



Oversight and Governance

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AUDIT AND GOVERNANCE COMMITTEE

Monday 27 September 2021
2.00 pm
Warspite Room, Council House

Members:

Councillor Dr Mahony, Chair
Councillor Lowry, Vice Chair
Councillors

Independent Members: Mr Shipperley, Mrs Benney, and one vacancy.

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

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

Tracey Lee
Chief Executive

Audit and Governance Committee

Agenda

1. Apologies

To receive apologies for non-attendance submitted by Committee Members.

2. Declarations of Interest

Members will be asked to make any declarations of interest in respect of items on this Agenda.

3. Minutes (Pages 1 - 8)

To confirm the minutes of the meeting held on 26 July 2021.

4. Tracking Resolutions: (Pages 9 - 12)

5. Chair's Urgent Business

To receive reports on business which, in the opinion of the Chair, should be brought forward for urgent consideration.

6. Grant Thornton Progress Report and Indicative Plan 2020/21 - To Follow:

7. Decisions Process Guidance - To Follow:

8. Internal Audit Progress Report 2021/22: (Pages 13 - 26)

9. Updated Whistleblowing Policy: (Pages 27 - 40)

10. Updated Anti-Fraud, Bribery and Corruption Policy and Updated Anti-Fraud, Bribery and Corruption Strategy and Response Plan: (Pages 41 - 66)

11. Annual Governance Statement (AGS) 2020/21: (Pages 67 - 90)

12. Performance and Accountability System - Approach to Performance Management: (Pages 91 - 110)

13. Local Government Ombudsman Review 2020/21: (Pages 111 - 130)

14. Audit Actions Review: (Pages 131 - 142)

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|---|--------------------------|
| 15. Statement of Accounts 2020/21: | (Pages 143 - 260) |
| 16. Work Programme: | (Pages 261 - 264) |

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Audit and Governance Committee

Monday 26 July 2021

PRESENT:

Councillor Dr Mahony, in the Chair.

Councillor Lowry, Vice Chair.

Councillors Bingley, Evans OBE, Laing and Shayer.

Independent Members: Mr Shipperley (in attendance via MS Teams) and Mrs Annette Benny.

Also in attendance: Giles Perritt (Assistant Chief Executive), Andrew Loton (Head of Governance, Performance and Risk), Brendan Arnold (Service Director for Finance), Geri Daly (Grant Thornton), Paul Dossett (Grant Thornton), Paul Looby (Head of Financial Planning and Reporting), Brenda Davis (Audit Manager), Rob Hutchins (Devon Audit Partnership), Ken Johnson (Counter Fraud Services Manager), Chris Flower (Finance Business Partner), Kim Brown (Service Director – HROD), Clare Cotter (Head of Health, Safety and Welfare and Assurance) and Helen Rickman (Democratic Advisor).

The meeting started at 3.00 pm and finished at 6.25 pm.

Note: At a future meeting, the committee will consider the accuracy of these draft minutes, so they may be subject to change. Please check the minutes of that meeting to confirm whether these minutes have been amended.

1. **To Note the Appointment of Chair and Vice Chair for the Municipal Year 2021/ 2022**

Members noted the appointment of Councillor Dr Mahony as Chair, and Councillor Lowry as Vice Chair for the forthcoming municipal year 2021/22.

2. **Appointment of Independent Member**

Members agreed the appointment of Annette Benny as Independent Member of the Audit & Governance Committee for a term of four years, to be reviewed on an annual basis.

3. **Declarations of Interest**

The following declarations of interest were made by councillors in accordance with the code of conduct in respect of items under consideration at the meeting -

Name	Minute Number	Reason	Interest
Councillor Lowry	6	He was the portfolio holder involved at the time.	
Councillor Evans	6	He was the Leader of the Council involved at the time	
Annette Benny	All	She is a Non-Executive Director of Livewell SW/ a	Personal

		governor in a Multi Academy Trust	
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4. **Minutes**

The minutes of 22 March 2021 were agreed as an accurate record of the meeting.

5. **Chair's Urgent Business**

The Chair advised Members of an item of urgent business which related to agenda item 7, 'Grant Thornton: Plymouth City Council Governance Review'.

Giles Perritt (Assistant Chief Executive) advised Members that concerns had been raised regarding the potential commercial confidentiality of details contained within the report, specifically the naming of contractors and associates with whom the original transactions had taken place as well as fees involved. Advice sought encouraged the Council in the short term to continue to discuss the report at the committee meeting but also advised the Council to seek independent legal advice as to whether it should publish the report in its entirety. On this basis the report was restricted on the Council's website and it was suggested that the item be discussed in part 2 (private) session.

Members discussed the status of the minutes and what information would be contained within the public minutes, and raised concerns that the approach of moving into a private session potentially lacked transparency and accountability, specifically as this linked to tens of millions of pounds.

Geri Daly (Grant Thornton) highlighted that the preference was that the report was discussed in public session in order to support transparency however were content that the session moves into private session in order to enable the opportunity for a detailed discussion of the contents of the reports.

Members agreed to move into private session.

PART 2 (PRIVATE SESSION)

6. **Grant Thornton: Plymouth City Council Governance Review**

Brendan Arnold (Service Director for Finance) and Geri Daly (Grant Thornton) presented the Grant Thornton: Plymouth City Council Governance Review item to Members.

Members discussed the report in detail in a closed session.

The Audit and Governance Committee:

1. considered the Grant Thornton Governance Review at Appendix B of the report;
2. endorsed the Action Plan recommendations and the Council's response;
3. agreed that arrangements were put in place to ensure that progress in the delivery of the Council's response was monitored and managed in line with

recommendation four of the Action Plan. (The Council's response to the recommendations of the action plan will, when implemented provide enhanced governance arrangements for important decisions and provide assurance that the Council seeks to reach and maintain the highest standards in its stewardship of its resources.)

4. agreed to review the terms of reference of the committee.

PART I (PUBLIC SESSION)

7. Plymouth City Council Audit Progress Report and Sector Update - Grant Thornton

Geri Daly (Grant Thornton) presented the Plymouth City Council Audit Progress Report and Sector Update and immediately moved to questions.

Members raised questions and observations in the following key areas:

- (a) Members would consider it helpful if reports contained executive summaries highlighting salient issues so that key points, particularly within large reports, could be captured quickly;
- (b) it was queried when the Council's 2021 accounts would be both audited and delivered; Members considered it would be helpful if the accounts were finalised by the end of the year;
- (c) the benefit of having action trackers linked to the Audit and Governance Committee's minutes to aid in checking progress.

The Audit and Governance Committee agreed:

1. that actions raised from committee meetings would be recorded in an action log whereby progress and delivery could be monitored;
2. to note the update.

8. Audit Actions Review

Paul Looby (Head of Financial Planning and Reporting) presented the Audit Actions Review report which was designed to set out the monitoring process for reviewing recommendations made by Grant Thornton (the Council's external auditors) and Devon Audit Partnership (DAP) (the Council's internal auditors) in order to improve controls, minimise exposure to risk and provide ongoing assurance to senior management and Members.

Members raised questions in the following key areas:

- (a) would the audit actions review be presented at every meeting of the Audit and Governance Committee?
- (b) were recommendations contained within the report on track to be completed and implemented within a timely fashion?

- (c) there was currently no method of being able to distinguish how important a recommendation was and its target dates were likely to be met.

The Audit and Governance Committee agreed to note the content of the report and the process for monitoring recommendations of the Council's external and internal auditors.

9. **Internal Audit Annual Report 2020/21**

Brenda Davis (Audit Manager) presented the Internal Audit Annual Report 2020/21 and advised Members that the Council had revised its assurance ratings and definitions for 2021/22 in line with CIPFA Guidance (as detailed within the report). Directors had been provided with details of Internal Audit's opinion on each audit review to assist them with the compilation of their individual annual governance assurance statements. Overall, based on work performed during 2020/21 the Head of Internal Audit's Opinion was of "Reasonable Assurance" on the adequacy and effectiveness of the Authority's internal control framework.

Members raised the following key areas of questioning:

- (a) with regards to covid grants, how much had been overpaid and how much had subsequently been recovered? This would be covered by a later agenda item;
- (b) could assurance be provided that the information contained within the report was being actioned and addressed?
- (c) it was important that the information contained within the report was effectively dealt with by relevant parties and not just to be shown to the Audit and Governance Committee as part of an annual statement otherwise it would simply be a 'rubber stamping' exercise.

The Audit and Governance Committee:

- 1. note that, based on work performed during 2020/21 and previous years' audit, the Head of Internal Audit's opinion is of "Reasonable Assurance" on the adequacy and effectiveness of the Authority's internal control framework;
- 2. encouraged officers to consider the governance process and the progress, follow up and tracking of risk areas going forward. The document to be actively used by all those responsible, and not just the Audit and Governance Committee, in order to add value.

10. **Internal Audit Charter and Strategy 2021/22**

Rob Hutchins (Devon Audit Partnership) presented the Internal Audit Charter and Strategy 2021/22 report. Members were advised that the Audit and Governance Committee approved the Internal Audit Charter and the Internal Audit Strategy in July 2020 however the documents had since been merged into one document to avoid duplication. The wording contained within the report was largely unchanged however the report was added with visible track changes to assist Members in identifying what changes had been made.

It was queried by Members if the charter was a standard charter and if it differed with charters in other organisations; it was confirmed that this was a standard charter and the essence and content met public standards.

The Audit and Governance Committee agreed the Internal Audit Charter & Strategy 2021/22.

11. **Counter Fraud Services Annual Report 2020/21**

Ken Johnson (Counter Fraud Services Manager) presented the Counter Fraud Services Annual Report 2020/21 and advised Members that Counter Fraud work continued throughout 2020/21 and that there had been a general upturn in fraudulent activity during the current pandemic. Cases with the Counter Fraud Services Team, specifically linked to the Covid19 Grant, included three cases with the Police for potential money laundering, two cases which included refused payment after investigation, and nine cases where the investigation had completed and no further action was taken. The importance of raising the awareness of fraud in order to minimise fraud risk and aid in investigations was highlighted.

Key areas of questioning highlighted by Members included:

- (a) how was hidden crime reported and how could Members help the Counter Fraud Services Team to publicise the risk of fraud?
- (b) how did the team liaise with various partners in dealing with fraud that specifically affected young people?
- (c) had Ken met with the relevant Cabinet Member to discuss the report?
Members considered it would be beneficial that the report was presented to the Cabinet Member and help to publicise the importance of fraud prevention and awareness.

The Audit and Governance Committee agreed to:

- 1. note the Counter Fraud Services Annual Report 2020/21
- 2. recommend that Ken Johnson meets with the relevant Cabinet Member to discuss the report, specifically with regards to how fraud awareness should be publicised.

12. **Committee Training Programme**

Andrew Loton (Head of Risk, Governance and Performance) presented the Committee Training Programme. Members were advised that the committee provided a key source of assurance on the Council's audit and corporate governance arrangements. Due to the complexity and broad nature of agenda items and in order to maximise the effectiveness of the committee, a programme of training had been developed to equip members with essential knowledge to support them in their review and scrutiny of items.

The following key areas of questioning was highlighted by Members:

- (a) if, as part of the training programme, external training providers (specifically Ian Fyfield) could be considered;
- (b) if training provided to the Audit and Governance Committee could be made available to all Members for their ongoing development;
- (c) the formal training programme was welcomed however this highlighted a wider issue and the need of making the Audit and Governance Committee more effective. It was queried if other ways of working should be further considered, including having workshops between formal meetings, the benefit of having an Independent Member as Vice Chair to provide a form of consistency of membership, if the scope of meetings needed to be better considered, if a terms of reference review was required?
- (d) it was considered that how the Audit and Governance Committee currently operated should be looked into, specifically by the Chair and Vice Chair and key officers to discuss potential solutions;
- (e) due to the regular change in membership of the Audit and Governance Committee, it was queried what the standard induction programme for new members consisted of – what were the key pieces of information that new members would need to be quickly made aware of?

The Audit & Governance Committee agreed:

- 1. that as part of the training programme, Ian Fyfield would be approached as well as other external providers to deliver training, and that training would be offered to all Members of the Council when considered appropriate to do so;
- 2. that the development of the training programme for the Audit and Governance Committee would include a closer look at how the committee operated going forward, specifically with regards to its terms of reference; the Chair, Vice Chair and key officers would discuss potential solutions;
- 3. to endorse the programme of training being developed.

13. **Annual Report on Treasury Management Activities 2020/21**

Chris Flower (Finance Business Partner) presented the Annual Report on Treasury Management Activities 2020/21. The Committee was advised that the Council was required to formally report on its treasury management activities for the year providing information upon progress against the strategy in order to comply with the Code of Practice for Treasury Management. The report focused upon the Council's borrowing activity, investments, Treasury Management Outturn, Prudential Indicators, Interest Rate Swaps and loans.

The following key areas of questioning was highlighted by Members:

- (a) did the Council borrow or lend to other local authorities on a short or long term basis?
- (b) what was the current interest rate and would the Council consider an interest rate credit swap?
- (c) why would the Council not currently consider borrowing money at a different rate as this would result in the region of tens of millions of pounds and would allow public services to be provided?
- (d) did officers feel constrained by the council's policies with regards to how the Council balanced risk and opportunity?
- (e) what would be the cost of the borrowing if the interest rate rose to 3%?

In response to Members questions regarding the interest rate swap and associated benefits and risks, it was highlighted that the council was required to ensure that all decisions were legal and that risks were reasonable; innovative actions needed to be proceeded with caution.

The Audit & Governance Committee agreed:

- 1. to note the Treasury Management Annual Report 2020/21;
- 2. recommend the Treasury Management Annual Report 2020/21 to Full Council for approval (this is to comply with the CIPFA Code of Practice and discharge our statutory requirement.)

14. **Strategic Risk and Opportunity Register**

Andrew Loton (Head of Risk, Governance and Performance) presented the Strategic Risk and Opportunity Register. The Committee was advised that two strategic risks had a risk rating of red and these related to the Council's finances and education attainment; two further risks relating to the demands on children's social care and the economic impact of Covid 19 had been reduced from a red to an amber rating. Two new risks has been added to the register regarding the failure to meeting carbon reduction targets to reach net zero by 2030, and the risk of the financial impact pf delivering proposed changes to waste services as set out in the Government's draft Environment Bill.

The following key areas of questioning was highlighted by Members:

- (a) how long were risks left before a level of escalation was undertaken; what were the target dates for the risks?
- (b) who was responsible for the risks and made the decision as to what the next steps should be?
- (c) should the risk register be presented to every Audit & Governance Committee?

- (d) were red risks specifically highlighted to the relevant portfolio holder for mitigating action?

The Audit & Governance Committee approved the current position with regard to the Strategic Risk and Opportunity Register and noted the report.

15. **Health, Safety and Wellbeing Annual Report 2020 -2021**

Kim Brown (Service Director – HROD) and Clare Cotter (Head of Health, Safety and Welfare and Assurance) presented the Health, Safety and Wellbeing Annual Report 2020/21 to the Committee.

Members were advised that the report identified actions taken in 2020/21 to improve the Council's management arrangements for health, safety and wellbeing and planned steps for continuous improvement. Key highlights included enforcement activity, specifically regarding the control of exposure to vibration and if the Health and Safety Executive would seek to prosecute following their intervention in 2017 – 2019, as well as the impact of Covid 19 and the council's response to the pandemic to ensure infection control standards were implemented effectively.

The following key areas of questioning was highlighted by Members:

- (a) the Council's approach for members of staff that made the decision not to have the vaccine but still went into work;
- (b) what was the culture for incident reporting by members of staff at the Council? Good reporting aided learning and development.

The Audit & Governance Committee agreed to note the contents of the Health, Safety and Wellbeing Annual Report 2020/21.

16. **Work Programme**

Members noted the draft work programme for 2021/22.

Under this item the date of the next meeting scheduled for 20 September 2021 was discussed; it was agreed that the date would be changed in order to accommodate the attendance of the Independent Member.

Audit and Governance Committee – Tracking Decisions 2021/22

Minute No.	Resolution	Progress
26 July 2021 Minute 6 – Grant Thornton: Plymouth City Council Governance Review	The Audit and Governance Committee: 1. considered the Grant Thornton Governance Review at Appendix B of the report; 2. endorsed the Action Plan recommendations and the Council's response; 3. agreed that arrangements were put in place to ensure that progress in the delivery of the Council's response was monitored and managed in line with recommendation four of the Action Plan. (The Council's response to the recommendations of the action plan will, when implemented provide enhanced governance arrangements for important decisions and provide assurance that the Council seeks to reach and maintain the highest standards in its stewardship of its resources.) 4. agreed to review the terms of reference of the committee.	Progress: Items 1, 2 and 3 – Complete – no further action required. Item 4 – Complete - the Chair and Vice Chair have met with officers to discuss the terms of reference of the committee, discussions are ongoing and the review has been worked into the committee's work programme.
26 July 2021 Minute 7 – Plymouth City Council Audit Progress Report and Sector Update – Grant Thornton	The Audit and Governance Committee agreed: 1. that actions raised from committee meetings would be recorded in an action log whereby progress and delivery could be monitored; 2. to note the update.	Progress: Complete - a tracking decisions document had been set up to track progress and delivery of actions raised from committee meetings.

Audit and Governance Committee – Tracking Decisions 2021/22

26 July 2021 Minute 9 – Internal Audit Annual Report 2020/21	The Audit and Governance Committee: 1. note that, based on work performed during 2020/21 and previous years' audit, the Head of Internal Audit's opinion is of "Reasonable Assurance" on the adequacy and effectiveness of the Authority's internal control framework; 2. encouraged officers to consider the governance process and the progress, follow up and tracking of risk areas going forward. The document to be actively used by all those responsible, and not just the Audit and Governance Committee, in order to add value.	Progress: Complete – item 2 had been forwarded onto officers for their consideration.
26 July 2021 Minute 10 – Internal Audit Charter and Strategy 2021/22	The Audit and Governance Committee agreed the Internal Audit Charter & Strategy 2021/22.	Progress: Complete – no further action required.
26 July 2021 Minute 11 – Counter Fraud Services Annual Report 2020/21	The Audit and Governance Committee agreed to: 1. note the Counter Fraud Services Annual Report 2020/21 2. recommend that Ken Johnson meets with the relevant Cabinet Member to discuss the report, specifically with regards to how fraud awareness should be publicised.	Progress: Item 1 – Complete – no further action required. Item 2 – Ongoing - the recommendation from committee was forwarded onto Ken Johnson for his action.

Audit and Governance Committee – Tracking Decisions 2021/22

26 July 2021 Minute 12 – Committee Training Programme	The Audit & Governance Committee agreed: 1. that as part of the training programme, Ian Fyfield would be approached as well as other external providers to deliver training, and that training would be offered to all Members of the Council when considered appropriate to do so; 2. that the development of the training programme for the Audit and Governance Committee would include a closer look at how the committee operated going forward, specifically with regards to its terms of reference; the Chair, Vice Chair and key officers would discuss potential solutions; 3. to endorse the programme of training being developed.	Progress: Item 1 – Ongoing – the training programme is still being developed however approach has been made to Ian Fyfield as suggested and currently awaiting a response. . All members were invited to a training session run by Grant Thornton on 6 September 2021. Item 2 – Ongoing - arrangements were being made as to the review of the committee’s terms of reference. Item 3 – Complete – no further action required.
26 July 2021 Minute 13 – Annual Report on Treasury Management Activities 2020/21	The Audit & Governance Committee agreed: 1. to note the Treasury Management Annual Report 2020/21; 2. recommend the Treasury Management Annual Report 2020/21 to Full Council for approval (this is to comply with the CIPFA Code of Practice and discharge our statutory requirement.)	Date: September 2021 Progress: Complete – the Treasury Management Annual Report 2020/21 was submitted to Full Council on 13 September 2021.
26 July 2021 Minute 14 – Strategic Risk and Opportunity Register	The Audit & Governance Committee approved the current position with regard to the Strategic Risk and Opportunity Register and noted the report.	Date: September 2021 Progress: Complete – no further action required.

Audit and Governance Committee – Tracking Decisions 2021/22

26 July 2021 Minute 15 – Health, Safety and Wellbeing Annual Report 2020/21	The Audit & Governance Committee agreed to note the contents of the Health, Safety and Wellbeing Annual Report 2020/21.	Date: September 2021 Progress: Complete – no further action required.
Minute 16 – Work Programme	Under this item the date of the next meeting scheduled for 20 September 2021 was discussed; it was agreed that the date would be changed in order to accommodate the attendance of the Independent Member.	Date: September 2021 Progress: Complete – the date of the meeting was moved to 27 September 2021.

Key:

Grey shaded box = action complete

Audit and Governance Committee



Date of meeting:	27 September 2021
Title of Report:	Internal Audit Progress Report 2021/22
Lead Member:	Councillor Nick Kelly (Leader)
Lead Strategic Director:	Brendan Arnold (Service Director for Finance)
Author:	Brenda Davis, Audit Manager
Contact Email:	brenda.davis@plymouth.gov.uk
Your Reference:	AUD/BD
Key Decision:	No
Confidentiality:	Part I - Official

Purpose of Report

This report provides Members of the Audit and Governance Committee with a position statement on the audit work carried out since April 2021. The work of Internal Audit delivers objective and relevant assurance and contributes to the effectiveness and efficiency of the governance, risk management and internal control processes.

We liaise closely with management to identify changes in processes and procedures and new areas of expenditure. This risk-based approach has resulted in some items in the audit plan being replaced with new, higher risk areas to ensure that audit resources remain focussed on the most important areas.

Recommendations and Reasons

The Audit and Governance Committee:

- Note the findings within the report.

Alternative options considered and rejected

None, as failure to maintain an adequate and effective system of internal audit would contravene the Accounts and Audit Regulations 2015.

Relevance to the Corporate Plan and/or the Plymouth Plan

The internal audit service assists the Council in delivering robust standards of public accountability and probity in the use of public funds and has a role in promoting high standards of service planning, performance monitoring and review throughout the organisation, together with ensuring compliance with the Council's statutory obligations.

Our work supports delivery of the values and priorities set out in Corporate Plan by ensuring that resources are used wisely, and service areas meet the needs of residents, businesses and communities through the delivery of quality public services.

Implications for the Medium Term Financial Plan and Resource Implications:

Delivery of the audit plan assists the council in delivering value for money services and has helped ensure an effective control environment as the Council.

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.*

The work of the internal audit service is an intrinsic element of the Council's overall corporate governance, risk management and internal control framework.

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	DAP Progress Report 2021/22							

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.21.22.101	Leg	LS/37252/JP/030921	Mon Off	Click here to enter text.	HR	Click here to enter text.	Assets	Click here to enter text.	Strat Proc	Click here to enter text.
Originating Senior Leadership Team member: Brendan Arnold (Service Director for Finance)											
Please confirm the Strategic Director(s) has agreed the report? Date agreed: 01/09/2021											
Cabinet Member approval: Cllr Nick Kelly (Leader)											
Date approved: 06/09/2021											

Internal Audit

Internal Audit Progress Report 2021-22

Plymouth City Council
Audit & Governance Committee

September 2021

Official

Robert Hutchins
Head of Audit Partnership

Introduction

This report provides a summary of performance in the year up to 16 August 2021 against the internal audit plan for the 2021/22 financial year, highlighting the key areas of work undertaken and summarising our main findings and audit opinions. The key objectives of the Devon Audit Partnership (DAP) are to provide assurance to the Audit and Governance Committee, Section 151 Officer (Service Director for Finance) and senior management on the adequacy and security of the systems and controls operating within the Council and to provide advice and assurance to managers and staff.

Covid-19 continues to present operational challenges and it is therefore essential that we work with management and to “flex” the plan as appropriate to ensure that the work we deliver has the correct focus to enable us to continue to support the Council through these difficult times and provide an annual assurance opinion at the end of 2021/22.

Review of Audit Coverage

Overall, good progress has been made against the plan agreed with management for the 2021/22 financial year. Progress in the period up to 16 August 2021 has included completion of work carried forward from 2020/21 and tracking progress in the completion of management responses to recommendations made in earlier audit reports.

All final audit reports include an action plan which identifies responsible officers, and target dates to any address control issues or recommendations for efficiencies identified during each review.

A summary of Internal Audit’s opinion on the individual reviews that have been carried out or concluded for the period from 1 April 2021 is detailed below.

Assurance Opinion and Extract Executive Summaries – up to 16 August 21

Areas of Review	Assurance Opinion	Residual Risk / Audit Comment
Customer and Corporate		
The following key financial reviews are not due to commence until the second half of 21/22		
• Creditors • Main Accounting • Debtors • Icon Cash / Bank Receipting System • Payroll		• Housing Benefits • Council Tax • Business Rates (NNDR) ANA – Low • Treasury Management
Material Systems – System Admin	Status: In Progress	User Admin is reliant upon operational processes within both PCC and Delt and any weaknesses within either organisation would negatively impact the overall effectiveness. Work is currently being undertaken to assess the effectiveness of processes to administer user accounts for the Council's key IT business systems. As ever, User Administration remains a challenge, but with (Delt's) new Core HR Payroll system now embedding there are potential opportunities to make improvements in this area. Delt has successfully implemented a new Backup solution that provides potential benefits in respect of resilience, continuity and the security of data assets it serves to protect.
Payroll (iTrent System) Payroll (CoreHR) Material System – Reviewed Annually	Reasonable Assurance Status: Draft	The migration from iTrent to CoreHR was found to be well managed with data subject to a rigorous process of control and agreement. The current controls operating within the payroll system provide assurance that inappropriate or inaccurate amendments will be detected and prevented. Amendments to payroll data are primarily input by employees using the employee self-serve module and approved by their designated Managers through the manager self-service module, access to which is controlled through user access profiles, or initiated through electronic Firmstep Forms where appropriate authorisation, and action is managed through predetermined workflows.

Areas of Review	Assurance Opinion	Residual Risk / Audit Comment
		Delt Payroll Services continue to implement a process of control and agreement to ensure the accuracy and completeness of payroll expenditure.
Business Rates Grant Post Event Assurance (Additional Restrictions Grant / Closed / Local Restrictions Support Grant)	Reasonable Assurance Status: Final	In accordance with the Council's Post Event Assurance (PEA) Plan and further to the PEA report issued in April 2021 (which focussed on the funding available in response to the initial lockdown in March 2020), DAP have now concluded additional PEA work, which was focussed on the Council's administration of the various Government support schemes available from November 2020 onwards. Responsibility for grant verification changed from the initial process in March 2020 with Economic Development taking responsibility rather than the Business Rates Team. A considerable amount of work was also undertaken by Finance who acted as a 'back stop' conducting final checks on the proposed payment runs prior to actual payment. Although this created a significant strain on resources, we consider this to be an important factor in the low error rate identified within the PEA work undertaken. Overall, we have reviewed 850 payments that were made between November 2020 and June 2021 and have identified a potential error rate of around 2%. The majority of these relate to potential fraud and have been referred to the DAP Counter Fraud Team. Economic Development Officers have also been proactive in identifying and referring potential abuse of the schemes through their verification work and overall, the DAP Counter Fraud Team have 35 live investigations ongoing.
Additional Holiday Pay <i>Not included in original plan</i>	Value Added Status: Complete	Due to caselaw ruling, there is a legal requirement to pay additional holiday pay if overtime / other variable work is regularly undertaken. In 2020/21 we considered the reasonableness of the Councils proposed methodology for making these payments and performed audit checks on the calculations in advance of the payment run. In quarter 1 of this year, we have performed a similar exercise for payments to school-based staff.

Areas of Review	Assurance Opinion	Residual Risk / Audit Comment
Cyber Security	Added Value Status: Draft	There is a need to learn from the growing catalogue of high-profile cyber-attacks, paying particular attention to the ever-increasing use of ransomware. Our review concluded that the risk environment has changed and that this requires the Council to recognise the need to focus more directly upon its information security risks and mitigating strategies and operational functions. IT security is a fundamental necessity, and we consider that it would be advisable to further define and designate IT security requirements to better understand what costs should be ring fenced. The creation of an IT Security Board, or Group, would strengthen governance and help provide the necessary focus on a risk area that now needs greater attention and wider understanding. Operational IT Security functions must become more pro-active, particularly for activities such as network scanning used to identify potential vulnerabilities and ensure the timely mitigation of potential security risks.
Safer Recruitment (Disclosure & Barring Service (DBS) Checks)	Limited Assurance Status: Draft	Our review found that the Council's DBS process has been negatively impacted by previous restructures and erosion of knowledge resources. It is important that this is considered as part of ongoing restructuring to ensure that there is sufficient resource and knowledge to enable the Authority to discharge its duties to the standards required. The results of substantive testing provide a reasonable level of assurance that staff and volunteers are appropriately certified, but we have identified that there is room to improve corporate wide process transparency and the holistic view of responsibilities across the Council. Recommendations have been made to strengthen governance, operational processes, and data quality.
Acting Up & Additional Duties	Reasonable Assurance Status: Draft	The internal control framework for managing Acting Up and Additional Duties arrangements provides reasonable assurance that Council employees are paid accurately, on time and in accordance with council policy, equal pay legislation and contract of employment.

Areas of Review	Assurance Opinion	Residual Risk / Audit Comment
		The use of Firmstep forms and Employee/Manager Self Service portals ensure that due consideration of need and appropriate authorisation, is given prior to amendments being made to payroll records. Payroll records accurately record the Acting Up and Additional Duty arrangements and calculation of pay. Senior Management receive monthly reports that set out monthly and rolling year to date expenditure.
IR35 Off-Payroll Working	Status: In Progress	The objective of this review is to provide assurance that the operating processes and procedures correctly identify and treat Off Payroll Working within the Authority in accordance with HMRC Off Payroll Working Rules 2017 (IR35). (Updated 6th April, 2021).
Council Bank Accounts	Status: In Progress	Work is underway to verify the purpose of all bank accounts linked to the Council.
Schools Financial Value Standards (SFVS)	Status: Complete	The SFVS is a statutory self-assessment that all maintained school must complete and submit to the local authority (LA) on an annual basis. The purpose of the self-assessment is to ensure the effective financial management of school resources. We have received returns for all maintained schools in respect of the 2020/21 financial year and can confirm that the LA return was submitted to the Education & Skills Funding Agency on 25 June 2021.
Software Application Licensing <i>Not included in original plan</i>	Status: In Progress	The purpose of this audit is to establish, document and evaluate compliance with the terms and conditions for all corporate application software licenses and to report on the effectiveness of software license management arrangements.
The following reviews are not due to commence until the second half of 21/22		
• Cash Handling • Management of Grants • Covid-19 Grants • Risk Management in Treasury Management		• Client Financial Services • Health & Safety • Governance - Capital Programme • O365 Follow-Up

Areas of Review	Assurance Opinion	Residual Risk / Audit Comment
- PFI Contract - Procurement		Payment Modernisation Project currently on hold
Executive Office		
Electoral Services (Follow Up)	Status: In Progress	Our 2020/21 review confirmed that the strength of governance processes, transparency and the remedial actions taken all contributed strongly to providing a good level of assurance that previous errors would not be repeated. DAP are currently assessing progress against the recommendations of the 2020/21 Internal Audit Report and reviewing the data quality checks conducted to ensure the integrity of the electoral role and the recent local and Police & Crime Commissioner elections. The 2020/21 audit highlighted how the risk environment had changed significantly in the past three years due to the increased administering of large volumes of electronic data. It is pleasing to report that the data quality checks in place for the electoral role and recent elections were robust and appropriate to the mitigation of associated risks. Lessons continue to be learnt and there is a strong service improvement ethos within the Electoral Registration Team.
Gifts & Hospitality Follow-Up	Status: In Progress	Pressures on key Council officers has meant that fieldwork has taken a longer to complete. To deliver a meaningful report on the adequacy and effectiveness of policy and procedures in respect of declarations of interest for Officers, it is essential that we obtain sufficient insight of the 'system' in operation. Fieldwork is now complete, and our report will be issued in due course.
The Risk Management review is scheduled to commence mid-September.		
It has been agreed with management to defer the review of Minute Books to 2022/23 and the time put towards the review of Software Licensing.		
People		
OLM Eclipse Project	Status: Ongoing	CareFirst 6 is the case management, payment and charging system used by Children's and Adult Social Care teams for more than 20 years. The Council has procured OLM's next-generation replacement for CareFirst, Eclipse, and a project is underway to implement it.

Areas of Review	Assurance Opinion	Residual Risk / Audit Comment
		DAP continues to provide real-time support and challenge to the Eclipse Project Board and additional formal advice has been provided regarding Business Change processes. Crucial work to assess configuration and functionality requirements is underway and is scheduled to finish in September. The intended 'Go Live' date for Eclipse for Children's Services of 1st April 2022 is extremely challenging.
Alliance Contract	Status: In Progress	The Council, in partnership with service users and service providers, co-designed a new complex needs system to enable people to receive the right support, at the right time, in the right place. In April 2019, 25 separate services (contracts) were brought together into The Plymouth Alliance (TPA) to create a new single system to deliver an improved experience and better outcomes. Work has been undertaken to review the 'Single Referral Pathway', case management processes and management visibility of financial and performance data. This is very much a collaborative piece of involving a number of stakeholders, both inside and outside of the Council. Meetings are being scheduled with Council staff and Service Providers to evaluate initial findings and to assess how effectively the TPA is meeting its aims and objectives.
Children's Additional Spend	Status: In Progress	Spend which is additional to children's placement costs, is known as "Additional" or "Other" expenditure. Our work to review the processes and controls in place to ensure that such spend is appropriate, monitored and controlled is nearing completion.
Finance & Assurance Review Group (FARG)	Status: Ongoing	The purpose of FARG is to provide oversight, scrutiny and assurance of the integrated fund and internal audit continue to have a seat on FARG providing real time support and challenge.
Pre-Paid Cards	Status: In Progress	Pre-paid cards are administered and used across the different areas of the Council and we will review the adequacy of the controls, processes and procedures in operation.
Fully CATERed	Value Added Status: Final	Fully CATERed Ltd is the wholly owned subsidiary of CATERed Limited a co-operative trading company jointly owned by 67 local schools and Plymouth City Council. In

Areas of Review	Assurance Opinion	Residual Risk / Audit Comment
		accordance with advice provided by the Council's external auditors there has been no requirement to externally audit the company accounts. However, DAP have performed a small amount of transactional testing together with a review of the corresponding control framework to provide assurance that the year-end position has been properly stated.
Families with a Future (Payment by Results)	Regulatory Requirement	DAP have verified and certified four claims in the year to date.
The following reviews are not due to commence until the second half of 21/22		
- CareFirst ASC (Invoicing) - CareFirst (Payments) - CareFirst - Children Independent Placements Follow-Up - Special Guardianships (Children) Follow-Up - Special Educational Needs & Disability (SEND) Contracts		- On Course South West (OCSW) - Community Connections – New Business Solutions - Life Chances Fund (Pause Project) - Disabled Facilities Grants
At the request of management, work on Anti-Social Behaviour Tools to be deferred to 22/23 and the time used on Disabled Facilities Grants.		
Office of the Director of Public Health		
Public Burials	Status: In Progress	Work is underway on an 'end to end' review of the administrative processes in operation within Public Burials. The service is reporting an increased number of referrals and in particular a shift to receiving referrals direct from care homes. Our review will consider whether current processes are as efficient as they could be and whether they adequately safeguard monies and valuables recovered during the processing of a referral. We will provide assurance as to whether the service is complying with legislative requirements and best practice and consider whether current processes sufficiently protect the Council's financial interests.
Place		

Areas of Review	Assurance Opinion	Residual Risk / Audit Comment
Tech Forge Cloud – new business processes within Commercial Properties	Added Value Status: Complete	The Council's implementation of the Tech Forge Cloud asset management system has enabled the Commercial Properties Team to review existing processes with a view to maximising the increased functionality of the Cloud system to improve efficiency and remove duplication The Commercial Properties Team have been proactive in seeking advice from DAP where they propose amendments to existing procedures. DAP have provided 'real time' assurance that either the procedural changes which will deliver efficiencies have: • Not eroded the controls in place and / or • Have recommended additional actions to mitigate any reduction in the robustness of the existing control framework. These processes will be tested fully as part of a planned 'end to end' review within Commercial Properties during September 2021.
The following reviews are not due to commence until the second half of 21/22 • Commercial Properties • Trade Waste • City Change Fund • Highways Works Orders & Approval Process		
It has been agreed with management to defer Street Services – Stores and Stock Control to 2022/23 to accommodate work on Highways works orders and approval and the City Change Fund which was held as a "first reserve".		
Grant Certification	Regulatory Requirement	Grants certified without amendment: • DFE Additional Home to School Transport 2020 - 31/5137, 31/5268 and 31/5370 (Covid 19) • DFT Travel Demand Management 2020/21 - 31/5127 (Covid 19) • Innovate UK - Clean Streets EV Infrastructure grant - 31831 • SW LEP LGF GD20 Charles Cross • SW LEP LGF GD04 Derriford Transport Scheme • SW LEP LGF GD19 Eastern Corridor Cycle Route

Areas of Review	Assurance Opinion	Residual Risk / Audit Comment
		• SW LEP LGF GD18 Northern Corridor Junction Improvements • SW LEP LGF GD33 Oceansgate • SW LEP LGF GD50 Plymouth Railway Station • Arts Council England - Small Capital Grants (Artists and Lights) SCAP-00171800 • PHE HIV PrEP Grant No:31/5179 • SW LEP LGF GD42C 5G Smart Sound
National Fraud Initiative (NFI)		
NFI	Status: Ongoing	DAP continue to monitor the progress being made in reviewing the data matches provided as part of the NFI exercise and will continue to liaise with the Departments responsible for the matches in accordance with Cabinet Office timescales.

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Audit and Governance Committee



Date of meeting:	27 September 2021
Title of Report:	Updated Whistleblowing Policy
Lead Member:	Councillor Nick Kelly (Leader)
Lead Strategic Director:	Brendan Arnold (Service Director for Finance)
Author:	Brenda Davis, Audit Manager
Contact Email:	brenda.davis@plymouth.gov.uk
Your Reference:	AUD/BD
Key Decision:	No
Confidentiality:	Part I - Official

Purpose of Report

An updated Whistleblowing Policy was last approved by the Audit and Governance Committee in December 2018 and that policy has now been subject to a further refresh.

The Whistleblowing Policy applies to all employees and Councillors of Plymouth City Council, including temporary and agency staff and is intended to encourage and enable individuals to raise serious concerns within the Council rather than overlooking a problem.

To align with the align with the Modern Slavery Policy which went before Cabinet on 10 August 2021 and says, "The Council will support its staff to blow the whistle on any suspected examples of modern slavery". Section 2.3 has been updated to clarify that if an individual has cause to suspect modern slavery, this is within the scope of the Whistleblowing Policy.

There are some textual changes to the policy to provide greater clarity and where references have changed. All insertions are shown in red font with deletions lined through.

Recommendations and Reasons

The Audit and Governance Committee:

- Note the changes and approve the updated Whistleblowing Policy.

Alternative options considered and rejected

None. The Authority needs to maintain and promote the Whistleblowing Policy to comply with best practice and to ensure a high level of awareness of, and confidence in, the Council's whistleblowing arrangements.

Relevance to the Corporate Plan and/or the Plymouth Plan

The Whistleblowing Policy supports the Council's values through the promotion of good governance and can play an important role in deterring and detecting malpractice, maintaining public trust and, delivering the Council's ambitions to being democratic, responsible and fair.

Implications for the Medium Term Financial Plan and Resource 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.

None. The Whistleblowing Policy encourages individuals to raise serious concerns within the Council rather than overlooking a problem. This policy is intended to cover reasonably serious concerns that fall outside the scope of other procedures.

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	Whistleblowing Policy – Updated Aug '21							
B	EIA – Whistleblowing Policy 2021							

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.21.22.102	Leg	LS/37250/Jp/030921	Mon Off	Click here to enter text.	HR	Click here to enter text.	Assets	Click here to enter text.	Strat Proc	Click here to enter text.
Originating Senior Leadership Team member: Brendan Arnold (Service Director for Finance)											
Please confirm the Strategic Director(s) has agreed the report? Date agreed: 01/09/2021											
Cabinet Member approval: Cllr Nick Kelly (Leader)											
Date approved: 06/09/2021											

WHISTLEBLOWING POLICY

Devon Audit Partnership - August 2021



Changes

August 2021: Reviewed and updated to include reference to Modern Slavery

Policies are available in large print, Brail or other languages

If you would like help understanding the contents of this policy, please speak to your line manager or contact the HR Policy Team for assistance.

WHISTLEBLOWING POLICY

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WHISTLEBLOWING POLICY

1. POLICY STATEMENT

- 1.1 Plymouth City Council is committed to the highest possible standards of honesty, openness and accountability in public life.
- 1.2 All organisations face the risk of things going wrong or of unknowingly harbouring malpractice. We have a duty to identify and take measures to remedy all malpractice, particularly regarding issues of fraud and corruption, and this policy has been developed to help employees share concerns that they may have. The policy has been developed in accordance with the provisions of the [Public Interest Disclosure Act 1998](#) and in support of the Council's [Anti-Fraud, Bribery and Corruption Policy](#).
- 1.3 By promoting a culture of openness within the Council, we want to encourage individuals to feel confident and come forward to raise both disclosures and serious allegations of wrongdoing; this may involve the actions of the Council's employees, its Councillors, contractors or any aspect of the Council's activities. Disclosures can be made through established internal channels, without fear of victimisation, detriment or risk to job security.

2. SCOPE AND AIMS OF THE POLICY

2.1 In Scope

This whistleblowing policy applies to all [employees](#) and Councillors of Plymouth City Council. ~~including temporary and agency staff.~~

Whilst this policy also extends to any other individual who wants to raise an allegation of perceived wrong doing, including **agency workers**, consultants, contractors, sub-contractors who are engaged in work for the Council, workers who are not direct employees of Plymouth City Council may not receive the same protection under the Public Interest Disclosure Act.

Although the Council will endeavor to provide appropriate advice and support wherever possible in this eventuality, it is recommended that advice is sought from a trade union representative or from Protect (formerly Public Concern at Work) an independent charity set up to provide advice and guidance about whistleblowing issues. Contact details for [Protect](#) are given in Section 10 below.

2.2 Out of Scope

If your concern relates to your own treatment as an employee, you should raise the matter under the Council's ~~Grievance Policy~~ **Grievance Resolution Policy and Procedure**.

If a customer of the Council has a concern about services provided to him/her, it should be raised as a complaint to the Council.

2.3 This policy is intended to cover reasonably serious concerns that fall outside the scope of other procedures. That concern may be about the following:

- A criminal offence that has been, is being, or is likely to be committed;
- Fraud, Bribery or Corruption;
- Unauthorised use of Public Funds;
- A failure to comply with a legal obligation;
- A health and safety risk relating to any individual;
- A miscarriage of justice;
- A damage to the environment;
- Actions that are contrary to the Council's Standing Orders, Financial Regulations or any other approved policies;
- Actions or behaviour that falls below established standards of practice;
- Abuse and welfare of clients and/or staff;
- Suspected examples of modern slavery;
- Harassment or victimisation of either staff or clients;
- Any actions or concerns regarding practice that could result in a financial loss to the Authority;
- The deliberate concealment of information relating to any of the above matters;
- Other unethical conduct.

(This list is not exhaustive)

2.4 This Policy aims to:

- Encourage employees, councillors and contractors to feel confident in raising concerns and to question and act upon their concerns;
- Provide avenues for employees to raise these concerns and receive feedback on any action taken;
- Allow employees to take the matter further if they are dissatisfied with the Council's response; and
- Provide reassurance that there will be protection from reprisals or victimisation for whistleblowing in good faith in accordance with this procedure.

3. SAFEGUARDS

3.1 Harassment or Victimisation

The Council recognises that the decision to report a concern can be a difficult one to make, not least because of the fear of reprisal from those responsible for, or suspected of, the malpractice. The Council will not tolerate harassment or victimisation and will take action to protect staff when they raise a concern in good faith. This does not mean that if a member of staff is already the subject of

disciplinary or redundancy procedures, those procedures will be halted because of their 'Whistleblowing'.

3.2 Confidentiality

The Council will do its utmost, subject to any over-riding legal obligations, to protect an individual's identity when they raise a concern and do not want their name to be disclosed. It must be realised and appreciated, however, that the investigation process itself may well reveal the source of the information, and, depending on the outcome, a formal statement by the individual may be required as part of the evidence.

3.3 Anonymous Allegations

Remember, this policy is designed to encourage ~~staff~~ **employees** to put their names to allegations. If you do not tell us who you are, it will be much more difficult for us to look into the matter, to protect your position or to give you feedback. Concerns which are reported anonymously are much less powerful, but if they contain sufficient detail they will be considered at the discretion of the Council. The factors to be considered would include:

- The seriousness of the issue raised;
- The credibility of the concern; and
- The likelihood of confirming the allegation from attributable sources.

3.4 Untrue Allegations

If an employee makes an allegation in good faith, reasonably believing it to be true, but it is not confirmed by the investigation, no action will be taken against them. If, however, individuals make malicious or vexatious allegations, disciplinary action may be considered and implemented.

4. RAISING A CONCERN

4.1 Initially, employees are encouraged to raise concerns with:

- Their immediate **line** manager or their ~~superior~~ **line manager's manager**; or
- For **Voluntary Controlled, Community** schools / **Nursery** staff, with the Headteacher or Chair of Governors, **where the Governing Body had adopted this policy**.

If this is not considered appropriate due to the nature of the concerns, the individual can raise their concerns with:

- A Head of Service;
- A Service Director;
- A Strategic Director;
- The Chief Executive.

4.2 Employees who are unsure about reporting or do not feel at ease raising the concern through any of the above routes are encouraged to seek advice from one of the following:

- The Head of Devon Audit Partnership;
- The Head of Legal Services;
- Service Director for Human Resources & Organisational Development.

4.3 Employees may also invite their Trade Union or professional association to raise the concern on their behalf.

4.4 Concerns ~~are better~~ **should be** raised in writing. The background and history of the concern should be set out, giving names, dates and places where possible, and the reason why the individual is concerned about the situation. Those who do not feel able to put their concerns in writing may raise the matter verbally with the appropriate officer.

4.5 Although ~~staff~~ **employees** are not expected to prove the truth of their concern, they will need to demonstrate to the person contacted that there are sufficient grounds for concern.

5. HOW THE COUNCIL WILL RESPOND

5.1 Within ten working days of a concern being received, the relevant Service Director from the Council will contact the employee:

- Acknowledging that the concern has been received;
- Indicating how it proposes to deal with the matter;
- Telling the employee whether any initial enquiries have been made;
- Telling the employee whether further investigations will take place, and if not, why not.

5.2 The action taken by the Council will depend on the nature of the concern.

The matters raised may:

- Be investigated internally;
- Be referred to the Police;
- Be referred to the External Auditors;
- Form the subject of an independent inquiry by the Ombudsman.

5.3 To protect individuals and the Council, initial enquiries will be made to decide whether an investigation is appropriate and, if so, what form it should take. Concerns or allegations which fall within the scope of other, existing, procedures (e.g. child protection or discrimination issues) will normally be referred for consideration under those procedures.

5.4 Some concerns may be resolved without the need for investigation. Where a formal investigation is required, it is likely to take the form of an investigation by a manager or by Devon Audit Partnership. In certain cases, the matters raised may be referred to the Police or the Council's external auditors for investigation or an independent inquiry could be set up

- 5.5 The amount of contact between the managers considering the issues raised and the complainant will depend on the nature of the matters raised, the potential difficulties involved, and the clarity of the information provided.
- 5.6 When any meeting is arranged, ~~staff~~ **employees** have the right, if they so wish, to be accompanied by a Trade Union or professional association representative or a ~~friend~~ **work colleague** who is not involved in the area of work to which the concern relates.
- 5.7 The Council will take steps to minimise any difficulties which ~~staff~~ **employees** may experience as a result of raising a concern. For instance, if ~~staff~~ **employees** are required to give evidence in criminal or disciplinary proceedings, the Council will advise them about the procedure.
- 5.8 The Council accepts that ~~staff~~ **employees** need to be assured that the matter has been properly addressed. Thus, subject to legal constraints, **and the requirement for confidentiality of others involved in the process, employees** ~~members of staff~~ will receive information about the outcomes of any investigations.
- 5.9 If an employee is not assured that the matter has been properly addressed, they should contact the Head of Devon Audit Partnership, or consider an alternative method of taking forward a complaint as per 6.1 below.

6. ALTERNATIVE METHODS OF TAKING FORWARD A COMPLAINT

- 6.1 This policy is intended to provide employees with an avenue to raise concerns within the Council. If an individual is not satisfied, and feels it is right to take the matter outside this process, possible contact points are listed below including Protect (formerly Public Concern at Work), an independent charity set up to provide advice and guidance about whistleblowing issues.
- The local Council member (if you live in the area of the Council);
 - The External Auditor;
 - Relevant professional bodies or regulatory organisations;
 - Individuals' solicitors;
 - A relevant charity or voluntary organisation such as Protect;
 - The Police.
- 6.2 If an employee does take the matter outside the Council, they need to ensure that they do not disclose confidential information or that disclosure would be privileged. This should be checked with one of the designated contact points, Devon Audit Partnership, Legal Services, Human Resources or if preferred, an outside organisation such as the Ombudsman or Protect.

7. THE RESPONSIBLE OFFICER

- 7.1 The Head of Devon Audit Partnership has overall responsibility for the maintenance and operation of this policy.

7.2 The Head of Devon Audit Partnership will maintain a record of concerns raised and the outcomes (in an anonymous format) and will report as necessary to the Audit and Governance Committee.

8. REVIEW AND MONITORING

8.1 This policy is to be reviewed and monitored every 2 years; the next review date is ~~October 2020~~ **September 2023**.

8.2 The Head of Devon Audit Partnership will monitor this policy. In this regard managers, councillors and trade union representatives must inform Devon Audit Partnership immediately should concerns falling under the scope of this policy be raised with them.

9. RELATED POLICIES AND DOCUMENTS AND SUPPORT

- [Anti-Fraud, Bribery and Corruption Policy](#)
- [Anti-Fraud, Bribery and Corruption Strategy and Response Plan](#)
- [Grievance Policy](#)
- ~~Anti-Bullying and Harassment Guidance~~
- [Employee Assistance Programme](#) (**Bullying & Harrassment**)
- [Employee Handbook](#)

10. KEY CONTACT INFORMATION

Devon Audit Partnership:	Internal Audit Team Tel: 01752 306710 Email: Internal.Audit@plymouth.gov.uk
	Counter Fraud Team Tel: 01752 304450 Email: corporate.fraud@plymouth.gov.uk
Legal Services:	Tel: 01752 304330
Human Resources (HR):	HR Helpdesk Tel: 01752 304444 - Option 5
Protect (formerly Public Concern at Work)	Tel: 020 3117 2520 Website: https://protect-advice.org.uk/advice-line/
Local Government and Social Care Ombudsman	Tel: 0300 061 0614 Website: https://www.lgo.org.uk

EQUALITY IMPACT ASSESSMENT

Finance



STAGE 1: WHAT IS BEING ASSESSED AND BY WHOM?

What is being assessed - including a brief description of aims and objectives?

Whistleblowing Policy - 'refresh' of an existing policy and applies to all employees and Councillors. The policy is intended to encourage and enable individuals to raise serious concerns of perceived wrongdoing within the Council, rather than overlooking a problem.

This Policy aims to:

- Encourage employees, councillors and contractors to feel confident in raising concerns and to question and act upon their concerns.
- Provide avenues for employees to raise these concerns and subject to legal constraints, and the requirement for confidentiality of others involved in the process, employees will receive information about the outcomes of any investigations.
- Allow employees to take the matter further if they are dissatisfied with the Council's response; and
- Provide reassurance that there will be protection from reprisals or victimisation for whistleblowing in good faith in accordance with this procedure.

The Whistleblowing Policy has been developed in accordance with the provisions of the Public Interest Disclosure Act 1998 and in support of the Council's Anti-Fraud, Bribery and Corruption Policy.

Author

Brenda Davis

Department and service

Devon Audit Partnership for Plymouth City Council

Date of assessment

27/08/2021

STAGE 2: EVIDENCE AND IMPACT

Protected characteristics (Equality Act)	Evidence and information (e.g. data and feedback)	Any adverse impact See guidance on how to make judgement	Actions	Timescale and who is responsible
Age	Legal requirement under CPIA/PACE and other legislation to treat individuals in accordance with their needs and requirements	No adverse impact is anticipated.	N/A	N/A
Disability	Legal requirement under CPIA/PACE and other legislation to treat individuals in accordance with their needs and requirements	No adverse impact is anticipated.	N/A	N/A
Religion or belief	Legal requirement under CPIA/PACE and other legislation to treat individuals in accordance with their needs and requirements	No adverse impact is anticipated.	N/A	N/A
Sex - including marriage, pregnancy and maternity	Legal requirement under CPIA/PACE and other legislation to treat individuals in accordance with their needs and requirements	No adverse impact is anticipated.	N/A	N/A
Gender reassignment	Legal requirement under CPIA/PACE and other legislation to treat individuals in accordance with their needs and requirements	No adverse impact is anticipated.	N/A	N/A
Race	Legal requirement under CPIA/PACE and other legislation to treat individuals in accordance with their needs and requirements	No adverse impact is anticipated.	N/A	N/A

Sexual orientation - including civil partnership	Legal requirement under CPIA/PACE and other legislation to treat individuals in accordance with their needs and requirements			
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STAGE 3: ARE THERE ANY IMPLICATIONS FOR THE FOLLOWING? IF SO, PLEASE RECORD ACTIONS TO BE TAKEN

Local priorities	Implications	Timescale and who is responsible
Celebrate diversity and ensure that Plymouth is a welcoming city.	No implications	N/A
Pay equality for women, and staff with disabilities in our workforce.	No implications	N/A
Supporting our workforce through the implementation of Our People Strategy 2020 – 2024	No implications	N/A
Supporting victims of hate crime so they feel confident to report incidents, and working with, and through our partner organisations to achieve positive outcomes.	No implications	N/A
Plymouth is a city where people from different backgrounds get along well.	No implications	N/A
Human rights Please refer to guidance	Complies with Human Rights Act 1998 and aligns with the Council's Modern Slavery Policy by stating that if an individual has cause to suspect modern slavery, this is within the scope of the Whistleblowing Policy.	N/A

STAGE 4: PUBLICATION

Responsible Officer	Brendan Arnold, Service Director for Finance	Date
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Audit and Governance Committee



Date of meeting: 27 September 2021

Title of Report: **Updated Anti-Fraud Bribery and Corruption Policy and Updated Anti-Fraud, Bribery and Corruption Strategy and Response Plan.**

Lead Member: Councillor Nick Kelly

Lead Strategic Director: Brendan Arnold (Service Director for Finance)

Author: Ken Johnson Counter Fraud Services Manager

Contact Email: Ken.johnson@plymouth.gov.uk

Your Reference: AFBC/CFST

Key Decision: No

Confidentiality: Part I - Official

Purpose of Report

Both documents subject to a light touch update to reflect changes in statistical information available, changes to linked documents and organisations. The Strategy has also been updated to reflect the latest Fighting Fraud and Corruption Locally (A strategy for the 2020's).

Changes highlighted in yellow with an explanation of the change in blue font for ease of reference.

Recommendations and Reasons

The Audit and Governance Committee is recommended to agree the changes to the Policy and the Strategy and Response Plan to support the Councils ongoing commitment in reducing fraud to the lowest possible levels.

Alternative options considered and rejected

Effective counter fraud processes are an essential element of internal control and as such are an important element of good corporate governance. For this reason alternative options are not applicable.

Relevance to the Corporate Plan and/or the Plymouth Plan

Maintaining sound systems of internal control and protecting the public purse ensures that those who legitimately need the support and services of the Council get them and this therefore supports the achievement of corporate and service objectives. The Equality Impact Assessment has been completed to give assurance that the issues concerned have been thought about and addressed where relevant.

Implications for the Medium Term Financial Plan and Resource Implications:

None arising specifically from this report.

Carbon Footprint (Environmental) Implications:

None arising specifically from this report

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.

The Counter Fraud Services Team specifically support the council's overall governance arrangements.

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	Anti-Fraud, Bribery and Corruption Policy							
B	Anti-Fraud, Bribery and Corruption Strategy and Response Plan							
C	Equality Impact Assessment							

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: Brendan Arnold
Please confirm the Strategic Director(s) has agreed the report? Yes Date agreed: 23/08/2021 (CMT)
Cabinet Member approval: Approved by Councillor Kelly (Leader) Date approved: 13/09/2021

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ANTI FRAUD, BRIBERY AND CORRUPTION POLICY

Devon Audit Partnership Counter Fraud Team



CHANGES

August 2018: Revised following a review of the corporate approach to fraud

August 2021: Revised following updated National Fighting Fraud and Corruption Locally Strategy

Contacts

If you have any questions regarding this policy please contact the Counter Fraud Team at Devon Audit Partnership corporatefraud@plymouth.gov.uk

Policies are available in large print, Brail or other languages

If you would like help understanding the contents of this policy, please speak to your line manager or contact the HR Policy Team for assistance.

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1. Anti-fraud, bribery and corruption statement.

- 1.1. Fraud in all its forms is now the most common criminal offence in the UK costing the economy £193 Billion a year. This equates to £3,000 per head of population in the UK (or £7,000 per household). It is estimated to cost Local Authorities anywhere between £2.2 and £7.4 Billion annually, losses that council front line services can ill afford and which can contribute to council tax increases year on year. The cost of fraudulent activity impacts most markedly on those requiring the most help in our society, it is therefore imperative that we combat this criminal activity appropriately and effectively. [Updated statistics from the Annual fraud indicator.](#)
- 1.2. Fraud, bribery and corruption are by definition crimes and should not be tolerated. Any fraud against Plymouth City Council is a fraud against the public purse and therefore we will build processes and policies that will prevent and detect fraud and pursue those who would commit fraud; maximising our resources and ensuring that the public retain confidence in Plymouth City Council.
- 1.3. The public are entitled to expect the local authority to conduct its affairs with honesty and openness and to demand the highest levels of integrity and conduct from its staff, members and partners. The policy is part of an inter connected approach by Plymouth City Council, which is committed to making sure that the opportunity for fraud, bribery and corruption is reduced to the lowest possible level. The Council will pursue and endeavour to bring to justice those who commit fraud, and its related offences.

2. Introduction

- 2.1. The Council's elected members and employees play an important role in creating and maintaining a culture which requires everyone to act honestly and with integrity at all times and to safeguard the resources for which they are responsible. Plymouth City Council's policy is that:
- any level of fraud, corruption or bribery in or against the Council will not be tolerated;
 - every attempt will be made to deter and prevent fraud;
 - opportunities for fraud and corruption will be reduced to the lowest possible level;
 - elected members and employees will be made aware of their obligation to report suspicions of fraud;
 - mechanisms will be in place for elected members and employees to report fraud;
 - any suspicion of fraud will be thoroughly investigated and dealt with appropriately;
 - any evidence of criminal activity will be reported to the Devon Audit Partnership Counter Fraud Team; and
 - mechanisms will be in place for seeking redress in respect of money defrauded.
- 2.2. Plymouth City Council also expects that individuals and organisations (e.g. suppliers, contractors and service providers) that it interacts with will act towards Plymouth City Council with integrity and without thought or actions involving fraud. Where relevant, Plymouth City Council will include appropriate clauses in its contracts about the

consequences of fraud, bribery and corruption; evidence of such acts is likely to lead to a termination of the particular contract and may lead to prosecution or other sanction.

3. What is Fraud?

3.1. There are a number of criminal offences that relate to what might commonly be termed as 'fraud' that are covered by the [Theft Act 1968](#) and the [Theft Act 1978](#). However the [Fraud Act 2006](#) created a new general offence of fraud with three definitions:-

- Fraud by false representation, i.e. if an individual dishonestly makes a false representation and intends by making the representation to make gain for himself or another, or to cause loss to another or expose another to risk of loss;
- Fraud by failing to disclose information, i.e. if an individual dishonestly fails to disclose to another person information which he is under a legal duty to disclose and intends, by means of abuse of that position, to make a gain for himself or another, or to cause loss to another or expose another to risk of loss; and
- Fraud by abuse of position, i.e. if an individual occupies a position in which he is expected to safeguard, or not to act against, the financial interests of another person, and he dishonestly abuses that position, and intends, by means of the abuse of that position, to make a gain for himself or another, or to cause loss to another or expose another to a risk of loss.

4. What is Bribery?

4.1. Broadly, the [Bribery Act 2010](#) defines bribery as giving or receiving a financial or other advantage in connection with the "improper performance" of a position of trust, or a function that is expected to be performed impartially or in good faith.

4.2. Bribery does not have to involve cash or an actual payment exchanging hands and can take many forms such as a gift, lavish treatment during a business trip or tickets to an event.

4.3. Some simple examples are:

- Bribery in order to secure or keep a contract.
- Bribery to secure an order.
- Bribery to gain any advantage over a competitor.
- Bribery of a local, national or foreign official to secure a contract.
- Bribery to turn a blind eye to a health safety issue or poor performance or substitution of materials or false labour charges.
- Bribery to falsify an inspection report or obtain a certificate.

4.4. [Section 2 of the Bribery Act 2010](#) makes it an offence to accept a bribe.

5. What is Corruption?

- 5.1. Corruption is the abuse of entrusted power for private gain. It can be classified as grand, petty and political, depending on the amounts of money lost and the sector where it occurs.
- 5.2. '[Misconduct in a public office](#)' is a common law offence and is committed when the holder of a public office acts, or omits to act, in a way contrary to his duty.

6. Avenues for Reporting Fraud, Bribery and Corruption

- 6.1. Plymouth City Council has in place avenues for reporting suspicions of fraud, bribery and corruption. Employees, elected members, members of the public, contractors and partners should report any concerns or suspicions to:

Counter Fraud Team Manager at Devon Audit Partnership

By telephone – 01752 304450 or 01752 306710

By email ken.johnson@plymouth.gov.uk or Corporatefraud@plymouth.gov.uk

In writing – Counter Fraud Services Manager, Devon Audit Partnership, Floor 4 Midland House, Notte Street, Plymouth PL1 2EJ

- 6.2. Employees can also report their concerns to their line manager (for school employee's head teacher, Chair of Governors), trade union representative or the Head of Legal Services. '[Protect](#)', an independent charity provides free, confidential and practical advice if someone is unsure of how to raise a concern. They operate a Whistleblowing Advice Line - Tel: [020 3117 2520](tel:02031172520) [Amended as the organisation has changed its name and contact details](#)
- 6.3. All matters will be treated seriously and dealt with in a professional manner. If you ask us to treat the matter in confidence, we will do our utmost to respect your request but it is not possible to guarantee confidentiality. Vigorous and prompt investigations will be carried out into all cases of actual or suspected fraud discovered or reported.

7. Responsibilities

7.1. The Chief Finance Officer as "Section 151 Officer" has a statutory responsibility under [Section 151 of the Local Government Act 1972](#) to ensure the proper arrangements for the Council's financial affairs and, together with the Chief Executive and members of the Corporate Management Team, has overall responsibility for Plymouth City Council's counter-fraud policy and procedures, and for establishing and maintaining a sound system of internal control that supports the achievement of the Council's policies, aims and objectives.

7.2. The system of internal control is based on an ongoing process designed to identify the principal risks, to evaluate the nature and extent of those risks and to manage them effectively. Managing fraud risk will be seen in the context of the management of this wider range of risks.

7.3. Responsibilities include:

- Developing a fraud risk profile and undertaking a regular review of the fraud risks associated with each of the key organisational objectives in order to keep the profile current;
- Establishing an effective anti-fraud policy and fraud response plan, commensurate to the level of fraud risk identified in the fraud risk profile;

- Designing an effective control environment to prevent fraud commensurate with the fraud risk profile;
- Establishing appropriate mechanisms for:
 - reporting fraud risk issues;
 - reporting to the Audit and Governance Committee
- Liaising with Risk Management and the Audit and Governance Committee;
- Ensuring that Plymouth City Councils [Recruitment Policy](#) is adhered to and that effective steps are taken at recruitment to establish, as far as possible, the honesty and integrity of potential employees, whether for permanent, temporary or casual posts.
- Making sure that all staff are aware of the Organisation's anti-fraud policy and know what their responsibilities are in relation to combating fraud;
- Ensuring that appropriate counter-fraud training is available and provided to staff;
- Ensuring that vigorous and prompt investigations are carried out if fraud occurs or is suspected;
- Ensuring that appropriate legal and / or disciplinary action is taken against perpetrators of fraud;
- Taking appropriate disciplinary action against supervisors/managers where supervisory/managerial failures have contributed to the commission of fraud;
- Taking appropriate disciplinary action against staff who intentionally fail to report fraud;
- Taking appropriate action to recover assets;
- Ensuring that appropriate action is taken to minimise the risk of similar frauds occurring in future.

7.4. Operational managers / supervisors are responsible for:

- Ensuring that an adequate system of internal control exists within their areas of responsibility and that controls operate effectively;
- Preventing and detecting fraud;
- Assessing the types of risk involved in the operations for which they are responsible;
- Reviewing and testing the control systems for which they are responsible regularly;
- Ensuring that controls are being complied with and their systems continue to operate effectively;
- Implementing new controls to reduce the risk of similar fraud occurring where frauds have taken place.

7.5. Every member of staff and elected member of the council is responsible for:

- Acting with propriety in the use of Plymouth City Councils resources and the handling and use of funds whether they are involved with cash or payments systems, receipts or dealing with suppliers and or customers;
- Being alert to the possibility that unusual events or transactions could be indicators of fraud;
- Reporting details immediately through the appropriate channel if they suspect that a fraud has been committed or see any suspicious acts or events;
- Complying with the Plymouth City Council [Essential Information for Staff](#) and the Plymouth City Council's [Code of Conduct](#) specifically in respect of the declaration of 'Gifts and Hospitality' and potential conflicts of interest. [Updated to reflect title change in referenced document](#)
- Cooperating fully with those conducting internal checks, reviews or fraud investigations.

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ANTI FRAUD, BRIBERY AND CORRUPTION STRATEGY / RESPONSE PLAN

Devon Audit Partnership Counter Fraud Team



CHANGES

August 2018: Revised following a review of the corporate approach to fraud

August 2021: Revised following updated National Fighting Fraud and Corruption Locally Strategy

Contacts

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Plymouth City Council's Commitment to Prevent Fraud and Corruption in all areas of the Council's Business.

I. Strategy/Response Plan

- I.1 Fraud is a major drain on the Public Purse it is therefore imperative that all Public Sector Staff prevent fraudulent activity and understand the threats and risks involved to the country's economy and specifically the local economy. This Strategy will assist Plymouth City Council in becoming more resilient to current threats and those identified in the future. The aim is to minimise fraudulent activity with a zero tolerance approach to those who commit criminal acts of fraud against Plymouth City Council whether the threat is from outside or internally within the Council.
- I.2 Tackling fraud is an integral part of putting finances back on a stable footing and ensuring that tax-payers' hard earned money is used to protect resources for frontline services. Fraud has a serious effect on all parts of the economy and costs the UK in the region of £73 billion per year. The cost of fraud to local government is estimated at £2.2 - £7.4 billion a year. [Updated statistical information](#)
- I.3 This Strategy aligns with the [Council's Mission, Values and Priorities](#) and should be read in conjunction with the [Anti-Fraud, Bribery and Corruption Policy](#). [To be linked when updated](#)
- I.4 Through its arrangements with [Devon Audit Partnership](#), the Council has a dedicated Counter Fraud Team which delivers professional counter fraud advice, guidance and investigatory work. The team will endeavour to exceed the expectations of the local population in combating fraud; this in turn will allow the Council to use its resources on frontline services for those who legitimately need them as well as promoting re-investment in Britain's Ocean City.
- I.5 Plymouth City Council will [Govern](#), Acknowledge, Prevent, Pursue and [Protect](#) in respect of any threats posed by fraudulent activity whether by individuals or organisations with a view to making the most of its finances and promoting fairness and opportunity within the City. [Wording change to reflect updated pillars of fighting fraud and corruption locally national strategy](#)
- I.6 The Strategy's key objectives are to:
- Assess and understand the fraud risks faced by Plymouth City Council;
 - Commit the correct support and resource to tackle fraud risk areas identified;
 - Maintain a consistent and robust anti-fraud response;
 - Make better use of information and technology to counter threats of fraud;
 - Ensure all fraud controls and processes are effective and continue to enhance these;
 - Further develop an effective anti-fraud culture;
 - Pursue fraud debt recovery and the use of Civil Sanctions when appropriate;
 - Further develop capability and capacity to address and deter fraudsters;
 - Embrace/encourage collaboration across all Local Authorities and Law Enforcement Agencies in the fight against fraudulent activity;
 - Promote a zero tolerance approach to fraud.

2. Govern

2.1 Plymouth City Council will ensure that it has robust arrangements and executive support to ensure anti-fraud, bribery and corruption measures are embedded throughout the organisation. Having an overall holistic approach to tackling fraud is part of good governance.

2.2 It understands that the tone is set from the top of any organisation and should be included in local counter fraud strategies and response plans.

2.3 Local authorities can ensure that their counter fraud response is comprehensive and effective by considering their performance against each of the six themes – the six Cs – that emerged from research linked with the [Fighting Fraud and Corruption Locally national strategy](#):

- Culture
- Capability
- Competence
- Capacity
- Communication
- Collaboration

[Added to reflect the changes in the national strategy](#)

3. Acknowledge

3.1 Plymouth City Council acknowledges that it is not immune from fraud and that it has a duty to implement measures to protect the public purse in all areas of its business. Fraud is a hidden crime and the Council should not enable fraudulent or corrupt activity to remain hidden.

3.2 The Council commits to:

- Involving the Chief Executive in championing the fight against fraud and corruption;
- Engaging with the Audit and Governance Committee, seeking their endorsement for counter fraud and corruption work in the Council;
- Committing appropriate resources to identify, assess, detect and prevent fraud and corruption throughout all areas of business within the Council;
- Assessing and trying to understand the fraud, bribery and corruption risks facing the Council now and in the future;
- Maintaining a robust counter fraud and corruption response;
- Keeping records of all suspected and confirmed cases of fraud and corruption;
- Working with all available internal and external partners and law enforcement agencies with a view to reducing the risk of fraud across all areas of the Council's business;
- Using appropriate data matching tools available to deter and detect fraudulent/corrupt activity;
- Supporting and passing on best practice to other Authorities in respect of counter fraud and corruption work;
- Adopting best practice and learning from other Authorities in respect of counter fraud and corruption work;
- Ensuring that all staff understand how, where and when to report suspicions of fraudulent activity.

3.3 Only through its acknowledgment that it faces the continuing threat of fraud and corruption can the Council effectively counter the threat. The Council has, through its arrangements

with Devon Audit Partnership, committed to retaining a qualified counter fraud investigative capability; acknowledging the potentially wider risks from corporate fraud and corruption and its obligation to investigate all types of fraud.

4. Prevent

4.1 The best way to fight fraud is to prevent it from happening in the first place. Prevention extends beyond making sure that there are appropriate systems and process controls in place. It also depends upon the development of an effective anti-fraud and corruption culture that reinforces a zero tolerance and deters criminals from committing fraud in the first place.

4.2 The Council commits to:

- Make better use of information and technology in the analysis and prediction of fraudulent or corrupt activity in all areas of the Council's business;
- Use all internally available data to maximise detection of fraud and corruption;
- Encourage other Local Authorities and stakeholders to share their data in order to maximise the detection of fraud and corruption;
- Share intelligence with other Authorities and relevant Law Enforcement Agencies in order to combat fraud and corruption;
- Use all areas of the [National Fraud data matching Initiative](#) to best effect;
- Support local and national initiatives to support the fight against fraud and corruption;
- Use the [National Anti-Fraud Network \(NAFN\)](#) to maximise information gathering in order to combat fraud and corruption;
- Implement the local government counter fraud and corruption strategy '[Fighting Fraud and Corruption Locally](#)', to improve the Council's resilience to fraud and corruption;
- Arrange Fraud Awareness training to be offered out to all internal staff and Members as well as, where appropriate, 3rd parties linked to the Council's business;
- Maximise publicity through advertising campaigns in diverse media areas to discourage those who would potentially commit fraud;
- Encourage publication of court convictions in order to dissuade potential future offenders;
- Ensure that there is a clear reporting route available for staff and the public to report suspicions of fraudulent and corrupt activity;
- Ensure that where a criminal offence is suspected that it is referred to the DAP Counter Fraud Team;
- Ensure that the DAP Counter Fraud Team are identified as a reporting line within the Whistleblowing Policy if the whistle-blower feels that this would be the most effective route.

4.3 A strong anti-fraud culture that is driven from the top down must underpin any preventative approach. This requires continuous active promotion and needs to include staff, members of the public and 3rd parties involved in the provision and procurement of the Council's services. An anti-fraud culture will seek to motivate staff and ensure that they understand the importance of tackling fraud and corruption, recognise fraud and corruption and know how and where to report it.

4.4 The Council will seek to change attitudes and behaviours towards fraud and corruption, positively re-enforcing individuals' responsibility for preventing, detecting and reporting fraud, and deterring future criminal activity against the Council.

5. Pursue

- 5.1 Prevention is always preferable. However, determined fraudsters will evade even the best controls, and where fraud and corruption does occur enforcement must be comprehensive. The Counter Fraud Team will appropriately investigate all allegations to a conclusion, ensuring that where relevant the offender is prosecuted or other appropriate sanction is applied.
- 5.2 The Council will ensure that the public, and potential fraudsters, are made aware that when public funds are stolen, every effort will be made to recover losses and confiscate assets gained as a result of criminal activity.
- 5.3 The Council commits to:
- Using the services of a dedicated Counter Fraud Team to investigate all allegations of fraud and corruption concerning Plymouth City Council;
 - Ensuring that the Counter Fraud investigators (either employed or contracted) are trained to the appropriate standard, with investigations carried out in a professional manner and evidence collected and retained in accordance with the law;
 - Encouraging a higher priority for the recovery of fraudulent losses, to include the use of civil sanctions;
 - Ensuring legal capability and capacity is sufficient to pursue fraudsters;
 - Aid in the creation a more collaborative and supportive law enforcement response across Plymouth and Devon to encourage co-operation and joint working (e.g. across all 10 Devon Local Authorities, Trading Standards, the DWP, HMRC, UK Border Agency and the NHS etc;
 - Consider the use of Compensation Orders or the Proceeds of Crime Act to recover profits made by fraudulent means;
 - Use publicity from successful Prosecutions to deter others who could potentially commit similar offences in the future.

6. Protect

6.1 The Council commits to protecting against serious and organised crime, protecting individuals from becoming victims of crime and protecting against the harm that fraud can do to the community.

6.2 This will also cover protecting public funds, protecting its organisational integrity and reputation from fraud and cybercrime and also protecting itself from future frauds as far as can be reasonably expected.

Added to reflect the changes in the National Strategy

7. Information Technology and Data Matching

- 7.1 The Council undertakes to make better use of the information that it already holds for various Council activities in order to drive out fraud from its systems. It will look to continuously improve and expand its ability to acknowledge, prevent and detect fraud in all areas of its business through:
- The use of internal Data Matching checks to proactively Prevent/Detect fraudulent activity.
 - Information Sharing: Intelligence is key in the modern fight against fraud. All appropriate Internal /External Data warehousing / matching opportunities will be explored and maximised
 - Using a proactive/joined up approach to investigations across the Council and Cross boundary (if appropriate) that will generate income and savings;

8. Sanctions Guidelines

- 8.1 The Council seeks to provide value for money services to the public, and has a statutory duty to protect the Public Purse.
- 8.2 In the interest of making fair and balanced decisions, the Council will refer to sanction guidelines, taking into account various factors, not only the monetary value of the offence. All cases will be evaluated on their own merit and any mitigating circumstances will be taken into account.
- 8.3 The Council will co-operate with other agencies such as the Department for Work and Pensions, the Police and the Crown Prosecution Service to secure the conviction of offenders. Plymouth City Council will also instigate criminal proceedings independently of these organisations where appropriate.
- 8.4 These guidelines will assist in determining the appropriate action to be taken in relation to each case. The initial recommendation on what action is most appropriate to take lies with the Investigator. The Counter Fraud Team Manager will then make a recommendation based on the evidence for consideration by the Head of Devon Audit Partnership in accordance with the Public Interest test.

9. Legislative Framework

- 9.1 These guidelines take into account the requirements of the following legislation:-

- [The Social Security Administration Act 1992](#)
- [The Social Security Administration \(Fraud\) Act 1997](#)
- [Regulation of Investigatory Powers Act 2000](#)
- [Police and Criminal Evidence Act 1984](#)
- [Data Protection Act 2018](#)
- [Local Government Act 2000](#)
- [Criminal Procedures Investigation Act 1996](#)
- [Criminal Justice and Public Order Act 1994](#)
- [Human Rights Act 1998](#)
- [Fraud Act 2006](#)
- [Theft Act 1968 & 1978](#)
- [Prevention of Social Housing Fraud Act 2013](#)
- [Proceeds of Crime Act 2002](#) (POCA)
- [Equality Act 2010](#)

10. Sanctions available to the Local Authority

- 10.1 When the Local Authority is able to prove an offence beyond reasonable doubt, or the offender makes a full confession that they have committed a criminal offence against the authority, the Council has the following sanctions available to it:

- Administer a Local Authority Formal Caution
- Administer a fixed penalty
- Prosecution through the Magistrates Court
- Seizure and liquidation of assets via POCA

11. Standards of Evidence

11.1 The Council will use the most appropriate deterrent against future fraudulent activity. This requires each referred case to be looked at on its individual merits; making reference to any previous sanction or convictions if applicable, before deciding on any further action.

11.2 Prosecution and the alternatives to prosecution have to follow the rules of law. Criminal offences have to be proved “beyond reasonable doubt” and not on the “balance of probability” rules applied to civil matters.

11.3 Substantive evidence is essential before the Council can determine if a sanction is justified. Evidence must be legally admissible and put forward in a legally acceptable form. The Council must therefore be satisfied that evidence is of a quality which would withstand scrutiny in a court of law. In the first instance the Counter Fraud Team Manager will assess the quality of evidence gained in the course of an investigation, ensuring that the evidence is:

- Clear
- Admissible
- Substantial
- Reliable

11.4 The Counter Fraud Team Manager will also check the case in the first instance to ensure:

- That there is sufficient evidence to show action, knowledge and, where appropriate, intent, by the individual concerned;
- That all the evidence has been obtained in accordance with the relevant legislation.

12. Formal Cautions

12.1 Formal cautioning is based on the principle that no prosecuting authority is under an obligation to prosecute. The use of formal cautions is purely administrative and there is no legislation covering their use.

12.2 A Formal Caution may only be offered if an admission of guilt has been made, and cannot be offered if the claimant refutes or denies the allegation. It is given as an official warning to a person who has committed a fraud related offence against the Council.

12.3 A Formal Caution will only be considered and administered when:-

- There is sufficient evidence to justify instigating criminal proceedings;
- The offence has been admitted during an interview under caution (A caution should never be considered purely on the basis that the claimant “will accept a caution”);
- The offender has no unspent relevant previous convictions, cautions etc;
- The person agrees to sign documentation in which they admit the offence;
- The person agrees to be cautioned and acknowledges the caution;
- Cautions will not be administered to a person under the age of 18.

12.4 For a case where the Investigating Officer has recommended a caution, the recommendation will be reviewed and sanctioned by the Counter Fraud Team Manager. The caution may be administered by the Counter Fraud Team Manager (an appropriate Accredited Counter Fraud Specialist may administer a caution in the absence of the aforementioned).

12.5 If the person is subsequently prosecuted for another offence, the caution may be cited in court. If the person refuses to accept a caution, the alternative course of action should be

criminal proceedings. Therefore, the quality of evidence for a caution must be of the same standard as that required for a prosecution.

13. Administering a fixed or civil penalty

13.1 Currently the DAP Counter Fraud Team has not been authorised to administer fixed or civil penalties for offences. However, this may change in the future depending on changes in overarching policies.

14. Prosecutions

14.1 The Council recognises that it is likely to be appropriate to prosecute where there is clear evidence that an offence has been committed. In taking such action, the Council will make fair and consistent decisions, and will ensure that there is sufficient evidence to make conviction more likely than acquittal.

14.2 If one or more of the following factors are apparent within a case, that case may be considered for prosecution as the first option:

- The defendant is alleged to have committed the offence while under an order of the Court;
- The gross adjudicated cost to Plymouth City Council or its partners is £5000 or over. (In line with the minimum sentencing guidelines for fraud offences);
- False identities or other personal details have been used;
- False or forged documentation has been used;
- Official documents have been altered or falsified;
- The person concerned occupied a position of trust;
- The person concerned assisted or encouraged others to commit offences;
- There is evidence of premeditated or organised fraud;
- The person concerned has relevant previous convictions;
- The person has previously been convicted of fraud;
- The offer of a formal caution or other sanction or solution has been refused;
- There is evidence of collusion.

15. Factors for consideration by the officer responsible for the final case review and decision on whether to prosecute

15.1 In all cases where the Investigating Officer and the Counter Fraud Team Manager have, based on evidence, concluded that an individual should be prosecuted, a number of factors need to be taken into consideration when deciding whether to instigate the prosecution action.

15.2 The presence within a case of any of the Public Interest factors referred to in 16.1 below may preclude it from prosecution, downgrade it to an alternative sanction or a decision to take no further action; each case will be assessed individually.

16. Public Interest

16.1 If the evidence obtained justifies proceedings, the Council must then consider whether this would be in the public interest, taking into account [The Code for Crown Prosecutors](#) which gives guidance on the general principles to be applied when making a decision regarding prosecutions.

Common factors include:

- Age

- Social factors
- Mental illness
- Physical illness
- Voluntary disclosure
- Technical factors

17. Summary

17.1 The guidelines outlined in this strategy cover the main areas that the Council consider when dealing with alleged fraudulent activity. As well as the above Plymouth City Council is committed to improving fraud awareness throughout its own organisation and those of its partners.

17.2 Whilst the Council appreciates the majority of people are honest, it will continue to fight abuse of the 'Public Purse' by those who falsely claim/apply for money/property/support to which they are not entitled. All investigations will be undertaken by trained staff that will respect the rights of all customers, abide by the law and act in the public interest.

EQUALITY IMPACT ASSESSMENT

Finance



STAGE 1: WHAT IS BEING ASSESSED AND BY WHOM?

What is being assessed - including a brief description of aims and objectives?	Counter Fraud, Bribery and Corruption Policy, an update of the previous policy dated August 2018. This policy is intended to minimise fraud losses and ensure that all staff are aware of what is required of them.
Author	Ken Johnson
Department and service	Devon Audit Partnership for Plymouth City Council
Date of assessment	19/08/2021

STAGE 2: EVIDENCE AND IMPACT

Protected characteristics (Equality Act)	Evidence and information (e.g. data and feedback)	Any adverse impact See guidance on how to make judgement	Actions	Timescale and who is responsible
Age	Legal requirement under CPIA/PACE and other legislation to treat individuals in accordance with their needs and requirements	No adverse impact, possible positive impact	N/A	N/A
Disability	Legal requirement under CPIA/PACE and other legislation to treat individuals in accordance with their needs and requirements	No adverse impact, possible positive impact	N/A	N/A
Religion or belief	Legal requirement under CPIA/PACE and other legislation to treat individuals in	No adverse impact, possible positive impact	N/A	N/A

	accordance with their needs and requirements			
Sex - including marriage, pregnancy and maternity	Legal requirement under CPIA/PACE and other legislation to treat individuals in accordance with their needs and requirements	No adverse impact, possible positive impact	N/A	N/A
Gender reassignment	Legal requirement under CPIA/PACE and other legislation to treat individuals in accordance with their needs and requirements	No adverse impact, possible positive impact	N/A	N/A
Race	Legal requirement under CPIA/PACE and other legislation to treat individuals in accordance with their needs and requirements	No adverse impact, possible positive impact	N/A	N/A
Sexual orientation - including civil partnership	Legal requirement under CPIA/PACE and other legislation to treat individuals in accordance with their needs and requirements	No adverse impact, possible positive impact	N/A	N/A

STAGE 3: ARE THERE ANY IMPLICATIONS FOR THE FOLLOWING? IF SO, PLEASE RECORD ACTIONS TO BE TAKEN

Local priorities	Implications	Timescale and who is responsible
Celebrate diversity and ensure that Plymouth is a welcoming city.	No implications	N/A
Pay equality for women, and staff with disabilities in our workforce.	No implications	N/A
Supporting our workforce through the implementation of Our People Strategy 2020 – 2024	No implications	N/A

Supporting victims of hate crime so they feel confident to report incidents, and working with, and through our partner organisations to achieve positive outcomes.	No implications	N/A
Plymouth is a city where people from different backgrounds get along well.	No implications	N/A
Human rights Please refer to guidance	No implications	N/A

STAGE 4: PUBLICATION

Responsible Officer

Date 19/08/2021

Brendan Arnold (Service Director Finance)

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Audit and Governance Committee



Date of meeting:	27 September 2021
Title of Report:	Annual Governance Statement (AGS) 2020/21
Lead Member:	Councillor John Riley (Cabinet Member for Governance, HR, IT & Community Safety)
Lead Strategic Director:	Giles Perritt (Assistant Chief Executive)
Author:	Rob Sowden
Contact Email:	Robert.Sowden@plymouth.gov.uk
Your Reference:	AGSRS/2021
Key Decision:	No
Confidentiality:	Part I - Official

Purpose of Report

The purpose of the AGS, copy attached to this report at Appendix A, is to provide evidence of a continuous review of the Council's internal control and risk management processes, to provide assurance as to their effectiveness and to identify action being taken or planned to address any key weaknesses identified. It is a statutory document required by Accounts and Audit Regulations.

Recommendations and Reasons

The Committee is recommended to approve the Annual Governance Statement, alongside the Statement of Accounts, prior to signature by the Leader, Chief Executive and Service Director for Finance (S.151 Officer).

Alternative options considered and rejected

Not applicable

Relevance to the Corporate Plan and/or the Plymouth Plan

Maintaining sound systems of internal control and risk management enables the Council to monitor and review the key risks that may prevent it from achieving its corporate and service objectives.

Implications for the Medium Term Financial Plan and Resource Implications:

None

Financial Risks:

None

None

The Risk and Opportunity Management Strategy specifically supports the processes which underpin the production of the Annual Governance Statement.

*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.

Sign off:

Fin	dln.2 1.22. 112	Leg	LS/3 7280 /AC/ 15/9/ 21	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: Giles Perritt											

Please confirm the Strategic Director(s) has agreed the report? Yes

Date agreed: 15/09/2021

Cabinet Member approval: *Cllr John Riley Verbally authorised*

Date approved: 15/09/2021

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ANNUAL GOVERNANCE STATEMENT 2020/2021



Scope of Responsibility and Purpose of the Governance Framework

Scope

Plymouth City Council is responsible for ensuring that its business is conducted in accordance with the law and proper standards, and that public money is safeguarded and properly accounted for and used economically, efficiently and effectively.

The Council also has a duty under the Local Government Act 2000 to make arrangements to secure continuous improvement in the way its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.

In discharging this overall responsibility, Plymouth City Council is responsible for putting in place proper arrangements for the governance of its affairs, facilitating the effective exercise of the Council's functions which includes arrangements for the management of risk.

This Annual Governance Statement explains how the Council has complied with the Code of Corporate Governance and also how it meets the requirements of Regulation 6(1) of the Local Government, England and Wales Accounts and Audit Regulations 2015, which requires all relevant bodies to prepare an annual governance statement.

Purpose

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

The system of internal control is a significant part of that framework and is designed to manage risk to a reasonable level. It cannot eliminate all risk of failure to achieve policies, aims and objectives and can therefore only provide reasonable and not absolute assurance of effectiveness.

The system of internal control is based on an on-going process designed to identify and prioritise the risks to the achievement of the Council's policies, aims and objectives, to evaluate the likelihood of those risks being realised and the impact should they be realised, and to manage them efficiently, effectively and economically. The governance framework has been in place at Plymouth City Council for the year ending 31 March 2021 and up to the date of the approval of the Annual Report and Statement of Accounts.

Statement of Assurance and Certification

We propose over the coming year to take steps to address the matters described at page seven onwards, to further enhance our governance arrangements. We are satisfied that these steps will address the need for improvements that were identified in our review of effectiveness and will monitor their implementation and operation as part of our next annual review.

Councillor Nick Kelly
Leader of Plymouth City Council

Tracey Lee
Chief Executive

Brendan Arnold
Service Director for Finance (Section 151 Officer)

Dated:

Dated:

Dated:

The Corporate Plan

The Plymouth City Council Corporate Plan 2021-2025 sets out our mission to 'build back better and make Plymouth a great place to live'. It was approved by Council in June 2021.

The Corporate Plan priorities are delivered through specific programmes and projects which are coordinated and resourced through the [Plymouth Plan](#), capital investment, directorate business and delivery plans.

The [Corporate Plan Performance Report](#) is updated on a quarterly basis and presented to Corporate Management Team, Cabinet and Scrutiny committees.



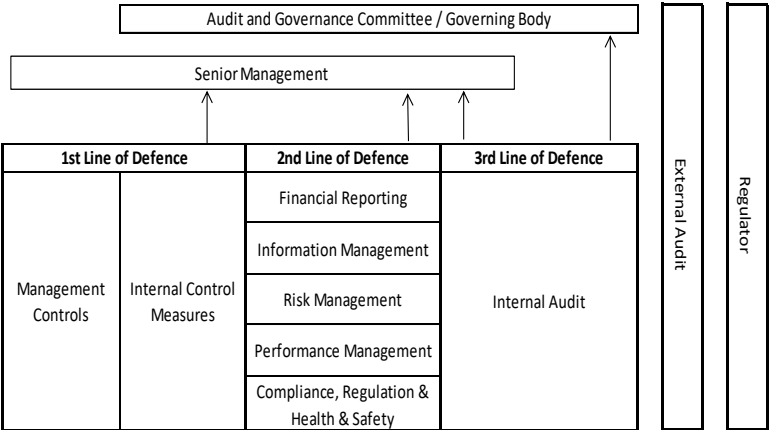
The Assurance Framework - The Three Lines of Defence

The Three Lines of Defence Assurance Model is used as the primary means to demonstrate and structure roles, responsibilities and accountabilities for decision making, risk and control to achieve effective governance and assurance. The diagram below shows the relationship between these functions:-

First Line of Defence – Management Controls and Internal Control Measures
Line management are responsible for ensuring that a risk and control environment is established as part of day to day operations. Line management should be adequately skilled to create risk definitions and make risk assessments. The risk profile needs to be proactively reviewed, updated and modified for changes to the business environment and emerging risk changes. Active risk management and periodic reporting on risk is crucial to quick identification and response. The first line of defence provides management assurance by identifying risks and business improvement actions, implementing controls and reporting on progress.

Second Line of Defence – Oversight Functions
The second line of defence consists of activities covered by several components of internal governance. This line of defence monitors and facilitates the implementation of effective risk management practices by operational management and assists the risk owners in reporting adequate risk related information up and down the organisation. These are usually management functions that may have some degree of objectivity, but are not entirely independent from the first line.

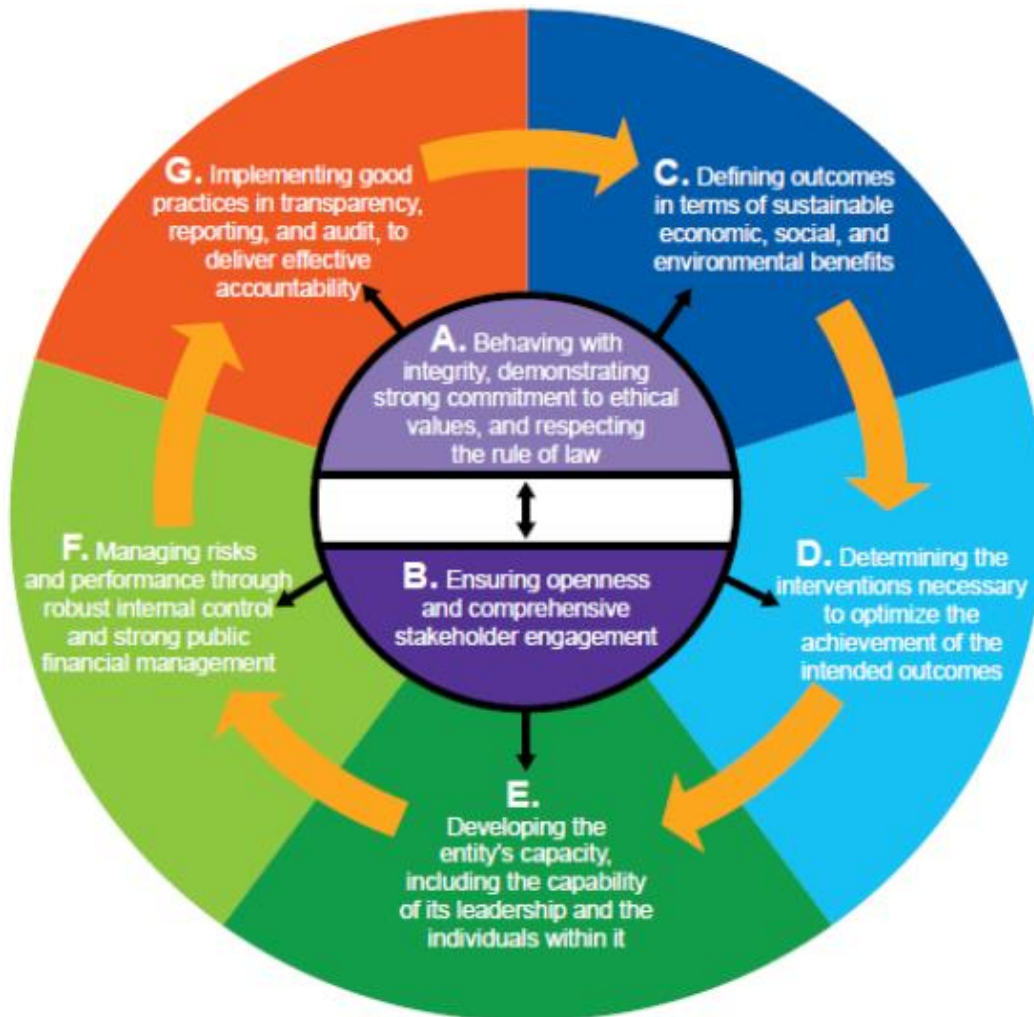
Third Line of Defence
Internal audit forms the third line of defence. An independent internal audit function will, through a risk-based approach to its work, provide assurance to the organisation’s senior management. This assurance will cover how effectively the organisation assesses and manages its risks and will include assurance on the effectiveness of the first and second lines of defence. It encompasses all elements of the Council’s risk management framework (from risk identification, risk assessment and response, to communication of risk related information) and all categories of organisational objectives.



External Auditors and Regulators
External auditors and regulators reside outside the council structure but have an important role in the overall governance and control structure by providing an independent and objective function to assess the whole, or some part of the first, second or third line of defence.

Audit and Governance Committee’s Role
All three lines of defence have specific tasks in the internal control governance framework. It is the Audit and Governance Committee’s role to maintain oversight and to monitor the effectiveness of internal controls and risk management processes, as well as internal audit activities.

The Governance Framework



The Council's Code of Corporate Governance is consistent with the principles of the CIPFA/SOLACE 2016 Framework Delivering Good Governance in Local Government.

This diagram illustrates how the various principles for good governance in the public sector relate to each other. To achieve good governance the Council should achieve their intended outcomes while acting in the public interest at all times.

As overarching requirements for acting in the public interest, principles A and B apply across all other principles (C - G).

A high-level summary of the Council's local arrangements in place for 2020/21 to comply with each of the principles is set out within the Code.

Details within the Code and The Annual Governance Statement aim to provide assurance that:-

- the Authority's policies have been complied with in practice;
- high quality services are delivered efficiently and effectively;
- ethical standards are met;
- laws and regulations are complied with;
- processes are adhered to;
- Performance statements are accurate.

Principle A – Behaving with integrity, demonstrating strong commitment to ethical values and respecting the rule of law



- Council's [Constitution](#)
- Committee [Structure](#)
- Corporate [Plan](#)
- Code of Corporate Governance
- Codes of Conduct
- Anti-Fraud, Bribery and Corruption Policy
- Whistle Blowing Policy
- S151 Officer
- Head of paid service
- Monitoring Officer
- Executive arrangements
- Ward-based governance
- Register of Interests/Hospitality

- The Council's organisational values are underpinned by its system of internal control and governance arrangements to ensure compliance with its Code of Corporate Governance.
- The Council's Local Code of Corporate Governance as described in this Governance Statement has been reviewed in line with Cipfa/Solace Delivering Good Governance in Local Government Framework 2016 and the core principles contained in this Framework.
- Behaving with integrity, demonstrating strong commitment to ethical values and respecting the rule of law is acknowledged as key to the delivery of good governance and underpins the delivery of council priorities and services for the community.
- The standards of conduct and personal behaviour expected of Members and Officers, its partners and the community are defined and communicated through Codes of Conduct and Protocols within the Council's Constitution. Arrangements are in place to ensure that Members and Officers are aware of their responsibilities under these Codes and Protocols. The Monitoring Officer is responsible for ensuring that decisions are made in accordance with the Constitution.
- Elected Members are collectively responsible for the governance of the Council. Decision making and scrutiny of decisions has been separated through the executive arrangements introduced by the Local Government Act 2003.
- Ward-based governance and engagement arrangements for Councillors, multi-agency problem solving arrangements, reliable casework handling and feedback and customer insight to inform decision-making are all elements of our plans, equipping Councillors to do their job. The Councillor's toolkit can be accessed [here](#).
- The Head of Devon Audit Partnership has overall responsibility for the maintenance and operation of the whistleblowing policy. This includes monitoring the policy and maintaining a record of the concerns raised and outcomes, which will be reported to the Audit Committee in an anonymised format.
- Arrangements are in place for Members and Officers to declare gifts and hospitality and to register interest and manage conflicts of interest.

Principle B – Ensuring openness and comprehensive stakeholder engagement

- Thrive [Plymouth](#)
- Administration [Commitments](#)
- Customer complaints
- Committee meetings [webcast](#) and [agendas](#) published
- Open data information available on [website](#)
- [Plymouth City Survey](#)
- Annual Reports
- Partnerships
- Social media pages

- Ensuring openness and comprehensive stakeholder engagement is considered essential in meeting the Council's corporate ambitions and framework of values and regarded as key to effective service delivery. Communication supports the decision-making process and helps to improve service quality and foster good relationships between staff, Members and stakeholders.
- The Statement of Community Involvement provides consistent standards for involvement in decision making in the city. It sets a minimum standard for engagement and is for everybody who wants to get involved in shaping Plymouth's future.
- The Councillor-led Democratic and Community Engagement programme undertaken by the Constitutional Review Group, a cross-party group of Councillors, sets out a vision, guiding values and priorities for democratic and community engagement within wards from the perspective of the front-line Councillor.

Partnerships including; [Safer Plymouth](#), [Safeguarding Adults partnership](#), [Plymouth Safeguarding Children's Partnership](#) continue to review its representation and broadened this to include greater community and voluntary sector representation.

- Thrive Plymouth was launched in 2014 and is our local 10 year programme to address health inequalities in the city. 'One You' campaign launched to help adults to assess the lifestyle choices they are making, to consider how those choices might impact on their health now and in the future, and to consider the steps they can take to make their lifestyles healthier. The campaign was supported locally in Plymouth, including a 12 page supplement dedicated to the campaign in the Plymouth Herald, and features through other local media outlets including local BBC television.
- The Council has a system for recording Customer Feedback which enables learning from feedback and complaints to facilitate effective monitoring of information provided by customers to review future service delivery. There is a formal process for corporate complaints as well as for Children's and Adults Statutory complaints.
- Committee meetings, including Full Council and Cabinet are webcast live and archived as part of our drive to make our decision making more open and transparent.
- As part of our commitment to be accountable and transparent we have put together a range of open data information (Data Plymouth) on the Council's website.

Principle C – Defining outcomes in terms of sustainable economic, social and environmental benefits



- The Plymouth [Plan](#)
- Plymouth Plan Annual Report
- Plymouth Plan Annual Report
- [Statement](#) of Accounts
- The Plymouth Local Care Partnership System Plan
- The Plymouth and South West Devon Joint Local [Plan](#)
- Treasury Management and Capital Strategy

- Our Corporate Plan is focused on our vision to be ‘one of Europe’s most vibrant waterfront cities, where an outstanding quality of life is enjoyed by everyone’. That means everyone working together towards our shared ambition to be a democratic, responsible, fair and collaborative city.
- The Plymouth Plan provides the strategic direction for decision making in the city. It brings together all statutory and non-statutory plans forming a holistic strategy for people and place.
- The annual report summarises how priorities have been delivered for Plymouth over the last year and details future plans for 2021/22.
- The Council uses its blue print operating model to develop more appropriate outcomes for people and more effective service delivery, standardising, simplifying and sharing wherever possible, through the Plymouth Family or wider partnerships.
- The Plymouth Local Care Partnership System Plan sets out ambitious plans to improve health and care services for people across Devon in a way that is clinically and financially sustainable.
- The Plymouth and South West Devon Joint Local Plan looks at the big issues, including where to build homes, where roads should go and how to ensure economic growth and prosperity for Plymouth residents and those living in the towns and villages of West Devon and the South Hams. We carried out a major consultation asking people where land should be set aside for homes and work and what should be protected as green space. The Joint Local Plan was submitted to the Planning Inspectorate for examination on 31 July 2017.
- Thousands of hectares of green space will enjoy protection from development through the Joint Local Plan in response to community voices which have strongly influenced what appears in the final version of the Plan.

Principle D – Determining the interventions necessary to optimize the achievement of the intended outcomes

- Medium Term Financial [Strategy](#)
- Business Planning
- [Cabinet](#)
- Overview and Scrutiny [Committees](#)
- Performance and Accountability Framework
- Corporate Plan Performance [Reports](#)
- Key Performance Indicators
- Service Standards
- Portfolio Holder meetings
- [Complaints](#) procedure
- Audit [reports](#)

- The Medium Term Financial Strategy (MTFS) sets out how the Council will finance the priorities for the Council, having regard to the Plymouth & South West Devon Joint Local Plan and the Corporate Plan. The MTFS is updated each year, includes a risk assessment of budget option and is agreed by Full Council.
- The system of internal financial control is based upon a framework of regular management information, financial regulations, Contract Standing Orders, administrative procedure and a structure of delegation and accountability.
- The Section 151 officer, as documented in the Constitution, has responsibility for ensuring that appropriate advice is given on all financial matters, for keeping proper financial records and accounts and maintaining an effective system of internal financial control.
- Cabinet is our main decision making body, made up of the Leader of the Council and a number of Councillors.
- The scrutiny function is delivered through the Overview and Scrutiny Committees. Scrutiny provides an important check and balance within the governance system on the decisions of Cabinet and the Leader and acts as a 'critical friend' to the Cabinet and other decision makers in order to promote better services, policies and decisions.
- The Corporate Fraud Team fulfils the Council's statutory obligation to ensure the protection of public funds and to have an effective system of prevention and detection of fraud and corruption.
- Key performance indicators are used to track performance of the Council's priorities as outlined in the Corporate Plan.
- Service Standards have been implemented across the Council to improve the way we listen and respond to our customers.
- Internal Audit partners undertake an annual review of audits to identify key themes, themes that are considered for action by Corporate Management Team. This is considered good practice.

Principle E – Developing the entity's capacity, including the capability of its leadership and the individuals within it

- Organisational Design
- Smart working
- People Strategy
- Annual staff survey
- Annual Staff 'Star Awards'
- eLearning
- Councillor Development Programme
- Apprenticeship Programme
- Management Driving Licence eLearning Package
- Staff performance discussions
- Staff Wellbeing and Resilience Survey

- An Organisational Design process is being followed to shape the organisational structure and ensure its alignment to the purpose of the Council and the context in which it operates.
- The Smart Working project is defining opportunities for smarter ways of working for various roles within the Council. This will define the organisations future accommodation and ICT infrastructure needs.
- An organisation wide transformation project has been mobilised to deliver the outcome to 'create new ways of working', this project is called 'The Way We Work'.
- Digital Services is now fully owned and operated from within the Customer and Corporate Directorate and is continuing to improve digital activities for customers and staff through website improvements, digital processes and workflows created and improved reporting mechanisms being used.
- The Commercial Finance team are developing proposals to allow the Council to operate in a more commercial way.
- Opportunities for new income streams are reviewed regularly by all services. Additional income has been generated through the Asset Investment Fund and by generation of new revenue rental streams.
- The Capital Programme is actively seeking to increase its property portfolio.
- Our People Strategy is our high level medium term plan for how we will provide a motivated, engaged and skilled workforce focused on meeting the needs of the citizens of Plymouth.
 - Annual staff survey
 - Management Fundamentals Training Programme
 - Annual Staff 'Star Awards'
 - Induction training carried out for new Members and employees
 - E-Learning utilized
 - Councillor Training Programme
 - Apprenticeship Programme
 - Management Driving Licence (compulsory E-Learning to be completed by all current managers and available for aspiring managers)

Principle F – Managing risks and performance through robust internal control and strong public financial management



- Performance and Accountability Framework
- Corporate Plan performance report
- Corporate Plan performance report
- Departmental Performance Scorecards
- Risk and Opportunity Strategy
- Strategic Risk Register
- Operational Risk Register

- The Council consider and counter risk across a broad range of areas. An approved Risk Management Strategy and Policy and guidance are available for staff on the Council's website together with E-Learning.
- Risks are formally reviewed and monitored quarterly by the Corporate Management Team and reported to the Audit Committee.
- An Operational Risk Management Group with representation from each directorate meet at least quarterly to oversee and review the risk management process and development of the Council's approach to risk.
- Risks to planned outcomes are considered as part of the business planning process.
- Alignment of risk information with performance management has been improved this year with strategic risk updates now being included within operational performance reports, scrutinised monthly by services.
- A Joint Integrated Commissioning Risk Management Framework has been developed with Devon Clinical Commissioning Group (CCG) to support our joint co-operative commissioning approach.
- Information Lead Officer Group direct work streams within the overall governance of information assets and the Management of Information Security Forum ensure there is clear direction and visible management support for security initiatives.
- Risks that threaten the health, safety and wellbeing of employees and other people using Council premises are monitored by the Health, Safety & Wellbeing Steering Group via HSW risk register.

Principle G – Implementing good practices in transparency, reporting and audit to deliver effective accountability



- The Devon Audit Partnership Internal Audit Plan
- External Audit
- The Audit and Governance Committee
- Overview and Scrutiny Committees

Internal and External Audit

The Devon Audit Partnership (DAP) has been formed under a joint committee arrangement comprising of Plymouth, Torbay and Devon Councils. DAPs Internal Audit Plan is based on the high risks reported within risk registers and is presented to and approved by the Audit Committee in March. The plan is published on the Council's website with the Audit Committee agenda. The Council's arrangements for providing economy, efficiency and effectiveness are reviewed by the external auditors on an annual basis. Their Annual Report provides a summary of the activity undertaken during the year. They also review the Annual Governance Statement.

Audit and Governance Committee

An effective Audit Committee is in place whose purpose is to provide independent assurance of the adequacy of the internal control environment, and to oversee the financial reporting process. The Committee has two independent members and a vacancy for one other.

The Audit Committee monitor and review the Council's corporate governance arrangements, financial reporting, internal control system, risk management system and internal and external audit functions. In line with good practice, Audit Committees should assess their effectiveness annually.

Overview and Scrutiny Committees

The scrutiny function is delivered through the Overview and Scrutiny Committees, and is another way to monitor audit reviews and associated recommendations. The Overview and Scrutiny Committees are;

Brexit, Infrastructure and Legislative Change

Education and Children's Social Care

Health and Adult Social Care

Performance, Finance and Customer

Scrutiny Management Board

Key Governance and Delivery Areas

Overall we can confirm that the Council has the appropriate systems and processes in place to ensure good governance is maintained. Whilst we are satisfied that these work well, reviews have identified the following governance issues and key delivery areas of concern. These are areas of concern that may impact on our governance structures. These are presented alongside an assurance statement on how we will manage the issues raised.

Governance Issue	Lead Officer	Assurance Statement	Reporting Through
1) External Auditor Review As the Council's external auditors, Grant Thornton have a responsibility to satisfy themselves that 'the authority has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources' [Local Audit and Responsibility Act 2014]. In delivering this responsibility, Grant Thornton identified two transactions that the Council undertook in October 2019 and April 2020 where the governance arrangements were deemed appropriate for review. The transactions identified were the reduction of the Council's pension deficit via the special purpose company transaction, a decision made in October 2019 and an interest rate swap with Santander Bank, a decision made in April 2020. At the highest level, Grant Thornton's findings with respect to the pension deficit transaction are that, whilst some aspects of the governance process did operate appropriately, in overall terms the governance arrangements did not adequately support informed decision making. Grant Thornton do not aim to suggest that innovative and unusual transactions	Service Director for Finance	In the Action Plan contained within the Governance Review, Grant Thornton have made eleven recommendations to the Council to enhance and improve governance arrangements for future transactions of this kind, and which will be of broader benefit to the Council in terms of overall governance of decision making. The Council has carefully considered all of the recommendations in the Action Plan, and has produced a management response to each, where it has set out the actions that will be taken to address the issues raised, and the date by which the actions will be completed. All actions have deadlines for completion by October 2021, i.e. within twelve weeks of the publication of the review.	Cabinet Audit and Governance Committee Corporate Management Team

should not be undertaken, but that in these situations governance arrangements should be strengthened. With respect to the interest rate swap, Grant Thornton's findings are that the decision to engage in the transaction was an innovative and unusual matter and as such should not have been managed solely as part of everyday treasury management activities.			
2) Internal Audit Key Themes Plymouth City Council asked its internal auditor Devon Audit Partnership to undertake a review of audits undertaken in 2020/21. The key governance themes identified were Ownership and Responsibilities and the Relationship between the Council and key service providers.	Corporate Management Team	A review of audit findings to identify key themes is done annually. This is to allow the Council to focus on key governance themes identified.	Cabinet Audit and Governance Committee Corporate Management Team
Key Delivery Area	Lead Officer	Assurance Statement	Reporting Through
4) Homelessness Impact of COVID-19 and how this will effect homelessness in the short/medium and long term. Continued implementation of Homelessness Reduction Act leading to demand increases, Changes to Houses of Multiple Occupancy legislation again leading to demand increases and ability to meet statutory timescales	Service Director for Community Connections	Community Connections business plan, delivery plans and the Homelessness Prevention Partnership, which is a multi-agency partnership group look to mitigate risks and help to manage any demand increase.	Cabinet Performance, Finance and Customer Scrutiny Committee People Improvement Board Homelessness Executive Group

5) Health and Social Care System COVID-19 has had a significant impact on the whole health and care system and has required services and their attached workforce to manage a new level of demand and risk. The health and care system is now dealing with unprecedented levels of demand as the longer term impacts of multiple lockdowns are being felt. This is being managed with a depleted workforce with high number of staff leaving care roles, sick or being restricted through government guidance Principal risks at this stage are likely to be demand management, health outcomes, expectation management, and financial sustainability of the provider market and increased cost of meeting this new level of demand. This level of risk will increase significantly dependent on the severity of further waves of the COVID-19 pandemic. The lasting impacts of the COVID-19 pandemic have increased the risk of financial viability issues with contracted providers.	Service Director for Strategic Co-operative Commissioning	The Plymouth Local Care Partnership System Plan 2021-24 “Together for Plymouth” reinforces the collective intent for collaborative working to solve some of the deep-rooted challenges we face and to create a step change in system transformation. Comprehensive Budget delivery plans are in place and continue to be reviewed in the light of significant changes across the health and care system. There remains a range of preventative services in place to help manage demand and Caring for Plymouth programme continues to be developed, in line with other Local Care Partnership priorities, to enhance voluntary sector support to release capacity within statutory services. Contract monitoring, joint approaches between commissioners and the Integrated Provider are in place to manage the risk of people waiting for care. Quality Assurance provider forum in place to help manage the market which has developed further to align other partners including University Hospitals Plymouth and Livewell Southwest to deliver a co-ordinated support offer in response to COVID-19. Comprehensive response plans are in place between commissioners and all providers that can be rapidly stood back up to manage further waves of the pandemic. A risks share is in place around pooled budget with the Devon CCG.	Cabinet Health and Adult Social Care Overview and Scrutiny Committee People Improvement Board Local Care Partnership
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		Re risk to providers – Commissioners across PCC and NHS Devon CCG are working closely with providers identified to be at risk of these issues to understand the level of risk, support them to manage this position and passport through short term investment via the Infection Control Fund from Central Govt.	
6) Community Safety Delivery of Statutory Community Safety Partnership requirements via Safer Plymouth. Performance management of crime targets. Strategic Crime Assessment and management of demand and priorities.	Service Director for Community Connections	New Governance arrangements are supported by new priorities. A new outcomes framework will give assurance around delivery and give oversight of performance. Refreshed commissioning plan for Safer Plymouth supports delivery across the partnership. Exec group supported by theme leads and delivery plans guide delivery.	Cabinet Performance, Finance and Customer Overview and Scrutiny Committee Safer Plymouth Partnership Board People Improvement Board
7) Children's Social Care The Children, Young People and Families Service is facing three main risks to its delivery of services. These are; - Difficulties in recruitment and retention of experienced social workers to support complex cases in the service - Ensure sufficient Social Workers to meet additional demand arising since the beginning of the COVID-19 pandemic in 2020 - Placement Sufficiency is a challenge relating to children in care in terms of rising costs and scarcity of resource in light of increasing	Service Director for Children, Young People and Families	Issues raised and mitigation measures are being overseen by a number of Council and Multi-agency groups. These include Departmental and Directorate Management teams, the Corporate Parenting Board, Plymouth Safeguarding Children's Partnership and a Council Safeguarding Assurance Board, chaired by the leader of the Council.	Cabinet Education and Children's Social Care Overview and Scrutiny Committee

numbers of children in care. This is exacerbated by the change to the law from September 2021 whereby the placement of children under the age of 16 years of age in unregistered settings will become illegal.			
8) Use of Vibration Tools Ensuring the Council meets its legal and regulatory health and safety duties under the Control of Vibration at Work Regulations 2005 and the Health and Safety at Work Act 1974 Section 2, following an Improvement Notice served by the Health and Safety Executive (HSE). The HSE Improvement Notice was lifted in April 2019. We await decision on potential action which may be taken by the HSE relating to the exposure of employees to vibrating equipment.	Service Director for Street Services	A review of risk assessments and safe systems of work has provided a system of robust oversight and management controls to ensure that HAV VECS calculations are operational to monitor exposure. To provide assurance that controls are sustained, an audit was conducted and revised performance standards across the service implemented. The Head of Health, Safety and Wellbeing Assurance will continue as a key business partner on the Street Services Working Group.	Health, Safety and Wellbeing Programme Board; Street Services Health, Safety and Wellbeing Board and Working Groups
9) Finances The Council maintains a medium term financial plan on a rolling basis and this is indicating a potential budget shortfall of £20m in 2022/23 with additional shortfalls in years following. Despite a challenging year due to the Pandemic, in 2021/21, the Council delivered a small overspend of £0.6m on business as usual activities against a gross budget of £514m. Plymouth received Government grants to support expenditure incurred and income lost through the Pandemic which were used to support a range of public health interventions. The Council faces the prospect – along with the Local Government sector in general – of additional costs relating to the Pandemic continuing in financial years 2021/22 and 2022/23.	Service Director for Finance	The Council has an embedded and robust process for compiling its annual budget and – as in previous years – it is expected that this will enable proposals to be brought forward and agreed to offset the expected shortfall. The Council has deployed judiciously available Government grants provided to offset the additional costs of the Pandemic. In addition the Council has paid through the Pandemic over £92m of Government grant in support of businesses with the City. In 2021/22 the Council – alongside with the sector in general – set aside relevant Government grants to offset these additional expenditures. Beyond 2021/22 the reducing levels of such expenditure have been included where needed have been included in the medium term financial plan.	Cabinet Performance and Finance Overview and Scrutiny Committee Corporate Management Team

10) Impact of COVID-19 emergency and new ways of working	Corporate Management Team	Regular updates via Local Outbreak Management Plan Corporate Emergency Management Team meeting twice weekly Weekly COVID-19 performance reports Workforce Bureau to manage and maintain workforce capacity	Corporate Management Team
11) Impact on health and wellbeing of workforce from responding to COVID-19 emergency and new ways of working The COVID-19 response required rapid implementation of working at home policies and safe systems of working to enable continued delivery of essential services to our residents and communities. The impact on health and wellbeing of the workforce remains a priority as we move towards the renewal and recovery phases.	Service Director Human Resources & Organisational Development	We have prioritised essential services and designed safe systems of work. Staff Pulse survey. Wellbeing Champions in place. Regular staff communications.	Health, Safety and Wellbeing Programme Board Corporate Management Team
12) Information Governance The Council processes a lot of sensitive information on behalf of the people in Plymouth who need to be confident that we protect that information appropriately. The largest change to Data Protection legislation in 20 years was introduced to the UK during 2018. The changes introduced additional pressures on the Council as it resulted in reduced timescales for information rights requests, an increase in the volume of requests received and a much wider range of tasks that needed to be completed to ensure compliance with the Data Protection Act under business as usual. The Council is coming under increasing scrutiny from the public over how we handle their data, with an	Senior Information Risk Owner / Information Governance Manager	Detailed data breach management process in place to ensure reduction in breaches and reduced risk of receiving fines from the Information Commissioners Office. Monitoring of all information requests made to the Council, with necessary reprioritisation and escalation. Data Protection Impact Assessments (DPIA) embedded into Council processes, ensuring any risks are reduced or mitigated before data is processed. Appropriate agreements signed with partners who share / receive personal information. Contracts with suppliers assessed to ensure compliance with the Data Protection Act.	Audit and Governance Committee Corporate Management Team Information Lead Officers Group

increase in members of the public complaining about any breach of their data both directly to the Council and to the Information Commissioners Office. In addition there is an increased national risk of Cyber-attacks to local authorities, as a result of two being severely disrupted during 2020, as they lost access to the majority of their data.		Annual cyber accreditation for access to government data via the Public Services Network (PSN) and accreditation to The National Cyber Security Centre's Cyber Essentials scheme.	
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Audit and Governance Committee



Date of meeting:	27 September 2021
Title of Report:	Performance and Accountability System – Approach to Performance Management
Lead Member:	Councillor Nick Kelly (Leader)
Lead Strategic Director:	Giles Perritt (Assistant Chief Executive)
Author:	Robert Sowden
Contact Email:	Robert.Sowden@plymouth.gov.uk
Your Reference:	PAF/RS/21/22
Key Decision:	No
Confidentiality:	Part I - Official

Purpose of Report

The Performance and Accountability Framework, attached as Appendix A, is an integral part of the Performance and Accountability System that outlines the Council's approach to Corporate Performance Management. The framework is an important piece of the Council's wider governance structures.

Recommendations and Reasons

Audit and Governance Committee to note the Performance and Accountability Framework.

Alternative options considered and rejected

[Click here to enter text.](#)

Relevance to the Corporate Plan and/or the Plymouth Plan

The Plymouth Plan and Corporate Plan are fundamental to performance reporting.

Implications for the Medium Term Financial Plan and Resource Implications:

None

Financial Risks:

None

Carbon Footprint (Environmental) Implications:

Performance Indicators reported as part of the framework include those that focus on carbon emissions and other elements of the Climate emergency.

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.*

None

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	Performance and Accountability Framework							

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											
Please confirm the Strategic Director(s) has agreed the report? Yes											
Date agreed: 24/08/2021											
Cabinet Member approval: Cllr Nick Kelly Authorised verbally											
Date approved: 19/07/2021											

Approach to Corporate Performance Management



Operating Manual
Document:

- Review period: every three years (or as required)
- Last updated: July 2021
- Responsible Officer: Head of Governance, Performance and Risk

Performance Management



‘Effective performance management works best in a culture in which individuals and groups take responsibility for the continuous improvement of services, and are prepared to be open with each other. In an open culture, it is also possible to learn from mistakes..... a good way to approach performance indicators is to be “curious” rather than judgemental’

(LGA,

https://www.local.gov.uk/sites/default/files/documents/Performance%20must%20know_0.pdf)

Overview



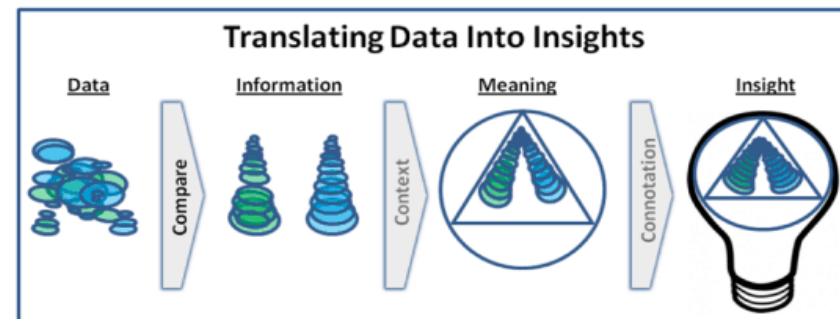
- Principles of performance management
- Overall Performance and Accountability System
- How we monitor and report on performance
- How we approach target setting
- How we identify performance issues
- How we understand and resolve performance issues

Performance Management principles



Our aim is to support a culture of organisational performance that:

- promotes curiosity – how much we did? how well we did it? and are people better off?
- derives insight from data
- benefits from collaboration/learning from others
- is clear, transparent and accessible
- encourages ownership and accountability
- is supported by business planning and risk management
- Is based on valid and reliable data



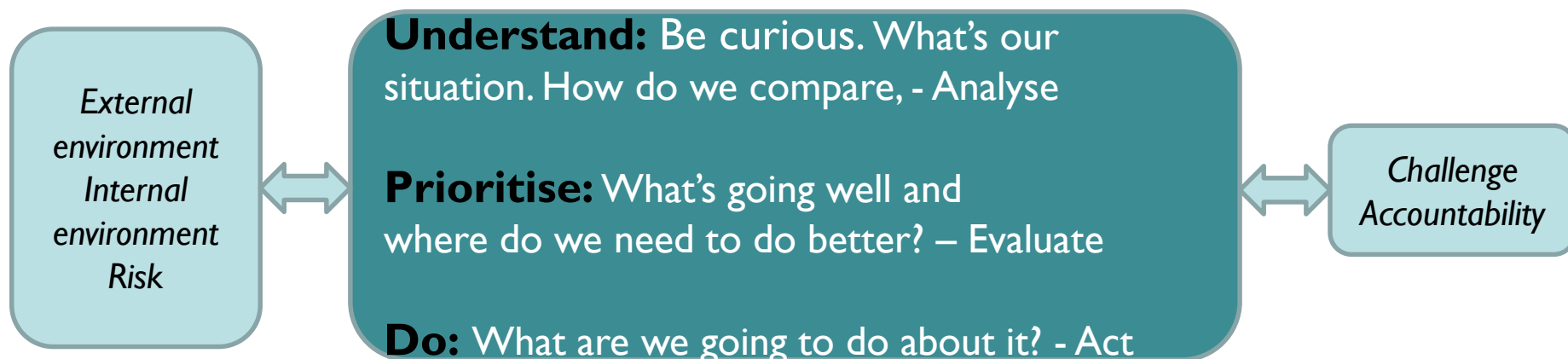
Performance and Accountability System (I)



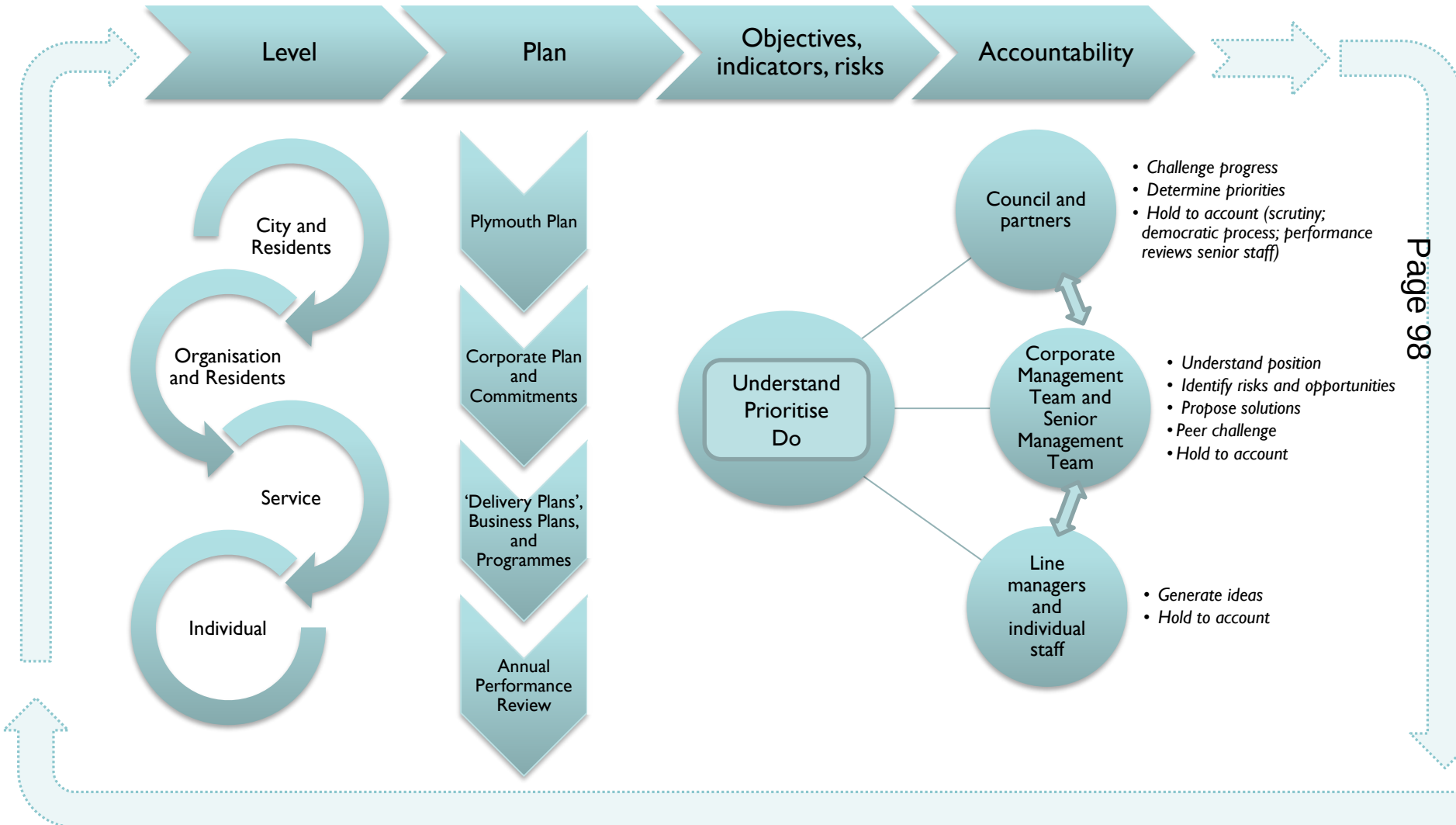
Our Performance and Accountability System helps us **understand** our organisation and city, so that we can **prioritise** the things we need to **do** better for the people of Plymouth.

It aims to help everyone, at all levels of Plymouth City Council:

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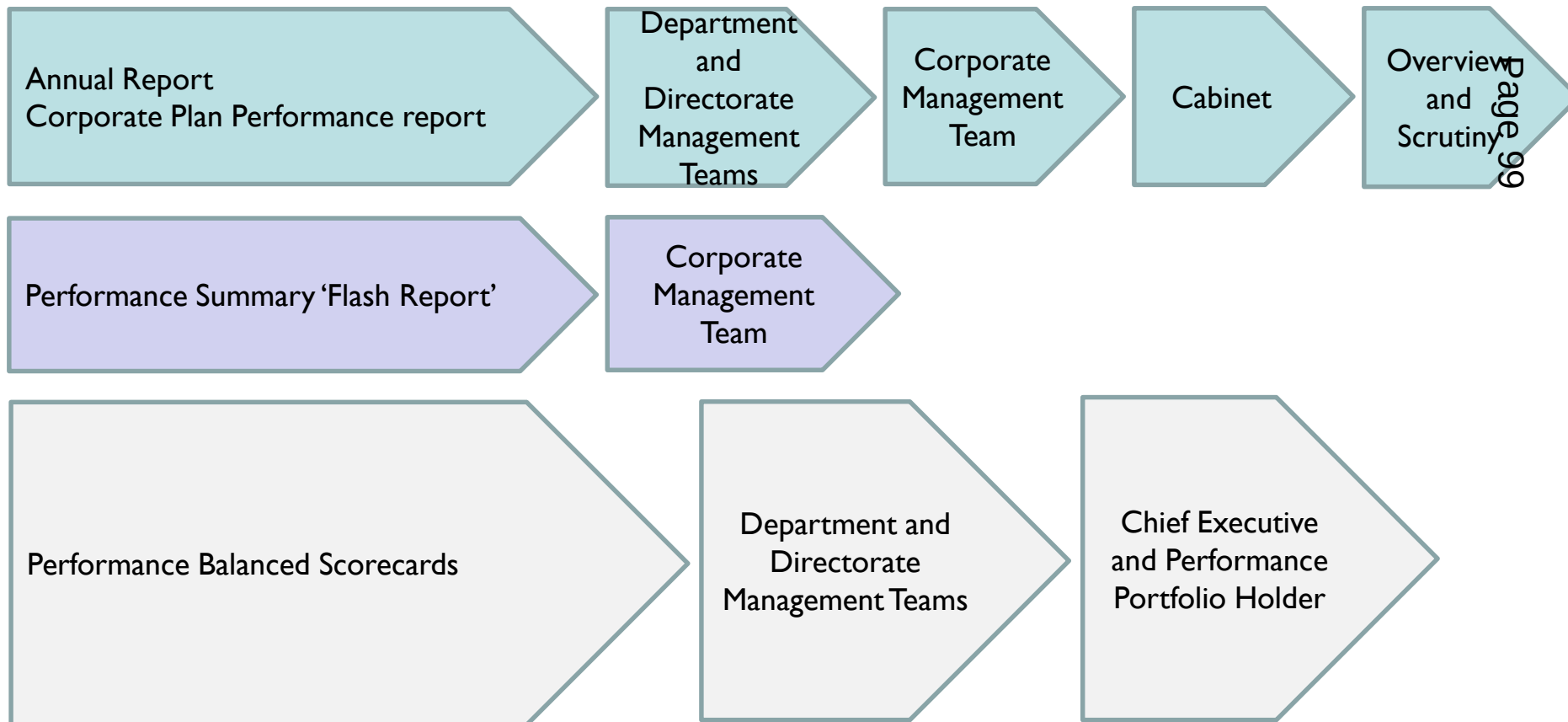


Performance and Accountability System (2)



How we monitor and report on performance (I)

There are lots of ways that performance information and analysis is circulated across the organisation, committees and partners.



How we monitor and report on performance (2)



Annual Report

- Overview of performance against the Corporate Plan across the previous financial year
- Draws on quarterly Corporate Plan Performance Reports
- Issued July each year (not completed in 2019 or 2020 due to COVID-19 Pandemic)

How we monitor and report on performance (3)

Corporate Plan Performance Report

- Strategic performance against Corporate Plan
- Reviewed each quarter by Cabinet and Scrutiny Committees

A clean and tidy city

Acceptable street cleansing audits	Apr/May	Jun/Jul	Aug/Sep	Oct/Nov	Dec/Jan	Feb/Mar	Direction of travel	Target
2019/20	75.0%	No audits	81.3%	85.7%	85.6%	No audits		87.0%
2020/21	83.1%	83.8%	81.9%	82.4%	81.9%	82.4%	▲	87.0%

Street cleanliness, grounds maintenance and hard surface weeds acceptable standard score



In 2020/21 as a whole, 82.4% of audits were graded as in an acceptable condition. Plymouth City Council was one of only 15 local authorities to submit inspection data to APSE for all six periods in 2020/21, highlighting the importance placed on this work even in light of the challenges presented by COVID-19.

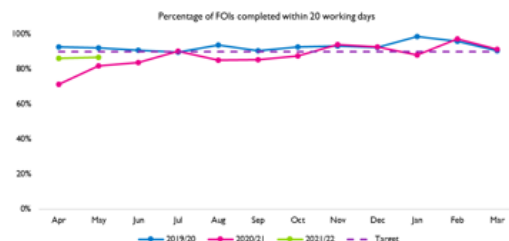
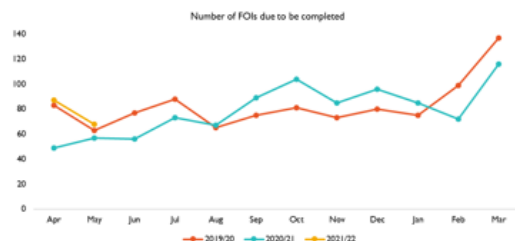
How we monitor and report on performance (4)

Flash Report

- Operational performance against key elements of service delivery
- Issued twice a year at quarters one and three for review by Cabinet Planning; monitored monthly by the Corporate Management Team

Flash Report for: May 2021 Corporate Performance Indicators: Freedom of Information (FOI) requests

Performance Indicators						
Year	KPI	February	March	April	May	Direction
2021	Number of FOIs due for completion	72	116	87	68	▼
	Percentage of FOIs completed within 20 working days	97.2%	91.4%	86.2%	86.8%	▲
2020	Number of FOIs due for completion	99	137	49	57	▲
	Percentage of FOIs completed within 20 working days	96.0%	90.5%	71.4%	83.0%	▲



Performance Insights

In May, a total of 68 FOI requests were due to be responded to across the council, which is a decrease of 19 from April and is below the monthly average due last year (79).

Performance against the timeliness indicator improved to 86.8%, with 59 of 68 FOIs answered within expected timescales.

Several departments have maintained good performance: Strategic Co-operative Commissioning; Children, Young People and Families Service; Education Participation and Skills; Office of the Director of Public Health; Economic Development; Service Centre; Customer Services; and Human Resources and Organisational Development all responded in time to 100% of the FOIs due for the department.

How we monitor and report on performance (5)



PLYMOUTH
CITY COUNCIL

Balanced Scorecards.

- Departmental operational performance providing information on a range of key performance indicators (KPI's) within service areas
- Organised by four (balanced) “quadrants”, Customer, Process, Learning & Growth and Finance
- Issued monthly to departments and monitored by Portfolio Holders, the Chief Executive and Service and Strategic Directors

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16	15											Previous Actuals			Current Period		2019/20 Target	Narrative	
		Previous Year										-3	-2	-1					
17	Ref	Process or Outcome	Indicator Definition (Monthly)	2014/15 Actual	2015/16 Actual	2016/17 Actual	2017/18 Actual	2018/19 Actual	Eng.	SN	Quartile	Feb-19	Mar-19	Apr-19	May-19	Direction of Travel	2019/20 Target	CKPI7&18 : FOI performance was 100% in May with 9 FOI Responses within the 20 day timescale. Overall performance is at 100% for SPI which is above the Directorate average of 91% and the council average of 92%.	
	CKPI 6	Process	Number of FOI's due in month			-	67	67	-	-		4	4	6	9	▲	Monitor Only		
	CKPI 7	Process	% of FOI's completed within timescales			89.1%	96.0%	96.0%	-	-		100.0%	100.0%	100.0%	100.0%	▶	100.00%		
	Ref	Process or Outcome	Indicator Definition (quarterly)	2015/16 Actual	2016/17 Actual	2017/18 Actual	2018/19 Actual	2018/19 Actual	Eng.	SN	Quartile	Q2 2018/19	Q3 2018/19	Q4 2018/19	Q1 2019/20	Direction of Travel	2019/20 Target		SPKP11-4 : Planning application performance remains strong against both national standards, thus avoiding potential designation, and locally set more challenging targets. Performance saw a drop in minor applications in month. Other planning timescales improved
	SPKPI 1	Process	% of Major developments determined within time (75%)	94.7%	100.0%	100.0%	98.3%		85.9%			100.0%	100.0%	100.0%		▲ ▼	75.00%		
SPKPI 2	Process	% of Minor developments determined within target (65%)	90.0%	93.0%	91.8%	95.2%					96.3%	95.2%	84.6%		▼	65.00%	Outturn Performance for 18/19		
SPKPI 3	Process	% of other developments determined within time (80%)	96.8%	91.1%	93.4%	91.9%					91.9%	91.9%	97.4%		▲	80.00%		Major 98.25% Minors 95.24% Others 91.94%	
SPKPI 4	Process	% of Major planning applications overturned at appeal	5.0%	3.7%	awaiting publication	awaiting publication		2.0%			0.0%	0.0%	0.0%		▲ ▼	10.00%		see (rounded prices)	

How we monitor and report on performance (6)

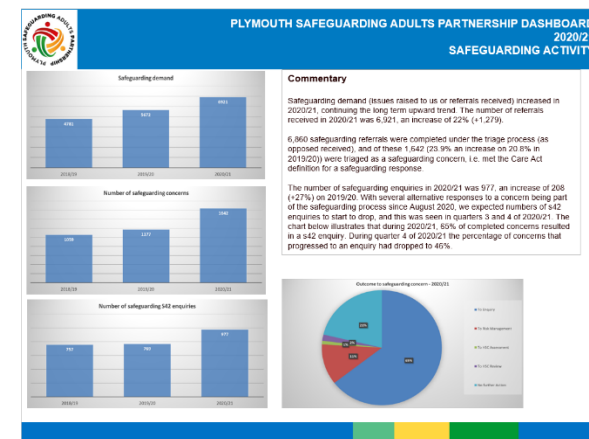
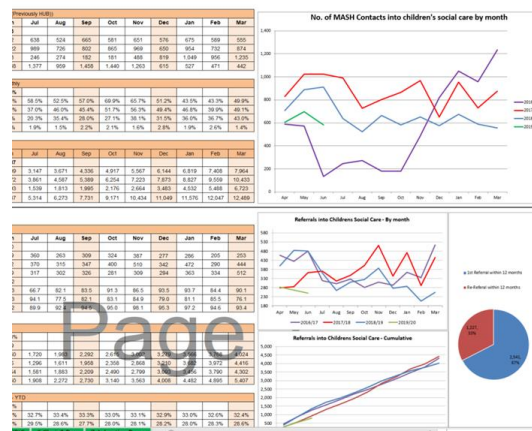
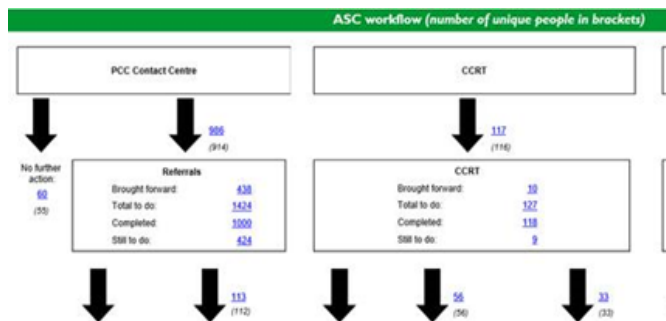


PLYMOUTH
CITY COUNCIL

Service Performance Reports

- Contain key performance indicators, performance indicators and activity to allow services to manage their own performance.

Bespoke reports by need



How we set performance targets



- Benchmarking against comparators/national datasets as part of business planning process
- Targets go through CMT and then agreed with Portfolio Holders; not changed in year (unless in exceptional circumstances)
- 15% threshold applied to determine red/amber/green ratings – based on similar practice with other local authorities – does not change in-year (unless in exceptional circumstances)

How we identify performance issues



- Performance and Risk Team identify and escalate to relevant managers
- Report into management teams e.g. Corporate or departmental
- Report to committees such as Cabinet and Scrutiny
- Inspections and Reviews (e.g. Oftsed, CQC)
- Peer reviews (e.g. LGA)
- Regional groups and national networks
- Discussions with partners
- Feedback from our customers e.g. consultations, Surveys, complaints and compliments.

How we understand and resolve performance issues



- From teams and individuals owning their performance and striving to improve
- Detailed data analysis to identify patterns and trends
- Formalised performance improvement plans
- Delivery of Action Plans against Corporate Plan priorities
- Delivery of Service Business Plans
- Direction and recommendations from committees, external reviewers and management teams

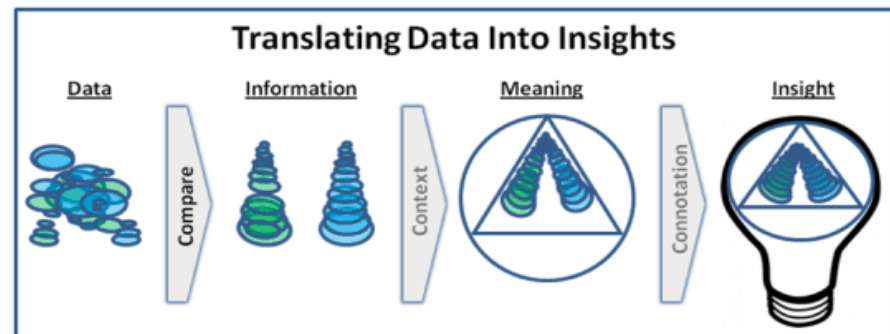
How we identify, understand and resolve performance issues - visualisation



Summary

Our approach to corporate performance management supports challenge, accountability and learning through:

- clear, transparent and accessible performance reporting through layers of governance including Cabinet, Scrutiny, Corporate Management Team, Departmental Management Teams, and individual APRs
- insight generated from timely, reliable and valid data
- collaboration and learning from others
- robust business planning and risk management



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Audit and Governance Committee



Date of meeting:	27 September 2021
Title of Report:	Local Government Ombudsman Review 2020/21
Lead Member:	Councillor Mark Deacon (Cabinet Member for Customer Services, Culture, Leisure & Sport)
Lead Strategic Director:	Andy Ralphs (Strategic Director of Customer and Corporate Services)
Author:	Robert Sowden
Contact Email:	Robert.Sowden@plymouth.gov.uk
Your Reference:	LGORS/2021
Key Decision:	No
Confidentiality:	Part I - Official

Purpose of Report

Update Audit and Governance Committee on key findings of analysis into complaints relating to Plymouth that have been received by the Local Government Ombudsman (LGO).

The Local Government and Adult Social Care Ombudsman (LGO) published the annual statistics for Plymouth City Council on 28 July 2021.

This report provides:

- A summary of key findings
- The overall context for Plymouth in relation to all LGO complaints (section 1);
- An analysis of the complaints received and lessons learned for the four top categories of service (sections 2 to 5).

Key points to consider include;

- The headline upheld rate of 78% is based on a small sample of 18 complaints subject to detailed LGO investigation. This is a small number when placed in the context of 4,910 stage one complaints received by the Council in 2020/21, in fact just 1.3% of all stage complaints made it to the LGO and 0.3% progressed to an LGO detailed investigation.
- COVID-19 has had a significant impact on complaint numbers, with complaints not received between April and June 2021, this and the small sample of 18 detailed investigations makes it difficult to draw big conclusions from the findings in the analysis.
- The upheld rate of 78% compares to 63% in similar local authorities, it is worth noting that the small sample means an outcome of 'upheld' in just two fewer complaints would bring Plymouth much more in line with similar local authorities.
- In seven of the upheld cases there was no recorded service improvement recommendation that had been published by the LGO, this does not mean that in these cases there has not been any learning from a complaint. We should consider working with services to ensure all learning is captured in a more processed manner, allowing for easier analysis and deriving of intelligence.

Recommendations and Reasons

Audit and Governance Committee note the analytical findings into complaints received by the LGO relating to Plymouth.

Alternative options considered and rejected

[Click here to enter text.](#)

Relevance to the Corporate Plan and/or the Plymouth Plan

Empowering our People to deliver

Providing a quality service to get the basics right first time

Engaging with and listening to our residents, businesses and communities

Implications for the Medium Term Financial Plan and Resource Implications:

None

Financial Risks:

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.*

[Click here to enter text.](#)

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	Local Government Ombudsman Review 20/21							
B	Decisions made summary							
C	LGSCO and CIPFA Comparator Groups							
D	Themes and Remedies							

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)						
	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.						
	1	2	3	4	5	6	7

Sign off:

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Originating Senior Leadership Team member: Peter Honeywell											
Please confirm the Strategic Director(s) has agreed the report? Yes											
Date agreed: 10/09/2021											
Cabinet Member approval: Cllr Mark Deacon Approved by email											
Date approved: 16/09/2021											

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Appendix A

**LOCAL GOVERNMENT OMBUDSMAN
REVIEW 2020/21**

The Local Government and Adult Social Care Ombudsman (LGO) published the annual statistics for Plymouth City Council on 28 July 2021.

This briefing provides:

- summary of key findings
- the overall context for Plymouth in relation to all LGO complaints (section 1);
- an analysis of the complaints received and lessons learned for the four top categories of service (sections 2 to 5).

Note regarding Comparator analysis – section 1.2 provides comparator analysis which compares Plymouth to its LGSCO group (see Appendix C). Sections two to five provide comparator analysis which compares Plymouth to our CIPFA comparator group; using the CIPFA group (see Appendix C) for these sections allows more detailed analysis of complaints received.

SUMMARY OF KEY FINDINGS

- The number of complaints the LGO received relating to Plymouth City Council reduced from 109 in 2019/20 to 66* in 2020/21
- The average number of complaints the LGO received relating to Plymouth City Council each month reduced from 10 per month in 2019/20 to seven per month in 2020/21
- The categories of service with the highest number of complaints are: 1. Environmental Services/ Public Protection/ Registration (14); 2. Adult Social Care (12); 3. Education/ Children's Services (10); and 4. Planning/ Development (9). Nationally, the categories of service with the highest number of complaints are: 1. Education/ Children's Services; 2. Planning/ Development; 3. Adult Social Care; and 4. Housing
- The upheld rate in Plymouth of 78% (of 18 subject to detailed LGO investigation) is higher than the national rate of 67%, and 63% in similar authorities. 21.9% of total decisions made were upheld.
- Plymouth City Council's 100% compliance rate is higher than the national rate of 99%, and comparator group (also 99%)
- The LGO also found that in 14% of upheld cases, Plymouth City Council had provided a satisfactory remedy before the complaint reached the Ombudsman; this is higher than the national average of 11% and 10% for the comparator group.

**To allow authorities to respond to the COVID-19 pandemic, the LGO did not accept new complaints and stopped investigating existing cases between March and June 2020. This reduced the number of complaints received and decided in the 2020/21 year. Please consider this when comparing with data from previous years.*

I. OVERALL PLYMOUTH CONTEXT

I.1 Complaints received about Plymouth

In 2020/21, 66 complaints and enquiries were received by the LGO for Plymouth.

As previously stated, the number of complaints reported in 2020/21 is heavily impacted upon by COVID-19, and therefore it is unadvisable to compare directly the annual figure for 2020/21 (66) to the number for 2019/20 (109).

Chart one shows that in 2020/21, 66 complaints were received, which is down from 109 in 2019/20 and the lowest annual number received for the last seven years.

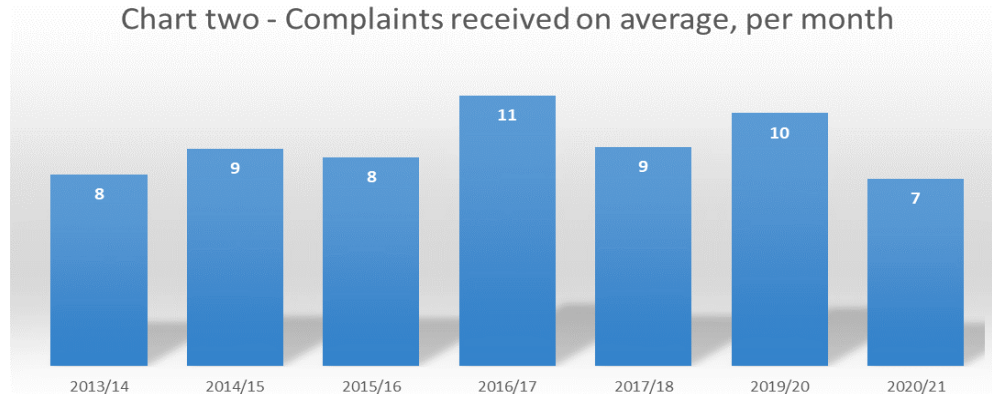
Chart one - Complaints received



Source: The Local Government and Adult Social Care Ombudsman (LGO)

Comparisons can be made by taking into account the average number of complaints received each month. In 2020/21 the monthly average of complaints received is seven (based on a nine month year). This compares to 10 in 2019/20 (based on an 11 month year) and nine a month in 2018/19 (based on a full 12 month year). Chart two shows that when the number of complaints received is represented as a monthly average, the numbers are still lower than those received in 2019/20 and in previous years.

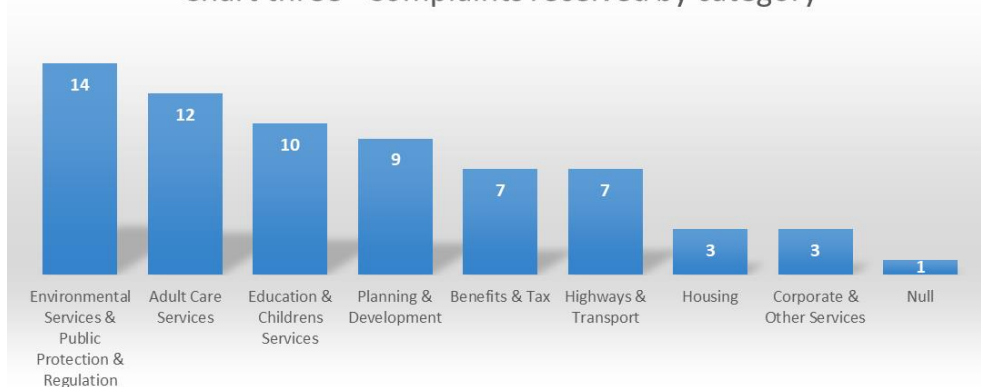
Chart two - Complaints received on average, per month



Source: The Local Government and Adult Social Care Ombudsman (LGO)

Chart three illustrates how the complaints are distributed by complaints category. Environmental Services/ Public Protection/ Regulation and Adult Care Services received the most complaints, followed by Education & Children's Services and Planning & Development.

Chart three - Complaints received by category



Source: The Local Government and Adult Social Care Ombudsman (LGO)

1.2 Complaint decisions and compliance

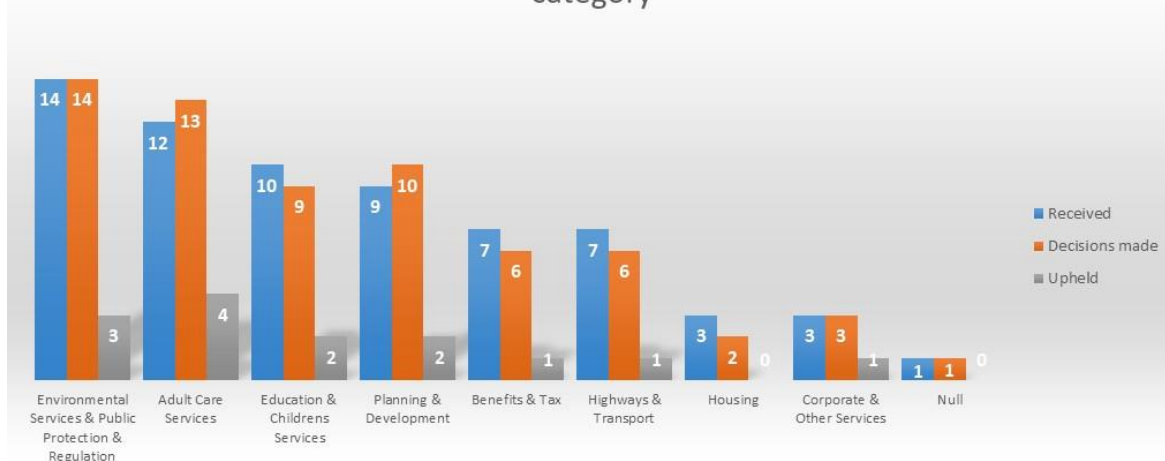
In 2020/21, a total of 64 decisions were made by the LGO for Plymouth. In Plymouth, the LGO conducted a detailed investigation into 18 complaints, 14 (78%*) of which were upheld. This equates to 21.9% of total decisions made being upheld.

The upheld rate in Plymouth of 78% compares unfavourably to the national rate of 67%, and 63% in similar authorities.

Chart four below shows by category the number of complaints, decisions made and upheld. This shows that the category with the highest number of upheld complaints is Adult Care Services (4). The category with the highest upheld percentage is Corporate & Other Services with 33.3% (1 of 3) upheld.

**Please note that the 78% upheld rate for Plymouth is based on the number upheld of the 18 detailed investigations. The upheld rates reported by category above and in table one are based on upheld of all decided complaints (not just detailed investigations).*

Chart four - Complaints received, Decided and Upheld by category



Source: The Local Government and Adult Social Care Ombudsman (LGO)

Table one: Number of LGO complaints received and the percentage of all complaints with an upheld outcome, by category

Category	Number of complaints	Number of decisions made	Upheld	% of all complaints upheld
Environmental Services & Public Protection & Regulation	14	14	3	21.4%
Adult Care Services	12	13	4	30.8%
Education & Children's Services	10	9	2	22.2%
Planning & Development	9	10	2	20.0%
Benefits & Tax	7	6	1	16.7%
Highways and Transport	7	6	1	16.7%
Housing	3	2	0	0%
Corporate and Other Services	3	3	1	33.3%
Null	1	1	0	0%
TOTAL	66	64	14	21.9%

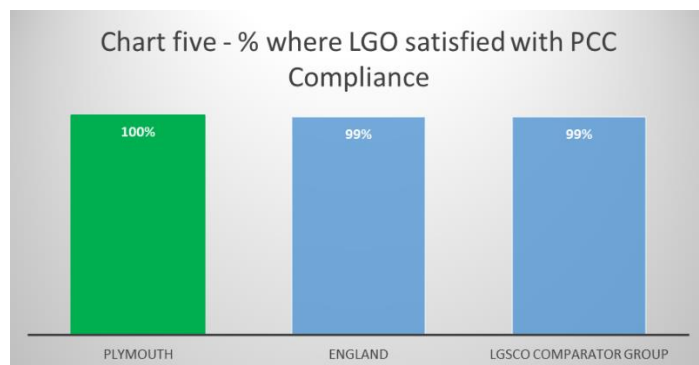
Source: The Local Government and Adult Social Care Ombudsman (LGO)

In summary, of the 64 decisions made by the LGO;

- 6.3% (4) were found to have been Invalid or Incomplete
- 1.6% (1) was recorded as advice given (but not upheld)
- 34.4% (22) were referred back for local resolution
- 29.7% (19) were closed by LGO after initial enquiries
- 6.3% (4) were not upheld following detailed investigation
- 21.9% (14) were upheld following detailed investigation.

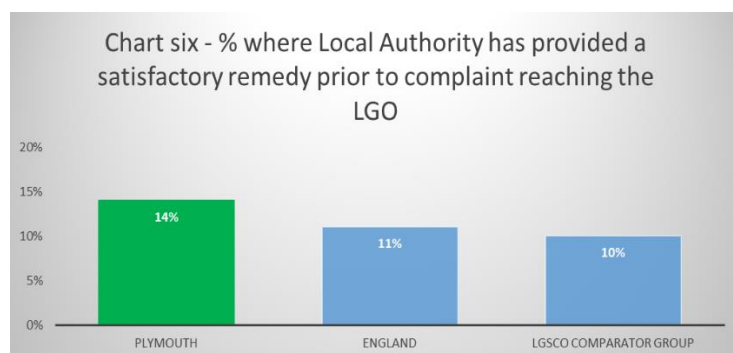
A more detailed breakdown of these outcomes can be found in **Appendix B**.

Chart five shows that in 2020/21 the LGO were satisfied that the Council had successfully implemented recommendations based on seven compliance outcomes between 1 April 2020 and 31 March 2021. Plymouth City Council's 100% compliance rate is higher than the national rate of 99% and LGSCO comparator group (also 99%).



Source: The Local Government and Adult Social Care Ombudsman (LGO)

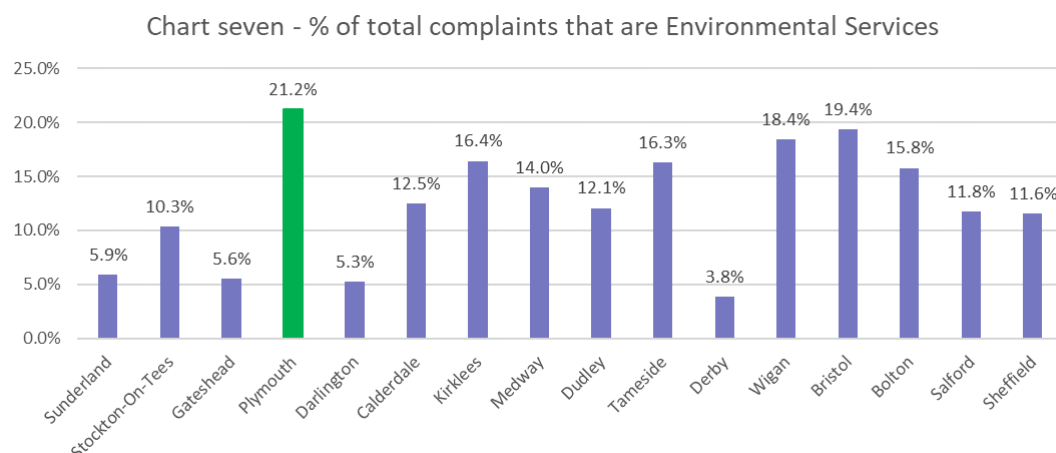
Chart six illustrates that the LGO found that in 14% of upheld cases, Plymouth City Council had provided a satisfactory remedy before the complaint reached the Ombudsman; this is higher than the national average of 11% and 10% for the LGSCO comparator group.



Source: The Local Government and Adult Social Care Ombudsman (LGO)

2. PLYMOUTH COMPLAINTS AND LESSONS LEARNED REGARDING ENVIRONMENTAL SERVICES/ PUBLIC PROTECTION AND REGULATION

The average percentage of complaints received about Environmental Services/ Public Protection and Regulation within the CIPFA Family Group is 13.8% of total overall complaints received. In 2020/21, Plymouth (14/ 21.2%) had the highest percentage of total complaints for this category, and only Bristol (19) had a higher actual number of complaints.



Source: The Local Government and Adult Social Care Ombudsman (LGO)

In 2020/21, Plymouth received 14 complaints and enquiries relating to Environmental services/ Public Protection and Regulation; this is down from 21 the previous year. When monthly averages are compared the number received is also down (1.9 per month in 2019/20 and 1.6 per month in 2020/21). Nationally the number of complaints for this category is also down.

Table two: Detail on upheld complaints relating to Environmental Services/ Public Protection and Regulation

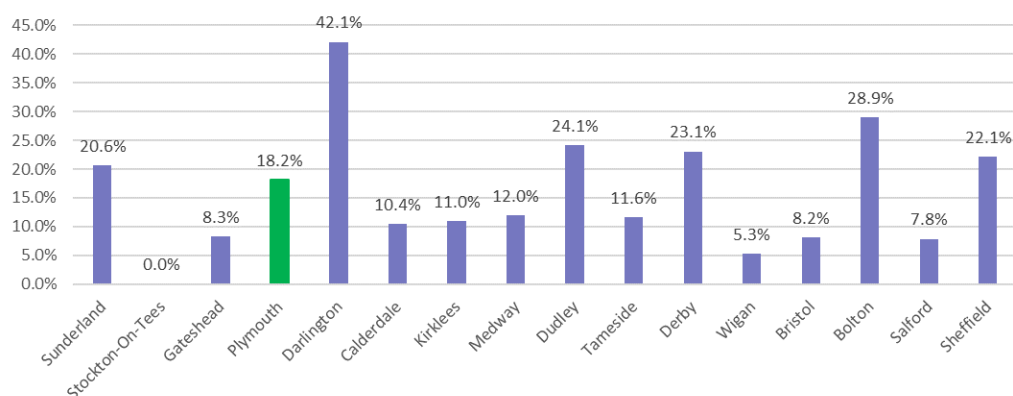
Complaint Description		Remedial Action	Changes and Learning
I	Mr X complained on behalf of his relative, Mr Y, about noise nuisance from a business premises near Mr Y's home. The Council was at fault. There was delay and errors in how the Council managed Mr Y's case,	Financial redress: Avoidable distress/time and trouble. Procedure or policy change/ review	The Council will review its procedures to ensure it has an effective system to review active statutory nuisance cases and monitor staff mailboxes when a staff member is absent from work for an extended period.

	which caused Mr Y frustration and distress.		
2	The Ombudsman finds fault with the Council for not completing maintenance on a verge subject to a Section 38 agreement. The Ombudsman also finds fault with the Council for not providing clear information about its responsibility for the area. Mr A has had to spend unnecessary time and trouble pursuing this.	Financial redress: Avoidable distress/time and trouble. Apology. Provide services	None recorded
3	The Ombudsman found fault on Mr Y's complaint about the way the Council dealt with his report of homophobic abuse. It failed to ensure these were referred on to the police. The agreed action remedies the injustice caused. There was no fault in the way it dealt with his reports of noise or antisocial behaviour.	Apology. Provide training and/or guidance	The Council agreed to remind relevant officers of the need to carefully check reports for allegations of noise nuisance and homophobic abuse and ensure they are actioned.

3. **PLYMOUTH COMPLAINTS AND LESSONS LEARNED REGARDING ADULT SOCIAL CARE SERVICES**

The average percentage of complaints received about Adult Social Care (ASC) Services within the CIPFA Family Group is 15.0% of the total overall complaints received. In 2020/21, six local authorities within the similar LA group had a higher percentage of ASC complaints than Plymouth (12/ 18.2%); this is due to lower totals in other LAs, with only two LAs (Sheffield and Bristol) having a higher actual number of complaints in this category.

Chart eight - % of total complaints that are Adult Social Care



Source: The Local Government and Adult Social Care Ombudsman (LGO)

In 2020/21, Plymouth received 12 complaints and enquiries relating to Adult Social Care; this is down from 18 the previous year. When monthly averages are compared the number received is also down (1.6 per month in 2019/20 and 1.3 per month in 2020/21). Nationally the number of complaints for this category is also down.

Table three: Detail on upheld complaints relating to Adult Social Care

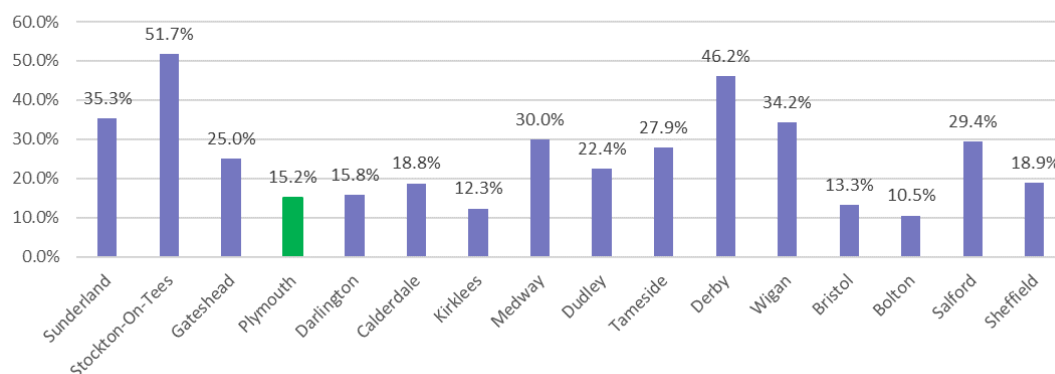
Complaint Description	Remedial Action	Changes and Learning
1 Mr C complained about the way in which the Council dealt with his request for adaptations and his subsequent complaint. The Ombudsman found fault with the way in which the Council communicated with Mr C.	Apology. Financial redress: Avoidable distress/time and trouble. Provide training and/or guidance. Procedure or policy change/review	The Council has agreed to create a leaflet through which it will inform clients, who have requested an adaptation to their property, how it will process their request, what priority has been allocated to their case, expected timescales and how to make a complaint. The Council will develop an action plan to ensure its clients, who ask for an adaptation to their property, will receive an Occupational Therapy Assessment in a timely manner, as well as periodic updates. The Council has agreed to review the way through which staff make decisions when a client asks the Council to make a (reasonable) adjustment in the way or method through which it communicates with them.
2 Description not published to maintain confidentiality	Apology. Financial redress: Avoidable distress/time and trouble. Financial Redress: Quantifiable Loss. Procedure or policy change/review. Provide training and/or guidance	The Council will ensure all Plymouth City Council appointed contractors used for the delivery of Disabled Facilities Grant (DFG) works are Deposit Protection Scheme (DPS) registered. The Council will deliver a training session to relevant officers using this as a case study to highlight the need to take concerns about building work seriously and to investigate them thoroughly. The Council will review the Council's DFG policy considering the faults found in this decision to identify whether any processes can be made more robust, for example the DPS and the contractor payment procedure.
3 Mr C complains about the Council's decision to reduce his care support. He says that, as a result, he is no longer able to go to the cinema, theatre and football matches between April and September each year. Mr C also complains that, even though his hours have been reduced, the contribution he has to pay towards his support has not reduced.	Apology. Financial redress: Avoidable distress/time and trouble. Reassessment. Provide training and/or guidance	The Council has agreed to share the lesson learned around care reviews with staff involved in adult social care assessments and reviews.
4 Mrs C complained about the care her (late) father received at the care home commissioned by the Council, and the information	Apology	When a council commissions another organisation to provide services on its behalf, it remains responsible for those services and for the actions of the organisation providing them. So, although

she received from the Council before he went there.	fault was found with some of the actions of the care provider, I have made recommendations to the Council.
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4. **PLYMOUTH COMPLAINTS AND LESSONS LEARNED REGARDING EDUCATION AND CHILDREN'S SERVICES**

The average percentage of complaints received about Education and Children's Services within the CIPFA Family Group is 22.7% of total overall complaints received. In 2020/21, Plymouth (10/ 15.2%) had the fourth lowest percentage of complaints for this category.

Chart nine - % of total complaints that are Education and Children's Services



Source: The Local Government and Adult Social Care Ombudsman (LGO)

In 2020/21, Plymouth received 10 complaints and enquiries relating to Education and Children's Services, which is down from 16 the previous year. When monthly averages are compared the number received is also down (1.5 per month in 2019/20 and 1.1 per month in 2020/21). Nationally the number of complaints for this category is also down.

Table four: Detail on upheld complaints relating to Education and Children's services

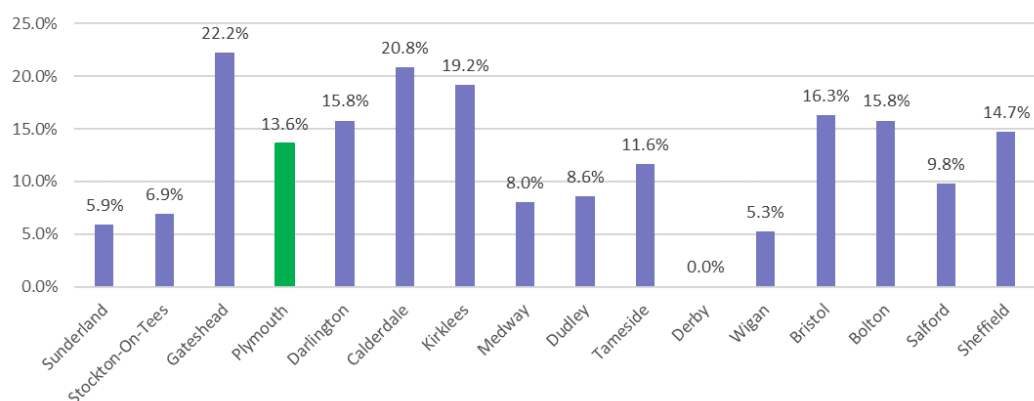
Complaint Description	Remedial Action	Changes and Learning
1 Ms D complains about the way the Council has dealt with her approval as a foster carer. She considers the Council wrongly downgraded her approval and did not give her adequate notice or reasons for the decision. This meant she lost what was effectively her income. She says the Council provided inaccurate information in a reference which meant she did not get a job she had applied for.	Financial redress: Avoidable distress/time and trouble	Not recorded by LGO – service learning detailed below: Produce a clear and explanatory decision letter about any IRM or Panel outcome following an ADM's decision in future (<i>the IRM/Panel/ADM referenced here is regarding Fostering Panel decisions, not Stage 3 Complaint Panel decisions</i>)
2 Stage one complaint that social worker acted unprofessionally, did not make a proper assessment, didn't allow inaccuracies to be corrected, misinformed the Initial Child Protection Conference (ICPC) that their child was unnecessarily subject to a child protection plan and was in	Financial redress: Avoidable distress/time and trouble. Financial Redress: Quantifiable Loss	Not recorded by LGO – service learning detailed below: Financial consideration should have been considered further at Stage 2 and Stage 3 and acted upon

possession of irrelevant sensitive information. This led to financial problems and distress. The LGO complaint is in relation to the Council's response at Stage two and its offer of financial redress at Stage two.		
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5. PLYMOUTH COMPLAINTS AND LESSONS LEARNED REGARDING PLANNING AND DEVELOPMENT

The average percentage of complaints received about Planning and Development services within the CIPFA Family Group is 13.1% of total overall complaints received. In 2020/21, Plymouth (9/ 13.6%) had the eighth highest percentage of complaints for this category.

Chart ten - % of total complaints that are Planning and Development



Source: The Local Government and Adult Social Care Ombudsman (LGO)

In 2020/21, Plymouth received nine complaints and enquiries relating to Planning and Development services, which is no change from the previous year. When monthly averages are compared the number received is slightly higher this year (0.8 per month in 2019/20 and 1.0 per month in 2020/21). Nationally the number of complaints for this category also increased (from 185 per month in 2019/20 to 193 per month in 2020/21).

Table five: Detail on upheld complaints relating to Planning and Development services

Complaint Description	Remedial Action	Changes and Learning
1 Complaint that the Council has not met its legal obligation to request a bat survey, despite knowing there were bats on site; failed to make sure accurate information was available to the public during the planning application consultation period; failed to refer the application to the planning committee, against its own policy; delayed in responding to his complaint; falsely told him during the complaint process that the Council had no financial interest in the development.	None required as although upheld, no significant personal injustice to the complainant was found.	None recorded
2 Mr X complained about the Council's failure to protect his	Apology. Financial redress: Avoidable	The Council will ensure it has effective policies to meet its

	privacy from development on his neighbour's land.	distress/time and trouble. Procedure or policy change/review. Provide training and/or guidance	obligations to disabled service users and to keep adequate records to show it has done so. The Council will ensure its officers are aware of the Council's obligations and act in accordance with them.
--	---	--	---

APPENDIX B – Complaints received and decisions made by the LGO for Plymouth in 2020/21

	Total complaints received	Decisions				Detailed investigations	
Category		Invalid or Incomplete	Advice Given	Referred Back for Local Resolution	Closed after Initial Enquiries	Not Upheld	Upheld
Adult Social Care	12	0	0	4	2	3	4
Benefits and Tax	7	1	0	2	2	0	1
Corporate and Other Services	3	1	0	0	1	0	1
Education and Children's Services	10	0	0	4	3	0	2
Environmental Services, Public Protection and Regulation	14	0	0	7	3	1	3
Highways and Transport	7	0	0	3	2	0	1
Housing	3	0	1	1	0	0	0
Planning and Development	9	1	0	1	6	0	2
Other	1	1	0	0	0	0	0
2020/21 Totals	66	4	1	22	19	4	14
% of 2020/21 Total decisions		6.3%	1.6%	34.4%	29.7%	6.3%	21.9%
2019/20 Totals	109	0	1	36	47	11	12
% of 2019/20 Total decisions		0.0%	0.9%	33.6%	43.9%	10.3%	11.2%

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Appendix C – Comparator Groups

LGSCO Comparator Groups 2020/21

Bath and North East Somerset Council
 Bedford Borough Council
 Blackburn with Darwen Council
 Blackpool Borough Council
 Bournemouth Borough Council
 Bournemouth, Christchurch and Poole Council
 Bracknell Forest Council
 Brighton & Hove City Council
 Bristol City Council
 Central Bedfordshire Council
 Cheshire East Council
 Cheshire West & Chester Council
 City of York Council
 Cornwall Council
 Council of the Isles of Scilly
 Darlington Borough Council
 Derby City Council
 Dorset Council
 Durham County Council
 East Riding of Yorkshire Council
 Halton Borough Council
 Hartlepool Borough Council
 Herefordshire Council
 Isle of Wight Council
 Kingston upon Hull City Council
 Leicester City Council
 Luton Borough Council
 Medway Council
 Middlesbrough Borough Council
 Milton Keynes Council

North East Lincolnshire Council
 North East Lincolnshire Council
 North Lincolnshire Council
 North Somerset Council
 Northumberland County Council
 Nottingham City Council
 Peterborough City Council
Plymouth City Council
 Poole Borough Council
 Portsmouth City Council
 Reading Borough Council
 Redcar & Cleveland Council
 Royal Borough of Windsor and Maidenhead Council
 Rutland County Council
 Shropshire Council
 Slough Borough Council
 South Gloucestershire Council
 Southampton City Council
 Southend-on-Sea Borough Council
 Stockton-on-Tees Borough Council
 Stoke-on-Trent City Council
 Swindon Borough Council
 Telford & Wrekin Council
 Thurrock Council
 Torbay Council
 Warrington Council
 West Berkshire Council
 Wiltshire Council
 Wokingham Borough Council

CIPFA Comparator Group 2020/21

Bolton
 Bristol
 Calderdale
 Darlington
 Derby
 Dudley
 Gateshead
 Kirklees

Medway
Plymouth City Council
 Salford
 Sheffield
 Stockton-On-Tees
 Sunderland
 Tameside
 Wigan

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APPENDIX D – Common themes for why complaints were upheld and initiatives in place to address the issues raised

Theme	Description	Initiatives in place
Communication and expectation management	Includes references to the accuracy and timeliness of information given to the customer or members of the public, as well as not communicating the reasons behind decision making that directly impacted on the customer or what actions would be taken to remedy the customer's issues.	▪ We are clear on our service levels and publish details if/when they change, but we also need to hold a collective line on the new levels even if they are unpopular. ▪ Continue to remind frontline staff, services and providers to consider the impacts on clients and customers, consistent with our values, priorities and commitments in the Corporate Plan.
Absence of accurate record keeping	Includes references to records not being kept updated with important information, either for the customer, Council or Ombudsman's investigation.	▪ Continue to remind frontline staff, services and providers to consider the impacts on clients and customers, consistent with our values, priorities and commitments in the Corporate Plan. ▪ Ongoing focus of Information Lead Officers Group to ensure accuracy and timeliness of data updates.
Equality and diversity	Includes references to complainants' disabilities (e.g. autism) or vulnerabilities (e.g. age) not being taken into consideration when PCC staff dealt with the person or issue.	▪ In support of the Council's Corporate Plan, we have identified equalities and diversity as a key priority and recently developed a new policy to address this. ▪ As part of the policy, the Council has introduced mandatory training in equalities and diversity.
Awareness of policy	Includes references to any component of Council or national policies or agreements that were not fully adhered to.	▪ Continue to ensure that line management is aware of the obligations and policies that govern the provision of their services and that their staff and services follow them.

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Audit and Governance Committee



Date of meeting: 27 September 2021
Title of Report: **Audit Actions Review**
Lead Member: Cllr Nick Kelly (Leader)
Lead Strategic Director: Brendan Arnold, Service Director for Finance
Author: Paul Looby, Head of Financial Planning & Reporting
Contact Email: paul.looby@plymouth.gov.uk
Your Reference: PL/AC
Key Decision: No
Confidentiality: Part I - Official

Purpose of Report

To provide the Committee with an update on the tracking of Audit recommendations from Grant Thornton and Devon Audit Partnership.

Recommendations and Reasons

Members of the Audit and Governance Committee to note the content of the report.

Alternative options considered and rejected

None as the Committee agreed to receive an update of all audit recommendations.

Relevance to the Corporate Plan and/or the Plymouth Plan

The implementation of all agreed audit recommendations are fundamentally linked to delivering the priorities within the Council's Corporate Plan and assists with ensuring limited resources are allocated to priorities which will maximise the benefits to the residents of Plymouth.

Implications for the Medium Term Financial Plan and Resource Implications:

Delivery of the audit plan will assist the Council in delivering value for money services.

Carbon Footprint (Environmental) Implications:

No direct carbon/environmental impacts arising from the recommendations.

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

Implementation of agreed audit recommendations is an intrinsic element of the Council's overall corporate governance, risk management and internal control framework.

Appendices

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
1	Grant Thornton Audit Recommendations							
2	Devon Audit Partnership Audit Recommendations							

Background papers:

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

Sign off:

Fin	djn.21.2 2.106	Leg	lt/37223/3/1 30921	Mon Off	Click here to enter text.	HR	Click here to enter text.	Assets	Click here to enter text.	Strat Proc	Click here to enter text.
Originating Senior Leadership Team member Brendan Arnold, Service Director Finance & S151											
Please confirm the Strategic Director(s) has agreed the report? Yes											
Date agreed September 16 September 2021											
Cabinet Member approval: Cllr Nick Kelly											
Date approved: 16/09/2021											

Audit Action Review**I. Introduction**

- I.1 Audit Committee received a report at its last meeting setting out a process to track the completion of agreed recommendations to improve controls and minimise exposure to risk. This will provide ongoing assurance to Senior Management and Members (Audit & Governance Committee) that scheduled actions are taking place. As previously reported the Council recognises and responds promptly and effectively to the independent assurance work completed by our external auditors, Grant Thornton (GT) and our internal auditors, Devon Audit Partnership (DAP).
- I.2 As agreed at the last Committee an update on the completion of audit recommendations are set out in the following appendices:
- Appendix one provides an update on recommendations from GT
 - Appendix two provides an update on recommendations from DAP.

Appendix I

External Audit Tracker

No.	Recommendation	Management Response	Responsible Officer	Target Date	Status
I.	The Council Should further improve its governance arrangements so that the number of key decisions are made outside of formal elected member meetings is limited, thereby enhancing openness and transparency: • Formal guidance should be developed for decision makers setting out when discretion could be exercised and their delegated powers not used, ensuring consideration is given to identifying the most appropriate place to make a decision on an innovative and unusual transactions • Decision makers should be provided with documents that clearly assess and accept or reject all potential relevant options and key issues • Processes are put in place to ensure Chairs o Scrutiny Committees are given every opportunity to	<u>Accepted</u> The Council will: - Develop guidance in consultation with stakeholders for decision makers to inform discretion over decision making through delegated decisions or at Cabinet. - Review and update guidance covering documentation for decision makers which addresses alternative options and reasons for rejection. - Scrutiny chairs will receive and will be briefed on the content of the Council's Forward Plan for key	Assistant Chief Executive	October 2021	Ongoing – nearing completion

	effectively challenge and debate unusual transactions Any questions raised by external advisors, including legal advice are formally closed and addressed by the Council	decisions, and the description of these decisions will be reviewed to ensure that it is sufficiently detailed for their proper consideration.			
2.	The Council should further improve its processes for the production of business cases to ensure: - A detailed options appraisal is undertaken where appropriate - Material business cases fully appraise all the options - An agreed and consistent approach for the approval of business cases is developed and adopted	<u>Accepted</u> The Council will: - Produce a standard business case format for unusual and innovative financial transactions. - Set down a working procedure for the passage of such cases through the governance path.	Service Director for Finance	October 2021	Ongoing – nearing completion
3.	The Council should improve its financial risk management arrangements to ensure that all the key risks are identified, appraised and clearly reported to the decision maker	<u>Accepted</u> The Council will: Adjust proformas used for CMT, Cabinet reports and delegated decisions to ensure that a section is added to record (a) financial risks and (b) the	Assistant Chief Executive and Service Director for Finance	October 2021	Ongoing – nearing completion

		mitigation of same.			
4.	The Council should ensure the Audit Committee is effective by ensuring members understand their roles and responsibilities. This should include: • Reviewing and updating members' role and responsibilities, ensuring these are reviewed annually by the committee • Introducing a mechanism to ensure all recommendations by External Audit and Internal Audit are actioned • Regular training for all members	<u>Accepted</u> The Council will: a. Develop a training programme for the Audit and Governance Committee in consultation with the Chair. b. Introduce a tracking system for all audit recommendations. c. Invite Internal and External audit to participate in the training programme.	Service Director for Finance	October 2021	Completed
5.	The Council should minimise the potential for conflicts of interest to occur and should: • Enhance the existing conflicts of interest policies, guidance and codes of conduct to ensure a wider range of potential conflicts are identified and managed appropriately • Ensure the existing training for officers and elected members addresses the revised guidance and includes identifying and managing conflicts of interest.	<u>Accepted</u> The Council will: • Review and update existing conflicts of interest policies, guidance and codes of conduct in line with best practice and ensure the appropriate training is in place to support the revised approach.	Assistant Chief Executive	October 2021 (Note: any changes to the constitution in respect of the management of interests will need to be agreed at a meeting of the Council)	Ongoing – nearing completion

6.	The Council should ensure that where a decision relies upon internal legal advice, that the legal advice is formally documented, and the outcome and rationale for relying upon the advice is recorded.	Where a council decision relies on internal legal advice the legal service will continue to and assure that its advice is formally documented on the legal department's case management system. The legal service will update its work instructions for general legal advice in line with this recommendation and include the new work instructions in its quality assurance system for monitoring and review purposes. The Council will ensure that the existing process for securing legal sign off is reviewed and updated in line with this recommendation.	Assistant Chief Executive	October 2021	Ongoing – nearing completion
7.	In order to enable innovative and unusual treasury management decisions to be formally scrutinised, debated and as appropriate made by elected members the Council should update the Constitution and Treasury Management Principles to: • Enable treasury management decision to be made by elected members • Define significant delegated decisions, such as 'innovate and unusual'	<u>Accepted but with reservations</u> The Council will: - Define 'innovate and unusual' within the Treasury Management Strategy when next updated - Consult with the External Auditor on these changes	Service Director for Finance	October 2021	Ongoing – nearing completion

	- Ensure the following are made aware of unusual treasury management activity before a decision is made: - Chair of the Audit and Governance Committee - Portfolio Lead - Chair of Scrutiny Committee	The Council has reservations about part of this Action Point because: Treasury Operations are highly technical in nature and often requiring a rapid decision path. This is why the treasury function is delegated to the Section 151 Officer as a general principle across the sector. Accordingly the Council is concerned that insofar as this recommendation requires member decision making it is out of step with national practice within the sector.			
8.	The Council should ensure that it consults with its external auditors before any unusual treasury management transactions are completed	<u>Accepted</u> The Council will: Consult with the External Auditor as indicated	Service Director for Finance	With immediate effect	Completed
9.	The Council should formally record significant (innovate and unusual) treasury management decisions, as defined by the Council in	<u>Accepted but with reservations</u> The Council will: Consult further with the External Auditor on	Service Director for Finance	October 2021	Ongoing – nearing completion

	recommendation 7. As a minimum this should include: • Decision taker, why the decision is a delegated decision • Date of decision • Reasons for the decision • Risk considered/mitigated • Alternative options considered and rejected • Financial and legal implications • Supporting documents/information considered to inform the decision	the definition of 'significant' The Council has reservations about this Action Point because: • High volume and high value transactions can occur at short notice for transactions that are not innovative and unusual which may fall within this definition			
10.	Consider if the Monitoring Officer should attend all CMT meetings, along with all the Council's other Statutory officers.	<u>Accepted</u> The Council notes that this recommendation is to give the matter consideration, which will take place in consultation with the Monitoring Officer and the rest of the Corporate Management Team.	Assistant Chief Executive	October 2021	Accepted
11.	To Ensure the Council achieves best value for all its treasury management transactions the Council should: • Consider testing the market for unusual one off transactions • Document procurement decisions and supporting judgements	<u>Accepted</u> The Council will: • Adopt the recommendation as described	Service Director for Finance	August 2021	Accepted

Appendix 2

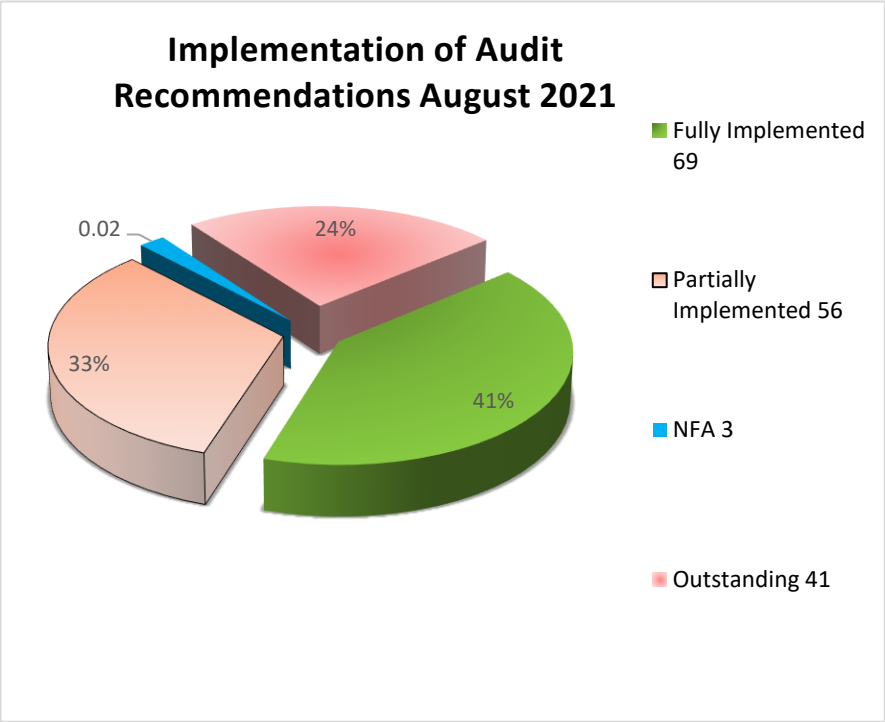
Status of Internal Audit Recommendations August 2021

The pie chart to the right provides an overall breakdown of progress made by management in implementing audit recommendations. It also shows the figures in percentage format and the legend details the actual numbers.

Not all recommendations can be quickly and easily implemented with some having other, longer dependencies which have to be address before the recommendation can be actioned.

In addition to the 69 recommendations showing as fully implemented, management responses received indicate that a further 56 recommendations are currently work in progress (partially implemented).

There are three recommendations showing as no further action (NFA). These recommendations were potential opportunities which the audit team considered may be helpful to the business and highlighted them in the audit report. Management agreed to consider these recommendations but have subsequently provided a satisfactory explanation as to why it will not be possible to implement them. It should be noted that the recommendations did not relate to control weaknesses.



The table below lists the various areas the reports relate to and provides a line-by-line breakdown on the status of audit recommendations.

Recommendations made in respect of Business Rates and the Main Accounting System have been fully implemented, for Housing Benefits and Electoral Registration, all have either been implemented or are work in progress.

Audits	Total Number of Recommendations	Fully Implemented	No Further Action	Partially Implemented	Not Yet Implemented
Business Rates	3	All Recommendations Fully Implemented			
Council Tax	9	3		5	1
Housing Benefits	3	1		2	0
Creditors	7	2		1	4
Sundry Debtors	9	4			5
Capital Programme	13	4	2		7
Main Accounting System	5	All Recommendations Fully Implemented			
Purchasing Cards	13	8		3	2
Information Asset Management	8	2		3	3
Data Quality	20	2		6	12
Electoral Registration	10	7		3	0
Special Guardianship Orders	37	14		22	1
Empty Homes Scheme	16	8	1	5	2
Street Lighting	16	6		6	4
TOTAL	169	69	3	56	41

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Audit and Governance Committee



Date of meeting:	27 September 2021
Title of Report:	Statement of Accounts 2020/21
Lead Member:	Councillor Nick Kelly (Leader)
Lead Strategic Director:	Brendan Arnold (Service Director for Finance)
Author:	Carolyn Haynes
Contact Email:	carolyn.haynes@plymouth.gov.uk
Your Reference:	FIN/CH
Key Decision:	No
Confidentiality:	Part I - Official

Purpose of Report

The Council's draft Statement of Accounts for year ending 31 March 2021 was prepared and approved by the Service Director for Finance on 31 July 2021 and was made available for our external auditors to start their audit review. .

The Statement of Accounts for 2020/21 are being presented to Audit and Governance Committee for approval. The Accounts and Audit Regulations require the accounts to be formally approved and published on or before 30 September 2021.

Grant Thornton UK (GTUK) will be providing an update on their review of the 2020/21 accounts and their audit progress at this committee.

Recommendations and Reasons

- I. To **approve** the Statement of Accounts for 2020/21 attached as Appendix B with the understanding that they are currently being audited by GTUK. Should any issues be identified during the GTUK audit Members are asked to delegate the approval of the Statement of Accounts to the Chairperson of the Audit and Governance Committee, in consultation with the Service Director for Finance.
 - a. Reason: Statutory Requirement, the Accounts and Audit Regulations 2015 require the accounts to be:
 - i. Considered by committee;
 - ii. Approved by committee resolution;
 - iii. Signed and dated by the person presiding at the committee.

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 2020/21 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.

Financial Risks:

The Statement of Accounts includes a high level summary of the Council's financial risks.

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 2020-21 Report							
B	2020/21 Statement of Accounts (unaudited)							

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)
----------------------------------	--

	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.						
	1	2	3	4	5	6	7

Sign off:

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Originating Senior Leadership Team member: Brendan Arnold											
Please confirm the Strategic Director(s) has agreed the report? Yes Date agreed: 15/09/2021											
Cabinet Member approval: <i>Approved verbally</i> Date approved: 15/09/2021											

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Statement of Accounts 2020/21**I. Introduction**

- I.1 The 'Accounts and Audit Regulations 2015' stipulates a two-stage approval process for the Statement of Accounts. The first statutory deadline usually requires that the responsible financial officer (Section 151 Officer), by the 31 May, should sign and certify that the Statement of Accounts presents a true and fair view of:
- a. the financial position of the council for the year to 31 March previous, and
 - b. its expenditure and income for the year to 31 March previous
- subject to the views of the external auditor.
- I.2 The second stage required that on or before 31 July approval needs to be given to the Statement of Accounts by resolution of a committee, which for Plymouth City Council is the Audit and Governance Committee. This approval will take account of the views of the external auditor. Once approved, the Statement of Accounts must be formally published on the Council's website.
- I.3 However, the statutory deadlines have been extended for a second year due to the impact of COVID-19 on local authorities. The key changes for the publication of the accounts are contained in 'The Accounts and Audit (Coronavirus)(Amendment) Regulations 2021', the details are as follows:
- a. The deadline for the Council to publish its draft accounts is 31 July 2021 (not 31 May); and
 - b. The deadline for publication of its final (audited) accounts has moved from 31 July to 30 September 2021.
- I.4 The accounts have to be produced in line with the relevant CIPFA Codes of Practice and with regard to relevant items of statute. Details of the changes in relation to the 2020/21 Codes and relevant legislation which need to be considered for the accounts are outlined in section 2.
- I.5 The pre-audited accounts were approved by the Service Director for Finance and published on the Council's website on the 31 July 2021 in line with the revised deadline due to the impact of COVID-19.
- I.6 Formal audit of the accounts for 2020/21 commenced on 2 August. The 30 working days period in which the Council has to make the draft accounts available for public inspection started on 2 August.
- I.7 The Code requires that the Council sets and discloses an 'authorised for issue' date, which reflects a cut-off date in terms of the post balance sheet period within which events have to be considered in relation to their impact on the 2020/21 accounts. The relevant date for the draft Statement of Accounts has been set as 30 September 2021.
- I.8 The Annual Governance Statement (AGS) is being presented separately to this Audit Committee for approval. This will be published alongside the Statement of Accounts on the Council's website as is required by the Code.
- I.9 To comply with International Auditing Standards, GTUK need to establish an understanding of the management processes in place to prevent and detect fraud and to ensure compliance

with law and regulation. The Council and the Chair of the Audit and Governance Committee have been working on the responses required within the GTUK 'Letter to Management'.

2. The CIPFA LASAAC Code of Practice 2020/21

- 2.1 The main Code of Practice relevant to the production of the Statement of Accounts, which CIPFA publish on an annual basis, is the 2020/21 Code of Practice on Local Authority Accounting in the United Kingdom (the Code).
- 2.2 The Code is based on approved standards issued by the International Accounting Standards Board (IASB) and interpretations of the International Financial Reporting Committee (IFRIC) except where these are inconsistent with specific statutory requirements.
- 2.3 The 2020/21 edition of the Code introduces new, or amended accounting standards or reporting requirements in a number of areas including:
 - Definition of a Business: amendment to IFRS3 Business Combinations;
 - Interest Rates Benchmark Reform: amendments to IFRS 9, IAS 39 and IFRS 7; and
 - Interest Rates Benchmark Reform – Phase 2: amendments to IFRS 9, IAS 39, IFRS 7, IFRS 4 and IFRS 16

Application of the standards is required from 1 April 2020. Therefore, these changes will be reflected in the Council's 2021/22 or future Statement of Accounts.

As well as changes to the Codes of Practice, Officers have also considered other documentation published by CIPFA, which will have an impact on either 2020/21 or future years' accounts.

3. Issues arising since publication of the 2020/21 draft Accounts

- 3.1 Post Balance Sheet Events (PBSE)
 - 3.1.1 Although the Statement of Accounts shows the financial outturn for 2020/21 and Balance Sheet position as at the 31 March 2021, the Council is required to report material events occurring after 31 March 2021.
 - 3.1.2 There are no known events after the 31 March 2021 that would have a material impact on the Council's financial position.
- 3.2 Agreed Audit Amendments
 - 3.2.1 GTUK are in the process of auditing the Statement of Accounts for 2019/20 and will soon be starting work on auditing the Statement of Accounts for 2020/21 and until this work has been completed we are unable to report on any agreed amendments. The agreed amendments to the final published Statement of Accounts for 2019/20 and 2020/21 will be reported when Grant Thornton publish their ISA260 Audit Findings Report.

4. Statement of Accounts 2019/20

- 4.1 The Council is working with their external auditors – Grant Thornton, to resolve an outstanding technical accounting issue relating to the Statement of Accounts for 2019/20 with respect to the Miel Pension transaction. Once this issue has been resolved to the satisfaction

of the Council and Grant Thornton, the Council may have to adjust the Statement of Accounts for 2019/20 and 2020/21.

5. Statement of Accounts 2020/21

- 5.1 The Council's breakeven outturn position was reported to Cabinet on the 8th June 2021. The overall net spend matches the net budget of £193.677m. The outturn position needs to be considered in the context of a challenging financial climate, made more so with responding to COVID-19. It should be noted that the council's working balance was not reduced and the Council has managed a £13.000m savings programme in addition to increasing service demands and customer expectations.
- 5.2 The General Fund Balance (also known as the Working Balance) as at 31 March 2021 is £8.044m. The Working Balance has a recommended minimum set at 5% of the net revenue budget. This minimum requirement has been approved by Council.
- 5.3 The Balance Sheet shows our assets, liabilities and reserves. The reserves are split in to usable and unusable reserves. The unusable reserves are not available to the Council but are part of their technical accounting requirements. The unusable reserves include, for example, the pension reserve, the capital adjustment account and the revaluation reserve. These reserves are not available to use for service delivery at the reporting date. These reserves arise from either :
- statutory adjustments required to reconcile to the amounts chargeable to council tax in order to comply with legislation, or
 - accounting gains or losses recognised in other comprehensive income and expenditure in accordance with accounting standards adopted by the Code, rather than in the surplus or deficit on the provision of services.

The Council has a negative Balance Sheet as at 31 March 2021, which means that the Council's liabilities are £180.712 million greater than its assets.

- 5.4 The main movements on the Balance Sheet between 31 March 2020 and 31 March 2021 are summarised below:

5.4.1 Non-current Assets

- Property, Plant and Equipment has increased by £38.139 million partly due to the revaluation of a number of assets and also due to the addition of assets through the capital programme. Further detail can be found in note 15 to the Statement of Accounts.
- Investment Property has increased by £21.002 million due to the Council's Asset Investment Fund. The Council's Capital Programme includes the provision for the purchase of Investment Properties. Investing more in these types of properties allows the Council to deliver wider benefits to the residents and economy of Plymouth whilst also ensuring the Council is able to support the local economy and help deliver the outcomes of the Joint Local Plan. Further details can be found in note 17 to the Statement of Accounts.
- Long Term Investments have increased by £9.618 million reflecting a movement from short to long term investment on the advice of the Council's Treasury Management consultants Arlingclose. Further notes on Financial Instruments can be found in note 18 to the Statement of Accounts.

5.4.2 Current Assets

- The Council no longer has any Short Term Investments compared to the reported £12.115m held on the Balance Sheet as at the 31 March 2020. See note 18 to the Statement of Accounts.
- Short Term Debtors have increased by £44.961 million due to a variety of reasons:
 - An increase of £43.992 million in central government grants outstanding
 - An increase of £1.919 million in the amounts due from other entities and individuals
- Cash and Cash Equivalents have increased by £3.069 million to £41.859 million to reflect an increase in our cash investments.

5.4.3

Current Liabilities

- Short Term Borrowing has reduced by £3.981 million. This is to finance the Capital Programme in accordance with the 2020/21 approved budget and Treasury Management Strategy. Further detail can be found in note 18 to the Statement of Accounts.
- Short Term Creditors have increased by £49.132 million. This is mainly due to £26.286 million being owed to central government and £22.395 million owed to other entities and individuals.

5.4.4

Long Term Liabilities

- Long Term Creditors have decreased by £3.803 million. Most of the movement is reflected in the reduction in the liability for unfunded pension liabilities relating to pre Local Government Reorganisation (pre 1 April 1998).
- Long Term Provisions have increased by £8.187 million, which relates mainly to an increase in the provision for business rate appeals of £7.056 million (following guidance from external consultants) and an increase in the insurance provision of £0.584 million. Further details can be found in note 21 to the Statement of Accounts.
- Long Term Borrowing has increased by £0.389 million, further details can be found in note 18 to the Statement of Accounts.
- Long Term Liabilities Pensions have increased by £133.500 million. The Council's net liability has increased mainly due to the re-measurement of its return on plan assets and actuarial gains and losses arising from changes on demographic assumptions and arising on changes in financial assumptions. Further detailed explanation on this movement is contained within note 34 of the Statement of Accounts.
- Grants Received in Advance – Capital have reduced by £13.156 million. This movement is explained in note 29.1 of the Statement of Accounts.

2020/21 DRAFT STATEMENT OF ACCOUNTS



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NARRATIVE REPORT FROM THE SERVICE DIRECTOR FOR FINANCE AND SECTION 151 OFFICER

INTRODUCTION

I am pleased to introduce our Annual Narrative Report and Statement of Accounts for 2020/21. The Narrative Report provides me with an opportunity to set the financial scene and to highlight the challenges currently being managed by the Council as it strives to continue to provide high quality services to Plymouth residents with diminishing financial resources. The Statement of Accounts aim to not only present the Council's outturn financial position for 2020/21, but also to provide a summary of Plymouth City Council's financial affairs for 2020/21.



Plymouth City Council is a large and diverse organisation and the accounts contained in this document are by their nature both technical and complex, so this narrative aims to explain some of the statements and provides a summary of the Council's financial performance for 2020/21 and its financial prospects. Where necessary, estimates and judgements have been made in preparing these accounts which comply with the Code of Practice on Local Authority Accounting in the United Kingdom 2020/21 (the Code), published by the Chartered Institute of Public Finance and Accountancy (CIPFA).

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.

The COVID-19 pandemic has resulted in the most widespread adjustment to our way of life. The Council, through strong financial management, was able to deliver a balanced budget in, what has been, probably the most challenging year the Council has ever faced.

The reported balanced revenue outturn position for 2020/21 needs to be seen in the context of the financial challenges the Council faced during the year. The Council successfully reprioritised staff and resources to meet community and business need, supporting the vulnerable and working with partners.

It is important to note that the deadlines for the production of the Statement of Accounts for 2020/21 have been changed. The draft accounts were submitted for audit by 31 July 2021 rather than 31 May 2021 and the timeline for completion of the annual audit is 30 September 2021 rather than the 31 July 2021.

The Council will submit the draft Statement of Accounts to the Audit Committee on the 20 September 2021 to allow Members the opportunity to review them before they are asked to formally approve them.

The Council are working with their external auditors – Grant Thornton, to resolve an outstanding technical issue relating to the Statement of Accounts for 2019/20. Once this issue has been resolved to the satisfaction of the Council and Grant Thornton, the Council may have to adjust the Statement of Accounts for 2020/21.

Brendan Arnold

Service Director for Finance and Section 151 Officer

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**

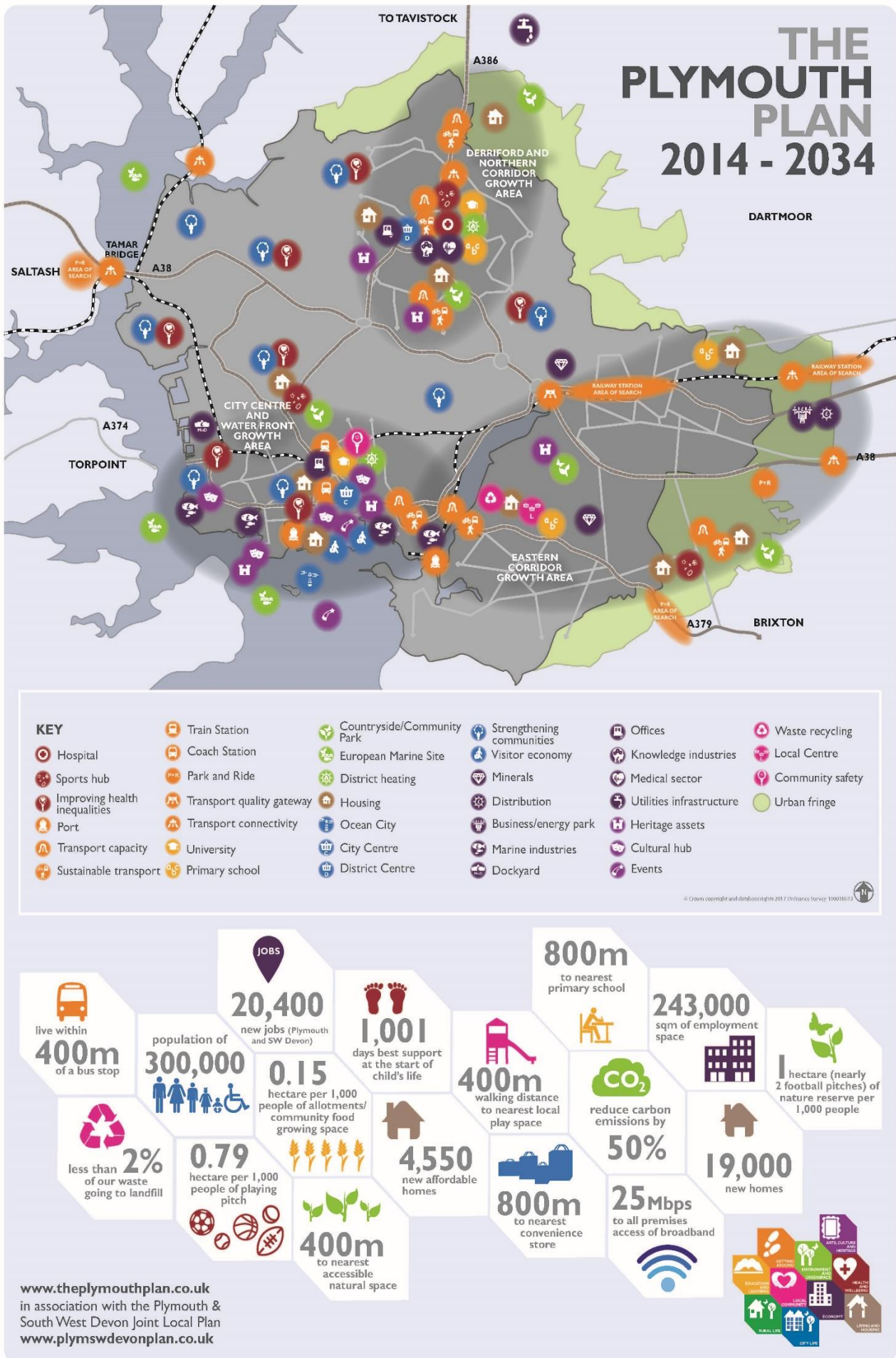
Plymouth is recognised internationally for **marine science** and high technology manufacturing

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

AIMS, OBJECTIVES AND ACHIEVEMENTS

The Statement of Accounts should be read in conjunction with the Council's Corporate Plan and 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.

PLYMOUTH CITY COUNCIL DEMOCRACY AND GOVERNANCE

Democracy and governance plays a huge part for the Council in ensuring good governance and strong decision making across the Council. The Council is a complex and large organisation. Policies are directed by the political leadership (Leader and Cabinet) and implemented by the Corporate Management Team (CMT).

The Council is made up of 57 councillors for 20 wards. The political make-up of the Council during 2020/21 was:

- Labour Party – 30 Councillors
- Conservative Party – 25 Councillors
- Independent – 2 Councillors

The Council is controlled by the Labour Party and has adopted the 'Strong' Leader and Cabinet model as its political management structure. The Leader of the Council (Cllr Tudor Evans OBE) has responsibility for the appointment of Members of the Cabinet (also known as the Executive), the allocation of Portfolios and the delegation of executive functions. The Cabinet is the main decision making body of the Council. It is responsible for policies, plans and strategies, which must be implemented within the budgetary and policy framework adopted by Full Council. The Council elects the Leader each year at the Annual General Meeting (usually held in May).

Councillors are supported by CMT, which is headed by the Council's Chief Executive, Tracey Lee. CMT are responsible for the overall management of the Council, for setting and monitoring overall direction and ensuring high performance in the delivery of council services. Including Tracey Lee, CMT is made up of eight members.

The Council also has a number of committees which include Planning, Licensing, Audit and Governance, various Overview and Scrutiny Committees and a number of others to support the democratic process.

The Council operates by way of the Council Constitution. The Constitution is a legal document and includes items such as Council procedure rules, financial regulations, the scheme of delegation and responsibility for functions. The Council is also required to produce an Annual Governance Statement (AGS) each year to meet the requirements of the Accounts and Audit Regulations 2015 and the principles set out in the Chartered Institute of Public Finance and Accountancy (CIPFA) and the Society of Local Authority Chief Executives (SOLACE) Framework: 'Delivering Good Governance in Local Government'.

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 peninsula 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

Plymouth City Council has representation on the Board of the Heart of the South West Partnership Local Enterprise Partnership (HotSW LEP). The HotSW LEP is one of 38 LEPs in England covering Devon, Plymouth, Somerset and Torbay. This is a business-led partnership between the private sector, local authorities, universities and colleges. The LEP vision is to create a dynamic, highly prosperous region with high living standards and an outstanding quality of life; their mission is to raise productivity and ensure prosperity for all. The LEP Board comprises of public and private sector members who work collaboratively to ensure that decisions are made in the interests of promoting inclusive growth, prosperity and improved productivity across the Heart of the South West. The LEP Board oversees the LEP's delivery programme of infrastructure, business support and skills projects worth three-quarters of a billion pounds, which are currently planned to be delivered by 2025 in line with the Local Assurance Framework.

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.

COVID-19 Pandemic

The outbreak of the COVID-19 pandemic has been an exceptional challenge for everyone and the Council is no different. Staff have worked tirelessly to support the City of Plymouth in its response to COVID-19 and maintain services in these difficult times. When the outbreak started in March 2020, our Transformation resources responded well with the roll-out of Member's devices, staff devices, the virtualisation of the Contact Centre and the speedy release of Microsoft Teams to ensure that Members and staff were well equipped to transition from office based to home workers. We continued to support the most vulnerable of Plymouth's residents through the setting up of Caring for Plymouth, a partnership with Livewell Southwest and a large number of voluntary and community sector organisations had a considerable impact on the city and the Council. The outbreak of COVID-19 brought about an amazing citizen response with 800 people registering to be part of the new 'Plymouth Good Neighbour Scheme', which was set up to respond to needs arising in the community to support individuals and businesses.

The Council has supported businesses throughout the pandemic through the administration of various grant schemes designed to help those impacted by the local restrictions and periods of lockdown. In 2020/21 the Council paid out over £77m to local businesses. Businesses were also supported by Licensing and Public Protection staff who were on hand to provide advice and guidance on how to respond during the Pandemic.

Schools were supported by the Education, Participation and Skills department, providing essential information for schools. This has meant that Plymouth schools were well-placed to provide the best possible education to the young people of Plymouth.

The household waste and recycling tonnages increased as people spent more time at home and our refuse collections have continued throughout the pandemic. Our street cleansing teams have also worked hard to keep Plymouth tidy with as little disruption as possible.

There have been many challenges faced by the city. Organisations, including the Council, have faced staff shortages due to self-isolation or shielding which has impacted front-line services. The Council have also had to change working practices to ensure the safety of staff and customers, for example by holding virtual visits with some of our most vulnerable children and clients.

Mayflower 400 and 'The Box'

The Box is Plymouth's new £46m cultural destination proudly led by Plymouth City Council. With funding secured from the Council, the Heritage Lottery Fund and Arts Council England, The Box aspires to deliver an ongoing programme of international significance. The opening of The Box finally took place on 24 September 2020, four months after the planned pre COVID-19 launch date. It should be considered as one of the most significant cultural initiatives in the UK in 2020. The galleries, collections and archives, which make up The Box are also flagship projects of the Mayflower 400 commemorations. The original City Museum and Art Gallery have been completely transformed and extended to combine the original Edwardian building with the former City Library and St Luke's church. The Box also features a striking elevated 'archive in the sky' with research and learning facilities, along with a major new public square for gigs, performance, theatre and events. Six outstanding national collections, over two million artefacts, archives, film, photographs, figureheads, the Mayflower and a mammoth form part of this exciting new venue. Unfortunately, the majority of events planned to celebrate the Mayflower 400 and the opening of The Box have been delayed due to the COVID-19 pandemic and this will impact on the ambitious income projections which formed part of the project. However, the three day preview event for Plymothians welcomed 2,285 guests (the maximum number due to social distancing) and in the first week welcomed a further 4,475 visitors. Positive media coverage for the city has reached 60.43m people.

Transforming Service Delivery

In April 2020 we moved into the seventh year of our successful transformation journey. This has enabled Plymouth City Council to deliver over £108m of budget savings and efficiencies in the last seven years.

The Council embarked on 'The Way We Work' (TWWW) programme in December 2017, which completed in August 2019. The 'Workforce Modernisation Programme' has evolved from TWWW and has been designed as a two tranche programme to be delivered July 2019 to March 2022.

The Workforce Modernisation Programme's vision is:

'To be a modern workforce where our people are empowered to be progressive, responsible and offer great services to customers.'

'The Way We Work' programme has fundamentally changed in response to the COVID-19 pandemic. The Council's ability to change at pace has enabled the programme to be re-prioritised into three key projects to be more flexible and responsive. The revised programme will work in a more agile way and covers three work streams; Accommodation, Business Support Review and Digital.

It is expected that the programme will modernise our workforce over the next three years and deliver outcomes that realise four key benefits:

- reducing expenditure;
- increasing employee performance and improved staff health and well-being;
- increasing organisational compliance;
- improving customer satisfaction.

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 or Alternative Service Delivery Vehicles (ASDV) to support the Council and partners in the city such as DELT Shared Services, CATER^{ed}, Fully CATER^{ed} and ARCA (Plymouth) Limited.

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;
- 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.

Resurgam – COVID-19 Economic Recovery Plan

The Council has launched its exciting COVID-19 Economic Recovery Plan – Resurgam as a local response to the global pandemic. This is a plan for recovery and it has six key pillars:

1. Sector Action Plans – setting up of sector taskforces to work with sector leaders and groups to deliver focused and tailored support;
2. Build 4 Plymouth – to help stimulate recovery by accelerating big construction, building and infrastructure projects that will create jobs and build foundations for future prosperity;
3. City Centre Renaissance – developing the city centre for mixed use and a more locally distinctive offer for the people of Plymouth;
4. Spend 4 Plymouth – focusing on the importance of spending in Plymouth to support local jobs and the economy;
5. Recovery Beacons – transformational projects that will symbolise the city's recovery and set the direction for positive change in the city;
6. Skills 4 Plymouth – helping people to gain the skills they need to meet the demand of local employers and sectors to aid the recovery and address future skills demands.

A number of key strategic projects are now taking shape and are in the process of being delivered which should help the city recover from the impact of COVID-19.

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 2020/21 we have:

- ✓ Through the 'Caring for Plymouth' Support Hub, supported in excess of 5,655 people delivering 950 food packages and more than 800 prescriptions were collected;
- ✓ Accommodated 159 rough sleepers during the early stages of the pandemic;
- ✓ Delivered 800 laptops to vulnerable children;
- ✓ Recruited 16 new fostering households to support our looked after children;
- ✓ Maintained our Virtual Youth Parliament and the work of our Youth Offending Team supported ongoing reparation work that has been nationally recognised;
- ✓ Provided 47,000 free school meals per week;
- ✓ Despite an increased number of applications for Housing Benefit we have maintained an average turnaround time between application and payment comfortably below the target of 18 days;
- ✓ Implemented and managed the Test & Trace Support Scheme;
- ✓ Supported 7,337 local businesses with the administration of £77.6m business grants;
- ✓ From April to October, the libraries team engaged with 22,000 people;
- ✓ Recruited 800 people to the Plymouth Good Neighbours Scheme;
- ✓ Provided 215 volunteers to our voluntary sector partners;
- ✓ Distributed 1.7m items of Personal Protective Equipment (PPE);
- ✓ Undertaken more than 100 investigations into reports of businesses trading illegally;
- ✓ Out of 30,000 scheduled daily collections of waste and recycling, continued to collect more than 99% on their scheduled day.

FINANCIAL PERFORMANCE

Devon Business Rates Pool

The Devon Business Rates Pool (DBRP) has been operating since April 2013 and each year the pool has delivered a pool gain to its members. The table shown below demonstrates the benefit to pool members for each financial year since 2013 when Business Rate Retention first came in. As can be seen from the table Plymouth has benefitted from an additional £8.649m and the Devon economy has benefitted overall by £48.959m since the pool's inception.

The DBRP 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 have provided support to the Pool since its inception.

Devon Business Rate Pooling Gains 2013 to 2020								
Business Rate Retention Scheme	2014/15 50%	2015/16 50%	2016/17 50%	2017/18 50%	2018/19 100% Pilot	2019/20 50%	2020/21 50%	Total
	£	£	£	£	£	£		£
Devon	755,736	657,061	856,728	1,383,502	15,306,012	2,228,157	2,145,986	23,333,182
East Devon	105,113	95,374	124,356	204,928	1,669,512	315,779	303,873	2,818,935
Exeter	235,377	214,202	279,293	443,865	961,211	682,088	656,335	3,472,371
Mid Devon	55,569	50,145	65,383	107,621	195,650	166,760	160,490	801,618
North Devon	108,589	98,447	128,363	206,831	658,941	319,050	307,028	1,827,249
South Hams	102,497	0	0	0	460,047	308,947	297,284	1,168,775
Teignbridge	107,155	96,995	126,470	205,035	480,085	316,768	304,841	1,637,349
Torridge	44,629	40,066	52,241	89,908	382,617	139,918	134,669	884,048
West Devon	41,159	37,138	48,424	83,235	270,162	128,901	124,053	733,072
Plymouth	650,067	575,475	750,350	1,204,222	1,727,204	1,904,143	1,837,986	8,649,447
Torbay	322,737	284,475	370,922	580,334	263,329	922,674	888,429	3,632,900
Total	2,528,628	2,149,378	2,802,530	4,509,481	22,374,770	7,433,185	7,160,974	48,958,946

Strategy and Resource Allocation – The Council's Budget and Medium Term Financial Plan 2020/21 to 2023/24

The Council's gross revenue budget for 2020/21 was £506.269m, which after adjusting for income equates to a net budget requirement of £193.677m. This was approved by Full Council on the 24 February 2020 and included £21.069m of increased pressures in 2020/21 due to reductions or insufficient increases in government grant funding. The budget was developed following input and reviews with Directors and other officers and Members, including Cabinet. The budget was formulated having regard to a number of factors including funding availability; risks and uncertainties; inflation; priorities; demography and service pressures. The savings plans included in the budget take into account Council priorities and are assessed against an agreed set of impact criteria and equality assessments. Budget monitoring and scrutiny arrangements were in place throughout the year, which included arrangements for the identification of early remedial action supported by a clear action plan, reporting and regular monitoring.

A summary of the overall budget position is shown below, which includes the Medium Term Financial Plan for the next three years (2021/22 to 2023/24). The Medium Term Financial Plan is integral to the Budget Preparation process and is regularly reported to Members as part of the budget updates through the year:

Medium Term Financial Plan	Budget		Forecast	
	2020/21	2021/22	2022/23	2023/24
	£m	£m	£m	£m
Revenue Resources Available	193.677	195.568	188.622	193.669
Baseline spend requirement	185.482	193.677	195.568	211.627
Plus identified additional costs	21.069	10.313	14.339	8.643
Overall Spend Requirement	206.551	203.990	209.907	220.270
Total Funding Gap Before Savings	(12.874)	(8.422)	(21.285)	(26.601)
Savings	7.974	7.542	2.072	0.000
Income generation	0.725	0.208	0.303	0.000
Grant income	4.175	0.672	(4.095)	0.000
Total Savings	12.874	8.422	(1.720)	0.000
Revised Spending for Year	193.677	195.568	211.627	220.270
Budget Gap	0.000	0.000	23.005	26.601

Before COVID-19 the Council already faced a significant financial challenge over the medium term. The government had announced that a full multi-year spending review would take place in 2021 and there were a number of other changes planned that would impact on the Council's main funding sources:

- The Fair Funding Review of the Local Government finance system.
- The Business Rates system would move nationally to a 75% retention system and there were other proposed changes to the Business Rates baselines and revaluations.

All of this has now been put on hold due to the unknown mid to long-term impact of the COVID-19 pandemic. This means that there is currently very little indication of the level of funding Local Authorities can expect to receive for 2022/23 and beyond. This uncertainty, when combined with the direct financial impact of the pandemic on the Council with falling revenue income from Council Tax, Business Rates and other fees and charges. Financial planning for the medium term is extremely difficult.

2020/21 Revenue Outturn

The Council has balanced its budget, reporting a breakeven position for 2020/21. The overall net spend matches the net budget of £193.677m. The outturn position needs to be considered in the context of a challenging financial climate, made more so with responding to COVID-19. In 2020/21 the Council has managed a £13m savings programme in addition to increasing service demands and customer expectations, this is a notable achievement.

Across the Council, management actions to reduce the potential of a business as usual overspend being incurred included a review of all discretionary spend and delayed expenditure wherever possible.

A Council wide Employee Voluntary Release Scheme (EVRS) was actioned during the financial year enabling service areas to realign and implement changes needed to ensure continued efficiency with service delivery. This resulted in £0.5m of salary savings in 2020/21, with a future full year impact of delivering £1.2m.

All directorates, except Corporate Items, came in under budget for their business as usual activity.

The net revenue budget of £193.677m was allocated to council services as follows:

Directorate	2020/21 Gross Expenditure	2020/21 Gross Income	2020/21 Council Approved Net Budget	2020/21 Outturn	Year End Over/ (Under) Spend
	£m	£m	£m	£m	£m
Executive Office	6.136	(0.490)	5.646	5.589	(0.057)
Corporate Items	4.170	(26.980)	(22.810)	(35.783)	(12.973)
Finance	18.017	(3.132)	14.885	11.296	(3.589)
Customer and Corporate Services	97.694	(67.798)	29.896	31.333	1.437
People Directorate	276.397	(134.308)	142.089	146.021	3.932
Office for the Director of Public Health	19.281	(19.710)	(0.429)	1.349	1.778
Place Directorate	84.574	(60.174)	24.400	33.872	9.472
Total	506.269	(312.592)	193.677	193.677	0.000

Government Funding for COVID

Throughout 2020/21 the Government has provided significant financial support to the Council, local businesses and City residents to help deal with the impacts of the pandemic. The table below sets out all of the funding received, the body awarding the grant, whether the Council was acting as an agent or as principal and a brief explanation of its purpose.

Grant Name	Awarding Body	PCC Acting as Agent or Principal	Value Received or Accrued in 2020/21	Purpose
			£	
Emergency Funding for Local Government	Ministry for Homes, Communities & Local Government (MHCLG)	Principal	14,583,040	Un-ringfenced COVID-19 grant
Income Compensation Scheme	MHCLG	Principal	7,488,861	To underwrite a proportion of lost income
New Burdens - Local Authority Discretionary Grant Fund (LADGF)	MHCLG	Principal	170,000	COVID related new burdens
New Burdens 2 (final for Small Business Grant Fund (SBGF), Retail, Hospitality & Leisure Grant Fund (RHLGF) and LADGF)	MHCLG	Principal	76,500	COVID related new burdens
New Burdens - Council Tax Hardship Fund	MHCLG	Principal	23,269	COVID related new burdens
New Burdens - Business Rates Relief	MHCLG	Principal	11,700	COVID related new burdens
Council Tax Hardship Fund	MHCLG	Principal	2,574,999	To deliver financial support including reduced Council Tax bills to economically vulnerable residents
RHLGF & SBGF	MHCLG	Agent	45,457,650	Grants pass ported to businesses due to closures, etc.

Grant Name	Awarding Body	PCC Acting as Agent or Principal	Value Received or Accrued in 2020/21	Purpose
			£	
Discretionary Business Grant	MHCLG	Principal	2,270,750	Grants to support businesses severely impacted by Coronavirus restrictions
Test and Trace Support Payments	MHCLG	Agent	526,500	Financial support to people having to test, trace and isolate
Test & Trace Support Payment Admin Grant	MHCLG	Principal	97,070	COVID related new burdens
Local Restrictions Support Grant (LRSG), Closed	Department for Business Enterprise & Industrial Strategy (BEIS)	Agent	4,009,122	Grants pass ported to businesses due to closures, etc.
Additional Restrictions Grant (ARG)	BEIS	Principal	7,570,248	Grants to support businesses severely impacted by Coronavirus restrictions
LRSG - Christmas Support Package	BEIS	Agent	108,800	Grants pass ported to businesses due to closures etc.
LRSG (Closed) post 2 December	BEIS	Agent	291,260	Grants pass ported to businesses due to closures, etc.
LRSG (Open)	BEIS	Agent	1,079,936	Grants pass ported to businesses due to closures, etc.
LRSG (Sector)	BEIS	Agent	0	Grants pass ported to businesses due to closures, etc.
LRSG (Closed Business Lockdown Payment (CBLP))	BEIS	Agent	12,024,000	Grants pass ported to businesses due to closures, etc.
LRSG closed 5/1/21 onwards	BEIS	Agent	6,013,683	Grants pass ported to businesses due to closures, etc.
LRSG Closed Addendum 16 February	BEIS	Agent	6,300,049	Grants pass ported to businesses due to closures, etc.
Infection Control Fund	Department of Health and Social Care (DHSC)	Agent	5,865,814	Pass ported onto care providers
Test and Trace Support Grant	DHSC	Principal	1,402,003	Prevent, contain and manage outbreaks
European Regional Development Fund (ERDF) - Reopening High Streets Safely Fund	MHCLG	Principal	0	Grant to support additional measures to create and promote a safe environment for local trade and tourism as the high streets reopen
COVID Emergency Assistance Grant	Department for the Environment Food & Rural Affairs (DEFRA)	Principal	343,180	Support people who are struggling to afford food and other essentials due to COVID-19
COVID 19 Bus Services Support Grant (CBSSG)	Department for Transport (DfT)	Principal	304,004	Support to operators in recognition of the impacts of COVID-19

Grant Name	Awarding Body	PCC Acting as Agent or Principal	Value Received or Accrued in 2020/21	Purpose
Compliance and Enforcement Funding	MHCLG	Principal	154,637	To support compliance with COVID restrictions
Contain Outbreak Management Fund	DHSC	Principal	6,047,022	Prevent, contain and manage outbreaks
Additional funding for the Clinically Extremely Vulnerable (CEV)	MHCLG	Principal	364,417	
COVID Winter Grant Scheme	Department for Work & Pensions (DWP)	Principal	922,397	Support for vulnerable households
Workforce Capacity Fund	DHSC	Principal	642,052	Maintain safe staffing levels over the winter period and to continue working with the care sector to ensure there is sufficient workforce capacity across services
Rapid Testing Fund	DHSC	Agent	780,458	Maintain safe staffing levels over the winter period and to continue working with the care sector to ensure there is sufficient workforce capacity across services
Community Testing	DHSC	Principal	120,960	
Business Improvement Districts (BIDs) Support Funding	MHCLG	Agent	39,495	Grants pass ported to BIDs
Additional Dedicated Home to School and College Transport (COVID)	Department for Education (DfE)	Principal	679,994	Support socially distanced travel options for the journey to school during COVID-19
Travel Demand Management (Schools - COVID)	DfT	Principal	150,000	Support socially distanced travel options for the journey to school during COVID-19
DfE Wellbeing Grant	DfE	Principal	33,756	Grant support to schools
COVID-19 Schools Fund	DfE	Principal	167,037	Grant must be allocated in full to schools
COVID Catch Up Premium (Schools)	Education & Skills Agency	Principal	331,980	Grant must be allocated in full to schools
Next Steps Accommodation programme	MHCLG	Principal	381,780	Grant to support accommodation
COVID Contingency Homelessness	MHCLG	Principal	14,250	Grant to support homelessness
Council Tax Income Guarantee	MHCLG	Principal	3,826,296	Forms part of the Collection Fund for accounting purposes
Business Rates Income Guarantee	MHCLG	Principal	3,061,209	Forms part of the Collection Fund for accounting purposes
Total COVID Related Funding Received			136,310,178	

Working Balance

The Working Balance as at 31 March 2021 is £8.044m. The Working Balance has a recommended minimum set at 5% of the net revenue budget. This minimum requirement has been approved by Council.

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 2020/21 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:

- 96.41% of Council Tax collected in year for 2020/21 towards the total collection target of 96.5% (96.44% in 2019/20). This equates to £132.124m. This is below the in-year target, but Council Tax collection was affected by the COVID-19 pandemic, with all forms of recovery action suspended since the start of the first lockdown to prevent adding additional pressure on Plymouth households.
- 98.97% of NDR collected in year for 2020/21 towards the total collection target of 98.00% (98.97% in 2019/20). 1% of NDR collected equates to £0.916m. This reflects the top-up grants received in-lieu of payments by local businesses.
- Average borrowing rate of 1.55% was achieved below target of 2.80% in 2020/21 (1.89% in 2019/20). This equates to a notional £5.189m saving.
- Average investment return of 1.57% was achieved against target of 1.3% in 2020/21 (2.11% in 2019/20). This equates to a £0.572m return.
- VAT partial exemption at 4.43% against a limit of 4.99% in 2020/21 (4.27% in 2019/20).

Capital

During the year 2020/21 the Council spent £105.741m on capital projects within the city. This is shown by Directorate in the following table. This is within the approved Capital Budget of £778.671m reported to Full Council on 22 February 2021.

Directorate	Latest Forecast December 2020	Re-Profit	Approvals Post December	Variations and Virements	2020/21 Outturn	Spend Variance
	£m	£m	£m	£m	£m	%
Place Directorate	135.355	(48.525)	7.164	(0.002)	93.992	69.4
People Directorate	10.300	(6.300)	2.411	0.079	6.490	63.0
Customer and Corporate Services	7.932	(6.044)	2.721	0.007	4.616	58.2
Office for the Director of Public Health	5.209	(4.566)	0.000	0.000	0.643	12.3
Total Capital Programme	158.796	(65.435)	12.296	0.084	105.741	66.6

The 2020/21 programme outturn of £105.741m has enabled investment in the city and includes some notable capital schemes and areas of investment, including:

- £1.2m Mayflower 400 Restoration of Elizabethan House;
- £2.8m The Box;
- £3.4m Plymouth Railway Station;

- £5.2m Oceansgate Phase 2;
- £8.8m Highway maintenance and essential engineering;
- £5.2m Crownhill Court;
- £16.2m Forder Valley Link Road;
- £1.5m Disabled Facilities Grants;
- £8.9m Strategic and Sustainable Transport Schemes;
- £3.3m ICT provision, upgrading and creating new capabilities for ICT infrastructure.

Capital Funding 2021-25

The latest capital programme is summarised as follows:

Directorate	2020/21 Actual	2021/22 Forecast	2022/23 Forecast	2023/24 Forecast	2024/25 Forecast	Total
	£m	£m	£m	£m	£m	£m
Place Directorate	93.992	165.858	96.835	17.026	2.649	376.360
People Directorate	6.490	7.211	8.709	3.174	0.149	25.733
Customer and Corporate Services	4.616	13.695	0.000	0.000	0.000	18.311
Office for the Director of Public Health	0.643	12.370	0.000	0.000	0.000	13.013
Total	105.741	199.134	105.544	20.200	2.798	433.417

Capital Financing 2020/21

The following table shows the final financing of the 2020/21 capital programme:

Method of Financing	Total
	£m
Capital receipts	1.843
Grants (Government, HLF, LEP, Environment Agency)	43.724
Contributions, S106 & CIL (neighbourhood elements)	1.768
Borrowing:	
Corporately funded	21.845
Service borrowing (revenue budget funded)	36.561
Capital Programme Financings 2020/21	105.741

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 2021 were £41.859m 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 2021 the Council held £464.242m short-term borrowing and £135.527m long term borrowing which is within the Council's approved limits.

Balance Sheet Position

The Council's Balance Sheet position is as follows:

Position	Balance as at 31 March 2020	Balance as at 31 March 2021
	£000	£000
Non-current assets - principally land, buildings and equipment used to deliver council services	1,206,289	1,278,951
Net current assets - current assets less current liabilities	(467,605)	(516,107)
Long term liabilities and provisions (including pensions) see points 1 and 2	(820,224)	(943,556)
Net liabilities	(81,540)	(180,712)
Represented by:		
Usable reserves (see point 3)	59,670	114,263
Unusable reserves	(141,210)	(294,975)
Total reserves	(81,540)	(180,712)

- The Council's largest balance sheet liability is represented by £588.890m 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 liability has reduced significantly in 2020/21 as the Council came up with an innovative solution to reduce the Council's long-term pension liability through the acquisition of a share in an investment company, which facilitated the purchase of assets worth £72m in the Local Government Pension Scheme (LGPS). This investment has reduced the Council's costs significantly over the next 50 years as the Council, based on current valuations of the pension liability, will no longer have to make an annual contribution to fund the deficit. This acquisition took place in October 2019.
- 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 £8.667m 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 £7.272m due to the COVID-19 pandemic and the uncertainty over business rates (£1.889m at 31 March 2020).
- Usable reserves are currently split between those earmarked for capital investment and those allocated to revenue support and service development. Usable reserves also include £3.434m held on behalf of schools and £8.044m general fund working balances to cover short term cash flow movements, budget overspends and other unforeseen contingencies. The working balance represents 4.2% 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 can be found in the [Notes to the Financial Statements](#) section of the Statement of Accounts.

FINANCIAL MANAGEMENT AND IDENTIFYING RISKS

The Finance Service provides a high quality financial management service for the Council. In addition to the statutory reporting function for the Statement of Accounts, a key task is financial planning over a three year medium term timescale. Alongside budget preparation, the ability to look strategically

beyond the current budget period is crucial to supporting the Council's long-term financial sustainability and resilience. Given the current level of uncertainty, the unknown impact of Brexit and the ongoing widespread pressures on revenue budgets, it is essential that the Finance Teams are planning effectively for the future.

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

- Medium Term Financial Plan (MTFP);
- 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 MTFP is wide ranging and includes estimates of future income and expenditure. It allows the Finance team to balance the financial implications of the Council's Corporate Plan, service objectives and policies with the constraints in resources. This year's budget (2020/21) and the modelling for future years budgets were prepared before the impact of the COVID-19 pandemic and they will be revisited in 2021/22 to determine what action needs to be taken to balance the budget.

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

Risk Management

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

Risk	Link to Corporate Plan	Impact	Mitigation
Financial			
Delivering Council services within the envelope of the resources provided in 2020/21-21/22 Medium Term Financial Plan, impact of COVID-19 and Brexit	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 Workforce modernisation Programme Regular monitoring
Failure to meet statutory duties due to growing volume and complexity of demand for children's social care services	Spending Money Wisely	Hidden harm consequences of infection control and safe systems of working	A range of operational interventions in place to monitor, manage and reduce expenditure. All delivery plans have been reviewed and progress monitored
Compliance, Regulation & Safeguarding			
Insufficient Pupil Attainment across Secondary Cohort	A Caring Council	Impact on quality of life outcomes for pupils	Ofsted inspection outcome tracking, Plymouth Education Board (PEB) Established Task Group

Risk	Link to Corporate Plan	Impact	Mitigation
Development & Regeneration			
Insufficient Economic Performance to Sustain the City's Economy due to Recession & Lockdown	A Growing City	High number of business failures, impact on Council bad debt secondary redundancy wave	Cross department team created to harness resources across the city and to look at recovery and economic shock. Resurgam Plan for recovery

LOOKING FORWARD

The Medium Term Financial Plan is updated quarterly and the budget report presented to Cabinet on 24 February 2020 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 2020/21

The Statement of Accounts sets out the Council's income and expenditure for the year and its financial position as at 31 March 2021. The format and content of the statements is prescribed by the Chartered Institute of Public Finance and Accountancy (CIPFA), Code of Practice on Local Authority Accounting in the United Kingdom 2020/21. This is based on International Financial Reporting Standards (IFRS) adapted for use in a public sector context. Accounting policies are applied in accordance with these standards. The Statement of Accounts comprises:

Statement of Responsibilities for the Statement of Accounts	This sets out the respective responsibilities of the Council and the Chief Finance Officer (Service Director for Finance).
Auditor's Report	This gives the auditor's opinion of the financial statements and of the Council's arrangements for securing economy, efficiency and effectiveness in the use of resources.
Core Financial Statements:	
Comprehensive Income and Expenditure Statement (CIES)	This shows the net cost of providing services for the year, including that for Plymouth's maintained schools. The top half of the statement provides an analysis by service area, on the same basis that these services are managed by the Council. The bottom half of the statement deals with 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 a 'snapshot' of the Council's financial position at year end. The top half of the Balance Sheet sets out the Council's assets and liabilities, including provision for known liabilities from past events that can be reliably estimated. The lower half of the Balance Sheet shows the Council's reserves. Usable reserves reflect actual cash amounts and unusable reserves result from accounting adjustments required by statute or accounting standards and cannot be spent.
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 and adjustments (e.g. valuation reserves showing the change in book value of assets and liabilities).
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 activities, investing activities (including capital spend and disposals) and financing activities (such as repayment of borrowing and other long-term activities).
Supplementary Statements and Notes:	
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 20 September 2021. This can be found on the Council's website.

CONCLUSION

The formal audit of the Draft Statement of Accounts commenced on 2 August 2021, and in line with our statutory duty we made our accounts available for scrutiny by interested members of the public from 2 August to 10 September 2021.

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 September and following formal sign off, we will endeavour to publish them on our web pages no later than 30 September 2021.

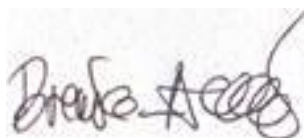
Local Audit and Accountability Act 2014 and Accounts and Audit (England) Regulations 2015:

- 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 020 7728 3180.
- 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 30 September 2021.

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.



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

Dated: 31/07/2021

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;
- manage its affairs to secure economic, efficient and effective use of resources and safeguard its assets;
- 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).

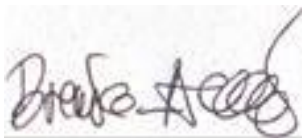
In preparing this statement of accounts, the Service Director for Finance has:

- 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 2021 and of its expenditure and income for the year ended 31 March 2021.



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

Dated: 21/07/2021

COMPREHENSIVE INCOME AND EXPENDITURE STATEMENT FOR THE YEAR ENDED 31 MARCH 2021

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. The taxation position is shown in both the Expenditure and Funding Analysis and the Movement in Reserves Statement.

2019/20 Gross Expenditure	2019/20 Gross Income	2019/20 Net Expenditure		Note	2020/21 Gross Expenditure	2020/21 Gross Income	2020/21 Net Expenditure
£000	£000	£000			£000	£000	£000
8,140	(1,550)	6,590	Executive Office		6,254	(757)	5,497
16,571	(102,247)	(85,676)	Corporate Items		18,380	(62,629)	(44,249)
17,661	(2,848)	14,813	Finance		4,789	(412)	4,377
99,714	(79,264)	20,450	Customer and Corporate Services		109,270	(74,621)	34,649
277,989	(127,246)	150,743	People Directorate		277,775	(146,186)	131,589
19,754	(19,600)	154	Public Health		23,563	(23,272)	291
98,040	(43,472)	54,568	Place Directorate		93,588	(37,438)	56,150
537,869	(376,227)	161,642	(Surplus)/Deficit on Continuing Operations		533,619	(345,315)	188,304
1,031	(2,062)	(1,031)	Other Operating Expenditure	11	10,360	(1,502)	8,858
126,126	(38,781)	87,345	Financing and Investment Income and Expenditure	13	51,407	(24,446)	26,961
0	(202,239)	(202,239)	Taxation and Non-specific Grant Income	14	0	(210,316)	(210,316)
665,026	(619,309)	45,717	(Surplus)/Deficit on Provision of Services		595,386	(581,579)	13,807
		(41,709)	(Surplus)/deficit on Revaluation of Non-current Assets	22.1			(16,740)
		(49,410)	Re-measurement of the Net Defined Benefit Liability (Assets)	22.4			110,712
		5,197	(Surplus)/deficit from investments in equity instruments designated at fair value through comprehensive income.				(3,834)
		0	Hedge recognised (gains)/losses				(5,706)
		(944)	Other recognised (gains)/losses				934
		(86,866)	Other Comprehensive Income and Expenditure				85,366
		(41,149)	Total Comprehensive Income and Expenditure				99,173

MOVEMENT IN RESERVES STATEMENT FOR THE YEAR ENDED 31 MARCH 2021

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 Authority Reserves
		£000	£000	£000	£000	£000	£000	£000	£000
Balance at 31 March 2019		8,051	24,669	32,720	15,221	9,596	57,535	(180,226)	(122,691)
Movement in Reserves 2019/20									
Total Comprehensive Income and Expenditure		(45,717)	0	(45,717)	0	0	(45,717)	86,866	41,149
Adjustments between accounting basis and funding under regulations	10	45,098	0	45,098	1,027	1,726	47,851	(47,851)	0
Net Increase/(Decrease) Before Transfer to Earmarked Reserves		(619)	0	(619)	1,027	1,726	2,134	39,015	41,149
Transfer (to)/from reserves	12	612	(612)	0	0	0	0	0	0
Net Increase/(Decrease) in 2019/20		(7)	(612)	(619)	1,027	1,726	2,134	39,015	41,149
Balance at 31 March 2020		8,044	24,057	32,101	16,248	11,322	59,670	(141,210)	(81,540)
Movement in Reserves 2020/21									
Total Comprehensive Income and Expenditure		(13,807)	0	(13,807)	0	0	(13,807)	(85,365)	(99,172)
Adjustments between accounting basis and funding under regulations	10	65,164	0	65,164	(70)	3,306	68,400	(68,400)	0
Net Increase/(Decrease) Before Transfer to Earmarked Reserves		51,357	0	51,357	(70)	3,306	54,593	(153,765)	(99,172)
Transfer (to)/from reserves	12	(51,357)	51,357	0	0	0	0	0	0
Net Increase/(Decrease) in 2020/21		0	51,357	51,357	(70)	3,306	54,593	(153,765)	(99,172)
Balance at 31 March 2021		8,044	75,414	83,458	16,178	14,628	114,263	(294,975)	(180,712)

BALANCE SHEET AS AT 31 MARCH 2021

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 2020		Note	31 March 2021
£000			£000
861,111	Property Plant and Equipment	15	899,250
28,095	Heritage Assets	16	30,063
254,440	Investment Property	17	275,442
15	Intangible Assets		1
51,037	Long-term Investments	18.1	60,655
11,591	Long-term Debtors	19.2	13,540
1,206,289	Non-current Assets		1,278,951
12,115	Short-term Investments	18.1	0
680	Inventories		526
51,257	Short-term Debtors	19.1	96,218
38,790	Cash and Cash Equivalents	23.4	41,859
926	Assets Held for Sale		538
103,768	Current Assets		139,141
(468,223)	Short-term Borrowing	18.1	(464,242)
(64,522)	Short-term Creditors	20.1	(113,654)
(2,987)	Short-term Provisions	21	(3,065)
(3,235)	Grants Received in Advance - Revenue	29	(8,950)
(32,406)	Grants Received in Advance - Capital	29	(65,337)
(571,373)	Current Liabilities		(655,248)
(12,698)	Long-term Creditors	20.2	(8,895)
(9,870)	Long-term Provisions	21	(18,057)
(135,138)	Long-term Borrowing	18.1	(135,527)
(455,390)	Long-term Liabilities Pensions	34.3 & 34.9	(588,890)
(118,652)	Other Long-term Liabilities	20.3	(116,867)
(88,476)	Grants Received in Advance - Capital	29	(75,320)
(820,224)	Long Term Liabilities		(943,556)
(81,540)	Net Assets		(180,712)
59,670	Usable Reserves		114,263
(141,210)	Unusable Reserves	22	(294,975)
(81,540)	Total Reserves		(180,712)

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.

2019/20		Note	2020/21
£000			£000
(45,718)	Net Surplus/(Deficit) on the Provision of Services	23.1	(13,807)
66,481	Adjustment to Net Surplus/(Deficit) on the Provision of Services for non-cash movement	23.1	66,897
(15,312)	Adjustments for items included in the Net Surplus/(Deficit) on the Provision of Services that are investing and financing activities	23.1	(14,643)
5,451	Net Cash Flows from Operating Activities		38,447
(149,415)	Investing activities	23.2	(37,221)
150,891	Financing activities	23.3	1,843
6,927	Net Increase/(Decrease) in Cash and Cash Equivalents		3,069
31,863	Cash and cash equivalents at the beginning of the reporting period	23.4	38,790
38,790	Cash and Cash Equivalents at the End of the Reporting Period		41,859

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I Accounting Policies

I.1 General Principles

The Statement of Accounts summarises the Council's transactions for the 2020/21 financial year and its position at the year ended 31 March 2021. 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 2020/21 (The Code), supported by International Financial Reporting Standards (IFRS).

The accounting convention adopted in the Statement of Accounts is principally 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.

I.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.

I.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.

I.4 Exceptional Items

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

1.5 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.

1.6 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.

1.7 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.

1.8 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.

1.9 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

Termination benefits (e.g. redundancy payments) 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 on an accruals basis 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 the 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 2.0% (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.

1.10 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.

Events taking place after the date of authorisation for issue are not reflected in the Statement of Accounts.

1.11 Financial Instruments

Financial Liabilities

Non-derivative financial liabilities are recognised on the Balance Sheet when the Council becomes a party to the contractual provisions of a financial instrument. They are initially measured at fair value and are carried at their amortised cost. Annual charges to the financing and investment income and expenditure line in the comprehensive income and expenditure statement (CIES) for interest payable are based on the carrying amount of the liability, multiplied by the effective rate of interest for the instrument. The effective interest rate is the rate that exactly discounts estimated future cash payments over the life of the instrument to the amount at which it was originally recognised.

For most of the borrowings that the Council has, this means that the amount presented in the balance sheet is the outstanding principal repayable (plus accrued interest); and interest charged to the CIES is the amount payable for the year according to the loan agreement.

Where premiums and discounts have been charged to the CIES, regulations allow the impact on the general fund balance to be spread over future years. The Council has a policy of spreading the gain or loss over the term that was remaining on the loan against which the premium was payable or discount receivable when it was repaid.

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. Non-derivative 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.

Expected Credit Loss Model

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

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

Financial Assets Measured at Fair Value through Other Comprehensive Income

Financial assets that are measured at FVOCI are recognised on the balance sheet when the Council becomes a party to the contractual provisions of a financial instrument and are initially measured and carried at fair value. Fair value gains and losses are recognised as they arise in other comprehensive income.

Financial Assets Measured at Fair Value through Profit and Loss

Financial assets that are measured at FVPL are recognised on the balance sheet when the Council becomes a party to the contractual provisions of a financial instrument and are initially measured and carried at fair value. Fair value gains and losses are recognised as they arise in the surplus or deficit on the provision of services.

Fair Value Measurements of Financial Assets

Fair value of an asset is the price that would be received to sell an asset in an orderly transaction between market participants at the measurement date. The fair value measurements of the Council's financial assets are based on the following techniques:

- instruments with quoted market prices – the market price;
- other instruments with fixed and determinable payments – discounted cash flow analysis.

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

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

Any gains and losses that arise on the derecognition of the asset are credited or debited to the financing and investment income and expenditure line in the comprehensive income and expenditure statement.

The Council holds Pooled Investment in various Funds and upon transition to IFRS 9 in 2018 the Council decided to make an irrevocable election to present changes in the fair values in Other Comprehensive Income.

These investments are eligible for the election because they meet the definition of equity instruments

in paragraph 11 of IAS 32 and are neither held for trading nor contingent consideration recognised by an acquirer in a business combination to which IFRS 3 applies. They are not considered puttable instruments because the Council does not have a contractual right to put the instrument back to the issuer for cash.

The election is an appropriate accounting decision because these are long-term strategic investments held by the Council primarily to receive regular dividend income rather than for capital growth or to sell. Presenting changes in their fair values in the surplus or deficit on provision of services is therefore less likely to present a true and fair view of the Council's financial performance than presenting them in other comprehensive income.

Financial Derivatives

Financial derivatives are measured at FVPL and therefore all gains and losses are taken to the Financing and Investment Income and Expenditure line in the CIES unless the derivative is designated in an effective hedging relationship (see note [1.27](#)).

1.12 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.

1.13 Government Grants and Contributions

Whether paid on account, by instalments, or in arrears, government grants and third party contributions and donations are recognised as due to the Council when there is reasonable assurance that:

- the Council will comply with the conditions attached to the payments; and
- the grants or contributions will be received.

Amounts recognised as due to the Council are not credited to the 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.

1.14 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.

1.15 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.

1.16 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 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.

Rentals received in relation to investment properties are credited to the financing and investment income line and result in a gain for the general fund balance. However, revaluation and disposal gains and losses are not permitted by statutory arrangements to have an impact on the general fund balance. The gains and losses are therefore reversed out of the general fund balance in the MIRS and posted to the capital adjustment account and the capital receipts reserve.

1.17 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 18th to 20th century and is representative of the thriving local community. Key pieces in the collection include the Eddystone Lighthouse Salt and the Drake Cup.

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

The Council does not consider that reliable cost or valuation information can be obtained for the items held in its archaeological, decorative art, natural history and other collections. This is because of

the lack of comparable market values and, consequently, these are not recognised on the balance sheet.

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

The carrying amount of Heritage Assets are reviewed on a regular basis to assess whether there has been any evidence of impairment caused by physical deterioration or breakage, or where doubts arise as to its authenticity. Any impairment is recognised and measured in accordance with the Council's general policies on impairments – see note [1.19](#) 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 [1.19](#) in this summary of significant accounting policies.

1.18 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)

Finance Leases

Property, plant and equipment held under finance leases is recognised on the Balance Sheet at the commencement of the leases at its fair value measured at the lease's inception (or the present value of the minimum lease payments, if lower). The asset recognised is matched by a liability for the obligation to pay the lessor. Initial direct costs of the Council are added to the carrying amount of the asset. Premiums paid on entry into a lease are applied to writing down the lease liability. Contingent rents are charged as expenses in the periods in which they are incurred.

Lease payments are apportioned between:

- a charge for the acquisition of the interest in the property, plant or equipment –applied to write down the lease liability, and
- a finance charge.

Property, plant and equipment recognised under finance leases is accounted for using the policies applied generally to such assets, subject to depreciation being charged over the lease term if this is shorter than the asset's estimated useful life (where ownership of the asset does not transfer to the authority at the end of the lease period).

The authority is not required to raise council tax to cover depreciation or revaluation and impairment losses arising on leased assets. Instead, a prudent annual contribution is made from revenue funds towards the deemed capital investment in accordance with statutory requirements. Depreciation and revaluation and impairment losses are therefore substituted by a revenue contribution in the General Fund balance, by way of an adjusting transaction with the capital adjustment account in the Movement in Reserves Statement for the difference between the two.

Operating Leases

Rentals paid under operating leases are charged to the 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 (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.

1.19 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 revalued as part of the 5 year rolling programme 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 50 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% 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% 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).

1.20 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.

1.21 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.

1.22 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.

1.23 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.

1.24 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; and

- 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.

1.25 Value Added Tax

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.

1.26 Fair Value Measurement of Non-Financial Assets

The Council measures some of its non-financial assets such 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.

1.27 Hedge Accounting

The Council applies hedge accounting to its cash flow hedges of interest rate risk where the variability in interest payments on borrowing is offset by variable receipts from interest rate swaps. Hedge relationships are formally designated and documented at inception together with the risk management objective and strategy in operation.

The effective portion of the gain or loss on a cash flow hedging instrument is taken to the Cash Flow Hedge Reserve and reported in Other Comprehensive Income while any ineffective portion is recognised in the Surplus or Deficit on the Provision of Services.

Hedge accounting is discontinued only when the hedging relationship ceases to meet the qualifying criteria, for example when highly probable forecast loan transactions are no longer highly probable or when the hedging instrument is derecognised. If a forecast transaction is no longer expected to occur, then the balance on the cash flow hedge reserve is reclassified to the surplus or deficit on the provision of services.

2 Material Items of Income and Expense

This note identifies material items of income and expenditure that are not disclosed on the face of the Comprehensive Income and Expenditure Statement. For the purposes of this Note the Council considers material items to be those greater than £6.665m.

3 Critical Judgements in Applying Accounting Policies

In applying the accounting policies set out in note 1, the Council has had to make certain judgements about complex transactions or those involving uncertainty about future events. The 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 £59.567m, if the bridge was valued at its depreciated historic cost in line with other infrastructure assets the value would be £25.301m, 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

Where a new standard has been published but has not yet been adopted by the Code, the Council is required to disclose information relating to the impact of these accounting changes. This requirement applies to International Financial Reporting Standards (IFRS) that have not been applied in the 2020/21 Code and that came into effect on or before 1 January 2021.

For 2020/21 the following potentially relevant standards include:

- Definition of a Business: amendment to IFRS 3 Business Combinations;
- Interest Rates Benchmark Reform: amendments to IFRS 9, IAS 39 and IFRS 7; and

- Interest Rates Benchmark Reform – Phase 2: amendments to IFRS 9, IAS 39, IFRS 7, IFRS 4 and IFRS 16.

Application of the standards is required from 1 April 2020. Therefore, these changes will be reflected in the Council's 2021/22 or future Statement of Accounts.

There are no changes in accounting requirements for 2021/22 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 [1.19](#)); and the liability for future pension payments, which carries the most significant risk of material adjustment.

Item	Uncertainties	Consequences (if actual results differ from assumptions)
Property, Plant and Equipment	Asset valuations are based on market prices, condition surveys and standards of professional practice set out by the Royal Institute of Chartered Surveyors (RICS) and a small proportion of assets are periodically re-valued using a 5-year rolling programme. The Council's valuers provided valuations as at 31 March 2021 for approximately 70% of its operational portfolio in order to ensure that the Council does not materially misstate its Property, Plant and Equipment. The remaining balance of operational properties were also reviewed to ensure values reflect current values. The carrying value of this long term asset at the end of the reporting period was £899.250m. The outbreak of COVID-19 has had a global impact on the financial markets and as at the valuation date, less weight can be attached to previous market evidence to inform opinions of value. There is an unprecedented set of circumstances on which to base a judgement. Valuations are therefore reported on the basis of 'material valuation uncertainty' as per the RICS Red Book Global. This means that less certainty and a higher degree of caution should be attached to valuations. At the current time, it is not possible to accurately predict the longevity and severity of the impact of COVID-19 on the economy. Property valuations will be kept under review as we assess the future impact of COVID-19 on property markets.	Any change in the valuation or useful life of an asset would affect the carrying value of the asset in the balance sheet and the charge for depreciation or impairment would impact on the CIES. If the value of the Council's operational properties reduced by 10%, this would result in a net reduction of £28m which would either result in a decrease to the Revaluation Reserve and/or a charge to the CIES. An increase in estimated valuations would result in increases to the Revaluation Reserve and/or reversals of previous negative revaluations to the CIES. The above changes do not have an impact on the Council's General Fund position as the Council is not required to fund such non-cash charges from Council Tax receipts.

Fair value measurement of Investment Property	The Council's valuers use valuation techniques to determine the fair value of investment property. This involves developing estimates and assumptions consistent with how market participants would price the property. The COVID-19 global impact on financial markets has made judgements on valuations more challenging due to market uncertainty and a higher degree of caution should be attached to valuations than would normally be the case. Valuations are therefore reported on the basis of 'material valuation uncertainty' as per the RICS Red Book Global.	Estimated fair values may differ from the actual prices that could be achieved in an arm's length transaction at the reporting date.
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. Barnett Waddingham are the consultant actuaries for the pension scheme providing expert advice about the assumptions to be applied. Those assumptions are detailed in Note 34 to the accounts. The carrying value of this long term liability at the end of the reporting period was £588.890m.	The impact of a change in the actuarial assumptions will be to increase or decrease the net pension liability shown in the balance sheet and the cost shown in the CIES. The changes do not have an impact on the Council's General Fund position as the Council is not required to fund such non-cash charges from council tax receipts.
Impairment allowance for debts	As at 31 March 2021 the Council had a balance of short-term debtors of £96.218m. The Council makes an impairment allowance against those debts which may become uncollectable. The impairment allowance is currently £16.693m (£13.228m in 2019/20). It is hard to determine whether the impairment allowance increase is sufficient to offset any losses through non-payment of debts. The outbreak of COVID-19 has made the estimation of debt impairment more difficult as there is more uncertainty about the economic viability of debtors and hence their ability to settle their debts.	The impairment allowances held are based on policies adapted for historic experience and the success rates experienced in collection. The Council will monitor its collection rates of debt throughout the year. If there are indications that the impairment allowance will be insufficient they will be adjusted which will have an adverse impact on the Council's revenue account.

Material Uncertainties

There are material uncertainties around valuations in the following areas:

Property, Plant and Equipment – Valuations Undertaken at 31 March 2021 – COVID-19 Implications

Non-current asset valuations are based on market conditions and are reviewed annually to ensure that they are materially correct when reported within the annual statement of accounts. The outbreak of COVID-19 has had a global impact on the financial markets and as at the valuation date, less weight can be attached to previous market evidence to inform opinions of value. There is an unprecedented set of circumstances on which to base a judgement. As a result, valuations are therefore reported on the basis of 'material valuation uncertainty' as per the RICS Red Book Global. It is not currently possible to

accurately predict the full impact of the COVID-19 pandemic as there is insufficient evidence available at the current time. Therefore, the valuations reported have been based on market conditions prior to this crisis on the assumption normal market conditions will be restored.

The material uncertainties are as follows:

Tamar Bridge Valuation

Due to COVID-19 there is a material valuation uncertainty in relation to the valuation of the Tamar Bridge. Its value in the Council's accounts (50% of its total value through the Joint Committee with Cornwall Council) is £59.567m.

Other Land and Buildings

Due to COVID-19 there is a material valuation uncertainty in relation to Other Land and Buildings. These are valued at £616.256m in the Council's accounts. A change in that valuation of between 0% to 10% could result in a change in value of between £0m and £61.626m.

Pension Fund

The Council's liability as at the 31 March is based on a number of complex judgements relating to the discount rate used, the rate at which salaries may change, changes in mortality rates and expected returns on pension fund assets. There are uncertainties in the financial markets caused by the current COVID-19 pandemic. The effects on the net pension liability of changes in individual assumptions can be measured. For example, a future 0.1% increase in the discount rate assumption would result in a reduction in the (gross) pension liability of £28.526m. Similarly, a reduction of 1 year in the mortality assumption would result in a reduction of £65.523m in the (gross) pension liability.

6 Events After the Balance Sheet Reporting Period

The Council's Section 151 Officer authorised the Statement of Accounts on 31 July 2021. Events taking place after this date are not reflected in the financial statements. Where events taking place before this date provided information about conditions existing at 31 March 2021, the figures in the financial statements and notes have been adjusted in all material respects to reflect the impact of this information.

There are no known events after the 31 March 2021 that would have material impact on the Council's position.

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.

2019/20 Directorate Total Reported for Outturn	2019/20 Adjustment to Arrive at the Net Expenditure Chargeable to the General Fund Balances	2019/20 Net Expenditure Chargeable to the General Fund Balances	2019/20 Adjustments Between the Funding and Accounting Basis	2019/20 Net Expenditure in the CIES		2020/21 Directorate Total Reported for Outturn	2020/21 Adjustment to Arrive at the Net Expenditure Chargeable to the General Fund Balances	2020/21 Net Expenditure Chargeable to the General Fund Balances	2020/21 Adjustments Between the Funding and Accounting Basis	2020/21 Net Expenditure in the CIES
£000	£000	£000	£000	£000		£000	£000	£000	£000	£000
5,859	0	5,859	731	6,590	Executive Office	5,589	1	5,590	(93)	5,497
(13,175)	294	(12,881)	(72,795)	(85,676)	Corporate Items	(35,783)	(3,627)	(39,410)	(4,839)	(44,249)
17,374	(3,093)	14,281	532	14,813	Finance	11,296	(7,267)	4,029	348	4,377
16,554	0	16,554	3,896	20,450	Customer and Corporate Services	31,333	369	31,702	2,947	34,649
133,895	0	133,895	16,848	150,743	People Directorate	146,021	470	146,491	(14,902)	131,589
(558)	0	(558)	712	154	Public Health	1,349	0	1,349	(1,058)	291
25,539	(385)	25,154	29,414	54,568	Place Directorate	33,872	507	34,379	21,771	56,150
185,488	(3,184)	182,304	(20,662)	161,642	Net Cost of Service	193,677	(9,547)	184,130	4,174	188,304
		(181,685)	65,760	(115,925)	Other Income and Expenditure			(235,487)	60,990	(174,497)
		619	45,098	45,717	(Surplus)/Deficit on Provision of Service			(51,357)	65,164	13,807
		(32,720)			Opening General Fund and Earmarked balances at 31 March			(32,101)		
		619			(Surplus)/Deficit on General Fund and Earmarked balance in Year			(51,357)		
		(32,101)			Closing General Fund Balance at 31 March			(83,458)		

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
2020/21	£000	£000	£000	£000
Executive Office	33	363	(489)	(93)
Corporate Items	(30)	2,238	(7,047)	(4,839)
Finance	0	310	38	348
Customer and Corporate Services	4,365	1,478	(2,896)	2,947
People Directorate	(2,602)	154	(12,454)	(14,902)
Public Health	364	385	(1,807)	(1,058)
Place Directorate	28,858	2,940	(10,027)	21,771
Net Cost of Service	30,988	7,868	(34,682)	4,174
Other Operating Expenditure	8,278	544	0	8,822
Financing and Investment Income and Expenditure	9,455	10,586	15,364	35,405
Taxation and Non-Specific Grant Income	10,666	0	(29,084)	(18,418)
Other Income and Expenditure from the Expenditure and Funding Analysis	28,399	11,130	21,461	60,990
Difference Between General Fund Surplus or Deficit and CIES Surplus or Deficit on the Provision of Service	59,387	18,998	(13,221)	65,164

Adjustments from General Fund to Arrive at the CIES Amounts	Adjustments for Capital Purposes	Net Change for the Pensions Adjustments	Other Differences	Total Adjustments
2019/20	£000	£000	£000	£000
Executive Office	33	548	150	731
Corporate Items	67	(61,754)	(11,108)	(72,795)
Finance	577	767	(812)	532
Customer and Corporate Services	2,812	1,377	(293)	3,896
People Directorate	12,362	4,760	(274)	16,848
Public Health	407	533	(228)	712
Place Directorate	25,938	3,927	(451)	29,414
Net Cost of Service	42,196	(49,842)	(13,016)	(20,662)
Other Income and Expenditure from the Expenditure and Funding Analysis	73,626	12,572	(20,438)	65,760
Difference Between General Fund Surplus or Deficit and CIES Surplus or Deficit on the Provision of Service	115,822	(37,270)	(33,454)	45,098

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	2019/20	2020/21
	£000	£000
Expenditure:		
Employee benefits expenses	162,859	143,756
Other service expenses	356,076	398,904
Depreciation, amortisation, impairment	128,680	37,786
Interest payments	17,411	14,940
Total Expenditure	665,026	595,386
Income:		
Fees, charges and other service income	(197,036)	(117,712)
Interest and investment income	(21,055)	(6,716)
Income from council tax, non-domestic rates, district rate income	(169,546)	(143,615)
Government grants and contributions	(231,672)	(313,536)
Total Income	(619,309)	(581,579)
Surplus or Deficit on the Provision of Service	45,717	13,807

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	2019/20				2020/21			
	General Fund Balance	Capital Receipts Reserve	Capital Grants Unapplied	Movement in Unusable Reserves	General Fund Balance	Capital Receipts Reserve	Capital Grants Unapplied	Movement in Unusable Reserves
	£000	£000	£000	£000	£000	£000	£000	£000
Adjustments involving the Capital Adjustment Account:								
Reversal of items debited or credited to the Comprehensive Income and Expenditure Statement:								
Charges for depreciation and impairment of non-current assets	(39,528)	0	0	39,528	(22,920)	0	0	22,920
Movements in the market value of Investment Properties	5,526	0	0	(5,526)	(8,300)	0	0	8,300
Amortisation of intangible assets	(7)	0	0	7	(7)	0	0	7
Capital grants and contributions	16,151	0	(16,151)	0	24,980	0	(24,980)	0
Movement in the Donated Assets Account	256	0	0	(256)	0	0	0	0
Revenue expenditure funded from capital under statute	(10,588)	0	0	10,588	(20,483)	0	0	20,483
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	(348)	0	0	348	(9,399)	0	0	9,399
Deferred credit Energy from Waste	2,324	0	0	(2,324)	2,324	0	0	(2,324)
Revaluation losses on investment in shares	(73,435)	0	0	73,435	(60)	0	0	60
Insertion of items not debited or credited to the Comprehensive Income and Expenditure Statement:								
Statutory provision for the financing of capital investment	10,872	0	0	(10,872)	18,348	1,373	0	(19,721)
Capital expenditure charged against the General Fund	523	0	0	(523)	533	0	0	(533)
Adjustments involving the Capital Receipts Reserve:								
Transfer of sale proceeds credited as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	0	(305)	0	305	0	(478)	0	478
Other Capital Receipts credited to the Comprehensive Income and Expenditure Statement	1,926	(1,926)	0	0	1,191	(1,191)	0	0
Total C/FWD	(86,328)	(2,231)	(16,151)	104,710	(13,793)	(296)	(24,980)	39,069

Adjustments between Accounting Basis and Funding Basis Under Regulations	2019/20				2020/21			
	General Fund Balance	Capital Receipts Reserve	Capital Grants Unapplied	Movement in Unusable Reserves	General Fund Balance	Capital Receipts Reserve	Capital Grants Unapplied	Movement in Unusable Reserves
	£000	£000	£000	£000	£000	£000	£000	£000
Total B/FWD	(86,328)	(2,231)	(16,151)	104,710	(13,793)	(296)	(24,980)	39,069
Long term debtor repayments in year	0	(457)	0	457	0	(1,477)	0	1,477
Use of the Capital Receipts Reserve to finance new capital expenditure	0	1,661	0	(1,661)	0	1,843	0	(1,843)
Adjustments involving the Capital Grants Unapplied Account:								
Use of the Capital Grants unapplied Account to finance new capital expenditure	0	0	14,425	(14,425)	0	0	21,674	(21,674)
Adjustments involving the Financial Instruments Adjustment Account:								
Amount by which finance costs charged to the Comprehensive Income and Expenditure Statement are different from finance costs chargeable in the year in accordance with statutory requirements	609	0	0	(609)	553	0	0	(553)
Adjustments involving the Financial Instruments Revaluation Reserve								
Amount by which Financial Instruments held under Fair Value through Other Comprehensive Income	(1,263)	0	0	1,263	217	0	0	(217)
Adjustments involving the Pensions Reserve:								
Reversal of items relating to retirement benefits debited or credited to the Comprehensive Income and Expenditure Statement	(48,411)	0	0	48,411	(33,779)	0	0	33,779
Employer's pensions contributions and direct payments to pensioners payable in the year	85,682	0	0	(85,682)	14,781	0	0	(14,781)
Adjustments involving the Collection Fund Adjustment Account:								
Amount by which council tax income credited to the Comprehensive Income and Expenditure Statement is different from council tax income calculated for the year in accordance with statutory requirements	3,893	0	0	(3,893)	(32,687)	0	0	32,687
Adjustment involving the Accumulating Compensated Absences Adjustment Account								
Amount by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements	720	0	0	(720)	(456)	0	0	456
Total Adjustments	(45,098)	(1,027)	(1,726)	47,851	(65,164)	70	(3,306)	68,400

General Fund Balances

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	2019/20	2020/21
	£000	£000
Levies	100	101
Gains/losses on the disposal of non-current assets	219	9,408
Pension administration costs	515	544
Other income*	(1,865)	(1,195)
Total	(1,031)	8,858

* 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.

2020/21	Balance as at 31 March 2020	Transfers to Reserves 2020/21	Transfers from Reserves 2020/21	Balance as at 31 March 2021
	£000	£000	£000	£000
Education Reserves	(1,965)	(3,378)	1,909	(3,434)
Other Ring Fenced	(2,263)	(2,011)	330	(3,944)
Other Reserves	(4,700)	(2,878)	1,364	(6,214)
PCC Earmarked Reserves:				
Life Centre Dowry	(350)	0	350	0
Investment Fund	(135)	(109)	17	(227)
Integrated Finance Reserve	(593)	(7,335)	0	(7,928)
Pension Reserve	(3,500)	0	1,280	(2,220)
Collection Fund Reserve	0	(30,565)	0	(30,565)
Other PCC Earmarked Reserves	(10,551)	(18,766)	8,435	(20,882)
Total Reserves	(24,057)	(65,042)	13,685	(75,414)

2019/20	Balance as at 31 March 2019	Transfers to Reserves 2019/20	Transfers from Reserves 2019/20	Balance as at 31 March 2020
	£000	£000	£000	£000
Education reserves	(3,088)	(1,820)	2,943	(1,965)
Other ring fenced	(2,607)	(220)	564	(2,263)
Other reserves	(6,408)	(1,832)	3,540	(4,700)
PCC earmarked reserves:				
Life Centre dowry	(200)	(150)	0	(350)
Investment fund	(165)	(112)	142	(135)
Business Rate Reserve	(4,122)	0	4,122	0
Integrated finance reserve	(2,033)	(305)	1,745	(593)
Pension reserve	0	(3,500)	0	(3,500)
Other PCC earmarked reserves	(6,046)	(9,223)	4,718	(10,551)
Total Reserves	(24,669)	(17,162)	17,774	(24,057)

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 2021 balance relating to the School budget share was £3.278m (31 March 2020: £1.829m).

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.

Collection Fund Reserve – The Collection Fund Reserve holds balances to ‘smooth’ the impact and movement of COVID-10 grant funding for Business Rates and Council Tax across multiple financial years.

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	2019/20	2020/21
	£000	£000
Interest payable and similar charges	15,792	14,968
Fair value for capital share purchase	73,435	60
Fair value for Financial Instruments	1,263	(217)
Pensions interest cost and expected return on pension assets	11,980	10,523
Interest receivable and similar income	(3,334)	(3,334)
(Surplus)/deficit on trading undertakings not included in Net Cost of Service	49	10
Income and expenditure in relation to investment properties and changes in their fair value including (gains)/losses on disposal	(11,840)	4,951
Total	87,345	26,961

14 Taxation and Non-Specific Grant Income and Expenditure

Analysis of Income	2019/20	2020/21
	£000	£000
Council tax income	(112,317)	(115,319)
Non domestic rates	(57,229)	(28,293)
Non-ringfenced government grants	(22,550)	(52,476)
Capital grants and contributions	(10,143)	(14,228)
Total	(202,239)	(210,316)

15 Property, Plant and Equipment

15.1 Movement in Year

The movement in Property, Plant and Equipment (PPE) in 2020/21 is summarised in the following table:

2020/21	Other Land and Buildings	Vehicles, Plant, Furniture and Fittings	Infrastructure Assets	Toll Bridge	Community Assets	Surplus Assets	Assets Under Construction	Total Property, Plant and Equipment	PFI Assets Included in Property, Plant and Equipment
	£000	£000	£000	£000	£000	£000	£000	£000	£000
Cost of Valuation									
At 1 April 2020	573,712	69,079	258,704	60,532	3,605	3,211	89,828	1,058,671	123,492
Additions	4,503	4,893	15,667	1,607	0	0	30,533	57,203	0
Revaluation increases/(decreases) recognised in the Revaluation Reserve	8,931	0	0	0	0	2	0	8,933	767
Revaluation increases/(decreases) recognised in the surplus/deficit on the Provision of Services	3,416	0	0	(3,875)	0	(54)	0	(513)	904
Derecognition - disposals	(1,499)	(785)	0	0	0	0	0	(2,284)	0
Assets reclassified (to)/from Held for Sale	0	0	0	0	0	0	0	0	0
Other movements in cost or valuation	27,193	3,930	13,748	1,303	0	(114)	(58,179)	(12,119)	0
At 31 March 2021	616,256	77,117	288,119	59,567	3,605	3,045	62,182	1,109,891	125,163
Accumulated Depreciation and Impairment									
At 1 April 2020	(36,436)	(47,046)	(112,653)	0	(1,302)	(124)	0	(197,561)	(433)
Depreciation charge	(5,772)	(4,616)	(12,012)	0	0	(4)	0	(22,404)	(33)
Depreciation written out to the Revaluation Reserve	7,951	0	0	0	0	0	0	7,951	0
Depreciation written out to the surplus/deficit on the Provision of Services	0	0	0	0	0	1	0	1	0
Impairment losses/(reversals) recognised in the Revaluation Reserve	0	0	0	0	0	119	0	119	0
Impairment losses/(reversals) recognised in the surplus/deficit on the Provision of Services	138	0	(226)	0	0	0	0	(88)	0
Derecognition - disposals	149	762	0	0	0	0	0	911	0
Other movements in depreciation and impairment	0	430	0	0	0	0	0	430	0
At 31 March 2021	(33,970)	(50,470)	(124,891)	0	(1,302)	(8)	0	(210,641)	(466)
Net Book Value									
At 31 March 2021	582,286	26,647	163,228	59,567	2,303	3,037	62,182	899,250	124,697
At 31 March 2020	537,276	22,033	146,051	60,532	2,303	3,087	89,828	861,110	123,059

2019/20	Other Land and Buildings	Vehicles, Plant, Furniture and Fittings	Infrastructure Assets	Toll Bridge	Community Assets	Surplus Assets	Assets Under Construction	Total Property, Plant and Equipment	PFI Assets Included in Property, Plant and Equipment
	£000	£000	£000	£000	£000	£000	£000	£000	£000
Cost of Valuation									
At 1 April 2019	547,976	67,178	237,612	64,837	1,724	3,942	61,466	984,735	123,318
Additions	4,472	2,656	13,916	312	1,611	37	42,639	65,643	0
Revaluation increases/(decreases) recognised in the Revaluation Reserve	28,125	0	0	0	270	890	0	29,285	183
Revaluation Increases/(decreases) recognised in the surplus/deficit on the Provision of Services	(12,230)	0	0	(2,898)	0	(320)	0	(15,448)	(9)
Derecognition - disposals	(208)	(761)	(461)	0	0	(108)	0	(1,538)	0
Assets reclassified (to)/from Held for Sale	0	0	0	0	0	(280)	0	(280)	0
Other movements in cost or valuation	5,577	6	7,637	(1,719)	0	(950)	(14,277)	(3,726)	0
At 31 March 2020	573,712	69,079	258,704	60,532	3,605	3,211	89,828	1,058,671	123,492
Accumulated Depreciation and Impairment									
At 1 April 2019	(38,476)	(43,518)	(101,022)	(2,374)	(1,302)	(82)	0	(186,774)	(4,680)
Depreciation charge	(8,002)	(4,289)	(11,930)	0	0	(4)	0	(24,225)	(40)
Depreciation written out to the Revaluation Reserve	11,547	0	0	0	0	80	0	11,627	4,173
Depreciation written out to the surplus/deficit on the Provision of Services	2,176	0	0	2,374	0	1	0	4,551	114
Impairment losses/(reversals) recognised in the Revaluation Reserve	(8,848)	0	0	0	0	(119)	0	(8,967)	0
Impairment losses/(reversals) recognised in the surplus/deficit on the Provision of Services	4,975	0	0	0	0	0	0	4,975	0
Derecognition - disposals	38	761	453	0	0	0	0	1,252	0
Other movements in depreciation and impairment	154	0	(154)	0	0	0	0	0	0
At 31 March 2020	(36,436)	(47,046)	(112,653)	0	(1,302)	(124)	0	(197,561)	(433)
Net Book Value									
At 31 March 2020	537,276	22,033	146,051	60,532	2,303	3,087	89,828	861,110	123,059
At 31 March 2019	509,500	23,660	136,590	62,463	422	3,860	61,466	797,961	118,638

15.2 Commitments Under Capital Contracts

The capital commitments outstanding on capital and other works contracts entered into as at 31 March 2021 amounted to £39.565m (31 March 2020: £70.780m). The Council is committed to complete these contracts under its latest approved Medium Term Capital Programme. Significant contractual commitments outstanding as at 31 March 2021 were as follows:

Project	Contractor	Amount
		£000
Forder Valley Link Road	Balfour Beatty	24,096
Contribution to Civic Centre Public Realm	Various	2,450
Re-development of Old Town Street / New George Street East	British Land	2,000
PfH Empty Homes Financial Assistance	Various	989
Plymouth Railway Station Concourse	GWR	909
Plymouth Life Centre	Balfour Beatty	870
Cothill Railway Bridge Replacement	Network Rail	763
The Box	Wilmott Dixon & The Hub	729
Street Scene & Waste Vehicles	CPD Davidson	700
A38 Manadon Junction	Balfour Beatty	608
Forder Valley Interchange	Balfour Beatty	500
Other Contractual Commitments under £500k		4,951
Total		39,565

15.3 Revaluations

The Council revalues a significant proportion of its Property, Plant and Equipment (PPE) on an annual basis and then carries out a rolling programme that ensures that all the remaining property required to be measured at fair value is revalued at least every five years. All valuations are carried out internally under the supervision of the Council's internal RICS Registered Valuers, except for the Energy from Waste Plant which is revalued by an external valuer appointed by Devon County Council and the Tamar Bridge and Torpoint Ferry properties which is revalued by an external valuer appointed by Cornwall Council.

Revaluations	Other Land and Buildings	Vehicles, Plant, Furniture and Equipment	Surplus Assets	Total
	£000	£000	£000	£000
Carried at historical cost	1,172	26,647	0	27,819
Valued at Current Value as at :				
31 March 2021	427,030	0	3,037	430,067
31 March 2020	61,101	0	0	61,101
31 March 2019	59,022	0	0	59,022
31 March 2018	10,589	0	0	10,589
31 March 2017	23,372	0	0	23,372
Total Cost of Valuation	582,286	26,647	3,037	611,970

15.4 Gain/Loss on Disposal of Non-Current Assets

Assets Written Off Balance Sheet	2019/20	2020/21
	£000	£000
Land and property sales	220	1,810
Academy and trust schools	0	7,598
Investment properties	0	27
Total	220	9,435

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
Cost or Valuation				
As at 1 April 2019	5,725	16,883	4,663	27,271
Additions	189	217	67	473
Revaluations	0	351	0	351
As at 31 March 2020	5,914	17,451	4,730	28,095
Cost or Valuation				
As at 1 April 2020	5,914	17,451	4,730	28,095
Additions	1,243	61	0	1,304
Revaluations	0	(403)	0	(403)
Reclassification	1,067	0	0	1,067
As at 31 March 2021	8,224	17,109	4,730	30,063

17 Investment Properties

17.1 Income, Expenditure and Charges 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 offices, various ground rents (including retail, offices and industrial), industrial estates (including out of town), development sites, leisure (including restaurants, cafes and hotels) and retail (both in and out of town).

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	2019/20	2020/21
	£000	£000
Rental income from Investment Property	13,707	13,816
Direct operating expenses arising from Investment Property	(7,393)	(8,566)
Net Gain/(Loss)	6,314	5,250

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

Analysis of Movement in Investment Properties	2019/20	2020/21
	£000	£000
Balance at 1 April	197,732	254,440
Additions	47,576	26,558
Disposals	(215)	(160)
Net gains/(losses) from fair value adjustments	5,526	(8,300)
Transfers:		
(to)/from Property, Plant and Equipment	3,821	2,904
Balance at 31 March	254,440	275,442

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 2021 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 2021
2020/21	£000	£000	£000	£000
Industrial sites	0	66,426	0	66,426
Miscellaneous ground rents	0	6,628	3,698	10,326
Miscellaneous lets	0	24,787	34	24,821
Retail ground rents	0	33,469	0	33,469
Offices	0	15,679	0	15,679
Out of town retail	0	77,111	0	77,111
Out of town businesses	0	38,511	0	38,511
Development and Surplus Land	0	8,998	50	9,048
Lodges	0	51	0	51
Total	0	271,660	3,782	275,442

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

Recurring Fair Value Measurements Using	Quoted Prices in Active Markets for Identical Assets (Level 1)	Other Significant Observable Inputs (Level 2)	Significant Unobservable Inputs (Level 3)	Fair Value as at 31 March 2020
2019/20	£000	£000	£000	£000
Industrial sites	0	63,474	0	63,474
Miscellaneous ground rents	0	6,651	3,665	10,316
Miscellaneous lets	0	41,835	34	41,869
Retail ground rents	0	35,929	0	35,929
Offices	0	10,565	0	10,565
Out of town retail	0	81,830	0	81,830
Development and surplus land	0	10,262	50	10,312
Lodges	0	145	0	145
Total	0	250,691	3,749	254,440

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

17.3 Valuation Techniques Used to Determine Level 2 and 3 Fair Value 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 the Councils internal 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 Funding Hierarchy

Investment Properties Categorised within Level 3	31 March 2020	31 March 2021
	£000	£000
Opening Balance	4,138	3,749
Reclassifications in to Investment Properties at Level 3	(288)	0
Total gains/(losses) for the period included in the surplus or deficit on the provision of services resulting from changes in fair value	(101)	33
Closing Balance	3,749	3,782

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 Instruments 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. Changes to the fair value of the fund are accounted for in the Income and Expenditure Account with a statutory override reversing the impact of these movements in the Movement in Reserves Statement.

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).
- Fair value through profit and loss (all other financial assets) comprising:
 - Interest rate swaps;
 - pooled funds, equity and property funds managed and held as strategic investments;
 - equity investments held for service purposes;
 - money market funds managed by fund managers;
 - 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 20	31 March 21	31 March 20	31 March 21	31 March 20	31 March 21
		£000	£000	£000	£000	£000	£000
At fair value through profit or loss:							
Money Market Fund (MMF)	3	0	0	32,554	29,950	32,554	29,950
CCLA pooled funds	2	26,651	26,868	0	0	26,651	26,868
At fair value through other comprehensive income:							
Pooled funds / equity instruments	2	24,263	28,097	0	0	24,263	28,097
Amortised cost:							
Long-term investments	3	123	73	0	0	123	73
Interest rates swap *	2	0	5,617	0	0	0	5,617
Short-term investments	3	0	0	12,115	0	12,115	0
Cash and cash equivalents (less MMF)	3	0	0	6,236	11,909	6,236	11,909
Total Investments		51,037	60,655	50,905	41,859	101,942	102,514
Trade debtors held at amortised cost	3	0	0	20,085	17,841	20,085	17,841
Long-term debtors	3	11,591	13,540	0	0	11,591	13,540
Total Financial Assets *		62,628	74,195	70,990	59,700	133,618	133,895

* Long-term asset while part of an effective hedging arrangement.

Financial Liabilities	Fair Value Level	Long-Term		Short-Term		Total	
		31 March 20	31 March 21	31 March 20	31 March 21	31 March 20	31 March 21
		£000	£000	£000	£000	£000	£000
Loans at amortised cost:							
PWLB	2	(39,176)	(40,709)	0	0	(39,176)	(40,709)
Market Loans	2	(84,058)	(83,980)	0	0	(84,058)	(83,980)
Other borrowing	2	(11,904)	(10,838)	(468,223)	(464,242)	(480,127)	(475,080)
Total Borrowing		(135,138)	(135,527)	(468,223)	(464,242)	(603,361)	(599,769)
Liabilities at amortised cost:							
Other liabilities	2	(118,652)	(116,867)	(4,587)	(4,658)	(123,239)	(121,525)
Trade creditors	3	0	0	(31,110)	(19,304)	(31,110)	(19,304)
Long-term creditors	3	(12,698)	(8,895)	0	0	(12,698)	(8,895)
Total Financial Liabilities		(266,488)	(261,289)	(503,920)	(488,204)	(770,408)	(749,493)

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 20	Fair Value 31 March 20	Balance Sheet 31 March 21	Fair Value 31 March 21
	£000	£000	£000	£000
Loans at amortised cost:				
PWLB	39,176	63,666	40,709	65,211
LOBO loans	65,857	118,276	65,778	101,235
Other market loans	18,201	30,695	18,202	31,057
Other long-term loans	11,904	10,735	10,838	10,838
Short-term borrowing	468,223	468,223	464,242	464,234
Total Borrowing	603,361	691,595	599,769	672,575

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 20	31 March 21	31 March 20	31 March 21
	£000	£000	£000	£000
Schoders Income Maximiser	13,155	16,177	166	1,231
Fidelity Enhanced Income Fund *	6,108	6,949	133	426
Public Sector Social Impact Fund *	5,000	4,971	0	0
Total	24,263	28,097	299	1,657

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:

	2019/20		2020/21	
	Surplus or Deficit on the Provision of Service	Other Comprehensive Income and Expenditure	Surplus or Deficit on the Provision of Service	Other Comprehensive Income and Expenditure
	£000	£000	£000	£000
Net gains/losses on:				
Investment in equity instruments designated at fair value through other comprehensive income	0	5,197	0	(3,834)
Financial assets measured at fair value through profit or loss	1,263	0	(217)	0
Interest Rate Swaps at Fair Value through Profit & Loss *	0	0	372	(5,706)
Interest and similar income	1,263	5,197	155	(9,540)
At Fair Value through profit or loss	(1,259)	0	(1,176)	0
At Fair Value through other comprehensive income	(299)	0	(1,656)	0
Amortised Cost	(1,776)	0	(502)	0
Total Interest Revenue	(3,334)	0	(3,334)	0
Total Income	(2,071)	5,197	(3,179)	(9,540)
Interest expense at amortised costs	15,792	0	14,968	0
Total Interest Expense	15,792	0	14,968	0
Net (Gain)/Loss for the Year	13,721	5,197	11,789	(9,540)

* SDPS is cash flows plus accrual; OCI is fair value minus accrual.

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 hares 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 taken at cost value, as the council believes that cost may provide an appropriate estimate of fair value. Cost represents the best estimate of fair value:

- no significant change in the performance of the investee compared with budget;
- no significant change in the market for the investee's products, economic environment in which the entity operates;
- no change in expected performance in matters such as fraud, commercial disputes, litigation, changes in management or strategy.

Financial instruments classified at amortised cost are carried in the Balance Sheet at amortised cost.

- 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;

- Other loans borrowed by the Council have been valued at cost on the basis of that most of the loans are short term loans and/or borrowed from other public sector organisations;
- Shares in limited company have been valued at cost of the investment;
- Interest rate swaps have been valued using the market forward interest rate curve;
- The fair values of finance lease assets and liabilities and of PFI scheme liabilities have been taken at the same value as the on-going PFI model as this is an estimate of the outstanding liability of this finance and provides an appropriate estimate of fair value;
- 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 be approximately the carrying amount given the low and stable interest rate environment and the bad debt provisions already included in the statement of accounts.

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 building societies there is a smaller limit of £10m applies. The Council also sets limits on investments in certain sectors.

Credit Rating	31 March 2020		31 March 2021	
	Long-Term	Short-Term	Long-Term	Short-Term
	£000	£000	£000	£000
AAA	0	0	0	0
AA	0	32,554	0	29,950
A+	65	17,341	73	11,025
A	0	0	0	0
A-	0	0	0	0
Unrated	58	0	0	0
Total	123	49,895	73	40,975
Credit risk not applicable*	50,914	1,010	60,582	884
Total Investments	51,037	50,905	60,655	41,859

* 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.

The credit risk inherent in interest rate swaps is managed by the selection of highly credit worthy counterparties and by the requirement for the counterparty to post cash collateral when the valuation exceeds agreed thresholds. Nil cash collateral was held at 31 March 2021 (31 March 2020: Nil).

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 2020	31 March 2021
	£000	£000
Public Works Loan Board	(40,709)	(40,709)
Market debt	(84,324)	(83,980)
Temporary borrowing	(468,222)	(464,242)
Other borrowing	(10,106)	(10,838)
Deferred liability (PFI)	(104,130)	(100,565)
Deferred liability (finance leases)	(1,514)	(1,465)
Other liabilities	(17,595)	(19,495)
Trade creditors	(31,110)	(19,304)
Long-term creditors	(12,698)	(8,895)
Total	(770,408)	(749,493)
Less than 1 year	(505,123)	(498,016)
Between 1 and 2 years	(5,752)	(11,903)
Between 2 and 5 years	(24,866)	(22,424)
Between 5 and 10 years	(46,851)	(42,490)
Between 10 and 20 years	(68,513)	(83,756)
Between 20 and 30 years	(31,689)	(3,295)
Between 30 and 40 years	(24,157)	(24,163)
Between 40 and 50 years	(25,161)	(25,174)
Over 50 years	(38,296)	(38,272)
Total	(770,408)	(749,493)

The Council has £64m (2019/20: £64m) 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.

£46m of short-term borrowing in place at 31 March 2021 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 maturing deposits and short term borrowing in 2020/21 if required, thus reducing credit 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 £46m short-term (less than 12 months) loans so there is an interest rate risk if the rates go up. The Council holds a £75m "pay fixed receive variable" interest rate swap to partly offset this risk. If there is a 0.5% increase in the bank rate it will cost an additional £1.950m per year.

The Council has £64m (2019/20: £64m) of 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;
- pay fixed receive variable interest rate swaps – the fair value of the assets will rise.

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. Movements in the fair value of interest rate swaps will be reflected in Other Comprehensive Income to the extent that they are an effective hedge, see note [18.6](#).

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. Interest rate risk is also managed using interest rate swaps, see note [18.6](#).

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 £55m. A 1% fall in commercial property prices would result in a £0.550m fall in the Fair Value through Other Comprehensive Income and Expenditure – this would have no impact on the General Fund until the investment was sold.

18.6 Interest Rate Swaps and Hedge Accounting

The Council uses interest rate swaps to manage its exposure to interest rate risk arising from its portfolio of short-term borrowing (see note [18.5](#)). These provide a hedge against the impact of increasing market interest rates on the cost of short-term borrowing; the margin paid by the Council above the market rate remains unhedged. To avoid volatility on the General Fund, hedge accounting is applied to interest rate swaps.

A £75m interest rate swap maturing in 2040 with a strike rate of 0.56% has been designated as a cash flow hedge of the market interest rate risk (as reflected by movement in the SONIA benchmark) in a £75m layer of highly probable forecast short-term loans. The economic relationship between the swap and the short-term loans is determined at inception and prospectively by comparing their critical terms; i.e. if market rates rise then the Council will pay more on the short-term loans but receive an offsetting amount under the swap. The hedge ratio is determined as 1:1 since the notional amount on the derivative matches the principal amount of the layer being hedged.

Hedge effectiveness is assessed by comparing the fair value movements of the swap and the loans. As a practical expedient, a hypothetical derivative is used to model the fair value movements of the forecast loans. Ineffectiveness may arise from timing differences between payment dates and interest rate reset dates on the swap and loans, or from the impact of credit risk on the valuations, however these are not expected to be significant.

Cash flow hedges of interest rate risk: hedging instruments

	Carrying Amount	Balance Sheet Line Item	Change in Fair Value used to Recognise Hedge Effectiveness	Nominal Amount
	£000		£000	£000
Interest rate swap	5,617	Derivative financial assets	5,617	75,000

Cash flow hedges of interest rate risk: hedged instruments

	Change in Fair Value used to Recognise Hedge Effectiveness	Balance in Cash Flow Hedge Reserve for Continuing Hedges	Balance in Cash Flow Hedge Reserve for Discontinuing Hedges	Nominal Amount
	£000	£000	£000	£000
Short-term loans	(5,785)	5,706	0	(75,000)

IFRS 7 requires these to be in tabular format despite there being only one hedge using one derivative.

The interest rate swap hedging instrument had a fair value of £5.617m (2019/20: nil) while the fair value of the hypothetical derivative used to measure hedge ineffectiveness was £5.785m (2019/20: nil). The lower figure of £5.617m (2019/20: nil) was therefore transferred to the Cash Flow Hedge Reserve (see note [22.5](#)) and reported in Other Comprehensive Income and nil (2019/20: nil) ineffectiveness was shown in the Surplus or Deficit on the Provision of Services.

19 Debtors

19.1 Short-Term Debtors

Debtors due within the next 12 months are:

Category of Debtor	31 March 2020	31 March 2021
	£000	£000
Amounts falling due in one year:		
Central government departments	4,182	48,174
NHS bodies	1,026	833
Other local authorities	4,068	3,311
Other entities and individuals	41,981	43,900
Total Short Term Debtors	51,257	96,218

19.2 Long-Term Debtors

Debtors due after 12 months are:

Category of Debtor	31 March 2020	31 March 2021
	£000	£000
Secured debt	273	1,142
Other loans/mortgages	11,318	12,398
Total Long-term Debtors	11,591	13,540

19.3 Bad Debt Provision

Analysis of Provision Held	31 March 2020	Provision Made in Year	Provision Used in Year	31 March 2021
	£000	£000	£000	£000
General fund	(1,625)	(1,992)	340	(3,277)
Housing benefit overpayments provision	(4,350)	(706)	257	(4,799)
Collection fund	(7,253)	(3,116)	1,752	(8,617)
Total Provisions for Bad Debt	(13,228)	(5,814)	2,349	(16,693)

20 Creditors

20.1 Short-Term Creditors

Creditors payable within the next 12 months are:

Category of Creditor	31 March 2020	31 March 2021
	£000	£000
Central government departments	(9,506)	(35,792)
Corporations and trading funds	(27)	(7)
NHS bodies	(1,707)	(1,552)
Other local authorities	(1,908)	(2,534)
Other entities and individuals	(51,374)	(73,769)
Total Short-term Creditors	(64,522)	(113,654)

20.2 Long-Term Creditors

Creditors payable after 12 months are:

Category of Creditor	31 March 2020	31 March 2021
	£000	£000
Other local authorities	(12,561)	(8,770)
Other entities and individuals	(137)	(125)
Total Long-term Creditors	(12,698)	(8,895)

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 Re-organisation (that is pre 1 April 1998).

20.3 Other Long-Term Liabilities

Analysis of Other Long-term Liabilities	31 March 2020	31 March 2021
	£000	£000
PFI finance leases	(100,567)	(97,043)
Other finance leases	(1,465)	(1,412)
Cornwall Council - re Tamar Bridge and Torpoint Ferry Joint Committee	(16,620)	(18,412)
Total	(118,652)	(116,867)

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 2020	Provisions Made in Year	Payments Used in Year	Unused Amounts Reversed in Year	31 March 2021
	£000	£000	£000	£000	£000
Insurance provision	(2,886)	(2,817)	2,030	203	(3,470)
Landfill site provision	(8,042)	(934)	309	0	(8,667)
Other provisions	(1,929)	(7,056)	0	0	(8,985)
Total Provisions	(12,857)	(10,807)	2,339	203	(21,122)

The provisions include short-term provisions of £3.065m (2019/20: £2.987m) and long-term provisions of £18.057m (2019/20: £9.870m).

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 £8.667m as at 31 March 2021 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 47 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 £8.945m as at 31 March 2021 (2019/20: £1.889m) for business rate appeals.

22 Unusable Reserves

The Council holds a number of unusable reserves in the Balance sheet. Some are required to be held

for statutory reasons and some are needed to comply with proper accountancy practice.

Analysis of Reserves	Note	31 March 2020	31 March 2021
		£000	£000
Unusable Reserves:			
Revaluation Reserve	22.1	228,398	238,171
Capital Adjustment Account	22.2	132,260	121,269
Financial Instruments Adjustments Account	22.3	(26,618)	(26,044)
Pensions Reserve	22.4	(467,951)	(597,660)
Cash Flow Hedge Reserve	22.5	0	5,706
Collection Fund Adjustment Account	22.6	(1,621)	(34,309)
Accumulating Compensated Absences Adjustment Account		(1,603)	(2,059)
Deferred Capital Receipts		16	11
Financial Instruments Revaluation Reserve		(5,717)	(1,903)
Pooled Investment Fund Adjustment Account		1,626	1,843
Total Unusable Reserves		(141,210)	(294,975)

22.1 Revaluation Reserve

The revaluation reserve contains the gains made by the Council arising from increases in the value of its Property, Plant and Equipment. The balance is reduced when assets with accumulated gains are:

- revalued downwards or impaired and the gains are lost;
- used in the provision of service and the gains are consumed through depreciation, or;
- disposed of and the gains are realised.

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	2019/20	2020/21
	£000	£000
Balance at 1 April	202,521	228,398
Upward revaluation of assets	47,781	32,482
Downward revaluation of assets and impairment losses not charged to the (surplus)/deficit on the Provision of Services	(6,072)	(15,742)
Surplus or (Deficit) on the Revaluation of Non-current Assets Not Posted to the (Surplus) or Deficit on the Provision of Services	41,709	16,740
Release of Investment Property Balance	(1,927)	0
Difference between fair value depreciation and historical cost depreciation	(13,720)	(3,285)
Accumulated gains on assets sold or scrapped	(185)	(3,682)
Amount Written Off to the Capital Adjustment Account	(15,832)	(6,967)
Balance at 31 March	228,398	238,171

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	2019/20	2020/21
	£000	£000
Balance at 1 April	204,544	132,260
Release of Investment Property balance in the Revaluation Reserve	1,927	0
Reversal of Items Relating to Capital Expenditure Debited or Credited to the Comprehensive Income and Expenditure Statement:		
Charges for depreciation and impairment of non-current assets	(27,675)	(22,380)
Revaluation losses on Property, Plant and Equipment	(11,853)	(540)
Amortisation of intangible assets	(7)	(7)
Revenue expenditure funded from capital under statue	(10,588)	(20,483)
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	(446)	(9,871)
Adjusting amounts written out of the Revaluation Reserve	13,720	6,967
Revaluation losses on Share Purchase	(73,435)	(60)
Capital Financing Applied in the Year:		
Use of the Capital Receipts Reserve to finance new capital expenditure	1,661	1,843
Capital grants and contributions credited to the Comprehensive Income and Expenditure Statement that have been applied to capital financing	14,425	21,674
Amounts Reserved for Future Capital Funding:		
Statutory provision for the financing of capital investment charged against the General Fund (includes TBTF element)	10,872	19,721
Capital expenditure charged against General Fund	523	533
Movements in the market value of Investment Properties debited or credited to the Comprehensive Income and Expenditure Statement	5,526	(8,300)
Movement in the Donated Assets Account credited to the Comprehensive Income and Expenditure Statement	256	0
Other Movement on the CAA in Year:		
Landfill Site Provision	944	(934)
Write down of long-term debtors	(458)	(1,478)
Deferred credit - Energy from Waste	2,324	2,324
Balance at 31 March	132,260	121,269

22.3 Financial Instruments 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 there was no early redemption of 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	2019/20	2020/21
	£000	£000
Balance at 1 April	(27,227)	(26,618)
Adjustment between Financial Instruments Revaluation Reserve for prior year	0	20
Financial Instruments written off	0	(57)
Proportion of premiums incurred in previous financial years to be charged against the General Fund Balance in accordance with statutory	544	544
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	65	67
Balance at 31 March	(26,618)	(26,044)

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	2019/20	2020/21
	£000	£000
Balance at 1 April	(554,631)	(467,951)
Opening balance adjustment	0	9
Actuarial gains or losses on pensions assets and liabilities	49,409	(110,721)
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	(49,586)	(37,568)
Employer's pensions contributions and direct payments to pensioners payable in the year	85,682	14,781
(Increase)/decrease in Plymouth's share of next deficit in year of Devon County Council Pension Fund	1,175	3,790
Balance at 31 March	(467,951)	(597,660)

22.5 Cash Flow Hedge Reserve

The Cash Flow Hedge Reserve holds the cumulative gains or losses on financial derivatives used in designated and effective cash flow hedges. See also note [18.6](#). The following table shows the transactions posted to the account during the year:

Movement in Cash Flow Hedge Reserve	2019/20	2020/21
	£000	£000
Balance at 1 April	0	0
Hedge gains/(losses) recognised in Other Comprehensive Income *	0	6,078
Amounts reclassification to Financing and Investment Income and Expenditure as interest expense **	0	(372)
Balance at 31 March	0	5,706

* Includes fair value charge plus cash flows plus accrual

** Cash flows plus accrual reversed to Finance Income and Expenditure

22.6 Collection Fund Adjustment Account

The collection fund adjustment account manages the differences arising from the recognition of council tax and non-domestic rates income in the Comprehensive Income and Expenditure Statement as it falls due from council tax payers and business rates payers compared with the statutory arrangements for paying across amounts to the General Fund from the collection fund.

Collection Fund Adjustment Account	2019/20	2020/21
	£000	£000
Balance at 1 April	5,514	1,621
Amount by which council tax and non-domestic rates income credited to the Comprehensive Income and Expenditure Statement is different from council tax and non-domestic rates income calculated from the year in accordance with statutory requirements	(3,893)	32,688
Balance at 31 March	1,621	34,309

23 Notes to the Cash Flow

23.1 Cash Flow Statement – Operating Activities

The surplus or deficit on the provision of services has been adjusted for the following non-cash movements:

Analysis of Operating Activities	2019/20	2020/21
	£000	£000
Net Surplus or (Deficit) on the Provision of Services	(45,718)	(13,807)
Adjust net surplus or deficit on the provision of services for non-cash movements:		
Depreciation	27,675	22,380
Impairment and downward valuations	(3,794)	0
Amortisation	7	0
Impairment losses on investments debited to surplus or deficit on the Provision of Services in year	6,459	59
Adjustments for effective interest rates	61	1,255
(Increase)/decrease in interest creditors	(607)	5,038
(Increase)/decrease in creditors	2,428	5,307
(Increase)/decrease in interest and dividend debtors	(107)	(62)
(Increase)/decrease in debtors	5,264	(8,990)
(Increase)/decrease in inventories	12	156
Pension liability	(37,271)	18,999
Revaluation Losses on Share Purchase	73,435	0
Contributions to/(from) Provisions	(1,745)	8,266
Donations	(256)	0
Carrying amount of non-current assets sold	446	6,189
Movement in Investment Property values	(5,526)	8,300
Total	66,481	66,897
Adjust for Items Included in the Net Surplus or Deficit on the Provision of Services that are Investing or Financing Activities		
Capital grants credited to surplus or deficit on the Provision of Services	(16,150)	(24,980)
Proceeds from the sale of short-term and long-term investments	3,047	12,000
Proceeds from the sale of Property, Plant and Equipment, Investment Property and Intangible Assets	(2,209)	(1,663)
Total	(15,312)	(14,643)
Net Cash Flows from Operating Activities	5,451	38,447

The cash flows for operating activities include the following items:

Analysis of Interest Paid and Received	2019/20	2020/21
	£000	£000
Interest received	3,385	4,527
Interest paid	(11,201)	(9,871)

23.2 Cash Flow Statement – Investing Activities

Analysis of Investing Activities	2019/20	2020/21
	£000	£000
Purchase of Property, Plant and Equipment, Investment Property and Intangible Assets	(187,379)	(75,727)
Purchase of short-term and long-term investments	(20,000)	(9,862)
Other payments for Investing Activities	(4,099)	4,434
Proceeds from the sale of Property, Plant and Equipment, Investment Properties and Intangible Assets	2,231	1,668
Proceeds from short-term and long-term investments	4,893	0
Other Receipts from Investing Activities	54,939	42,266
Net Cash Flows from Investing Activities	(149,415)	(37,221)

23.3 Cash Flow Statement – Financing Activities

Analysis of Financing Activities	2019/20	2020/21
	£000	£000
Cash receipts of short-term and long-term borrowing	745,790	97,042
Billing Authorities - Council Tax and NDR adjustments	1,014	2,962
Repayment of short-term and long-term borrowing	(592,501)	(112,917)
Payments for the reduction of a finance lease liability	(49)	(1,511)
Payments for the reduction of a PFI liability	(3,363)	16,267
Net Cash Flows from Financing Activities	150,891	1,843

23.4 Cash Flow Statement – Cash and Cash Equivalents

Analysis of Cash and Cash Equivalents	2019/20	2020/21
	£000	£000
Cash and bank balances	379	0
Cash Investments - regarded as cash equivalents	37,715	41,414
Tamar Bridge and Torpoint Ferry	696	445
Net Cash Flows from Cash and Cash Equivalents	38,790	41,859

24 Pooled Budgets – Integrated Fund

The Council has a pooled budget arrangement with the Devon Clinical Commissioning Group (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 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 Devon 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. In 2020/21, because of the

global pandemic, and its effects on the costs of health and social care, it was agreed to amend the risk share for the year to 0% risk on both parties to the agreement. This decision will be reviewed for 2021/22.

Pooled Budget - Integrated Fund	2019/20	2020/21
	£000	£000
Contribution to the Pooled Budget:		
Plymouth City Council's contribution:		
Pooled	183,847	191,784
Aligned	71,722	76,868
Total Plymouth City Council	255,569	268,652
Devon CCG's contribution:		
Pooled	139,155	165,884
Aligned	241,662	221,118
Total Devon CCG	380,817	387,002
Total Combined Integrated Fund	636,386	655,654
Expenditure Met from the Pooled Budget:		
Plymouth City Council	255,680	274,755
Devon CCG	380,982	390,350
Total Expenditure on Integrated Fund	636,662	665,105
Net (Surplus)/Deficit on the Integrated Fund During the Year	276	9,451

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

Plymouth Better Care Fund	2019/20	2020/21
	£000	£000
Devon CCG Lead Commissioner	10,334	10,904
Plymouth City Council Lead Commissioner	11,081	11,415
Total Plymouth Better Care Fund	21,415	22,319

On 1 April 2019, NEW Devon CCG merged with South Devon CCG and is now known as Devon CCG.

25 Members' Allowances

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

Analysis of Members' Allowances	2019/20	2020/21
	£000	£000
Basic allowance	627	644
Special responsibility	375	373
Travel, subsistence and other expenses	2	0
Total	1,004	1,017

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, Chief Executive Office, 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	Compensation for Loss of Office	Pension Contributions	Total Remuneration	Notes
Salary over £150,000		£	£	£	£	
Tracey Lee - Chief Executive (Head of Paid Service)	2020/21	163,573	0	27,153	190,726	
	2019/20	188,551	0	23,402	211,953	Includes election duty payments as the Returning Officer.
Salary over £50,000 but less than £150,000						
Assistant Chief Executive	2020/21	121,001	0	20,086	141,087	Includes additional duties payments from 2019/20.
	2019/20	123,762	0	15,988	139,750	Includes additional duties payments and election duty payments as Deputy Returning Officer.
Director of Children's Services	2020/21	128,438	0	21,321	149,759	
	2019/20	125,000	0	18,375	143,375	Post shared with Torbay Council until 10 January 2020.
Director of Public Health	2020/21	108,553	0	15,610	124,163	
	2019/20	107,837	0	15,507	123,344	
Strategic Director of Customer and Corporate Services	2020/21	128,438	0	21,321	149,759	
	2019/20	125,915	0	18,375	144,290	Includes election duty payments.
Strategic Director for People	2020/21	128,438	0	21,321	149,759	
	2019/20	125,445	0	18,375	143,820	
Strategic Director for Place	2020/21	131,499	0	21,829	153,328	
	2019/20	127,980	0	18,813	146,793	

Senior Management Post	Financial Year	Salaries, Fees and Allowances	Compensation for Loss of Office	Pension Contributions	Total Remuneration	Notes
Service Director for Children, Young People and Families	2020/21	97,613	0	16,204	113,817	
	2019/20	69,462	0	10,211	79,673	A new position. Post holder commenced on 8 July 2019.
Service Director for Customer Services and Service Centre	2020/21	38,537	35,977	0	74,514	The post holder left the Council on 18 December 2020.
	2019/20	88,443	0	0	88,443	Includes election duty payments.
Service Director for Community Connections	2020/21	77,521	0	12,868	90,389	
	2019/20	75,891	0	11,091	86,982	Includes election duty payments.
Service Director for Economic Development	2020/21	100,485	0	16,800	117,285	
	2019/20	97,526	0	14,479	112,005	
Service Director for Education, Participation and Skills	2020/21	34,678	0	5,757	40,435	A new post holder commenced 16 November 2020.
	2020/21	79,521	0	13,200	92,721	The post holder left the Council on 31 December 2020.
	2019/20	102,428	0	15,057	117,485	
Service Director for Finance (Section 151 Officer)	2020/21	37,333	0	6,197	43,530	A new post holder commenced 23 November 2020.
	2020/21	68,390	0	0	68,390	The post holder left the Council on 15 December 2020.
	2019/20	100,000	0	0	100,000	Includes acting up payments for Interim Strategic Director for Transformation and Change.
Service Director for HR and Organisational Development	2020/21	97,613	0	16,204	113,817	
	2019/20	67,800	0	9,948	77,748	A new post holder commenced 15 July 2019. Includes election duty payments.
Service Director for Integrated Commissioning	2020/21	94,111	0	15,622	109,733	
	2019/20	92,492	0	13,464	105,956	Includes election duty payments.
Service Director for Strategic Planning and Infrastructure	2020/21	101,205	0	16,800	118,005	
	2019/20	98,496	0	14,479	112,975	
Service Director for Street Services	2020/21	86,312	0	13,938	100,250	
	2019/20	36,866	0	11,910	48,776	Role covered by Service Lead (SS&W) from 16 September 2019. Appointed to role 03 February 2020.
	2019/20	16,416	0	2,413	18,829	The post holder left the Council on 31 May 2019.

Senior Management Post	Financial Year	Salaries, Fees and Allowances	Compensation for Loss of Office	Pension Contributions	Total Remuneration	Notes
Head of Legal Services (Monitoring Officer)	2020/21	71,102	0	11,803	82,905	Role covered by the Assistant Head of Legal Services.
	2019/20	69,399	0	10,172	79,571	

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

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](#).

Remuneration Bandings	2019/20		2020/21	
	Schools	Non-schools	Schools	Non-schools
£50,000 - £54,999	17	26	18	45
£55,000 - £59,999	12	28	14	27
£60,000 - £64,999	3	4	6	2
£65,000 - £69,999	3	8	1	9
£70,000 - £74,999	3	2	2	4
£75,000 - £79,999	4	2	2	3
£80,000 - £84,999	1	1	3	1
£85,000 - £89,999	2	2	2	3
£90,000 - £94,999	1	0	2	0
£95,000 - £99,999	0	1	1	0
£100,000 - £104,999	0	0	0	1
Total	46	74	51	95

26.3 Employee Exit Packages

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

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	
	2019/20	2020/21	2019/20	2020/21	2019/20	2020/21	2019/20	2020/21
							£000	£000
£00,001 - £20,000	24	6	33	74	57	80	481	851
£20,001 - £40,000	4	1	6	27	10	28	265	749
£40,001 - £60,000	1	2	1	0	2	2	96	92
£60,001 - £80,000	0	0	0	0	0	0	0	0
£80,001 - £100,000	0	0	0	0	0	0	0	0
£100,001 - £150,000	2	0	0	0	2	0	211	0
Total	31	9	40	101	71	110	1,053	1,692

The Council terminated the contracts of a number of employees in 2020/21, including school based staff, incurring liabilities of £1.692m (2019/20: £1.053m). This includes a sum of £0.093m to the pension fund in respect of pension strain payments (for example, of the payments in the £40,001 - £60,000 band, 61% relates to the strain payment). The Council's expenditure on Schools is primarily funded by the Dedicated Schools Grant Provided by the Department of Education.

27 External Audit Costs

The Council has incurred the following costs in relation to the audit of the Statement of Accounts:

Analysis of External Audit Costs	2019/20	2020/21
Audit Area:	£000	£000
Fees payable to Grant Thornton LLP with regard to external audit services carried out by the appointed auditor for the year	105	183
Fees payable in respect of other services provided by Grant Thornton LLP during the year	18	29
Total	123	212

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		2020/21		
		Central Expenditure	Individual Schools Budget	Total
Note		£000	£000	£000
A	Final DSG before academy and high needs recoupment			218,216
B	Academy and high needs figure recouped			(144,787)
C	Total DSG after Academy and high needs recoupment			73,429
D	Brought forward from 2019/20			(202)
E	Carry-forward to 2021/22 agreed in advance			0
F	Agreed initial budgeted distribution in 2020/21	25,548	47,679	73,227
G	In year adjustments	0	(478)	(478)
H	Final budgeted distribution	25,548	47,201	72,749
I	Less actual central expenditure	24,639		24,639
J	Less actual ISB deployed to schools		47,225	47,225
K	Plus Local Authority contribution			0
L	Carry-forward to 2021/22 agreed in advance	909	(24)	885

- A. Final DSG figure before any amount has been recouped from the authority excluding the January 2021 early years block adjustment.
- B. Figure recouped from the authority in 2020/21 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 2020/21.
- D. Figure brought forward from 2019/20.

- E. Any amount which the authority decides after consultation with the school forum to carry forward to 2021/22 rather than distribute in 2020/21. This may be the difference between estimated and final DSG for 2020/21 or a figure brought forward from 2019/20 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 2020/21.
- 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 2021/22 which has the effect of substituting for DSG in funding the Schools Budget.
- L. Carry forward to 2021/22:
- 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 2021/22 already agreed.

29 Grant Income

The Council credited the following grants, contributions and donations to the Comprehensive Income and Expenditure Statement in 2020/21:

Credited to Taxation and Non-specific Grant Income and Expenditure	2019/20	2020/21
	£000	£000
Section 31 Grants	(6,277)	(36,060)
Capital Grants and Contributions	(10,143)	(14,228)
PFI Credits	(6,740)	(6,728)
Revenue Support Grant	(9,533)	(9,688)
Total	(32,693)	(66,704)

Grants Credited to Services	2019/20	2020/21
	£000	£000
Benefits Admin Grant	(935)	(913)
Dedicated Schools Grant and Other Education Grants	(69,955)	(75,863)
Housing Benefit Subsidy	(68,202)	(64,848)
Learning and Skills Council	(2,946)	(3,050)
Improved Better Care Fund	(10,454)	(11,738)
Transforming Social Care Grant	(2,194)	(7,853)
New Homes Bonus	(4,026)	(3,423)
Public Health Grant	(14,664)	(15,864)
Troubled Families Grant	(1,061)	(957)
Arts Council	(2,032)	(1,337)
Department of Health Grant	0	(7,276)
COVID-19 Emergency Fund	(8,464)	(31,694)
Other Revenue Grants	(14,046)	(22,016)
Total	(198,979)	(246,832)

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 held 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	2019/20	2020/21
	£000	£000
Adult Skills Budget, Participation Funding & Support Funds (including OCSW)	96	206
Business role on behalf of SWLEP	145	352
City Deal - A deal for young people	477	292
Controlling Migration Fund (Plymouth Integrate II)	418	121
COVID-19 Additional Dedicated Home to School and College Transport/Travel demand	0	256
COVID-19 Contain Outbreak Management Fund	0	3,148
COVID-19 National Leisure Recovery Fund	0	331
COVID-19 Test and Trace Service	0	1,143
Universal Credit Funding (From 20-21 included in HB New Burdens Welfare Reform)	88	0
Green Minds	0	945
Future High Street Fund	130	0
HB New Burdens (Welfare Reform)	188	0
Local Authority EU Exit Preparation (BREXIT)	67	124
ODPH Ringfenced Grant	261	0
Syrian Resettlement Programme (SRP)	0	665
Heating and Cooling Network Grant (ESCo/HNDU)	208	135
One Public Estate Phase 4	203	304
RegEnergy	8	111
South Yard Marine Business Technology (I6R16P01307)	168	0
Export Health Certificate Support Fund Grant	0	150
iMayflower	372	290
Other	407	377
Total	3,236	8,950

Capital Grant Receipts in Advance - Current Liabilities	2019/20	2020/21
	£000	£000
Department for Transport	18,466	25,111
Environment Agency	285	0
Highways England	0	189
Sport England	539	199
Football Foundation	1,190	1,189
Historic England	272	30
Heritage Lottery Fund	222	0
Arts Council	0	725
Growth Deal	0	14,379
Growth and Housing Fund	4,470	4,470
Homes England	375	600
Ministry for Housing, Communities and Local Government	5,171	5,545
European Regional Development Funding	0	1,258
Garfield Weston Foundation	250	0
Department for Business, Energy and Industrial Strategy	289	9,841
Warm Homes Fund	239	567
Heatnet	0	400
Office of Police & Crime Commissioner	0	326
S278 Agreements	199	199
Other	439	309
Total	32,406	65,337

Capital Grant Receipts in Advance - Long-term Liabilities	2019/20	2020/21
	£000	£000
Heritage Lottery Fund	12,123	12,617
Arts Council	3,150	3,966
European Regional Development Agency	1,007	2,247
Department for Transport	283	2,103
Section 106	16,454	13,754
Growth Deal	43,538	30,212
Homes England	11,920	10,421
Total	88,475	75,320

30 Related Parties

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

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	2019/20			2020/21		
		Receipts	Payments	Outstanding Balances/ Commitments	Receipts	Payments	Outstanding Balances/ Commitments
Subsidiaries, Associates and Joint Arrangements		£000	£000	£000	£000	£000	£000
Subsidiaries							
CATER ^{ed} Ltd	CATER ^{ed} is a co-operative trading company which is jointly owned by 67 local schools and Plymouth City Council. Plymouth City Council is the majority shareholder with 51% of the shares.	(160)	1,446	(182)	(147)	995	138
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.	(264)	1	0	(78)	0	78
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 Devon CCG.	(536)	11,998	(154)	(242)	11,875	5
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.	(62)	27	0	(50)	3	50

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 2020/21 is disclosed in note [25](#).

Members and Officers of the Council have returned 76 declarations of Related Party Transactions for 2020/21, a response rate of 90 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 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 Devon Clinical Commissioning Group. 2020/21 was the sixth year in which DELT was operational.

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

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

▪ CATER^{ed} Ltd

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

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

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

▪ Arca (Plymouth) Ltd

Arca (Plymouth) Ltd is a wholly owned subsidiary of the Council which is responsible for the administration and management of The Box and St Luke's Church which opened in September 2020.

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 2020/21 was £0.331m (2019/20: £0.332m).

▪ **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	2019/20	2020/21
	£000	£000
Opening Capital Financing Requirement 1 April	568,585	740,983
Capital Investment		
Property, Plant and Equipment	65,733	57,204
Investment Properties	47,577	26,558
Heritage Assets	217	1,304
Assets Held for Sale	154	0
Initial recognition of Donated Assets	256	0
Revenue Expenditure Funded from Capital Under Statute	10,588	20,483
Initial recognition of share purchase	73,435	60
Other capital expenditure	1,425	3,543
Total	199,385	109,152
Sources of Finance		
Capital Receipts	(1,661)	(1,843)
Other movements in Long-Term Debtors	185	(117)
Grants and Contributions applied in year	(14,425)	(21,674)
Revenue and Other Funds	(523)	(533)
Minimum Revenue Provision	(10,872)	(19,721)
Use of landfill provision	309	309
Total	(26,987)	(43,579)
Closing Capital Financing Requirement 31 March	740,983	806,556
Explanation of Movement in Year		
Increase in underlying need to borrow	165,646	61,286
Increase in underlying need to borrow resulting from other changes in capital financing requirement	6,752	4,287
Increase/Decrease in Capital Financing Requirement	172,398	65,573

32 Leases

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

Operating Leases - Council as a Lessor	31 March 2020	31 March 2021
	£000	£000
Not later than one year	12,028	15,309
Later than one year and not later than five years	39,789	49,829
Later than five years	286,353	186,413
Total	338,170	251,551

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 £5.687m was made in 2020/21 (2019/20: £5.622m). Payments remaining to be made under the PFI contract at 31 March 2021, 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 2020/21	2,555	1,042	2,090	5,687
Payable in 2021/22	2,594	1,136	1,999	5,729
Payable within two to five years	11,122	5,596	6,888	23,606
Payable within six to ten years	16,045	9,610	5,542	31,197
Payable within eleven to fifteen years	8,315	6,548	965	15,828
Total	38,076	22,890	15,394	76,360

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	2019/20	2020/21
	£000	£000
Balance outstanding 1 April	24,925	23,932
Payments during the year	(993)	(1,042)
Balance Outstanding 31 March	23,932	22,890

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 contributions from the Council and the schools which 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 2020/21	3,927	197	3,632	7,756
Payable in 2021/22	4,282	65	3,620	7,967
Payable within two to five years	17,104	2,351	14,025	33,480
Payable within six to ten years	25,660	5,126	15,826	46,612
Payable within eleven to fifteen years	29,684	11,165	11,503	52,352
Payable within sixteen to twenty years	23,394	14,820	3,460	41,674
Payable within twenty one to twenty five years	0	0	0	0
Total	100,124	33,527	48,434	182,085

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	2019/20 Plymouth Share	2019/20 Deferred Income	2020/21 Plymouth Share	2020/21 Deferred Income
	£000	£000	£000	£000
Balance outstanding 1 April	33,819	48,797	33,725	46,473
Payments during the year	(94)	(2,324)	(197)	(2,324)
Balance Outstanding 31 March	33,725	46,473	33,528	44,149

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 Scheme 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 2020/21, Plymouth City Council paid £3.892m to Teachers' Pensions in respect of teachers' retirement benefits (2019/20: £3.375m). There were no contributions remaining payable at the year-end. In 2020/21 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.

As a result of the High Court's recent Lloyds ruling on the equalisation of Guaranteed Minimum Pension (GMP), a number of pension schemes have made adjustments to accounting disclosures. Barnett Waddingham (Council actuaries) have made the valuation assumption that they do not need to make any adjustments to the value placed on the liabilities as a result of this ruling.

The McCloud/Sargeant cases relate to age discrimination within the Judicial and Fire Pension Schemes respectively. On the 15 July 2019 the Government released a statement to confirm that it expects to have to amend all public service pension schemes, including LGPS. The Scheme Advisory Board with consent from MHCLG commissioned the Government Actuary Department (GAD) to report on the possible impact of the McCloud/Sargeant judgement on LGPS liabilities. This followed a CIPFA briefing note which said that local authorities should consider the materiality of the impact. The estimated cost of the impact of the McCloud/Sargeant judgement have been incorporated into the pension notes as at 31 March 2021.

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	2019/20	2020/21
	£000	£000
Cost of Services		
Service cost comprising:		
current service cost	28,668	26,745
past service cost	7,048	98
(gain)/loss from settlements	634	(905)
Financing and Investment Income and Expenditure		
Net interest expense	11,867	10,444
Other Operating Expenditure		
Administration expenses	515	544
Total Post-employment Benefit Charged to the Surplus/Deficit on the Provision of Services	48,732	36,926
Other Post-employment Benefits charged to the Comprehensive Income and Expenditure Statement		
Re-measurement of the net defined benefit liability comprising:		
return on plan assets (excluding the amount included in the net interest expense)	78,635	(162,702)
actuarial gains and losses arising on changes in demographic assumptions	(16,058)	(12,664)
actuarial gains and losses arising on changes in financial assumptions	(115,092)	304,288
experience gain/(loss) on defined benefit obligation	8,945	(20,265)
other	(4,264)	0
Total Post-employment Benefits Charged to the Comprehensive Income and Expenditure Statement	898	145,583
Movement in Reserves Statement		
Reversal of net charges made to the Surplus or Deficit on the Provision of Services for post-employment benefit in accordance with the Code	(48,732)	(36,926)
Actual Amount Charged Against the General Fund Balance for Pensions in the Year:		
employers' contribution payable to the scheme	85,278	14,360
retirement benefits payable to pensioners	3,231	3,178
adjustment re: net increase/(decrease) per LGR pension liability	1,175	3,790

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)	2019/20	2020/21
	£000	£000
Opening Balance at 1 April	(1,250,004)	(1,163,520)
Current service cost	(28,668)	(26,745)
Interest cost	(29,652)	(26,974)
Contributions by scheme participants	(5,589)	(5,843)
Re-measurement (gain) and losses:		
actuarial gains/losses arising from changes in demographic assumptions	16,058	12,664
actuarial gains/losses arising from changes in financial assumptions	115,092	(304,288)
experience loss/(gain) on defined benefit obligation	(8,945)	20,265
Past service costs, including curtailments	(7,048)	(98)
Liabilities assumed/(extinguished) on settlements	(1,518)	2,249
Benefits paid	34,672	33,941
Unfunded pension payments	2,082	2,058
Closing Present Value of Liabilities	(1,163,520)	(1,456,291)

Reconciliation of the Movement in the Fair Value of Scheme (Plan) Assets	2019/20	2020/21
	£000	£000
Opening Fair Value of Scheme Assets	713,571	711,467
Interest income	17,785	16,530
Re-measurement gain/(loss):		
the return on plan assets, excluding the amount included in the net interest expense	(78,635)	162,702
other actuarial gains/(losses)	4,264	0
Administration expenses	(515)	(544)
Contributions from employer	85,278	14,360
Contributions from employees into the scheme	5,589	5,843
Benefits paid	(36,754)	(35,999)
Settlement prices received/(paid)	884	(1,344)
Closing Present Value of Assets	711,467	873,015
Closing Balance at 31 March	(452,053)	(583,276)

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 £583.276m 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 2022 is £12.231m.

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 2021.

Basis for Estimating Assets and Liabilities	2019/20	2020/21
Mortality assumptions:		
Longevity at 65 for current pensioners:		
men	22.9	22.6
women	24.1	23.9
Longevity at 65 for future pensioners:		
men	24.3	24.0
women	25.5	25.4
Rate of inflation (CPI)	1.9%	2.8%
Rate of increase in salaries	2.9%	3.8%
Rate of increase in pensions	1.9%	2.8%
Rate for discounting scheme liabilities	2.4%	2.0%

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)	1,392,768	1,456,921	1,522,795
Rate of increase in salaries (increase or decrease by 0.1%)	1,453,994	1,456,921	1,458,607
Rate of increase in pensions (increase or decrease by 0.1%)	1,430,255	1,456,921	1,482,842
Rate for discounting scheme liabilities (increase or decrease by 0.1%)	1,485,415	1,456,921	1,427,765

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	2019/20	2020/21
	%	%
Equities	69	72
Gilts	4	3
Property	13	12
Cash	1	1
Other investments	13	12
Total	100	100

34.7 Pension Assets and Liabilities Recognised in the Balance Sheet

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

Pension Assets and Liabilities Recognised in the Balance Sheet	2019/20	2020/21
	£000	£000
Present value of the defined benefit obligation	1,128,448	1,424,510
Fair value of plan assets	(711,467)	(873,015)
Net Liability	416,981	551,495
Other movements in the liability	35,072	31,781
Net Liability Arising from Defined Benefit Obligation	452,053	583,276

PENSION INFORMATION FOR TAMAR BRIDGE AND TORPOINT FERRY JOINT COMMITTEE (TBTF)

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

Comprehensive Income and Expenditure Statement	2019/20	2020/21
	£000	£000
Cost of Services		
Service cost	740	564
Financing and Investment Income and Expenditure		
Net interest expense	113	79
Total Post-employment Benefit Charged to the Surplus/Deficit on the Provision of Services	853	643
Other Post-employment Benefits charged to the Comprehensive Income and Expenditure Statement		
Re-measurement of the net defined benefit liability comprising:		
return on plan assets (excluding the amount included in the net interest expense)	680	(1,212)
actuarial gains and losses arising on changes in demographic assumptions	(522)	175
actuarial gains and losses arising on changes in financial assumptions	(1,155)	3,234
experience gain/(loss) on defined benefit obligation	(579)	(133)
Total Post-employment Benefits Charged to the Comprehensive Income and Expenditure Statement	(723)	2,707
Movement in Reserves Statement		
Reversal of net charges made to the Surplus or Deficit on the Provision of Services for post-employment benefit in accordance with the Code	(854)	(643)
Actual Amount Charged Against the General Fund Balance for Pensions in the Year:		
Employers' contribution payable to the scheme	404	420

34.9 Assets and Liabilities in Relation to Post-Employment Benefits (TBTF)

Reconciliation of Present Value of the Scheme Liabilities (Defined Benefit Obligation)	2019/20	2020/21
	£000	£000
Opening Balance at 1 April	(13,946)	(12,528)
Adjustment to opening balance	0	10
Current service cost	(700)	(564)
Past service cost	(40)	0
Interest cost	(342)	(292)
Contributions from scheme participants	(109)	(111)
Re-measurement (gain) and losses:		
actuarial gains/losses arising from changes in demographic assumptions	521	(175)
actuarial gains/losses arising from changes in financial assumptions	1,155	(3,234)
experience loss/(gain) on defined benefit obligation	579	133
Benefits paid	354	357
Closing Present Value of Liabilities	(12,528)	(16,404)

Reconciliation of the Movements in the Fair Value of Scheme (Plan) Assets	2019/20	2020/21
	£000	£000
Opening fair value of scheme assets	9,483	9,191
Interest income	229	213
Re-measurement gain/(loss):		
the return on plan assets, excluding the amount included in the net interest expense	(680)	1,212
Contributions from employer	404	420
Contributions from employees into the scheme	109	111
Benefits paid	(354)	(357)
Closing Fair Value of Scheme Assets	9,191	10,790
Closing Balance at 31 March	(3,337)	(5,614)

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 £5.614m 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 2022 is £0.837m.

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 2021.

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 2021.

Basis for Estimating Assets and Liabilities	2019/20	2020/21
Mortality assumptions:		
Longevity at 65 for current pensioners:		
men	21.4	21.5
women	23.6	24.1
Longevity at 65 for future pensioners:		
men	22.3	22.8
women	25.1	25.8
Rate of increase in salaries	1.9%	2.9%
Rate of increase in pensions	1.9%	2.9%
Rate for discounting scheme liabilities	2.3%	2.0%

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% less certain deductions. However the timing and amount of any such receipts, if any, is uncertain; and is subject to a review of strategic policies that are applicable to the site.

35.2 Contingent Liabilities

The Council has no known contingent liabilities to report.

COLLECTION FUND FOR THE YEAR ENDED 31 MARCH 2021

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.

2019/20				Note	2020/21		
Business Rates	Council Tax	Total			Business Rates	Council Tax	Total
£000	£000	£000	Income		£000	£000	£000
0	(136,264)	(136,264)	Council tax receivable	<u>1</u>	0	(140,888)	(140,888)
(89,155)	0	(89,155)	Business rates receivable	<u>2</u>	(39,364)	0	(39,364)
(89,155)	(136,264)	(225,419)			(39,364)	(140,888)	(180,252)
			Expenditure				
			Apportionment of Previous Year's Surplus/ (Deficit)				
(6,075)	0	(6,075)	Central Government		(1,437)	0	(1,437)
(8,985)	1,655	(7,330)	Plymouth City Council		(349)	1,115	766
0	212	212	Devon and Cornwall Police and Crime Commissioner		0	156	156
(152)	95	(57)	Devon and Somerset Fire and Rescue Service		(18)	64	46
(15,212)	1,962	(13,250)			(1,804)	1,335	(469)
			Precepts, Demands and Shares				
44,993	0	44,993	Central Government		45,376	0	45,376
44,093	110,807	154,900	Plymouth City Council		44,469	117,482	161,951
0	15,533	15,533	Devon and Cornwall Police and Crime Commissioner		0	16,535	16,535
900	6,331	7,231	Devon and Somerset Fire and Rescue Service		907	6,583	7,490
89,986	132,671	222,657			90,752	140,600	231,352
			Charges to the Collection Fund				
218	0	218	Renewable Energy Disregard		211	0	211
593	714	1,307	Write offs of uncollectable amounts		253	1,659	1,912
111	1,071	1,182	Increase/(Decrease) in Bad Debt Provision		949	1,218	2,167
1,300	0	1,300	Increase/(Decrease) in Provision for Appeals		14,400	0	14,400
314	0	314	Cost of collection allowance		311	0	311
2,536	1,785	4,321			16,124	2,877	19,001
(11,845)	154	(11,691)	(Surplus)/Deficit for the Year		65,708	3,924	69,632
			Collection Fund Balance				
14,143	(2,898)	11,245	Balance as at 1 April		2,298	(2,744)	(446)
(11,845)	154	(11,691)	(Surplus)/Deficit for the year (as above)		65,708	3,924	69,632
2,298	(2,744)	(446)	Balance as at 31 March		68,006	1,180	69,186
			Allocated to:				
1,684	0	1,684	Central Government		34,003	0	34,003
591	(2,292)	(1,701)	Plymouth City Council		33,323	985	34,308
0	(322)	(322)	Devon and Cornwall Police and Crime Commissioner		0	140	140
23	(130)	(107)	Devon and Somerset Fire and Rescue Service		680	55	735
2,298	(2,744)	(446)	Total Allocated		68,006	1,180	69,186

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: 74,603 in 2020/21 (2019/20: 73,172).

The basic amount of Council Tax for a Band D property (2020/21: £1,884.65) 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	44,612	30,298	20,190	98.0%	19,786
B	31,370	25,884	20,132	98.0%	19,729
C	22,140	19,825	17,622	98.0%	17,270
D	9,233	8,482	8,482	98.0%	8,312
E	4,827	4,566	5,581	98.0%	5,469
F	1,749	1,662	2,400	98.0%	2,352
G	550	518	863	98.0%	846
H	25	18	36	98.0%	35
	114,506	91,253	75,306		73,799
Adjustment for MOD Properties					804
Tax Base Totals			75,306		74,603

The Council Tax Base was calculated at the time the 2020/21 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 £140.601m (£1,884.65 x 74,603). In practice, however, the average number of properties and values of discounts vary from the estimates, and the actual income increased to £140.888m (2019/20: £136.264m).

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 51.2p in 2020/21 (2019/20: 50.4p).

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 49 per cent. The remainder is distributed to preceptors: 1 per cent to the Devon and Somerset Fire and Rescue Authority (DSFRA) and 50 per cent to Central Government.

The business rates shares payable for 2020/21 were estimated before the start of the financial year as £45.365m to Central Government, £0.908m to DSFRA and £44.469m to Plymouth City Council.

These sums have been paid during 2020/21 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 2020/21 Plymouth had a baseline amount of £58.335m and received a tariff of £14.835m 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 £53.960m. As our adjusted retained income is above this level no safety net payment was due to Plymouth for 2020/21.

Section 31 Grant funding for Business Rate reliefs awarded by Central Government in 2020/21 was £6.555m based on the original estimates made in January 2020. Further reliefs of £45,690m were awarded during the year in response to the extended relief scheme introduced in March 2020.

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 2021 the Council included a provision of £8.945m.

For 2020/21, the total non-domestic rateable value at the end of the year was £229.973m (2019/20: £230.8m).

The total income from ratepayers in 2020/21 was £38.871m (2019/20: £89.155m), a reduction from 2019/20 due to the Governments extended relief scheme.

This sum included £1.7m 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 Business Rate Retention 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.

Audit and Governance Committee

Draft Work Programme 2021 - 2022



Please note that the work programme is a 'live' document and subject to change at short notice.

For general enquiries relating to the Audit and Governance Committee, including this Committee's work programme, please contact Helen Rickman, Democratic Advisor on 01752 398444.

Date of meeting	Agenda item	Responsible Officer	Reason for consideration
26 July 2021	Governance Review	Grant Thornton	Presentation of the final report from the audit review by GT and the agreed Action Points.
	Audit Progress Report and Sector Update	Grant Thornton	To receive a progress and sector update from the external auditor.
	Audit Actions Review	Paul Looby	A new regular report that will track the attainment of audit actions from all audit reports whether from DAP, GT or other review agencies
	Internal Audit End of Year Report 2020/21	Brenda Davies	The Internal Auditor's overall assessment of the 2020/21 financial year.
	Internal Audit Charter and Strategy (a refresh)	Brenda Davies	A review presented annually.
	End of Year report for Counter Fraud 2020/21	Ken Johnson	A report which sets out the incidence/performance in the counter fraud arena in 2020/21
	A & G Committee Training Programme	Andrew Loton	This item sets out proposals for the delivery of training for the Committee
	Treasury Management Report 2020/21	Chris Flower	A review of treasury management activity and performance in 2020/21.

Date of meeting	Agenda item	Responsible Officer	Reason for consideration
	Strategic Risk Register	Rob Sowden	To receive the strategic risks of the council.
	Health and Safety Annual Report	Clare Cotter	An annual report presented to the committee.
27 September 2021	Internal Audit Progress Report	Brenda Davis	To note the findings in the report which provides Members with a position statement on the audit work carried out since April 2021.
	Whistleblowing Policy (a refresh)	Brenda Davis' Ken Johnston	To note the changes and approve the updated Whistleblowing Policy.
	Updated Anti-Fraud, Bribery and Corruption Policy and Updated Anti-Fraud, Bribery and Corruption Strategy and Response Plan	Brenda Davis/ Ken Johnston	To agree changes to both documents to support the Council's ongoing commitment in reducing fraud.
	Decisions Process Guidance	Andrew Loton	New guidance relating to the handling of key decisions for discussion by the committee.
	Statement of Accounts 2020/21	Paul Looby & Carolyn Haynes	The Statement of Accounts 2020/21 are being presented for approval. The Accounts and Audit Regulations require the accounts to be formally approved and published on or before 30 September 2021.
	Annual Governance Statement (AGS) 2020/21	Rob Sowden	To approve the Annual Governance Statement (statutory document required by Accounts and Audit Regulations).
	Performance and Accountability System – Approach to Performance Management	Rob Sowden	To note the Performance and Accountability System that outlines the Council's approach to Corporate Performance Management.

Date of meeting	Agenda item	Responsible Officer	Reason for consideration
	Local Government Ombudsman Report	Giles Perritt	To receive an update on key findings of analysis into complaints relating to Plymouth that have been received by the Local Government Ombudsman (LGO).
	Audit Actions Review	Paul Looby	To provide the Committee with an update on the tracking of Audit recommendations from Grant Thornton and Devon Audit Partnership.
	External Auditor – Audit Plan 2020/21	Geri Daly/ Paul Dossett (Grant Thornton)	To receive a report from the Council's external auditor.
29 November 2021	Internal Audit Half Year Report	Brenda Davis	
	Counter Fraud Team Half Year Report	Ken Johnston	
	Treasury Management Strategy 2022/23	Chris Flower	
	Final Accounts 2019/20	Paul Looby/ Carolyn Haynes	To be confirmed.
	Working Group Update: Terms of Reference Review	Andrew Loton	
28 March 2022	2022/23 Internal Audit Plan	Brenda Davis	
	Member Development	Head of Governance Performance and Risk	To agree the programme of member development for the following municipal year.
	Treasury Management Practices and Principles	Chris Flower	A review produced annually of practices and principles used to conduct TM activities.

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