



**Oversight and Governance**

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**AUDIT AND GOVERNANCE COMMITTEE – SUPPLEMENT PACK**

Monday 9 December 2019  
3.00 pm  
Warspite - Council House

**Members:**

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

**Independent Members:**

Mr Shipperley and Mr Stewart

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

Please find attached additional information relating to items 11, 12, 13 and 14.

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**

- |   |                          |
|---|--------------------------|
| <b>11. Statement of Accounts 2018/19 - Final Audited Published Accounts</b> | <b>(Pages 1 - 112)</b>   |
| <b>12. Audit Findings report 2018/19 - Final Draft</b>                      | <b>(Pages 113 - 148)</b> |
| <b>13. Letter of Representation</b><br><br>(Item included within item 11.)  |                          |
| <b>14. Heart of the South West Joint Committee ToRs</b>                     | <b>(Pages 149 - 158)</b> |

# Audit and Governance Committee



Date of meeting:	09 December 2019
Title of Report:	<b>Statement of Accounts 2018/19</b>
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:	<a href="mailto:carolyn.haynes@plymouth.gov.uk">carolyn.haynes@plymouth.gov.uk</a>
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 have now been audited by Grant Thornton UK (GTUK) and are being presented to Audit Committee to note the changes between the draft and final version and to approve these changes prior to final publication.

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

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

## Recommendations and Reasons

1. To **approve** the Statement of Accounts for 2018/19 attached as Appendix B which have now been audited by GTUK for final publication
2. To **note** the amendments made to the Statement of Accounts for 2018/19 as agreed with the Auditor and outlined in Appendix C.
3. To **ensure** the Letter of Representation attached as Appendix D is authorised and submitted to the Auditor.

## 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	Statement of Accounts Report 2018/19							
B	2018/19 Statement of Accounts (unaudited)							
C	Changes between Draft and Final Publication							
D	Letter of Representation 2018/19							

### 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	pl.19. 20.1 83	Leg	It/338 50/0 612	Mon Off	Click here to enter text.	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 (Service Director for Finance)											
Please confirm the Strategic Director(s) has agreed the report? Yes Date agreed: 05/12/2019											
Cabinet Member approval: Councillor Mark Lowry Approved verbally Date approved: 05/12/2019											

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**Statement of Accounts 2018/19****1. Introduction**

- 1.1 The draft Statement of Accounts 2018/19 were approved by the Interim Service Director for Finance on 31 May 2019. The formal audit commenced on 1st July 2019. The External Auditor's Audit Findings Report (ISA 260 Report), including the outcome on the annual accounts audit and an action plan addressing key audit issues, is being presented to this meeting. The Accounts and Audit Regulations require the Statement of Accounts to be approved by the Council by 31 July 2019. For Plymouth, this responsibility has been delegated to the Audit Committee.
- 1.2 The Statement of Accounts for 2018/19 is attached at Appendix B.
- 1.3 The Annual Governance Statement for 2018/19 was considered and formally approved by Members at the 31 May Audit Committee.
- 1.4 The Council is also required to identify and report on any post balance sheet events that have occurred since 31 March 2019. The Statement of Accounts should therefore include [reference to] all relevant post balance sheet events up to and including the 31 July 2019.
- 1.5 As part of the final audit requirement, and prior to the issue of the audit certificate, the Council is required to complete and sign a formal letter of representation and submit this to the auditor. This letter may be signed by the Service Director for Finance and the Chair of Audit Committee and is attached at Appendix D.
- 1.6 The Accounts have been produced in line with the relevant CIPFA Codes of Practice for 2018/19. The auditor has outlined in the ISA 260 report being presented to this Committee that they are satisfied that the Accounts have been compiled in accordance with the Code of Practice on Local Authority Accounting 2018/19 (The Code).

**2. Agreed Audit Amendments**

- 2.1 The auditor's report identified a number of material misstatements in relation to the value of its land and buildings and the classification of Investment Property which have been adjusted for and which have been reported in the GTUK ISA260 report.
- 2.2 The list of changes between draft publication and final are attached as Appendix C.
- 2.3 Further details on the above amendments are reported in the External Auditor's report also on this agenda.

- 3. Looking to the year ahead - Issues for the 2019/20 Statement of Accounts**
- 3.1 This was our first year working with GTUK and we will continue to work with them to improve the closedown process and the quality of our working papers.
- 3.2 We will ensure that any improvements identified as part of this year's closedown process will be incorporated into the closedown plan for 2019/20 and progress reported back to the Audit and Governance Committee.



**2018/19 STATEMENT OF ACCOUNTS  
(UNAUDITED)**



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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

Plymouth has **high quality strategic** services and facilities

The quality and resilience of Plymouth's **transport and digital connectivity** has improved

Plymouth's strategic **defence role** has been safeguarded and strengthened

Plymouth's stunning setting and **natural assets** have been enhanced

People get the **best start to life**, enjoy a better quality of life and increased life expectancy

More people are taking care of themselves or **finding care** within their community

More residents are contributing to and **involved in their community**

There is **good quality health** and social care for people who need it

Plymouth has good quality neighbourhoods where people feel **safe and happy**

Plymouth's population has grown to more than **300,000**

Plymouth continues to be recognised as a **leading Green City**

Plymouth has more vibrant, productive and **innovative businesses**

People have the skills to be **school ready and work ready** to meet the needs of the city

Plymouth has the right environment for **growth and investment**

Plymouth offers a diverse **cultural experience** with a major events programme

Plymouth is internationally renowned as a leading UK **tourist destination**

Plymouth is recognised internationally for **marine science** and high technology manufacturing

Plymouth has a reputation for **world class universities** and research institutions

Plymouth has a reputation as a **welcoming and multicultural city** with diverse communities

## WHAT PRINCIPLES WILL GUIDE US?







# 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.

**Plymouth**  
Britain's Ocean City

[www.plymouth.gov.uk/ourplan](http://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<sup>ed</sup>.

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.

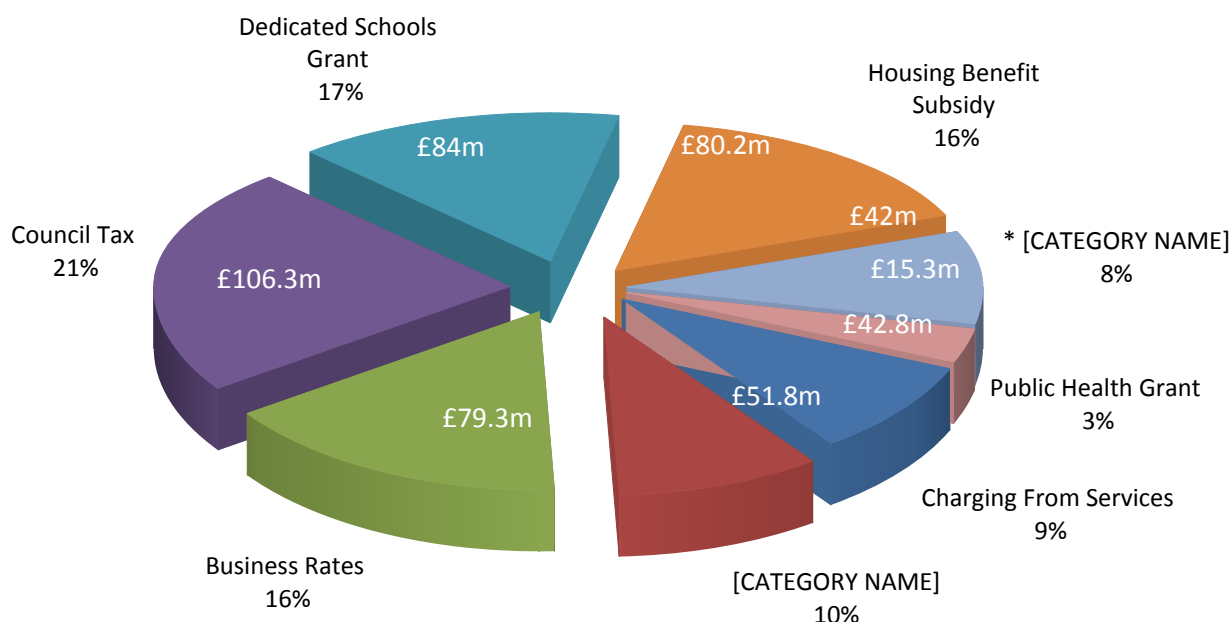
The working group has worked together to produce the forecasts, share best practices and develop the detailed workings which are complex. The group has also been supported by LG Futures who developed the initial workings and supported the Pool pilot application.

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 in the following chart:

## 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)
<b>Total</b>	<b>501.679</b>	<b>(316.123)</b>	<b>185.556</b>	<b>185.556</b>	<b>186.673</b>	<b>1.117</b>

## 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 in year for 2018/19 towards the total collection target of 98.5% (96.9% in 2017/18).
- 99.0% of NDR collected in year for 2018/19 towards the total collection 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 following table. 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-Profit	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
<b>Capital programme</b>	<b>146.715</b>	<b>(20.774)</b>	<b>7.078</b>	<b>0.139</b>	<b>133.158</b>	<b>90.8</b>
Efficiency Strategy	0.000	0.000	0.847	0.000	0.847	
<b>Total capital programme</b>	<b>146.715</b>	<b>(20.774)</b>	<b>7.925</b>	<b>0.139</b>	<b>134.005</b>	

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
<b>Total</b>	<b>172.153</b>	<b>63.897</b>	<b>25.042</b>	<b>2.823</b>	<b>2.556</b>	<b>266.471</b>

### 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 £281.266m short-term borrowing and £183.565m long-term borrowing which is within the Council's approved limits.

### Balance Sheet Position

The Council's Balance Sheet position is as follows:

Position	Restated 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	949,527	1,058,869
Net current assets - current assets less current liabilities	(171,151)	(257,826)
Long-term liabilities and provisions (including pensions) see points 1 and 2	(933,002)	(939,274)
<b>Net liabilities</b>	<b>(154,626)</b>	<b>(138,231)</b>
<b>Represented by:</b>		
Usable reserves (see point 3)	59,736	57,535
Unusable reserves	(214,362)	(195,766)
<b>Total reserves</b>	<b>(154,626)</b>	<b>(138,231)</b>

- The Council's largest balance sheet liability is represented by £540.9m 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.
- 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 decreased due to the number of successful appeals over the last couple of years.
- 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.
- 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
<b>Financial</b>			
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
<b>Reputational</b>			
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
<b>Compliance, Regulation and Safeguarding</b>			
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](mailto: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
89,436	(47,612)	41,824	Place Directorate		97,509	(40,991)	56,518
<b>545,510</b>	<b>(325,324)</b>	<b>220,186</b>	<b>(Surplus)/Deficit on Continuing Operations</b>		<b>530,250</b>	<b>(296,174)</b>	<b>234,076</b>
3,082	(4,939)	(1,857)	Other Operating Expenditure	<a href="#">11</a>	19,350	(2,863)	16,487
42,430	(28,800)	13,630	Financing and Investment Income and Expenditure	<a href="#">13</a>	52,725	(23,132)	29,593
0	(198,827)	(198,827)	Taxation and Non-specific Grant Income	<a href="#">14</a>	0	(220,042)	(220,042)
<b>591,022</b>	<b>(557,890)</b>	<b>33,132</b>	<b>(Surplus)/Deficit on Provision of Services</b>		<b>602,325</b>	<b>(542,211)</b>	<b>60,114</b>
		(9,902)	(Surplus)/deficit on Revaluation of Non-current Assets	<a href="#">22.1</a>			(49,531)
		(69,865)	Re-measurement of the Net Defined Benefit Liability (Assets)	<a href="#">22.4</a>			(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
		<b>(78,898)</b>	<b>Other Comprehensive Income and Expenditure</b>				<b>(82,513)</b>
		<b>(45,766)</b>	<b>Total Comprehensive Income and Expenditure</b>				<b>(22,399)</b>

## 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' (i.e. 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 Council 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)
<b>Movement in Reserves 2017/18</b>									
Total Comprehensive Income and Expenditure		(33,132)	0	(33,132)	0	0	(33,132)	78,898	45,766
Adjustments between accounting basis and funding under regulations	10	37,634	0	37,634	(347)	1,372	38,659	(38,659)	0
<b>Net Increase/(Decrease) Before Transfer to Earmarked Reserves</b>		<b>4,502</b>	<b>0</b>	<b>4,502</b>	<b>(347)</b>	<b>1,372</b>	<b>5,527</b>	<b>40,239</b>	<b>45,766</b>
Transfer (to)/from reserves	12	(4,686)	4,686	0	0	0	0	0	0
<b>Net Increase/(Decrease) in 2017/18</b>		<b>(184)</b>	<b>4,686</b>	<b>4,502</b>	<b>(347)</b>	<b>1,372</b>	<b>5,527</b>	<b>40,239</b>	<b>45,766</b>
Balance at 31 March 2018		9,168	25,742	34,910	18,252	6,574	59,736	(214,362)	(154,626)
<b>Movement in Reserves 2018/19</b>									
Recognition of RIF loan		0	0	0	0	0	0	(6,004)	(6,004)
Total Comprehensive Income and Expenditure		(60,114)	0	(60,114)	0	0	(60,114)	82,513	22,399
Adjustments between accounting basis and funding under regulations	10	57,924	0	57,924	(3,033)	3,022	57,913	(57,913)	0
<b>Net Increase/(Decrease) Before Transfer to Earmarked Reserves</b>		<b>(2,190)</b>	<b>0</b>	<b>(2,190)</b>	<b>(3,033)</b>	<b>3,022</b>	<b>(2,201)</b>	<b>18,596</b>	<b>16,395</b>
Transfer (to)/from reserves	12	1,073	(1,073)	0	0	0	0	0	0
<b>Net Increase/(Decrease) in 2018/19</b>		<b>(1,117)</b>	<b>(1,073)</b>	<b>(2,190)</b>	<b>(3,033)</b>	<b>3,011</b>	<b>(2,201)</b>	<b>18,596</b>	<b>16,395</b>
Balance at 31 March 2019		8,051	24,669	32,720	15,219	9,596	57,535	(195,766)	(138,231)

**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	Restated 31 March 2018		Note	31 March 2019
£000	£000			£000
727,924	734,656	Property Plant and Equipment	15	782,421
27,271	27,271	Heritage Assets	16	27,271
137,628	137,726	Investment Property	17	197,732
30	30	Intangible Assets		23
38,862	38,862	Long-term Investments	18.1	40,497
10,982	10,982	Long-term Debtors	19.2	10,925
<b>942,697</b>	<b>949,527</b>	<b>Non-current Assets</b>		<b>1,058,869</b>
16,993	16,993	Short-term Investments	18.1	17,008
704	703	Inventories		692
60,124	60,124	Short-term Debtors	19.1	64,229
30,280	30,280	Cash and Cash Equivalents	23.4	31,863
335	335	Assets Held for Sale		665
<b>108,436</b>	<b>108,435</b>	<b>Current Assets</b>		<b>114,457</b>
(201,042)	(201,042)	Short-term Borrowing	18.1	(281,266)
(56,280)	(56,280)	Short-term Creditors	20.1	(64,696)
(2,186)	(2,186)	Short-term Provisions	21	(1,756)
(1,111)	(1,111)	Grants Received in Advance - Revenue	29	(413)
(20,915)	(18,967)	Grants Received in Advance - Capital	29	(24,152)
<b>(281,534)</b>	<b>(279,586)</b>	<b>Current Liabilities</b>		<b>(372,283)</b>
(15,147)	(15,147)	Long-term Creditors	20.2	(13,888)
(14,550)	(14,550)	Long-term Provisions	21	(12,846)
(165,627)	(165,627)	Long-term Borrowing	18.1	(183,565)
(561,521)	(561,521)	Long-term Liabilities Pensions	34.3 & 34.9	(540,896)
(121,359)	(121,359)	Long-term Liabilities Other	20.3	(120,545)
(54,798)	(54,798)	Grants Received in Advance - Capital	29	(67,534)
<b>(933,002)</b>	<b>(933,002)</b>	<b>Long-Term Liabilities</b>		<b>(939,274)</b>
<b>(163,403)</b>	<b>(154,626)</b>	<b>Net Assets</b>		<b>(138,231)</b>
59,736	59,736	Usable Reserves		57,535
(223,139)	(214,362)	Unusable Reserves	22	(195,766)
<b>(163,403)</b>	<b>(154,626)</b>	<b>Total Reserves</b>		<b>(138,231)</b>

## 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.

Restated 2017/18		Note	2018/19
£000			£000
(40,978)	Net Surplus/(Deficit) on the Provision of Services		(58,198)
41,732	Adjustment to Net Surplus/(Deficit) on the Provision of Services for non-cash movement	<a href="#">23.1</a>	78,187
(21,907)	Adjustments for items included in the Net Surplus/(Deficit) on the Provision of Services that are investing and financing activities	<a href="#">23.1</a>	(26,901)
<b>(21,153)</b>	<b>Net Cash Flows from Operating Activities</b>		<b>(6,912)</b>
(40,802)	Investing activities	<a href="#">23.2</a>	(81,822)
74,034	Financing activities	<a href="#">23.3</a>	90,317
<b>12,079</b>	<b>Net Increase/(Decrease) in Cash and Cash Equivalents</b>		<b>1,583</b>
18,201	Cash and cash equivalents at the beginning of the reporting period	<a href="#">23.4</a>	30,280
<b>30,280</b>	<b>Cash and Cash Equivalents at the End of the Reporting Period</b>		<b>31,863</b>

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## I. 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.

The fully restated 2017/18 comparative figures for the Comprehensive Income and Expenditure Statement and the Movement in Reserves Statement are on pages [19](#) and [20](#) respectively. The adjustments that have been made to the statements over the versions published in the 2017/18 Statement of Accounts are as follows:

Effect on Closing Balance Sheet 31 March 2018	As Previously Stated 31 March 2018	As Restated 31 March 2018	Correction 2018
	£000	£000	£000
Property Plant and Equipment	727,924	734,656	6,732
Investment Property	137,628	137,726	98
<b>Non-current Assets</b>	<b>942,697</b>	<b>872,382</b>	<b>6,830</b>
Grant Receipts in Advance - Capital	(20,915)	(18,967)	1,948
<b>Current Liabilities</b>	<b>(281,534)</b>	<b>(279,581)</b>	<b>(1,953)</b>
<b>Net Assets</b>	<b>(163,403)</b>	<b>(154,626)</b>	<b>8,777</b>
Usable Reserves	59,736	59,736	0
Unusable Reserves	(223,139)	(214,362)	8,777
<b>Total Reserves</b>	<b>(163,403)</b>	<b>(154,626)</b>	<b>8,777</b>

The previous table shows the restated figures on the Balance Sheet for the PPE and Investment Property movement and the Capital Grant movement.

Effect on Comprehensive Income and Expenditure Statement 2017/18	As Previously Stated 2017/18	As Restated 2017/18	Correction 2017/18
	£000	£000	£000
Place Directorate	46,731	41,824	(4,907)
<b>(Surplus)/Deficit on Continuing Operations</b>	<b>225,093</b>	<b>220,186</b>	<b>(4,907)</b>
Financing & Investment Income & Expenditure	14,621	13,631	(990)
Taxation & Non-specific Grant Income	(196,879)	(198,827)	(1,948)
<b>(Surplus)/Deficit on Provision of Services</b>	<b>40,978</b>	<b>33,132</b>	<b>(7,846)</b>
(Surplus)/Deficit on revaluation of non-current assets	(8,971)	(9,902)	(931)
<b>Other Comprehensive Income and Expenditure</b>	<b>(77,967)</b>	<b>(78,898)</b>	<b>(931)</b>
<b>Total Comprehensive Income and Expenditure</b>	<b>(36,989)</b>	<b>(45,765)</b>	<b>(8,777)</b>



<b>Movement in Reserves Statement - Usable Reserves 2017/18</b>	<b>Usable Reserves</b>	<b>Restatement</b>	<b>Correction Required to Opening Balance as at 1 April 2018</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>
Balance as at the end of the previous reporting period - 31 March 2017	54,209	54,209	0
<b>Movement in Reserves 2017/18</b>			
Total Comprehensive Income & Expenditure	(40,978)	(33,132)	7,846
Adjustments between accounting basis and funding basis under regulations	46,505	38,659	(7,846)
<b>Increase/(decrease) in the year</b>	<b>5,527</b>	<b>5,527</b>	<b>0</b>
<b>Balance at the end of the current reporting period</b>	<b>59,736</b>	<b>59,736</b>	<b>0</b>

<b>Movement in Reserves Statement - Unusable Reserves 2017/18</b>	<b>Unusable Reserves</b>	<b>Restatement</b>	<b>Correction Required to Opening Balance as at 1 April 2018</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>
Balance as at the end of the previous reporting period - 31 March 2017	(254,601)	(254,601)	0
<b>Movement in Reserves 2017/18</b>			
Total Comprehensive Income & Expenditure	77,967	78,898	931
Adjustments between accounting basis and funding basis under regulations	(46,505)	(38,659)	7,846
<b>Increase/(decrease) in the year</b>	<b>31,462</b>	<b>40,239</b>	<b>8,777</b>
<b>Balance at the end of the current reporting period</b>	<b>(223,139)</b>	<b>(214,362)</b>	<b>8,777</b>

## 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.

These Accounts have been prepared on a going concern basis and it has been assumed that the functions of the Council will continue in operational existence for the foreseeable future.

## 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 2.70 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.

In 2018/19 the Code has adopted IFRS9 – Financial Instruments which replaces IAS39. This new standard affects the classification of financial instruments and the subsequent treatment of changes in fair value. IFRS9 removes the classification of Available for Sale (AFS) financial assets and requires that they are reclassified according to the nature of the transaction.

### **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, detailed as follows.

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 18<sup>th</sup> to 20<sup>th</sup> 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 [2.18](#) 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 [2.18](#) 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 1 | quoted prices (unadjusted) in active markets for identical assets or liabilities that the Council 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 [2.18](#)); 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 current value in its existing use 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.

The Council has also come up with an innovative solution to pay off the Council's pension deficit through the acquisition of a share in an investment company. The 'invest to save' scheme has allowed the Council through the investment company to purchase assets worth £72 million in the Local Government Pension Scheme (LGPS). This investment will reduce the Council's costs significantly over the next fifty years as the Council will no longer have to make an annual contribution to fund the deficit.



## 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 Directorate Total Reported for Outturn	2017/18 Adjustment to Arrive at the Net Expenditure Chargeable to the General Fund Balances	2017/18 Net Expenditure Chargeable to the General Fund Balances	Restated 2017/18 Adjustments Between the Funding and Accounting Basis	Restated 2017/18 Net Expenditure in the CIES		2018/19 Directorate Total Reported for Outturn	2018/19 Adjustment to Arrive at the Net Expenditure Chargeable to the General Fund Balances	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	£000	£000	£000	£000
5,750	0	5,750	557	6,307	Executive Office	5,834	0	5,834	299	6,133
1,830	1,251	2,580	3,943	6,523	Corporate Items	(9,154)	4,040	(5,114)	(6,325)	(11,439)
18,269	(3,973)	14,296	2,059	16,355	Finance	17,522	(3,520)	14,002	3,210	17,212
14,487	0	14,487	4,728	19,215	Customer and Corporate Services	14,993	0	14,993	2,038	17,031
122,449	0	122,449	7,268	129,717	People Directorate	132,904	0	132,904	15,198	148,102
261	0	261	(16)	245	Public Health	297	0	297	222	519
23,249	700	24,450	17,374	41,824	Place Directorate	24,277	860	25,137	31,381	56,518
186,295	(2,022)	184,273	35,913	220,186	<b>Net Cost of Service</b>	186,673	1,380	188,053	46,023	234,076
		(188,775)	1,721	(187,054)	Other Income and Expenditure			(185,863)	11,901	(173,962)
		(4,502)	37,634	33,132	<b>(Surplus)/Deficit on Provision of Service</b>			2,190	57,924	60,114
		(30,408)			Opening General Fund and Earmarked balances at 31 March 18			(34,910)		
		(4,502)			(Surplus)/deficit on general fund and earmarked balances in year			2,190		
		(34,910)			<b>Closing General Fund Balance at 31 March 19</b>			(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	29	299
Corporate Items	968	(4,699)	(2,594)	(6,325)
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	29,729	1,789	(137)	31,381
<b>Net Cost of Service</b>	<b>51,971</b>	<b>(473)</b>	<b>(5,475)</b>	<b>46,023</b>
Other income and expenditure from the expenditure and funding analysis	25,322	14,357	(27,778)	11,901
<b>Difference Between General Fund Surplus or Deficit and CIES Surplus or Deficit on the Provision of Service</b>	<b>77,293</b>	<b>13,884</b>	<b>(33,253)</b>	<b>57,924</b>

Adjustments from General Fund to Arrive at the CIES Amounts	Restated Adjustments for Capital Purposes	Net Change for the Pensions Adjustments	Restated Other Differences	Restated 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	(515)	2,059
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	18,346	2,605	(3,577)	17,374
<b>Net Cost of Service</b>	<b>34,299</b>	<b>12,680</b>	<b>(11,066)</b>	<b>35,913</b>
Other income and expenditure from the expenditure and funding analysis	(20,432)	16,399	5,754	1,721
<b>Difference Between General Fund Surplus or Deficit and CIES Surplus or Deficit on the Provision of Service</b>	<b>13,867</b>	<b>29,079</b>	<b>(5,312)</b>	<b>37,634</b>

### 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	Restated 2017/18	2018/19
	£000	£000
<b>Expenditure:</b>		
Employee benefits expenses	156,822	143,351
Other service expenses	382,630	378,014
Depreciation, amortisation, impairment	37,466	57,933
Interest payments	14,104	23,027
<b>Total Expenditure</b>	<b>591,022</b>	<b>602,325</b>
<b>Income:</b>		
Fees, charges and other service income	(129,125)	(133,301)
Interest and investment income	(17,406)	(2,593)
Income from council tax, non-domestic rates, district rate income	(153,417)	(182,383)
Government grants and contributions	(257,942)	(223,934)
<b>Total Income</b>	<b>(557,890)</b>	<b>(542,211)</b>
<b>Surplus or Deficit on the Provision of Service</b>	<b>33,132</b>	<b>60,114</b>

## 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	Restated 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
<b>Adjustments involving the Capital Adjustment Account:</b>								
<b>Reversal of items debited or credited to the Comprehensive Income and Expenditure Statement:</b>								
Charges for depreciation and impairment of non-current assets	(31,007)	0	0	31,007	(48,140)	0	0	48,140
Movements in the market value of Investment Properties	10,733	0	0	(10,733)	(2,680)	0	0	2,680
Amortisation of intangible assets	(7)	0	0	7	(7)	0	0	7
Capital grants and contributions	15,939	0	(15,939)	0	27,003	0	(27,904)	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)
<b>Insertion of items not debited or credited to the Comprehensive Income and Expenditure Statement:</b>								
Statutory provision for the financing of capital investment	5,287	0	0	(5,287)	7,280	0	0	(7,280)
Capital expenditure charged against the General Fund	484	0	0	(484)	939	0	0	(939)
<b>Adjustments involving the Capital Receipts Reserve:</b>								
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
<b>Total C/FWD</b>	<b>(2,846)</b>	<b>(7,339)</b>	<b>(15,939)</b>	<b>26,124</b>	<b>(37,843)</b>	<b>(3,083)</b>	<b>(27,904)</b>	<b>68,830</b>

Adjustments between Accounting Basis and Funding Basis Under Regulations	Restated 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
<b>Total B/FWD</b>	<b>(2,846)</b>	<b>(7,339)</b>	<b>(15,939)</b>	<b>26,124</b>	<b>(37,843)</b>	<b>(3,083)</b>	<b>(27,904)</b>	<b>68,830</b>
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	6,356	0	(6,356)
Contribution from the Capital Receipts Reserve to finance the payments to the Government capital receipts pool.	(2)	2	0	0	(1)	1	0	0
<b>Adjustments involving the Capital Grants Unapplied Account:</b>								
Use of the Capital Grants unapplied Account to finance new capital expenditure	0	0	14,567	(14,567)	0	0	24,882	(24,882)
<b>Adjustments involving the Financial Instruments Adjustment Account:</b>								
Amount by which finance costs charged to the Comprehensive Income and Expenditure Statement are different from finance costs chargeable in the year in accordance with statutory requirements	539	0	0	(539)	(8,782)	0	0	8,782
<b>Adjustments involving the Financial Instruments Revaluation Reserve</b>								
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)
<b>Adjustments involving the Pensions Reserve:</b>								
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)
<b>Adjustments involving the Collection Fund Adjustment Account:</b>								
Amount by which council tax income credited to the Comprehensive Income and Expenditure Statement is different from council tax income calculated for the year in accordance with statutory requirements	(3,420)	0	0	3,420	242	0	0	(242)
<b>Adjustment involving the Accumulating Compensated Absences Adjustment Account</b>								
Amount by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements	490	0	0	(490)	(24)	0	0	24
<b>Total Adjustments</b>	<b>(37,634)</b>	<b>347</b>	<b>(1,372)</b>	<b>38,659</b>	<b>(57,924)</b>	<b>3,033</b>	<b>(3,022)</b>	<b>57,913</b>

### General fund balance

The General Fund is the statutory fund into which all the receipts of an Council 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)
<b>Total</b>	<b>(1,857)</b>	<b>16,487</b>

\*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
<b>Education Reserves</b>	(3,746)	(4)	662	(3,088)
<b>Other Ring Fenced</b>	(3,683)	(240)	1,316	(2,607)
<b>Other Reserves</b>	(6,585)	(2,746)	2,923	(6,408)
<b>PCC Earmarked Reserves:</b>				
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)
<b>Total Reserves</b>	<b>(25,742)</b>	<b>(17,461)</b>	<b>18,534</b>	<b>(24,669)</b>

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
<b>Education Reserves</b>	(4,382)	(2,830)	3,466	(3,746)
<b>Other Ring Fenced</b>	(3,570)	(514)	401	(3,683)
<b>Other Reserves</b>	(4,887)	(3,295)	1,597	(6,585)
<b>PCC Earmarked Reserves:</b>				
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)
<b>Total Reserves</b>	<b>(21,056)</b>	<b>(20,264)</b>	<b>15,578</b>	<b>(25,742)</b>

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 Campus 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	Restated 2017/18	2018/19
	<b>£000</b>	<b>£000</b>
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	(15,017)	(3,038)
<b>Total</b>	<b>13,630</b>	<b>29,593</b>

### 14. Taxation and non-specific grant income and expenditure

Analysis of Income	Restated 2017/18	2018/19
	<b>£000</b>	<b>£000</b>
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	(11,413)	(22,840)
<b>Total</b>	<b>(198,827)</b>	<b>(220,042)</b>



## 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
<b>Cost of Valuation</b>									
At 1 April 2018	520,735	65,776	228,241	58,827	1,724	2,870	32,712	910,885	119,505
Additions	14,277	2,113	8,724	4,289	0	253	39,055	68,711	0
Revaluation increases/(decreases) recognised in the Revaluation Reserve	36,509	0	0	0	0	(316)	0	36,193	3,813
Revaluation increases/(decreases) recognised in the surplus/deficit on the Provision of Services	(8,434)	0	0	0	0	(390)	0	(8,824)	0
Derecognition - disposals	(3,474)	(26)	0	0	0	(57)	0	(3,557)	0
Other movements in cost or valuation	(17,905)	(685)	647	1,721	0	1,582	(10,301)	(24,941)	0
<b>At 31 March 2019</b>	<b>541,708</b>	<b>67,178</b>	<b>237,612</b>	<b>64,837</b>	<b>1,724</b>	<b>3,942</b>	<b>61,466</b>	<b>978,467</b>	<b>123,318</b>
<b>Accumulated Depreciation and Impairment</b>									
At 1 April 2018	(43,444)	(39,715)	(89,808)	(1,882)	(1,302)	(78)	0	(176,229)	(3,731)
Depreciation charge	(19,284)	(4,394)	(11,174)	(492)	0	(46)	0	(35,390)	(4,622)
Depreciation written out to the Revaluation Reserve	12,929	0	0	0	0	290	0	13,219	3,673
Depreciation written out to the surplus/deficit on the Provision of Services	314	0	0	0	0	28	0	342	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	3,318	572	0	0	0	(276)	0	3,614	0
<b>At 31 March 2019</b>	<b>(47,748)</b>	<b>(43,518)</b>	<b>(101,022)</b>	<b>(2,374)</b>	<b>(1,302)</b>	<b>(82)</b>	<b>0</b>	<b>(196,046)</b>	<b>(4,680)</b>
<b>Net Book Value</b>									
<b>At 31 March 2019</b>	<b>493,960</b>	<b>23,660</b>	<b>136,590</b>	<b>62,463</b>	<b>422</b>	<b>3,860</b>	<b>61,466</b>	<b>782,421</b>	<b>118,638</b>
<b>At 31 March 2018</b>	<b>477,291</b>	<b>26,061</b>	<b>138,433</b>	<b>56,945</b>	<b>422</b>	<b>2,792</b>	<b>32,712</b>	<b>734,656</b>	<b>115,774</b>

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

Restated 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
<b>Cost of Valuation</b>									
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	1,654	0	0	0	0	90	0	1,744	(2,741)
Revaluation Increases/(decreases) recognised in the surplus/deficit on the Provision of Services	(11,913)	0	0	0	0	(287)	0	(12,200)	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	479	149	6,845	0	0	1,284	(12,685)	(3,928)	0
<b>At 31 March 2018</b>	<b>520,735</b>	<b>65,776</b>	<b>228,241</b>	<b>58,827</b>	<b>1,724</b>	<b>2,870</b>	<b>32,712</b>	<b>910,885</b>	<b>119,505</b>
<b>Accumulated Depreciation and Impairment</b>									
At 1 April 2017	(48,158)	(35,700)	(79,913)	(2,820)	(1,302)	(28)	0	(167,921)	(10,108)
Depreciation charge	(13,752)	(4,165)	(9,895)	938	0	(78)	0	(26,952)	(1,818)
Depreciation written out to the Revaluation Reserve	7,577	0	0	0	0	151	0	7,728	3,673
Depreciation written out to the surplus/deficit on the Provision of Services	3,662	0	0	0	0	0	0	3,662	0
Impairment losses/(reversals) recognised in the surplus/deficit on the Provision of Services	4,479	0	0	0	0	0	0	4,479	4,522
Derecognition - disposals	0	22	0	0	0	0	0	22	0
Other movements in depreciation and impairment	2,748	128	0	0	0	(123)	0	2,753	0
<b>At 31 March 2018</b>	<b>(43,444)</b>	<b>(39,715)</b>	<b>(89,808)</b>	<b>(1,882)</b>	<b>(1,302)</b>	<b>(78)</b>	<b>0</b>	<b>(176,229)</b>	<b>(3,731)</b>
<b>Net Book Value</b>									
<b>At 31 March 2018</b>	<b>477,291</b>	<b>26,061</b>	<b>138,433</b>	<b>56,945</b>	<b>422</b>	<b>2,792</b>	<b>32,712</b>	<b>734,656</b>	<b>115,774</b>
<b>At 31 March 2017</b>	<b>470,275</b>	<b>27,055</b>	<b>121,507</b>	<b>53,880</b>	<b>422</b>	<b>1,755</b>	<b>20,016</b>	<b>694,910</b>	<b>112,138</b>

\*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
		<b>£000</b>
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
<b>Total</b>		<b>51,065</b>

## 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
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
Carried at historical cost	198	23,660	0	23,858
<b>Valued at Current Value as at :</b>				
31 March 2019	256,715	0	2,535	259,250
31 March 2018	42,375	0	1,325	43,700
31 March 2017	91,717	0	0	91,717
31 March 2016	87,115	0	0	87,115
31 March 2015	15,840	0	0	15,840
<b>Total Cost of Valuation</b>	<b>493,960</b>	<b>23,660</b>	<b>3,860</b>	<b>521,480</b>

## 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
<b>Total</b>	<b>1,577</b>	<b>17,651</b>

## 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 Box.

### 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
<b>Cost or Valuation</b>				
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)
<b>As at 31 March 2018</b>	<b>5,725</b>	<b>16,883</b>	<b>4,663</b>	<b>27,271</b>
<b>Cost or Valuation</b>				
As at 1 April 2018	5,725	16,883	4,663	27,271
<b>As at 31 March 2019</b>	<b>5,725</b>	<b>16,883</b>	<b>4,663</b>	<b>27,271</b>

## 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)
<b>Net Gain/(Loss)</b>	<b>4,221</b>	<b>5,833</b>

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	Restated 2017/18	2018/19
	£000	£000
<b>Balance at 1 April</b>	<b>98,102</b>	<b>137,726</b>
Additions	30,201	59,198
Disposals	(638)	(65)
Net gains/(losses) from fair value adjustments	10,734	(2,680)
<b>Transfers:</b>		
(to)/from Property, Plant and Equipment	(673)	3,553
<b>Balance at 31 March</b>	<b>137,726</b>	<b>197,732</b>

### 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
<b>Total</b>	<b>0</b>	<b>193,594</b>	<b>4,138</b>	<b>197,732</b>

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)	Restated Fair Value as at 31 March 2018
2017/18	£000	£000	£000	£000
Industrial sites	0	43,585	0	43,585
Miscellaneous ground rents	0	7,073	3,903	10,976
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
<b>Total</b>	<b>0</b>	<b>133,739</b>	<b>3,987</b>	<b>137,726</b>

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
<b>Opening Balance</b>	<b>3,576</b>	<b>3,987</b>
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)
<b>Closing Balance</b>	<b>3,987</b>	<b>4,138</b>

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

In 2018/19 the Code adopted IFRS9 – Financial Instruments which replaces IAS39. This new standard affects the classification of financial instruments and the subsequent treatment of changes in fair value. IFRS9 removes the classification of Available for Sale (AFS) financial assets and requires that they are reclassified according to the nature of the transaction. Upon transition to IFRS9 on 1 April 2018, the Council makes an irrevocable election to designate the pooled investments and share equity as Fair Value through Other Comprehensive Income (FVOCI).

### Financial Assets

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.

### Financial Liabilities

A financial liability is an obligation to transfer economic benefits controlled by the Council and can be represented by a contractual obligation to deliver cash or financial assets or an obligation to exchange financial assets and liabilities with another entity that is potentially unfavourable to the Council.

The majority of the Council's financial liabilities held during the year are measured at amortised cost and comprised of:

- long-term loans from the Public Works Loan Board;



- short-term loans from other local authorities;
- overdraft;
- lease payables;
- Private Finance Initiative;
- trade payables for goods and services received.

The financial liabilities and assets disclosed in the Balance Sheet are made up of the following categories of Financial Instruments:

Financial Assets	Fair Value Level	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
<b>At fair value through profit and loss:</b>							
Money Market Fund (MMF)	1	0	0	26,125	26,012	26,125	26,012
<b>At fair value through other comprehensive income:</b>							
Pooled Funds / Equity Instruments	1	35,682	37,374	0	0	35,682	37,374
<b>Amortised cost:</b>							
Long-term investments	2	3,180	3,123	0	0	3,180	3,123
Short-term investments	2	0	0	16,993	17,008	16,993	17,008
Cash and cash equivalents (less MMF)	1	0	0	4,155	5,851	4,155	5,851
<b>Total Investments</b>		<b>38,862</b>	<b>40,497</b>	<b>47,273</b>	<b>48,871</b>	<b>86,135</b>	<b>89,368</b>
Trade debtors held at amortised cost	1	0	0	16,347	17,772	16,347	17,772
<b>Total Financial Assets *</b>		<b>38,862</b>	<b>40,497</b>	<b>63,620</b>	<b>66,643</b>	<b>102,482</b>	<b>107,140</b>

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

Financial Liabilities	Fair Value Level	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
<b>Loans at amortised cost:</b>							
PWLB	2	(44,252)	(45,335)	0	0	(44,252)	(45,335)
Market Loans	2	(102,496)	(84,119)	0	0	(102,496)	(84,119)
Other borrowing	2	(18,879)	(54,111)	(201,042)	(281,266)	(219,921)	(335,377)
<b>Total Borrowing</b>		<b>(165,627)</b>	<b>(183,565)</b>	<b>(201,042)</b>	<b>(281,266)</b>	<b>(366,669)</b>	<b>(464,831)</b>
<b>Liabilities at amortised cost:</b>							
Other long-term liabilities	1	(121,359)	(120,545)	0	0	(121,359)	(120,545)
Trade creditors	1	0	0	(24,114)	(30,602)	(24,114)	(30,602)
<b>Total Financial Liabilities</b>		<b>(286,986)</b>	<b>(304,110)</b>	<b>(225,156)</b>	<b>(311,868)</b>	<b>(512,142)</b>	<b>(615,978)</b>

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.

### Financial Assets Comparison to Fair Values

The fair values of the financial assets are equal to their balance sheet values

### Financial Liabilities Comparison to Fair Values

Financial Liabilities	Balance Sheet 31 March 18	Fair Value 31 March 18	Balance Sheet 31 March 19	Fair Value 31 March 19
	£000	£000	£000	£000
<b>Loans at amortised cost:</b>				
PWLB	44,252	68,986	45,335	68,986
LOBO loans	84,568	141,050	66,187	107,258
Other market loans	18,198	31,414	18,198	29,286
Other long-term loans	18,609	18,609	53,845	53,845
Short-term borrowing	201,042	201,042	281,266	281,266
<b>Total Borrowing</b>	<b>366,669</b>	<b>461,101</b>	<b>464,831</b>	<b>540,641</b>

### 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
Schodders 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
<b>Total</b>	<b>35,681</b>	<b>37,374</b>	<b>1,677</b>	<b>1,926</b>

\* Funds sold during 2019/20

† 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
<b>Net gains/losses on:</b>				
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)
<b>Interest and Similar Income</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(337)</b>
At fair value through profit and loss	47	0	148	0
At fair value through other comprehensive income	691	0	1,932	0
Amortised cost	565	0	718	0
<b>Total Interest Revenue</b>	<b>1,303</b>	<b>0</b>	<b>2,798</b>	<b>0</b>
<b>Total Income</b>	<b>1,303</b>	<b>0</b>	<b>2,798</b>	<b>(337)</b>
Interest expense at amortised costs	(13,900)	0	(14,325)	0
<b>Total Interest Expense</b>	<b>(13,900)</b>	<b>0</b>	<b>(14,325)</b>	<b>0</b>
<b>Net (Gain)/Loss for the Year</b>	<b>(12,597)</b>	<b>0</b>	<b>(11,527)</b>	<b>(337)</b>

#### 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 31<sup>st</sup> March;

- 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 table [18.1](#), 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.

Credit Rating	31 March 2018		31 March 2019	
	Long-Term	Short-Term	Long-Term	Short-Term
	£000	£000	£000	£000
AAA	6,974	0	0	0
AA	0	45,380	0	27,633
A+	73	1,893	65	21,237
A	3,000	0	0	0
A-	0	0	3,000	0
Unrated	0	0	0	0
<b>Total</b>	<b>10,047</b>	<b>47,273</b>	<b>3,065</b>	<b>48,870</b>
Credit risk not applicable*	28,815	0	37,432	0
<b>Total Investments</b>	<b>38,862</b>	<b>47,273</b>	<b>40,497</b>	<b>48,870</b>

\* Credit risk is not applicable to shareholdings and pooled funds where the Council has no contractual right to receive any sum of money.

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 Council has not applied any loss adjustment for credit risk for its loans to other entities. There is no change from the previous year, in which loans and receivables were accounted for under IAS39 and there was no requirement to consider "expected loss" for these investments. Although the previous accounting standards, IAS39, did not require local authorities to impair (or create a provision for) debtors unless it was known that the debtor could not pay ("incurred loss"), the Council did provide for "expected loss". The Council has not changed how it provides for bad debts and it has not been necessary to restate opening balances.

### 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)	(45,335)
Market debt	(84,298)	(84,119)
Temporary borrowing	(214,191)	(323,653)
Other borrowing	(23,928)	(11,724)
Deferred liability (PFI)	(107,541)	(104,130)
Deferred liability (finance leases)	(1,559)	(1,515)
Other liabilities	(12,259)	(14,900)
Trade creditors	(24,114)	(30,602)
<b>Total</b>	<b>(512,142)</b>	<b>(615,978)</b>
Less than 1 year	(244,708)	(321,353)
Between 1 and 2 years	(26,900)	(12,994)
Between 2 and 5 years	(15,433)	(60,904)
Between 5 and 10 years	(45,491)	(65,646)
Between 10 and 20 years	(68,508)	(64,380)
Between 20 and 30 years	(25,078)	(3,081)
Between 30 and 40 years	(5,024)	(19,127)
Between 40 and 50 years	(68,000)	(30,174)
Over 50 years	(13,000)	(38,319)
<b>Total</b>	<b>(512,142)</b>	<b>(615,978)</b>

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.

£281.266m 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 £281.266m 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 £1.406m per year.

The Council has £64m (2018: £82m) of Lender's Option, Borrower's Option (LOBO) loans with fixed interest rates and with maturity dates between 2031 and 2078 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.

In the current low interest rate environment, the likelihood of the lender increasing the rate is low, however, the likelihood will increase in later years should market interest rates rise. For instance, a rise in interest rates would have the following effects:

- borrowings at variable rates – the interest expense will rise;
- borrowings at fixed rates – the fair value of the liabilities will fall;
- investments at variable rates – the interest income will rise;
- investments at fixed rates – the fair value of the assets will fall.

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 £0.2m 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
<b>Amounts falling due in one year:</b>		
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
<b>Total Short-Term Debtors</b>	<b>60,124</b>	<b>64,229</b>

## 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
<b>Total Long-term Debtors</b>	<b>10,982</b>	<b>10,925</b>

## 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)
<b>Total Provisions for Bad Debt</b>	<b>(11,922)</b>	<b>(2,083)</b>	<b>1,861</b>	<b>(12,144)</b>

## 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)
<b>Total Short-term Creditors</b>	<b>(56,280)</b>	<b>(64,696)</b>

### 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)
<b>Total Long-term Creditors</b>	<b>(15,147)</b>	<b>(13,888)</b>



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)
<b>Total</b>	<b>(121,359)</b>	<b>(120,545)</b>

### 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)
<b>Total Provisions</b>	<b>(16,736)</b>	<b>(5,531)</b>	<b>7,835</b>	<b>(170)</b>	<b>(14,602)</b>

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	Restated 31 March 2018	31 March 2019
		£000	£000
<b>Unusable Reserves:</b>			
Revaluation Reserve	22.1	159,046	191,087
Capital Adjustment Account	22.2	226,597	200,438
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		(2,301)	(2,326)
Deferred Capital Receipts		227	38
Financial Instruments Revaluation Reserve		0	2,369
Available for Sale Financial Instruments Reserve		2,656	0
<b>Total Unusable Reserves</b>		<b>(214,362)</b>	<b>(195,766)</b>

### 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	Restated 2017/18	2018/19
	£000	£000
<b>Balance at 1 April</b>	<b>157,167</b>	<b>159,046</b>
Upward revaluation of assets	13,308	61,829
Downward revaluation of assets and impairment losses not charged to the (Surplus)/Deficit on the Provision of Services	(3,406)	(12,298)
<b>Surplus or (Deficit) on the Revaluation of Non-current Assets Not Posted to the (Surplus) or Deficit on the Provision of Services</b>	<b>9,902</b>	<b>49,531</b>
Difference between fair value depreciation and historical cost depreciation	(6,108)	(14,143)
Accumulated gains on assets sold or scrapped	(1,915)	(3,347)
<b>Amount Written Off to the Capital Adjustment Account</b>	<b>(8,023)</b>	<b>(17,490)</b>
<b>Balance at 31 March</b>	<b>159,046</b>	<b>191,087</b>

## 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	Restated 2017/18	2018/19
	£000	£000
<b>Balance at 1 April</b>	<b>222,247</b>	<b>226,597</b>
<b>Reversal of Items Relating to Capital Expenditure Debited or Credited to the Comprehensive Income and Expenditure Statement:</b>		
Charges for depreciation and impairment of non-current assets	(22,471)	(39,527)
Revaluation losses on Property, Plant and Equipment	(8,535)	(8,613)
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	14,143
<b>Capital Financing Applied in the Year:</b>		
Use of the Capital Receipts Reserve to finance new capital expenditure	7,765	6,356
Capital grants and contributions credited to the Comprehensive Income and Expenditure Statement that have been applied to capital financing	14,567	24,882
<b>Amounts Reserved for Future Capital Funding:</b>		
Statutory provision for the financing of capital investment charged against the General Fund (includes TBTF element)	5,286	7,280
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	10,733	(2,680)
Movement in the Donated Assets Account credited to the Comprehensive Income and Expenditure Statement	439	0
<b>Other Movement on the CAA in Year:</b>		
Landfill Site Provision	(1,500)	0
Write down of long-term debtors	(80)	(241)
Deferred credit - Energy from Waste	2,324	2,324
Initial recognition of the RIF loan	0	(6,005)
<b>Balance at 31 March</b>	<b>226,597</b>	<b>200,437</b>

## 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. During the year £8.848m premiums were paid to repay £18m LOBO 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
<b>Balance at 1 April</b>	<b>(18,985)</b>	<b>(18,446)</b>
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
<b>Balance at 31 March</b>	<b>(18,446)</b>	<b>(27,227)</b>

## 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
<b>Balance at 1 April</b>	<b>(613,855)</b>	<b>(576,385)</b>
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
<b>Balance at 31 March</b>	<b>(576,385)</b>	<b>(554,631)</b>

## 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	Restated 2017/18	2018/19
	£000	£000
<b>Net Surplus or (Deficit) on the Provision of Services</b>	<b>(40,978)</b>	<b>(58,198)</b>
Adjust net surplus or deficit on the provision of services for non-cash movements:		
Depreciation	22,470	27,434
Impairment and downward valuations	(6,108)	4,774
Amortisation	7	7
Impairment losses on Investments debited to Surplus or Deficit on the Provision of Services in year	(145)	(1,359)
Adjustments for effective interest rates	214	1,925
Increase/decrease in interest creditors	(1,931)	(305)
(Increase)/decrease in creditors	3,600	8,791
(Increase)/decrease in interest and dividend debtors	194	(7)
(Increase)/decrease in debtors	(4,341)	(1,867)
(Increase)/decrease in Inventories	156	11
Pension liability	32,976	21,754
Contributions to/(from) Provisions	4,429	(2,134)
Carrying amount of non-current assets sold	944	16,483
Movement in Investment Property values	(10,733)	2,680
<b>Total</b>	<b>41,732</b>	<b>78,187</b>
<b>Adjust for Items Included in the Net Surplus or Deficit on the Provision of Services that are Investing or Financing Activities</b>		
Capital Grants credited to Surplus or Deficit on the Provision of Services	(14,567)	(24,006)
Proceeds from the sale of Property, Plant and Equipment, Investment Property and Intangible Assets	(7,340)	(2,895)
<b>Total</b>	<b>(21,907)</b>	<b>(26,901)</b>
<b>Net Cash Flows from Operating Activities</b>	<b>(21,153)</b>	<b>(6,912)</b>

Analysis of Interest Paid and Received	2017/18	2018/19
	£000	£000
Interest received	566	1,418
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
	<b>£000</b>	<b>£000</b>
Purchase of Property, Plant and Equipment, Investment Property and Intangible Assets	(65,196)	(128,326)
Purchase of short-term and long-term investments	(5,000)	(303)
Other payments for Investing Activities	(557)	(1,511)
Proceeds from the sale of Property, Plant and Equipment, Investment Properties and Intangible Assets	9,041	3,084
Other Receipts from Investing Activities	20,910	45,234
<b>Total Cash Flows from Investing Activities</b>	<b>(40,802)</b>	<b>(81,822)</b>

**23.3 Cash flow statement – financing activities**

Analysis of Financing Activities	Restated 2017/18	2018/19
	<b>£000</b>	<b>£000</b>
Cash receipts of short-term and long-term borrowing	467,357	697,024
Billing Authorities - Council Tax and NDR adjustments	186	(6,170)
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)
<b>Total Cash Flows from Financing Activities</b>	<b>74,034</b>	<b>90,317</b>

**23.4 Cash flow statement – cash and cash equivalent**

Analysis of Cash and Cash Equivalents	2017/18	2018/19
	<b>£000</b>	<b>£000</b>
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
<b>Total Cash Flows from Cash and Cash Equivalents</b>	<b>30,280</b>	<b>31,863</b>

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

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
<b>Total Plymouth Better Care Fund</b>	<b>19,827</b>	<b>20,342</b>

## 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
<b>Total</b>	<b>927</b>	<b>976</b>

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
<b>Salary over £150,000</b>		<b>£</b>	<b>£</b>	<b>£</b>	
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	
<b>Salary over £50,000 but less than £150,000</b>					
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	
	2017/18	99,437	14,617	114,054	Includes acting up payments. The post holder left the post on 28 February 2019.
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	
	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	
	2017/18	104,465	0	104,465	
Service Director for HR and Organisational Development**	2018/19	0	0	0	
	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	
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 following numbers 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
<b>Total</b>	<b>52</b>	<b>64</b>	<b>44</b>	<b>76</b>

## 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
<b>Total</b>	<b>7</b>	<b>11</b>	<b>24</b>	<b>19</b>	<b>31</b>	<b>30</b>	<b>337</b>	<b>564</b>

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
<b>Audit Area:</b>	<b>£000</b>	<b>£000</b>
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
<b>Total</b>	<b>159</b>	<b>123</b>

## 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	<b>Total DSG after Academy and high needs recoupment</b>			<b>70,902</b>
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	<b>Final budgeted distribution</b>	<b>4,633</b>	<b>66,946</b>	<b>71,579</b>
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	<b>Carry-forward to 2019/20</b>	<b>7</b>	<b>583</b>	<b>590</b>

- 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	Restated 2017/18	2018/19
	£000	£000
Section 31 Grants	(3,769)	(7,738)
Capital Grants and Contributions	(11,413)	(22,840)
PFI Credits	(7,170)	(7,081)
Revenue Support Grant	(23,058)	0
<b>Total</b>	<b>(45,410)</b>	<b>(37,659)</b>

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)	(11,836)
<b>Total</b>	<b>(212,532)</b>	<b>(186,275)</b>

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
<b>Total</b>	<b>1,111</b>	<b>413</b>

Capital Grant Receipts in Advance - Current Liabilities	Restated 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	3,341	3,554
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
<b>Total</b>	<b>18,967</b>	<b>24,152</b>

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
<b>Total</b>	<b>54,798</b>	<b>67,534</b>

### 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 <sup>ed</sup> Ltd	CATER <sup>ed</sup> 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							
DELT Shared Services Ltd	DELT provide ICT and systems to partners. DELT 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<sup>ed</sup> Ltd

CATER<sup>ed</sup> 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<sup>ed</sup> 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<sup>ed</sup> 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<sup>ed</sup> and its financial performance, please visit the CATER<sup>ed</sup> 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
<b>Opening Capital Financing Requirement 1 April</b>	<b>388,787</b>	<b>463,669</b>
<b>Capital Investment</b>		
Property, Plant and Equipment	62,587	68,711
Investment Properties	30,201	59,198
Heritage Assets	589	0
Assets Held for Sale	0	412
Initial recognition of Donated Assets	439	0
Revenue Expenditure Funded from Capital Under Statute	9,380	8,528
Initial recognition of RIF loan liability	0	6,005
Other Capital Expenditure	855	679
<b>Total</b>	<b>104,051</b>	<b>143,533</b>
<b>Sources of Finance</b>		
Capital Receipts	(7,765)	(6,356)
Other movements in Long-Term Debtors	81	(348)
Grants and Contributions applied in year	(14,567)	(24,882)
Revenue and Other Funds	(484)	(939)
Minimum Revenue Provision	(5,287)	(7,280)
Use of landfill provision in year	353	288
Increase in landfill provision	(1,500)	0
Repayment of conditional grant	0	900
<b>Total</b>	<b>(29,169)</b>	<b>(38,617)</b>
<b>Closing Capital Financing Requirement 31 March</b>	<b>463,669</b>	<b>568,585</b>
<b>Explanation of Movement in Year</b>		
Increase in underlying need to borrow	68,212	102,241
Increase in underlying need to borrow resulting from other changes in capital financing requirement	6,670	2,675
<b>Increase/Decrease in Capital Financing Requirement</b>	<b>74,882</b>	<b>104,916</b>

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 £45.010m to the opening CFR. The opening balance also includes an adjustment of £6.028m for the initial recognition of donated assets in 2011/12.

## 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 - Council 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
<b>Total</b>	<b>364,440</b>	<b>316,936</b>

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
<b>Total</b>	<b>43,453</b>	<b>24,924</b>	<b>19,662</b>	<b>88,039</b>

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)
<b>Balance Outstanding 31 March</b>	<b>25,904</b>	<b>24,925</b>

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
<b>Total</b>	<b>107,906</b>	<b>33,818</b>	<b>55,711</b>	<b>197,435</b>

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)
<b>Balance Outstanding 31 March</b>	<b>34,069</b>	<b>51,121</b>	<b>33,819</b>	<b>48,797</b>

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 with benefits earned up to 31 March 14 being linked to final salary. Benefits earned after 31 March 14 are based on Career Average Revalued Earnings (CARE). 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.

Since the 31 March there have been developments on two court cases that are going through the judicial system. These have both impacted upon the Council in the respect of the Pension liability. The developments are the McCloud judgement and Guaranteed Minimum Pension (GMP).

The McCloud judgement is a case in the Court of Appeal involving judges' and firefighters' pensions which has the potential to impact on the Council. The case concerned possible age discrimination in the arrangements for protecting certain scheme members from the impact of introducing new pensions arrangements. As the Local Government Pension Scheme was restructured in 2014, with protections for those members who were active in the Scheme at 2012 and over the age of 55, the judgement is likely to extend to the Scheme.

However, the potential impact is uncertain. Even though the Supreme Court has refused the Government's application to appeal the judgement, no decisions have been made about the remedies that would be required and the extent to which additional costs would fall on the Council.

GMP is a High Court ruling that defined benefit pension schemes must remove any discriminatory effect that GMP entitlements have had on member benefits.

In response the Council has requested revised Actuarial reports. The Actuary's best estimate shows that the impact on the Council's Statement of Accounts is not material and there is still uncertainty about the cost of the remedy. Consequently, the Council has not reflected any consequences of these legal judgement in its pension liabilities in the Balance Sheet.

### **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
<b>Cost of Services</b>		
Service cost comprising:		
current service cost	28,257	27,343
past service cost	94	296
(gain)/loss from settlements	5,049	(7,690)
<b>Financing and Investment Income and Expenditure</b>		
Net interest expense	15,897	13,774
<b>Other Operating Expenditure</b>		
Administration expenses	354	448
<b>Total Post-employment Benefit Charged to the Surplus/Deficit on the Provision of Services</b>	<b>49,651</b>	<b>34,171</b>
<b>Other Post-employment Benefits charged to the Comprehensive Income and Expenditure Statement</b>		
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
actuarial gains and losses arising on changes in demographic assumptions	0	(70,450)
<b>Total Post-employment Benefits Charged to the Comprehensive Income and Expenditure Statement</b>	<b>(19,868)</b>	<b>(1,815)</b>
<b>Movement in Reserves Statement</b>		
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)
<b>Actual Amount Charged Against the General Fund Balance for Pensions in the Year:</b>		
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
	<b>£000</b>	<b>£000</b>
<b>Opening Balance at 1 April</b>	<b>(1,254,225)</b>	<b>(1,245,445)</b>
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
<b>Closing Present Value of Liabilities</b>	<b>(1,245,445)</b>	<b>(1,250,004)</b>

Reconciliation of the Movement in the Fair Value of Scheme (Plan) Assets	2017/18	2018/19
	<b>£000</b>	<b>£000</b>
<b>Opening Fair Value of Scheme Assets</b>	<b>660,037</b>	<b>687,702</b>
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)
<b>Closing Present Value of Assets</b>	<b>687,702</b>	<b>713,571</b>
<b>Closing Balance at 31 March</b>	<b>(557,743)</b>	<b>(536,433)</b>

### 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
<b>Total</b>	<b>100</b>	<b>100</b>

### 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
	<b>£000</b>	<b>£000</b>
Present value of the defined benefit	1,205,340	1,211,830
Fair value of plan assets	(687,702)	(713,571)
<b>Net Liability</b>	<b>517,638</b>	<b>498,259</b>
Other movements in the liability	40,105	38,174
<b>Net Liability Arising from Defined Benefit Obligation</b>	<b>557,743</b>	<b>536,433</b>

### 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
	<b>£000</b>	<b>£000</b>
<b>Cost of Services</b>		
Service cost	598	618
<b>Financing and Investment Income and Expenditure</b>		
Net interest expense	98	102
<b>Total Post-employment Benefit Charged to the Surplus/Deficit on the Provision of Services</b>	<b>696</b>	<b>720</b>
<b>Other Post-employment Benefits charged to the Comprehensive Income and Expenditure Statement</b>		
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)
<b>Total Post-employment Benefits Charged to the Comprehensive Income and Expenditure Statement</b>	<b>349</b>	<b>1,067</b>
<b>Movement in Reserves Statement</b>		
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)
<b>Actual Amount Charged Against the General Fund Balance for Pensions in the Year:</b>		
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
<b>Opening Balance at 1 April</b>	<b>(11,991)</b>	<b>(12,476)</b>
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
<b>Closing Present Value of Liabilities</b>	<b>(12,476)</b>	<b>(13,946)</b>

Reconciliation of the Movements in the Fair Value of Scheme (Plan) Assets	2017/18	2018/19
	£000	£000
<b>Opening fair value of scheme assets</b>	<b>8,205</b>	<b>8,698</b>
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)
<b>Closing Fair Value of Scheme Assets</b>	<b>8,698</b>	<b>9,483</b>
<b>Closing Balance at 31 March</b>	<b>(3,778)</b>	<b>(4,463)</b>

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 £4.463m 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 included 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	1	0	(128,343)	(128,343)
(85,069)	0	(85,069)	Business rates receivable	2	(81,900)	0	(81,900)
<b>(85,069)</b>	<b>(120,073)</b>	<b>(205,142)</b>			<b>(81,900)</b>	<b>(128,343)</b>	<b>(210,243)</b>
			<b>Expenditure</b>				
			<b>Apportionment of Previous Year's Surplus/(Deficit)</b>				
(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
<b>(746)</b>	<b>483</b>	<b>(263)</b>			<b>(2,994)</b>	<b>732</b>	<b>(2,262)</b>
			<b>Precepts, Demands and Shares</b>				
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
<b>87,649</b>	<b>117,863</b>	<b>205,512</b>			<b>88,627</b>	<b>125,353</b>	<b>213,980</b>
			<b>Charges to the Collection Fund</b>				
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
<b>6,704</b>	<b>800</b>	<b>7,504</b>			<b>(4,733)</b>	<b>1,376</b>	<b>(3,357)</b>
<b>8,538</b>	<b>(927)</b>	<b>7,611</b>	<b>(Surplus)/Deficit for the Year</b>		<b>(1,000)</b>	<b>(882)</b>	<b>(1,882)</b>
			<b>Collection Fund Balance</b>				
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)
<b>15,111</b>	<b>(2,016)</b>	<b>13,095</b>	<b>Balance as at 31 March</b>		<b>14,143</b>	<b>(2,898)</b>	<b>11,245</b>
			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
<b>15,111</b>	<b>(2,016)</b>	<b>13,095</b>	<b>Total Allocated</b>		<b>14,143</b>	<b>(2,898)</b>	<b>11,245</b>

## 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
	<b>112,036</b>	<b>87,190</b>	<b>72,167</b>		<b>71,084</b>
Adjustment for MOD Properties					848
<b>Tax Base Totals</b>			<b>72,167</b>		<b>71,932</b>

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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## Changes Between Unaudited &amp; Final Statement of Accounts 2018/19

Change/AFS No.	Identified By	Note Affected	Brief Description of Adjustment	Corrected By	Date Corrected	Informed GT
SoA1	Sam Bray	18.1	Other Borrowing for 17/18 incorrect figure. Should be (£18,879) which also change the total figures.	Sam Bray/Alex Arthur	24/06/2019	✓
SoA2	Sam Bray	18.2	Fund figures for 17/18 are not rounded so massively over stating the figures.	Sam Bray/Alex Arthur	24/06/2019	✓
SoA3	Juliet Russell	30	Extra returns received - now 62 declarations which is 78%	Sam Bray/Alex Arthur	24/06/2019	✓
SoA4	Alex Arthur	Narrative Report	Highlight not removed at the top of page 12 for the title "Other Financial Performance".	Alex Arthur	05/06/2019	✓
SoA5	Alex Arthur	34.5	Highlight not removed at the top of page 87 - Note 34.5.	Alex Arthur	05/06/2019	✓
SoA6	Stephen Coker	CIES & 9	Detail code 5928 was incorrectly moved from expenditure to income in April 19. We have now corrected this on the ledger but this will mean a total of £2,558 million adjustment on the Finance and People lines between income and expenditure.	Sam Bray/Alex Arthur	24/06/2019	✓
SoA10	David Northey	26.2	Please add £90,000-£94,999 for completeness. Also add £40,000-£60,000 to note 26.3	Alex Arthur	12/07/2019	✓
SoA9	Tracey Lee	26.1	Expenses allowance column to be removed	Sam Bray	15/07/2019	✓
SoA7	Grant Thornton		£10 million borrowed from the London Borough of Newham (4415) was incorrect on the dealing sheet. It had an end date of 28/3/20 rather than 28/7/20. Needs to be moved from short term to long term borrowing. While checking it was noticed that the mid lochain investment (4414) had been treated as long term but should have been short term. Therefore the overall adjustment to be made is £5 million. The Balance Sheet, note 18.1 and note 18.3 need to be adjusted. Also need to change the section in the narrative report that makes reference to the balance sheet.	Sam Bray	31/07/2019	✓
SoA8	Carolyn Haynes	15.1 PPE	Error on the PPE note between Infrastructure assets and Toll Bridge - Other movements and Depreciation lines need adjustment.	Sam Bray	22/07/2019	✓
SoA11	Grant Thornton	18.5	Calculation shows (£64,111) but calculates as (£64,113)	Sam Bray	17/07/2019	✓
SoA12	Grant Thornton	Various	Consider amending name to Catered Limited to match companies house throughout	Sam Bray	17/07/2019	✓
SoA13	Grant Thornton	24	Need to add a sentence about the accounts being prepared on a going concern basis	Sam Bray	17/07/2019	✓
SoA14	Grant Thornton	37	Remove the reference to 'market price' and replace with 'current value in its existing use'	Sam Bray	17/07/2019	✓
SoA15	Grant Thornton	79	Need to add some wording about Plymouth Science Park to make consistent with Group account assessment.	Sam Bray	17/07/2019	✓
SoA16	Grant Thornton	9	Updated income side of working paper as IFRS1 & 3 on NCS44b should not be classed as 'Income from council tax, non-domestic rates, district rate income'. Has been reclassified as 'Fees, charges and other service income'.	Sam Bray	17/07/2019	✓
SoA17	Grant Thornton	85	The signage needs to be changed. Brackets around increase rather than decrease	Sam Bray	26/07/2019	✓
SoA18	Grant Thornton	85	The £70,450 should say 'actuarial gains and losses arising in changes in demographic assumptions' rather than 'other' (if applicable)	Sam Bray	26/07/2019	✓
SoA19	Sam Bray	Narrative Report	Point 1 quotes the reserve figure of £554.6m rather than the pension liability of £540.9m. Updated to show the pension liability of £540.9m	Sam Bray	31/07/2019	✓
SoA20	Sam Bray	2.8	Discounted rate quoted should be 2.70% as per the actuaries report	Sam Bray	31/07/2019	✓
SoA21	Sam Bray	16	Change the name City Museum & Art Gallery to The Box	Sam Bray	31/07/2019	✓
SoA22	Sam Bray	34	Refers to 'final pensionable salary' rather than 'career average revalued earnings scheme'.	Sam Bray	17/09/2019	✓
SoA23	Sam Bray	34	Additional paragraph added in relation to the McCloud and GHP cases.	Sam Bray/Alex Arthur	15/10/2019	✓
SoA24	Grant Thornton	Various	Update for change in valuation to the EFW plant. Following changes were made - pg13 BS position, pg 19 CIES, pg 20 MIRS, pg 21 BS, notes 7, 8, 9, 10, 15.1, 15.3, 22.1 and 22.2.	Sam Bray/Alex Arthur	21/08/2019	✓
SoA25	Grant Thornton	Cashflow	Update changes to the cashflow and the cashflow notes (23) following the change in valuation for the EFW plant.	Carolyn Haynes	17/10/2019	
SoA26	Grant Thornton	Various	Move £1m from 'Stat prov for the fin of cap inv' to 'use of cap receipts rev to fin new cap exp' in note 10 and 22.2. Also move £1m from 'M&P' to 'Cap Receipts' in the source of finance section of the CFR note.	Sam Bray/George Maczugowski	19/09/2019	✓
SoA27	Grant Thornton	Note 18.1 & 18.3	Split out MMF from cash and cash equivalents to be shown as Fair Value through profit and loss on note 18.1 and split the interest received into 3 separate categories in 18.3.	Chris Flower	13/09/2019	✓
SoA28	Grant Thornton	MIRS	Removing reference to the RIF loan being a prior year adjustment in the MIRS and the CFR (note 31).	Sam Bray/George Maczugowski	19/09/2019	✓
SoA29	Grant Thornton	22.1 & 22.2	Adjustment of depreciation and adjusting amounts written off to the revaluation reserve	Sam Bray/George Maczugowski	19/09/2019	✓
SoA30	GT/GM	31	Adjustments made to CFR following reconciliation of Balance sheet to CFR.	Sam Bray/George Maczugowski	25/09/2019	✓
SoA31	GT	FI & 22.3	Various changes following queries from GT and meeting with Jonathan.	Chris Flower	25/09/2019	✓
SoA32	Sam Bray	Narrative Report	Change the amounts quoted for borrowing the Balance sheet position table following other amendments	Sam Bray	26/09/2019	✓
SoA33	Sam Bray	18.5	Change in borrowing amounts in the market risk section to reflect the £5m adjustment	Sam Bray	26/09/2019	✓
SoA34	GT	Note 2.10 & 18.1	Additional paragraph added to Note 2.10 stating IAS39 is being replaced by IFRS9. Additional sentence added to Note 18.1 in reference to Financial Liabilities.	Chris Flower, updated by Alex Arthur	27/09/2019	✓
SoA35	GT	Note 7	Add extra column to explain the difference between outturn and 'Net expenditure chargeable to the general fund balances'. Also changed the wording so that it is clear that the amounts at the bottom also include earmarked balances	Sam Bray	03/10/2019	✓
SoA36	GT	Narr. report	Page 11 - Change to the pie chart - Other income should be £51.8 and 10%	Carolyn Haynes	15/10/2019	✓
SoA37	GT	Narr. report	Page 12 - Changes to wording on Key indicators paragraph	Carolyn Haynes	15/10/2019	✓
SoA38	GT	Notes 9 & 29.1	Page 41 reduction to 'Government Grants' and increase in 'Fees & Charges' by £2,307m, overall net position unchanged. Amendment to note 29.1 page 76 'Grants credited to Services, increases in 'Other Revenue Grants' by £5,045m and total to reconcile back to note 9.	Carolyn Haynes	18/10/2019	✓
SoA39	GT	Notes 18 various	Reworked Financial Instrument Notes	Carolyn Haynes	30/10/2019	✓
SoA40	GT	Note 18.5	Amendments to reconcile the note back to the balance sheet.	Carolyn Haynes	27/11/2019	✓
SoA41	GT	Various	See SOA Note 24 in addition to these comments. Prior Period Adjustment (PPA) for Energy from Waste plant increase of £5,897m PPE & Investment Property, as well as reversal of the entries in SOA24 for 2018/19. Net movement of £1,641m.	Carolyn Haynes	02/12/2019	✓
SoA42	GT	Various	PPA of £1,948m and 2018/19 adjustment of £2,085m to correct the application of the capital grant for Disabled Facilities	Carolyn Haynes	02/12/2019	✓
SoA43	GT	Various	Journal to reduce the impact of overstated income/expenditure by £4,698m in relation to trading accounts.	Carolyn Haynes	02/12/2019	✓
SoA44	GT	Note 18.5	Further amendments to ensure the long term liabilities reconcile to the balance sheet	Chris Flower	03/12/2019	✓

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**Finance**

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Please ask for: Andrew Hardingham

Date: 9<sup>th</sup> December 2019

Dear Geraldine

**Plymouth City Council**  
**Financial Statements for the year ended 31<sup>st</sup> March 2019**

This representation letter is provided in connection with the audit of the financial statements of Plymouth City Council for the year ended 31<sup>st</sup> March 2019 for the purpose of expressing an opinion as to whether the Council financial statements are presented fairly, in all material respects in accordance with International Financial Reporting Standards and the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2018/19 and applicable law.

We confirm that to the best of our knowledge and belief having made such inquiries as we considered necessary for the purpose of appropriately informing ourselves:

**Financial Statements**

- i. We have fulfilled our responsibilities for the preparation of the Council's financial statements in accordance with International Financial Reporting Standards and the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2018/19 ("the Code"); in particular the financial statements are fairly presented in accordance therewith.
- ii. We have complied with the requirements of all statutory directions affecting the Council and these matters have been appropriately reflected and disclosed in the financial statements.
- iii. The Council has complied with all aspects of contractual agreements that could have a material effect on the financial statements in the event of non-compliance. There has been no non-compliance with requirements of any regulatory authorities that could have a material effect on the financial statements in the event of non-compliance.
- iv. We acknowledge our responsibility for the design, implementation and maintenance of internal control to prevent and detect fraud.

- v. Significant assumptions used by us in making accounting estimates, including those measured at fair value, are reasonable. We are satisfied that the material judgements used in the preparation of the financial statements are soundly based, in accordance with the Code and adequately disclosed in the financial statements. There are no other material judgements that need to be disclosed.
- vi. Except as disclosed in the financial statements:
  - a. there are no unrecorded liabilities, actual or contingent
  - b. none of the assets of the Council has been assigned, pledged or mortgaged
  - c. there are no material prior year charges or credits, nor exceptional or non-recurring items requiring separate disclosure.
- vii. We confirm that we are satisfied that the actuarial assumptions underlying the valuation of pension scheme assets and liabilities for IAS19 Employee Benefits disclosures are consistent with our knowledge. We confirm that all settlements and curtailments have been identified and properly accounted for. We also confirm that all significant post-employment benefits have been identified and properly accounted for.
- viii. Related party relationships and transactions have been appropriately accounted for and disclosed in accordance with the requirements of International Financial Reporting Standards and the Code.
- ix. All events subsequent to the date of the financial statements and for which International Financial Reporting Standards and the Code require adjustment or disclosure have been adjusted or disclosed.
- x. We have considered the adjusted misstatements, and misclassification and disclosures changes schedules included in your Audit Findings Report. The Council financial statements have been amended for these misstatements, misclassifications and disclosure changes and are free of material misstatements, including omissions.
- xi. We have considered the unadjusted misstatements schedule included in your Audit Findings Report and attached within appendix I. We have not adjusted the financial statements for these misstatements brought to our attention as they are either immaterial to the results of the Council and its financial position at the year-end or for the reasons noted on the schedule.
- xii. The financial statements are free of material misstatements, including omissions.
- xiii. Actual or possible litigation and claims have been accounted for and disclosed in accordance with the requirements of International Financial Reporting Standards.
- xiv. We have no plans or intentions that may materially alter the carrying value or classification of assets and liabilities reflected in the financial statements.
- xv. We believe that the Council's financial statements should be prepared on a going concern basis on the grounds that current and future sources of funding or support will be more than adequate for the Council's needs. We believe that no further disclosures relating to the Council's ability to continue as a going concern need to be made in the financial statements.

**Information Provided**

- xvi. We have provided you with:
  - a. access to all information of which we are aware that is relevant to the preparation of the Council financial statements such as records, documentation and other matters;
  - b. additional information that you have requested from us for the purpose of your audit; and
  - c. unrestricted access to persons within the Council from whom you determined it necessary to obtain audit evidence.
- xvii. We have communicated to you all deficiencies in internal control of which management is aware.
- xviii. All transactions have been recorded in the accounting records and are reflected in the financial statements.
- xix. We have disclosed to you the results of our assessment of the risk that the financial statements may be materially misstated as a result of fraud.
- xx. We have disclosed to you all information in relation to fraud or suspected fraud that we are aware of and that affects the Council and involves:
  - a. management;
  - b. employees who have significant roles in internal control; or
  - c. others where the fraud could have a material effect on the financial statements.
- xxi. We have disclosed to you all information in relation to allegations of fraud, or suspected fraud, affecting the financial statements communicated by employees, former employees, analysts, regulators or others.
- xxii. We have disclosed to you all known instances of non-compliance or suspected non-compliance with laws and regulations whose effects should be considered when preparing financial statements.
- xxiii. We have disclosed to you the identity of the Council's related parties and all the related party relationships and transactions of which we are aware.
- xxiv. We have disclosed to you all known actual or possible litigation and claims whose effects should be considered when preparing the financial statements.

**Annual Governance Statement**

- xxv. We are satisfied that the Annual Governance Statement (AGS) fairly reflects the Council's risk assurance and governance framework and we confirm that we are not aware of any significant risks that are not disclosed within the AGS.

**Narrative Report**

xxvi. The disclosures within the Narrative Report fairly reflect our understanding of the Council's financial and operating performance over the period covered by the Council financial statements.

**Approval**

The approval of this letter of representation was minuted by the Council’s Audit and Governance Committee at its meeting on 9th December 2019.

Yours faithfully

Name.....

Position.....

Date.....

Name.....

Position.....

Date.....

**Signed on behalf of the Audit and Governance Committee**



## Appendix 1 – Unadjusted Misstatements Schedule

Detail	Comprehensive Income and Expenditure Statement £'000	Statement of Financial Position £' 000	Impact on total net expenditure £'000
1 Management's view is that the impact of the McCloud ruling is not material for Plymouth City Council and the financial statements will therefore not be adjusted.	No impact	Cr Net Pension Liability – £7,931	No impact
2 Impact of GMP Equalisation judgment – The Council has considered the impact of the GMP Equalisation judgment on the net pension liability. There is a potential overstatement of £1.875m of the net pension liability as a result of our own calculations and use of our own expert data.	No impact	DR Net Pension Liability -- £1,875 -	No impact- Management have decided not to adjust for this as this is an estimate, Management need to establish their own figure for this from experts and this will be part of the current triennial valuation.
3 The Council's financial statements included an accrued loan which has still not been received. In our view there was insufficient evidence to support the Council's assertion that this loan was sufficiently certain at 31 March 2019. This is a £5m value.	No impact	No overall impact as debtors and loans are both overstated by £5m	No impact
4 The Council has an investment of £23m in a Pooled Property Fund for Local Authorities managed by an independent Fund Manager, CCLA. The Council has treated this as an equity investment whereas our view is that this is not an equity investment as participating Local Authorities have the right to get their investment back from the Fund Manager. The difference in treatment impacts on the way unrealised losses need to be accounted for.	<p>There is no impact on the Comprehensive Income and Expenditure Statement or the Statement of Financial Position as there is a mandatory statutory override requiring local authorities to reverse out all unrealised fair value movements resulting from pooled investment funds to be effective from financial year commencing 1 April 2018 for five years.</p> <p>There is only an effect on the disclosures within the Council's financial instruments. Grant Thornton UK LLP strongly recommend that this is corrected and applied correctly in subsequent year's accounts as the statutory override is only applicable for 5 years and will not be available by MHCLG after that and this will have an impact upon the net income and expenditure of the Council.</p>		
5 The Council have used capital receipts of £1m to repay, however the entries within the accounts are incorrect . This does not have a material impact upon the net worth of the authority.	-1000 1000 Capital Adjustment Account	Cr Usable Capital Receipts DR Capital Adjustment Account	No overall impact
<b>Overall impact</b>	<b>£0</b>	<b>£6056</b>	<b>£0</b>

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# The Audit Findings for Plymouth City Council

This version of the report is a draft. Its contents and subject matter remain under review and its contents may change and be expanded as part of the finalisation of the report.

Year ended 31 March 2019

05 December 2019



Contents



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- 4. Independence and ethics

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- B. Action plan
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The contents of this report relate only to those matters which came to our attention during the conduct of our normal audit procedures which are designed for the purpose of expressing our opinion on the financial statements. Our audit is not designed to test all internal controls or identify all areas of control weakness. However, where, as part of our testing, we identify control weaknesses, we will report these to you. In consequence, our work cannot be relied upon to disclose all defalcations or other irregularities, or to include all possible improvements in internal control that a more extensive special examination might identify. This report has been prepared solely for your benefit and should not be quoted in whole or in part without our prior written consent. We do not accept any responsibility for any loss occasioned to any third party acting, or refraining from acting on the basis of the content of this report, as this report was not prepared for, nor intended for, any other purpose.

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# Headlines

This table summarises the key findings and other matters arising from the statutory audit of Plymouth City Council ('the Council') and the preparation of the Council's financial statements for the year ended 31 March 2019 for those charged with governance.

This report provides a further update following the last two Audit Finding Reports which were presented to the Council's Audit and Governance Committee on 22<sup>nd</sup> July 2019 and the 23<sup>rd</sup> September 2019. We will provide members of the Council's Audit and Governance Committee with a verbal update as well when we present this report to the Audit and Governance Committee on December 9<sup>th</sup> 219. The Accounts and Audit Regulations 2015 require Local Authorities to publish their financial statements by 31 July each year, irrespective of whether the audit has been completed. The Council complied with this date and published the accounts.

**Financial Statements**

Under International Standards of Audit (UK) (ISAs) and the National Audit Office (NAO) Code of Audit Practice ('the Code'), we are required to report whether, in our opinion, the Council's financial statements:

- give a true and fair view of the financial position of the [group and] Council and [the group and Council's/its] income and expenditure for the year; and
- have been properly prepared in accordance with the CIPFA/LASAAC code of practice on local authority accounting and prepared in accordance with the Local Audit and Accountability Act 2014.

We are also required to report whether other information published together with the audited financial statements (including the Annual Governance Statement (AGS), Narrative Report and Pension Fund Financial Statements), is materially inconsistent with the financial statements or our knowledge obtained in the audit or otherwise appears to be materially misstated.

Our audit work was undertaken on site from late June through to December 2019. Initially, there were delays to the completion of our audit work as a result of our own resourcing issues. As the audit has progressed, we have identified a number of errors within the accounts that have required adjustments by management. The area where this has occurred the most is in capital, the valuation of property plant and equipment (PPE) and the detailed disclosure notes required for Financial Instruments. Our work on the valuation of PPE has identified a prior period adjustment (PPA) which management have included in the revised version of the financial statements.

Our findings to date are summarised on pages 5 to 15.

We have identified seven adjustments to the Statement of Financial Position – one is a PPA as a result of the need to process the valuation of the Energy to Waste Plant for 2017/18, misclassification of investment properties which should have been recorded in other land and buildings and an error in the accounting for capital grants. The amendments made in 2017/18 and 2018/19 has increased the net worth of the Authority by £5.931m. Unusable reserves have also increased by the same amount. There have been six changes to the Council's Comprehensive Income and Expenditure Statement which has resulted in an increase in the surplus/ financial outturn of the Council by £8.77m for 2017/18.

We have also identified a possible material upward valuation regarding those assets revalued on a depreciated Replacement Cost basis for those assets that have not been valued prior to 2017. We believe that the upward valuation will be circa £29m and the Council's valuer is currently reviewing this and applying the necessary indices to arrive at an accurate figure. Once this has been determined the Council will make the necessary adjustments in the accounts.

Audit adjustments to date are detailed in Appendix B. We have also raised recommendations for management as a result of our audit work in Appendix A. Your previous External Auditors did not make any recommendations in 2017/18 and so no follow-up work was required.

Our work is in its finalisation stages. We have listed below the items that will need to be completed prior to the audit opinion being issued. We will also require specific representation from management and the Audit and Governance Committee for those items that have not been adjusted. These will be included in the Letter of Representation which will be shared and discussed at the Audit and Governance meeting on 9<sup>th</sup> December 2019.

The key matters in progress as at 3<sup>rd</sup> December 2019 are:

- Completion of our work on the valuation of Property Plant and Equipment
- Review and testing of the revised financial instruments disclosure notes
- Review of the amended accounts and disclosure notes
- Receipt of management representation letter
- Review of the final set of financial statements, including the Annual Governance
- Review of Post Balance Sheet Events
- Our own internal quality checks.

# Headlines

## Value for Money arrangements

Under the National Audit Office (NAO) Code of Audit Practice ('the Code'), we are required to report if, in our opinion, the Council has made proper arrangements to secure economy, efficiency and effectiveness in its use of resources ('the value for money (VFM) conclusion').

We have completed our risk based review of the Council's value for money arrangements. This covered the risk we identified in our original risk assessment (covering the Council's medium term financial strategy) as well as the new risk identified regarding the Council's investment in properties outside Plymouth.

We concluded that Plymouth City Council has proper arrangements to secure economy, efficiency and effectiveness in its use of resources. This outcome follows a national Grant Thornton panel which reviewed further information provided by the Council and is a better outcome than reported in the previous audit findings report of 22<sup>nd</sup> July 2019 which reported a p[ossible qualification on an expect for basis subject to further work and Panel review.

However, the Council's financial outlook is extremely challenging and active management will be required to safeguard the Council's financial standing with less focus upon the use of reserves going forward.

Our findings are summarised on pages 18 to 22.

## Statutory duties

The Local Audit and Accountability Act 2014 ('the Act') also requires us to:

- report to you if we have applied any of the additional powers and duties ascribed to us under the Act; and
- certify the closure of the audit.

We have not exercised any of our additional statutory powers or duties.

We will not be able to certify the completion of the audit when we give our audit opinion because we still need to complete our work on the Whole of Government Accounts (WGA) consolidation pack under WGA group audit instructions.

## Acknowledgments

We would like to take this opportunity to record our appreciation for the assistance provided by the finance team and other staff during our audit. The audit work has been detailed and the council do have a number of complex transactions which have required further audit challenge and testing. Management have been responsive to our audit queries throughout the past few months and continue to work with us as an audit team to amend and review the accounts in order to satisfactorily conclude our audit work.

# Summary

## Overview of the scope of our audit

This Audit Findings Report presents the observations arising from the audit that are significant to the responsibility of those charged with governance to oversee the financial reporting process, as required by International Standard on Auditing (UK) 260 and the Code of Audit Practice ('the Code'). Its contents have been discussed with management.

As auditor we are responsible for performing the audit, in accordance with International Standards on Auditing (UK) and the Code, which is directed towards forming and expressing an opinion on the financial statements that have been prepared by management with the oversight of those charged with governance. The audit of the financial statements does not relieve management or those charged with governance of their responsibilities for the preparation of the financial statements.

## Audit approach

Our audit approach was based on a thorough understanding of the Council's business and is risk based, and in particular included:

- An evaluation of the Council's internal controls environment, including its IT systems and controls;
- Substantive testing on significant transactions and material account balances, including the procedures outlined in this report in relation to the key audit risks.

We have not had to alter or change our audit plan, as communicated to you on 11 March 2019, except as follows:

- an additional VFM Conclusion risk identified during our fieldwork regarding the Council's acquisition of investment properties outside Plymouth (see page 21)
- a revision to our revenue risk rebuttal (see page 6)
- we have had to undertake detailed, further work, in relation to the recent McCloud high court ruling which has an impact upon the Pension fund liability (see page 10)

As a result of the errors found, we have also had to undertake enhanced audit testing and procedures regarding the valuation of PPE, capital financing disclosure notes, capital grants received, financial instruments, and the prior period adjustment for Other Land and buildings.

We undertook additional work on the Council's opening balances, recognising that Plymouth City Council is a new audit for Grant Thornton.

## Conclusion

Subject to satisfactory clearance of all outstanding items and work on your financial statements, we anticipate issuing an unqualified audit opinion as detailed in Appendix D. The main outstanding items are summarised on page 3 of this report.

## Our approach to materiality

The concept of materiality is fundamental to the preparation of the financial statements and the audit process and applies not only to the monetary misstatements but also to disclosure requirements and adherence to acceptable accounting practice and applicable law.

Materiality calculations remain the same as reported in our audit plan, although we have no longer applied a separate level of materiality for senior officer remuneration. This was because senior officer remuneration is not complex and is therefore not subject to the potential for error.

	Amount (£)	Comments
Materiality for the financial statements	£9.775m	This was 1.7% of the prior year gross expenditure. We used this for planning stage and the year on year consistency of the Council's expenditure meant that this continued to be relevant.
Performance materiality	£7.331m	This is 75% of the materiality of the financial statements as a whole.
Trivial matters	£0.489m	This is 5% of the materiality of the financial statements as a whole.

# Significant findings – audit risks

Risks identified in our Audit Plan		Commentary
1	<b>Improper revenue recognition</b>	<b>Auditor commentary</b>  Having considered the risk factors set out in ISA240 and the nature of the revenue streams at the Authority, we have determined that the risk of fraud arising from revenue recognition for the majority of sources can be rebutted, because: <ul style="list-style-type: none"><li>• there is little incentive to manipulate revenue recognition</li><li>• opportunities to manipulate revenue recognition are very limited</li><li>• the culture and ethical frameworks of local authorities, including Plymouth City Council, mean that all forms of fraud are seen as unacceptable.</li></ul> We therefore do not consider this to be a significant risk for Plymouth City Council. However, based on the findings of your previous External Auditors we did not rebut this risk for Government grants and other contributions and we therefore planned to undertake additional work in this area. An error was identified on the accounting for the Better Care Fund. Although this is a capital grant, there is a weakness in controls over the expenditure that has to be offset in relation to Government grants. The error also relates to how this was accounted for in 2017/18. The impact of this error is to reduce the capital grants receipts in advance by £4.29m. We have made a specific recommendation to management regarding this issue and this is detailed in Appendix B.
	<b>Management override of controls</b>	<b>Auditor commentary</b>  We have: <ul style="list-style-type: none"><li>• evaluated the design effectiveness of management controls over journals</li><li>• analysed the journals listing and determined the criteria for selecting high risk unusual journals</li><li>• agreed the journals selected to supporting backing information to assess the reasonableness of journals</li></ul> As part of our audit completion we will: <ul style="list-style-type: none"><li>• gain an understanding of the accounting estimates and critical judgements applied made by management and consider their reasonableness with regard to corroborative evidence</li><li>• evaluate the rationale for any changes in accounting policies, estimates or significant unusual transactions.</li></ul> There are no significant issues that we would wish to bring to attention of the Audit and Governance Committee..



# Significant findings – audit risks

Risks identified in our Audit Plan	Commentary
<div>3</div> <div><b>Valuation of land and buildings</b><p>The Authority revalues its land and buildings on a rolling five-yearly basis. This valuation represents a significant estimate by management in the financial statements due to the size of the numbers involved (£728 million at 31 March 2018) and the sensitivity of this estimate to changes in key assumptions. Additionally, management will need to ensure the carrying value in the Authority's financial statements is not materially different from the current value or the fair value (for surplus assets) at the financial statements date, where a rolling programme is used.</p><p>We therefore identified valuation of land and buildings, particularly revaluations and impairments, as a significant risk, which was one of the most significant assessed risks of material misstatement.</p></div>	<div><b>Auditor commentary</b><p>The Council uses its own internal valuer for the majority of its land and buildings, with the exception of two assets where Plymouth City Council has a share of an asset with one or more other Local Authorities as follows:</p><ul style="list-style-type: none"><li>• Devonport Energy from Waste Plant – joint with Torbay Council and Devon County Council – valuation provided by valuers appointed by Devon County Council</li><li>• Tamar Bridge – joint with Cornwall Council – valuation provided by valuers appointed by Cornwall Council and Engineers</li></ul><p>We have:</p><ul style="list-style-type: none"><li>• evaluated management's processes and assumptions for the calculation of the estimate, the instructions issued to valuation experts and the scope of their work</li><li>• evaluated the competence, capabilities and objectivity of the valuation expert</li><li>• written to the three valuers to confirm the basis on which the valuations were carried out</li><li>• challenged the information and assumptions used by the valuers to assess completeness and consistency with our understanding</li><li>• tested revaluations made during the year to see if they had been input correctly into the Council's asset register</li><li>• evaluated the assumptions made by management for those assets not revalued during the year and how management has satisfied themselves that these are not materially different to current value at year end.</li></ul><p>We found that the Devonport Energy from Waste plant was revalued in the year by Devon County Council's valuers, although this revaluation, and the previous revaluation, were not reflected in the Council's fixed asset register and hence its financial statements. An net adjustment of £15.593mm to the PPE balance has been made on the balance sheet by management. This required a PPA being processed in the revised financial statements. See Appendix B for details</p><p>The Tamar Bridge was due to be revalued on 1 April 2019. We have noted that this valuation has yet to be completed. We have therefore challenged this valuation given that the Bridge had not been revalued for 4 years. We have written to AECOM as Cornwall Councils management expert to confirm the assumptions underpinning the valuation as well as their qualifications. We have further employed our own internal valuer to asses the basis of the valuation and the calculation provided by AECOM. Following this work our valuer has concluded that the bridge is materially correct and this has been supported by our own internal review. Our valuer has concluded that the base value of the bridge, according to AECOM experts is £107m. In addition to this £7m has been spent in additions to the Bridge in year. Providing an estimated value of £114m. The Council carries 50% of the asset value. The bridge is currently in the balance sheet at a value of £60m – i.e. £120m in total. This therefore gives rise to estimation uncertainty for Plymouth of £3m. We are reporting this to those charged with governance as it is above our trivial level. In addition our expert concluded that the basis on which the asset is valued is not DRC, which is what the Council disclose as the valuation basis. We recommend that as part of the valuation process the basis of valuation be reconsidered by the Council in conjunction with the specialist engineers –AECOM and that specialist valuers are used to undertake the valuation of the bridge going forward</p></div>

# Significant findings – audit risks

Risks identified in our Audit Plan	Commentary
<div data-bbox="62 292 91 339">3</div> <div data-bbox="129 292 517 323"><b>Valuation of land and buildings</b></div> <p data-bbox="129 323 750 802">The Authority revalues its land and buildings on a rolling five-yearly basis. This valuation represents a significant estimate by management in the financial statements due to the size of the numbers involved (£728 million at 31 March 2018) and the sensitivity of this estimate to changes in key assumptions. Additionally, management will need to ensure the carrying value in the Authority’s financial statements is not materially different from the current value or the fair value (for surplus assets) at the financial statements date, where a rolling programme is used.</p> <p data-bbox="129 675 750 802">We therefore identified valuation of land and buildings, particularly revaluations and impairments, as a significant risk, which was one of the most significant assessed risks of material misstatement.</p>	<div data-bbox="768 292 1021 323"><b>Auditor commentary</b></div> <p data-bbox="768 323 2150 459">As part of our audit work, we identified some assets that had not been valued over the course of the last five years as required by the Code. These assets had nil values attributed to them which we found to be correct. We have recommended that management review the timing and frequency of all assets, especially other land and buildings given that there is a large quantity and value of assets not valued in year, each year.</p> <p data-bbox="768 467 2150 627">Investment properties are not valued as at the Balance sheet date but rather on 1 January each year. Whilst the Council do value investment properties annually, as directed by the Code, the Council will need to request that either the valuer changes the valuation date to 31<sup>st</sup> March each year- ie the Balance Sheet date, or undertakes a detailed fair value review at year end to identify any properties that may have changed significantly in value and undertake appropriate valuation techniques in relation to these.</p> <p data-bbox="768 635 2150 730">Our review of the valuation process and results identified 2 properties that had previously been incorrectly classified as investment properties when they should have been classified as other land and buildings The total value was £1.6m. This has been amended as part of the prior period adjustment for other land and buildings as detailed in Appendix B.</p> <p data-bbox="768 738 2150 802">Our audit work reviewed those assets that had not been revalued between 2014/15 and 2017/18 as these are the assets that are most likely to see possible material changes over the course of the 5 year rolling programme valuation period.</p> <p data-bbox="768 810 2150 970">Our work highlighted that those assets that are currently valued on a Depreciated Replacement Cost basis (DRC) are likely to have had a material increase in their valuations. We discussed this matter with the finance team and the valuation/ property team. The Council’s valuer is currently applying the appropriate local indices to all categories of assets in this exercise to determine a fair value. The Council will amend the accounts according these figures have been determined.</p> <p data-bbox="768 978 2150 1074">The Code states that a full valuation in this instance is preferable, however, as auditors, we would want to determine if the accounts present a true and fair view and are materially accurate. We accept the proposal by the Council to uplift the valuations using appropriate industry and local factors and note that this is a deviation from the Code.</p> <p data-bbox="768 1082 2150 1187">We have made specific recommendations regarding the frequency of the valuation of other land and buildings in our Action Plan which can be found in Appendix A and management have agreed to increase the amount of assets that are valued each year from 2019/20.</p>

# Significant findings – audit risks

Risks identified in our Audit Plan	Commentary
<div>4</div> <div><b>Valuation of pension fund net liability</b> The Authority's pension fund net liability, as reflected in its balance sheet as the net defined benefit liability, represents a significant estimate in the financial statements.  The pension fund net liability is considered a significant estimate due to the size of the numbers involved (£562 million in the Authority's balance sheet) at 31 March 2018) and the sensitivity of the estimate to changes in key assumptions.  We therefore identified valuation of the Authority's pension fund net liability as a significant risk, which was one of the most significant assessed risks of material misstatement.</div>	<div><b>Auditor commentary</b> We have:<ul style="list-style-type: none"><li>• updated our understanding of the processes and controls put in place by management to ensure that the Authority's pension fund net liability is not materially misstated and evaluate the design of the associated controls</li><li>• evaluated the instructions issued by management to their management expert (an actuary) for this estimate and the scope of the actuary's work</li><li>• assessed the competence, capabilities and objectivity of the actuary who carried out the Authority's pension fund valuation;</li><li>• assessed the accuracy and completeness of the information provided by the Authority to the actuary to estimate the liability</li><li>• tested the consistency of the pension fund asset and liability and disclosures in the notes to the core financial statements with the actuarial report from the actuary</li><li>• undertaken procedures to confirm the reasonableness of the actuarial assumptions made by reviewing the report of the consulting actuary (as auditor's expert) and performed any additional procedures suggested within the report</li><li>• obtained assurances from the auditor of Devon Pension Fund as to the controls surrounding the validity and accuracy of membership data; contributions data and benefits data sent to the actuary by the pension fund and the fund assets valuation in the pension fund financial statements.</li></ul> Our audit work has not identified any issues in respect of the valuation of the pension fund net liability. Please also see page 13 for a further commentary on our work on this estimate.</div>

# Significant findings – audit risks


Risks identified in our Audit Plan	Commentary
<div data-bbox="73 323 107 355">5</div> <div data-bbox="145 316 743 347"><b>Proposal to reduce the pension fund net liability</b></div> <div data-bbox="145 379 851 563"><p>In our Audit plan presented on 11 March 2019, we included a specific risk in relation to the plans that the Council were discussing to repay the entire pension fund liability for the Council. As this is a highly unusual transaction this was included in the plan to ensure focus upon the arrangements being put in place to undertake the transaction.</p><p>The Authority is considering options that could reduce the pension fund net liability, although any payment is not expected to occur until after the financial year end.</p><p>This type of transaction is material, complex and unusual and has therefore been assessed as a significant risk.</p></div>	<div data-bbox="871 316 1126 347"><b>Auditor commentary</b></div> <div data-bbox="871 359 2161 478"><p>We understand that this transaction has now taken place and has to be recorded in the accounts as a Post Balance Sheet Event. However, as this transaction relates to 2019/20 our work will be ongoing on this for the audit of that year. There is no impact on the Council’s financial statements for 201819 as an in-year transaction.</p></div> <div data-bbox="871 494 1411 526"><p>As part of our own work on this in 2018/19 we :</p></div> <div data-bbox="871 539 2161 758"><ul style="list-style-type: none"><li>• appointed our own independent legal advisors to provide us with advice in this complex area</li><li>• discussed with management the arrangements the Council has in place to assess whether it considers the proposed transaction to reduce the pension fund net liability to be financially sound and value for money</li><li>• discussed with management the due diligence undertaken by the Authority</li><li>• assessed the action taken by the Authority to ensure the transaction’s legality, supplementing this with our own independent legal advice where appropriate</li></ul></div> <div data-bbox="871 770 2161 861"><p>We made specific recommendations to management and the Audit and Governance Committee in our two previous Audit Findings Reports to state that should the Council consider that this option is still worth pursuing further, the following recommendations should be adhered to:</p></div> <div data-bbox="871 874 2161 1321"><ul style="list-style-type: none"><li>• obtain independent actuarial advice regarding the estimated pension liability amount</li><li>• obtain independent financial advice from financial advisers regarding the available options to the Council and consideration of all business case options including value for money</li><li>• obtain independent legal advice as to the legality of the transaction including borrowing from PWLB to transact the payment of the pension fund liability and using a company to pass monies through</li><li>• obtain independent due diligence on any companies or company structures that may be used to transact the payment – paying particular attention to any complexities and risks associated with the Financial Conduct Authority regulations</li><li>• obtain independent accounting advice</li><li>• Review the business case and re present to Members; and</li><li>• ensure that detailed due diligence, business cases, financial information and decision making papers are reviewed and discussed at Member level on an ongoing basis.</li></ul></div> <div data-bbox="871 1334 1993 1364"><p>We will review the transaction and associated arrangements as part of our audit work for 2019/20.</p></div>

## Significant findings - other issues

This section provides commentary on new issues and risks which were identified during the course of the audit that were not previously communicated in the Audit Plan and a summary of any significant control deficiencies identified during the year.

Issue	Commentary	Auditor view
<p><b>1 Potential impact of the McCloud judgement</b></p> <p>The Court of Appeal has ruled that there was age discrimination in the judges and firefighters pension schemes where transitional protections were given to scheme members.</p> <p>The Government applied to the Supreme Court for permission to appeal this ruling, but this permission to appeal was unsuccessful.</p> <p>The legal ruling around age discrimination (McCloud - Court of Appeal) has implications not just for pension funds, but also for other pension schemes where they have implemented transitional arrangements on changing benefits.</p> <p>This also has implications for the GMP equalisation of pay review and this has been commented upon on page 22.</p>	<p>The Council requested an estimate from its actuary of the potential impact of the McCloud ruling. The actuary's estimate was of a possible increase in pension liabilities of £7.931m, and an increase in service costs for the 2019/20 year of £645k.</p> <p>Management's view is that the impact of the ruling is not material for Plymouth City Council and the financial statements will therefore not be adjusted.</p>	<p>We have completed an overview of the analysis performed by the actuary and, based on this, consider that the approach that has been taken to arrive at this estimate is reasonable.</p> <p>We are of the view that there is sufficient evidence to indicate that a liability is probable and that this should be included in the pension liability value of the Council on the Balance Sheet..</p> <p>The Council have decided not to amend for this increase in pension liability. Specific representation has therefore been added to the Letter of Representation to include this matter.</p>
<p><b>2 IT General Controls</b></p>	<p>Our specialist IT auditors undertook a review of the Council's IT general controls.</p>	<p>No significant deficiencies (where there is a risk of significant misstatement) were identified and we therefore did not need to amend our audit approach. A small number of recommendations were made and the Council has agreed these.</p> <p>Although there are no issues we wish to draw to the Audit and Governance Committee's attention within this report, our IT findings were a separate agenda item at the Audit and Governance Committee meeting on 22 July 2019.</p>

# Significant findings – key judgements and estimates

	Summary of management’s policy	Audit Comments	Assessment based on work to date
Land and Buildings – Other - £494m	<p>Other land and buildings comprises £375m of specialised assets such as schools and libraries, which are required to be valued at depreciated replacement cost (DRC) at year end, reflecting the cost of a modern equivalent asset necessary to deliver the same service provision. The remainder of other land and buildings (£119m) are not specialised in nature and are required to be valued at existing use in value (EUV) at year end. The Tamar Bridge is valued separately.</p> <p>The Council has engaged its own internal valuers for the majority of assets, using the valuers of Cornwall Council and Devon County Council to provide other valuations as detailed on page 7.</p> <p>Plymouth City Council’s valuers complete the valuation of properties as at 31 March 2019 on a five yearly cyclical basis. 52% of total assets were revalued during 2018/19. The valuation of properties valued by the valuer has resulted in a net increase of £22m. Management’s assessment of assets not revalued has identified no material change to the values.</p>	<p>Please also see the findings on page 7 regarding the valuation of land and buildings.</p> <p>As part of our work in this area we have:</p> <ul style="list-style-type: none"><li>• assessed management’s expert</li><li>• reviewed the Council’s arrangements for the completeness and accuracy of the underlying information used to determine the estimate</li><li>• challenged the information and assumptions used by the valuers to assess completeness and consistency with our understanding</li><li>• tested revaluations made during the year to see if they had been input correctly into the Council’s asset register</li><li>• evaluated the assumptions made by management for those assets not revalued during the year and how management has satisfied themselves that these are not materially different to current value at year end</li><li>• Challenged the assumptions made by the valuer for all assets not valued in year and the valuation dates for investment properties.</li><li>• Reviewed those assets that had not been valued since 2017 – in particular those assets that are valued on a Depreciated Replacement Cost (DRC) basis and identified a possible material upward valuation movement which the Council’s valuer is currently reviewing to determine the amendment that needs to be processed.</li></ul> <p>We recommend, that a detailed technical revaluation of the Tamar Bridge takes place in 2019 20 by a specialist or expert. We also recommend that management enhance the estimation uncertainty disclosure to ensure the bridge’s current estimated value and the basis that this has been arrived at is clear to the reader.</p>	<div></div> <p>Amber</p>

**Assessment**

● We disagree with the estimation process or judgements that underpin the estimate and consider the estimate to be potentially materially misstated (Red)

● We consider the estimate is unlikely to be materially misstated however management’s estimation process contains assumptions we consider optimistic (Amber)

● We consider the estimate is unlikely to be materially misstated however management’s estimation process contains assumptions we consider cautious (Yellow)

● We consider management’s process is appropriate and key assumptions are neither optimistic or cautious (Green)

# Significant findings – key judgements and estimates

	Summary of management’s policy	Audit Comments	Assessment based on work to date																								
<b>Net pension liability – £541m</b>	<p>The Council’s net pension liability at 31 March 2019 is £541m (PY £562m) the majority of which relates to the Devon Pension Fund, with a non-material amount relating to the Tamar Bridge and Torpoint Ferry Joint Committee.</p> <p>The Council uses Barnett Waddingham to provide actuarial valuations of the Council’s assets and liabilities derived from the Devon Pension Fund. A full actuarial valuation is required every three years. The latest full actuarial valuation was completed in 2016. A roll forward approach is used in intervening periods, which utilises key assumptions such as life expectancy, discount rates, salary growth and investment returns. Given the significant value of the net pension fund liability, small changes in assumptions can result in significant valuation movements. There was a £57m net actuarial gain during 2018/19.</p>	<p>Please also see the findings on page 8 regarding the valuation of the net pension liability.</p> <p>As part of our work in this area we have:</p> <ul style="list-style-type: none"><li>Assessed management’s expert</li><li>Used our auditor’s expert (PwC) to assess the actuary and the assumptions made by the actuary. The key assumptions underpinning the actuarial valuation are:</li></ul> <table><tr><th>Assumption</th><th>Actuary Value</th><th>PwC range</th><th>Assessment</th></tr><tr><td>Discount rate</td><td>2.4%</td><td>2.35% to 2.45%</td><td><div>●</div>Green</td></tr><tr><td>Pension increase rate</td><td>2.4%</td><td>2.4% to 2.45%</td><td><div>●</div>Green</td></tr><tr><td>Salary growth</td><td>3.9%</td><td>3.1% to 4.35%</td><td><div>●</div>Green</td></tr><tr><td>Life expectancy – Males currently aged 45 / 65</td><td>22.4 years &amp; 24.1 years</td><td>22.2 to 25.0 years</td><td><div>●</div>Green</td></tr><tr><td>Life expectancy – Females currently aged 45 / 65</td><td>24.4 years&amp; 26.2 years</td><td>25.0 to 26.6 years</td><td><div>●</div>Green</td></tr></table>	Assumption	Actuary Value	PwC range	Assessment	Discount rate	2.4%	2.35% to 2.45%	<div>●</div> Green	Pension increase rate	2.4%	2.4% to 2.45%	<div>●</div> Green	Salary growth	3.9%	3.1% to 4.35%	<div>●</div> Green	Life expectancy – Males currently aged 45 / 65	22.4 years & 24.1 years	22.2 to 25.0 years	<div>●</div> Green	Life expectancy – Females currently aged 45 / 65	24.4 years& 26.2 years	25.0 to 26.6 years	<div>●</div> Green	<div>●</div> <b>Green</b>
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		<p>We have also:</p> <ul style="list-style-type: none"><li>undertaken procedures to confirm the reasonableness of the actuarial assumptions made by reviewing the report of the consulting actuary (as auditor’s expert) and performed any additional procedures suggested within the report</li><li>obtained assurances from the auditor of Devon Pension Fund as to the controls surrounding the validity and accuracy of membership data; contributions data and benefits data sent to the actuary by the pension fund and the fund assets valuation in the pension fund financial statements.</li></ul>																									

**Assessment**

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● We consider management’s process is appropriate and key assumptions are neither optimistic or cautious (Green)



# Significant findings – matters discussed with management

Significant matter	Commentary	Auditor view
1 Capital Financing and Expenditure	<p>The CIPFA code of practice on Local authority accounting in the United Kingdom 2018/19 (S4.1.A.3) states that “The financial statements shall disclose a summary of capital expenditure during the reporting period, including assets acquired under finance leases, analysed for each category of fixed assets, together with the sources of finance and the Capital Financing Requirement.” (CFR)</p> <p>Note 31 sets out the calculation for the Council, our review of the Council’s reporting identified a number of issues with the note: These are detailed as part of Appendix X Adjusted misstatements. In particular the following items were discussed with management:</p> <ul style="list-style-type: none"><li>• The decision to use £1,000k of capital receipts to repay debt has reduced the total repayment of debt to the General Fund by £1,000k. This use of receipts has been challenged by the Ministry of Housing, Communities and Local Government (MHCLG). Currently, the MHCLG is not taking further action but will review the prudential code. Future use of receipts in this way may be prevented. The Council’s current usable capital receipts reserve is £15.2m (2019 £18.2m).</li><li>• Recognition of the Regional Investment Funding (RIF) loan liability had been identified as a prior year adjustment in the Movement in Reserves Statement (MiRS), when it should be shown as an in year movement as part of note 10 to the accounts. This also needed to be recognised as an increase in the CFR in note 31.</li></ul> <p>None of the amendments impact on the Council’s general Fund balance</p> <p>The CFR should reconcile to the capital balances on the Council’s balance sheet. The Council has reconciled it’s CFR. The draft accounts already recognised an historical error of £45.281m in the treatment of capital grants unapplied. As part of the reconciliation process the Council has identified further errors of £0.271m of unapplied capital grants and £6,028m relating to the initial recognition of donated assets.</p>	<p>Adjustments have been identified to note 31, these are set out in Appendix B adjusted mis-statements.</p> <p>The CFR has been reconciled to the Balance sheet, there remains a trivial unreconciled amount of ).382m.</p> <p>Officers have agreed to change the reporting of the RIF loan liability to show as an in-year movement.</p> <p><b>Recommendations</b></p> <p>The capital accounting entries need to be updated to accord with statutory directions.</p> <p>The Council’s CFR should be reconciled annually to give assurance that capital adjustments are correctly reflected in the accounts.</p> <p><b>Management response</b></p> <p>The Council will undertake a review of the capital adjustments in the accounts and will ensure that the CFR is fully reconciled to the Council’s balance sheet.</p>



# Significant findings - Going concern

## Our responsibility

As auditors, we are required to “obtain sufficient appropriate audit evidence about the appropriateness of management’s use of the going concern assumption in the preparation and presentation of the financial statements and to conclude whether there is a material uncertainty about the entity’s ability to continue as a going concern” (ISA (UK) 570).

## Going concern commentary

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### Management’s assessment process

Management have advised us that they have prepared the financial statements on a going concern basis, although this has not been referred to in the Council’s financial statements.

Management’s view is that the concept of a going concern assumes that an authority, its functions and services will continue in operational existence for the foreseeable future as an authority can only be discontinued under statutory prescription. Although Central Government funding is being cut significantly, management is of the view that this will have no effect on Plymouth City Council as a going concern. We have requested that management provide a detailed assessment of going concern in light of future funding information and the budget for 201920. This assessment should cover the 12 months from the opinion date which is likely to be from September 2019.

### Work performed

We discussed the going concern principle with management and asked them to provide an assessment of the application of this principle and to assess what disclosures should be included in its financial statements. Management referred us to the budget for 2019/20 and the Council’s medium term financial plan which we reviewed as part of our work on the Council’s VFM conclusion – see page 18 of this report.

### Concluding comments

CIPFA’s code of practice on local authority accounting for 2018/19 is clear that an authority’s financial statements shall be prepared on a going concern basis; that is, the accounts should be prepared on the assumption that the functions of the authority will continue in operational existence for the foreseeable future. The issue is simply one around the disclosure within the Council’s financial statements.

Our discussions with management, supplemented by our VFM conclusion work has given us sufficient assurance that the disclosures within the Council’s financial statements are adequate. In reaching this decision we took into account the level of the Council’s reserves and the savings that will be required in order to deliver a balanced budget in 2019/20 and 2020/21.

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# Other communication requirements

We set out below details of other matters which we, as auditors, are required by auditing standards and the Code to communicate to those charged with governance.

	Issue	Commentary
1	Matters in relation to fraud	We have previously discussed the risk of fraud with the Audit and Governance Committee. We have not been made aware of any other incidents in the period and no other issues have been identified during the course of our audit procedures.
2	Matters in relation to related parties	Based on the work completed to date, we are not aware of any related parties or related party transactions which have not been disclosed.
3	Matters in relation to laws and regulations	You have not made us aware of any significant incidences of non-compliance with relevant laws and regulations and we have not identified any incidences from our audit work to date.
4	Written representations	A letter of representation will requested from the Council on the completion of our audit.
5	Confirmation requests from third parties	We requested from management permission to send confirmation requests to the Council’s bankers and other organisations with which the Council has investments and loans. This permission was granted and the requests were sent.  Not all have yet been returned with positive confirmation and these have been chased up. We will complete alternative audit procedures if satisfactory responses are not forthcoming.
6	Disclosures	A significant amount of changes have taken place to ensure that the disclosures are compliant with the CIPFA code, particularly regarding Financial Instruments. .
7	Audit evidence and explanations/significant difficulties/other financial reporting issues	All information and explanations requested from management to date has been provided.  The Council provided us with a group accounts assessment during our audit. Whilst we concur with the Council’s view that group accounts are not required in 2018/19, this assessment needs to be undertaken before the Council prepares its financial statements each year. Looking ahead to 2019/20, the Council may find it beneficial to prepare group accounts for that year on a quantitative basis.

# Other responsibilities under the Code

Issue	Commentary
1 Other information	<p>We are required to give an opinion on whether the other information published together with the audited financial statements (including the Annual Governance Statement and Narrative Report), is materially inconsistent with the financial statements or our knowledge obtained in the audit or otherwise appears to be materially misstated.</p> <p>There are no issues we wish to draw to your attention.</p>
2 Matters on which we report by exception	<p>We are required to report on a number of matters by exception in a numbers of areas:</p> <ul style="list-style-type: none"><li>• If the Annual Governance Statement does not meet the disclosure requirements set out in the CIPFA/SOLACE guidance or is misleading or inconsistent with the other information of which we are aware from our audit</li><li>• If we have applied any of our statutory powers or duties</li></ul> <p>In our view, the Council's Annual Governance Statement could be improved by:</p> <ul style="list-style-type: none"><li>- explicitly referring to the conclusion provided in the Head of Internal Audit opinion</li><li>- ensuring that the action plan only covers governance issues for the Council and not wider risks e.g. Brexit.</li></ul> <p>We have not applied any of our statutory powers or duties.</p>
3 Specified procedures for Whole of Government Accounts	<p>We are required to carry out specified procedures (on behalf of the NAO) on the Whole of Government Accounts (WGA) consolidation pack under WGA group audit instructions.</p> <p>As the Council exceeds the specified group reporting threshold of £500m for Income and Expenditure we examine and report on the consistency of the WGA consolidation pack with the Council's audited financial statements.</p> <p>We have commenced our work on the WGA consolidation pack but this cannot be concluded until our audit of your financial statements has been completed.</p>
4 Certification of the closure of the audit	<p>We are unable to certify the closure of the 2018/19 audit of Plymouth City Council in the audit opinion, as detailed in Appendix D, until our work on the Whole of Government Accounts (WGA) consolidation pack has been completed.</p>

# Value for Money

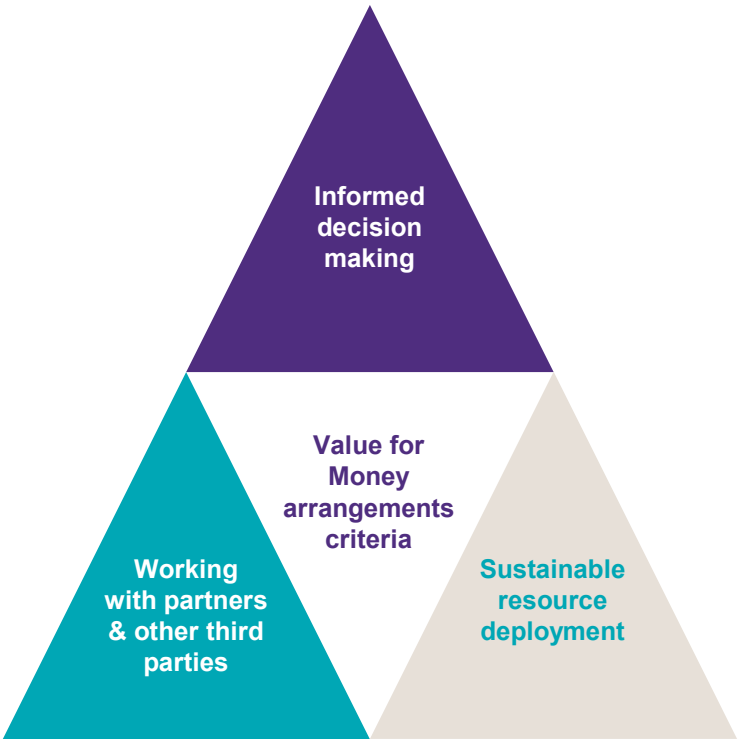
## Background to our VFM approach

We are required to satisfy ourselves that the Council has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources. This is known as the Value for Money (VFM) conclusion.

We are required to carry out sufficient work to satisfy ourselves that proper arrangements are in place at the Council. In carrying out this work, we are required to follow the NAO's Auditor Guidance Note 3 (AGN 03) issued in November 2017. AGN 03 identifies one single criterion for auditors to evaluate:

*"In all significant respects, the audited body takes properly informed decisions and deploys resources to achieve planned and sustainable outcomes for taxpayers and local people."*

This is supported by three sub-criteria, as set out below:



## Risk assessment

We carried out an initial risk assessment in early 2019 and identified one significant risk in respect of specific areas of proper arrangements using the guidance contained in AGN03. We communicated this risk to the Council's Audit and Governance Committee in our Audit Plan on 11 March 2019.

We have continued our review of relevant documents up to the date of giving our report, and we identified one further significant risk where we needed to perform further work. This additional risk is regarding the Council's acquisition of investment properties outside Plymouth. Please see page 19 for further information.

We carried out further work only in respect of the significant risks we identified from our initial and ongoing risk assessment. Where our consideration of the significant risks determined that arrangements were not operating effectively, we have used the examples of proper arrangements from AGN 03 to explain the gaps in proper arrangements that we have reported in our VFM conclusion.

# Value for Money

## Our work

AGN 03 requires us to disclose our views on significant qualitative aspects of the Council's arrangements for delivering economy, efficiency and effectiveness.

We have focused our work on the significant risks that we identified in the Council's arrangements. In arriving at our conclusion, our main considerations were:

- the 2018/19 outturn
- the savings of £25.6m required in 2019/20 in order to achieve a break-even position
- the level of general reserves as at 31 March 2019 as any future overspends must met from these
- the governance arrangements in place for the Council's out-of-area investment properties

We have set out more detail on the risks we identified, the results of the work we performed and the conclusions we drew from this work on the following pages.

## Overall conclusion

As noted on page 4, we concluded that Plymouth City Council has proper arrangements to secure economy, efficiency and effectiveness in its use of resources. However, the Council's financial outlook is extremely challenging and active management will be required to safeguard the Council's financial standing.

The text of our proposed report can be found at Appendix D, although this is subject to the completion of our work on the Council's financial statements.

## Recommendations for improvement

We discussed findings arising from our work with management and have agreed recommendations for improvement.

Our recommendations to date and management's response to these can be found in the Action Plan at Appendix A.

## Significant difficulties in undertaking our work

We did not identify any significant difficulties in undertaking our work on your arrangements which we wish to draw to your attention.

## Significant matters discussed with management

There were no matters where no other evidence was available or matters of such significance to our conclusion or that we required written representation from management or those charged with governance.

Key findings

We set out below our key findings against the significant risk we identified through our initial risk assessment.

Significant risk  
from the audit  
plan

Delivering the budget for 2018/19 and achieving a sustainable financial future

Achieving the budget in 2018/19 will be difficult due to increased demand and overspends within Adult's Social Care and Children's Social Care.

Looking ahead, ensuring a sustainable financial future will be challenging due to significant savings required over the next two years and the pressures noted in the two high-spend areas noted above.

Audit work and  
Findings

The 2018/19 outturn position for the Council is an overspend of £1.117m which was financed by the Council's General Fund. The Council had forecast an overspend throughout the 2018/19 financial year, but from month 6 did manage to reduce the extent of this overspend by introducing more stringent financial controls.

In 2018/19 the Council was aiming to deliver savings in the region of £11.5m, however, overspends occurred in the Customer and Corporate Directorate and the People Directorate. The largest overspend was within Children and Young People, £4m, due to increased demand and costs of looked after children's placements.

This is an improved financial position on the previous year, however it reduces the amount of the Council's General Fund balance to only £8.05m. The Council has other earmarked General Fund reserves of £24.7m, although it acknowledges that the main General Fund balance is 4.3% of its net revenue budget compared to its target of 5%.

Going forward the financial pressures remain and the Council faces significant challenges to deliver its savings in 2019/20 and beyond. As at the end of month 2 (the end of May 2019) the Council is forecasting an overspend of £3.958m (£1.44m Customer and Corporate Directorate and £2.057m within the Children's Directorate). If the Council was not able to reduce this overspend the General Fund reserve would be reduced to £4.092m at the end of the year, a significant reduction, although there are additional earmarked reserves available.

In 2019/20 the Council is aiming to deliver savings of £25.619m, of which at the time of reporting £6.5m are at risk and do not have plans in place. The Council has improved the monitoring and financial control over its savings plans, with the introduction of risk assessing savings plans and introduced a 'fresh look' approach to identify new ways of working to identify savings, however this approach has not identified significant savings that will benefit 2019/20. These new measures highlight the scale of the challenge faced by the Council.

Review of the savings plans provided for the People Directorate indicates that the Council is aiming to deliver savings from a range of different service lines, is reliant on maximising income and grants and assumes that savings will be delivered from quarter 1. The month 2 report on progress to date on all savings plans, identifies that the Council is heavily reliant on one-off savings and vacancy management and that savings require lapsed time before they will be delivered. Active management will be required to safeguard the Council's financial standing.

Conclusion

The Council faces significant challenges to deliver the savings (£25.6m) required in 2019/20. Failure to deliver these savings and manage demand within its Children's service will lead to budget overspends that reduce reserves to unacceptably low levels.

The Council is also reliant on a significant amount of one-off savings and vacancy management. These approaches alone are not sustainable and will increase the financial pressures in 2020/21.

However, taking into account the level of reserves overall available to the Council we concluded that Plymouth City Council has proper arrangements to secure economy, efficiency and effectiveness in its use of resources.

Key findings

We identified the following significant risk after we had completed our initial risk assessment.

Significant risk identified since our audit plan was issued

Acquisition of investment properties outside Plymouth

Plymouth City Council has recently acquired a number of investment properties outside the City. This type of activity is attracting a lot of interest nationally, including from the National Audit Office (NAO) and CIPFA, as such investments can potentially carry a higher level of risk as they are pure investments and do not align to any of a Council’s strategic ambitions such as economic development.

There is a risk that the governance arrangements for such investments are inadequate. These transactions are ongoing and this work will continue as part of the 2019/20 audit plan.

Audit work and Findings

This risk was identified after we had completed our initial risk assessment.

The Council has provided us with evidence that its investment strategy (covering its Asset Investment Fund) was approved by Members and that it covers investment within the City’s boundaries and the Functional Economic Area, defined as the areas covered by the two Local Economic Partnerships; Cornwall and the Isles of Scilly and Heart of the South West to deliver long-term income generation to the Council (via rental receipts) and stimulate regeneration and economic and employment growth in Plymouth and the Functional Economic Area.

The Council has a significant level of investment properties (£198m at 31 March 2019 per the draft financial statements) and there is active involvement of Members in setting the overall strategy and in monitoring the ongoing performance of the properties.

Conclusion

The governance arrangements for out-of-area investments appear to be adequate. We recommend to Members that any future investment in properties adheres to the proportionality rules as set by Central Government, that the appropriate legal and technical advice be obtained for each transaction and that the Council ensure that regular reporting requirements as set by Central Government are adhered to.

We will review the ongoing acquisition of investment properties, particularly those out of area to assess the overall arrangements in 2019/20.

Ofsted findings

Background Children’s social care services

In October and November 2018 Ofsted undertook an inspection of children’s social care services at Plymouth City Council. Their findings were reported in January 2019.

Summary of Ofsted’s Findings

The judgements made by Ofsted were as follows:

Judgement	Grade
The impact of leaders on social work practice with children and families	Requires improvement to be good
The experiences and progress of children who need help and protection	Requires improvement to be good
The experiences and progress of children in care and care leavers	Requires improvement to be good
Overall effectiveness	Requires improvement to be good

Audit Assessment

Although the Council’s services were assessed as ‘requiring improvement’ Ofsted did report a positive direction of travel.

They reported that since the single inspection framework (SIF) inspection in 2014 and the focused visit in 2018, senior leaders have taken clear action to improve the quality of social work practice, and the vast majority of children, young people and families in Plymouth get the right help at the right time.

Ofsted stated that there is a clear commitment to and corporate ownership of children’s services, as well as effective strategic partnerships that are well developed. Senior leaders have a good understanding of strengths and areas for improvement. There has been significant progress in establishing an environment in which good social work can flourish by significantly reducing social workers’ workloads, increasing management capacity and providing a wide range of learning and development opportunities. They noted significant practice improvements are evident in a number of areas previously identified as weak.

Ofsted noted improvements were required in:

- The quality of strategy discussions, including records of decision-making and action plans.
- The quality of written plans.
- Sufficiency of local placements to meet the needs of older children.

- The quality of recording of supervision and management oversight.
- The quality of services to care leavers, including education, employment and training opportunities.
- The quality of and learning from auditing of casework.

We noted the positive direction of travel and determined that Ofsted’s findings were not of such significance to impact on our overall VFM conclusion.



# Independence and ethics

We confirm that there are no significant facts or matters that impact on our independence as auditors that we are required or wish to draw to your attention. We have complied with the Financial Reporting Council's Ethical Standard and confirm that we, as a firm, and each covered person, are independent and are able to express an objective opinion on the financial statements

We confirm that we have implemented policies and procedures to meet the requirements of the Financial Reporting Council's Ethical Standard and we as a firm, and each covered person, confirm that we are independent and are able to express an objective opinion on the financial statements.

Further, we have complied with the requirements of the National Audit Office's Auditor Guidance Note 01 issued in December 2017 which sets out supplementary guidance on ethical requirements for auditors of local public bodies.

Details of fees charged are detailed in Appendix c.

## Audit and Non-audit services



For the purposes of our audit we have made enquiries of all Grant Thornton UK LLP teams providing services to the Council. The following non-audit services are proposed and we have set out the anticipated fees, the threats to our independence and safeguards that have been applied to mitigate these threats.




	Proposed Fees £	Threats identified	Safeguards
Audit related			
Certification of Housing Benefits Subsidy return	£14,041	Self review Management	Work undertaken after completion of the audit and there are not expected to be material changes arising to subsequent financial statements. Any changes that need to be made to recorded contributions are determined by officers based on our work; they also agree the factual accuracy of any findings we make to the Department for Work and Pensions (DWP)
Certification of Teachers' Pensions return	£4,200	Self review Management	Work undertaken after completion of the audit and there are not expected to be material changes arising to subsequent financial statements. Any changes that need to be made to recorded contributions are determined by officers based on our work; they also agree the factual accuracy of any findings we make to Teachers Pensions.
Non-audit related			
None.			

These services are consistent with the Council's policy on the allotment of non-audit work to your auditors. All services were set out in our audit plan have been approved by the Audit and Governance Committee. None of the services provided are subject to contingent fees.



# Action plan

We have identified 11 recommendations for the Council as a result of issues identified during the course of our audit. We have agreed our recommendations with management and we will report on progress on these recommendations during the course of the 2019/20 audit. The matters reported here are limited to those deficiencies that we have identified during the course of our audit and that we have concluded are of sufficient importance to merit being reported to you in accordance with auditing standards.




Assessment	Issue and risk	Recommendations
1  Red	Delivering the budget for 2018/19 and achieving a sustainable financial future	<p>The Council should look for new ways of delivering savings, which are recurrent and not as heavily reliant on one off savings and vacancy management, in order to ensure they are realistic and robust.</p> <p><b>Management response</b></p> <p>The Council recognises the financial challenges that have arisen from the 2018/19 outturn position and the budget challenges faced in the current and future years. The priority is to address the budget pressures which have been identified at month 2. CMT and Cabinet will continue to explore options to maximise income and identify cost savings and efficiencies, as part of the regular budget monitoring process, to achieve a balanced budget at year end.</p> <p>The Council is in the process of developing its Medium Term Financial Plan and will continue to explore innovative solutions to the resourcing challenges presented by the shift and uncertainty within local government. The uncertainty for medium term financial planning is compounded by national issues and fact local government has had no indication of its future funding and progress on fundamental changes to local government finance such as Fair Funding and Business rates Retention. The Council should pay particular focus to the level of reserves and avoid regular draw on these reserves to support future overspends or budget gaps.</p>
2  Amber	Revaluation of Devonport Energy from Waste plant	<p>The Council should engage with Devon County Council's valuers to ensure that it is aware of all revaluations that are undertaken. The Council should formally instruct the valuer and request and understanding of all data used and assumptions made. As part of this request the Council should ensure that they request details of all impairment and fair value reviews up to year end and the balance sheet date.</p> <p><b>Management response</b></p> <p>The Council have instructed the South West Devon Waste Partnership to instruct Norfolk Property Services (NPS) direct for a valuation for year end (31 March) on behalf of the partnership to ensure that PCC is entitled to a copy of the valuation certificate.</p>

**Risk rating**  
 High – Significant effect on control system (Red)  
 Medium – Effect on control system (Amber)  
 Low – Best practice (Green)

# Action plan contd




	Assessment	Issue and risk	Recommendations
3	 <b>Amber</b>	<b>Valuation of Property Plant and Equipment</b>	<p>We recommend that the Council should:</p> <p>Formally review the frequency of valuations for all property plant and equipment assets and would encourage the Council to make this frequency more regular than every 5 years</p> <p><b>Management response</b></p> <p>We will undertake a review of the frequency of valuations with the valuers to look at those assets that might need revaluing more frequently.</p>
4	 <b>Amber</b>	<b>Investment Properties</b>	<p>The Council should ensure that all investment properties are formally reviewed, annually, as at the balance sheet date – i.e. 31 March.</p> <p>.</p> <p><b>Management response</b></p> <p>We will work with the valuers to ensure that a formal review is undertaken annually of the Council's investment properties with regard to the appropriate classification and value.</p>
5	 <b>Amber</b>	<b>Accounting for Government Grants</b>	<p>We recommend that the Council improve the controls for the accounting for government grants and that all expenditure related to each grant is correctly accounted for.</p> <p><b>Management response</b></p> <p>We are reviewing the controls around the accounting for government grants to ensure that the grant income is applied correctly.</p>
6	 <b>Amber</b>	<b>Accounting for Trading Accounts</b>	<p>The Council need to implement effective controls to account for trading account surpluses or deficits correctly</p> <p><b>Management response</b></p> <p>We are undertaking a review of the use of coding within PCC and building in more centralised controls during the year and at year end to ensure that trading account surpluses or deficits are accounted for correctly.</p>

## Risk rating




-  High – Significant effect on control system (Red)
-  Medium – Effect on control system (Amber)
-  Low – Best practice (Green)

# Action plan

We have identified 11 recommendations for the Council as a result of issues identified during the course of our audit. We have agreed our recommendations with management and we will report on progress on these recommendations during the course of the 2019/20 audit. The matters reported here are limited to those deficiencies that we have identified during the course of our audit and that we have concluded are of sufficient importance to merit being reported to you in accordance with auditing standards.

	Assessment	Issue and risk	Recommendations
7	 <b>Amber</b>	<b>Financial Instrument and complex fair value disclosures</b>	<p>We recommend that the Council should:</p> <p>Undertake a detailed review of the financial instrument and fair value disclosure requirements for 2019/20 and beyond and obtain the necessary and appropriate expertise so that these complex disclosures are correct in the financial statements.</p> <p><b>Management response</b></p> <p>We will review the code requirements for the Financial Instrument disclosures as well as taking external advice from our Treasury Management advisors.</p>
8	 <b>Amber</b>	<b>Quality review of capital financing accounting and disclosures</b>	<p>The Council should implement quality reviews on a regular basis for capital transactions so that all associated notes in the accounts such as the capital financing reserve, capital adjustment account are accurate in the draft financial statements at year end.</p> <p>.</p> <p><b>Management response</b></p> <p>We will build in appropriate check and review processes in connection with capital transactions, to ensure that all associated working papers and notes are accurate in the financial statements.</p>
9	 <b>Amber</b>	<b>Quality review of the draft financial statements submitted for audit</b>	<p>We recommend that the Council improve the controls for the accounting for government grants and that all expenditure related to each grant is correctly accounted for.</p> <p><b>Management response</b></p> <p>We will review our closedown procedures to ensure that a quality review is undertaken of all notes and associated working papers.</p>

## Risk rating

-  High – Significant effect on control system (Red)
-  Medium – Effect on control system (Amber)
-  Low – Best practice (Green)

# Action plan

We have identified 11 recommendations for the Council as a result of issues identified during the course of our audit. We have agreed our recommendations with management and we will report on progress on these recommendations during the course of the 2019/20 audit. The matters reported here are limited to those deficiencies that we have identified during the course of our audit and that we have concluded are of sufficient importance to merit being reported to you in accordance with auditing standards.

	Assessment	Issue and risk	Recommendations
10	<div><div></div><div>Red</div></div>	Proposal to reduce the pension fund net liability	<p>We strongly recommend that the Council should:</p> <ul style="list-style-type: none"><li>• obtain independent actuarial advice regarding the estimated pension liability amount</li><li>• obtain independent financial advice from financial advisers regarding the available options to the Council and consideration of all business case options including value for money</li><li>• obtain independent legal advise as to the legality of the transaction including borrowing from PWLB to transact the payment of the pension fund liability</li><li>• obtain independent due diligence on any companies or company structures that may be used to transact the payment – paying particular attention to any complexities and risks associated with the Financial Conduct Authority regulations</li><li>• Obtain advice regarding the use of any company in the transaction;</li><li>• Update the business plan and re present to Members</li><li>• obtain independent accounting advice and</li><li>• ensure that detailed due diligence, business cases, financial information and decision making papers are reviewed and discussed at Member level on an ongoing basis.</li></ul> <p><b>Management response</b></p> <p>There is ongoing work to reduce the pension fund liability. All of the recommendations are noted.</p>
11	<div><div></div><div>Amber</div></div>	Group Accounts	<p>The Council should undertake a group accounts assessment early-on in the accounts production process for 2019/20 taking in qualitative and quantitative factors.</p> <p>Disclosures regarding the various components should be clearly presented within the financial statements.</p> <p><b>Management response</b></p> <p>We will review the process for the group accounts assessment to see how we can bring this work forward.</p>

**Risk rating**  
● High – Significant effect on control system (Red)  
● Medium – Effect on control system (Amber)  
● Low – Best practice (Green)

# Audit Adjustments

We are required to report all non trivial misstatements to those charged with governance, whether or not the accounts have been adjusted by management.

### Impact of adjusted misstatements

All adjusted misstatements are set out in detail below along with the impact on the key statements and the reported net expenditure for the year ending 31 March 2019.

Detail	Comprehensive Income and Expenditure Statement £'000	Statement of Financial Position £' 000	Impact on total net expenditure £'000
1 Better Care Fund 2017/18 and 2018/19 Capital Grant Receipts in Advance	-£1.95m	£1.95m	0
	<u>-£2.34m</u>	<u>£2.34m</u>	
Capital Grants Receipts in Advance	-£4.29m	£4.29m	
2 Trading Accounts Surplus	-£4.7m		
Trading Accounts Expenditure	£4.7m		
3 Prior Period Adjustment - PPE & Investment Property			
EFW & Investment properties to OLB 2017/18	-£5.620m	£6.731m	
EFW & Investment properties to OLB 2018/19	£3.980m	-£4.198m	
OLB to Investment Properties 2017/18	-£0.281	£0.097m	
OLB to Investment Properties 2018/19	£0.281	-£0.990m	

## Audit Adjustments Cont.

### Note 31: Capital Expenditure and capital financing

Detail	Capital investment £,000	Sources of finance £,000	Balance £,000	Adjusted
CFR as reported in draft accounts			<b>559,870</b>	
Adjustment to CFR at 31 March 2018, Initial recognition of donated assets and unapplied capital grants			5,734	Y
	<b>137,116</b>	<b>(37,130)</b>		
Additions to Assets held for sale	412			Y
Initial recognition of the RIF loan liability	6,005			Y
Use of capital receipts to repay debt		(1,000)		Y
Other movements in long term debtors		(589)		Y
Minimum Revenue Provision		1,000		Y
Changes to the landfill provision		288		Y
Repayment of a conditional capital grant		900		Y
	<b>6,417</b>	<b>599</b>	7,016	
Revised values	<b>143,533</b>	<b>(36,531)</b>		
<b>Adjusted Capital financing Requirement</b>			<b>572,620</b>	
Recognition of Better care fund grants as unconditional		<b>(4035)</b>	<b>568,585</b>	Y

# Audit Adjustments Cont. Disclosures and Notes

## Impact of adjusted misstatements

All adjusted misstatements are set out in detail below along with the impact on the key statements and the reported net expenditure for the year ending 31 March 2019.

Disclosure omission	Auditor recommendations	Adjusted?
<b>Financial Instruments</b>		
CCLA - The Council have elected to account for this as fair value through other comprehensive income. Pooled investments do not normally qualify for this as they do not meet the definition of an equity instrument and should be processed through Profit and Loss.	We recommended that the accounts be changed to show these assets as fair value through profit and loss - we do however, accept that a statutory override is in place which currently allows for the accounting treatment to not impact upon CIES. However, this statutory override is only in place for a limited period of time, at which point the council will have to account for these correctly.	No
The draft financial statements did not include all the necessary disclosures relating to the requirements of IFRS 7 and 9 - fair value adjustments. There is also no clear indication of the transitional change being shown on the face of the accounts for the movement to IFRS 9.	The revised version of the accounts has now been amended to show the fair value of all financial instruments. The transition was not material and therefore no requirement to detail the transitional change.	Yes
There were no inherent risk disclosures regarding LOBO loans.	The revised financial statements now show the attributed inherent risk to these loans.	Yes
The financial instrument notes did not reconcile to the main statements.	The Council have amended all financial instrument notes and disclosures to ensure that they correspond to the transactions in the main financial statements.	Yes
	£6.005m	Yes
Recognition of Regional Investment Fund –RIF Loan Liability	This was originally shown in the Movement in Reserves Statement as a Prior Period Adjustment however, it was an in year transaction. This has been adjusted in the Movement In Reserves Statement and also the Capital Finance Reserve.	



# Audit Adjustments

## Impact of unadjusted misstatements

The table below provides details of adjustments identified during the 2018/19 audit which have not been made within the final set of financial statements. The Audit and Governance Committee is required to approve management's proposed treatment of all items recorded within the table below:

Detail	Comprehensive Income and Expenditure Statement £'000	Statement of Financial Position £' 000	Impact on total net expenditure £'000
1 Management's view is that the impact of the McCloud ruling is not material for Plymouth City Council and the financial statements will therefore not be adjusted.	No impact	Cr Net Pension Liability – £7,931	No impact
2 Impact of GMP Equalisation judgment – The Council has considered the impact of the GMP Equalisation judgment on the net pension liability. There is a potential overstatement of £1.875m of the net pension liability as a result of our own calculations and use of our own expert data.	No impact	DR Net Pension Liability -- £1,875 -	No impact- Management have decided not to adjust for this as this is an estimate, Management need to establish their own figure for this from experts and this will be part of the current triennial valuation
3 The Council's financial statements included an accrued loan which has still not been received. In our view there was insufficient evidence to support the Council's assertion that this loan was sufficiently certain at 31 March 2019. This is a £5m value.	No impact	No overall impact as debtors and loans are both overstated by £5m	No impact
4 The Council has an investment of £23m in a Pooled Property Fund for Local Authorities managed by an independent Fund Manager, CCLA. The Council has treated this as an equity investment whereas our view is that this is not an equity investment as participating Local Authorities have the right to get their investment back from the Fund Manager. The difference in treatment impacts on the way unrealised losses need to be accounted for.	<p>There is no impact on the Comprehensive Income and Expenditure Statement or the Statement of Financial Position as there is a mandatory statutory override requiring local authorities to reverse out all unrealised fair value movements resulting from pooled investment funds to be effective from financial year commencing 1 April 2018 for five years.</p> <p>There is only an effect on the disclosures within the Council's financial instruments. Grant Thornton UK LLP strongly recommend that this is corrected and applied correctly in subsequent year's accounts as the statutory override is only applicable for 5 years and will not be available by MHCLG after that and this will have an impact upon the net income and expenditure of the Council.</p>		
5 The Council have used capital receipts of £1m to offset MRP, however the entries within the accounts are incorrect . This does not have a material impact upon the net worth of the authority.	-1000 1000 Capital Adjustment Account	Cr Usable Capital Receipts DR Capital Adjustment Account	No overall impact
<b>Overall impact</b>	<b>£0</b>	<b>£6056</b>	<b>£0</b>

# Audit Adjustments

**Impact of prior year unadjusted misstatements**  
There are no prior year unadjusted mistatements

Fees

We confirm below the expected fees to be charged for the audit. Overleaf we set out the expected fees for the provision of non audit services.

Audit Fees

	Fee per audit plan	Expected fee	Comments (See Note 1)
Council Audit	105,393	TBC	This is the scale fee set by Public Sector Audit Appointments Ltd
Assessing the impact of the McCloud ruling		3,000	The Government’s transitional arrangements for pensions were ruled discriminatory by the Court of Appeal last December. The Supreme Court refused the Government’s application for permission to appeal this ruling. As part of our audit we have been considering the impact on the financial statements along with any audit reporting requirements.
Pensions – IAS 19		3,000	The Financial Reporting Council has highlighted that the quality of work by audit firms in respect of IAS 19 needs to improve across local government audits. Accordingly, we have increased the level of scope and coverage in respect of IAS 19 this year.
PPE Valuation – work of experts		TBC	As above, the Financial Reporting Council has highlighted that auditors need to improve the quality of work on PPE Valuations across the sector. We have increased the volume and scope of our audit work to reflect this.  We have also engaged an auditor’s expert to support our work on the Tamar Bridge valuation.
Significant risk – Proposal to reduce the pension fund net Liability		TBC	We have been engaged with Officers on this issue since it was first raised with us. We have commissioned our own legal advice given the unusual nature of this transaction and the significance of the amount involved
Total audit fees (excluding VAT)	£105,393	TBC	

Note 1 –Any adjustments to the scale fee need to be approved by Public Sector Audit Appointments Ltd.

# Fees

Below are the expected fees for the provision of non audit services.

## Non Audit Fees

Fees for other services	Proposed Fees £'000	Comments
<b>Audit related services:</b>		
Certification of Housing Benefits Subsidy Return	14,041	Please see note 2
Certification of Teachers' Pensions Return	4,200	Please see note 2
<b>Non-audit services:</b>		
None.		
<b>Total</b>	<b>£18,241</b>	

Note 2 – this work has a deadline of 30 November 2019 and has not yet commenced. We will advise a future meeting of Audit and Governance Committee on the outcome of this work and the final fee.

Fees

We set out below the fees from the previous pages and how these agree to the disclosure within note 27 of the Council's financial statements.

Audit Fees

	Proposed fee	Final fee	Per Note 27
Council Audit	105,393	TBC	105,000
Assessing the impact of the McCloud ruling		3,000	Not included (see note 3)
Pensions – IAS 19		3,000	Not included (see note 3)
PPE Valuation – work of experts		TBC	Not included (see note 3)
Significant risk – Proposal to reduce the pension fund net Liability		TBC	Not included (see note 3)
Certification of Housing Benefits Subsidy Return	14,041		14,000
Certification of Teachers’ Pensions Return	4,200		4,000
Additional Audit Work on errors and issues identified		TBC	Not included (see note 3)
<b>Total audit fees (excluding VAT)</b>	<b>£123,634</b>	<b>£XX,XXX</b>	<b>£123,000</b>

Note 3 – The Council was not aware of this additional work when it prepared its draft financial statements in May 2019. We will advise the Audit and Governance Committee of the final fees once we have completed our work, discussed the fees with officers and received approval from Public Sector Audit Appointments Ltd.



# City Council



Date of meeting:	16 December 2019
Title of Report:	Heart of the South West Joint Committee Governance Review
Lead Member:	Councillor Tudor Evans OBE (Leader)
Lead Strategic Director:	Tracey Lee (Chief Executive)
Author:	Alison Ward
Contact Email:	alison.ward@plymouth.gov.uk
Your Reference:	N/A
Key Decision:	No
Confidentiality:	Part I - Official

## Purpose of Report

This report is based on a standard template intended to update each of the Constituent Authorities of the Heart of the South West (HotSW) Joint Committee regarding revised governance arrangements, and the budgetary position for 2019/20. The report contains recommendations for amendments to the Committee's Arrangements document following the governance review.

## Recommendations and Reasons

That Council:

- a) as a constituent member, approves the amendments to the Heart of the South West Joint Committee's list of functions in the Arrangements document (highlighted in bold italics in Appendix A attached), and notes the updated budget position for 2019/20;
- b) as a constituent member, approves the recommendation from the Joint Committee on 27th September 2019, to re-appoint Somerset County Council as the Administering Authority for the Joint Committee for a further 2 years until January 2022;
- c) makes provision of £8,000 as the Council's contribution to the administration and work programme of the Joint Committee for the 2020/21 financial year, subject to all other Constituent Members making financial contributions based on the methodology recommended by the Joint Committee at their meeting on 27<sup>th</sup> September 2019.

## Reasons

In recent months, the Joint Committee has reviewed and updated its governance arrangements in the light of experience since its establishment in early 2018, and in response to changing Government policy and local circumstances. Some changes are required to the Committee's Arrangements document as a result and these need to be formally agreed by the Constituent Authorities.

## Alternative options considered and rejected

The alternative would be to reject the proposed changes to governance, and financial contributions. This option is not recommended as this would ultimately undermine the role and sustainability of the Joint Committee and would not be consistent with the Council's desire to influence regional and national agendas. It is essential that the Joint Committee remains fit for purpose; that it represents a sustainable way of joint working into the future; and that it delivers value for the resources committed to it by the Constituent Authorities.

**Relevance to the Corporate Plan and/or the Plymouth Plan**

Plymouth City Council is taking a lead role in driving and managing the HotSW Leaders' programme. This includes leading and shaping the work of the partnership. As the largest city in the HotSW area, it is appropriate that Plymouth has a prominent role in the regional agenda, helping to raise the profile of the Heart of the South West with Government and enabling the area to compete regionally and nationally. This activity makes a significant contribution to the Council's Corporate Plan priority to 'create a strong voice for Plymouth regionally and nationally.'

**Implications for the Medium Term Financial Plan and Resource Implications:****Financial Implications**

A full budget breakdown is set out in section 4.0 of the background paper including the schedule of contributions from the Constituent Authorities. In the case of Plymouth City Council, a contribution of £8,000 to cover the administration and work programme costs of the Joint Committee is requested for the financial year 2020/21.

Additionally, in recognition of the level of officer support that Plymouth City Council provides, the Council will receive £20,000 for the current financial year from the Joint Committee budget. This will offset the Council's contribution for 2019/20.

The Joint Committee continues to provide a relatively low-cost, effective governance structure for bringing partners together across a large dispersed geography into a single leadership body that promotes the interests of the HotSW area, as well as championing specific place-based priorities.

**Legal Implications**

The review of the role and functions of the Joint Committee has taken account of the legal framework within which the Joint Committee operates.

**HR Implications**

None

**Carbon Footprint (Environmental) Implications:**

None

**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.*

**Risk Implications**

The key risk to the Constituent Authorities is a Committee without a clear role and functions and with unsustainable support arrangements. The Joint Committee has been acknowledged by Ministers and senior civil servants and as a valuable body that can represent the collective interests of the Heart of the South West area and which works effectively with the Local Enterprise Partnership. If the Committee cannot be sustained into the future then the momentum achieved with Government will be at risk and the opportunity to realise additional funds, powers and responsibilities from Government for the benefit of the HotSW area will be severely compromised. This in turn would compromise the ability to deliver the jointly adopted Productivity Strategy.

**Equality and Diversity:**

There are no equalities implications associated with the recommendations.

**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
<b>A</b>	<b>Extract From The Joint Committee's Arrangements Document</b>							
<b>B</b>	<b>Joint Committee Support Structure</b>							

**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:**

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Originating Senior Leadership Team member: Giles Perritt (Assistant Chief Executive)											
Please confirm the Strategic Director(s) has agreed the report? Yes											
Date agreed: 27/09/2019											
Cabinet Member approval: Councillor Tudor Evans OBE (agreed verbally)											
Date approved: 24/10/2019											

## **Background**

### **1.0 Review of the role and functions of the Joint Committee**

The Constituent Authorities have previously agreed one addition to the list of delegated functions by giving the Joint Committee the function of agreeing the local authorities' input into the development of the HotSW Local Industrial Strategy (LIS). Plymouth City Council approved this at their meeting on 28<sup>th</sup> January 2019.

In addition to the above policy development, the need to review the governance arrangements arose from:

- Changes in Government policy away from large devolution 'deals' to a more targeted dialogue on key themes of relevance to the local authorities and partners, eg, housing. The Joint Committee's influencing role has become increasingly important as recognised by Ministers, local MPs and Government officials. The ambition remains to draw down additional functions, powers and funding from Government.
- The evolution of the Joint Committee's role from agreeing policy (the HotSW Productivity Strategy) to overseeing delivery of the Strategy alongside the LEP.
- The developing relationships with other key local partnerships to ensure that there are appropriate reporting lines and communication channels, e.g. HotSW LEP Joint Scrutiny Committee, Peninsula Transport Board, Great South West, HotSW Local Transport Board.

Accordingly, the Committee has refined its focus into the following areas:

- Strategic policy development
- Influencing Government / key agencies to achieve direct intervention, support, funding and powers
- Designing and delivering strategic HotSW responses to 'Government' offers
- Designing and delivering public sector reform where this will deliver improved productivity, eg in health and education
- Delivering at scale –(beyond what individual councils can achieve)
- Oversight of the Delivery Plan – working with the HotSW LEP to ensure delivery of the HotSW Productivity Strategy.

This does not involve the transfer of any functions from the Constituent Authorities to the Joint Committee.

These refinements to the focus of the Committee have been reflected in amendments to the list of functions contained in the Joint Committee's 'Arrangements' document – see Appendix A attached.

The subject matter focus for the Joint Committee will fall into the following areas of the Productivity Strategy Delivery Plan:

- Housing – including support for a more strategic dialogue with Government that complements the work of individual councils and joint working arrangements, and helps accelerate housing delivery across the area
- Support for a Route Based Corridor Study identifying key infrastructure requirements, to be agreed and completed (working with the Peninsula Transport body)
- An agreed HotSW Local Industrial Strategy which meets our transformational objectives, signed off by Government
- A successful engagement plan with MPs / Ministers
- Successful operational phase of the Brexit work in collaboration with Government
- Preparation for / response to offers of public sector reform to improve productivity

- Agreement and submission of a Coastal Communities proposal to Government seeking additional Government support for our coastal communities
- Development of an investment framework to deliver the Productivity Strategy within a new national funding environment.
- Enabling partners to prepare for and respond to opportunities arising from the Comprehensive Spending Review and the Shared Prosperity Fund.

## **2.0 Joint Committee Political Arrangements**

The Committee has agreed to change its meeting arrangements to achieve a better balance between formal decision-making meetings (fewer) and more opportunities for informal engagement and challenge sessions.

In addition, two informal engagement sessions will be arranged per annum to engage relevant Portfolio Holders and Directors on Joint Committee business.

## **3.0 Joint Committee Management Support Arrangements**

Comprehensive management support arrangements have been in place to support the partnership (and latterly the Joint Committee) since 2015. These have been recently reviewed and refined. To minimise direct support costs impacting on the Committee's budget, most of the officer resource is provided by the Constituent Authorities on an 'in-kind' voluntary basis.

In addition, Somerset County Council (SCC) was appointed as the Administering Authority to the Joint Committee to support and run the Joint Committee and its meetings. SCC has been paid for undertaking this role from the Joint Committee budget.

Other direct budget contributions towards the Committee support costs have been allocated to refund those Constituent Authorities who have provided officer resources for programme management capacity, and administrative support to the Brexit Resilience and Opportunities Group.

The diagram in Appendix B shows the revised management support arrangements of the Joint Committee.

The revised arrangements provide for:

- A CEx Executive Group to lead the work of the Joint Committee and to include theme leads for the Delivery Plan. The membership of this group is set out in Appendix B.
- Use of existing Devon and Somerset Chief Executives' and Leaders' meetings to support the work of the Committee;
- 1 x joint meeting per annum of the Devon and Somerset Chief Executives.
- Better alignment of the Joint Committee's support arrangements with the LEP.
- A Policy and Technical Officer Group of senior policy officers to focus on delivery of the Delivery Plan, monitoring progress/measuring performance, and drafting responses to national policy changes.
- A dedicated and resourced programme management function, (funded from the Joint Committee's budget) to manage Joint Committee business on behalf of the CEx Executive Group and additional to the Administering Authority role.

## **4.0 Joint Committee Budget Position**

The Joint Committee remains completely reliant on the Constituent Authorities for its budget and there are no other obvious sources of additional funding to support running costs or delivery of its work programme.

The Joint Committee budget as at the end of March 2019 was as follows:

Constituent Authorities	Contributions – 18/19 £	Expenditure – 18/19 £	
County Council x2	10,500	40,000	Administering Authority costs (including staffing, venue hire, publicity costs) Brexit admin support costs Housing audit Housing conference Transport consultancy Portfolio-holder event costs
Unitaries x 2	4,000		
Districts / National Park Authorities x 15	1,400	16,346	
Underspend carried forward from Devolution Budget	66,838	9,750	
		5,000	
		8,759	
		660	
<b>Total</b>	<b>116,838</b>	<b>80,513</b> <b>36,325</b>	(carry forward to 2019/20)

The Joint Committee budget covers the costs of running the Committee and the work programme. Contribution levels for each council tier are based on population levels. The Committee agreed earlier this year that a larger annual budget was likely to be required to fund work programme priorities in future years and approved 'in principle' to seek the agreement of the Constituent Authorities to double the 2018/19 core contributions as a one-year arrangement so giving maximum contributions in 2019/20 of:

County Council - £21,000

Unitary Council - £8,000

District Council / National Park Authorities – £2,800

For 2018/19 only these contributions were split into two payments. Constituent Authorities have been invoiced for 50% of the amounts stated above. A second invoice was due to be sent to each Constituent Authority for the other 50% in the autumn if the budget proved to be insufficient to fund the work required in 2019/20 and only if fully costed work programme proposals were available to justify the request.

The overall budget position for 2019/20 is detailed in the table below. There are no plans to invoice the Constituent Authorities for the second budget contribution for 2019/ 20 because of the need to take stock of the direction of the Committee's work programme following the recent elections and delays in progressing discussions with Government, as a result of Brexit.

As it stands the contributions collected from the Constituent Authorities (£48,600) together with the underspend carried forward from 2018/19 (£36,326) totalling £84,926 is sufficient to cover the planned and anticipated costs for 2019/20 of £60,000.

A key unknown aspect of the work programme is the preparation for Brexit and the budget impacts of any additional work that the Committee may wish to commission. This will be kept under review in the coming months as the position becomes clearer.

<b>Income</b>	<b>£</b>
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Constituent Authority contributions	48,600 - committed 48,600 – in principle
2018/19 underspend	36,326
<u>Total</u>	133,500 (of which 48.6k is in principle)

<b>Expenditure</b>	<b>£</b>
Administering Authority Programme Office	20,000 – committed (for the year) 20,000 – committed (April 19 to April 20)
Brexit Resilience and Opportunities Group – officer support costs	10,000 – in principle (April to Sept) (Oct onwards tbc but estimated at up to £10,000)
Housing Task Force	Tbc
Growth Corridor Work	Tbc
MP/ Ministerial engagement	Tbc
Brexit work programme	Tbc
Coastal Communities proposal	Tbc
<u>Total</u>	£60,000 (including anticipated commitments detailed above)

Further discussions are planned as to how to establish a financially stable Joint Committee budget for future years.

## APPENDIX A – EXTRACT FROM THE JOINT COMMITTEE'S ARRANGEMENTS DOCUMENT

### 2. Joint Committee Functions:

2.1 The only delegated functions of the Joint Committee relate to:

- (a) the approval of the HotSW Productivity Strategy; and
- (b) ***the development and endorsement of the HotSW Local Industrial Strategy (LIS) (noting that final approval of the HotSW LIS rests with the HotSW Local Enterprise Partnership (LEP) and the Government.***

All other matters referred to in 2.3 below are 'referred' matters where the Joint Committee will make recommendations to the Constituent Authority or Authorities for decision. Additional delegated or referred functions may be proposed for the Joint Committee in the future by the Joint Committee or any of the Constituent Authorities but shall only be agreed if approved by all of the Constituent Authorities.

2.2 The principle of subsidiarity will apply to the relationship between the Joint Committee, the Constituent Authorities and local Sub-Regional Partnerships with decisions being made at the most local and appropriate level on all matters to do with the delivery of the Productivity Strategy and in relation to the other functions of the Joint Committee.

2.3 The Joint Committee shall:

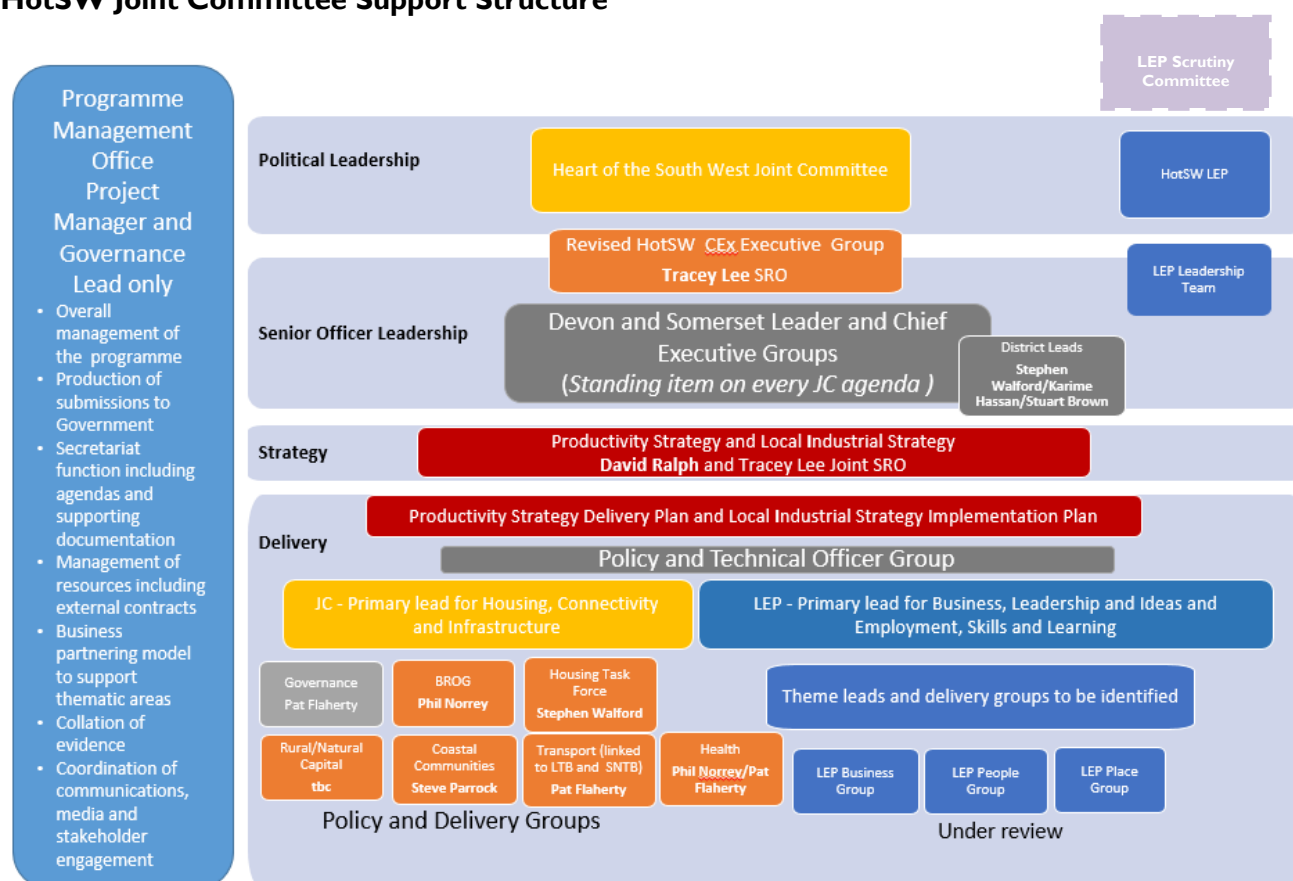
- (a) Develop and agree the HotSW Productivity Strategy Delivery Plan in collaboration with the LEP.
- (b) ***Maintain oversight of the HotSW Delivery Plan - working alongside and in collaboration with the LEP using each other's strengths and roles to ensure delivery of the HotSW Productivity Strategy.***
- (c) ***Continue discussions / negotiations with the Government and Government agencies to achieve direct intervention, support, funding and powers to the benefit of the HotSW and assist with the delivery of the Productivity Plan and the LIS, working with the LEP.***
- (d) Continue discussions / negotiations with the Government / relevant agencies to secure delivery of the Government's strategic infrastructure commitments, eg, strategic road and rail transport improvements.
- (e) ***Design and deliver the strategic HotSW response to 'Government' offers and respond to Government calls for evidence if appropriate.***
- (f) ***Design and deliver public sector reform where this will deliver improved productivity to the HotSW, eg health, education.***
- (g) ***Deliver at scale (beyond what individual councils can achieve).***
- (h) Work with the LEP to identify and deliver adjustments to the LEP's democratic accountability and to assist the organisation to comply with the revised (November 2016) LEP Assurance

Framework. This includes endorsing the LEP's assurance framework on behalf of the Constituent Authorities as and when required. However, this is subject to the Framework being formally approved by the LEP's Administering Authority.

- (i) Ensure that adequate resources (including staff and funding) are allocated by the Constituent Authorities to enable the objectives in (a) to (e) above to be delivered.

**The following clause was removed from the list of functions.**

Continue discussions /negotiations with the Government on the possibility of achieving devolved responsibilities, funding and related governance amendments to assist with the delivery of the Productivity Strategy. Joint Committee proposals arising from these discussions /negotiations would require the formal approval of the Constituent Authorities / partner agencies.

**APPENDIX B****HotSW Joint Committee Support Structure****Chief Executives' Executive Group Membership and Roles**

Theme/Role	Lead	Body
HotSW Leaders SRO	Tracey Lee	JC (PCC)
Productivity Strategy SRO	Tracey Lee/David Ralph	JC (PCC)/LEP
LIS SRO	David Ralph/Tracey Lee	LEP/JC (PCC)
BROG	Phil Norrey	JC (DCC)
Governance lead	Pat Flaherty	JC (SCC)
Housing lead	Stephen Walford	JC (MDDC)
Transport lead	Pat Flaherty	JC (SCC)
Coastal Communities lead	Steve Parrock	JC (TC)
District Council Leads X 3	Stephen Walford (Devon - Rural) Karime Hassan (Devon - City/Urban) Stuart Brown (Somerset)	JC (MDDC/ECC/MDC)
Rural/Natural Capital lead	Kevin Bishop	JC (DNP)
Health theme	Via Phil Norrey and Pat Flaherty in the short term	JC (DCC/SCC)