 March 2016	164,248	0	0	164,248
31 March 2015	15,840	0	0	15,840
Total Cost of Valuation	479,968	23,660	3,861	507,489

15.4 Gain/loss on disposal of non-current assets

In 2018/19, the Council incurred a net loss on disposal of non-current assets of £17.651m (2017/18: £1.577m).

Assets Written Off Balance Sheet	2017/18	2018/19
	£000	£000
Land and property sales	(757)	(188)
Academy and trust schools	2,396	17,774
Investment properties	(62)	65
Total	1,577	17,651

16. Heritage assets

The Council holds the following types of heritage assets:

Historic buildings and monuments

Historic buildings and monuments classified as heritage assets on the balance sheet include Smeaton's Tower and the Elizabethan House, which have been recognised at insurance valuations.

The Council has a number of other Heritage Assets that are used significantly for the provision of services and therefore are required to be recognised within Property, Plant and Equipment. These include Mount Edgumbe House and the City Museum and Art Gallery.

Gold, silver, jewellery, fine art and world cultures

The Council's gold, silver, jewellery, fine art and world cultures collections are reported in the balance sheet at insurance valuation, which is based on market values.

The Council's policy for the acquisition, preservation and management of museum assets can be found on The Box website.

All Heritage assets are recognised at insurance valuations, which are reviewed annually and the value of assets are adjusted accordingly.

The following table summarises the movement in the balances relating to Heritage Assets during the year:

Heritage Assets	Buildings	Fine Art	Gold, Silver and Jewellery	Total Assets
	£000	£000	£000	£000
Cost or Valuation				
As at 1 April 2017	6,118	16,463	4,329	26,910
Additions	325	100	334	759
Revaluations	0	320	0	320
Reclassification	(718)	0	0	(718)
As at 31 March 2018	5,725	16,883	4,663	27,271
Cost or Valuation				
As at 1 April 2018	5,725	16,883	4,663	27,271
As at 31 March 2019	5,725	16,883	4,663	27,271

17. Investment Properties

17.1 Income, Expenditure and changes in Fair Value of Investment Properties

Investment properties are properties held solely to earn rentals or for capital appreciation or both. In the main, the Council's investment properties consist of the City Centre Commercial (Shop) Estate, Friary Retail Park and a number of Industrial Estates.

The following items of income and expenditure have been accounted for in the Financing and Investment Income and Expenditure line in the CIES:

Amounts Recognised in the Comprehensive Income and Expenditure Statement	2017/18	2018/19
	£000	£000
Rental income from Investment Property	7,496	10,401
Direct operating expenses arising from Investment Property	(3,275)	(4,568)
Net Gain/(Loss)	4,221	5,833

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

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

Analysis of Movement in Investment Properties	2017/18	2018/19
	£000	£000
Balance at 1 April	98,102	137,628
Additions	30,201	59,198
Disposals	(638)	(65)
Net gains/(losses) from fair value adjustments	9,744	(1,690)
Transfers:		
(to)/from Property, Plant and Equipment	219	2,661
Balance at 31 March	137,628	197,732

17.2 Fair Value Hierarchy for Investment Properties

Details of the Council's investment properties and information about the fair value hierarchy as at 31 March 2019 are as follows:

Recurring Fair Value Measurements Using	Quoted Prices in Active Markets for Identical Assets (Level 1)	Other Significant Observable Inputs (Level 2)	Significant Unobservable Inputs (Level 3)	Fair Value as at 31 March 2019
2018/19	£000	£000	£000	£000
Industrial sites	0	43,575	0	43,575
Miscellaneous ground rents	0	6,172	4,054	10,226
Miscellaneous lets	0	26,727	34	26,761
Retail ground rents	0	38,777	0	38,777
Offices	0	9,856	0	9,856
Out of town retail	0	64,091	0	64,091
Other	0	4,396	50	4,446
Total	0	193,594	4,138	197,732

There were no transfers between Levels 1 and 2 during the year.

Recurring Fair Value Measurements Using	Quoted Prices in Active Markets for Identical Assets (Level 1)	Other Significant Observable Inputs (Level 2)	Significant Unobservable Inputs (Level 3)	Fair Value as at 31 March 2018
2017/18	£000	£000	£000	£000
Industrial sites	0	45,186	0	45,186
Miscellaneous ground rents	0	5,374	3,903	9,277
Retail ground rents	0	42,169	0	42,169
Out of town retail	0	29,813	0	29,813
Other	0	11,099	84	11,183
Total	0	133,641	3,987	137,628

There were no transfers between Levels 1 and 2 during the year.

17.3 Valuation Techniques used to Determine Level 2 and 3 Fair Values for Investment Properties

Significant Observable Inputs – Level 2

The office and commercial units located in the Council's area are measured using the income approach, by means of the discounted cash flow method, where the expected cash flows from the properties are discounted (using a market-derived discount rate) to establish the present value of the net income stream. The approach has been developed using the Council's own data requiring it to factor in assumptions such as the duration and timing of cash inflows and outflows, rent growth, occupancy levels, bad debt levels, maintenance costs, etc.

The Council's office and commercial units are therefore categorised as Level 2 in the fair value hierarchy as the measurement technique uses significant observable inputs to determine the fair value measurements.

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

Significant Unobservable Inputs – Level 3

Assets categorised at Level 3 in the fair value hierarchy have been assessed where there is a significant level of unobservable inputs. Unobservable inputs are used to measure fair value to the extent that relevant observable inputs are not available, thereby allowing for situations in which there is little, if any, market activity for the asset or liability at the measurement date. An entity develops unobservable inputs using the best information available in the circumstances, which might include the entity's own data, taking into account all information about market participant assumptions that is reasonably available. Where there is no reasonably available market evidence available in the Plymouth area to determine the Current Value (Fair Value) the Valuer will use their professional opinion based on considered assumptions such as the potential yields, rental growth and occupancy levels. Valuations are carried out by Mr T Palmer, Ms S Sobey and Ms S Partridge, RICS registered valuers.

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 their current use.

17.4 Reconciliation of Fair Value Measurements (using Significant Unobservable Inputs) Categorised within Level 3 of the Fair Value Hierarchy

Investment Properties Categorised within Level 3	31 March 2018	31 March 2019
	£000	£000
Opening Balance	3,576	3,987
Reclassifications in to Investment Properties at Level 3	0	288
Total gains/(losses) for the period included in the surplus or deficit on the provision of services resulting from changes in fair value	411	(137)
Closing Balance	3,987	4,138

Gains or losses arising from changes in the fair value of the investment properties are recognised in Surplus or Deficit on the Provision of Services – Financing and Investment Income and Expenditure line.

18. Financial instruments

18.1 Financial instrument balances

A financial asset is a right to future economic benefits controlled by the Council that is represented by cash, equity instruments or a contractual right to receive cash or other financial assets or a right to exchange financial assets and liabilities with another entity that is potentially favourable to the Council. The financial assets held by the Council during the year are accounted for under the following three classifications:

- Amortised cost (where cash flows are solely payments of principal and interest and the Council's business model is to collect those cash flow) comprising:
 - cash in hand;
 - bank current and deposit accounts;

- fixed term deposits and reverse repurchase agreements with banks and building societies;
 - loans to other local authorities;
 - loans to smaller companies and housing associations;
 - certificates of deposit and covered bonds issued by banks and building societies;
 - treasury bills and gilts issued by the UK Government;
 - loans made for service purposes;
 - leases receivables;
 - trade receivables for goods and services provided.
- Fair value through other comprehensive income (where cash flows are solely payments of principal and interest and the Council's business model is to both collect those cash flows and sell the instrument; and equity investments that the Council has elected into this category) comprising:
 - bonds issued by banks, building societies, the UK Government, multilateral development banks and large companies that the Council holds to sell if cash flow needs demand;
 - pooled bond, equity and property funds managed and held as strategic investments;
 - equity investments held for service purposes;
 - trade receivables for goods and services.
 - Fair value through profit and loss (all other financial assets) comprising:
 - money market funds managed by fund managers;
 - pooled bond, equity and property funds managed by fund managers;
 - equity investments;
 - loans where the cash flows are not solely payments of principal and interest;
 - structured deposits with banks and building societies.

Financial assets held at amortised cost are shown net of a loss allowance reflecting the statistical likelihood that the borrower or debtor will be unable to meet their contractual commitments to the Council. The financial liabilities and assets disclosed in the Balance Sheet are made up of the following categories of Financial Instruments:

Financial Assets	Note	Long-Term		Short-Term		Total	
		31 March 18	31 March 19	31 March 18	31 March 19	31 March 18	31 March 19
		£000	£000	£000	£000	£000	£000
At Fair Value through other comprehensive income		35,682	37,374	0	0	35,682	37,374
Amortised Cost		3,180	3,123	0	0	3,180	3,123
Short-term investments		0	0	16,993	17,008	16,993	17,008
Cash and cash equivalents		0	0	30,280	31,863	30,280	31,863
Total Investments		38,862	40,497	47,273	48,871	86,135	89,368
Trade debtors		0	0	16,347	17,772	16,347	17,772
Total Financial Assets *		38,862	40,497	63,620	66,643	102,482	107,140
Non-financial Assets	17.1	137,628	197,732	0	0	137,628	197,732
Total Financial Assets *		176,490	238,229	63,620	66,643	240,110	304,872

*The fair value of short-term financial assets including trade receivables is assumed to approximate to the carrying amount.

Financial Liabilities	Note	Long-Term		Short-Term		Total	
		31 March 18	31 March 19	31 March 18	31 March 19	31 March 18	31 March 19
		£000	£000	£000	£000	£000	£000
At fair value through profit or loss:							
PWLB		(68,986)	(68,986)	0	0	(68,986)	(68,986)
Market Loans		(172,464)	(136,544)	(214,367)	(286,266)	(386,831)	(422,810)
Total Borrowing at Fair Value		(241,450)	(205,530)	(214,367)	(286,266)	(455,817)	(491,796)
Loans at amortised cost:							
PWLB		(44,252)	(45,335)	0	0	(44,252)	(45,335)
Market Loans		(102,496)	(84,119)	0	0	(102,496)	(84,119)
Other borrowing		(18,879)	(49,111)	(201,042)	(286,266)	(219,921)	(335,377)
Total Borrowing		(165,627)	(178,565)	(201,042)	(286,266)	(366,669)	(464,831)
Liabilities at amortised cost:							
Other long-term liabilities	20.3	(121,359)	(120,545)	0	0	(121,359)	(120,545)
Provisions	21	(14,550)	(12,846)	(2,186)	(1,756)	(16,736)	(14,602)
Trade creditors		0	0	(24,114)	(30,602)	(24,114)	(30,602)
Total Financial Liabilities		(301,536)	(311,956)	(227,342)	(318,624)	(528,878)	(630,580)

Note: LOBOs (Local Authority Lender's Option Borrower's Option loans) of £34m have been included in Market Loans but have a call date in the next 12 months. A call date means that the lender has the option to change the interest rate for the remaining period of the loan. The Council then has the option to accept the new rate or redeem.

18.2 Equity instruments elected to fair value through other comprehensive income

The Council has elected to account for the following investments in equity instruments at fair value through other comprehensive income because they are long-term strategic holding and changes in their fair value are not considered to be part of the Council's annual financial performance.

	Fair Value		Dividends	
	31 March 18	31 March 19	31 March 18	31 March 19
	£000	£000	£000	£000
CCLA Property Fund	22,663	23,015	1,479	1,479
CCLA Diversified Income Fund	4,998	4,899	158	158
Schoders Income Maximiser	0	9,460	0	249
Federated Prime Rate Cash Plus Fund * †	2,051	0	0	0
Ignis Sterling Short Duration Cash Fund * †	2,051	0	0	0
Investec Short Bond Fund *	1,872	0	37	37
Investec Target Return Fund * †	1,046	0	0	0
Payden and Rygel Sterling Reserve Fund *	1,000	0	3	3
Total	35,681	37,374	1,677	1,926

* Funds sold during 2018/19

† Accumulating dividends

18.3 Gains and losses on financial instruments

The income, expense, gains and losses recognised in the CIES in relation to financial instruments are made as follows:

	2017/18		2018/19	
	Surplus or Deficit on the Provision of Service	Other Comprehensive Income and Expenditure	Surplus or Deficit on the Provision of Service	Other Comprehensive Income and Expenditure
	£000	£000	£000	£000
Net gains/losses on:				
Investment in equity instruments designated at fair value through other comprehensive income	0	0	0	(287)
Other financial assets measured at fair value through other comprehensive income	0	0	0	(50)
Interest Payable and Similar Charges	0	0	0	(337)
Interest Revenue	1,303	0	2,798	0
Total Interest Revenue	1,303	0	2,798	0
Total Income	1,303	0	2,798	(337)
Interest expense	(13,900)	0	(14,325)	0
Total Interest Expense	(13,900)	0	(14,325)	0
Net (Gain)/Loss for the Year	(12,597)	0	(11,527)	(337)

18.4 Financial Instruments – Fair Value

Financial instruments, except those classified at amortised cost, are carried in the Balance Sheet at fair value. For most assets, including bonds, treasury bills and shares in money market funds and other pooled funds, the fair value is taken from the market price. The fair values of other instruments have been estimated by calculating the net present value of the remaining contractual cash flows at 31 March 2019, using the following methods and assumptions:

- shares in limited company have been valued from the company's balance sheet net assets.

Financial instruments classified at amortised cost are carried in the Balance Sheet at amortised cost. Their fair values have been estimated by calculating the net present value of the remaining contractual cash flows at 31st March 2019, using the following methods and assumptions:

- loans borrowed by the Council have been valued by discounting the contractual cash flows over the whole life of the instrument at the appropriate market rate for local authority loans;
- the value of Lender's Option Borrower's Option (LOBO) loans have been increased by the value of the embedded options. Lenders' options to propose an increase to the interest rate on the loan have been valued according to a proprietary model for Bermudan cancellable swaps. Borrower's contingent options to accept the increased rate or repay the loan have been valued at zero, on the assumption that lenders will only exercise their options when market rates have risen above the contractual loan rate;

- the fair values of other long-term loans and investments have been discounted at the market rates for similar instruments with similar remaining terms to maturity on 31st March;
- the fair values of financial guarantees have been estimated based on the likelihood of the guarantees being called and the likely payments to be made;
- the fair values of finance lease assets and liabilities and of PFI scheme liabilities have been calculated by discounting the contractual cash flows (excluding service charge elements) at the appropriate AA-rated corporate bond yield;
- no early repayment or impairment is recognised for any financial instrument;
- the fair value of short-term instruments, including trade payables and receivables, is assumed to approximate to the carrying amount given the low and stable interest rate environment.

Fair values are shown in the table below, split by their level in the fair value hierarchy:

- Level 1 – fair value is only derived from quoted prices in active markets for identical assets or liabilities, e.g. bond prices;
- Level 2 – fair value is calculated from inputs other than quoted prices that are observable for the asset or liability, e.g. interest rates or yields for similar instruments;
- Level 3 – fair value is determined using unobservable inputs, e.g. non-market data such as cash flow forecasts or estimated creditworthiness.

18.5 Nature and Extent of Risks Arising from Financial Instruments

The Council has adopted CIPFA's code of Practice on Treasury Management and complies with The Prudential Code for Capital Finance in Local Authorities (revised in 2017).

As part of the adoption of the Treasury Management Code, the Council approves a Treasury Management Strategy before the commencement of each financial year. The strategy sets out the parameters for the management of risks associated with Financial Instruments.

Full details of the Council's Treasury Management Strategy can be found on the Council's website.

The Treasury Management Strategy includes an Annual Investment Strategy in compliance with the Ministry for Housing, Communities and Local Government's (MHCLG) Investment Guidance for Local Authorities. The guidance emphasises that priority is to be given to security and liquidity, rather than yield. The Council's Treasury Management Strategy, together with its Treasury Management Practices, are based on seeking the highest rate of return consistent with the proper levels of security and liquidity.

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

- Credit risk – the possibility that other parties might fail to pay amounts due to the Council.
- Liquidity risk – the possibility that the Council might not have funds available to meet its commitments to make payments.
- Market risk – the possibility that financial loss might arise for the Council as a result of changes in such measures as interest rates and stock market movements.

Credit risk

The Council manages credit risk by ensuring that treasury investments are only placed with organisations of high credit quality as set out in the Treasury Management Strategy. These include commercial entities, the UK government, other local authorities, and organisations without credit ratings upon which the Council has received independent investment advice. Recognising that credit

ratings are imperfect predictors of default, the Council has regard to other measures including credit default swap, other contracts and equity prices when selecting commercial entities for investment.

A limit of £25m of the total portfolio is placed on the amount of money that can be invested with a single counterparty (other than the UK government). For unsecured investments in banks, building societies and companies, a smaller limit of £20m applies. The Council also sets limits on investments in certain sectors

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

The Council's maximum exposure to credit risk in relation to its investments with banks and building societies cannot be assessed generally as the risk of any institution failing to make interest payments or repay the principal sum will be specific to each institution.

The Council does not generally allow credit for customers. After 28 days, recovery procedures are undertaken to recover any outstanding debt. The overdue amount can be analysed by age as follows (including balances outstanding up to 28 days):

Liquidity risk

The Council has a comprehensive cash flow management system that seeks to ensure that cash is available as needed. If unexpected movements happen, the Council has ready access to borrowings from the money markets and the Public Works Loans Board (PWLB). As a result there is no significant risk that the Council will be unable to raise finance to meet its commitments.

It is however exposed to the risk that it will need to refinance a significant proportion of its short term borrowing at a time of unfavourably high interest rates.

The maturity structure of financial liabilities is as follows (at nominal value):

Loans Outstanding	31 March 2018	31 March 2019
	£000	£000
Public Works Loan Board	(44,252)	(44,252)
Market debt	(100,000)	(82,000)
Temporary borrowing	(214,000)	(322,500)
Other borrowing	(176)	(11,724)
Deferred liability (PFI)	(59,972)	(55,712)
Deferred liability (finance leases)	(1,601)	(1,561)
Other liabilities	(21,204)	(15,760)
Trade creditors	(24,114)	(30,602)
Total	(465,319)	(564,111)
Less than 1 year	(233,524)	(321,547)
Between 1 and 2 years	(20,575)	(44,539)
Between 2 and 5 years	(6,572)	(13,499)
Between 5 and 10 years	(14,460)	(37,716)
Between 10 and 20 years	(72,833)	(55,929)
Between 20 and 30 years	(11,731)	(3,263)
Between 30 and 40 years	(16,574)	(19,127)
Between 40 and 50 years	(50,711)	(30,174)
Over 50 years	(38,339)	(38,319)
Total	(465,319)	(564,111)

The Council has £64m (2018: £82m) of LOBO loans where the lender has the option to propose an increase in the rate payable; the Council will then have the option to accept the new rate or repay the loan without penalty. Due to current low interest rates, in the unlikely event that the lender exercises its option, the Council is likely to repay these loans. The maturity date is therefore uncertain.

£286.266m of short-term borrowing in place at 31 March 2019 was taken under approved authority to meet the Council's capital financing and cash flow requirements to the end of the financial year. These loans can be repaid from cash flow and maturing deposits in 2018/19 if required, thus reducing credit risk. These repayments are not subject to liquidity risk and there is no need to replace this borrowing as there will be no exposure to interest rate risk.

Market risk: interest rate risk

The Council is exposed to risks in terms of its exposure to interest rate movements on its borrowings and investments. Movements in interest rates have a complex impact on the Council.

The Council has £286.266m short-term (3-6 months) loans so there is an interest rate risk if the rates go up. If there is a 0.5% increase in the bank rate it will cost an additional £1.431m per year.

Investments measured at amortised cost and loans borrowed are not carried at fair value, so changes in their fair value will have no 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 Surplus or Deficit on the Provision of Services. Movements in the fair value of fixed rate investments measured at fair value will be reflected in Other Comprehensive Income or the Surplus or Deficit on the Provision of Services as appropriate.

The Council has a number of strategies for managing interest rate risk. The Council seeks to minimise this risk through expert advice on forecasts of interest rates received from our treasury management consultants. This is used to formulate a strategy for the year for both investments and borrowing. This strategy is periodically reviewed during the year to update for any modifications required in the light of actual movements in interest rates. During periods of falling interest rates, and where economic circumstances make it favourable, fixed rate loans will be repaid early to limit exposure to losses.

Market risk: price risk

The market price of the Council's units in collective investment schemes are governed by prevailing interest rates and economic conditions and the risk associated with these instruments is managed alongside interest rate risk.

The Council's investment in a pooled property fund is subject to the risk of falling commercial property prices. This risk is limited by the Council's maximum exposure to property investment fund of £20m. A 1% fall in commercial property prices would result in a £0.3m charge to Other Comprehensive Income and Expenditure – this would have no impact on the General Fund until the investment was sold.

The Council's investment in a pooled equity fund is subject to the risk of falling share prices. This risk is limited by the Council's maximum exposure to equity investments of £15m. A 1% fall in share prices would result in a £0.15m charge to Other Comprehensive Income and Expenditure – this would have no impact on the General Fund until the investments were sold.

19. Debtors

19.1 Short-term debtors

Debtors due within the next 12 months are:

Category of Debtor	31 March 2018	31 March 2019
	£000	£000
Amounts falling due in one year:		
Central government departments	10,304	12,284
NHS bodies	1,094	727
Other local authorities	6,221	2,903
Other entities and individuals	42,505	48,315
Total Short Term Debtors	60,124	64,229

19.2 Long-term debtors

Debtors due after 12 months are:

Category of Debtor	31 March 2018	31 March 2019
	£000	£000
Secured debt	634	487
Other loans/mortgages	10,348	10,438
Total Long-term Debtors	10,982	10,925

19.3 Bad debt provision

Analysis of Provision Held	31 March 2018	Provision Made in Year	Provision Used in Year	31 March 2019
	£000	£000	£000	£000
General fund	(1,964)	(186)	512	(1,638)
Housing benefit overpayments provision	(4,774)	(280)	734	(4,320)
Collection fund	(5,184)	(1,617)	615	(6,186)
Total Provisions for Bad Debt	(11,922)	(2,083)	1,861	(12,144)

20. Creditors

20.1 Short-term creditors

Creditors payable within the next 12 months are:

Category of Creditor	31 March 2018	31 March 2019
	£000	£000
Central government departments	(989)	(6,491)
NHS bodies	(3,636)	(3,298)
Other local authorities	(5,276)	(2,789)
Other entities and individuals	(46,379)	(52,118)
Total Short-term Creditors	(56,280)	(64,696)

20.2 Long-term creditors

Creditors payable after 12 months are:

Category of Creditor	31 March 2018	31 March 2019
	£000	£000
Other local authorities	(14,864)	(13,736)
Other entities and individuals	(283)	(152)
Total Long-term Creditors	(15,147)	(13,888)

The amount included within the other Local Authorities relates to a liability to Devon County Council for unfunded pension liabilities relating to pre Local Government Reorganisation (that is pre 1 April 1998).

20.3 Other long-term liabilities

Other liabilities due after 12 months are:

Analysis of Other Long-term Liabilities	31 March 2018	31 March 2019
	£000	£000
PFI finance leases	(107,541)	(104,130)
Other finance leases	(1,559)	(1,515)
Plymouth Science Park	(19)	0
Cornwall Council - re Tamar Bridge and Torpoint Ferry Joint Committee	(12,240)	(14,900)
Total	(121,359)	(120,545)

21. Provisions

The Council has a number of budget provisions set up to meet known liabilities. The balance on the provisions at year end together with movement in the year is outlined as follows:

Analysis of Provisions Held	31 March 2018	Provisions Made in Year	Payments Used in Year	Unused Amounts Reversed in Year	31 March 2019
	£000	£000	£000	£000	£000
Insurance provision	(3,034)	(2,515)	2,982	(170)	(2,737)
Landfill site provision	(9,583)	0	288	0	(9,295)
Other provisions	(4,119)	(3,016)	4,565	0	(2,570)
Total Provisions	(16,736)	(5,531)	7,835	(170)	(14,602)

The provisions include short-term provisions of £1.756m (2017/18: £2.186m) and long-term provisions of £12.846m (2017/18: £14.550m).

Details about the main provisions held are as follows:

Insurance provisions

The Council insures only part of its risks externally through insurance companies, with other risks covered by specific internal funding. The insurance provision receives contributions from charges made to service revenue accounts for insurance, and payments are made from the fund in respect of insurable liabilities, which are covered internally. At the year end, the balance on the various funds equates to the best estimate of liabilities from claims.

All of the Council's buildings are insured against fire, whilst some are also covered against other perils. Liability cover includes public liability and employer's liability.

Landfill site provision

The Council has a provision of £9.295m as at 31 March 2019 to reflect the Council's on-going liability for the closed landfill site at Chelson Meadow. The provision has been calculated on the future maintenance costs over the next 49 years and is reviewed each year to take into account the actual maintenance costs spent in the year.

Other provisions

Included in Other Provisions is a provision of £2.530m as at 31 March 2019 (2017/18: £3.982m) for business rate appeals.

22. Unusable Reserves

The Council holds a number of unusable reserves in the Balance sheet. Some are required to be held for statutory reasons and some are needed to comply with proper accountancy practice.

Analysis of Reserves	Note	31 March 2018	31 March 2019
		£000	£000
Unusable Reserves:			
Revaluation Reserve	22.1	158,115	182,761
Capital Adjustment Account	22.2	218,752	190,737
Financial Instruments Adjustments Account	22.3	(18,446)	(27,227)
Pensions Reserve	22.4	(576,385)	(554,631)
Collection Fund Adjustment Account		(5,756)	(5,514)
Accumulating Compensated Absences Adjustment Account		(2,302)	(2,326)
Deferred Capital Receipts		227	38
Financial Instruments Revaluation Reserve		0	2,369
Available for Sale Financial Instruments Reserve		2,656	0
Total Unusable Reserves		(223,139)	(213,793)

22.1 Revaluation reserve

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

The following table details the transactions posted to the account for the period:

Movement in Revaluation Reserve	2017/18	2018/19
	£000	£000
Balance at 1 April	157,167	158,115
Upward revaluation of assets	12,377	54,343
Downward revaluation of assets and impairment losses not charged to the (Surplus)/Deficit on the Provision of Services	(3,406)	(18,486)
Surplus or (Deficit) on the Revaluation of Non-current Assets Not Posted to the (Surplus) or Deficit on the Provision of Services	8,971	35,857
Difference between fair value depreciation and historical cost depreciation	(6,108)	(7,864)
Accumulated gains on assets sold or scrapped	(1,915)	(3,347)
Amount Written Off to the Capital Adjustment Account	(8,023)	(11,211)
Balance at 31 March	158,115	182,761

22.2 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. These are then charged to the CIES (with reconciling postings from the Revaluation Reserve to convert fair value figures to a historical cost basis). The account is credited with the amounts set aside by the Council as finance for the costs of acquisition, construction and enhancement.

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

The following table shows the transactions posted to the account during the year:

Movement in Capital Adjustment Account	2017/18	2018/19
	£000	£000
Balance at 1 April	222,247	218,752
Opening balance adjustments	0	(6,005)
Reversal of Items Relating to Capital Expenditure Debited or Credited to the Comprehensive Income and Expenditure Statement:		
Charges for depreciation and impairment of non-current assets	(29,687)	(33,298)
Revaluation losses on Property, Plant and Equipment	(6,226)	(9,322)
Amortisation of intangible assets	(7)	(7)
Revenue expenditure funded from capital under statue	(9,380)	(8,528)
Amounts of non-current assets written off on disposal or sale as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	(1,383)	(16,483)
Adjusting amounts written out of the Revaluation Reserve	6,108	7,864
Capital Financing Applied in the Year:		
Use of the Capital Receipts Reserve to finance new capital expenditure	7,765	5,356
Capital grants and contributions credited to the Comprehensive Income and Expenditure Statement that have been applied to capital financing	12,618	22,796
Amounts Reserved for Future Capital Funding:		
Statutory provision for the financing of capital investment charged against the General Fund (includes TBTF element)	5,286	8,280
Capital expenditure charged against General Fund	484	939
Movements in the market value of Investment Properties debited or credited to the Comprehensive Income and Expenditure Statement	9,743	(1,690)
Movement in the Donated Assets Account credited to the Comprehensive Income and Expenditure Statement	439	0
Other Movement on the CAA in Year:		
Landfill Site Provision	(1,500)	0
Write down of long-term debtors	(79)	(241)
Deferred credit - Energy from Waste	2,324	2,324
Balance at 31 March	218,752	190,737

22.3 Financial Instrument Adjustment Account

The Financial Instrument Adjustment Account absorbs the timing differences arising from the different arrangements for the accounting for income and expenditure relating to certain financial instruments and for bearing losses or benefitting from gains per statutory provisions. The Council uses the Account to manage premiums paid and discounts received on the early redemption of loans.

Premiums are debited and discounts are credited to the Comprehensive Income and Expenditure Statement when they are incurred but reversed out of the General Fund Balance to the Account in the Movement in Reserves Statement. Over time, the net expense is posted back to the General Fund balance in accordance with statutory arrangements for spreading the burden on Council Tax payers. In the Council's case this period is the unexpired term that was outstanding on loans when they were redeemed.

Movement in Financial Instruments Adjustment Account	2017/18	2018/19
	£000	£000
Balance at 1 April	(18,985)	(18,446)
Premiums incurred in the year and charged to the Comprehensive Income and Expenditure Statement	347	(8,848)
Proportion of premiums incurred in previous financial years to be charged against the General Fund Balance in accordance with statutory	0	(20)
Amount by which finance costs charged to the Comprehensive Income and Expenditure Statement are different from finance costs chargeable in the year in accordance with statutory requirements	192	87
Balance at 31 March	(18,446)	(27,227)

22.4 Pensions Reserve

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

Movement in Pension Reserve	2017/18	2018/19
	£000	£000
Balance at 1 April	(613,855)	(576,385)
Actuarial gains or losses on pensions assets and liabilities	69,865	35,639
Reversal of items relating to retirement benefits debited or credited to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement	(50,346)	(34,891)
Employer's pensions contributions and direct payments to pensioners payable in the year	16,933	19,878
(Increase)/decrease in Plymouth's share of next deficit in year of Devon County Council Pension Fund	1,018	1,128
Balance at 31 March	(576,385)	(554,631)

23. Notes to the Cash Flow

23.1 Cash flow statement - operating activities

The cash flows for operating activities include the following items:

Analysis of Operating Activities	2017/18	2018/19
	£000	£000
Net Surplus or (Deficit) on the Provision of Services	(40,978)	(62,132)
Adjust net surplus or deficit on the provision of services for non-cash movements:		
Depreciation	29,689	39,487
Impairment and downward valuations	6,226	9,322
Amortisation	7	7
Impairment losses on Investments debited to Surplus or Deficit on the Provision of Services in year	(145)	50
Soft loans (non-Subsidiary) - interest adjustment credited to CIES account during year	0	0
Adjustments for effective interest rates	214	1,870
Increase/decrease in provision for impairments/doubtful debts re: loans and advances	0	0
Increase/decrease in interest creditors	(1,931)	(305)
(Increase)/decrease in creditors	3,573	8,818
(Increase)/decrease in interest and dividend debtors	194	(7)
(Increase)/decrease in debtors	(4,471)	2,515
(Increase)/decrease in Inventories	156	14
Pension liability	32,878	14,463
Revised IAS 19 implementation	0	0
Contributions to/(from) Provisions	4,429	(4,871)
Provision for Equal Pay	0	0
Accumulated Absence	0	0
Carrying amount of non-current assets sold	944	25,835
Carrying amount of short-term and long-term investments sold	0	0
Movement in Investment Property values	(9,743)	1,690
Total	62,020	98,888
Adjust for Items Included in the Net Surplus or Deficit on the Provision of Services that are Investing or Financing Activities		
Capital Grants credited to Surplus or Deficit on the Provision of Services	(9,465)	(22,796)
Proceeds from the sale of short-term and long-term investments	0	8,055
Proceeds from the sale of Property, Plant and Equipment, Investment Property and Intangible Assets	(5,638)	(2,862)
Total	(15,103)	(17,603)
Net Cash Flows from Operating Activities	5,939	19,153

Analysis of Interest Paid and Received	2017/18	2018/19
	£000	£000
Interest received	566	1,388
Interest paid	(15,607)	(12,719)
Dividend received	1,045	1,475

23.2 Cash flow statement – investing activities

Analysis of Investing Activities	2017/18	2018/19
	£000	£000
Purchase of Property, Plant and Equipment, Investment Property and Intangible Assets	(90,963)	(142,170)
Purchase of short-term and long-term investments	(5,000)	(10,000)
Other payments for Investing Activities	(557)	(610)
Proceeds from the sale of Property, Plant and Equipment, Investment Properties and Intangible Assets	7,339	3,051
Proceeds from short-term and long-term investments	0	0
Other Receipts from Investing Activities	20,910	42,511
Total Cash Flows from Investing Activities	(68,271)	(107,218)

23.3 Cash flow statement – financing activities

Analysis of Financing Activities	2017/18	2018/19
	£000	£000
Cash receipts of short-term and long-term borrowing	467,604	700,274
Billing Authorities - Council Tax and NDR adjustments	316	(10,089)
Repayment of short-term and long-term borrowing	(390,000)	(596,942)
Payments for the reduction of a finance lease liability	(39)	(42)
Payments for the reduction of a PFI liability	(3,470)	(3,553)
Total Cash Flows from Financing Activities	74,411	89,648

23.4 Cash flow statement – cash and cash equivalent

Analysis of Cash and Cash Equivalents	2017/18	2018/19
	£000	£000
Cash and bank balances	920	695
Cash Investments - regarded as cash equivalents	27,105	29,572
Tamar Bridge and Torpoint Ferry	2,255	1,596
Total Cash Flows from Cash and Cash Equivalents	30,280	31,863

24. Pooled Budgets – Integrated Fund

The Council has a pooled budget arrangement with Northern, Eastern and Western Devon Clinical Commissioning Group (NEW Devon CCG), under Section 75 of the NHS Act 2006, to enable an integrated approach to commissioning a range of health, public health and social care services to meet the needs of people living in the Plymouth area. The pooled budget is currently hosted by NEW Devon CCG (who, from 1 April 2019, will be merging with South Devon CCG and will then be known as Devon CCG) on behalf of the two partners to the agreement, although the two partners keep their own accounts in their separate ledgers. All spend is allocated a lead commissioner. The risk share allows for the Council and the CCG to share the risk and reward of over and under-spends, up to the value of 0.5% of the agreed applicable value of the Integrated Fund, is proportional to the value of the contribution of each party to the Integrated Fund and also ensures that the risk to each partner is capped.

Pooled Budget - Integrated Fund	2017/18	2018/19
	£000	£000
Contribution to the Pooled Budget:		
Plymouth City Council's contribution:		
Pooled	154,184	178,835
Aligned	99,571	80,067
Total Plymouth City Council	253,755	258,902
NEW Devon CCG's contribution:		
Pooled	136,980	140,356
Aligned	239,457	211,488
Total NEW Devon CCG	376,437	351,844
Total Combined Integrated Fund	630,192	610,746
Expenditure Met from the Pooled Budget:		
Plymouth City Council	253,705	261,608
NEW Devon CCG	374,390	356,089
Total Expenditure on Integrated Fund	628,095	617,697
Net (Surplus)/Deficit on the Integrated Fund During the Year	(2,097)	6,951

The figures above include amounts of the Plymouth Better Care Fund, of whom the lead commissioners are:

Plymouth Better Care Fund	2017/18	2018/19
	£000	£000
NEW Devon CCG Lead Commissioner	8,748	9,443
Plymouth City Council Lead Commissioner	11,079	10,899
Total Plymouth Better Care Fund	19,827	20,342

25. Members' Allowances

The Council paid the following amounts to members during the year:

Analysis of Members' Allowances	2017/18	2018/19
	£000	£000
Basic allowance	603	614
Special responsibility	322	359
Travel, subsistence and other expenses	2	3
Total	927	976

Travel and subsistence and other expenses covers claims submitted by Councillors. Expenses such as rail or air fares may be raised through the Council's internal procurement system. These are charged to the Members Support budget where these relate directly to a Member's corporate responsibility, or, if incurred in relation to a specific service issue, directly to the service concerned.

The Council is required to publish details of payments made to its Members and these can be found on the Council's website, or you can obtain a copy, in writing, from the Democratic Support Officer, Directorate for Corporate Services, Ballard House, Plymouth PL1 3BJ.

26. Officers' Remuneration

26.1 Senior Employees

Senior employees earning £50,000 or more per annum who have responsibility for the management of the Council or power to directly control the major activities of the Council are required to be listed by way of job title within the accounts. Where an employee's remuneration exceeds £150,000 there is an additional requirement that they are identified by name. Plymouth defines relevant senior staff as members of the Corporate Management Team (Directors) and Departmental Management Teams (Service Directors).

Senior Management Post	Financial Year	Salaries, Fees and Allowances*	Pension Contributions	Total Remuneration	Notes
Salary over £150,000		£	£	£	
Tracey Lee - Chief Executive (Head of Paid Service)	2018/19	166,926	22,943	189,869	2018/19 includes a fee for the Returning Officer in the relevant elections.
	2017/18	153,015	22,493	175,508	
Salary over £50,000 but less than £150,000					
Strategic Director for People	2018/19	9,940	1,461	11,401	A new post holder commenced on 1 March 2019.
	2018/19	95,778	13,269	109,047	The post holder left the post on 28 February 2019.
	2017/18	132,478	19,449	151,927	
Strategic Director for Place	2018/19	127,980	18,813	146,793	
	2017/18	125,641	18,469	144,110	
Strategic Director of Customer and Corporate Services	2018/19	45,833	6,738	52,571	Post name changed from Strategic Director for Transformation and Change on 19 November 2018. A new post holder commenced on 19 November 2018.
	2017/18	0	0	0	
Director of Public Health	2018/19	105,723	15,203	120,926	
	2017/18	103,650	14,905	118,555	
Director of Children's Services	2018/19	119,280	17,534	136,814	Post shared with Torbay Council. A new post holder commenced on 5 March 2018.
	2017/18	8,488	1,248	9,736	
Assistant Chief Executive	2018/19	97,827	13,475	111,302	2018/19 includes election payments.
	2017/18	88,035	12,941	100,976	

Senior Management Post	Financial Year	Salaries, Fees and Allowances*	Pension Contributions	Total Remuneration	Notes
Head of Legal Services (Monitoring Officer)	2018/19	12,031	1,404	13,435	Post holder left the post on 15 May 2018. This post is currently being covered by the Assistant Head of Legal Services.
	2017/18	72,517	10,660	83,177	
Service Director for Integrated Commissioning**	2018/19	7,483	1,100	8,583	A new post holder commenced on 1 March 2019.
	2018/19	94,958	15,420	110,378	Includes acting up payments. The post holder left the post on 28 February 2019.
	2017/18	99,437	14,617	114,054	
Service Director for Economic Development**	2018/19	97,026	14,479	111,505	
	2017/18	96,735	14,220	110,955	
Service Director for Education, Participation and Skills**	2018/19	102,412	15,055	117,467	
	2017/18	101,429	14,910	116,339	
Service Director for Children, Young People and Families**	2018/19	0	0	0	Post covered by agency staff in 2018/19.
	2017/18	94,067	13,828	107,895	
Service Director for Strategic Planning and Infrastructure**	2018/19	98,496	14,479	112,975	
	2017/18	96,735	14,220	110,955	
Service Director for Finance (Section 151 Officer)**	2018/19	108,093	0	108,093	2018/19 includes acting up payments.
	2017/18	104,465	0	104,465	
Service Director for HR and Organisational Development**	2018/19	0	0	0	Post was left vacant in 2018/19.
	2017/18	93,417	13,791	107,208	
Service Director for Customer Services and Service Centre**	2018/19	86,419	0	86,419	
	2017/18	79,983	0	79,983	
Service Director for Community Connections	2018/19	74,142	10,873	85,015	Post changed from Head of Community Connections to Service Director on 1 April 2018.
	2017/18	54,805	8,034	62,839	

Senior Management Post	Financial Year	Salaries, Fees and Allowances*	Pension Contributions	Total Remuneration	Notes
Service Director for Street Services**	2018/19	98,496	14,479	112,975	
	2017/18	96,735	14,220	110,955	

*Salaries, fees and allowances include expenses such as travel and subsistence. Local authorities receive a government grant for national election duties.

**Post name changed from Assistant Director to Service Director from 1 April 2018.

26.2 Remuneration above £50,000

The Council is required by statute to disclose the number of employees whose remuneration for the year (excluding employer pension contributions) was £50,000 or more.

The numbers below do not include the senior management as disclosed in note [26.1](#) or interim posts.

Remuneration Bandings	2017/18		2018/19	
	Schools	Non-schools	Schools	Non-schools
£50,000 - £54,999	19	23	20	30
£55,000 - £59,999	8	19	7	18
£60,000 - £64,999	6	8	2	9
£65,000 - £69,999	7	7	6	12
£70,000 - £74,999	5	4	3	2
£75,000 - £79,999	3	0	1	1
£80,000 - £84,999	3	2	2	2
£85,000 - £89,999	0	0	3	1
£90,000 - £94,999	0	0	0	0
£95,000 - £99,999	1	1	0	1
Total	52	64	44	76

26.3 Employee exit packages

The Council incurred costs during 2018/19 relating to employee exit packages linked to compulsory and voluntary redundancies, a summary of which is shown as follows:

Banding	Number of Compulsory Redundancies		Number of Other Departures Agreed		Total Number of Exit Packages by Cost Band		Total Cost of Exit Packages in Each Band	
	2017/18	2018/19	2017/18	2018/19	2017/18	2018/19	2017/18	2018/19
							£000	£000
£00,000 - £20,000	6	6	22	17	28	23	263	259
£20,001 - £40,000	1	2	2	2	3	4	74	93
£40,001 - £60,000	0	0	0	0	0	0	0	0
£60,001 - £80,000	0	3	0	0	0	3	0	212
Total	7	11	24	19	31	30	337	564

The Council terminated the contracts of a number of employees in 2018/19, including school based staff, incurring liabilities of £0.564m (2017/18: £0.337m). This includes a sum of £0.121m to the pension fund in respect of pension strain payments (for example, of the payments in the £100,001 - £120,000 band, 88% relates to the strain payment). The Council's expenditure on Schools is primarily funded by the Dedicated Schools Grant provided by the Department for Education.

Reasons for termination included early retirement, voluntary and compulsory redundancies. In the case of compulsory redundancies the Council's Redundancy Avoidance Policy provides the possibility of redeployment to other jobs suited to the experience and ability of staff concerned in case of compulsory redundancies.

27. External audit costs

The Council has incurred the following costs in relation to the audit of the Statement of Accounts, certification of grant claims, statutory inspections and to non-audit services provided by the Council's external auditors:

Analysis of External Audit Costs	2017/18	2018/19
Audit Area:	£000	£000
Fees payable to Grant Thornton with regard to external audit services carried out by the appointed auditor (2017/18: BDO LLP)	137	105
Fees payable in respect of other services provided by the appointed auditor	22	18
Total	159	123

28. Dedicated Schools Grant (DSG)

The Council's expenditure on schools is funded primarily by grant monies provided by the Education and Skills Funding Agency, the Dedicated Schools Grant (DSG). The DSG is ring-fenced and can only be applied to meet expenditure properly included in the Schools Budget, as defined in the School Finance and Early Years (England) Regulations 2018. The Schools Budget includes elements for a range of educational services provided on an authority-wide basis and for the Individual Schools Budget (ISB), which is divided into a budget share for each maintained school.

Details of the deployment of DSG receivable are shown in the following table:

Analysis of Dedicated Schools Grant		2018/19		
		Central Expenditure	Individual Schools Budget	Total
Note		£000	£000	£000
A	Final DSG before academy and high needs recoupment			199,678
B	Academy and high needs figure recouped			(128,776)
C	Total DSG after Academy and high needs recoupment			70,902
D	Brought forward from 2017/18			238
E	Carry-forward to 2018/19 agreed in advance			0
F	Agreed initial budgeted distribution in 2018/19	4,726	66,414	71,140
G	In year adjustments	(93)	532	439
H	Final budgeted distribution	4,633	66,946	71,579
I	Less actual central expenditure	(4,626)		(4,626)
J	Less actual ISB deployed to schools		(66,363)	(66,363)
K	Plus Local Authority contribution			0
L	Carry-forward to 2019/20	7	583	590

- A. Final DSG figure before any amount has been recouped from the authority excluding the January 2019 early years block adjustment.
- B. Figure recouped from the authority in 2018/19 by the DfE for the conversion of maintained schools into academies and for high needs payments made by ESFA.
- C. Total DSG figure after academy and high needs recoupment for 2018/19.
- D. Figure brought forward from 2017/18 as agreed with the DfE.
- E. Any amount with the authority decided after consultation with the school forum to carry forward to 2018/19 rather than distribute in 2018/19. This may be the difference between estimated and final DSG for 2018/19 or a figure brought forward from 2017/18 which the authority is carrying forward again.
- F. Budgeted distribution of DSG, adjusted for carry forward, as agreed with the Schools Forum.
- G. Changes to the initial distribution, for example, adjustments for exclusions, or final early years block adjustment.
- H. Budgeted distribution of DSG as at the end of the financial year.
- I. Actual amount of central expenditure items in 2018/19.
- J. Amount of ISB actually distributed to schools (ISB is regarded for DSG purposes as spent by the Authority once it is deployed to schools budget shares).
- K. Any contribution from the Local Authority in 2018/19 which has the effect of substituting for DSG in funding the Schools Budget.
- L. Carry forward to 2019/20:
 - For central expenditure – difference between final budgeted distribution of DSG and the actual expenditure.
 - For ISB – difference between final budgeted distribution and the actual deployed to schools, plus any local authority contribution.
 - Total – carry forward on central expenditure plus carry forward on ISB plus/minus carry forward to 2019/20 already agreed.

29. Grant Income

29.1 Grant Income - Credited to the Comprehensive Income and Expenditure Statement (CIES)

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 and Expenditure	2017/18	2018/19
	£000	£000
Section 31 Grants	(3,769)	(7,738)
Capital Grants and Contributions	(9,465)	(20,499)
PFI Credits	(7,170)	(7,081)
Revenue Support Grant	(23,058)	0
Total	(43,462)	(35,318)

Grants Credited to Services	2017/18	2018/19
	£000	£000
Benefits Admin Grant	(1,126)	(1,011)
Dedicated Schools Grant and Other Education Grants	(77,811)	(68,926)
Housing Benefit Subsidy	(94,582)	(80,445)
Learning and Skills Council	(3,498)	(3,225)
Transforming Social Care Grant	(7,854)	(803)
New Homes Bonus	(5,146)	(3,487)
Public Health Grant	(15,735)	(15,330)
Troubled Families Grant	(870)	(1,212)
Torbay Children's Services - Government Funding	(1,418)	0
Other Revenue Grants	(4,492)	(6,791)
Total	(212,532)	(181,230)

The Council has received a number of grants, contributions and donations that have yet to be recognised as income as they have conditions attached to them that will require the monies or property to be returned to the grantor. The grants are carried on the Balance Sheet as a creditor in a Grants Receipts in Advance Account and are split between Revenue and Capital Grant Receipts in Advance as follows:

Revenue Grant Receipts in Advance - Current Liabilities	2017/18	2018/19
	£000	£000
Active Neighbourhoods - Reaching Communities	41	1
SEND Reform Grant	134	0
SEND Preparation for Employment	50	0
Higher Level Stewardship	7	0
Enterprise Zone	4	0
Access Fund for Sustainable Transport	7	0
Access Fund for Sustainable Transport	11	0
Heat Networks Delivery Unit Grant	0	14
Heat Networks Delivery Unit Grant - Feasibility	25	0
Heat Networks Delivery Unit Grant - Detailed Project Development and Commercialisation	272	0
Urban Fringe Partnership Housing Capacity Grant	560	187
The Art of the Possible	0	85
New Burdens - Custom and Self Build	0	30
New Burdens - Brownfield Sites	0	4
FINERPOL	0	55
Transforming Cities Fund	0	31
Data Play - Capacity Building Fund	0	6
Total	1,111	413

Capital Grant Receipts in Advance - Current Liabilities	2017/18	2018/19
	£000	£000
Department for Transport	9,086	10,891
Environment Agency	285	285
Sport England	1,990	549
Football Foundation	129	1,009
Historic England	457	270
Growth Deal	1,400	0
Growth and Housing Fund	1,209	4,419
Homes England	255	933
Ministry for Housing, Communities and Local Government	5,289	7,844
European Regional Development Funding	53	477
Oak Foundation	0	500
Garfield Weston Foundation	0	250
Department for Business, Energy and Industrial Strategy	0	289
S278 Agreements	199	199
Other	563	527
Total	20,915	28,442

Capital Grant Receipts in Advance - Long-term Liabilities	2017/18	2018/19
	£000	£000
Heritage Lottery Fund	4,921	11,112
Arts Council	903	2,298
S106	17,949	19,581
Growth Deal	18,149	22,623
Homes and Communities Agency	12,876	11,920
Total	54,798	67,534

30. Related Party Transactions and Partnerships

The Council is required to disclose material transactions with related parties – bodies or individuals that have the potential to control or influence the Council or to be controlled or influenced by the Council. Disclosure of these transactions allows readers to assess the extent to which the Council might have been constrained in its ability to operate independently or might have secured the ability to limit another party's ability to bargain freely with the Council.

The following table outlines transactions between the Council and its subsidiaries, associates, jointly controlled and other assisted organisations where the influence is considered to be material, either to the Council or to the organisation.

Related Party Transactions	Details of Arrangement	2017/18			2018/19		
		Receipts	Payments	Outstanding Balances/ Commitments	Receipts	Payments	Outstanding Balances/ Commitments
Subsidiaries, Associates and Joint Arrangements		£000	£000	£000	£000	£000	£000
Subsidiaries							
CATER ^{ed} Ltd	CATER ^{ed} is a co-operative trading company which is jointly owned by 67 local schools and Plymouth City Council. Plymouth City Council is the majority shareholder with 51% of the shares.	(212)	1,882	12	(234)	1,307	107
Plymouth Investment Partnerships Ltd (PIP)	PIP invests in the promotion, assistance and establishment of business to improve the employment and economy of Plymouth and its surrounding area. Plymouth City Council has full ownership of PIP.	(11)	0	(60)	(17)	6	0
Joint Arrangements							
DELTA Shared Services Ltd	DELTA provide ICT and systems to partners. DELTA is jointly and equally controlled and owned by Plymouth City Council and NEW Devon CCG.	(131)	9,449	95	(243)	10,986	219
Plymouth Science Park Ltd	Plymouth Science Park is a science and technology park for businesses and provide provision of support, advisory and facilities management services. Plymouth Science Park is jointly and equally owned by Plymouth City Council and Plymouth University.	(50)	10	1,956	(50)	5	1,956

Central Government

Central Government has significant influence over the general operations of the Council – it is responsible for providing the statutory framework within which the Council operates, provides the majority of its funding in the form of grants and prescribes the terms of many of the transactions that the Council has with other parties (e.g. Housing Benefits). Details of transactions with Government Departments are set out in note [29](#).

Members and Officers

Members of the Council have direct control over the Council's financial and operating policies.

The total of members allowances paid in 2018/19 is disclosed in note [25](#).

Members and Officers of the Council have returned 62 declarations of Related Party Transactions for 2018/19, a response rate of 78 per cent.

Other Interests in Companies

There are a number of companies which are also linked to the Council which fall under the definition of an assisted organisation. This includes the provision of financial assistance to voluntary organisations. However they are not considered material in financial terms.

Examples include Access Plymouth, Plymouth Citizens Advice Bureau and the Shekinah Mission. Independent Futures, On Course South West and the Plymouth City Centre Company are examples of larger organisations supported by the Council.

- **DELT Shared Services Ltd**

DELT was launched 1 October 2014 and is a publicly owned private limited company (09098450). It was set up to deliver ICT services and systems to its partners; Plymouth City Council and Northern, Eastern, Western (NEW) Devon Clinical Commissioning Group. 2018/19 was the fourth year in which DELT was operational.

DELT is jointly and equally controlled by its partners with both partners carrying equal full voting rights. The collaborative arrangement is classed as a joint venture.

For more information about DELT and its financial performance, please visit the DELT Services website.

- **CATER^{ed}**

CATER^{ed} is a co-operative trading company (09355912) which is jointly owned by Plymouth City Council and 67 local schools, providing all school meals in the city. CATER^{ed} is 49 per cent owned by schools and 51 per cent by the Council and serves almost 2.5 million meals to Plymouth school children every year.

Plymouth City Council is the majority shareholder of CATER^{ed} with 51 per cent of shares and voting rights allocated one vote per share. The collaborative arrangement is classed as a subsidiary of the Council.

For more information about CATER^{ed} and its financial performance, please visit the CATER^{ed} website.

Joint Committees

The Council is a member of a couple of joint committees where local authorities have joined together to provide a service. These are listed as follows:

- **Devon Audit Partnership**

From April 2009 Plymouth City Council set up a Joint Committee with Devon County Council and Torbay Council for the provision of a shared internal audit service. The service is also able to provide audit services to other organisations. This is a shared service arrangement and is constituted under section 20 of the Local Government Act 2000.

Devon County Council is the host Council for the Joint Committee with all staff now employed by Devon County Council. Assets and Liabilities of the Joint Committee are split on an agreed basis (number of FTE's on inception of the Committee); Plymouth's share equates to 27 per cent and its contribution to the partnership for 2018/19 was £0.325m (2017/18: £0.319m).

- **South West Devon Waste Disposal Partnership**

Plymouth City Council, Torbay Council and Devon County Council are now working together and have jointly contracted a PFI project for an Energy from Waste Plant (based in Plymouth) to dispose of residual waste collected by the three Councils. As part of the Joint Working Agreement between the three Councils the South West Devon Waste Partnership Joint Committee has been established to facilitate the procurement and subsequent operation and management of the facilities (by the selected contractor). The Plant became operational in April 2015.

Plymouth is the Lead Authority with the expenditure associated with this project is incurred and then allocated on an estimated tonnage share basis to Torbay and Devon County Councils. Plymouth's share of the expenditure is reflected within the cost of services on the Comprehensive Income and Expenditure Statement.

For more information about external bodies which Plymouth City Council have an interest in please visit the Council's website.

31. 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 and PFI contracts), together with the resources that have been used to finance it. Where capital expenditure is to be financed in future years by charges to revenue as assets are used by the Council, the expenditure results in an increase in the Capital Financing Requirement (CFR), a measure of the capital expenditure incurred historically by the Council that has yet to be financed. The CFR is analysed in the second part of this note.

Capital Financing Requirements	Restated 2017/18	2018/19
	£000	£000
Opening Capital Financing Requirement 1 April	382,345	459,884
Capital Investment		
Property, Plant and Equipment	62,587	68,711
Investment Properties	30,201	59,198
Heritage Assets	589	0
Revenue Expenditure Funded from Capital Under Statute	9,380	8,528
Other Capital Expenditure	855	679
Total	103,612	137,116
Sources of Finance		
Capital Receipts	(7,765)	(5,356)
less: Long-term Debtors written out in year	81	241
Grants and Contributions applied in year	(12,618)	(22,796)
Revenue and Other Funds	(484)	(939)
Minimum Revenue Provision	(5,287)	(8,280)
Total	(26,073)	(37,130)
Closing Capital Financing Requirement 31 March	459,884	559,870
Explanation of Movement in Year		
Increase in underlying need to borrow	68,212	102,241
Initial recognition of RIF loan liability	0	6,005
Reduction in underlying need to borrow resulting from other changes in capital financing requirement	9,327	(8,260)
Increase/Decrease in Capital Financing Requirement	77,539	99,986

The Council has incorrectly included capital grants unapplied within the Capital Financing Requirement (CFR). This has been corrected in 2018/19 requiring an adjustment of £45.281m to the opening CFR.

32. Leases

32.1 Council as a lessor – operating leases/licenses

The Council is a lessor of a number of properties, including city centre shops and several retail and industrial units. The future minimum lease payments receivable under non-cancellable leases are:

Operating Leases - Authority as a Lessor	31 March 2018	31 March 2019
	£000	£000
Not later than one year	8,074	10,976
Later than one year and not later than five years	27,117	33,511
Later than five years	329,249	272,449
Total	364,440	316,936

The minimum lease payments do not include rents that are contingent on events taking place after the lease was entered into, such as adjustments following rent reviews.

33. Private Finance Initiatives (PFI) and Similar Contracts

33.1 Schools PFI

The Council makes an agreed payment each year, part of which is subject to an annual inflation increase, and can be reduced if the contractor fails to meet availability and performance standards in any one year but which is otherwise fixed. A total payment of £5.559m was made in 2018/19 (2017/18: £5.471m). Payments remaining to be made under the PFI contract at 31 March 2019, excluding any estimation of inflation and availability/performance deductions, are as follows:

PFI Outstanding Liabilities	Payment for Services	Reimbursement of Capital Expenditure	Interest	Total
	£000	£000	£000	£000
Total payments to operator in 2018/19	2,318	979	2,262	5,559
Payable in 2019/20	2,453	993	2,177	5,623
Payable within two to five years	10,486	4,895	7,775	23,156
Payable within six to ten years	15,487	8,068	7,014	30,569
Payable within eleven to fifteen years	15,027	10,968	2,696	28,691
Total	43,453	24,924	19,662	88,039

Although the payments made to the contractor are described as unitary payments, they have been calculated to compensate the contractor for the fair value of the services they provide, the capital expenditure incurred, and interest payable, whilst the capital expenditure remains to be reimbursed. The liability outstanding to pay the liability to the contractor for capital expenditure incurred is as follows:

Movement in PFI Liability	2017/18	2018/19
	£000	£000
Balance outstanding 1 April	26,873	25,904
Payments during the year	(969)	(979)
Balance Outstanding 31 March	25,904	24,925

The Council has secured PFI credits to the value of £53m, to which interest is added resulting in total Government support of £105.871m over the contract period, and this together with an annual contribution from the Council of approximately £0.650m and schools of £0.920m will be used to meet the running costs of the contract, including the loan repayments.

The PFI credits will be paid to the Council at a rate of £3.982 per annum. Spend to be incurred during the contract will vary from year to year as lifecycle works are undertaken. The Council transfers any surplus resources for the PFI scheme to a PFI reserve to match commitments that will be incurred in future years.

33.2 South West Devon (SWD) Energy from Waste (EfW) Partnership

2015/16 was the first year of operation of the EfW public/private service concession arrangement whereby the SWD local authority partnership granted the right to MVV Umwelt (MVVU), the operator, to treat and render inert waste that otherwise would have been disposed of in landfill sites. The SWD partnership comprising Plymouth City Council, Devon County Council and Torbay Council

appointed MVVU under a fixed price contract to finance, construct and design the 245,000 tonne capacity facility and to maintain it to a minimum acceptable condition over a 50 year term.

PFI Outstanding Liabilities	Payment for Services	Reimbursement of Capital Expenditure	Interest	Total
	£000	£000	£000	£000
Total payments to operator in 2018/19	3,630	250	3,665	7,545
Payable in 2019/20	3,853	94	3,645	7,592
Payable within two to five years	16,427	1,260	14,387	32,074
Payable within six to ten years	24,354	3,553	16,705	44,612
Payable within eleven to fifteen years	26,767	9,112	13,654	49,533
Payable within sixteen to twenty years	31,228	17,187	7,141	55,556
Payable within twenty one to twenty five years	5,277	2,612	179	8,068
Total	107,906	33,818	55,711	197,435

The EfW facility is located on MOD land at Camel's Head, North Yard in Devonport Dockyard, Plymouth. The SWD partnership specifies the activities offered by the facility, the opening hours and the expected minimum standard of service to be provided by the operator. MVVU is required to receive all the residual waste from the defined area of the local authority partnership for which the councils are obliged to pay a fixed gate fee based on a guaranteed minimum tonnage of waste, with an additional charge for any extra waste delivered by the councils over and above the contractual waste.

Movement in PFI Liability	2017/18 Plymouth Share	2017/18 Deferred Income	2018/19 Plymouth Share	2018/19 Deferred Income
	£000	£000	£000	£000
Balance outstanding 1 April	34,246	53,445	34,069	51,121
Payments during the year	(177)	(2,324)	(250)	(2,324)
Balance Outstanding 31 March	34,069	51,121	33,819	48,797

Under a separate 25 year agreement between the operator and the MOD, MVVU processes the waste to provide environmentally sustainable heat and electricity to HM Naval Base Devonport. Power is sold at a capped, index linked, guaranteed base price, with any surplus electricity being exported to the National Grid based on a long-term Power Purchase Agreement (PPA) to a company within the MVV group.

The SWD partnership receives 50% of the income earned by EVVU from any excess waste it processes or any excess energy it supplies to third parties. EMVU 3rd party revenues are unrestricted and the SWD partnership is obliged to compensate the operator for any loss of third party income should the councils exceed their contractual maximum tonnage.

Income and expenditure, assets and liabilities are recorded in each of Plymouth City Council, Devon County Council and Torbay Council's Statements of Accounts respectively in the ratio 48:35:17. Plymouth City Council's share of the total construction costs of £195.324m is carried at depreciated replacement cost in its balance sheet as detailed in note [15.1](#) (Property, Plant and Equipment) together with a corresponding liability.

34. Pensions

As part of the terms and conditions of employment of its officers and other employees, the Council offers retirement benefits. Although these benefits will not actually be payable until the employees retire, the Council has a commitment to make the payments that need to be disclosed at the time that employees earn their future entitlement.

34.1 Pension Schemes Accounted for as Defined Contribution Schemes

Teachers' Pension Scheme

Teachers employed by the Council are members of the Teachers' Pension scheme administered by Capita Teachers Pensions on behalf of the Department for Education. The scheme provides teachers with specified benefits upon their retirement, and the Council contributes towards the cost by making contributions based on a percentage of member's pensionable salaries.

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

In 2018/19, Plymouth City Council paid £2.804m to Teachers' Pensions in respect of teachers' retirement benefits. The figures for 2017/18 were £3.454m. There were no contributions remaining payable at the year-end. In 2018/19 the minimum member contribution was 7.4 per cent of salary, the maximum was 11.7 per cent.

The Council is responsible for the costs of any additional benefits awarded upon early retirement outside of the terms of the teachers' scheme. These costs are accounted for on a defined benefit basis and detailed in note [34.2](#).

34.2 Defined Benefit Pension Schemes

Local Government Pension Scheme (LGPS)

Plymouth City Council and Tamar Bridge and Torpoint Ferry Joint Committee participate in the Local Government Pension Scheme (LGPS). The LGPS is a defined benefit scheme based on final pensionable salary. The Plymouth City Council scheme is administered by Devon County Council, however, the Joint Committee Scheme is administered by Cornwall Council and so separate notes have been included to represent Plymouth City Council's 50 per cent interest.

Pension Information for Plymouth City Council Scheme (PCC)

Transactions relating to post-employment benefits

The Council recognises the cost of retirement benefits in the surplus/deficit on continuing services when they are earned by employees, rather than when the benefits are eventually paid as pensions. However, the charge that is required to be made against Council Tax is based on the cash payable in the year, and the real cost of retirement benefits is reversed out of the General Fund via the Movement in Reserves Statement.

The following transactions have been made in the CIES and the General Fund Balance via the MiRS during the year:

Comprehensive Income and Expenditure Statement	2017/18	2018/19
	£000	£000
Cost of Services		
Service cost comprising:		
current service cost	28,257	27,343
past service cost	94	296
(gain)/loss from settlements	5,049	(7,690)
Financing and Investment Income and Expenditure		
Net interest expense	15,897	13,774
Other Operating Expenditure		
Administration expenses	354	448
Total Post-employment Benefit Charged to the Surplus/Deficit on the Provision of Services	49,651	34,171
Other Post-employment Benefits charged to the Comprehensive Income and Expenditure Statement		
Re-measurement of the net defined benefit liability comprising:		
return on plan assets (excluding the amount included in the net interest expense)	(9,326)	(22,912)
actuarial gains and losses arising on changes in financial assumptions	(60,193)	57,376
other (if applicable)	0	(70,450)
Total Post-employment Benefits Charged to the Comprehensive Income and Expenditure Statement	(19,868)	(1,815)
Movement in Reserves Statement		
Reversal of net charges made to the Surplus or Deficit on the Provision of Services for post-employment benefit in accordance with the Code	(49,651)	(34,171)
Actual Amount Charged Against the General Fund Balance for Pensions in the Year:		
employers' contribution payable to the scheme	16,577	19,495
retirement benefits payable to pensioners	3,247	3,254
Adjustment re: net increase/(decrease) per LGR pension liability	1,018	1,128

34.3 Assets and liabilities in relation to post-employment benefits (PCC)

Reconciliation of present value of the scheme liabilities (defined benefit obligation):

The expected return on scheme assets is determined by considering the expected returns available on the assets underlying the current investment policy. Expected yields on fixed interest investments are based on gross redemption yields as at the Balance Sheet date. Expected returns on equity investments reflect long-term real rates of return experienced in the respective markets.

Reconciliation of Present Value of the Scheme Liabilities (Defined Benefit Obligation)	2017/18	2018/19
	£000	£000
Opening Balance at 1 April	(1,254,225)	(1,245,445)
Current service cost	(28,257)	(27,343)
Interest cost	(33,790)	(31,088)
Charge in financial assumptions	60,193	(57,376)
Change in demographic assumptions	0	70,450
Liabilities assumed/(extinguished) on settlements	(16,103)	11,567
Estimated benefits paid net of transfers in	30,122	32,783
Past service costs, including curtailments	(94)	(296)
Contributions by scheme participants	(5,338)	(5,326)
Unfunded pension payments	2,047	2,070
Closing Present Value of Liabilities	(1,245,445)	(1,250,004)

Reconciliation of the Movement in the Fair Value of Scheme (Plan) Assets	2017/18	2018/19
	£000	£000
Opening Fair Value of Scheme Assets	660,037	687,702
Interest income	17,893	17,314
Re-measurement gain/(loss):		
the return on plan assets, excluding the amount included in the net interest expense	9,326	22,912
Administration expenses	(354)	(448)
Contributions from employer	16,577	19,495
Contributions from employees into the scheme	5,338	5,326
Benefits paid	(32,169)	(34,853)
Settlement prices received/(paid)	11,054	(3,877)
Closing Present Value of Assets	687,702	713,571
Closing Balance at 31 March	(557,743)	(536,433)

34.4 Scheme history (PCC)

The liabilities show the underlying commitments that the Council has in the long run to pay post-employment (retirement) benefits. The total liability of £536.4m is shown as a negative balance and therefore has an impact on the net worth of the Council as recorded in the Balance Sheet. However the negative balance that arises 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 earned by employees.

The total contributions expected to be made to the Local Government Pension Scheme by the Council in the year to 31 March 2020 is £17.378m.

34.5 Basis for Estimating Assets and Liabilities (PCC)

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, gender, salary levels, investment returns, interest rates, etc. Both the Local Government Pension Scheme and Discretionary Benefits liabilities have been assessed by Barnett Waddingham LLP, an independent firm of actuaries, with the estimates for the City Council's share of the Fund being based on the latest full valuation of the scheme as at 31 March 2019.

Basis for Estimating Assets and Liabilities	2017/18	2018/19
Mortality assumptions:		
Longevity at 65 for current pensioners:		
men	23.5	22.4
women	25.6	24.4
Longevity at 65 for future pensioners:		
men	25.7	24.1
women	27.9	26.2
Rate of inflation (CPI)	2.3%	2.4%
Rate of increase in salaries	3.8%	3.9%
Rate of increase in pensions	2.3%	2.4%
Rate for discounting scheme liabilities	2.6%	2.4%

Impact on the Defined Benefit Obligation in the Scheme	Decrease in Assumption	No Change	Increase in Assumption
	£000	£000	£000
Longevity (increase or decrease in 1 year)	1,203,924	1,250,004	1,297,908
Rate of increase in salaries (increase or decrease by 0.1%)	1,248,162	1,250,004	1,251,860
Rate of increase in pensions (increase or decrease by 0.1%)	1,228,567	1,250,004	1,271,846
Rate for discounting scheme liabilities (increase or decrease by 0.1%)	1,273,726	1,250,004	1,273,726

34.6 Total assets (PCC)

The Local Government Pension Scheme's assets consist of the following categories, by proportion of the total assets held:

Categories by Proportion of the Total Assets Held	31 March 2018	31 March 2019
	%	%
Equities	74	73
Gilts	3	3
Property	13	13
Cash	2	2
Other investments	8	9
Total	100	100

34.7 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:

Pension Assets and Liabilities Recognised in the Balance Sheet	2017/18	2018/19
	£000	£000
Present value of the defined benefit	1,205,340	1,211,830
Fair value of plan assets	(687,702)	(713,571)
Net Liability	517,638	498,259
Other movements in the liability	40,105	38,174
Net Liability Arising from Defined Benefit Obligation	557,743	536,433

Pension information for Tamar Bridge and Torpoint Ferry Joint Committee (TBTF)

34.8 Transactions in the Comprehensive Income and Expenditure Statement and Movement in Reserve Statement (TBTF)

Comprehensive Income and Expenditure Statement	2017/18	2018/19
	£000	£000
Cost of Services		
Service cost	598	618
Financing and Investment Income and Expenditure		
Net interest expense	98	102
Total Post-employment Benefit Charged to the Surplus/Deficit on the Provision of Services	696	720
Other Post-employment Benefits charged to the Comprehensive Income and Expenditure Statement		
Re-measurement of the net defined benefit liability comprising:		
return on plan assets (excluding the amount included in the net interest expense)	(121)	(389)
actuarial gains and losses arising on changes in financial assumptions	(226)	746
experience gain/(loss) on defined benefit obligation	0	(10)
Total Post-employment Benefits Charged to the Comprehensive Income and Expenditure Statement	349	1,067
Movement in Reserves Statement		
Reversal of net charges made to the Surplus or Deficit on the Provision of Services for post employment benefit in accordance with the Code	(695)	(720)
Actual Amount Charged Against the General Fund Balance for Pensions in the Year:		
Employers' contribution payable to the scheme	357	383

34.9 Assets and liabilities in relation to post-employment benefits (TBTF)

Reconciliation of Present Value of the Scheme Liabilities (Defined Benefit Obligation)	2017/18	2018/19
	£000	£000
Opening Balance at 1 April	(11,991)	(12,476)
Current service cost	(598)	(618)
Interest cost	(305)	(330)
Contributions from scheme participants	(101)	(106)
Re-measurement (gain) and losses:		
actuarial gains/losses arising from changes in financial assumptions	226	(747)
experience loss/(gain) on defined benefit obligation	0	10
Benefits paid	293	321
Closing Present Value of Liabilities	(12,476)	(13,946)

Reconciliation of the Movements in the Fair Value of Scheme (Plan) Assets	2017/18	2018/19
	£000	£000
Opening fair value of scheme assets	8,205	8,698
Interest income	207	228
Re-measurement gain/(loss):		
the return on plan assets, excluding the amount included in the net interest expense	121	389
Contributions from employer	357	383
Contributions from employees into the scheme	101	106
Benefits paid	(293)	(321)
Closing Fair Value of Scheme Assets	8,698	9,483
Closing Balance at 31 March	(3,778)	(4,463)

The liabilities show the underlying commitments that the Joint Committee has to pay in the long run to pay post-employment (retirement) benefits. The total liability of £4.462m has an impact on the net worth of the Council as recorded in the Balance Sheet. However the negative balance that arises 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 earned by employees.

The total contributions expected to be made to the Local Government Pension Scheme via the Joint Committee in the year to 31 March 2020 is £0.779m.

34.10 Scheme History (TBTF)

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, gender, salary levels, investment returns, interest rates, etc. The Cornwall Council pension scheme liabilities have been assessed by Hymans Robertson LLP, an independent firm of actuaries, with the

estimates for the City Council's share of the Fund being based on the latest full valuation of the scheme as at 31 March 2019.

34.11 Basis for Estimating Assets and Liabilities (TBTF)

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, gender, salary levels, investment returns, interest rates, etc. Both the Local Government Pension Scheme and Discretionary Benefits liabilities have been assessed by Hymans Robertson LLP, an independent firm of actuaries, with the estimates for the City Council's share of the Fund being based on the latest full valuation of the scheme as at 31 March 2019.

Basis for Estimating Assets and Liabilities	2017/18	2018/19
Mortality assumptions:		
Longevity at 65 for current pensioners:		
men	22.1	22.1
women	24.5	24.5
Longevity at 65 for future pensioners:		
men	24.0	24.0
women	26.4	26.0
Rate of increase in salaries	2.5%	2.5%
Rate of increase in pensions	2.4%	2.4%
Rate for discounting scheme liabilities	2.6%	2.6%

35. Contingent Assets and Liabilities

35.1 Contingent Assets

The Council has the following contingent assets to report:

Plymouth Airport

Plymouth City Airport is let on 150 year lease from 2004. The Council's Lessee served notice of its intention to close the airport in December 2010 because of continuing trading losses. On 23 August 2011 the Council's Cabinet accepted the notice of non-viability from the Lessee following receipt of three independent reviews of the airport business and options for its financial viability. The Airport closed for business in December 2011. The Council's freehold and the Lessee's leasehold interest are due to be merged and the former Lessee will then be responsible for obtaining planning permission and marketing the site. Any eventual net land disposals proceeds will be divided between the Council and the former Lessee 75%/25%. However the timing and amount of any such receipts, if any, is uncertain; and is subject to the outcome of the Public Examination into the Plymouth and South West Devon Joint Local Plan which contains policies that are applicable to the site which would affect its future value.

35.2 Contingent liabilities

The Council has the following contingent liabilities to report.

Plymouth Community Homes

As part of the stock transfer negotiations the Council was required to provide a number of warranties to the funders of Plymouth Community Homes. These include an environmental warranty whereby the Council has agreed to warrant that no dangerous substance is present in the property that has transferred or that no part of the Property has been or could lawfully be designated as contaminated land; the Council is currently exploring options around mitigating this liability through an insurance policy.

COLLECTION FUND FOR THE YEAR ENDED 31 MARCH 2019

The Collection Fund is an agent's statement that reflects the statutory obligation for billing authorities to maintain a separate Collection Fund. The statement shows the transactions of the billing authority in relation to the collection from taxpayers and the distribution to Local Authorities and the Government of Council Tax and Non-Domestic Rates.

2017/18				Note	2018/19		
Business Rates	Council Tax	Total			Business Rates	Council Tax	Total
£000	£000	£000	Income		£000	£000	£000
0	(120,073)	(120,073)	Council tax receivable	<u>1</u>	0	(128,343)	(128,343)
(85,069)	0	(85,069)	Business rates receivable	<u>2</u>	(81,900)	0	(81,900)
(85,069)	(120,073)	(205,142)			(81,900)	(128,343)	(210,243)
			Expenditure				
			Apportionment of Previous Year's Surplus/(Deficit)				
(373)	0	(373)	Central Government		(1,497)	0	(1,497)
(366)	407	41	Plymouth City Council		(1,467)	618	(849)
0	52	52	Devon and Cornwall Police and Crime Commissioner		0	78	78
(7)	24	17	Devon and Somerset Fire and Rescue Service		(30)	36	6
(746)	483	(263)			(2,994)	732	(2,262)
			Precepts, Demands and Shares				
43,824	0	43,824	Central Government		0	0	0
42,948	99,614	142,562	Plymouth City Council		87,741	105,767	193,508
0	12,476	12,476	Devon and Cornwall Police and Crime Commissioner		0	13,543	13,543
877	5,773	6,650	Devon and Somerset Fire and Rescue Service		886	6,043	6,929
87,649	117,863	205,512			88,627	125,353	213,980
			Charges to the Collection Fund				
193	0	193	Renewable Energy Disregard		228	0	228
505	496	1,001	Write offs of uncollectable amounts		294	398	692
(269)	304	35	Increase/(Decrease) in Bad Debt Provision		(1)	978	977
5,964	0	5,964	Increase/(Decrease) in Provision for Appeals		(5,571)	0	(5,571)
311	0	311	Cost of collection allowance		317	0	317
6,704	800	7,504			(4,733)	1,376	(3,357)
8,538	(927)	7,611	(Surplus)/Deficit for the Year		(1,000)	(882)	(1,882)
			Collection Fund Balance				
6,573	(1,089)	5,484	Balance as at 1 April		15,143	(2,016)	13,127
8,538	(927)	7,611	(Surplus)/Deficit for the year (as above)		(1,000)	(882)	(1,882)
15,111	(2,016)	13,095	Balance as at 31 March		14,143	(2,898)	11,245
			Allocated to:				
7,556	0	7,556	Central Government		6,075	0	6,075
7,404	(1,702)	5,702	Plymouth City Council		7,927	(2,437)	5,490
0	(216)	(216)	Devon and Cornwall Police and Crime Commissioner		0	(322)	(322)
151	(98)	53	Devon and Somerset Fire and Rescue Service		141	(139)	2
15,111	(2,016)	13,095	Total Allocated		14,143	(2,898)	11,245

NOTES TO THE COLLECTION FUND

1. Council Tax Income

Council Tax income derives from charges raised according to the value of residential properties, which have been classified into 8 valuation bands based on an estimated 1 April 1991 value for this specific purpose. Individual charges are calculated by estimating the amount of income required to be taken from the Collection Fund by Devon and Cornwall Police and Crime Commissioner, Devon and Somerset Fire and Rescue Authority and the City Council for the forthcoming year and dividing this by the Council Tax base. The tax base is the total number of properties in each band adjusted by a proportion to convert the number to a Band D equivalent and adjusted for discounts and estimated collection rates: 71,932 in 2018/19 (2017/18: 70,775).

The basic amount of Council Tax for a Band D property (2018/19: £1,742.67) is multiplied by the proportion specified for the particular band to give an individual amount due. The calculation of the Council Tax Base is shown in the following table:

Band	No of Properties Before Discounts	No of Properties After Discounts	Band D Equivalents	Estimated Collection Rates	Adjusted Band D Equivalents
A	44,050	28,297	18,856	98.5%	18,573
B	30,574	24,764	19,261	98.5%	18,972
C	21,589	19,290	17,147	98.5%	16,890
D	8,915	8,254	8,254	98.5%	8,130
E	4,650	4,436	5,421	98.5%	5,340
F	1,698	1,622	2,343	98.5%	2,308
G	534	509	848	98.5%	835
H	26	18	37	98.5%	36
	112,036	87,190	72,167		71,084
Adjustment for MOD Properties					848
Tax Base Totals			72,167		71,932

The Council Tax Base was calculated at the time the 2018/19 budget was set, based on the estimated number of properties and value of discounts applicable to each band at that time. The estimated income, allowing for non-collection, was £125.354m (£1,742.67 x 71,932). In practice, however, the average number of properties and values of discounts vary from the estimates, and the actual income increased to £128.343m (2017/18: £120.073m).

2. Income from Business Ratepayers

The Council collects Non-Domestic Rates (NDR) 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, which was 49.3p in 2018/19 (2017/18: 47.9p).

The administration of NDR is governed by the Business Rates Retention Scheme which was introduced in 2013/14. This aims to give councils a greater incentive to grow businesses but also increases the financial risk due to volatility of the NDR tax base and non-collection of rates due. In the case of Plymouth, the retained proportion of NDR income is 99 per cent. The remainder is distributed to preceptors: 1 per cent to the Devon and Somerset Fire and Rescue Authority (DSFRA) and 0 per cent to Central Government.

The business rates shares payable for 2018/19 were estimated before the start of the financial year as £0.0m to Central Government, £0.886m to DSFRA and £87.741m to Plymouth City Council. These

sums have been paid during 2018/19 and charged to the Collection Fund in year and include the previous year's deficit.

When the scheme was introduced the Government set a baseline funding level (based on local demand for services) for each authority and applied the system of tariffs and top-ups to ensure all authorities receive their baseline amount. In 2018/19 Plymouth had a baseline amount of £72.436m and paid a tariff of £12,104m which was charged to the General Fund and included in note [14](#).

In addition to the top-up and tariffs, a safety net figure is calculated by Central Government. This mechanism is designed to protect local authorities from large fluctuation in their business rates income. The safety net threshold for Plymouth is £70.263m. As our adjusted retained income is above this level no safety net payment was due to Plymouth for 2018/19.

Under the rates retention scheme local authorities became liable for their share of the liability arising from the in-year and backdated impact of successful business rate appeals. Based on the analyses of previous year trends and the list of outstanding appeals provided by the VOA as at 31 March 2019 the Council included a provision of £2.555m.

For 2018/19, the total non-domestic rateable value at the end of the year was £229.355m (2017/18: £230.738m).

The total income from ratepayers in 2018/19 was £81.900m (2017/18: £85.069m).

This sum included £2.899m of transitional protection payments from ratepayers, which under regulations should have a neutral impact on the Business Rates Retention Scheme and will be repaid to Central Government.

3. Precepts and Demands

3.1 Council Tax

The budgets of the City Council, Devon and Cornwall Police and Crime Commissioner, Devon and Somerset Fire and Rescue Authority are partly financed from the Council Tax. The sums required from Council Tax by the Council, Fire Authority and Police Commissioner are determined by each body as part of the budget process and are called demands (Council) and precepts (Fire and Police). The income from Council Tax payers is paid into the Collection Fund and payments are made by the Collection Fund for the demands and precepts due to the Council, Fire Authority and Police Commissioner.

3.2 Non-Domestic Rates

As described in note [2](#) above, the administration of NDR is governed by the Retained Business Rate Scheme.

NDR 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.

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Andrew Hardingham
Service Director for Finance
Plymouth City Council
Ballard House
West Hoe Road
Plymouth
PL1 3BJ

Grant Thornton UK LLP
2 Glass Wharf
Bristol BS2 0EL

T +44 (0)117 305 7600
F +44 (0)117 305 7784
DX 78112 Bristol
www.grant-thornton.co.uk

21 February 2019

Dear Andrew

Plymouth City Council
Financial Statements for the year end 31 March 2019

To comply with International Auditing Standards, we need to establish an understanding of the management processes in place to prevent and detect fraud and to ensure compliance with law and regulation. We are also required to make inquiries of both management and those charged with governance as to their knowledge of any actual, suspected or alleged fraud. International Auditing Standards also place certain obligations on auditors to document Management's view on some key areas affecting the financial statements.

To assist us in meeting these requirements, I would be grateful if you would consider and formally respond to the matters set out in the attached schedule. In completing this task, you may wish to take into account the views of other directors where you think appropriate. The schedule relates to operational issues as well as the financial statements.

In addition to our request to management, we will also need to contact the Chair of the Audit and Governance Committee, your Internal Auditors and the monitoring officer. For ease of responding, the question to the Chair of the Audit and Governance Committee is at the foot of the questions to management.

In preparing your responses, it would assist me greatly if you could include a summary of evidence that you have relied on to inform your responses, and the sources of assurance that you have that the relevant management controls have operated effectively through the financial year to date and will operate up to the date the accounts are approved.

It would be useful to coordinate both the Chair of the Audit and Governance Committee and management responses and for a response to be provided by 30 April 2019.

Please contact David Bray if you wish to discuss anything in relation to this request

Yours sincerely,

A handwritten signature in grey ink that reads "Geraldine Daly". The signature is written in a cursive style with a large initial 'G' and a long, sweeping underline.

Geraldine Daly
Associate Director
Grant Thornton UK LLP

Questions to management – Plymouth City Council

Auditor question	Response
Fraud	
Please provide your assessment of how your financial statements may be materially misstated due to fraud, including the nature, extent and frequency of such assessments.	We do not have any significant concerns that the financial statements may be materially misstated due to fraud. The overall control environment is considered to be sufficiently sound to manage this risk.
What are your processes for identifying and responding to the risks of fraud? Have you identified any specific risks of fraud and/ or areas where the risks of fraud likely to exist?	<p>Plymouth City Council has retained the services of the Devon Audit Partnership (DAP) and specifically it's Counter Fraud Services Team (CFT). The team consists of a Team Manager (Accredited Counter Fraud Specialist) 4 investigators (Accredited Counter Fraud Specialists) 1 Compliance Officer (Accredited Counter Fraud Technician) 1 Intelligence Officer (Accredited Counter Fraud Technician). This team deal with referrals from both internal and external sources; all referrals are risk scored before being allocated to an investigator or downgraded to the Compliance Officer for action.</p> <p>The Anti-Fraud, Bribery and Corruption Policy and the accompanying Strategy and Response Plan outline PCC's processes and responses. These have been recently updated and adopted along with the Whistleblowing Policy.</p> <p>If a specific control weakness is identified corrective action is recommended, if more systemic issues were identified the matter would be referred to the Internal Audit Team who would undertake a full review of the system.</p> <p>PCC utilises the Cabinet Offices National Fraud Initiative (NFI) to identify and correct its data in order to ensure that the risk of fraud is minimised.</p> <p>The risk of Fraud is included on the Strategic Risk Register and the Counter Fraud Services Manager attends the quarterly risk management meetings.</p>
How do you communicate with those charged with governance regarding your processes for identifying and responding to the risks of fraud?	<ul style="list-style-type: none"> • Annual Report to Audit and Governance Committee • 6 Monthly report to Audit and Governance Committee. • Updates through internal intranet system of fraud cases taken through the courts. • Up to date Anti-Fraud Bribery and Corruption Policy • Up to date Anti-Fraud, Bribery and Corruption Strategy and Response Plan • Up to date Whistleblowing Policy

	<ul style="list-style-type: none"> • Up to date ‘Code of Conduct’ document outlining expectations for staff, management and members • Access to eLearning package on Counter Fraud and Corruption (mandatory for all new starters), also available to Members • Information and publications made available for Members so that they are aware of emerging threats.
<p>How do you communicate with your employee regarding business practices and ethical behaviour?</p>	<ul style="list-style-type: none"> • Updates through internal intranet system of cases taken through the courts. • Up to date Anti-Fraud Bribery and Corruption Policy • Up to date Anti-Fraud, Bribery and Corruption Strategy and Response Plan • Up to date Whistleblowing Policy • Up to date ‘Code of Conduct’ document outlining expectations for staff, management and members • Access to eLearning package on Counter Fraud and Corruption (mandatory for all new starters) • Information and publications made available for Members so that they are aware of emerging threats.
<p>Do you have knowledge of any actual, suspected or alleged fraud affecting the entity?</p>	<p>All instances of actual fraud as well as those that are alleged or suspected are passed to DAP’s CFT for investigation. Where guilt is established, the CFT will prosecute or apply sanctions, as appropriate. DAP maintain a record of all referrals and the outcome of those investigations. We are not aware of any matters which would have a material effect on the financial statements.</p> <p>Actual frauds have been detected and sanctioned in the following areas of business.</p> <ul style="list-style-type: none"> • Council Tax Single Person Discount, • Blue Badge Misuse, • Council Tax Support Claims, • Concessionary Travel Pass Misuse, • Social Housing Fraud • Internal Abuse of Position <p>Reported and suspected frauds in the following areas of business, currently under investigation.</p> <ul style="list-style-type: none"> • Insurance Claim Fraud, • Employment sickness pay Fraud, • Internal Abuse of Position, • Council Tax Single Person Discount,

	<ul style="list-style-type: none"> • Blue Badge Misuse • Concessionary Travel Pass Misuse • Social Housing Fraud • School Admission Fraud • Parking Permit Fraudulent applications • Procurement Payment Card Fraud
Related Parties	
Please list your related parties, highlighting any changes from the prior period	Please see the attached list of related parties which is currently under review.
Please provide a summary of the nature of the relationships between the entity and these related parties	
Has the entity entered into any transactions with these related parties during the 2018/19 period, if so, what was the type and purpose of the transaction(s)?	<p>These are currently under review for the 2018/19 Statement of Accounts.</p> <p>There are no material changes to the nature and relationship of the related parties that we are aware of in comparison to the 2017/18 Statement of Accounts.</p>
Going Concern	
Is the going concern basis of accounting a fundamental principle in the preparation of your financial statements?	The CIPFA Code of Practice on Local Authority Accounting 2018/19 requires the Statement of Accounts to be prepared on a going concern basis. This is on the assumption that the functions of the authority will continue in operational existence for the foreseeable future.
Has a preliminary assessment of the entity's ability to continue as a going concern been performed?	<p>The Council has produced a Medium Term Financial Strategy (MTFS) which covers the period 2019/2020 to 2021/22. This is updated annually and is monitored closely throughout the year.</p> <p>The MTFS links the Council's vision and priorities as set out in the Corporate Plan and Plymouth Plan with a number of financial objectives:</p> <ol style="list-style-type: none"> 1. Generation of maximum possible funding towards delivering the Council's priorities 2. Prioritise capital schemes based on deliverability of tangible outcomes 3. Support the local Plymouth economy working in partnership with local businesses 4. Maximising savings from our Transformation Programme 5. Setting maximum borrowing limits and ensuring that borrowing costs are provided for

<p>Have you identified events or conditions that, individually or collectively, may cast significant doubt on the entity's ability to continue as a going concern? If so, what are your plans to address them?</p>	<p>No such events are -expected?</p> <p>The Council has identified a number of events or conditions which may impact on its financial resilience.</p> <p>The Council maintains an MTFS Risk Register which is updated annually and holds details of any mitigating action as well as the likelihood and impact of the risk.</p> <p>The Council maintains and updates a quarterly Contingent Asset and Contingent Liabilities document.</p>
<p>What is your basis for the intended use of the going concern assumption? Do events or conditions exist that, individually or collectively, may cast significant doubt on the entity's ability to continue as a going concern?</p>	<p>Going concern is a specific accounting concept and the CIPFA Code of Practice on Local Authority Accounting requires the Statement of Accounts to be prepared on a going concern basis, so if there were any questions regarding the Councils financial resilience, this would be reported through the MTFS.</p> <p>In addition there is a legal requirement for the Council to set a balanced budget and to take steps during the year to monitor and resolve any forecast overspend.</p>
<p>If applicable, please document your basis for concluding that the going concern basis of accounting is not a fundamental principle in the preparation of the financial statements</p>	<p>Not applicable</p>
<p>Litigation and claims</p>	
<p>Are you aware of possible litigation and/ or =claims which may give rise to a risk of material misstatement?</p>	<p>No</p>
<p>Accounting estimates</p>	
<p>How do you identify transactions, events, and conditions that may give rise to the need for accounting estimates to be recognised or disclosed in your financial statements?</p>	<p>The Council is a multi-service entity with wide-ranging service and strategic objectives.</p> <p>A wide range of financial transactions take place and these are scrutinised by experienced finance officers and from time to time 'expert' external advice is sought.</p> <p>Council staff subscribe to a number of bodies providing specific expert advice and also undertake annual training on the CIPFA Code changes.</p> <p>The Council monitors the potential for contingent assets and liabilities quarterly and will consider whether these events, conditions or transactions may give rise to the need for an accounting estimate to be disclosed in the financial statements.</p>

<p>Are there any changes in circumstances that may give rise to new, or the need to revise existing, accounting estimates?</p>	<p>The Council is currently exploring options in relation to its pension deficit and has taken external financial and legal advice in relation to this.</p>
<p>Laws and Regulations</p>	
<p>Are you aware of any non-compliance with any laws and regulations?</p>	<p>No other than we have been served an Improvement Notice under the Health and Safety at Work Act and have been asked to produce evidence to demonstrate to the HSE that we are reducing exposure to vibration to As Low as Reasonably Practicable.</p>

Question to Those Charged with Governance – Plymouth City Council

<p>Auditor question</p>	<p>Response</p>
<p>Do you have knowledge of any actual, suspected, or alleged fraud affecting the entity?</p>	<p>I do not have any knowledge of any actual, suspected, or alleged fraud affecting the entity.</p>

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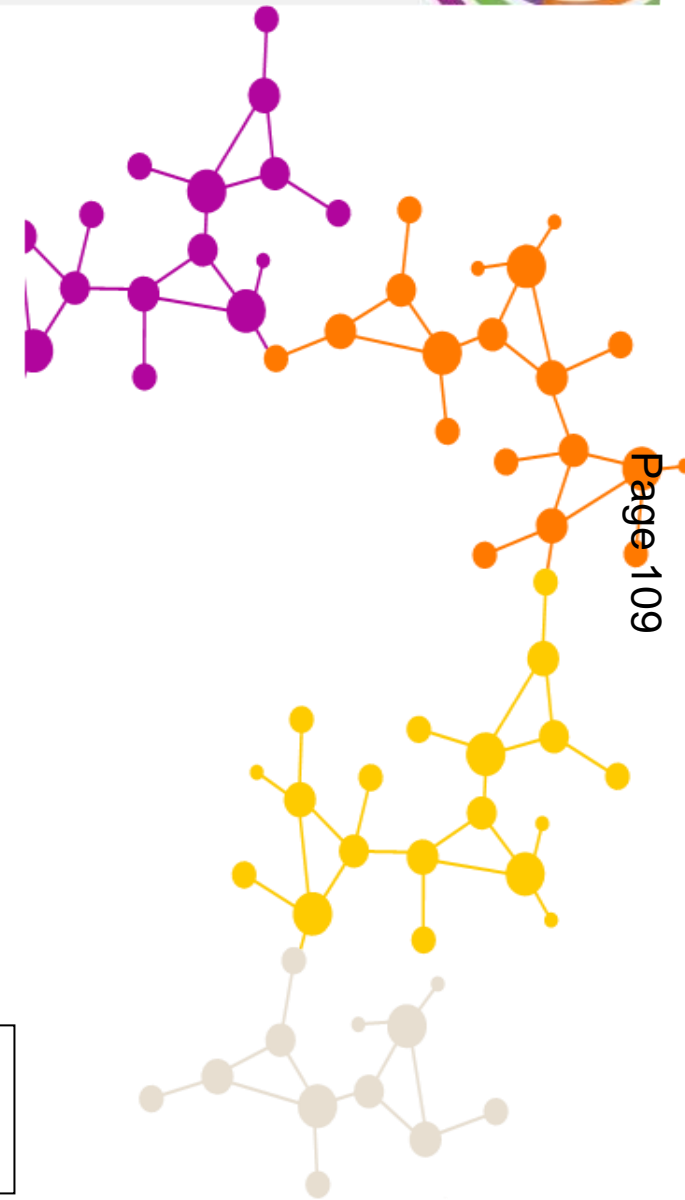
Plymouth City Council

Information Technology General Controls (ITGC) Audit Report

Year Ended March 2019

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1. EXECUTIVE SUMMARY

1.1 Introduction

To support its opinion on the financial statements of Plymouth City Council (the Council), Grant Thornton has completed a review of the design effectiveness of the IT General Controls (ITGC) within the IT environment, as they affect the financial statements for year ended 31 March 2019.

This report sets out the summary of observations, scope of the work, the detailed observations, and recommendations for control improvements.

The matters raised in this report came to our attention as a result of the limited-scope ITGC design effectiveness review and that we believe needed to be brought to your attention. Therefore, our comments cannot be expected to include all possible control improvements in Plymouth City Council's ICT environment, where a more wide-ranging engagement might usefully identify additional improvements to improve both efficiency and security.

We would like to take this opportunity to thank all the staff at the Council for their assistance in completing this IT Audit.

1.2 Summary of Observations

- **IT General Controls:** The following control weaknesses were noted in the Security and Access of Plymouth City Council's systems.
 - Lack of formal reviews of Information Security (IS) Policies and enforcement of IS training by business managers
 - Account lockout does not comply with IS Policy
 - Lack of proactive reviews of logical access within Civica, Academy, and iTrent

2. SCOPE & SUMMARY OF WORK COMPLETED

The primary objective was to complete an ITGC review of Plymouth City Council's systems to support the Financial Statements audit. These include:

- Civica (Core Financial System)
- Academy (Revenues & Benefits)
- iTrent (Payroll)
- Active Directory (network)

We completed the following tasks, as part of this IT Audit:

- IT General Controls (Design Effectiveness)
- Documentation of the test results and provided evidence of the observations to IT services for remediation actions.

3. CLASSIFICATION OF RECOMMENDATIONS

The observations contained herein and the detailed recommendations supporting the individual points are broadly classified into two classifications. The assessment for each observation reflects the effect the findings have upon internal control and the Financial Statements.

Assessment Key to assessment of internal control deficiencies


● Significant Deficiency - risk of significant misstatement

● Deficiency - risk of inconsequential misstatement

4. DETAILED OBSERVATIONS AND RECOMMENDATIONS

No	Observations	Risk(s)	Recommendation & Management Response	Assessment
1.	<p>Lack of regular formal reviews of Information Security (IS) policies and procedures</p> <p>We noted that existing IS policies had not been formally reviewed or updated for some time. We were provided with Five policies and an examination revealed:</p> <ul style="list-style-type: none"> • Access Control Policy (U03), last reviewed June 2011. • Information Protection (U02), last reviewed June 2011, no reference to GDPR & reference to old HMG data classification. • Devon Information Security Partnership, last reviewed Feb. 2007 • Information Security Policy, last reviewed 2007, authorisation by former Chief Executive • Resource Protection Policy (U05) last reviewed June 2009 <p>The Council also provides IS training materials on-line to encourage staff to maintain an effective security awareness.</p>	<p>a) The most current & up to date security administration processes and control requirements may not be formalized, understood by, or communicated to those within the organization responsible for observing and/or implementing them</p> <p>b) Effectiveness of security administration processes and controls may be diminished due to environmental and/or operational changes</p> <p>c) The lack of up to date information security requirements may make sanctioning employees for inappropriate use of information resources more difficult.</p>	<p>We recommend that management:</p> <p>a) Ensure that an annual review of all IS related policies and procedures is undertaken. A record of this activity should be recorded in the version history on each document along with the next review date.</p> <p>b) Senior / strategic management should authorise the distribution of any updated policy and procedure to ensure that information security retains a high profile within the company.</p> <p>c) Management should also introduce a process whereby all employees are required to formally acknowledge (at least annually) that they have read, understand, and will abide by requirements outlined in the organization's IS related policies and procedures. Documentation of these acknowledgements should be retained for future reference.</p> <p>d) Departments should be challenged to ensure that their staff remain up to date with the on-line security training materials provided by the Council.</p>	●

No	Observations	Risk(s)	Recommendation & Management Response	Assessment
	<p>We were provided with details of the following three on-line IS related training courses with evidence to support the monitoring. We selected two business areas, 'Finance' and 'Children & Young People and the Environment' for scrutiny and the percentage of staff reviewing this material is given. The results suggest that the review of this training material is not being consistently enforced:</p> <ol style="list-style-type: none"> <u>Information Security @ the Council</u> Finance: of 148 staff, 62 had reviewed this material (42%) Children & Young People & Environment: of 19 staff, 11 had reviewed this material (58%) <u>Data Protection Essentials</u> Finance: 19 had reviewed (13%), Children & Young People & Environment 18 had reviewed (95%) <u>Data Safe</u> Finance: 108 had reviewed (73%), Children & Young People & Environment: 5 had reviewed (26%) 		<p><u>PCC Management Response:</u></p> <ul style="list-style-type: none"> The IS Policies are being embedded within the corporate operating manual, and this will ensure the policies are reviewed annually A current review of the Policies will start on the 5th July 2019 	

No	Observations	Risk(s)	Recommendation & Management Response	Assessment
2.	<p>Current System Lock-Out Policy</p> <p>The current infrastructure and password configuration does not comply with the Council's Access Control Policy (U03) which requires that users are locked out for 30 minutes if they fail to provide the correct user account access credentials after three attempts.</p> <p>An examination of the Council's system parameters revealed that this has been set to 30 which is far too high.</p>	<p>Compromise of user accounts through password guessing or cracking.</p>	<p>We recommend that the current account threshold lock-out parameter should be reviewed as the present setting is too high.</p> <p>This setting should either be altered to comply with the Council's Access Control Policy (i.e. three) or changed following a risk assessment to determine what it should be.</p> <p>If the number of attempts is altered from that stated in the Access Control Policy, then this policy should be updated to reflect the new threshold.</p> <p>Management Responses:</p> <p><u>Delt Response:</u> We can easily amend the failed account login attempts from 30 to a lower level on instruction from our customer with immediate effect.</p> <p><u>PCC Response:</u> The Council will ask Delt to review the current settings compared to the Policy</p>	

No	Observations	Risk(s)	Recommendation & Management Response	Assessment
3.	<p>Detailed Proactive Reviews of Logical Access within Civica, Academy, iTrent and the network</p> <p>User accounts and associated permissions within Civica, Academy, and iTrent were not being thoroughly reviewed for appropriateness on a routine basis. We were also not provided with evidence that demonstrated formal, periodic reviews of the network</p> <p>We noted that some elements of user access within these systems were being routinely reviewed for appropriateness, but these reviews were not taking place at a sufficient level of detail.</p> <p>The Council's own Access Control Policy requires that these reviews should take place once every six months.</p>	<p>a) User access to information resources and system functionality may not be restricted on the basis of legitimate business need.</p> <p>b) No-longer-needed permissions that have been granted to end-users may lead to Segregation of Duties (SoD) conflicts.</p> <p>c) Over time, as staff move around the organisation or take on new responsibilities, their IFS access privileges may become disproportionate to their actual job role and duties. Again, this could undermine effective SoD.</p> <p>d) Enabled, no-longer-needed user accounts may be misused by valid system users to circumvent internal controls.</p>	<p>It is our experience that access privileges tend to accumulate over time. As such, there is a need for business management to perform periodic, formal reviews of the user accounts and permissions within financial systems to help maintain an effective SoD.</p> <p>We recommend that business management:</p> <p>a) Undertake reviews of critical financial systems that comply with the Council's own Access Control Policy which stipulates that these are performed every six months.</p> <p>If the Council decides that this is too frequent, then a risk assessment should be undertaken to determine the most efficient approach. The Access Control Policy should be updated accordingly.</p> <p>b) Reviews of Civica, Academy and iTrent and the network user access permissions would support the efforts of the Council to ensure that access is restricted to authorised users only. Evidence of these should be retained for future scrutiny.</p>	●

No	Observations	Risk(s)	Recommendation & Management Response	Assessment
			<p>c) The reviews should also evaluate both the necessity of existing user ID's as well as the appropriateness of user-to-group assignments (with consideration given to adequate SoD).</p> <p>Management Responses:</p> <p><u>Delt Response:</u> The recommendation is for business management to carry out actions. Delt do not administer line-of-business security that is internal to the application.</p> <p>We can provide consultancy to assist with those reviews, if 3rd party application vendors are unwilling to provide recommendations.</p> <p><u>PCC Responses:</u> <u>One Digital Revs and Bens (Academy) and Civica W2</u> Access review will take place every 6 months. A list of current users will be extracted from each database and users will be contacted by email and expected to complete a new DOI identifying their personal details, service area and team.</p>	

No	Observations	Risk(s)	Recommendation & Management Response	Assessment
			<p>The current DOI form will be reviewed and if necessary, a new online DOI form will be designed and produced, and the appropriate link will be sent to users. The form will include a 'review' option and users will be able to select and provide responses for one or more of the modules within the software applications.</p> <p>The form will generate an emailed PDF that will be sent to the Digital Systems inbox. This is a change from the current route to the 'CustomerServiceImprovement' inbox.</p> <p>Details of the responses will be recorded on a spreadsheet.</p> <p>Liaison with management needs to take place to establish the impact of reducing and/or standardising access levels.</p> <p><u>Civica Financial Systems</u> Access review will be conducted as a rolling 6-month programme across the cohort. This is because a periodic review of users across the databases would be unwieldy due to the numbers involved.</p>	

No	Observations	Risk(s)	Recommendation & Management Response	Assessment
			<p>The Civica Task Centre Alerter system will be used to create emails that are sent to users every 6 months. The email will detail the current permissions and will request that the user responds with their current requirements and within a specified time frame, or risk their access being suspended and ultimately revoked.</p> <p>The user response will be routed to the 'finansys' inbox.</p> <p>Details of the responses will be recorded on a spreadsheet.</p>	