

# AGENDA

## Audit Committee

**Wednesday, 27 July 2022 AT 10:00**  
**In the Flensburg Room, Civic Centre, Carlisle, CA3 8QG**

### **APPOINTMENT OF VICE CHAIR**

To appoint a Vice Chair of the Audit Committee.

### **APOLOGIES FOR ABSENCE**

To receive apologies for absence and notification of substitutions

### **DECLARATIONS OF INTEREST**

Members are invited to declare any disclosable pecuniary interests, other registrable interests and any interests, relating to any items on the agenda at this stage.

### **PUBLIC AND PRESS**

To agree that the items of business within Part A of the agenda should be dealt with in public and that the items of business within Part B of the agenda should be dealt with in private.

### **MINUTES OF PREVIOUS MEETING**

To approve the minutes of the meeting held on 8 July.  
(Copy minutes to follow)

## **PART A**

**To be considered when the Public and Press are present**

### **A.1 EXTERNAL AUDITOR'S PROGRESS REPORT AND SECTOR UPDATE**

Grant Thornton to provide a verbal update to the Committee on progress in delivering their responsibilities as the Council's external auditors.

### **A.2 DRAFT STATEMENT OF ACCOUNTS 2021/22**

**3 -  
168**

The Corporate Director of Finance and Resources to submit a report providing an update on the progress of the preparation of the Statement of Accounts 2021/22.

(Copy report RD.30/22 and draft accounts herewith)

### **A.3 DRAFT ANNUAL GOVERNANCE STATEMENT 2021/22**

**169 -  
186**

The Corporate Director of Finance and Resources to submit the draft Annual Governance Statement 2021/22.

(Copy report RD.29/22 herewith).

## **PART B**

**To be considered when the Public and Press are excluded from the meeting**

**-NIL-**

Enquiries, requests for reports, background papers etc to:  
[democraticservices@carlisle.gov.uk](mailto:democraticservices@carlisle.gov.uk)

# Carlisle City Council

## Report to Audit Committee

Item  
A.2

### Report details

Meeting Date:	27 July 2022
Portfolio:	Finance, Governance and Resources
Key Decision:	Not applicable
Policy and Budget Framework	Yes/No
Public / Private	Public
Title:	DRAFT STATEMENT OF ACCOUNTS 2021/22
Report of	CORPORATE DIRECTOR OF FINANCE AND RESOURCES
Report Number	RD 29/22

### Purpose / Summary:

The revised Accounts and Audit (Amendment) Regulations 2021 reflect the revised dates for publishing and auditing the Statement of Accounts for 2020/21 and 2021/22. The new requirements change the fixed period for public inspection (previously the first 10 working days of June) to start on or before the first working day of August and therefore the unaudited accounts must be published, at the latest, by 31 July.

The Council's Statement of Accounts 2021/22 (subject to Audit) have been certified by the S.151 Officer in accordance with the revised Statutory requirements. They will now be subject to audit, which must be concluded by the statutory deadline of 30 November 2022. Key issues included within the 2021/22 Statements are highlighted within the report for Members attention.

### Recommendations:

The Committee is asked to:

- (i) Note that the 2021/22 Statement of Accounts have been certified as giving a true and fair view by the Corporate Director of Finance and Resources and that they will now be subject to audit;
- (ii) To note that the internal quality review of the accounts is still ongoing and that the accounts may be re-authorised for issue prior to the statutory deadline if required;
- (iii) to confirm that the Committee has been appropriately briefed on how accounting estimates are used.

### Tracking

Audit Committee	27 July 2022
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## **1. Background**

- 1.1 The revised Accounts and Audit (Amendment) Regulations 2021 require that the City Council's Statement of Accounts be certified by the Council's Section 151 Officer by 31 July. The 2021/22 accounts were signed on 14 July 2022.
- 1.2 The Statements reflect the summarised financial out-turn information which was recently considered by the Executive and Business and Transformation Scrutiny Panel. To a large extent the format of the Statement of Accounts is prescribed and is therefore presented in a different format from the internal out-turn reports.
- 1.3 The Statements presented are subject to the formal audit process which must be completed by 30 November for 2021/22. The auditors will undertake their work in order to identify any material changes required to the Statements and they will produce an International Standard on Auditing (ISA)+260 Statement (Audit Findings Report) which also details any unadjusted misstatements found during the course of the audit. Their findings need to be considered by 'those charged with governance', which in respect of the Statements, is the Audit Committee.
- 1.4 Internal Audit carries out an in-depth review of the main financial systems according to a three-year rolling programme. This provides the assurances that the information used to prepare the Statement of Accounts is accurate and relevant. Management assurances are also sought from all Directors, including using the CIPFA control matrices approach, to ensure that the key controls are operating effectively in all other Council main financial systems (not subject to an annual audit review) and also to assess any significant changes across the Council.

## **2. Outturn Reports**

- 2.1 The Revenue and Capital Provisional Out-turn reports have been considered by the Executive and People Scrutiny Panel.
- 2.2 As mentioned above, the Statement of Accounts are based upon these final out-turn figures. However, because of the different way in which the Accounts must be produced, it is very difficult to see the out-turn figures within the Income and Expenditure Account. A reconciliation between the out-turn figures and the net operating expenditure on the Income and Expenditure Account has been prepared and is attached at **Appendix A** for information

## **3. Key Issues**

- 3.1 The Annual Governance Statement will accompany the Annual Statement of Accounts following the audit process. It is a requirement of the 2021 Code that the Annual Governance Statement be considered and approved separately. The Statement of Accounts 2021/22 (subject to audit), including the draft Annual Governance Statement, have been attached at **Appendix B**.

The Committee should note that at the time of issuing this report, the figures contained in the draft Statement of Accounts in Note 4.16 (Cumbria Business Rates Pool), were based on the last estimates received of pool performance for 2021/22. If the figures are confirmed by the required statutory publication date of 31 July, the draft accounts will be updated to reflect this.

Members should also note that the internal quality review of the accounts is still ongoing and should there be a requirement to make any changes to the version considered at this meeting, the accounts may be re-authorised for issue with the final version being passed to the auditors by the required statutory deadline.

### 3.2 **Significant issues**

Key issues within the Statement of Accounts to which Members attention is drawn are as follows:

#### 3.2.1 **Comprehensive Income & Expenditure Statement (CIES)**

These statements summarise the resources that have been generated and consumed in providing services and managing the council during the last year. It includes all day to day expenses and related income on an accruals basis. The main items of note are as follows:

**Cost of Services** – an decrease of £2.119million over the previous year. There is also an decrease of £2.567million in Taxation and Non-Specific Grant income, mainly due to COVID-19 related grant income.

#### 3.2.2 **Balance Sheet**

The balance sheet records all of the Council's assets and liabilities as at 31 March 2022. Overall, the Council's Net Worth on its Balance Sheet has increased from £128.346million in 2021/22 to £149.160million in 2021/22.

**Long Term Assets** – these are assets owned by the authority which are used either in direct service provision or held for investment purposes. The value as at 31 March 2022 is £214.846million (March 2021 £190.605million). This is mainly due to an increase in Assets Under Construction (Sands Centre) of £13.684million and an increase in the valuation of heritage assets (£4.636million) following a revaluation for insurance purposes of the pictures, prints and sculptures.

**Current Assets** – the main items included within this heading are debtors i.e. money owed to the Council as at 31 March 2022 and short-term investments. The Council had £12.007million invested in a variety of banks and building societies at 31 March excluding the investment in the property fund which is shown as a long-term investment of £3.867289million (2020/21 £3.289million). The Council also held Cash and Cash Equivalents £17.277million (2020/21 £6.802million). This increase in cash and

investment balances can be explained by the receipt of capital grants and funding that was yet to be defrayed in the year.

**Current liabilities** – this includes the amount of money owed by the Council to its suppliers and contractors which totalled £45.384million as at 31 March 2022 (£16.494million as at 31 March 2021). This is due to the receipt of capital grants and funding that was yet to be defrayed in the year.

**Long term liabilities** – this section is made up of several different items. Long term borrowing and the value of the pension liability makes up approximately 74% of the total. The Pension Liability amounts to £41.753million as at March 2022 (£52.532million March 2021). This is the value placed on the Council liability by the Pension Fund Actuary and is offset in the balance sheet by a corresponding credit on the Pension Reserve.

**Financed by** – the total of all the items within this section is the value of the net worth of the Council. It shows the reserves and balances held as at 31 March 2022.

A separate earmarked reserve for Business Rates s.31 grants has been disclosed on the balance sheet to recognise that this will be utilised in 2022/23 to offset the deficit on the Collection Fund. A general fund grant was provided to all local authorities as compensation for the loss of business rate income arising from the decision to grant 100% rate relief to the retail, leisure and hospitality businesses in response to the COVID-19 pandemic. This earmarked reserve is therefore only available to offset this deficit in 2022/23.

### 3.2.3 Collection Fund

The Collection Fund records the performance of the Council's collection of Council Tax and Business Rates.

**Council Tax** - For Council Tax, performance resulted in a decrease in the deficit generated from £1.202million to a deficit of £0.587million, which is shared between the main preceptors, The County Council, The Police and the City Council. The City Council share of £70,813 will be re-distributed as part of the budget and Council Tax setting process for 2023/24.

**Business Rates** – The Council continued to participate in the Cumbria Business Rate Pool which was set up to retain 100% of any business rates growth within Cumbria, rather than 50% being payable to Central Government.

The Council saw growth in Business Rates of £2.698million in 2021/22, and by participating in the Pool retained £2.049million of this (without pooling the Council would only have retained £1.349million).

The Collection Fund position for Business Rates shows a deficit of £8.574million, which the Council's share is £3.429million and which will be redistributed during the 2022/23. As outlined above, this deficit will be offset by the Business Rates s.31 grant reserve.

#### **4. Accounting Estimates**

4.1 ISA (UK) 540 (Revised December 2018) requires auditors to understand and assess an entity's internal controls over accounting estimates, including:

- The nature and extent of oversight and governance over management's financial reporting process relevant to accounting estimates;
- How management identifies the need for and applies specialised skills or knowledge related to accounting estimates;
- How the entity's risk management process identifies and addresses risks relating to accounting estimates;
- The entity's information system as it relates to accounting estimates;
- The entity's control activities in relation to accounting estimates; and
- How management reviews the outcomes of previous accounting estimates.

4.2 As part of this process auditors also need to obtain an understanding of the role of those charged with governance (which for the Council is the Audit Committee), which is particularly important where the estimates have high estimation uncertainty or require significant judgement. Specifically do Audit Committee members:

- Understand the characteristics of the methods and models used to make the accounting estimates and the risks related to them;
- Oversee management's process for making accounting estimates, including the use of models, and the monitoring activities undertaken by management; and
- Evaluate how management made the accounting estimates?

4.3 Therefore it is important that the Audit Committee is able to satisfy itself that the arrangements for accounting estimates are adequate. The table at **Appendix C** details the main areas where Accounting Estimates are used, and the considerations made by Officers in using the estimation techniques applied in the accounts preparation process. The main areas where estimations are used are:

- Land and Building Valuations
- Investment Property Valuations
- Depreciation
- Fair Value Estimates (Financial Instruments and Investment Property)
- Pension Valuations
- Provisions – Business Rate Appeals Provisions, Bad Debt Provisions

The use of estimates was also considered and explained at the recent Member training on Statement of Accounts held on 1<sup>st</sup> July.

## **5. Risks**

- 5.1 Risks to future years' budget and development of ongoing impact of issues identified in the Statement of Accounts will be considered as part of Medium-Term Financial Planning Process.

## **6. Consultation**

- 6.1 The draft Statement of Accounts has been available to view by any interested party from 28<sup>th</sup> July 2022 to 8<sup>th</sup> September 2022 under the regulations laid down in the Accounts and Audit Regulations 2015, Section 15(2)(b) as amended by the Accounts and Audit (Amendment) Regulations 2021.

## **7. Conclusion and reasons for recommendations**

- 7.1 The Committee is asked to note that the 2021/22 Statement of Accounts have been certified as giving a true and fair view by the Corporate Director of Finance and Resources and that they will now be subject to audit and to confirm that the Committee has been appropriately briefed on how accounting estimates are used.

## **8. Contribution to the Carlisle Plan Priorities**

- 8.1 The Statement of Accounts provide the financial performance of the Council for the year 2021/22 in delivering its priorities.

### **Contact details:**

Contact Officer: Steven Tickner Ext: 7280

### **Appendices attached to report:**

- **Appendices attached to report:**
  - Appendix A – Reconciliation of Outturn to Cost of Services**
  - Appendix B – Draft Statement of Accounts 2021/22**
  - Appendix C – Accounting Estimates**

**Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers:**

- **None**
  -

### **CORPORATE IMPLICATIONS:**

**Legal** - It is the responsibility of the Audit Committee to approve the annual Statement of Accounts, income and expenditure and balance sheet (later in the year), and specifically, to consider whether appropriate accounting policies have been followed and whether there are any concerns arising from the financial statements or from the audit that need to be brought to the attention of the Council.

**Property Services** – None



**Finance** – Contained in the report

**Equality** – None

**Information Governance** - None

# APPENDIX A

Item	£
<b>Draft Outturn presented to Executive 25 May 2022</b>	<b>13,855,400</b>
<u>Adjustments to Outturn:</u>	
Transfers to provisions	<b>60,505</b>
Costs of Disposal	<b>(3,080)</b>
Discontinued Activities	<b>(298)</b>
<b>Final Out-turn</b>	<b>13,912,527</b>
Capital Receipts generated on the disposal of assets	(82,940)
Net book value of disposals written out of balance sheet	385,123
Parish Precepts	708,289
Actuary Reports on Pension Costs (IAS19)	
- Net Interest Costs	1,075,000
Net changes re IAS19 current and past service costs	2,369,000
Depreciation and Impairment Charges	2,482,245
Change in Fair Value of Investment Properties	(816,002)
Capital Expenditure on revenue expenditure funded from capital under statute (assets not owned by the Council) chargeable to the I&E account less grants and contributions received towards these costs	35,310
Direct Revenue Financing	(2,222,431)
Movement on Employee Benefit Reserve	(49,570)
Capital Government Grants and Contributions, credited to the I&E account	(1,869,409)
Capital Grants Credited to the CIES from Capital Grants Unapplied Account	0
Gain on Financial Instruments measured at Fair Value through Profit or Loss	(577,371)
Transfers to earmarked reserves shown elsewhere	
- Lanes Capital Fund	(14,900)
New Homes Bonus, Rural Services Delivery Grant, COVID Emergency Funding (shown as a funding source)	1,944,484
Financing from RSG/Council Tax/NNDR	(16,927,244)
<b>Surplus/Deficit on Provision of Services on the CIES</b>	<b>352,111</b>

**DRAFT**

**CARLISLE CITY COUNCIL**

**SINGLE ENTITY**

**UNAUDITED**

**STATEMENT OF ACCOUNTS**

**2021/22**

# UNAUDITED STATEMENT OF ACCOUNTS

## 2021/22 CONTENTS

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## Auditor Opinion

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## SECTION 1 – NARRATIVE REPORT

### 1.1 Introduction

The City Council must prepare and publish its Statement of Accounts annually. Their purpose is to give electors, local taxpayers, Council Members, employees, and other interested parties clear information about the Council's finances. The accounts presented are of a Single Entity as the Council has no relationships that require it to prepare Group Accounts.

The aim is to provide information on:

- the cost of providing Council services in 2021/22.
- how these services were paid for.
- what assets the Council owned at the end of the financial year; and
- what was owed, to and by, the Council at the end of the financial year.

This narrative report gives a guide to the most important matters included in the Statement of Accounts. The Statement of Accounts for the year ended 31 March 2022 have been produced by the Corporate Director of Finance and Resources and consists of the following: -

**(i) The Statement of Responsibilities for the Statement of Accounts**

This sets out the respective responsibilities of the Council and the Corporate Director of Finance and Resources for preparing the Statement of Accounts.

**(ii) The Movement in Reserves Statement**

This Statement shows the movement from the start of the year to the end on the different reserves held by the authority, 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 movement in year of the authority's reserves are broken down between gains and losses incurred in accordance with generally accepted accounting practices and the statutory adjustments required to return the amounts chargeable to council tax for the year. The Net Increase/Decrease line shows the statutory General Fund Balance movements in the year following those adjustments.

**(iii) The Comprehensive Income and Expenditure Statement**

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 statutory requirements; this may be different from the accounting cost. The taxation position is shown in both the Expenditure and Funding Analysis (Note 4.12) and the Movement in Reserves Statement. The Comprehensive Income and Expenditure Statement (CIES) is prepared in accordance with the requirements of the Code of Practice 2021 and is reported in the management reporting segments used by the Council. These segments are used throughout the accounts and include the following services:

Community Services	Economic Development	Corporate Support	Finance and Resources	Governance & Regulatory Services	Corporate Management
Arts & Leisure Contracts	Building Control	Customer Services	Accountancy	City Engineers	Direct Revenue Financing
Bereavement Services	Business Support	Digital and Information Services	Audit	Democratic Services	Non-Distributed Costs (Pensions)
Car Parking	Conservation & Heritage	Risk Management	Creditors	Electoral Services	Corporate Management
City Centre Management	Development Control	PA Support Team	Debtors	Environmental Health	Other Financial Costs
Carlisle Partnership	Economic & Border Partnerships		Finance	Enterprise Centre	Asset Management Costs (Depreciation)
Community Centres	Economic Development		Revenues & Benefits	Health & Safety	
Community Safety	Enterprise Zone		Insurance	Homelessness & Homelessness Accommodation	
Corporate Communications	Planning Enforcement		Section 151	Investment & Operational Property	
Emergency Planning	Regeneration & Projects		Procurement	Land Charges	
Events	Rural Policy & Support			Legal Services	
Green Spaces	Section 106 / Community Infrastructure Levy			Licensing	
Marketing	Strategic & Housing Planning Policy			Mayoral Support	
Old Fire Station				Member Services	
Overview & Scrutiny				Monitoring Officer	
Policy & Performance				Private Sector Housing	
Refuse and Recycling				Strategic Property	
Sports Development				Welfare Advice Service	
Street Cleaning					
3rd Sector Grants					
Tourism					
Health & Wellbeing					
HR, Payroll & Personnel					
Organisational Development					

**(iv) The Balance Sheet**

The Balance Sheet shows the value as at the Balance Sheet date of the assets and liabilities recognised by the Council. The net assets of the Council (assets less liabilities) are matched by the reserves held by the Council. Reserves are reported in two categories. The first category of reserves are usable reserves, i.e. those reserves that the Council may use to provide services, subject to the need to maintain a prudent level of reserves and any statutory limitations on their use (for example capital reserves that may only be used to fund capital expenditure or repay debt). The second category of reserves are those that the Council is not able to use to provide services. This category of reserves includes reserves that hold unrealised gains and losses (for example revaluation reserve), where amounts would only become available to provide services if the assets are sold; and reserves that hold timing differences shown in the Movement in Reserves Statement line “adjustments between accounting basis and funding basis under regulations”.

**(v) The 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 (i.e. borrowing) to the Council.

**(vi) Notes to the Accounts**

These explain in more detail some of the more significant entries in the core financial statements and include details of the significant Accounting Policies used in the preparation of the accounts.

**(vii) The Collection Fund**

This shows the total income received by the Council from council tax and business rates and how this has been distributed to all precepting organisations it is collected for, including the Council.

**(viii) The Annual Governance Statement**

This explains the framework within which internal control has been managed and reviewed by the Council during the year of account.

**1.2 2021/22 Budget and Medium-Term Financial Plan**

The 2021/22 revenue budget was set within the context of the Council’s Medium-Term Financial Plan (MTFP). The MTFP provides the financial framework within which the Council will seek to achieve its priorities and highlights any significant factors that will affect the future financial position of the Council.

The MTFP considers five key Financial Principles:

- Revenue Budget Strategy
- Commercial and Income Generation
- Council Tax and Business Rates Policy
- Capital Investment
- Treasury Management



The MTFP for 2021/22 highlighted that the key risks to the Council financially in the future were the uncertainties around the future design of a Business Rate Retention scheme and the Fair Funding Review. However, given these uncertainties, the budget for 2021/22, which was set in February 2021, showed that the Council still had to make £2.050million-of savings, and overall general fund reserves would show a small decrease over the period 2021/22 to 2025/26.

By the end of 2022/23, the savings still to be achieved on a recurring basis amount to £2.050million. The MTFP assumes that these savings are due to be found in total by 2023/24 but due to the uncertainties around future long-term changes to local government funding and local government reorganisation, this position will be subject to review and will be addressed in the Medium-Term Financial Plan for Cumberland Council.

Revenue expenditure generally relates to resources which are used within a year and which are paid for from council tax, business rates, government grants, fees and charges for services and other income received by the Council.

### Summary Service Expenditure Comparison of Budget to Actual

The table below shows a comparison of the Council's revised budget with its performance for 2021/22. More detailed information is shown in the Comprehensive Income and Expenditure Statement on page 23.

2021/22 Revenue Budget	£000
Approved Budget (Council Resolution - February 2021)	13,381
Carry Forward requests (2020/21 Outturn)	1,721
Supplementary Estimate	91
<b>Budget 2021/22 as at March 2022</b>	<b>15,193</b>
Non-Recurring Expenditure	
Use of Building Control Reserve	10
Use of Economic Recovery Reserve	50
Use of Prosecution Fund Reserve	2
Use of Revenue Grants Reserve	520
Use of Operational Risk Reserve	2,100
Use of Council Tax Hardship Grant Reserve	359
Use of Business Rates s31 Grants Reserve	9,463
Use of Council Tax Income Guarantee Reserve	23
Transfer to Planning Services Reserve	(57)
Transfer to Cremator Reserve	(89)
Additional Business Rates Income	(9,463)
Additional Council Tax Income	(23)
<b>Revised Budget 2021/22</b>	<b>18,088</b>

	Budget £000	Provisional Outturn £000	Variance £000
Community Services	11,147	10,615	(532)
Corporate Support	292	193	(99)
Economic Development	2,390	1,093	(1,297)
Finance and Resources	2,189	2,145	(44)
Governance and Regulatory Services	2,039	970	(1,069)
Corporate Management	(2,130)	(1,892)	238
Exceptional Items	2,161	788	(1,373)
<b>Service Expenditure</b>	<b>18,088</b>	<b>13,912</b>	<b>(4,176)</b>
Parish Precepts	708	708	0
<b>Total</b>	<b>18,796</b>	<b>14,620</b>	<b>(4,176)</b>
<b><u>Transfers to/(from) Reserves</u></b>			
General Fund Reserve	(1,347)	1,064	2,411
Building Control Reserve	(10)	38	48
Revenue Grants Reserve	(520)	443	963
Planning Services Reserve	57	58	1
Cremator Reserve	89	90	1
Economic Recovery Reserve	(50)	(50)	0
Operational Risk Reserve	(2,100)	(2,100)	0
Council Tax Hardship Grant Reserve	(359)	(359)	0
Council Tax Income Guarantee Reserve	(23)	(23)	0
Business Rate s.31 Grant Reserve	(9,463)	(6,308)	3,155
Prosecutions Fund Reserve	0	13	13
Carry Forward Reserve	0	240	240
Leisure Reserve	0	400	400
Tullie House Reserve	0	800	800
<b>Total Transfer to/(from) Reserves</b>	<b>(13,726)</b>	<b>(5,694)</b>	<b>8,032</b>
Financed by:			
Precept from Collection Fund	(8,324)	(8,344)	(20)
Business Rate Retention	(6,209)	(10,045)	(3,836)
Business Rate Deficit on Collection Fund	9,463	9,463	0
<b>Total Grants</b>	<b>(5,070)</b>	<b>(8,926)</b>	<b>(3,856)</b>
<b>Total</b>	<b>(18,796)</b>	<b>(14,620)</b>	<b>4,176</b>

The Council has total usable reserves of £16.726million at 31 March 2022 (£22.405million at 31 March 2021), of which the total earmarked reserves held are £9.986million (£16.969million at 31 March 2021). Further details of these reserves can be found at note 4.5.

For 2021/22 the Council was under-spent by £4.176million against the revised budget. This resulted in a lower use of general fund reserves in 2021/22 than expected. However, of the under spend, £1.968million has been identified for carrying forward into future years and £2.526million has been placed into earmarked reserves and provisions to meet known commitments. A further £3.155million from the additional funding received in year of

£3.856million has also been placed into earmarked reserves to meet known commitments on the Collection Fund.

The Council also has other unusable reserves totalling £132.324million at 31 March 2022 (£105.795million at 31 March 2021). Certain reserves are used to manage the accounting processes for assets and retirement benefits and do not represent usable resources for the Council.

The table below sets out how the Council's earmarked and general fund revenue reserves levels compares at 31 March 2022 to those that were forecast when it set its revenue budget in February 2021.

	Forecast 31/03/2022 £000	Outturn 31/03/2022 £000
<b>General Reserves</b>		
General Fund (including Projects Reserve)	(2,969)	(5,872)
Carry Forward Reserve	(632)	(868)
	<b>(3,601)</b>	<b>(6,740)</b>
<b>Earmarked Reserves</b>		
Building Control Reserve	(91)	(62)
Cremator Reserve	(785)	(1,286)
City Centre Reserve	(5)	(5)
Flood Reserve	(4)	(4)
Lanes Reserve	(105)	(105)
Planning Services Reserve	(205)	(264)
Prosecutions Fund Reserve	(36)	(49)
Revenue Grants Reserve	(1,209)	(2,584)
Apprentice Reserve	(78)	(96)
Waverley Viaduct Reserve	(30)	(30)
Operational Risk Reserve	0	(1,100)
Council Tax Income Guarantee Reserve	0	(46)
Business Rates s.31 Grant Reserve	0	(3,155)
Tullie House Reserve	0	(800)
Leisure Reserve	0	(400)
	<b>(2,548)</b>	<b>(9,986)</b>
<b>Total Usable Reserves</b>	<b>(6,149)</b>	<b>(16,726)</b>

The amount held in the Business Rates s.31 Grant Reserve is in relation to Section 31 grant received as compensation for loss of business rates due to expanded retail, leisure and hospitality relief granted to businesses as part of the COVID-19 response by Government. The amount held in the reserve will be used to offset the estimated deficit on the Collection Fund that will be recovered in 2022/23 and as such is unavailable for any other purpose.

For a more detailed analysis of the breakdown of income and expenditure and an explanation of variances from the budget a revenue outturn report for 2021/22 has been prepared which provides additional information on the year end position. This is available upon request from the Corporate Director of Finance and Resources.

### 1.3 Capital Expenditure and Financing

Capital expenditure relates to spending on the acquisition, creation and enhancement of fixed assets that generally have a life more than one year. This spending is usually paid for from borrowing, the sale of assets, specific government and other grants, capital balances and contributions from revenue balances. Spending on assistance to the private sector for

renovation grants, disabled facilities grants and other housing improvement schemes is also classed as capital expenditure and is known as Revenue Expenditure funded from capital under statute, because the spending does not generate an asset to the Council.

### (i) Capital Expenditure

The Council's revised capital programme for 2021/22 was approved at £28.426million. Overall capital spending for 2021/22, totalled £20.955million, resulting in an underspend of £7.471million. Where projects have not completed in the year, £7.107million has been reprofiled to future years. The overall programme can be summarised as follows:

	£000	£000
<b>Revenue Expenditure funded from Capital Under Statute</b>		
Disabled Facilities Grants	1,992	
Future High Street Projects	100	
Other Schemes	44	
		2,136
<b>Capital Investment on Assets</b>		
Industrial Estates	64	
Equipment, Vehicles and Plant	490	
Enhancements to Council Property	2,555	
Leisure Facilities Redevelopment	13,684	
Town Deal Projects	364	
Citadels Project	926	
Other Schemes	736	
		18,819
		<b>20,955</b>

The programme has been financed as follows:

	£000
Capital Receipts	80
Specified Capital Grant	2,156
Other Capital Grants and Contributions	1,849
Direct Revenue Financing	2,222
Unfinanced Capital Expenditure	14,648
	<b>20,955</b>

### (i) Borrowing

The Council has powers to borrow money for capital purposes under Section 1 of the Local Government Act 2003. The Council held a balance of £12.844million of borrowing with PWLB at 31 March 2022. No further borrowing was undertaken in the year. Further borrowing is scheduled in the Medium-Term Financial Plan, however, this is constantly reviewed to ensure borrowing is undertaken at the most appropriate time and when it is required.

### (ii) Capital Receipts

The Council utilises capital receipts generated from the sale of its assets to pay for its capital spending wherever possible. This includes assets disposed of in line with the Council's Asset Disposal Business Plan.

## 1.4 Balance Sheet Analysis

The Balance Sheet is an important statement for the Council as it provides details of the overall health of the Council's finances. The Council's holding of Property, Plant and Equipment and Investment Properties has increased in value in the year from £187.145million to £210.859million.

### (i) Reserves & Balances

The following table shows a reconciliation between the amount of cash-backed reserves held by the Council at 31 March and the amount of cash and investments it held at 31 March.

2020/21 £000		2021/22 £000
(5,436)	General Fund Balance	(6,740)
(90)	Capital Reserves	(105)
(16,879)	Earmarked Reserves	(9,881)
9,570	Collection Fund Adj Account	3,513
(1,964)	Provisions	(1,298)
(126)	Capital Grant Unapplied	(90)
<b>(14,925)</b>	<b>Amount available for Investment</b>	<b>(14,601)</b>
	Investments	
3,289	Long Term	3,867
5,000	Short Term	12,000
6,802	Cash & Cash Equivalents	17,277
<b>15,091</b>	<b>Total Investments</b>	<b>33,144</b>
<b>166</b>	<b>Surplus Monies / (Internal Borrowing)</b>	<b>18,543</b>
(6,368)	Working Capital	(39,856)
<b>(6,202)</b>	<b>Surplus Monies / (Internal Borrowing)</b>	<b>(21,313)</b>

This table shows that at 31 March the Council's cash balances held in investments was made up of its cash-backed reserves and balances (£14.601million) and cash held in working capital. The net position shows that £21.313million can be represented by a position of under borrowing. The actual borrowing the Council held at 31 March was £12.844million, the actual borrowing requirement the Council had at 31 March was £34.158million (Note 4.40). In effect the Council is utilising its own cash balances to support its borrowing requirement and arises due to the prior year repayment of the stock issue borrowing which has yet to be replaced with any further external debt and an inflow of grant funding that is supporting the Council's cash balance position. The 2022/23 budget anticipated that there would be an over borrowed position of £16.586m at 31 March.

## 1.5 Cash Flows

During 2021/22 the net change in cash and cash equivalents was £10.475million.

## 1.6 Pension Liability

The full implementation of International Accounting Standard (IAS) 19 Employee Benefits has led to a Pensions Liability being recognised in the balance sheet. This liability stands at £41.753million at 31 March 2022.

The liability shows the underlying long-term commitments that the Council must pay in respect of retirement benefits. The total liability of £41.753million has a significant effect on the net worth of the Council as shown in the balance sheet, but statutory arrangements to deal with the funding deficit mean that the financial position of the Council remains robust. The deficit on the local government pension scheme will be dealt with by increasing contributions over the remaining working life of employees, following an assessment by the scheme's actuary.

An up-front payment, based on estimates for 2021/22, was paid in relation to current service costs, with a reconciling amount included in the accounts for the actual contributions paid in the year.

## 1.7 Significant Issues

### (i) COVID-19

Although not as significant an issue as in 2020/21, the COVID-19 pandemic continued to cause disruption to the delivery of Council services and have an impact on the financial position of the Council. The Government continued to provide a series of financial support and grant scheme packages to provide funding to those individuals, businesses and public bodies affected by the pandemic. The Council also received further funding directly to help it support its own financial position and the additional costs and losses of income it was incurring.

#### Emergency Funding to Local Authorities

The Council received the following funding to support its financial losses through the pandemic:

	Charged to Core Services £	Exceptional Items £	Total £
Funding Received	0	(801,320)	(801,320)
Compliance and Enforcement Funding Applied	0	(139,153)	(139,153)
Reopening the High Street Funding Applied	(107,530)	0	(107,530)
Additional Funding for Elections	(7,996)	0	(7,996)
Test and Trace Support Grant Funding	0	(33,729)	(33,729)
Sales Fees and Charges Compensation	0	(51,377)	(51,377)
	<b>(115,526)</b>	<b>(1,025,579)</b>	<b>(1,141,105)</b>

The funding is un-ringfenced and was allocated to support the additional expenditure incurred in dealing with the pandemic as well as losses of income that have also materialised.

Monthly returns continued to be provided to DLUHC. The Council continued to see the impact of COVID, particularly in relation to car parking income losses, and continued to incur additional expenditure, particularly in relation to PPE and cleaning contracts. These costs were reported to Executive and Scrutiny throughout the year as part of the overall budget monitoring process.

#### Revenue losses

As part of the monthly monitoring to DLUHC, the Council recorded additional expenditure and losses of income in areas affected by the pandemic. The table below shows the final position at the end of March.

	Charged to Core Services £	Exceptional Items £	Total £
Additional Expenditure Included on COVID Return	0	201,430	201,430
Reopening the High Street	107,530	0	107,530
Elections	20,138	0	20,138
Compliance and Enforcement	0	139,153	139,153
RBS New Burdens Expenditure	0	10,522	10,522
Rough Sleeping	25,810	0	25,810
Sales Fees & Charges Income Shortfalls	455,635	0	455,635
Sales Fees & Charges Reductions in Expenditure	(76,961)	0	(76,961)
Other Income Shortfalls	241,535	0	241,535
Commercial Income	72,973	0	72,973
<b>Total Covid Pressures</b>	<b>846,660</b>	<b>351,105</b>	<b>1,197,765</b>

### Grants distributed by the Council

The council received a total of £14,049,409 from Government to distribute to businesses and to individuals. The table below shows the value of the grants received and the payments made by the Council in 2021/22.

	Net Position Brought Forward	Grant Income £	Payments £	Net Position £	Principal / Agent
Small Business Grant Fund, Retail, Hospitality & Leisure Grant Fund	0	10,000	(10,000)	0	Agent
Discretionary Grant Fund	0	0	0	0	Principal
<b>SBGF, RHLGF, DGF</b>	<b>0</b>	<b>10,000</b>	<b>(10,000)</b>	<b>0</b>	
Local Restrictions Support Closed	(989,003)	0	50,674	(938,329)	Agent
LRSG Closed Tier 4	327,030	0	9,049	336,079	Agent
LRSG Closed Addendum	(1,587,830)	694,982	208,984	(683,864)	Agent
LRSG Tier 2 Closed	67,334	0	0	67,334	Agent
Local Restrictions Support SECTOR	6,286	0	0	6,286	Agent
Closed Business Lock Down Payment	(1,491,905)	0	159,905	(1,332,000)	Agent
<b>Local Restrictions Support Grant (Closed)</b>	<b>(3,668,088)</b>	<b>694,982</b>	<b>428,612</b>	<b>(2,544,494)</b>	
Local Restrictions Support Open	(12,145)	0	4,736	(7,409)	Principal
CSP - Christmas Support Wet Led Pubs	(1,600)	3,600	(2,000)	0	Agent
Restart Grant	0	(8,780,750)	8,768,750	(12,000)	Agent
Additional Restrictions Grant	(161,726)	0	151,085	(10,641)	Principal
ARG Relief Fund	20,000	0	185,005	205,005	Principal
ARG Top Up	0	(907,736)	638,969	(268,767)	Principal
Test & Trace Support Grant	(55,000)	(132,500)	246,500	59,000	Agent
Test & Trace Discretionary Grant	(108,000)	(483,500)	557,000	(34,500)	Agent
Test & Trace County Element	0	(130,000)	56,000	(74,000)	Agent
<b>Other</b>	<b>(318,471)</b>	<b>(10,430,886)</b>	<b>10,606,045</b>	<b>(143,312)</b>	
Omicron HLG	0	(1,740,132)	952,054	(788,078)	Agent
Omicron ARG	0	(210,487)	271,600	61,113	Principal
COVID Additional Relief Fund (CARF)	0	(2,372,886)	0	(2,372,886)	Agent
<b>Total</b>	<b>(3,986,559)</b>	<b>(14,049,409)</b>	<b>12,248,311</b>	<b>(5,787,657)</b>	



The £5,787,657 has been carried forward on the Balance Sheet as creditors or Income in Advance pending further payments being made in 2022/23.

In accordance with IFRS15 *Revenue from Contracts with Customers*, the Council has determined whether it is acting as a Principal or Agent when accounting for the grant income received and distributed. Where it acts as an Agent, the income and expenditure has not been reflected in the authority's financial statements and has been recorded as a net position. Where it has acted as a Principal, the income and expenditure are both shown gross in the CIES. The total value of Agent transactions is £12,931,186 income received and £10,996,916 payments made. The total value of Principal transactions is £1,118,223 income received and £1,251,862 payments made. The balance of grant income received has been carried forward as an Income in Advance on the balance sheet for either future distribution or potential repayment to central government.

In total £2,565,373 has been credited to the Comprehensive Income and Expenditure Statement (Note 4.21) and is made up as follows:

	£
Grants Accounted for as a principal transaction	1,251,862
Emergency Funding to Local Authorities	886,426
Compliance and Enforcement Funding	198,512
Test & Trace Funding	228,573
<b>Total</b>	<b>2,565,373</b>

## (ii) **Revaluation of Assets**

A revaluation of all Property assets has been undertaken as at 31 March 2022. Included in the Comprehensive Income and Expenditure Statement within Services are net upward revaluations totalling £1.039million in relation to Property, Plant and Equipment.

Investment properties have also been revalued in line with the Code and this has seen a net increase in value of £0.816million.

## (iii) **Economic Climate**

The Council continued to experience the effects of low interest rates in 2021/22, however the effects of increasing inflation will be a key challenge moving into 2022/23.

Expenditure on employee costs increased from 2020/21 levels from £18.580million to £20.317million. Other expenditure decreased from 2020/21 levels of £41.761million to £37.059million due to lower levels of Housing Benefit grant payments paid out but increased levels of grant payments in relation to Covid-19.

## (iv) **Sustainable Warmth Funding**

The Council was successful in attracting funding towards a Countywide Sustainable Warmth Project. The funding, provided by BEIS (Department of Business, Energy and Industrial



Strategy), is for a Countywide project to deliver improvements in energy efficiency and sustainability in certain households. The Council is acting as accountable body and all funding and expenditure will come through the Council, in a principal arrangement. The funding of £19.955m was received by the Council in December 2021. No expenditure was incurred in 2021/22 so the grant has been carried forward as capital grant receipt in advance. The expectation is that the funding will be defrayed in 2022/23 with a current project end date of 31 March 2023.

**(v) Key Risks**

The Council maintains a Corporate Risk Register which is reported to members on a quarterly basis. The key risks currently on the register are as follows:

- There is a risk that the Government fails to communicate changes to future local government funding from 2022 in a timely manner, meaning that the City Council cannot effectively prepare for these changes.
- There is a risk that the financial impact of the Covid-19 pandemic on the Council's budget is not fully understood which may require future changes to the Council's Savings Strategy.
- There is a risk that we fail to fully recognise and manage our operational and investment assets leading to high long-term dilapidation costs and reducing control on future capital decisions
- There is a risk that we fail to effectively prioritise and resource key city regeneration sites and miss the opportunity to take these forward in a progressive manner that meets the Council's aspirations.
- There is a risk that the City Council will not fulfil its obligations as set out in the Carlisle Southern Link Road (CSLR) Grant Determination Agreement with Homes England and that subsequently the funding will be withdrawn, this meaning that the City Council will consequently have to pay the County Council £5m as agreed in the Collaboration Agreement with the County Council.
- There is a risk that we fail to deliver the required new leisure facilities at the Sands Centre, on time and within budget and therefore do not meet the saving targets identified in the Medium-Term Financial Plan.
- There is a risk that critical Information and Technology (I&T) applications or infrastructure become unavailable which impacts on the delivery of council services.
- There is a risk that our digitally held data becomes unavailable, unreliable or is stolen due to error, negligence, or malice
- There is a risk that as the LGR Programme enters the design phase (March-April) and prepares for Day 0 (Shadow Authority, Mid-May 2022) and Day 1 (Vesting Day, 1/4/2023) that the demands of fulfilling the programme will begin to compete with the commitments made to delivering the Carlisle Plan and associated corporate services. This may draw resources away from the Carlisle Plan delivery and associated corporate services which could lead to delays and increased costs, due to the need to recruit additional resources.

These risks are regularly monitored, updated and reported to ensure they are mitigated and managed as far as possible.

**(vi) Key Opportunities**

Local Government Reorganisation is now the key opportunity for the Council in delivering a new Unitary Authority across the existing geographical areas of Carlisle, Copeland and Allerdale, and incorporating the functions and services of the County Council. Detailed work is underway to progress a 'safe and legal' position for vesting day; 1 April 2023.

The Council continues to be an integral part of the Borderlands partnership with four other local authorities across the Borders region. The UK and Scottish Governments announced an initial funding deal worth £345million. Progress continues to be made on the delivery of the projects allocated to the Carlisle area.

The Council has also been allocated a share (£9.1m) of the Future High Streets fund and is in the process of preparing detailed Business Cases for the allocation of £19.7m of Town Deal Funding it has been awarded. These schemes are progressing with detailed business cases being created and submitted to government for final sign off before delivery can proceed.

The new leisure facilities are nearing the end of construction and will open in the autumn of 2022 delivering a state-of-the-art leisure complex for the City.

## 1.8 Council Priorities

The Council's vision is proposed by the Executive as part of the Carlisle Plan ("the Plan") which is debated and agreed by full Council. This vision is then communicated through the Carlisle Plan itself, which is a working document for staff and members. An annual report communicates the outcomes and performance of the Plan to residents and the end of year performance presenting the key outcomes to the Executive and Scrutiny Panels. The Carlisle Plan was updated in 2021/22 to better reflect the Executive's current priorities and the plan for 2021-2023 was adopted by full Council in September 2021. The new plan covering 2021-2023 is available on the Council's website. The new plan will continue with a focus on Supporting the Economy and Health & Wellbeing.

The Carlisle Plan outlines the key priorities for the Council. These key priorities are:

- **Economic Growth**
  - We will continue to prioritise the current response to and rapid recovery from the economic impacts of the Covid-19 pandemic on the local economy.
  - Key Economic Growth Programmes and Projects:
    - Delivering the Borderlands Inclusive Growth Deal
    - Delivering St Cuthbert's Garden Village
    - Delivering the Future High St Fund, Towns Fund, Town Deal Accelerated Fund and related regeneration Projects
    - Building on success through new economic opportunities
- **Health and Wellbeing**
  - We will continue to prioritise the current response to and rapid recovery from the health and wellbeing impacts of Covid-19 pandemic
  - Key Health and Wellbeing Programmes and Projects:
    - Delivering the Phase VII World Health Organisation Healthy City Plan
    - Delivering the Sands Centre Redevelopment project
    - Support the delivery of partnership plans
    - Delivering the Homelessness Prevention and Rough Sleepers Strategy
    - Delivering the private sector housing standards to include a range of grants, advice, support and regulation
    - Delivering the Local Environment (Climate Change) Strategy
    - Delivering the Green Spaces Strategy and supporting the delivery of the Local Cycling and Walking Infrastructure Plan (CWIP)
    - Developing the new Cumbria Waste Strategy
    - Supporting the delivery of the Carlisle Cultural Network

The Council monitors its non-financial performance through ten 'Service Standards'. These provide a standard in service that our customers can expect from the City Council and a standard by which the Council can be held to account. The measures of the standard of services are based on timeliness, accuracy, and quality of the service the Council provides in areas that have a high impact on our customers.

The Council operates with the following core principles that underpin the Carlisle Plan:

- We will be a clear, committed, and confident Council.
- The principles have been developed by our staff and councillors to guide how we will deliver our vision for Carlisle.
- By setting out our vision, we show that we understand the needs of Carlisle's residents, businesses, and visitors. Our plans to respond to these needs are clear and straightforward. We know what is expected of us and do our best to create clarity in how we work.
- We are committed to achieving our vision for Carlisle. We will ensure that our day to day work and resources are consistent with the priorities.
- We will continue to work effectively with partners to drive positive change for Carlisle and will celebrate our successes and achievements. As part of our ongoing work to develop all our communities we will engage young people and make sure the Carlisle Plan helps to deliver their aspirations for Carlisle.

Further information on the Council's priorities and achievement of key objectives is given in the Annual Governance Statement.

### **Operational Model**

The Council receives most of its funding from taxation - Council Tax (£8.344million) levied on residents and Business Rates (£10.045million) levied on businesses. It also receives funding from Central Government in the form of Specific Grants such as New Homes Bonus, Housing Benefit Administration Grant, and Covid-19 support.

As well as core funding sources, the Council also relies heavily on income from fees and charges and rental income from its significant asset portfolio. These provide a valuable source of funding that can be used to supplement the service delivery for the residents of Carlisle.

The Council delivers a range of services as outlined above with the majority being provided by internal staffing resources. The key services the Council delivers are waste collection, street cleaning, bereavement services, green spaces, homelessness and private sector housing support, regulatory services such as environmental health, planning and building control. Leisure and Cultural provision are provided with support from external organisations primarily Greenwich Leisure Ltd, and Tullie House Trust.

Employees are an asset of the Council and as such the Council ensures its employees are well trained and empowered to achieve their best for Carlisle.

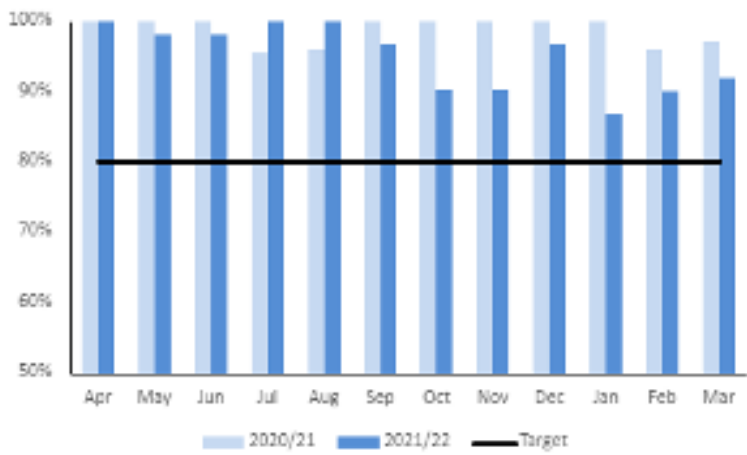
In the light of reducing support from central government the Council has over the past few years become increasingly efficient in the way it deploys the resources it must ensure that it can maintain an acceptable level of service delivery. It has a good history of achieving the transformational savings it requires and as such has been able to set a balanced budget.

In 2021/22 the Council was able to utilise all resources (financial and non-financial) to deliver the services it provides. The non-financial performance of service delivery is outlined below and demonstrates that whilst challenging, non-financial performance was, overall, at target performance or above. This together with the delivery of these services within the approved budget mean that the Council was able to deliver the outcomes and value planned when the budget was set in line with the Carlisle Plan priorities.

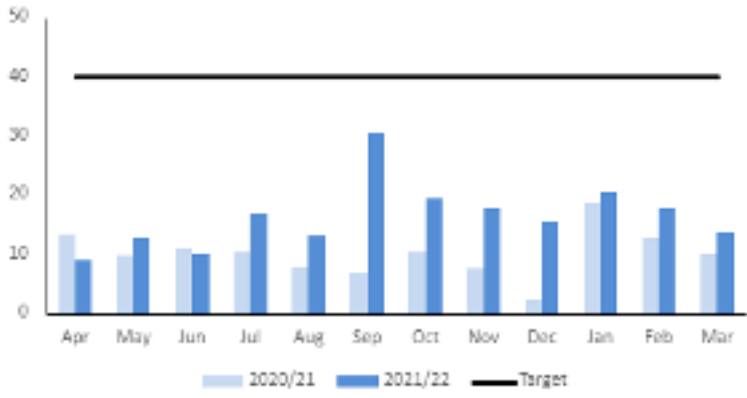
## 1.9 Non-Financial Performance

The year-end position of the Council's Service Standards is shown below:

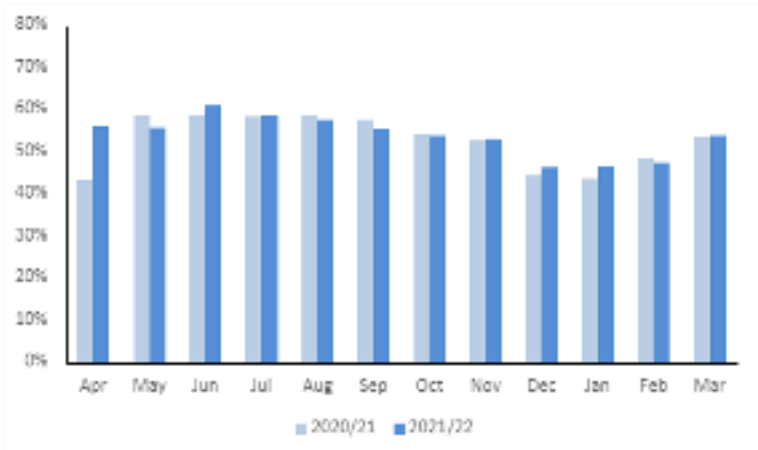
### Percentage of Household Planning Applications processed within eight weeks

Service Standard	2021/22	Performance by Month	Further Information
80% (Nationally set target)	95.6% (2020/21: 98.5%)	 <p>429 household planning applications were processed in the year compared with 274 last year.</p>	
	On target?		
	✓		

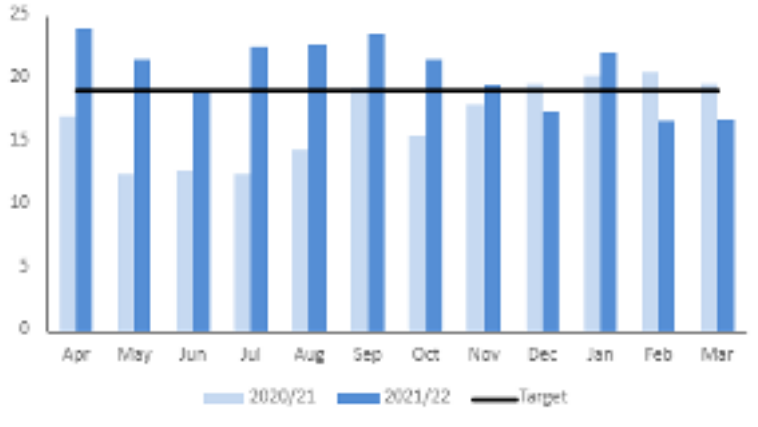
### Proportion of waste or recycling collections missed

Service Standard	2021/22	Performance by Month	Further Information
40 missed collections per 100,000 (Industry standard)	16.3 (2020/21: 9.9)	 <p>Around 3.8million collections have been made with 615 missed (99.98% success rate).</p>	
	On target?		
	✓		

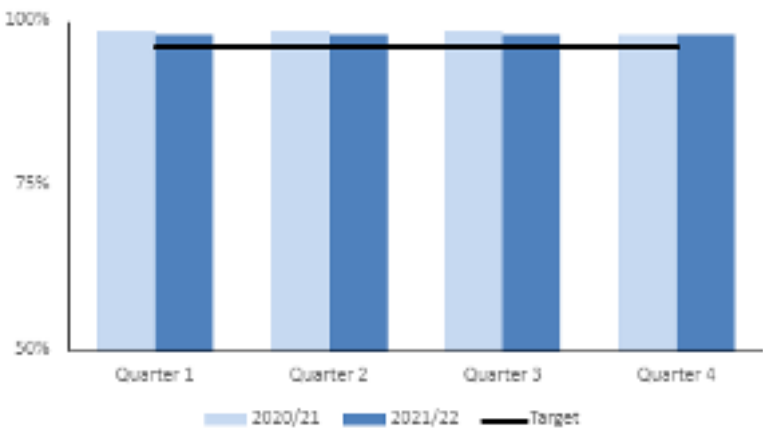
**Percentage of household waste sent for recycling (including bring sites)**

Service Standard	2021/22	Performance by Month	Further Information
Target to be confirmed (local and national targets under consideration)	54.2% (2020/21: 53.5%)	 <p>2020/21 2021/22</p>	<p>The Interim Joint Municipal Waste Management Strategy for Cumbria has not been formally signed off given the current uncertainty of LGR and the many unknown impacts arising from the Government's Waste and Resources Strategy (Environment Act 2021). The Strategy is led by the County Council as the designated Waste Disposal Authority.</p>
	On target?		
	↓		

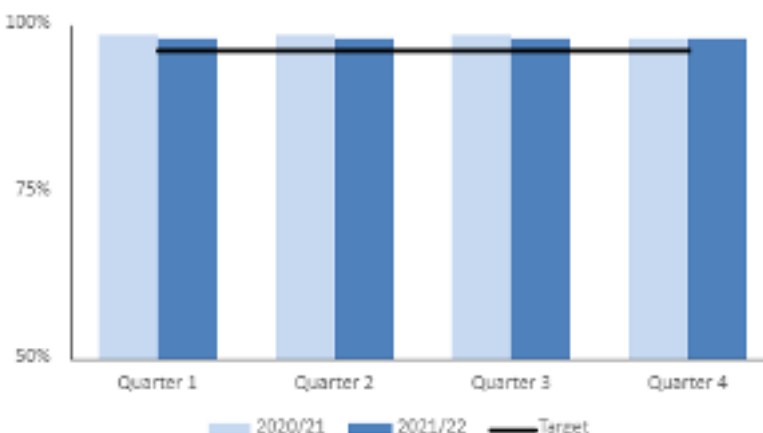
**Average number of days to process new benefits claims**

Service Standard	2021/22	Performance by Month	Further Information
New claims should be processed within 19 days to achieve top two quartiles compared to other local authorities	20.6 days (2020/21: 17.1 days)	 <p>2020/21 2021/22 Target</p>	<p>The additional work to provide Test &amp; Trace (T&amp;T) Support payments in Quarters 1 and 2 affected claim processing timescales.</p>
	On target?		
	×		

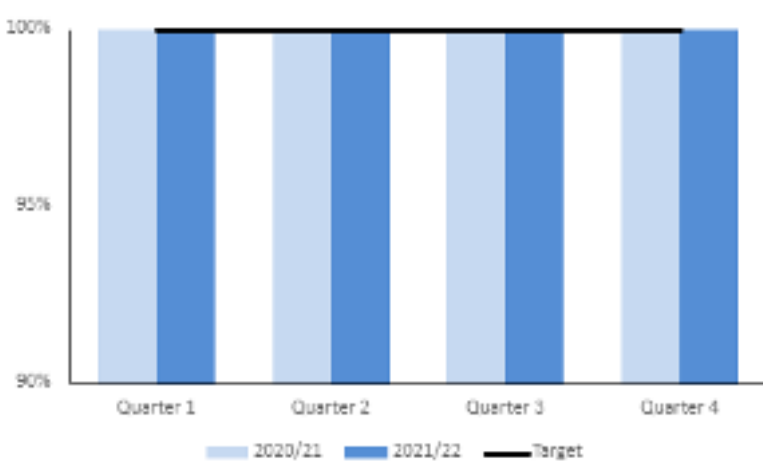
**Proportion of Corporate Complaints dealt with on time**

Service Standard	Rolling figure to end of 2021/22	Performance by Quarter	Further Information
Our work with local food businesses should ensure that 96% are at least broadly compliant.	98%	 <p>Approximately 200 premises are usually inspected each quarter. All premises are usually inspected at least once every eighteen months.</p>	
	On Target		
	↓		

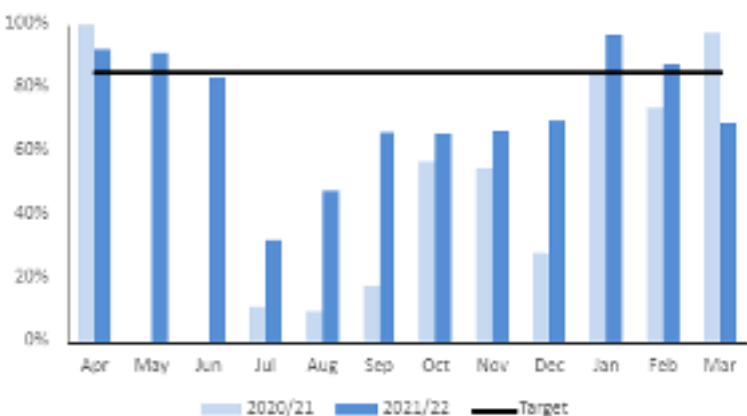
**Proportion of food businesses that are broadly compliant or better with food safety legislation**

Service Standard	Rolling figure to end of 2021/22	Performance by Quarter	Further Information
Our work with local food businesses should ensure that 96% are at least broadly compliant.	98%	 <p>Approximately 200 premises are usually inspected each quarter. All premises are usually inspected at least once every eighteen months.</p>	
	On Target:		
	✓		

**Proportion of non-contentious licence applications completed on time**

Service Standard	2021/22	Performance by Quarter	Further Information
100% of non-contentious licence applications should be completed within 10 working days	100% (2020/21: 100%)	 <p>100% 95% 90%</p> <p>Quarter 1 Quarter 2 Quarter 3 Quarter 4</p> <p>2020/21 2021/22 Target</p>	747 out of 747 applications completed on time.
	On target?		
	✓		

**Proportion of official local authority searches completed on time**

Service Standard	2021/22	Performance by Month	Further Information
85% of official local authority searches should be completed within 10 working days	70.7% (2020/21: 45.5%)	 <p>100% 80% 60% 40% 20% 0%</p> <p>Apr May Jun Jul Aug Sep Oct Nov Dec Jan Feb Mar</p> <p>2020/21 2021/22 Target</p>	Throughout the Summer and Autumn months of 2021, the delay was primarily due to some external partners taking longer to return information to us than usual. Performance has improved since the end of the temporary stamp duty freeze due to the reduction in demand on the service.
	On target?		
	✗		

**Proportion of new waste and recycling bins, bags and containers delivered on time (within 10 working days)**

Service Standard	2021/22	Performance by Month	Further Information																																																				
95% delivered within 10 working days	87.0% (2020/21: 98.2%)	<table><caption>Proportion of new waste and recycling bins, bags and containers delivered on time (within 10 working days)</caption><thead><tr><th>Month</th><th>2020/21 (%)</th><th>2021/22 (%)</th><th>Target (%)</th></tr></thead><tbody><tr><td>Apr</td><td>95</td><td>95</td><td>95</td></tr><tr><td>May</td><td>95</td><td>95</td><td>95</td></tr><tr><td>Jun</td><td>95</td><td>95</td><td>95</td></tr><tr><td>Jul</td><td>95</td><td>95</td><td>95</td></tr><tr><td>Aug</td><td>95</td><td>62</td><td>95</td></tr><tr><td>Sep</td><td>95</td><td>95</td><td>95</td></tr><tr><td>Oct</td><td>95</td><td>95</td><td>95</td></tr><tr><td>Nov</td><td>95</td><td>88</td><td>95</td></tr><tr><td>Dec</td><td>95</td><td>82</td><td>95</td></tr><tr><td>Jan</td><td>95</td><td>95</td><td>95</td></tr><tr><td>Feb</td><td>95</td><td>82</td><td>95</td></tr><tr><td>Mar</td><td>95</td><td>62</td><td>95</td></tr></tbody></table>	Month	2020/21 (%)	2021/22 (%)	Target (%)	Apr	95	95	95	May	95	95	95	Jun	95	95	95	Jul	95	95	95	Aug	95	62	95	Sep	95	95	95	Oct	95	95	95	Nov	95	88	95	Dec	95	82	95	Jan	95	95	95	Feb	95	82	95	Mar	95	62	95	For some weeks of November and December, a delivery driver was required to drive a refuse or recycling vehicle due to shortage of drivers as household waste collections took priority. Supply issues caused by an increase in manufacturer's lead time impacted delivery times in Feb and March.
	Month		2020/21 (%)	2021/22 (%)	Target (%)																																																		
	Apr		95	95	95																																																		
May	95	95	95																																																				
Jun	95	95	95																																																				
Jul	95	95	95																																																				
Aug	95	62	95																																																				
Sep	95	95	95																																																				
Oct	95	95	95																																																				
Nov	95	88	95																																																				
Dec	95	82	95																																																				
Jan	95	95	95																																																				
Feb	95	82	95																																																				
Mar	95	62	95																																																				
On target?																																																							
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**Average number of working days to process benefit claimants' changes of personal Details**

Service Standard	2021/22	Performance by Month	Further Information																																																				
Changes should be processed within 8 days	2.4 days  (2020/21: 3.1 days)	<table><caption>Average number of working days to process benefit claimants' changes of personal details</caption><thead><tr><th>Month</th><th>2020/21 (days)</th><th>2021/22 (days)</th><th>Target (days)</th></tr></thead><tbody><tr><td>Apr</td><td>4.0</td><td>4.0</td><td>8.0</td></tr><tr><td>May</td><td>4.0</td><td>4.0</td><td>8.0</td></tr><tr><td>Jun</td><td>2.8</td><td>3.5</td><td>8.0</td></tr><tr><td>Jul</td><td>3.0</td><td>4.0</td><td>8.0</td></tr><tr><td>Aug</td><td>3.0</td><td>4.0</td><td>8.0</td></tr><tr><td>Sep</td><td>3.2</td><td>3.5</td><td>8.0</td></tr><tr><td>Oct</td><td>3.2</td><td>3.5</td><td>8.0</td></tr><tr><td>Nov</td><td>3.2</td><td>3.5</td><td>8.0</td></tr><tr><td>Dec</td><td>3.0</td><td>4.5</td><td>8.0</td></tr><tr><td>Jan</td><td>5.2</td><td>1.0</td><td>8.0</td></tr><tr><td>Feb</td><td>1.8</td><td>1.5</td><td>8.0</td></tr><tr><td>Mar</td><td>3.2</td><td>3.5</td><td>8.0</td></tr></tbody></table>	Month	2020/21 (days)	2021/22 (days)	Target (days)	Apr	4.0	4.0	8.0	May	4.0	4.0	8.0	Jun	2.8	3.5	8.0	Jul	3.0	4.0	8.0	Aug	3.0	4.0	8.0	Sep	3.2	3.5	8.0	Oct	3.2	3.5	8.0	Nov	3.2	3.5	8.0	Dec	3.0	4.5	8.0	Jan	5.2	1.0	8.0	Feb	1.8	1.5	8.0	Mar	3.2	3.5	8.0	
	Month		2020/21 (days)	2021/22 (days)	Target (days)																																																		
	Apr		4.0	4.0	8.0																																																		
May	4.0	4.0	8.0																																																				
Jun	2.8	3.5	8.0																																																				
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Aug	3.0	4.0	8.0																																																				
Sep	3.2	3.5	8.0																																																				
Oct	3.2	3.5	8.0																																																				
Nov	3.2	3.5	8.0																																																				
Dec	3.0	4.5	8.0																																																				
Jan	5.2	1.0	8.0																																																				
Feb	1.8	1.5	8.0																																																				
Mar	3.2	3.5	8.0																																																				
On target?																																																							
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## 1.10 Value for Money

The Council recognises its responsibility to achieve Value for Money (VFM) in service delivery. It seeks to incorporate VFM principles in delivering services by taking account of costs, quality of services and the local context.



### **1.11 Workforce**

As at 31 March 2022 the Council employed 465 employees. This was split 251 females and 214 males. There were 307 full time employees with 158 part-time/job-share.

As at 31 March 2021 the Council employed 470 employees. This was split 238 females and 232 males. There were 324 full time employees with 146 part-time/job-share.

The Council is required to pay the Apprenticeship Levy and in 2021/22 paid over £45,436 into its Digital Apprenticeship Service Account. The Council accessed £40,946 of funding for apprenticeship training in 2021/22, with the balance carried forward being £54,961 which can be accessed in 2022/23.

### **1.12 Expenditure & 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 the Council in comparison with those resources consumed or earned by the Council in accordance with generally accepted accounting practices. It also shows how this expenditure is allocated for decision making purposes between the council's directorates/services/departments. Income and expenditure accounted for under generally accepted accounting practices is presented more fully in the Comprehensive Income and Expenditure Statement. The detail of the Expenditure and Funding Analysis can be found at Note 4.12.

### **1.13 Major Influences on the Authority**

During 2021/22 the Council has continued to recognise that it will be required to make savings through its programme of transformational change considering reducing funding levels. Where possible these savings are being found on a non-recurring basis pending future notification of how the Fair Funding Review, Comprehensive Spending Review and Business Rates Retention system will affect the Council financially in the longer term.

In the summer of 2021, the decision was made to transition from a two-tier local authority structure to a two-Unitary authority structure for Cumbria. The geographical area covering Carlisle, Copeland and Allerdale will merge into the new Cumberland Council on 1 April 2023 and will subsume functions from the County Council as well. Local Elections were held in May 2022 to elect the Members for the new authority and a new Shadow Authority is now directing the process up to vesting day on 1 April 2023.

The Council has contributed £1,576,667 to an implementation reserve alongside the other Cumbrian Local Authorities. Of this £1,347,036 was paid over to the County Council during 2021/22 for them to defray the expenditure in relation to LGR transition. The City Council is the employing authority for the Programme Director and as such the balance of the contribution is held in the City Council accounts and expenditure is incurred against this. The total costs incurred are shown within exceptional items within the CIES.

### **1.14 Going Concern**

These accounts have been prepared on the basis that the Council continues to operate as a going concern for the foreseeable future. Due to the economic and statutory environment in which local authorities operate it has been confirmed that as authorities cannot be created or dissolved without statutory prescription, it would not therefore be appropriate for their financial statements to be provided on anything other than a going concern basis.

Although that is the technical definition, to allow a going concern basis to be provided the Council can also clearly demonstrate that it can continue to meet its financial commitments as they occur via the delivery of its Medium-Term Financial Plan (MTFP). The usable cash reserves position (£16.836million) remains healthy and on the Balance Sheet the Current Assets position of £35.831million is lower than Current Liabilities position of £45.384million (excluding repayable borrowing) so liquidity in the short term is negative. This is primarily due to the Council being under-borrowed at 31 March as outlined in 1.4.

In preparing these Statement of Accounts, materiality has been guided by the External Auditors materiality level (£1.224million), but also has consideration to any item that it is thought would be of interest and significance to the reader of the accounts in the context of the activities of the Council (for example, employee remuneration).

### **1.15 Events after the Balance Sheet Date**

Events taking place after the 31 March 2022 are not reflected in the financial statements or notes. Where events taking place before this date provided information about conditions existing at 31 March 2022, the figures in the financial statements and notes have been adjusted in all material respects to reflect the impact of this information.

### **1.16 Accounting Policy Information**

The accounts of the Council comply with the relevant accounting practices laid down by the Accounting Standards authorities and the 2021/22 Code of Practice on Local Authority Accounting.

### **1.17 Further Information**

As part of the Council's policy of providing full information about the Council's affairs, further information regarding the accounts is available on request from the Corporate Director of Finance and Resources, Civic Centre, Rickergate, Carlisle. In addition, members of the public have a statutory right to inspect the accounts before the audit and to have a copy of the Statement of Accounts after the audit has been completed.

Signed:

A Taylor  
Corporate Director of Finance and Resources

Date: 14 July 2022

## SECTION 2 - STATEMENT OF RESPONSIBILITIES FOR THE STATEMENT OF ACCOUNTS

### 2.1 The Responsibilities of the Council

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 Corporate Director of Finance and Resources.
- manage its affairs to secure economic, efficient, and effective use of resources and safeguard its assets; and
- approve the Statement of Accounts.

### 2.2 The Responsibilities of the Corporate Director of Finance and Resources

The Corporate Director of Finance and Resources is responsible for the preparation of the Statement of Accounts in accordance with proper practices as set out in the CIPFA (Chartered Institute of Public Finance Accountants)/LASAAC (Local Authority (Scotland) Accounts Advisory Committee) Code of Practice on Local Authority Accounting in the United Kingdom (the Code).

In preparing this statement of accounts, the Corporate Director of Finance and Resources has:

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

The Corporate Director of Finance and Resources has also:

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

The Corporate Director of Finance and Resources is required to give a true and fair view of the financial position of the Council at 31 March 2022 and its income and expenditure for the year ended 31 March 2022.

Signed:

Alison Taylor  
Corporate Director of Finance and Resources

Date: 14 July 2022

## SECTION 3 – FINANCIAL STATEMENTS

## 3.1 Comprehensive Income and Expenditure Statement

2020/21				Note	2021/22		
Expenditure £000	Income £000	Net £000			Expenditure £000	Income £000	Net £000
18,684	(5,542)	13,142	Community Services		15,167	(5,850)	9,317
4,270	(1,816)	2,454	Economic Development		4,090	(2,441)	1,649
203	(203)	0	Corporate Support		204	(204)	0
24,168	(22,229)	1,939	Finance and Resources		23,660	(20,669)	2,991
10,228	(4,453)	5,775	Governance & Regulatory Services		10,433	(4,910)	5,523
452	(10)	442	Corporate Management		574	(32)	542
6,407	(6,400)	7	Exceptional Items	4.7	3,589	(1,973)	1,616
<b>64,412</b>	<b>(40,653)</b>	<b>23,759</b>	<b>Cost of Services</b>	<b>4.12</b>	<b>57,717</b>	<b>(36,079)</b>	<b>21,638</b>
903	(46)	857	Other Operating Expenditure	4.8	1,013	(54)	959
2,790	(5,928)	(3,138)	Financing and Investment Income and Expenditure	4.9	1,662	(5,110)	(3,448)
0	(21,364)	(21,364)	Taxation and Non-Specific Grant Income	4.10	0	(18,797)	(18,797)
<b>68,105</b>	<b>(67,991)</b>	<b>114</b>	<b>(Surplus) or Deficit on Provision of Services</b>	<b>4.12</b>	<b>60,392</b>	<b>(60,040)</b>	<b>352</b>
		1,175	Surplus or Deficit on Revaluation of Non Current Assets	4.39a			(6,943)
		2,828	Remeasurements of the Net Defined Benefit Liability / (Asset)	4.39c			(14,223)
		<b>4,003</b>	<b>Other Comprehensive Income &amp; Expenditure</b>				<b>(21,166)</b>
		<b>4,117</b>	<b>Total Comprehensive Income &amp; Expenditure</b>				<b>(20,814)</b>

### 3.2 Movement in Reserves Statement

2021/22	Note	General Fund Balances £000	General Fund Balance - Collection Fund S.31 Grant £000	Deferred Credits £000	Capital Grant Unapplied £000	Total Usable Reserves £000	Unusable Reserves £000	Total Authority Reserves £000
<b>Balance at 31 March 2021</b>		<b>12,942</b>	<b>9,463</b>	<b>20</b>	<b>126</b>	<b>22,551</b>	<b>105,795</b>	<b>128,346</b>
<b>Movement in reserves during 2021/22</b>								
Total Comprehensive Income and Expenditure		(352)	0	0	0	(352)	21,166	20,814
Adjustments between accounting basis and funding basis under regulations	4.4	981	(6,308)	0	(36)	(5,363)	5,363	0
<b>Increase/(Decrease) in Year</b>		<b>629</b>	<b>(6,308)</b>	<b>0</b>	<b>(36)</b>	<b>(5,715)</b>	<b>26,529</b>	<b>20,814</b>
<b>Balance at 31 March 2022</b>		<b>13,571</b>	<b>3,155</b>	<b>20</b>	<b>90</b>	<b>16,836</b>	<b>132,324</b>	<b>149,160</b>

2020/21	Note	General Fund Balances £000	General Fund Balance - Collection Fund S.31 Grant £000	Deferred Credits £000	Capital Grant Unapplied £000	Total Usable Reserves £000	Unusable Reserves £000	Total Authority Reserves £000
<b>Balance at 31 March 2020</b>		<b>10,148</b>	<b>0</b>	<b>20</b>	<b>136</b>	<b>10,304</b>	<b>122,159</b>	<b>132,463</b>
<b>Movement in reserves during 2020/21</b>								
Total Comprehensive Income and Expenditure		(114)	0	0	0	(114)	(4,003)	(4,117)
Adjustments between accounting basis and funding basis under regulations	4.4	2,908	9,463	0	(10)	12,361	(12,361)	0
<b>Increase/(Decrease) in Year</b>		<b>2,794</b>	<b>9,463</b>	<b>0</b>	<b>(10)</b>	<b>12,247</b>	<b>(16,364)</b>	<b>(4,117)</b>
<b>Balance at 31 March 2021</b>		<b>12,942</b>	<b>9,463</b>	<b>20</b>	<b>126</b>	<b>22,551</b>	<b>105,795</b>	<b>128,346</b>

### 3.3 Balance Sheet

31 March 2021			Note	31 March 2022	
£000	£000			£000	£000
		Property, Plant and Equipment	4.27		
		Operational Assets			
230		Dwellings		234	
50,276		Other Land & Building		54,244	
5,080		Infrastructure Assets		5,150	
4,195		Community Assets		4,243	
5,810		Vehicles & Plant		5,324	
		Non Operational Assets			
1,143		Surplus	4.30	953	
5,741		Assets Under Construction		19,425	
	72,475	<i>Total Property, Plant and Equipment</i>			89,573
95,158		Investment Property	4.29	97,107	
10		Intangible Assets		41	
19,502		Heritage Assets	4.31	24,138	
3,289		Long Term Investments	4.33a	3,867	
		Long Term Debtors			
109		Transferred Debt - Cumbria CC	4.33a	97	
4		Other Long Term Debtors	4.33a	2	
58		Long Term Payments in Advance		21	
	118,130				125,273
	<b>190,605</b>	<b>Total Long Term Assets</b>			<b>214,846</b>
		Current Assets			
	5,002	Short Term Investments	4.33c		12,007
	6,802	Cash and Cash Equivalents	4.35		17,277
	80	Inventories			95
9,279		Short Term Debtors	4.34	5,749	
541		Payments in Advance		703	
	9,820	<i>Total Short-Term Debtors</i>			6,452
	<b>21,704</b>	<b>Total Current Assets</b>			<b>35,831</b>
		Current Liabilities			
(244)		Provisions	4.38	(61)	
(1,342)		Provisions - NNDR Appeals	4.38	(767)	
	(1,586)	<i>Total Provisions</i>			(828)
	(506)	Short Term Borrowing	4.33a		(506)
(7,842)		Short Term Creditors	4.36	(10,318)	
(4,694)		Receipts in Advance	4.37	(11,105)	
	(12,536)	<i>Total Short-Term Creditors</i>			(21,423)
	(1,866)	Capital Grants Receipts in Advance	4.37		(22,627)
	<b>(16,494)</b>	<b>Total Current Liabilities</b>			<b>(45,384)</b>
		Long Term Liabilities			
(1,746)		Long Term Creditors	4.33c		(1,572)
(12,813)		Long Term Borrowing	4.33a		(12,338)
(378)		Provisions	4.38		(470)
(52,532)		Other Long Term Liabilities (Pensions)	4.42		(41,753)
	<b>(67,469)</b>	<b>Total Long Term Liabilities</b>			<b>(56,133)</b>
	<b>128,346</b>	<b>Net Assets</b>			<b>149,160</b>

31 March 2021		Balance Sheet (Cont.)	Note	31 March 2022	
£000	£000			£000	£000
20		<b>Usable Reserves</b>	4.5		
		Deferred Credits		20	
		Usable Capital receipts			
5,436		General Fund Reserves		6,740	
9,463		Business Rates S.31 Grant Reserve		3,155	
7,506		Earmarked Reserves		6,831	
126		Capital Grants Unapplied Account		90	
	22,551	<b>Total Usable Reserves</b>			16,836
		<b>Unusable reserves</b>	4.39		
(52,532)		Pension Reserve		(41,753)	
452		Pooled Investment Fund Adjustment Account		1,030	
(288)		Employee Benefit Reserve		(239)	
124,790		Capital Adjustment Account		127,762	
(9,570)		Collection Fund Adjustment Account		(3,513)	
42,943		Revaluation Reserve		49,037	
	105,795	<b>Total Unusable Reserves</b>			132,324
	<b>128,346</b>	<b>Total Reserves</b>			<b>149,160</b>

I certify that the Statement of Accounts give a true and fair view of the financial position of the Council at 31 March 2022 and its income and expenditure for the year ended 31 March 2022.

Signed:

A Taylor – Corporate Director of Finance and Resources

Date: 14 July 2022



### 3.4 Cash Flow Statement

2020/21 £000		Note	2021/22 £000
114	<b>Net (surplus) or deficit on the provision of services</b>		352
(10,375)	Adjustments to net surplus or deficit on the provision of services for non-cash movements	4.46	(14,465)
4,219	Adjustments for items included in the net surplus or deficit on the provision of services that are investing and financing activities	4.46	1,949
<b>(6,042)</b>	<b>Net cash flows (inflows)/outflows from Operating Activities</b>		<b>(12,164)</b>
(7,517)	Investing Activities	4.47	3,053
18,400	Financing Activities	4.47	(1,364)
<b>4,841</b>	<b>Net (increase) or decrease in cash and cash equivalents</b>		<b>(10,475)</b>
11,643	Cash and cash equivalents at the beginning of the reporting period		6,802
<b>6,802</b>	Cash and cash equivalents at the end of the reporting period		<b>17,277</b>

## SECTION 4 – NOTES TO THE ACCOUNTS

### 4.0 Accounting Policies

#### **4.0.1 General Principles**

The Statement of Accounts summarises the Council's transactions for the 2021/22 financial year and its position at the year-end of 31 March 2022. The Council is required to prepare an annual Statement of Accounts by the Accounts and Audit Regulations 2015 and the Accounts by the Accounts and Audit (amended) Regulations 2021, 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 2021/22, supported by International Financial Reporting Standards (IFRS).

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

#### **4.0.2 Accruals of Income and Expenditure**

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

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

#### **4.0.3 Cash and Cash Equivalents**

Cash is represented by cash in hand and deposits with financial institutions repayable without penalty on notice of not more than 24 hours. Cash equivalents are investments that mature in three months or less from the date of acquisition and that are readily convertible to known amounts of cash with insignificant risk of change in value.

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

#### **4.0.4 Exceptional Items**

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

#### **4.0.5 Prior Period Adjustments, Changes in Accounting Policies and Estimates and Errors**

Prior period adjustments may arise as a result of a change in accounting policies or to correct a material error. Changes in accounting estimates are accounted for prospectively, i.e. in the current and future years affected by the change and do not give rise to a prior period adjustment.

Changes in accounting policies are only made when required by proper accounting practices or the change provides more reliable or relevant information about the effect of transactions, other events and conditions on the Council's financial position or financial performance.

Where a change is made, it is applied retrospectively (unless stated otherwise) by adjusting opening balances and comparative amounts for the prior period as if the new policy had always been applied.

Material errors discovered in prior period figures are corrected retrospectively by amending opening balances and comparative amounts for the prior period.

#### **4.0.6 Charges to Revenue for Non-Current Assets**

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

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

The Council is not required to raise council tax to cover these costs but is required to make an annual contribution to reduce its overall borrowing requirement. This is known as the Minimum Revenue Provision and is calculated as 3% of the Council's Capital Financing Requirement at the start of the financial year on a straight-line basis. Depreciation, impairment losses, revaluation losses and amortisations are therefore replaced by a revenue provision in the Movement in Reserves Statement by way of an adjusting transaction with the Capital Adjustment Account for the difference between the two.

#### **4.0.7 Employee Benefits**

##### **Benefits Payable During Employment**

Short-term employee benefits are those due to be settled within 12 months of the year-end. They include such benefits as wages and salaries, paid annual leave and paid sick leave, bonuses and non-monetary benefits (e.g. cars) for current employees and are recognised as an expense for services in the year in which employees render service to the Council. An accrual is made for the cost of holiday entitlements (or any form of leave, e.g. time off in lieu) earned by employees but not taken before the year-end which employees can carry forward into the next financial year. The accrual is made at the wage and salary rates applicable in the following accounting year, being the period in which the employee takes the benefit. The accrual is charged to Surplus or Deficit on the Provision of Services, but then reversed out through the Movement in Reserves Statement so that holiday benefits are charged to revenue in the financial year in which the holiday absence occurs.

##### **Termination Benefits**

Termination benefits are amounts payable as a result of a decision by the Council to terminate an officer's employment before the normal retirement date or an officer's decision to accept voluntary redundancy and are charged on an accruals basis to the appropriate service line in the Comprehensive Income and Expenditure Statement on the earlier of when the Council can no longer withdraw the offer of those benefits or when the authority recognises costs for a restructuring that is within the scope of section 8.2 of the Code and IAS37 and involves the payment of termination benefits.

Where termination benefits involve the enhancement of pensions, statutory provisions require the General Fund balance to be charged with the amount payable by the Council to the pension fund or pensioner in the year, not the amount calculated according to the relevant accounting standards. In the Movement in Reserves Statement, appropriations are required to and from the Pensions Reserve to remove the notional debits and credits for pension enhancement termination benefits and replace them with debits for the cash paid to the pension fund and pensioners and any such amounts payable but unpaid at the year-end.

**Post-Employment Benefits**

Employees of the Council are members of the Local Government Pension Scheme (LGPS) administered by Cumbria County Council.

The scheme is a funded defined benefit scheme meaning that the scheme provides retirement lump sums and pensions, earned as employees work for the Council. As a defined benefit scheme, it is shown within the Council's accounts using the following principles:

- The liabilities of the Cumbria Local Government Pension Scheme attributable to the Council are included in the balance sheet on an actuarial basis using the projected unit method. This basis uses an assessment of the future payments that will be made in relation to the retirement benefits earned to date by employees, after considering assumptions about mortality rates, employee turnover and earnings projections for employees.
- Liabilities are discounted to their value at current prices using a real discount rate of 2.8%.
- The assets of the LGPS attributable to the Council are included in the Balance Sheet at their fair value.
  - quoted securities – current bid price
  - unquoted securities – professional estimate
  - unitised securities – current bid price
  - property – market value

Around 52% of LGPS assets are held in equity investments and bond issues with the remainder held in property and other assets.

- The change in the net pension liability is analysed into six components and recognised in the Statements as follows:

Service Cost comprising:

- **Current service cost** – the increase in liabilities as a result of years of service earned this year is charged to service revenue accounts, based on where employees worked, within the Net Cost of Services section of the Comprehensive Income and Expenditure Statement.
- **Past service cost** – the increase in liabilities arising from current year decisions whose effect relates to years of service earned in earlier years is charged to Non-Distributed Costs within Net Cost of Services in the Comprehensive Income and Expenditure Statement.
- **Net Interest on the defined pension liability (asset)** – i.e. net interest expense for the authority – the change during the period in the net defined benefit liability (asset) that arises from the passage of time charged to the Financing and Investment Income and Expenditure line of the Comprehensive Income and Expenditure Statement – this is calculated by applying the discount rate used to measure the defined benefit obligation at the beginning of the period to the net defined benefit liability (asset) at the beginning of the period – taking into account any changes in the net defined benefit liability (asset) during the period as a result of contribution and benefit payments.

Re-measurements comprising:

- **The return on plan assets** – excluding amounts included in net interest on the net defined benefit liability (asset) – charged to the Pensions Reserve as Other Comprehensive Income and Expenditure
- **Actuarial gains and losses** – changes in the net pensions liability that arise because events have not coincided with assumptions made at the last actuarial

valuation or because the actuaries have updated their assumptions – charged to the Pensions Reserve as Other Comprehensive Income and Expenditure

- **Contributions paid to the Cumbria Local Government Pension Fund** – cash paid as employers' contributions to the pension fund. This is not accounted for as an expense.

Measurement bases applied in respect of the LGPS assets and liabilities are set out in note 4.42 to the Accounts.

Statutory provisions require the General Fund balance to be charged with the amount payable by the Authority to the pension fund or directly to pensioners in the year, not the amount calculated according to the relevant accounting standards. This therefore means that within the Movement in Reserves Statement, there are appropriations to and from the Pensions Reserve to remove the notional transactions for retirement benefits and replace them with debits for the amounts paid to the pension fund in the year and any such amounts payable but unpaid at the year-end.

The negative balance that arises on the Pensions Reserve thereby measures the beneficial impact to the General Fund of being required to account for retirement benefits on the basis of cash flows rather than as benefits are earned by employees.

### **Discretionary Benefits**

The Council also has restricted powers to make discretionary awards of retirement benefits in the event of early retirements. Any liabilities estimated to arise as a result of an award to any member of staff are accrued in the year of decision and accounted for using the same policies as are applied to the LGPS.

### **4.0.8 Events after the Balance Sheet Date**

Events after the Balance Sheet date are those events, both favourable and unfavourable, that occur between the end of the reporting period and the date when the Statement of Accounts is authorised for issue. Two types of events can be identified:

- those that provide evidence of conditions that existed at the end of the reporting period – the Statement of Accounts is adjusted to reflect such events;
- those that are indicative of conditions that arose after the reporting period – the Statement of Accounts is not adjusted to reflect such events, but where a category of events would have a material effect, disclosure is made in the notes of the nature of the events and their estimated financial effect.

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

### **4.0.9 Financial Instruments**

#### **Financial Liabilities**

Financial Liabilities are recognised on the Balance Sheet when the Council becomes a party to the contractual provisions of a financial instrument and are initially measured at fair value and are carried at their amortised cost. Annual charges to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement for interest payable are based on the carrying amount of the liability, multiplied by the effective rate of interest for the instrument. The effective interest rate is the rate that exactly discounts estimated future cash payments over the life of the instrument to the amount at which it was originally recognised.

#### **(i) Borrowing**

Borrowing is classed as either a long-term liability, repayable after 12 months or longer, or a current liability if it is repayable within a 12-month period. Borrowing is shown in the Balance Sheet at amortised cost using the effective interest rate that applies to the individual loans comprising the total borrowing held by the Council. For borrowing held by the Council, this means that the amount shown in the balance sheet represents the

outstanding principal payable to the lender and the interest on the borrowing that is charged to the Comprehensive Income and Expenditure Statement is the amount payable in the year under the loan agreement.

(ii) **Creditors**

Creditors are recognised when a contractual arrangement is entered into between the Council and a supplier to provide goods and services for an agreed price. The value of the creditors recognised in the balance sheet represents the current value of the outstanding liabilities of the Council at 31 March as a proxy for amortised cost.

**Financial Assets Measured at Amortised Cost**

Financial assets measured at amortised cost are recognised on the Balance Sheet when the authority becomes a party to the contractual provisions of a financial instrument and are initially measured at fair value. They are subsequently measured at their amortised cost. Annual credits to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement (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 authority, 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 and 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 authority recognises expected credit losses on all of its financial assets held at amortised cost or either on a 12-month or lifetime basis. The expected credit loss model also applies to lease receivables and contract assets. Only lifetime losses are recognised for trade receivables (debtors) held by the authority.

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

**Financial Assets Measured at Fair Value through Profit and Loss**

Financial assets that are measured at Fair Value through Profit and Loss are recognised on the Balance Sheet when the authority becomes a party to the contractual provisions of a financial instrument and are initially measured and carried at fair value. Fair value gains and losses are recognised as they arrive in the Surplus or Deficit on the Provision of Services.

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

- instruments with quoted market prices – 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 authority can access at the measurement date.
- Level 2 inputs – inputs other than quoted prices included within Level 1 that are observable for the asset, either directly or indirectly.
- Level 3 inputs – unobservable inputs for the asset.

Any gains and losses that arise on 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.

**4.0.10 Government Grants and Contributions**

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

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

Amounts recognised as due to the Council are not credited to the Comprehensive Income and Expenditure Statement until conditions attached to the grant or contribution have been satisfied. Conditions are stipulations that specify that the future economic benefits or service potential embodied in the asset acquired using the grant or contribution are required to be consumed by the recipient as specified, or future economic benefits or service potential must be returned to the transferor.

Monies advanced as grants and contributions for which conditions have not been satisfied are carried in the Balance Sheet as creditors. When conditions are satisfied, the grant or contribution is credited to the relevant service line (attributable revenue grants and contributions) or Taxation and Non-Specific Grant Income (non-ringfenced revenue grants and all capital grants) in the Comprehensive Income and Expenditure Statement.

Where capital grants are credited to the Comprehensive Income and Expenditure Statement, they are reversed out of the General Fund Balance in the Movement in Reserves Statement. Where the grant has yet to be used to finance capital expenditure, it is posted to the Capital Grants Unapplied reserve. Where it has been applied, it is posted to the Capital Adjustment Account. Amounts in the Capital Grants Unapplied reserve are transferred to the Capital Adjustment Account once they have been applied to fund capital expenditure.

**4.0.11 Heritage Assets****Tangible and Intangible Heritage Assets (described in this summary of significant accounting policies as heritage assets)**

The majority of the Council's Heritage Assets are held in the Council's Museum. The Museum has four collections of heritage assets, Archaeology, Social History, Natural History and Fine and Decorative Arts, which are held in support of the primary objective of the Council's Museum, i.e. increasing the knowledge, understanding and appreciation of the Council's history and local area. Heritage Assets are recognised and measured (including the treatment of revaluation gains and losses) in accordance with the Council's accounting policies on property, plant, and equipment. However, some of the measurement rules are relaxed in relation to heritage assets as described below. The accounting policies in relation to heritage assets that are deemed to include elements of intangible heritage assets are also presented below. The Council's primary collections of heritage assets are accounted for as follows.

**Museum Collection**

The Council's museum collection consists of a significant number of artefacts including pictures, prints, sculptures, china, glass, porcelain, coins, medals archaeological items, as well as significant numbers of social and natural history items, costumes, and firearms. Museum collections are reported in the Council's balance sheet at insurance valuation which take into account current market values. These insurance valuations are reviewed on an annual basis as part of the overall insurance premium renewal process.

Acquisitions are made by purchase or donation. Acquisitions are initially recognised at cost and donations are recognised at valuation with valuations being based on appropriate insurance values. The Museum has a defined acquisitions and disposals policy for the period 2018 - 2021 that sets out the policy for the development of collections at the museum.

Heritage assets will not be subject to depreciation as it is not deemed appropriate to estimate a useful life for the assets held.

**Statues, Monuments, and other historical buildings**

The Council has a number of statues and monuments and other historical buildings that it does not consider that reliable cost or valuation information can be obtained. This is due to the historical significance of such items. However, in some cases, historical cost information is recorded, particularly those that were previously classified as Community assets. Therefore, those items that were previously categorised as Community Assets will be recognised at their historic cost. This will be re-evaluated so that the most appropriate valuation basis is used, and those previously not recognised (primarily statues and monuments) will not be recognised on the balance sheet although appropriate disclosures made.

**Heritage Assets – General**

The carrying amounts of heritage assets are reviewed where there is evidence of impairment for heritage assets, e.g. where an item has suffered physical deterioration or breakage or where doubts arise as to its authenticity. Any impairment is recognised and measured in accordance with the Council's general policies on impairment – see note 4.0.16 in this summary of significant accounting policies. The trustees of the Council's Museum will occasionally dispose of heritage assets which have a doubtful provenance or are unsuitable for public display. The proceeds of such items are accounted for in accordance with the Council's general provisions relating to the disposal of property, plant, and equipment.

Disposal proceeds are disclosed separately in the notes to the financial statements and are accounted for in accordance with statutory accounting requirements relating to capital expenditure and capital receipts.

**4.0.12 Inventories and Long-Term Contracts**

Stocks are reflected in the balance sheet at current prices. This is a departure from the requirements of the Code and IAS 2 Inventories, which requires stocks to be shown at the lower of cost or net realisable value where they are acquired through an exchange transaction.

**4.0.13 Investment Property**

Investment properties are those that are used solely to earn rentals and for capital appreciation or both. The definition is not met if the property is used in the production or supply of goods or services or for administrative purposes or is held for sale.

Investment properties are measured initially at cost and subsequently at fair value, based on the amount at which the asset could be exchanged between knowledgeable parties at arm's-length. As a non-financial asset, investment properties are measured at highest and best use. Properties are not depreciated but are revalued annually according to market conditions at the year-end. Gains and losses on revaluation are posted to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement. The same treatment is applied to gains and losses on disposal.

Rentals received in relation to investment properties are credited to the Financing and Investment Income line and result in a gain for the General Fund Balance. However, revaluation and disposal gains and losses are not permitted by statutory arrangements to have an impact on the General Fund Balance. The gains and losses are therefore reversed out of the General Fund Balance in the Movement in Reserves Statement and posted to the Capital Adjustment Account and (for any sale proceeds greater than £10,000) the Capital Receipts Reserve.

**4.0.14 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**

#### **Operating Leases**

Rentals paid under operating leases are charged to the Comprehensive Income and Expenditure Statement 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).

### **The Council as Lessor**

#### **Operating Leases**

Where the Council grants an operating lease over a property or an item of plant or equipment, the asset is retained in the Balance Sheet. Rental income is credited to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement. Credits are made on a straight-line basis over the life of the lease, even if this does not match the pattern of payments (e.g. there is a premium paid at the commencement of the lease). Initial direct costs incurred in negotiating and arranging the lease are added to the carrying amount of the relevant asset and charged as an expense over the lease term on the same basis as rental income.

#### **4.0.15 Overheads and Support Services**

The costs of overheads and support services are charged to those that benefit from the supply or service. The total absorption costing principle is used – the full cost of overheads and support services are shared between users in proportion to the benefits received, with the exception of:

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

#### **4.0.16 Property, Plant and Equipment**

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

#### **Recognition**

Expenditure on the acquisition, creation or enhancement of Property, Plant and Equipment is capitalised on an accruals basis, provided that it is probable that the future economic benefits or service potential associated with the item will flow to the Council and the cost of the item can be measured reliably. Expenditure that maintains but does not add to an asset's potential to deliver future economic benefits or service potential (i.e. repairs and maintenance) is charged as an expense when it is incurred.

De-minimis levels have been set at:

- £5,000 for expenditure on individual items of vehicles, plant, and equipment.
- £20,000 for expenditure on land, buildings, and other structures.

#### **Measurement**

Assets are initially measured at cost, comprising:

- the purchase prices.
- 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 Council does not capitalise borrowing costs incurred whilst assets are under construction.

The cost of assets acquired other than by purchase is deemed to be its fair value unless the acquisition does not have commercial substance (i.e. it will not lead to a variation in the cash flows of the Council). In the latter case, where an asset is acquired via an exchange, the cost of the acquisition is the carrying amount of the asset given up by the Council.

Donated assets are measured initially at current value. The difference between fair value and any consideration paid is credited to the Taxation and Non-specific Grant Income line of the Comprehensive Income and Expenditure Statement unless the donation has been made conditionally. Until conditions are satisfied, the gain is held in the Donated Assets Account. Where gains are credited to the Comprehensive Income and Expenditure Statement, they are reversed out of the General Fund Balance to the Capital Adjustment Account in the Movement in Reserves Statement.

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

- infrastructure, community assets – depreciated historical cost
- assets under construction – historic cost
- dwellings – current value, determined using the basis of existing use value for social housing (EUV-SH)
- council offices – current value, determined as the amount that would be paid for the asset in its existing use (existing use value – EUV), except for a few offices that are situated close to the council's housing properties, where there is no market for office accommodation, and that are measured at depreciated replacement cost (instant build) as an estimate of current value
- surplus assets – the current value measurement base is fair value, estimated at highest and best use from a market participant's perspective
- all other assets – current value, determined as the amount that would be paid for the asset in its existing use (existing use value – EUV).

Where there is no market-based evidence of current value because of the specialist nature of an asset, depreciated replacement cost (DRC) is used as an estimate of current value. This includes assets such as Cemeteries and Crematoria, Leisure Centres, Museums, Community Centres, Hostels and Public Conveniences.

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

Assets included in the Balance Sheet at current value are revalued sufficiently regularly to ensure that their carrying amount is not materially different from their current value at the year-end. Increases in valuations are matched by credits to the Revaluation Reserve to recognise unrealised gains.

Exceptionally, gains might be credited to the Surplus or Deficit on the Provision of Services where they arise from the reversal of a loss previously charged to a service.

Where decreases in value are identified, they are accounted for by:

- where there is a balance of revaluation gains for the asset in the Revaluation Reserve, the carrying amount of the asset is written down against that balance (up to the amount of the accumulated gains)
- where there is no balance in the Revaluation Reserve or an insufficient balance, the carrying amount of the asset is written down against the relevant service line(s) in the Comprehensive Income and Expenditure Statement.

The Revaluation Reserve contains revaluation gains recognised since 1 April 2007 only, the date of its formal implementation. Gains arising before that date have been consolidated into the Capital Adjustment Account.

**Impairment**

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

Where impairment losses are identified, they are accounted for by:

- where there is a balance of revaluation gains for the asset in the Revaluation Reserve, the carrying amount of the asset is written down against that balance (up to the amount of the accumulated gains)
- where there is no balance in the Revaluation Reserve or an insufficient balance, the carrying amount of the asset is written down against the relevant service line(s) in the Comprehensive Income and Expenditure Statement.

Where an impairment loss is reversed subsequently, the reversal is credited to the relevant service line(s) in the Comprehensive Income and Expenditure Statement, up to the amount of the original loss, adjusted for depreciation that would have been charged if the loss had not been recognised.

**Depreciation**

Depreciation is provided for on all Property, Plant and Equipment assets by the systematic allocation of their depreciable amounts over their useful lives. An exception is made for assets without a determinable finite useful life (i.e. freehold land and certain Community Assets) and assets that are not yet available for use (i.e. assets under construction).

Depreciation is calculated on the following bases:

Asset Category	Rate	Basis
Dwellings & Other Buildings	Useful Life	Straight Line
Infrastructure Assets	Useful Life	Straight Line
Vehicles, Plant, furniture & Equipment	Useful Life	Straight Line
Intangible Assets	Useful Life	Straight Line

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

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

**Componentisation**

The Council has a policy on componentisation where any asset with a Gross Book Value of more than £1million and is subject to depreciation will be considered for componentisation where a component is deemed to be more than 5% of the assets value. This will primarily apply to buildings and the major components to be considered will be:

Component
Heating and Ventilation System
Windows
Electrical
Roofing
Cremator

**Disposals and Non-current Assets Held for Sale**

When it becomes probable that the carrying amount of an asset will be recovered principally through a sale transaction rather than through its continuing use, it is reclassified as an Asset Held for Sale. The asset is revalued immediately before reclassification and then carried at the lower of this amount and current value less costs to sell. Where there is a subsequent decrease to current value less costs to sell, the loss is posted to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement. Gains in current value are recognised only up to the amount of any previous losses recognised in the Surplus or Deficit on Provision of Services. Depreciation is not charged on Assets Held for Sale.

If assets no longer meet the criteria to be classified as Assets Held for Sale, they are reclassified back to non-current assets and valued at the lower of their carrying amount before they were classified as held for sale; adjusted for depreciation, amortisation or revaluations that would have been recognised had they not been classified as Held for Sale, and their recoverable amount at the date of the decision not to sell.

Assets that are to be abandoned or scrapped are not reclassified as Assets Held for Sale. When an asset is disposed of or decommissioned, the carrying amount of the asset in the Balance Sheet (whether Property, Plant and Equipment or Assets Held for Sale) is written off to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement as part of the gain or loss on disposal. Receipts from disposals (if any) are credited to the same line in the Comprehensive Income and Expenditure Statement also as part of the gain or loss on disposal (i.e. netted off against the carrying value of the asset at the time of disposal). Any revaluation gains accumulated for the asset in the Revaluation Reserve are transferred to the Capital Adjustment Account.

Amounts received for a disposal in excess of £10,000 are categorised as capital receipts and are required to be credited to the Capital Receipts Reserve and can then only be used for new capital investment or set aside to reduce the Council's underlying need to borrow (the capital financing requirement). Receipts are appropriated to the Reserve from the General Fund Balance in the Movement in Reserves Statement.

The written-off value of disposals is not a charge against council tax, as the cost of non-current assets is fully provided for under separate arrangements for capital financing. Amounts are appropriated to the Capital Adjustment Account from the General Fund Balance in the Movement in Reserves Statement.

**4.0.17 Current and Fair Value Measurement**

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 current or fair value at each reporting date. Current or fair value is the price that would be received to sell an asset or paid to transfer a liability in an orderly transaction between market participants at the measurement date. The fair value measurement assumes that the transaction to sell the asset or transfer the liability takes place either:

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

The council uses 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 current or fair value is measured or disclosed in the council's financial statements are categorised within the current or fair value hierarchy, as follows:

**Level 1** – quoted prices (unadjusted) in active markets for identical assets or liabilities that the authority can access at the measurement date

**Level 2** – inputs other than quoted prices included within Level 1 that are observable for the asset or liability, either directly or indirectly

**Level 3** – unobservable inputs for the asset or liability.

#### **4.018 Infrastructure Assets**

##### **Highways Network Infrastructure Assets**

Highways network infrastructure assets include carriageways, footways and cycle tracks, structures (eg bridges), street lighting, street furniture (eg illuminated traffic signals, bollards), traffic management systems and land which together form a single integrated network.

##### **Recognition**

Expenditure on the acquisition or replacement of components of the network is capitalised on an accrual basis, provided that it is probable that the future economic benefits associated with the item will flow to the Authority and the cost of the item can be measured reliably.

##### **Measurement**

Highways network infrastructure assets are generally measured at depreciated historical cost. However, this is a modified form of historical cost - opening balances for highways infrastructure assets were originally recorded in balance sheets at amounts of capital undischarged for sums borrowed as at 1 April [1994 England and Scotland], [1996 Wales] which was deemed at that time to be historical cost.

Where impairment losses are identified, they are accounted for by the carrying amount of the asset being written down to the recoverable amount.

##### **Depreciation**

Depreciation is provided on the parts of the highways network infrastructure assets that are subject to deterioration or depletion and by the systematic allocation of their depreciable amounts over their useful lives.

Annual depreciation is the depreciation amount allocated each year.

Useful lives of the various parts of the highways network are assessed by the valuer using industry standards where applicable

##### **Disposals and derecognition**

When a component of the Network is disposed of or decommissioned, the carrying amount of the component in the Balance Sheet is written off to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement as part of the gain or loss on disposal. Receipts from disposals (if any) are credited to the same line in the Comprehensive Income and Expenditure Statement, also as part of the gain or loss on disposal (i.e netted off against the carrying value of the asset at the time of disposal).

The written-off amounts of disposals is not a charge against council tax, as the cost of non-current assets is fully provided for under separate arrangements for capital financing. Amounts are transferred to the Capital Adjustment Account from the General Fund Balance in the Movement in Reserves Statement.

Where a part of the network is replaced, an adaptation provided in a separate update to the Code assumes that from the introduction of the IFRS based Code when parts of an asset are replaced or restored the carrying amount of the derecognised part will be zero because parts of infrastructure assets are rarely replaced before the part has been fully consumed.

#### **4.0.19 Provisions, Contingent Liabilities and Contingent Assets**

##### **Provisions**

Provisions are made where an event has taken place that gives the Council a legal or constructive obligation that probably requires settlement by a transfer of economic benefits or service potential, and a reliable estimate can be made of the amount of the obligation. For instance, the Council may be involved in a court case that could eventually result in the making of a settlement or the payment of compensation.

Provisions are charged as an expense to the appropriate service line in the Comprehensive Income and Expenditure Statement in the year that the Council becomes aware of the obligation, and are measured at the best estimate at the balance sheet date of the expenditure required to settle the obligation, taking into account relevant risks and uncertainties.

When payments are eventually made, they are charged to the provision carried in the Balance Sheet. Estimated settlements are reviewed at the end of each financial year – where it becomes less than probable that a transfer of economic benefits will now be required (or a lower settlement than anticipated is made), the provision is reversed and credited back to the relevant service.

Where some or all of the payment required to settle a provision is expected to be recovered from another party (e.g. from an insurance claim), this is only recognised as income for the relevant service if it is virtually certain that reimbursement will be received if the Council settles the obligation.

##### **Contingent Liabilities**

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

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

##### **Contingent Assets**

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

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

#### **4.0.20 Reserves**

The Council sets aside specific amounts as reserves for future policy purposes or to cover contingencies. Reserves are created by appropriating amounts out of the General Fund Balance in the Movement in Reserves Statement. When expenditure to be financed from a reserve is incurred, it is charged to the appropriate service in that year to score against the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement. The reserve is then appropriated back into the General Fund Balance in the Movement in Reserves Statement so that there is no net charge against council tax for the expenditure.

Certain reserves are kept managing the accounting processes for non-current assets, financial instruments, retirement, and employee benefits and do not represent usable resources for the Council – these reserves are explained in the relevant policies.

**4.0.21 Revenue Expenditure Funded from Capital under Statute**

Expenditure incurred during the year that may be capitalised under statutory provisions but that does not result in the creation of a non-current asset has been charged as expenditure to the relevant service in the Comprehensive Income and Expenditure Statement in the year. Where the Council has determined to meet the cost of this expenditure from existing capital resources or by borrowing, a transfer in the Movement in Reserves Statement from the General Fund Balance to the Capital Adjustment Account then reverses out the amounts charged so that there is no impact on the level of council tax.

**4.0.22 VAT**

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

**4.0.23 Council Tax / Non-Domestic Rates (NDR) Income**

The Council is required by statute to maintain a separate fund for the collection and distribution of amounts due in respect of Council Tax and Non- Domestic Rates (NDR). The Statutory Collection Fund (England) Statement is included as a supplementary statement in the accounts. In its capacity as billing authority the Council acts as an agent. During 2021/22 the Council collected and distributed NDR on behalf of itself, the Government and Cumbria County Council. Council Tax was collected and distributed on behalf of the City Council, the County Council, the Police and Crime Commissioner for Cumbria and local town and parish councils.

Council Tax accrued income for the year and Council Taxpayers debtors, creditors, and provision for bad debts at the 31 March are shared between the major preceptors and the Council based on their percentage share of the total demands/precepts for the year. Business rates accrued income for the year as well as business ratepayers, debtors, creditors and provisions for bad debts and appeals are shared between the Council (40%), Government (50%) and Cumbria County Council (10%).

Collection Fund Debtors are reviewed collectively at the balance sheet date by debt type and provision is made for impairment based on the historical evidence of default in each category. The Council's share of the Collection Fund Debtors shown in the balance sheet is net of this bad debt provision.

In accordance with the current accounting code of practice the Council's Comprehensive Income and Expenditure Statement includes its share of accrued council tax and business rates income. Where this amount is more or less than the amount to be credited to the General Fund under statute, there is an adjusting transfer in the Movement in Reserves Statement, between the General Fund Balance and the Collection Fund Adjustment Account. This account holds the Council's share of the Collection Fund Surplus or Deficit at the 31 March. The Council's Balance Sheet includes the net creditor/debtor position with the Government and major preceptors for taxes collected on their behalf and not yet paid to them or taxes paid to them but not yet collected from taxpayers.

## **4.1 Accounting Standards that have been issued but have not yet been adopted**

The following Accounting Standards have been issued but have yet to be adopted that could impact the Council.

- IFRS16 Leases (but only for those local authorities that have decided to adopt IFRS16 in the 2022/23 year, which the Council has decided not to).  
This standard will require local authorities that are lessees to recognise most leases on their balance sheets as right-of-use assets with corresponding lease liabilities. The impact will be mainly presentational; the revenue impact will be neutral. The Council has limited exposure as a lessee so there is expected to be minimal impact. The adoption of this standard has been deferred until 1 April 2024.
- Annual Improvements to IFRS Standards 2018-2020. The annual IFRS improvement programme notes 4 changed standards: IFRS1; IAS37; IFRS16 and IAS41.
- Property, Plant and Equipment: Proceeds before intended use (Amendments to IAS 16).

The Council does not anticipate that the above amendments will have a material impact on the information provided in the financial statements.

## **4.2 Critical Judgements in applying Accounting Policies**

In applying the accounting policies set out in Note 4.0, the Council has had to make certain judgements about complex transactions or those involving uncertainty about future events. The critical judgements made in the Statement of Accounts are:

- There is a high degree of uncertainty about future levels of funding for local government. However, the Council has determined that this uncertainty is not yet sufficient to provide an indication that the assets of the Council might be impaired as a result of a need to close facilities and reduce levels of service provision.
- Local Government Reorganisation will see the Council merge with Copeland Borough Council, Allerdale Borough Council and Cumbria County Council to form a new Unitary Authority, Cumberland Council. Therefore, future planning will incorporate the financial position of all four authorities to determine how the new Council will be able to function.

The preparation of financial statements requires management to make judgements, estimates and assumptions that affect the application of accounting policies and the reported amounts of assets, liabilities, income, and expenses. Information about significant areas of estimation uncertainty and critical judgements in applying accounting policies that have the most significant effect on the amounts recognised in the financial statements are described below:



Item	Uncertainties	Effect if Actual Results Differ from Assumptions
Property Plant and Equipment (£89.573million at 31.03.22)	Assets are depreciated over useful lives that are dependent upon assumption about the level of repairs and maintenance that will be incurred in relation to individual assets. The current capital programme includes funding for enhancements to Council property. At the valuation date, there were still some residual uncertainties around the impact on valuations due to the Covid-19 pandemic. However, these implications for the valuation of properties could not be fully determined at the valuation date so specific adjustments to values were not made.	If the useful lives of assets are reduced, depreciation will increase and the carrying amount of the asset falls. It is estimated that the annual depreciation charge for buildings, vehicles and plant would increase by £360,000 for every year that useful lives had to be reduced. A 10% change in those assets subject to revaluation (£55.430m) would change the value of those assets on the Balance Sheet by £5.543m and the depreciation charge to the CIES by £200,000.
Investment Property (£97.107m at 31.03.22)	At the valuation date, there were still residual uncertainties around the impact on valuations due to the Covid-19 pandemic. However, these implications on the valuation of properties could not be fully determined at the valuation date so specific adjustments to values were not made.	A 10% change in the valuations reported in the balance sheet would change the value of Investment Properties by £9.711m.
Debtors & Creditors (£5.749million and £10.318million at 31.03.22)	Debtors and creditor accruals are prepared on known invoices received/due, or are based on estimates of grant claims, accounting adjustments calculated from systems, e.g. Collection Fund.	Any creditors or debtors that are paid in 2022/23 that differ from the accrual made will result in the difference being funded from the 2022/23 budget.

Item	Uncertainties	Effect if Actual Results Differ from Assumptions
Pension Liability (£41.753million at 31.03.22)	<p>Estimation of the net liability to pay pensions depends on a number of complex judgements relating to the discount rate used, the rate at which salaries are projected to increase, changes in retirement ages, mortality rates and expected returns on pension fund assets. A firm of actuaries is engaged to provide the Authority with expert advice about the assumptions to be applied.</p> <p>At 31 March 2022 the net pension liability of £41.753m includes £186.712m in respect of the Authority's share of assets held by the Cumbria LGPS. This includes £16.991m in respect of the Authority's share of the schemes direct property investments and investments in unquoted property funds. The fair value measurement of these investments at 31 March 2022 is subject to the same material valuation uncertainty, outlined above in connection with the valuation of the Authority's investment and operational properties (PPE) at 31 March 2022.</p>	<p>The effects on the net pensions liability of changes in individual assumptions can be measured. For instance, a 0.1% increase in the discount rate assumption would result in a decrease in the pension liability of £3.787million.</p>
Business Rate Appeals Provision (£1.918million at 31.03.22)	<p>The Business Rate appeals provision is based on the best estimate of the likely outcome of outstanding appeals as at 31 March 2022. Appeals are dealt with by the Valuation Office Agency and as such are outside of the control of the Council.</p>	<p>If appeals are settled to different terms than those estimated, the effect will be reflected in the Collection Fund in future years. A 5% increase in the Net Debit of Business Rates, would require an increase in the provision of £0.737m. A 10% increase would require an increase in the provision of £0.966m.</p>

Item	Uncertainties	Effect if Actual Results Differ from Assumptions
Fair Value Measurements	When the fair value of financial assets and financial liabilities cannot be measured based on quoted process in active markets (ie Level 1 inputs), their fair value is measured using valuation techniques (eg quoted prices for similar assets or liabilities in active markets or the discounted cash flow (DCF) model). Where possible, the inputs to these valuation techniques are based upon observable data, but where this is not possible judgement is required in establishing fair values. These judgements typically include considerations such as uncertainty and risk. However, changes in the assumptions used could affect the fair value of the Council's assets and liabilities. Where Level 1 inputs are not available, the Council employs relevant experts to identify the most appropriate valuation techniques to determine fair value (for example for investment properties, the councils appointed valuers).	The council uses the discounted cash flow (DCF) to measure the fair value of some of its investment properties and financial assets. The significant unobservable inputs used in the fair value measurement include management assumptions regarding rent growth, vacancy levels (for investment properties) and discount rates - adjusted for regional factors (for both investment properties and some financial assets). Significant changes in any of the unobservable inputs would result in a significantly lower or higher fair value measurement for the investment properties and financial assets.

### 4.3 Material Items of Income and Expense

The Council had the following items of material income and expenditure in 2021/22:

- Income relating to the administration and payments of Benefits (including Discretionary Housing Payments) was received from Central Government totalling £18,756,319 (2020/21 £19,920,899) with corresponding payments of benefits totalling £19,416,521 (2020/21 £22,308,524). Housing Benefit Overpayment Income of £549,301 was received in 2021/22, (2020/21 £329,508).
- Council tax income of £8,418,112 (2020/21 £8,122,721) was credited to the Comprehensive Income and Expenditure Statement.
- Retained Business Rates £6,564,648 (2020/21 £6,585,260).
- Net upward revaluations of Property Plant and Equipment of £1.039million (2020/21 – £2.784million downward revaluation).
- Net upward revaluations of Investment Property of £0.816million (2020/21 – £0.663million upward revaluation).
- Rental income from investment property of £4.249million (2020/21 £4.690million).
- Income in relation to COVID-19 Grant support to individuals and businesses received from Central Government totalling £14,049,409 with corresponding payments of £12,248,311.
- Income in relation to COVID-19 grant support to the Council received from Central Government totalling £1,141,105 with corresponding expenditure by the Council on COVID-19 related issues of £1,197,765.
- Income related to Sustainable Warmth Project of £19,955,000 was received in the year and accounted for as Capital Grant Receipts in Advance.
- £1,347,036 was paid to the County Council for the contribution to the LGR Implementation Reserve

## **Movement in Reserves Statement**

### **4.4 Adjustments between accounting basis and funding basis under Regulations**

This note details the adjustments that are made to Total Comprehensive Income and Expenditure recognised by the Council in the year in accordance with the proper accounting practice to the resources that are specified by statutory provision as being available to the Council to meet future capital and revenue expenditure. The following sets out a description of the reserves that the adjustments are made against.

#### **General Fund Balance**

The General Fund is the statutory fund into which all the receipts of the 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 year end.

#### **Capital Grant 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.

	General Fund balances	Capital Receipts Reserve	Capital Grants Unapplied	Total Usable Reserves	Total Unusable reserves	Revaluation Reserve	Pensions Reserve	Capital Adjustment Account	Deferred Capital Receipts Reserve	Collection Fund Adjustment Account	Investments Adjustment Account Prior Term	Compensated Absences Account	Total Authority Reserves
2021/22	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
<b>Adjustments to the Revenue Resources</b>													
(Amounts by which income and expenditure included in the Comprehensive Income and Expenditure Statement are different from revenue for the year calculated in accordance with statutory requirements:)													
Pension Costs	3,444	0	0	3,444	(3,444)	0	(3,444)	0	0	0	0	0	0
Financial Instruments	(578)	0	0	(578)	578	0	0	0	0	0	578	0	0
Council Tax and NDR	(6,057)	0	0	(6,057)	6,057	0	0	0	0	6,057	0	0	0
Holiday Pay	(49)	0	0	(49)	49	0	0	0	0	0	0	49	0
Reversal of entries included in the Surplus or Deficit on Provision of Services in relation to Capital Expenditure:													
Depreciation	3,521	0	0	3,521	(3,521)	0	0	(3,521)	0	0	0	0	0
Impairment Losses charged to CIES	(1,039)	0	0	(1,039)	1,039	0	0	1,039	0	0	0	0	0
Capital Grants and Contributions Applied	(3,969)	0	0	(3,969)	3,969	0	0	3,969	0	0	0	0	0
Capital Grants and Contributions Unapplied	0	0	0	0	0	0	0	0	0	0	0	0	0
Revenue Expenditure Funded from Capital Under Statute	2,136	0	0	2,136	(2,136)	0	0	(2,136)	0	0	0	0	0
Movement in Market Value of Investment Property	(816)	0	0	(816)	816	0	0	816	0	0	0	0	0
Non Current Assets Written off on disposal or sale	382	0	0	382	(382)	0	0	(382)	0	0	0	0	0
<b>Total Adjustments to Revenue Resources</b>	<b>(3,025)</b>	<b>0</b>	<b>0</b>	<b>(3,025)</b>	<b>3,025</b>	<b>0</b>	<b>(3,444)</b>	<b>(215)</b>	<b>0</b>	<b>6,057</b>	<b>578</b>	<b>49</b>	<b>0</b>
<b>Adjustments between Revenue and Capital Resources</b>													
Transfer of non-current asset sale proceeds from revenue to the Capital Receipts Reserve	(80)	80	0	0	0	0	0	0	0	0	0	0	0
Capital Expenditure Financed from Revenue Balances	(2,222)	0	0	(2,222)	2,222	0	0	2,222	0	0	0	0	0
<b>Total Adjustments between Revenue and Capital Resources</b>	<b>(2,302)</b>	<b>80</b>	<b>0</b>	<b>(2,222)</b>	<b>2,222</b>	<b>0</b>	<b>0</b>	<b>2,222</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Adjustments to Capital Resources</b>													
Use of the Capital Receipts Reserve to finance capital expenditure	0	(80)	0	(80)	80	0	0	80	0	0	0	0	0
Application of capital grants to finance capital expenditure	0	0	(36)	(36)	36	0	0	36	0	0	0	0	0
<b>Total Adjustments to Capital Resources</b>	<b>0</b>	<b>(80)</b>	<b>(36)</b>	<b>(116)</b>	<b>116</b>	<b>0</b>	<b>0</b>	<b>116</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Adjustment between Capital Adjustment Account (CAA) and Revaluation Reserve for depreciation that is related to the revaluation balance rather than Historic Cost.</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(849)</b>	<b>0</b>	<b>849</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Total Adjustments</b>	<b>(5,327)</b>	<b>0</b>	<b>(36)</b>	<b>(5,363)</b>	<b>5,363</b>	<b>(849)</b>	<b>(3,444)</b>	<b>2,972</b>	<b>0</b>	<b>6,057</b>	<b>578</b>	<b>49</b>	<b>0</b>

2020/21	General Fund balances £000	Capital Receipts Reserve £000	Capital Grants Unapplied £000	Total Usable Reserves £000	Total Unusable reserves £000	Revaluation Reserve £000	Pensions Reserve £000	Capital Adjustment Account £000	Deferred Capital Receipts Reserve £000	Collection Fund Adjustment Account £000	Investments Adjustment Account £000	Compensated Absences Account £000	Total Authority Reserves £000
<b>Adjustments to the Revenue Resources</b>													
(Amounts by which income and expenditure included in the Comprehensive Income and Expenditure Statement are different from revenue for the year calculated in accordance with statutory requirements:)													
Pension Costs	2,382	0	0	2,382	(2,382)	0	(2,382)	0	0	0	0	0	0
Financial Instruments	24	0	0	24	(24)	0	0	0	0	0	(24)	0	0
Council Tax and NDR	9,308	0	0	9,308	(9,308)	0	0	0	0	(9,308)	0	0	0
Holiday Pay	45	0	0	45	(45)	0	0	0	0	0	0	(45)	0
Reversal of entries included in the Surplus or Deficit on Provision of Services in relation to Capital Expenditure:													
Depreciation	3,588	0	0	3,588	(3,588)	0	0	(3,588)	0	0	0	0	0
Impairment Losses charged to CIES	2,784	0	0	2,784	(2,784)	0	0	(2,784)	0	0	0	0	0
Capital Grants and Contributions Applied	(5,495)	0	0	(5,495)	5,495	0	0	5,495	0	0	0	0	0
Capital Grants and Contributions Unapplied	(10)	0	10	0	0	0	0	0	0	0	0	0	0
Revenue Expenditure Funded from Capital Under Statute	3,105	0	0	3,105	(3,105)	0	0	(3,105)	0	0	0	0	0
Movement in Market Value of Investment Property	(663)	0	0	(663)	663	0	0	663	0	0	0	0	0
Non Current Assets Written off on disposal or sale	913	0	0	913	(913)	0	0	(913)	0	0	0	0	0
<b>Total Adjustments to Revenue Resources</b>	<b>15,981</b>	<b>0</b>	<b>10</b>	<b>15,991</b>	<b>(15,991)</b>	<b>0</b>	<b>(2,382)</b>	<b>(4,232)</b>	<b>0</b>	<b>(9,308)</b>	<b>(24)</b>	<b>(45)</b>	<b>0</b>
<b>Adjustments between Revenue and Capital Resources</b>													
Transfer of non-current asset sale proceeds from revenue to the Capital Receipts Reserve	(987)	2,615	0	1,628	(1,628)	0	0	0	(1,628)	0	0	0	0
Capital Expenditure Financed from Revenue Balances	(2,623)	0	0	(2,623)	2,623	0	0	2,623	0	0	0	0	0
<b>Total Adjustments between Revenue and Capital Resources</b>	<b>(3,610)</b>	<b>2,615</b>	<b>0</b>	<b>(995)</b>	<b>995</b>	<b>0</b>	<b>0</b>	<b>2,623</b>	<b>(1,628)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Adjustments to Capital Resources</b>													
Use of the Capital Receipts Reserve to finance capital expenditure	0	(2,615)	0	(2,615)	2,615	0	0	2,615	0	0	0	0	0
Application of capital grants to finance capital expenditure	0	0	(20)	(20)	20	0	0	20	0	0	0	0	0
<b>Total Adjustments to Capital Resources</b>	<b>0</b>	<b>(2,615)</b>	<b>(20)</b>	<b>(2,635)</b>	<b>2,635</b>	<b>0</b>	<b>0</b>	<b>2,635</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Adjustment between Capital Adjustment Account (CAA) and Revaluation Reserve for depreciation that is related to the revaluation balance rather than Historic Cost.</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(907)</b>	<b>0</b>	<b>907</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Total Adjustments</b>	<b>12,371</b>	<b>0</b>	<b>(10)</b>	<b>12,361</b>	<b>(12,361)</b>	<b>(907)</b>	<b>(2,382)</b>	<b>1,933</b>	<b>(1,628)</b>	<b>(9,308)</b>	<b>(24)</b>	<b>(45)</b>	<b>0</b>

## 4.5 Transfers to/from Earmarked Reserves

This note sets out the amounts set aside from the General Fund in earmarked reserves to provide financing for future expenditure plans and the amounts posted back from earmarked reserves to meet General Fund expenditure in 2021/22.

	Balance 31 March 2020 £000	Transfers Out 2020/21 £000	Transfers In 2020/21 £000	Balance 31 March 2021 £000	Transfers Out 2021/22 £000	Transfers In 2021/22 £000	Balance 31 March 2022 £000
<b>Capital:</b>							
Lanes Capital Fund	75	0	15	90	0	15	105
<b>Total Capital Reserves</b>	<b>75</b>	<b>0</b>	<b>15</b>	<b>90</b>	<b>0</b>	<b>15</b>	<b>105</b>
<b>Revenue</b>							
Building Control Reserve	100	(76)	0	24	(9)	47	62
Cremator Replacement Reserve	1,080	0	116	1,196	0	90	1,286
City Centre Reserve	5	0	0	5	0	0	5
Flooding Earmarked Reserve	1,948	(1,944)	0	4	0	0	4
Prosecutions Fund Reserve	36	0	0	36	(2)	15	49
Revenue Grants Reserve	1,939	(1,201)	1,403	2,141	(520)	963	2,584
Planning Services Reserve	196	(91)	101	206	(85)	143	264
Apprentice Reserve	78	0	18	96	0	0	96
Waverley Viaduct Reserve	30	0	0	30	0	0	30
Economic Recovery Reserve	0	0	50	50	(50)	0	0
Operational Risk Reserve	0	0	3,200	3,200	(2,100)	0	1,100
Council Tax Hardship Grant Reserve	0	0	359	359	(359)	0	0
Council Tax Income Guarantee Reserve	0	0	69	69	(23)	0	46
Tullie House Reserve	0	0	0	0	0	800	800
Leisure Reserve	0	0	0	0	0	400	400
<b>Total Revenue Reserves</b>	<b>5,412</b>	<b>(3,312)</b>	<b>5,316</b>	<b>7,416</b>	<b>(3,148)</b>	<b>2,458</b>	<b>6,726</b>
<b>Total Earmarked Reserves</b>	<b>5,487</b>	<b>(3,312)</b>	<b>5,331</b>	<b>7,506</b>	<b>(3,148)</b>	<b>2,473</b>	<b>6,831</b>
Business Rates S.31 Grants Reserve	0	0	9,463	9,463	(9,463)	3,155	3,155
<b>General Reserves</b>							
General Fund Balance	4,007	0	801	4,808	0	1,064	5,872
Carry Forward Reserve	654	(26)	0	628	0	240	868
<b>Total General Fund Balances</b>	<b>10,148</b>	<b>(3,338)</b>	<b>15,595</b>	<b>22,405</b>	<b>(12,611)</b>	<b>6,932</b>	<b>16,726</b>
<b>Deferred Credits</b>	20	0	0	20	0	0	20
<b>Capital Grant Unapplied</b>	136	(10)	0	126	(36)	0	90
<b>Total Usable Reserves</b>	<b>10,304</b>	<b>(3,348)</b>	<b>15,595</b>	<b>22,551</b>	<b>(12,647)</b>	<b>6,932</b>	<b>16,836</b>

## 4.6 Nature and Purpose of Usable Reserves

The Council is required to maintain several reserves under the provisions of the Code. The reserves and their broad functions are as follows.

**(a) Earmarked Reserves**

This balance represents monies available to support revenue spending but which the Council have earmarked for specific purposes. Further details on individual earmarked reserves are contained within the Council's Medium-Term Financial Plan, available upon request from the Corporate Director of Finance and Resources.

**(b) Deferred Credits** This represents the balance of capital debtors recognised within long term debtors in respect of Housing Act Mortgage Debtors which remain outstanding at the year end and, therefore, cannot be counted within the usable capital receipts reserve.

**(c) General Fund Balances**

This balance represents the cumulative surplus available to the Council to support revenue spending and which has not been earmarked for a specific purpose.

**(d) Business Rates S.31 Grant Reserve**

This reserve holds the balance of Section 31 grants received to compensate the Council for loss of Business Rates income with the granting of expanded retail relief due to the Covid-19 pandemic. It will be used to offset the carried forward deficit on the collection fund in 2022/23.

**(e) Capital Grants Unapplied**

This represents capital grants that have been received and recognised in the Comprehensive Income and Expenditure Statement, but which have yet to be applied to finance capital expenditure.

**(f) Usable Capital Receipts Reserve**

Capital reserves are not allowed to be used for revenue purposes and in certain cases can only be used for specific statutory purposes. The Usable Capital Receipts Reserve is a reserve established for specific statutory purposes.

An explanation of Unusable Reserves is detailed in Note 4.39.



## **Comprehensive Income and Expenditure**

### **4.7 Exceptional Items**

2020/21 £000		2021/22 £000
(28)	Flood	0
35	Covid-19	121
0	Local Government Reorganisation - contribution to implementation reserve	1,495
<b>7</b>		<b>1,616</b>

### **4.8 Other Operating Expenditure**

2020/21 £000		Note	2021/22 £000
688	Parish Council Precepts		708
169	(Gains)/Losses on disposal of non-current assets	4.24	251
<b>857</b>	<b>Total</b>		<b>959</b>

### **4.9 Financing and Investment Income and Expenditure**

2020/21 £000		Note	2021/22 £000
407	Interest payable and similar charges	4.14	214
1,105	Net Interest on the defined benefit liability (pension assets)	4.42	1,075
(237)	Interest receivable and similar income	4.14	(186)
(4,778)	Income and Expenditure in relation to investment properties and changes in their fair value	4.11	(4,250)
341	(Surplus)/Deficit on Trading Undertakings		277
24	(Gain)/Loss on Financial Assets measured at Fair Value through Profit or Loss	4.39f	(578)
<b>(3,138)</b>	<b>Total</b>		<b>(3,448)</b>

## 4.10 Taxation and Non-Specific Grant Income

2020/21 £000		Note	2021/22 £000
(8,123)	Council Tax Income	4.14	(8,418)
(6,585)	Non-Domestic Rates	4.14	(6,565)
(3,424)	Non-Ring-fenced Government Grants	4.21	(1,945)
(3,232)	Recognised Capital Grants & Contributions	4.21	(1,869)
<b>(21,364)</b>	<b>Total</b>		<b>(18,797)</b>

## 4.11 Investment Properties

Amounts that have been recognised in the Comprehensive Income and Expenditure Statement relating to investment property are:

2020/21 £000		2021/22 £000
(4,690)	Rental Income from investment property	(4,249)
897	Direct operating expenses arising from investment property that generated rental income during the period	815
(663)	(Increase) / Decrease in Fair Value of Investment Properties	(816)
(322)	(Gains)/Losses on Disposal of Investment Properties	0
<b>(4,778)</b>	<b>Net (Gain)/Loss</b>	<b>(4,250)</b>

## 4.12 Expenditure & 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 the Council in comparison with those resources consumed or earned by the Council in accordance with generally accepted accounting practices. It also shows how this expenditure is allocated for decision making purposes between the council's directorates/services/departments. Income and expenditure accounted for under generally accepted accounting practices is presented more fully in the Comprehensive Income and Expenditure Statement.

2020/21				2021/22		
Net Expenditure Chargeable to General Fund £000	Adjustments between Funding and Accounting Basis £000	Net Expenditure in the Comprehensive Income and Expenditure Statement £000		Net Expenditure Chargeable to General Fund £000	Adjustments between Funding and Accounting Basis £000	Net Expenditure in the Comprehensive Income and Expenditure Statement £000
10,863	2,279	13,142	Community Services	10,615	(1,298)	9,317
1,864	590	2,454	Economic Development	1,093	556	1,649
(96)	96	0	Corporate Support	193	(193)	0
1,373	566	1,939	Finance and Resources	2,145	846	2,991
932	4,843	5,775	Governance & Regulatory Services	970	4,553	5,523
(1,858)	2,300	442	Corporate Management	(1,892)	2,434	542
(1,993)	2,000	7	Exceptional Items	788	828	1,616
<b>11,085</b>	<b>12,674</b>	<b>23,759</b>	<b>Net Cost of Services</b>	<b>13,912</b>	<b>7,726</b>	<b>21,638</b>
		(23,645)	<b>Other Income &amp; Expenditure</b>			(21,286)
<b>11,085</b>	<b>12,674</b>	<b>114</b>	<b>Surplus or Deficit</b>	<b>13,912</b>	<b>7,726</b>	<b>352</b>
<b>10,148</b>			<b>Opening General Fund Balance</b>	<b>22,405</b>		
<b>(114)</b>			<b>Less/Plus Surplus or (Deficit) on General Fund</b>	<b>(352)</b>		
<b>12,371</b>			<b>Adjustments between accounting basis and funding basis under regulations</b>	<b>(5,327)</b>		
<b>22,405</b>			<b>Closing General Fund Balance at 31 March</b>	<b>16,726</b>		

## 4.13 Adjustments between Funding and Accounting Basis

2021/22				
Adjustments from General Fund to arrive at the Comprehensive Income and Expenditure Statement amounts	Adjustments for Capital Purposes (Note a) £000	Net change for the Pensions Adjustments (Note b) £000	Other Differences (Note c) £000	Total Adjustments £000
Community Services	(2,244)	981	(35)	(1,298)
Economic Development	0	274	282	556
Corporate Support	0	193	(386)	(193)
Finance and Resources	0	395	451	846
Governance & Regulatory Services	1,205	711	2,637	4,553
Corporate Management	3,521	(244)	(843)	2,434
Exceptional Items	0	59	769	828
<b>Net Cost of Services</b>	<b>2,482</b>	<b>2,369</b>	<b>2,875</b>	<b>7,726</b>
<b>Difference between General Fund Surplus or Deficit and Comprehensive Income and Expenditure Statement Surplus or Deficit on Provision of Services</b>	<b>2,482</b>	<b>2,369</b>	<b>2,875</b>	<b>7,726</b>

2020/21				
Adjustments from General Fund to arrive at the Comprehensive Income and Expenditure Statement amounts	Adjustments for Capital Purposes (Note a) £000	Net change for the Pensions Adjustments (Note b) £000	Other Differences (Note c) £000	Total Adjustments £000
Community Services	999	612	668	2,279
Economic Development	0	176	414	590
Corporate Support	0	123	(27)	96
Finance and Resources	0	248	318	566
Governance & Regulatory Services	1,785	454	2,604	4,843
Corporate Management	3,588	(370)	(918)	2,300
Exceptional Items	0	34	1,966	2,000
<b>Net Cost of Services</b>	<b>6,372</b>	<b>1,277</b>	<b>5,025</b>	<b>12,674</b>
<b>Difference between General Fund Surplus or Deficit and Comprehensive Income and Expenditure Statement Surplus or Deficit on Provision of Services</b>	<b>6,372</b>	<b>1,277</b>	<b>5,025</b>	<b>12,674</b>

**(a) Adjustments for Capital Purposes**

Adjustments for capital purposes – this column adds in depreciation and impairment and revaluation gains and losses in the service 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 Taxations 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.

**(b) 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:

- **For 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.
- **For Financing and Investment Income and Expenditure** – the net interest on the defined benefit liability is charged to the Comprehensive Income and Expenditure Statement.

**(c) Other Differences**

Other differences between amounts debited/credited to the Comprehensive Income and Expenditure Statement and amounts payable/receivable to be recognised under statute:

- **For Financing and Investment Income and Expenditure** the other differences column recognises adjustments to the General Fund for the timing differences for premiums and discounts.
- The charge under **Taxation and Non-Specific Grant Income and Expenditure** 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 the future Surpluses or Deficits on the Collection Fund.

#### 4.14 Expenditure and Income Analysed by Nature

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

2020/21 £000		Note	2021/22 £000
	<b>Expenditure</b>		
18,580	Employee Benefit expenses		20,317
41,761	Other Service expenses		37,057
6,372	Depreciation, amortisation and impairment		2,482
407	Interest payments		214
688	Precepts and levies		708
960	Gains on the disposal of assets		430
(663)	Change in Fair Value of Investment Property		(816)
<b>68,105</b>	<b>Total Expenditure</b>		<b>60,392</b>
	<b>Income</b>		
(9,360)	Revenue from contracts with service recipients	4.15	(10,828)
(424)	Fee, charge and other service income		(202)
(237)	Interest and Investment Income		(186)
(14,708)	Income from Council Tax, Non-Domestic Rates	4.10	(14,983)
(42,220)	Grants, Contributions and Reimbursements	4.21	(33,132)
(1,066)	Gain or Loss on Disposal of Non-Current Assets & Investment Property		(131)
24	(Gain)/Loss on Financial Assets measured at Fair Value through Profit or Loss		(578)
<b>(67,991)</b>	<b>Total Income</b>		<b>(60,040)</b>
<b>114</b>	<b>(Surplus) or Deficit on the Provision of Services</b>		<b>352</b>

#### 4.15 Revenue from Contracts with Customers

The Council collects income from various sources, e.g. raising debtor invoices or collecting income through the bank. Some income is received in advance of services being delivered, and some is received after the service has been delivered.

Most of the Council income is collected upon delivery of the service, e.g. car parking income, so income is recognised as soon as the performance obligation is performed. There are some services, however, where income is collected in advance of a service being delivered; the main areas being Development Control (Planning Fees) and Building Control Fees.

##### Development Control Fees

Development Control fees are paid upfront at the time the application is submitted and depending on the type or complexity of the application submitted in association with the fees, the work could be carried out over a period of up to potentially 6 months or even longer. Once a 'valid' application has been received, this is when the performance obligation is satisfied as the City Council has agreed to consider and decide on the planning application submitted.

As at 31st March 2022, there were 20 applications which were invalid for which a total of £50,025 had been paid upfront for. As this is immaterial, no adjustments have been made to the income as at 31st March 2022.

##### Building Control Fees

For a Building Control application to be valid, a fee must be paid. No work will be carried out unless the required fee is paid.

As at 31<sup>st</sup> March 2022, there were no invalid applications that have a financial value attributable to them. Overall, 744 applications were commenced in 2021/22, with 605 outstanding by the year end. The approximate value of the outstanding applications was £30,000. Therefore, no adjustments have been made to the income as at 31<sup>st</sup> March 2022.

Amounts included in the Comprehensive Income and Expenditure Statement for contracts with service recipients:

2020/21 £000		2021/22 £000
	Revenue from contracts with service recipients	
(313)	Building Control	(422)
(618)	Development Control	(959)
(1,991)	Bereavement Services	(1,692)
(381)	Car Parking	(994)
(226)	Licensing	(270)
(4,590)	Rental Income from Properties	(4,251)
(1,241)	Other revenue from contracts with service recipients	(2,240)
<b>(9,360)</b>	<b>Total included in Comprehensive Income &amp; Expenditure Statement</b>	<b>(10,828)</b>
28	Impairment of receivables or contract assets	26

Amounts included in the Balance Sheet for contracts with service recipients:

2020/21 £000		2021/22 £000
	Receivables, which are included in debtors	
16	Building Control	16
0	Development Control	7
192	Bereavement Services	155
63	Car Parking	47
906	Rental Income from Properties	1,000
59	Other revenue from contracts with service recipients	161
<b>1,236</b>	<b>Total included in Net Assets</b>	<b>1,386</b>

## 4.16 Agency Income and Expenditure

In the Council's capacity as Billing Authority it acts as an agent in collecting and distributing Council Tax income on behalf of the major preceptors and itself. Only the Councils share of income and expenditure is shown in the Comprehensive Income and Expenditure Statement (£8.418million) (2020/21 - £8.123million).

The Council also acts as an agent in collecting Non-Domestic Rates (NDR) on behalf of the Government and County Council under the Business Rate Retention Scheme. Only the income received due to the City Council share (£6.565million); 2020/21 (£6.585million) is recognised in the Comprehensive Income and Expenditure Statement.

The Council is required to maintain a separate fund for the collection and distribution of amounts due in respect of Council tax and NNDR. The Collection Fund is included as a supplementary statement in these accounts.

## 4.17 Cumbria Business Rates Pool

During 2021/22, the Council participated in the Cumbria Business Rates Pool to benefit the Cumbria area by retaining any levies that would otherwise be payable to Central Government because of growth in Business Rates. The pool is made up of Cumbria County Council, Carlisle City Council, Allerdale Borough Council, Barrow Borough Council, Copeland Borough Council, Eden District Council and South Lakeland District Council.

The amount of retained growth kept by the Pool and redistributed is detailed below. As the final Countywide pooling position was unknown at the time of publication, the estimates of retained levy and pool gains are shown below. The figures for Carlisle are based on actual retained levy calculations and estimated pool gains.

2020/21 £000		2021/22 £000
	<b>Retained Levy</b>	
1,118	Allerdale Borough Council	1,146
480	Barrow Borough Council	206
1,257	Carlisle City Council	1,349
447	Copeland Borough Council	1,614
924	Eden District Council	537
1,359	South Lakeland District Council	2,211
<b>5,585</b>	<b>Total Retained Levy</b>	<b>7,063</b>
	<b>Pooling Distribution of Retained Levy</b>	
651	Allerdale Borough Council	705
321	Barrow Borough Council	210
712	Carlisle City Council	700
289	Copeland Borough Council	906
504	Eden District Council	331
734	South Lakeland District Council	1,201
2,374	Cumbria County Council	3,010
<b>5,585</b>	<b>Total</b>	<b>7,063</b>

The distribution of the retained levy for the Council is shown within Business Rate Retention income in the Comprehensive Income and Expenditure Statement, along with the Council's own share of the growth achieved in the year (£1,349,235).

## 4.18 Members Allowances

The Code of Practice on Local Authority Accounting requires that Local Authorities disclose details of allowances paid to elected members during the year. Details of allowances paid in 2021/22 are as follows:



2020/21 £000		2021/22 £000
185	Type of Allowance	186
85	Basic Allowance	85
0	Special Responsibility Allowance	1
	Conference/Other Allowances	
<b>270</b>	<b>Total</b>	<b>272</b>

#### 4.19 Officers' Remuneration

The Accounts and Audit Regulations 2015 require that local authorities disclose details of the number of employees whose remuneration exceeds £50,000 in bands of £5,000. The table below includes senior employees who are also subject to additional disclosure below.

**Remuneration includes any payments made on termination of employment but does not include pension contributions.**

The Accounts and Audit Regulations 2015 also now requires that local authorities disclose the individual remuneration details of senior employees by job title for several categories if their annual salary is above £50,000. For disclosure, senior employees are defined by the Council as Director level and above.

Remuneration Banding (incl Termination Payments)	Number of Employees					
	2020/21	Given Notice During Year	Left During Year	2021/22	Given Notice During Year	Left During Year
Between £50,000 and £54,999	2	0	0	2	0	0
Between £55,000 and £59,999	6	0	0	7	0	0
Between £60,000 and £64,999	1	0	0	1	0	0
Between £80,000 and £84,999	3	0	0	4	1	1
Between £95,000 and £99,999	1	0	0	0	0	0
Between £100,000 and £104,999	0	0	1	1	0	0
Between £120,000 and £124,999	1	0	0	0	0	0
Between £125,000 and £129,999	0	0	0	1	0	0
<b>Total Number of Employees (Including Senior Employees)</b>	<b>14</b>	<b>0</b>	<b>1</b>	<b>16</b>	<b>1</b>	<b>1</b>

Post	Salaries, fees & allowances	Benefits in Kind (e.g car allowance)	Total Remuneration excluding pension contributions	Pension	Total
2021/22	£000	£000	£000	£000	£000
Chief Executive	116	10	126	23	149
Deputy Chief Executive	93	8	101	18	119
Corporate Director of Governance & Regulatory Services	75	7	82	15	97
Corporate Director of Economic Development	75	7	82	15	97
Corporate Director of Finance and Resources	75	7	82	15	97
<b>Total</b>	<b>434</b>	<b>39</b>	<b>473</b>	<b>86</b>	<b>559</b>

Post	Salaries, fees & allowances	Benefits in Kind (e.g car allowance)	Total Remuneration excluding pension contributions	Pension	Total
2020/21	£000	£000	£000	£000	£000
Chief Executive	114	8	122	23	145
Deputy Chief Executive	91	8	99	18	117
Corporate Director of Governance & Regulatory Services	74	7	81	15	96
Corporate Director of Economic Development	74	7	81	15	96
Corporate Director of Finance and Resources	74	7	81	15	96
<b>Total</b>	<b>427</b>	<b>37</b>	<b>464</b>	<b>86</b>	<b>550</b>

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

	Number of Compulsory Redundancies		Number of other Agreed Departures		Total number of exit packages by cost band		Total cost of exit packages in each band	
	2020/21	2021/22	2020/21	2021/22	2020/21	2021/22	2020/21 £000	2021/22 £000
£0 - £20,000	0	0	0	2	0	2	0	17
£20,001 - £40,000	0	0	1	1	1	1	33	23
£100,001 - £120,000	0	0	0	1	0	1	0	117
<b>Total</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>4</b>	<b>1</b>	<b>4</b>	<b>33</b>	<b>157</b>

## 4.20 External Audit Costs

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

2020/21 £000		2021/22 £000
96	Fees payable to the external auditor with regard to external audit services carried out by the appointed auditors	38
11	Fees payable to the external auditors for the certification of grant claims and returns	13
5	CFO Insights	5
<b>112</b>	<b>Total</b>	<b>56</b>

From 2021/22 the external auditor for the certification of the Statement of Accounts and Value for Money Conclusion was Grant Thornton UK LLP and for the certification of the Housing Benefit Subsidy Claim was Mazars.

## 4.21 Grants, Contributions and Reimbursement Income

The Council credited the following grants, contributions and reimbursements to the Comprehensive Income and Expenditure Statement in 2021/22.

2020/21 £000		2021/22 £000
	<b>Credited to Taxation and Non Specific Grant Income</b>	
	<b>Non Ringfenced Government Grants</b>	
1,492	New Homes Bonus	747
184	Rural Services Delivery Grant	193
1,748	Covid-19 Emergency Funding	616
0	Lower Tier Services Grant	389
<b>3,424</b>	<b>Total</b>	<b>1,945</b>
	<b>Recognised Capital Grants &amp; Contributions</b>	
128	Play Areas & Open Spaces Contribution	229
2,048	Sands Centre	2
8	Industrial Estates	0
101	On Street Charging Infrastructure	97
847	Carlisle Citadels	926
90	Towns Deal Projects	285
10	Swifts Wildlife Haven	71
0	Civic Centre	15
0	Disabled Facilities Grant	195
0	Litter Bininfrastructure	24
0	Future High Street Fund	25
<b>3,232</b>	<b>Total</b>	<b>1,869</b>
	<b>Grants - Credited to Services</b>	
590	Economic Regeneration	886
989	Supporting Vulnerable People	1,263
19,921	Housing Benefit Subsidy	18,756
1,537	Revenues and Benefits	631
6,322	Covid-19	1,949
1,194	Other Grants	323
	<b>Reimbursements - Credited to Services</b>	
31	Economic Regeneration	36
5	Supporting Vulnerable People	9
581	Revenues and Benefits	829
1	Covid-19	0
419	Other Reimbursements	879
	<b>Contributions - Credited to Services</b>	
(2)	Economic Regeneration	0
178	Revenues and Benefits	177
1,526	Other Contributions	1,480
2,262	<b>Revenue Expenditure funded by Capital</b>	2,100
10	Revenue Expenditure funded by Capital - capital grants unapplied	0
<b>35,564</b>	<b>Total</b>	<b>29,318</b>
<b>42,220</b>	<b>Total Grants, Contributions and Reimbursements</b>	<b>33,132</b>

Covid-19 grant income credited to the CIES totals £2,565,373. A full breakdown of the Covid-19 funding received by the Council is provided in the Narrative report at 1.7(i).

## 4.22 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 will allow readers to assess the extent to which the council might have been constrained in its ability to operate independently or might have secured the ability to limit another party's ability to bargain freely with the Council.

### Central Government

Central government has effective control 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 transactions that the Council has with other parties (e.g. council tax bills, housing benefits). Grants received from government departments are set out in the subjective analysis in Note 4.14 on reporting for resource allocation decisions. Grant receipts receivable at 31 March 2022 are shown in Note 4.21. As at 31 March 2022, the balance of Creditors owing to Central Government departments was £5.975million. The balance of debtors owed from Central Government departments was £1.091million.

### Members

Members of the Council have direct control over the council's financial and operating policies. The total of members allowances paid in 2021/22 is shown in Note 4.18. All elected members of the Council were asked to declare any direct financial relationship through outside bodies or companies with the Council for the financial year 2021/22.

Fifteen declared an interest in Community Centres around the Carlisle area. The Council paid £190,200 to Community Centres during 2021/22 (2020/21 - £190,180).

2020/21 £000		2021/22 £000
11	Belah Community Centre	11
13	Botcherby Community Centre	13
22	Brampton Community Centre	22
21	Currock Community Centre	21
14	Denton Holme Community Centre	14
9	Greystone Community Centre	9
25	Harraby Community Centre	25
27	Longtown Community Centre	27
29	Morton Community Centre	29
12	Petteril Bank Community Centre	12
7	Yewdale Community Centre	7
<b>190</b>	<b>Grants paid to Community Centres</b>	<b>190</b>

### Officers

During 2021/22 21 officers who are key management personnel were asked to declare any direct financial relationship through outside bodies or companies with the Council for the financial year 2021/22. The response rate was 100%.

There were no material transactions relating to members or senior officers of the Council during 2021/22.

### Other Public Bodies

Other related party transactions are as follows:

- the City Council's transactions with the Cumbria County Council Pension Fund, which are shown in Note 4.23 to the Financial Statements. The Council owed £74,319 to the Pension fund at 31 March for transactions in 2021/22, and this is shown as a creditor in the balance sheet.

## 4.23 Pension Costs

In 2021/22, the City Council paid an employer's contribution of £2,305,138 into the Cumbria County Council Pension Scheme, representing 19.9% (2020/21: £2,285,121 representing 19.9%) of pensionable pay. The contribution rate is based on the triennial actuarial valuation carried out at 31 March 2020 by the Fund's Actuary. This contribution rate is effective for the three-year period commencing 1 April 2020. The Council is also responsible for all pension payments relating to unfunded added years benefits awarded to its employees together with any related increases. In 2021/22 the value of these benefits amounted to £104,646 representing 0.90% of pensionable pay (2020/21: £40,147 and 0.35% respectively). The pension costs charged to the Comprehensive Income and Expenditure Statement in accordance with IAS 19 are as follows:

2020/21 £000		2021/22 £000
3,682	Current Service Cost	4,735
92	Administration Expenses	93
0	Past Service Cost / (Gain)	90
66	Curtailment Cost	78
(3,498)	Interest on Plan Assets	(3,599)
4,603	Pension Interest Costs	4,674
<b>4,945</b>	<b>Total</b>	<b>6,071</b>
(2,563)	Contributions paid to Pension Scheme	(2,627)
<b>2,382</b>	<b>Contributions (to) / from Pension Reserve</b>	<b>3,444</b>

The reassessment of the pension liability for the effects of the McCloud judgement are shown in the above figures. Further detail can be found at note 4.42.

## 4.24 Gains/Losses on Sale of Property, Plant and Equipment

The Comprehensive Income and Expenditure Statement includes gains and losses from the sale of Council assets. The value of the gains and losses for the year 2021/22 is as follows: -

2020/21 £000		2021/22 £000
169	Other	251
<b>169</b>	<b>Total</b>	<b>251</b>

## 4.25 Revenue Expenditure Funded from Capital Under Statute

Items of revenue expenditure funded from capital under statute, which are not financed by government grants, are written off to the Comprehensive Income and Expenditure Statement during the year. The value for 2021/22 is as follows: -

2020/21				2021/22		
Expend- iture £000	Grants Utilised £000	Amounts Written Off £000		Expend- iture £000	Grants Utilised £000	Amounts Written Off £000
1,905	(1,905)	0	Disabled Facilities Grants	1,992	(1,992)	0
1,074	(252)	(822)	Temporary Leisure Facilities	0	0	0
0	0	0	Future High Street Fund Projects	100	(100)	0
126	(105)	(21)	Other	44	(8)	(36)
<b>3,105</b>	<b>(2,262)</b>	<b>(843)</b>	<b>Total</b>	<b>2,136</b>	<b>(2,100)</b>	<b>(36)</b>

## 4.26 Revaluations Charged to CIES

During 2021/22 the value of Non-Current Assets that were revalued and charged to the surplus/deficit on Provision of Services within the Comprehensive Income and Expenditure Statement were £1.855million (2020/21: £2.121million). This was split between investment properties £0.816million (upward revaluation) (2020/21: £0.663million (upward revaluation) and other items of Property, Plant and Equipment and surplus assets £1.039million (upward revaluation) (2020/21: £2.784million (downward revaluation). Change in fair value of Investment Properties were charged to the Comprehensive Income and Expenditure Statement under Financing and Investment Income as per Note 4.9. Movements in other Property, Plant and Equipment are shown in the Comprehensive Income and Expenditure Account within Net cost of Services. The table below shows the service line that all revaluations were originally charged to.

2020/21 £000		2021/22 £000
999	Community Services	(2,244)
1,785	Governance and Regulatory Services	1,205
<b>2,784</b>	<b>Total Included in Net Cost of Services</b>	<b>(1,039)</b>

**Balance Sheet****4.27 Property Plant and Equipment**

2021/22	OPERATIONAL					NON OPERATIONAL		Total £000
	Council Dwelling £000	Other Land & Buildings £000	Vehicles Equip & Plant £000	Infra- structure * £000	Community Assets £000	Assets under Constr £000	Surplus assets £000	
<b>Cost or Valuation</b>								
Valuation as at 1 April 2021	230	50,276	17,406	6,229	4,195	5,741	1,143	85,220
Additions/Enhancements	0	2,411	1,143	214	49	13,684	44	17,545
Disposals	0	(49)	(3,902)	(6)	0	0	0	(3,957)
Reclassifications	0	0	0	1	(1)	0	0	0
Revaluations Taken to Revaluation Reserve	10	934	0	0	0	0	(38)	906
Revaluations Charged to Surplus/Deficit on Provision of Services 2021/22	(6)	672	0	0	0	0	(196)	470
Valuation as at 31 March 2022	234	54,244	14,647	6,438	4,243	19,425	953	100,184
<b>Depreciation</b>								
Accumulated Dep'n at 1 April 2021	0	0	(11,596)	(1,149)	0	0	0	(12,745)
Depreciation Charge to CIES 2021/22	(17)	(1,983)	(1,376)	(139)	0	0	0	(3,515)
Depreciation on Disposals	0	3	3,649	0	0	0	0	3,652
Depreciation w/out to Revaluation Reserve	9	1,392	0	0	0	0	0	1,401
Depreciation w/out to Surplus/Deficit on Provision of Services	8	588	0	0	0	0	0	596
Accumulated Dep'n at 31 March 2022	0	0	(9,323)	(1,288)	0	0	0	(10,611)
<b>Net Book Value at 31 March 2022</b>	<b>234</b>	<b>54,244</b>	<b>5,324</b>	<b>5,150</b>	<b>4,243</b>	<b>19,425</b>	<b>953</b>	<b>89,573</b>
<b>Net Book Value at 31 March 2021</b>	<b>230</b>	<b>50,276</b>	<b>5,810</b>	<b>5,080</b>	<b>4,195</b>	<b>5,741</b>	<b>1,143</b>	<b>72,475</b>
<b>Nature of Asset holding</b>								
Owned	234	54,244	5,324	5,150	4,243	19,425	953	89,573
	<b>234</b>	<b>54,244</b>	<b>5,324</b>	<b>5,150</b>	<b>4,243</b>	<b>19,425</b>	<b>953</b>	<b>89,573</b>
<b>Historic Cost Valuation</b>								
Net Book Value 31 March 2022	91	28,858	5,324	5,150	4,243	19,425	764	63,855
Net Book Value 31 March 2021	100	26,374	5,810	5,080	4,195	5,741	916	48,216

Infrastructure assets include those defined as Highways infrastructure, i.e. carriageways, footways and cycle tracks, structures (e.g. bridges), street lighting, street furniture, traffic management systems. These assets make up £4,700,221 of the Net Book Value as at 31 March. The remaining £449,395 are other infrastructure assets e.g. Multi Use Games Areas.



2020/21	OPERATIONAL					NON OPERATIONAL		Total £000
	Council Dwelling £000	Other Land & Buildings £000	Vehicles Equip & Plant £000	Infra- structure £000	Community Assets £000	Assets under Constr £000	Surplus assets £000	
<b>Cost or Valuation</b>								
Valuation as at 1 April 2020	241	54,736	16,469	6,125	4,103	2,540	1,129	85,343
Additions/Enhancements	0	1,711	1,315	104	102	3,263	(31)	6,464
Disposals	0	(49)	(378)	0	(10)	(62)	0	(499)
Reclassifications	0	0	0	0	0	0	0	0
Revaluations Taken to Revaluation Reserve	(1)	(2,678)	0	0	0	0	(4)	(2,683)
Revaluations Charged to Surplus/Deficit on Provision of Services 2020/21	(10)	(3,444)	0	0	0	0	49	(3,405)
Valuation as at 31 March 2021	230	50,276	17,406	6,229	4,195	5,741	1,143	85,220
<b>Depreciation</b>								
Accumulated Dep'n at 1 April 2020	0	0	(10,573)	(1,011)	0	0	0	(11,584)
Depreciation Charge to CIES 2020/21	(19)	(2,112)	(1,305)	(138)	0	0	0	(3,574)
Depreciation on Disposals	0	2	282	0	0	0	0	284
Depreciation w/out to Revaluation Reserve	9	1,499	0	0	0	0	0	1,508
Depreciation w/out to Surplus/Deficit on Provision of Services	10	611	0	0	0	0	0	621
Accumulated Dep'n at 31 March 2021	0	0	(11,596)	(1,149)	0	0	0	(12,745)
<b>Net Book Value at 31 March 2021</b>	<b>230</b>	<b>50,276</b>	<b>5,810</b>	<b>5,080</b>	<b>4,195</b>	<b>5,741</b>	<b>1,143</b>	<b>72,475</b>
<b>Net Book Value at 31 March 2020</b>	<b>241</b>	<b>54,736</b>	<b>5,896</b>	<b>5,114</b>	<b>4,103</b>	<b>2,540</b>	<b>1,129</b>	<b>73,759</b>
<b>Nature of Asset holding</b>								
Owned	230	50,276	5,810	5,080	4,195	5,741	1,143	72,475
	<b>230</b>	<b>50,276</b>	<b>5,810</b>	<b>5,080</b>	<b>4,195</b>	<b>5,741</b>	<b>1,143</b>	<b>72,475</b>
<b>Historic Cost Valuation</b>								
Net Book Value 31 March 2021	100	26,374	5,810	5,080	4,195	5,741	916	48,216
Net Book Value 31 March 2020	113	28,754	5,896	5,114	4,103	2,540	898	47,418

**(a) Depreciation**

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

Asset Category	Rate	Basis
Dwellings & Other Buildings	10 – 50 Years	Straight Line
Infrastructure Assets	40 – 80 Years	Straight Line
Vehicles, Plant, Furniture & Equipment	3 – 20 Years	Straight Line
Intangible Assets	5 Years	Straight Line

**(b) Capital Commitments**

At 31 March 2022, the Council has entered several contracts for the construction or enhancement of Property, Plant and Equipment in 2021/22 and future years; budgeted to cost £8,012,000. Similar commitments at 31 March 2021 were £23,684,000. The major commitments are:

2020/21 £000		2021/22 £000
901	Improvement Grant Commitments	1,576
75	Vehicle Replacements	432
1,742	Civic Centre Redevelopment	12
19,544	Sands Centre Development	5,338
529	Carlisle Citadels	0
844	Towns Deal Projects	654
49	Other Capital Commitments	0
<b>23,684</b>		<b>8,012</b>

**(c) Effects of Changes in Estimates**

In 2021/22, the Council made no material changes to its processes and techniques for making accounting estimates for Property, Plant and Equipment.

**4.28 Bases of Valuation**

From 1 April 1994 all the City Council's property, plant and equipment have been valued on the basis recommended by CIPFA and in accordance with the Statement of Asset Valuation Principles and Guidance Notes issued by the Royal Institution of Chartered Surveyors (RICS). Details of the valuation bases applied are set out in Note 4.0 (Statement of Accounting Policies).

Valuations are carried out via an annual revaluation programme. Valuations for 2021/22 were carried out by G Cooper (Senior Disposals Surveyor) MRICS and Chris Soar (MRCIS) of Montague Evans as at 31 March 2022. Community Assets, Vehicles, Plant and Equipment and Infrastructure assets are all held at Historic Cost and are not subject to revaluations.

The table below shows the number and types of asset the Council reports on its balance sheet:

31 March 2021		31 March 2022
1	Civic Centre	1
11	Depots and Workshops	11
13	Off Street Car Parks	13
1	Leisure Centres	1
1	Swimming Pool	1
2	Museums	2
250ha	Parks & Recreation Grounds	250ha
1	Market Hall	1
3	Cemeteries	3
4	Hostels/Homeshares	4
1	Crematorium	1
75	Industrial/Retail Units	75
12	Community Centres	12
7	Industrial Estates	7

**4.29 Investment Properties**

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

property. The Council has obligations for repairs and maintenance on some of its investment properties.

The Council does not classify any property interests held under operating leases as Investment Properties.

The fair value of Investment property held on the Balance Sheet is based on the valuations which are reviewed annually. Valuations for 2021/22 were carried out by G Cooper (Senior Disposals Surveyor) MRICS and Chris Soar (MRCIS) of Montague Evans as at 31 March 2022. These valuations were based on market conditions and known factors currently affecting specific assets, e.g. assets in the process of being marketed to sale.

2020/21 £000		2021/22 £000
90,590	Opening Balance at 1 April of Investment Property	95,158
4,603	Additions to existing assets	1,210
(698)	Disposals	(77)
663	Net gains or losses from fair value adjustments	816
<b>95,158</b>	<b>Closing Balance at 31 March of Investment Property</b>	<b>97,107</b>

#### **4.29a Fair Value Hierarchy**

Details of the Council's investment properties and information about the fair value hierarchy as at 31 March 2022 are as follows:

2021/22 Recurring Fair Value Measurements using:	Quoted prices in active markets for identical assets (Level 1) £000	Other Significant observable inputs (Level 2) £000	Significant unobservable inputs (Level 3) £000	Fair Value as at 31 March 2021 £000
Development Land	0	4,833	0	4,833
Retail	0	31,255	0	31,255
Industrial Sites	0	58,140	0	58,140
Residential	0	1,352	0	1,352
Education	0	247	0	247
Office Units	0	975	0	975
Airport	0	305	0	305
<b>Total</b>	<b>0</b>	<b>97,107</b>	<b>0</b>	<b>97,107</b>

2020/21 Recurring Fair Value Measurements using:	Quoted prices in active markets for identical assets (Level 1) £000	Other Significant observable inputs (Level 2) £000	Significant unobservable inputs (Level 3) £000	Fair Value as at 31 March 2021 £000
Development Land	0	4,833	0	4,833
Retail	0	32,335	0	32,335
Industrial Sites	0	54,991	0	54,991
Residential	0	1,322	0	1,322
Education	0	257	0	257
Office Units	0	1,128	0	1,128
Airport	0	292	0	292
<b>Total</b>	<b>0</b>	<b>95,158</b>	<b>0</b>	<b>95,158</b>

**4.29b Transfers between Levels of the Fair Value hierarchy**

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

**4.29c Valuation Techniques used to determine Level 2 and 3 Fair Values for Investment Properties****Significant Observable Inputs – Level 2**

The fair value for retail, (at market rents) has been based on the direct market evidence available at the time of valuation.

The industrial sites located in the local authority 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.

**Significant Unobservable Inputs – Level 3**

There are no Investment Properties measured at level 3.

**4.29d Highest and Best Use of Investment Properties**

In estimating the fair value of the authority's investment properties, the highest and best use of the properties is their current use.

**4.29e Valuation Techniques**

There has been no change in the valuation techniques used during the year for investment properties.

**4.29f Reconciliation of Fair Value Measurements (using significant unobservable inputs categorised within Level 3 of the Fair Value Hierarchy)**

2020/21 £000	Assets categorised within Level 3	2021/22 £000
3,499	Opening Balance	0
(9,466)	Transfers out of Level 3	0
2,241	Total gains [or losses] for the period included in Surplus or Deficit on the Provision of Services resulting from changes in the fair value	0
3,726	Additions/enhancements	0
0	Disposals	0
<b>0</b>	<b>Closing Balance</b>	<b>0</b>

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

**4.29g Quantitative information about Fair Value Measurement in Investment Properties using significant Unobservable Inputs – Level 3**

There are no Investment Properties measured at Level 3.

**4.29h Valuation process for Investment properties**

The fair value of the council's investment property is measured annually at each reporting date. All valuations are carried out by a combination of internal and external valuers, in accordance with the methodologies and bases for estimation set out in the professional standards of the Royal Institution of Chartered Surveyors. The council's valuation experts work closely with finance officers reporting directly to the Corporate Director of Finance and Resources on a regular basis regarding all valuation matters.

**4.30 Surplus Properties**

The fair value of Surplus property held on the Balance Sheet is based on the valuations which are reviewed annually. Valuations for 2021/22 were carried out by G Cooper (Senior Disposals Surveyor) MRICS and Chris Soar (MRCIS) of Montague Evans as at 31 March 2022. These valuations were based on market conditions and known factors currently affecting specific assets, e.g. assets in the process of being marketed to sale.

**4.30a Fair Value Hierarchy**

Details of the Council's Surplus properties and information about the fair value hierarchy as at 31 March 2022 are as follows:

2021/22 Recurring Fair Value Measurements using:	Quoted prices in active markets for identical assets (Level 1) £000	Other Significant observable inputs (Level 2) £000	Significant unobservable inputs (Level 3) £000	Fair Value as at 31 March 2021 £000
Development Land	0	585	0	585
Retail	0	153	0	153
Residential	0	215	0	215
<b>Total</b>	<b>0</b>	<b>953</b>	<b>0</b>	<b>953</b>

2020/21 Recurring Fair Value Measurements using:	Quoted prices in active markets for identical assets (Level 1) £000	Other Significant observable inputs (Level 2) £000	Significant unobservable inputs (Level 3) £000	Fair Value as at 31 March 2021 £000
Development Land	0	583	0	583
Retail	0	351	0	351
Residential	0	209	0	209
<b>Total</b>	<b>0</b>	<b>1,143</b>	<b>0</b>	<b>1,143</b>

**4.30b Transfers between Levels of the Fair Value hierarchy**

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

**4.30c Highest and Best Use of Surplus Properties**

In estimating the fair value of the authority's surplus properties, the highest and best use of the properties is their current use.

**4.30d Valuation Techniques used to determine Level 2 and 3 Fair Values for Investment Properties****Significant Observable Inputs – Level 2**

The fair value for retail, (at market rents) has been based on the direct market evidence available at the time of valuation.

**Significant Unobservable Inputs – Level 3**

There are no surplus assets measured at level 3.

## 4.31 Heritage Assets

### Reconciliation of the Carrying Value of Heritage Assets held by the Authority

	Statues, Monu- ments & historic Land- marks £000	Pictures, Prints & Sculpture £000	China, Glass & Porcelain £000	Archaeol- ogy £000	Natural History £000	Other Museum Collection £000	Civic Regalia £000	Total £000
<b>Cost or Valuation</b>								
Valuation as at 1 April 2020	817	14,000	950	1,300	500	1,550	385	<b>19,502</b>
Additions	0	0	0	0	0	0	0	<b>11</b>
Revaluations for additions	0	0	0	0	0	0	0	<b>(11)</b>
<b>Valuation as at 31 March 2021</b>	<b>817</b>	<b>14,000</b>	<b>950</b>	<b>1,300</b>	<b>500</b>	<b>1,550</b>	<b>385</b>	<b>19,502</b>
<b>Cost or Valuation</b>								
Valuation as at 1 April 2021	817	14,000	950	1,300	500	1,550	385	<b>19,502</b>
Additions	27	0	0	0	0	0	0	<b>27</b>
Revaluations for additions	(27)	0	0	0	0	0	0	<b>(27)</b>
Revaluations recognised in Revaluation Reserve	0	4,636	0	0	0	0	0	<b>4,636</b>
<b>Valuation as at 31 March 2022</b>	<b>817</b>	<b>18,636</b>	<b>950</b>	<b>1,300</b>	<b>500</b>	<b>1,550</b>	<b>385</b>	<b>24,138</b>

The Council undertook a revaluation of the pictures, prints and sculptures collection for insurance purposes in 2021/22 and change in values have been reflected in the balance sheet in 2021/22. The valuations for insurance purposes were undertaken by Adam Schoon (Antiques & Fine Art Valuer).

#### a) Statues, Monuments and Historic Landmarks

The Council's collection of statues, monuments and historic landmarks are carried at Historic cost where known. This is primarily assets that have been previously been classified as Community assets and includes, Dixons Chimney, West Walls, Castle Banks, and the Public Realm works for the Roman Frontier.

Other statues and monuments are not recorded on the balance sheet as valuation is not considered to be possible. These include the following assets:

- Market Cross, Greenmarket
- Queen Victoria Statue, Bitts Park
- James Creighton Statue, Hardwicke Circus,
- James Steel Statue, English Street
- Earl of Lowther Statue, The Crescent
- Cenotaph, Rickerby Park
- War Memorial, Greenmarket
- War Memorial, Richardson St Cemetery
- War Memorial, Botcherby Community Centre
- War Memorial, Stanwix Cemetery
- Hyssop Holme Well, Etterby

#### b) Pictures, Prints and Sculptures

The Council's collection of pictures, prints and sculptures is reported in the Balance Sheet at insurance valuation. The schedule covers some 5,000 items. The insurance cover is renewed annually and is adjusted to reflect market indices or any known changes to values. There is one item that has an individual valuation of £1,500,000 and this is a painting from 1868 titled Risen at Dawn: Gretchen Discovering Faust's Jewels, by Dante Gabriel Charles

Rossetti. There are a further 12 items with an individual valuation of £250,000 each and a further 16 items valued over £100,000 each.

**c) China, Glass and Porcelain**

The Council's collection of china, glass and porcelain is reported in the Balance sheet at insurance valuation. The schedule covers some 800 items. The insurance cover is renewed annually and is adjusted to reflect market indices or any known changes to values. There are no significant individual items, the largest single valuation being £15,000 for a figurine.

**d) Archaeology**

The Council's collection of archaeology is reported in the Balance sheet at insurance valuation. The schedule covers some 20,000 items. The insurance cover is renewed annually and is adjusted to reflect market indices or any known changes to values.

**e) Natural History**

The Council's collection of natural history is reported in the Balance sheet at insurance valuation. The schedule covers some 816,500 items. The insurance cover is renewed annually and is adjusted to reflect market indices or any known changes to values.

**f) Other Museum collection**

The Council's other museum collections include items of social history, silver, coins and medals, firearms, musical instruments and costumes and clothing and is reported in the Balance sheet at insurance valuation. The schedule covers c.22,000 items. The insurance cover is renewed annually and is adjusted to reflect market indices or any known changes to values. There is one significant item within this part of the collection that is valued at £500,000.

**g) Civic Regalia**

The Council's Civic Regalia is reported in the Balance sheet at insurance valuation. The insurance cover is renewed annually and is adjusted to reflect market indices or any known changes to values.

**h) Other heritage assets not included in the balance sheet**

The Council's owns other items that are classified as heritage assets, but which do not hold a valuation and for which it would not be cost effective to obtain a valuation. These include:

- Mayoral picture gallery, Civic Centre
- Various pictures, sculptures and paintings, 1<sup>st</sup> floor Civic Centre

## **4.32 Heritage Assets: Further information on the Museum's Collections**

The collections fall into four main areas: Archaeology, Social History, Natural Sciences and Fine and Decorative Arts. Human history collections are centred on the **Social History** of Carlisle District, and the **Archaeology** of North Cumbria; **Natural Sciences** encompasses the flora, fauna and geology of Cumbria; and **Fine and Decorative Arts** includes British fine and decorative art, with particular reference to North Cumbria.

### **Fine and Decorative Art**

#### **a) Scope of the Collections**

Wide ranging fine art collection consisting of 4,800 paintings, watercolours, drawings, prints, photographs, sketch books and sculpture by mainly British artists dating from about 1650 to the present day. This collection is mostly of regional significance but also includes works of national importance. Notable elements include:

#### **Purchase Scheme 1933-75 (200 works)**

Collection of 20<sup>th</sup> century British art including works of national importance. Key artists represented include Stanley Spencer, William Rothenstein, Wyndham Lewis, Esmond Lowinsky, Vanessa Bell, Lucien Pissarro, Charles Ginner, L S Lowry, John Nash, Eric Ravilious, Carel Weight, Peter Blake, and Roger de Grey.



**Emily and Gordon Bottomley Bequest 1949** (600 works)

Collection of 19<sup>th</sup> and 20<sup>th</sup> century British art including works of national importance. Key artists represented include Pre-Raphaelites: Dante Gabriel Rossetti, Elizabeth Siddal, William Morris, Edward Burne-Jones, Ford Madox Brown, and Arthur Hughes. Other key artists represented include Samuel Palmer, Charles Ricketts, and Paul Nash.

**Carel Weight Bequest 1999** (91 works)

Important collection of late 19<sup>th</sup> and 20<sup>th</sup> century mainly British art. Key artists represented include Lucien Pissarro, Stanley Spencer, L S Lowry, Thomas Barclay Hennell and Carel Weight.

**Pre-Raphaelite Collection** (48 works)

Nationally important collection of works by the Pre-Raphaelites acquired from the Howard family, William Rothenstein, the Purchase Scheme and Gordon Bottomley. Key artists listed above.

**Local Art and Artists Collection** (1,000 works)

Important collection of works by local and visiting artists many of which relate to northern Cumbria. Key artists represented include Sam Bough, William James Blacklock, Winifred Nicholson, Sheila Fell, Julian Cooper, Donald Wilkinson, Jem Southam and Keith Tyson.

**Decorative Art** (1,500 items)

Wide ranging collection mostly consisting of ceramics including the Williamson Bequest (1940) of 800 pieces of 18<sup>th</sup> and 19<sup>th</sup> century English porcelain, all major factories represented. The bequest also includes a 17<sup>th</sup> century table clock by Joseph Knibb of London. Textiles include a good collection of quilts (40). Items associated with the Arts and Crafts Movement include costume, textiles, furniture, ceramics, and metalwork. A small collection of musical instruments includes strings by the Forster family and a decorated violin by Andrea Amati (1564).

**Natural Sciences****a) Scope of the collections**

Regionally significant collections of zoological, botanical, and geological material, totalling some quarter of a million specimens. These collections are particularly strong in material of Cumbrian provenance and provide a unique resource relating to the landscape and biodiversity of the region.

**Zoology** (c. 210,000 items)

Significant collection of British birds and mammals (mounts and skins) and birds' eggs; some vertebrate skeletal material; extensive and significant collections of British insects; British and foreign Mollusca.

**Botany** (c. 26,000 items)

Lakeland and British herbaria, including mosses and lichens.

**Fungi** (c. 1,500 items)

Developing collection of Cumbrian fungi with special focus on montane and grassland species.

**Geology** (c.9,000 items)

Substantial holdings of fossil, rock, and mineral material. Includes a major Cumbrian mineral collection and an important 19<sup>th</sup> century fossil collection

**Cumbria Biodiversity Data Centre (570,000 records)**

Tullie House operates the local biodiversity data centre for Cumbria, in partnership with several funding organisations. The computer database presently includes some 50,000 records deriving from specimens in the collections.

**Social History****a) Scope of Collections (c.22,000 items)**

A wide-ranging collection of objects, ephemera, and photographs (plus a limited range of oral history recordings and audio-visual footage) relating to personal, community and working life in Carlisle district from the 1644-5 Civil War onwards. This includes a large collection of men's, ladies', children's and infants' costume and accessories dating from 1700 to the present.

The collections include a good general representation of working, domestic, and recreational activities. Material includes items from the 1745 Jacobite Rising, 17th/18th century silver of the city and its trade guilds, coins and medallions from 16<sup>th</sup> to 20<sup>th</sup> centuries, Carlisle made watches, long case clocks and firearms, State Management branded pub material, traditional Cumbrian sports trophies and accessories, ephemera relating to 20<sup>th</sup> Carlisle Pageants and fairs, tools, equipment and products of local industry and agriculture, the Blue Streak Rocket Project Archive, costumes of notable individuals including Margery Jackson and Pilot Tadeusz Felc.

**Archaeology****a) Scope of Collections (c.20,000 items)**

The collections cover the period from the arrival of humans into Cumbria up to the 1644-5 Civil War. It consists of artefacts and their associated documentation covering the whole period. This documentation includes original paper documents, photographs, digital records, publication offprints and other secondary sources. In addition, the museum is a repository for excavation archives undertaken by various bodies in the area, including English Heritage, Oxford Archaeology North, and North Pennines Archaeological Trust.

There are important items within the collections from the whole period. These include: rough-out material from the Langdale stone axes factories, pottery from Ehenside Tarn and Old Walls, a stone spear-mould from Croglin, a gold neck-ring from Greysouthern, and cemetery material from Garlands and Aglionby, which date to the prehistoric period. The material relating to the Roman occupation includes an internationally important collection of inscribed and sculptured stones from Carlisle and Hadrian's Wall as well as domestic and military material. The post-Roman and Early Medieval period include objects from Viking burials at Ormside, Hesket and Cumwhitton and a Saxon sword from the River Thames. The medieval life of the city is represented by coins struck at the Carlisle Mint, ceramics from Carlisle and further away, city bell, muniment chest and stocks. The Elizabethan period is covered by weights and measures and racing bells. In addition, there is a fine collection of British coinage of all periods. A notable point about the collection is that the waterlogged conditions that can be found in the archaeological layers of Carlisle allow the preservation of wood and leather artefacts that do not survive in other places.

**Preservation and Management**

As the museum holds, and intends to acquire, archives, including photographs and printed ephemera. Its governing body will be guided by the Code of Practice on Archives for Museums and Galleries in the United Kingdom (3rd ed., 2002). The Council's policy on acquisition, disposals and management of Heritage assets provides further information on this.

### 4.33 Financial Instruments

#### (a) Categories of Financial Instruments

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

#### Financial Assets

	Non Current		Current		Total
	Investments	Debtors	Investments	Debtors	
2021/22	31-Mar 2022 £000	31-Mar 2022 £000	31-Mar 2022 £000	31-Mar 2022 £000	31-Mar 2022 £000
Fair Value through Profit & Loss	3,867	0	0	0	3,867
Amortised Cost	0	99	29,284	2,478	31,861
<b>Total Financial Assets</b>	<b>3,867</b>	<b>99</b>	<b>29,284</b>	<b>2,478</b>	<b>35,728</b>
Non-Financial Assets	0	0	0	3,271	3,271
<b>Total</b>	<b>3,867</b>	<b>99</b>	<b>29,284</b>	<b>5,749</b>	<b>38,999</b>

N.B Current investments includes cash and cash equivalents

	Non Current		Current		Total
	Investments	Debtors	Investments	Debtors	
2020/21	31-Mar 2021 £000	31-Mar 2021 £000	31-Mar 2021 £000	31-Mar 2021 £000	31-Mar 2021 £000
Fair Value through Profit & Loss	3,289	0	0	0	3,289
Amortised Cost	0	113	11,804	3,615	15,532
<b>Total Financial Assets</b>	<b>3,289</b>	<b>113</b>	<b>11,804</b>	<b>3,615</b>	<b>18,821</b>
Non-Financial Assets	0	0	0	5,664	5,664
<b>Total</b>	<b>3,289</b>	<b>113</b>	<b>11,804</b>	<b>9,279</b>	<b>24,485</b>

**Financial Liabilities**

	Non Current		Current		Total
	Borrowings	Creditors	Borrowings	Creditors	
2021/22	31-Mar 2022 £000	31-Mar 2022 £000	31-Mar 2022 £000	31-Mar 2022 £000	31-Mar 2022 £000
Amortised Cost	12,338	1,572	506	7,137	21,553
<b>Total Financial Liabilities</b>	<b>12,338</b>	<b>1,572</b>	<b>506</b>	<b>7,137</b>	<b>21,553</b>
Non-Financial Liabilities	0	0	0	3,181	3,181
<b>Total</b>	<b>12,338</b>	<b>1,572</b>	<b>506</b>	<b>10,318</b>	<b>24,734</b>

	Non Current		Current		Total
	Borrowings	Creditors	Borrowings	Creditors	
2020/21	31-Mar 2021 £000	31-Mar 2021 £000	31-Mar 2021 £000	31-Mar 2021 £000	31-Mar 2021 £000
Amortised Cost	12,813	1,746	506	3,097	18,162
<b>Total Financial Liabilities</b>	<b>12,813</b>	<b>1,746</b>	<b>506</b>	<b>3,097</b>	<b>18,162</b>
Non-Financial Liabilities	0	0	0	4,745	4,745
<b>Total</b>	<b>12,813</b>	<b>1,746</b>	<b>506</b>	<b>7,842</b>	<b>22,907</b>

**Financial Instruments Designated at Fair Value through Profit or Loss**

The Council only holds one Financial Asset designated at Fair Value through Profit or Loss. This is the long-term investment held in the CCLA property fund. The Council originally invested £3million (before entry costs) in 2014/15. The investment now has a notional value of £3.867million. The notional gain from this investment is held in the Pooled Investment Fund Adjustment account. This investment is held as a long-term investment for the Council due to the illiquid nature of the holding. Therefore, fluctuations in property valuations will determine the gains and losses in fair value. The fund invests in different classifications of property and at 31 March 2022 had an overall fund value of £1.439billion, making the Council's investment 0.27% of the overall fund.

The Council has seen its initial investment grow by £1.030million since 2014/15 and has benefited from increased investment dividend returns over the period when compared to standard investments with banks and building societies.

Although historical performance is not a guarantee of future performance, the investment is held for the longer term and will be linked to the overall performance of the fund which will be affected by property values and rental income generated. Therefore, credit risk is considered to be low.

UK commercial property had a good start to the year, building on strong progress in 2021. In the industrials sub-sector, attractive rental growth reflected high tenant demand. Rental growth

was harder to come by in office and retail, although the pressure on sector income continued to ease as tenants emerged from Covid trading restrictions and protective payment measures. Valuations moved further upwards, supported by high transaction volumes which were significantly above trend and 35% higher than for the corresponding period last year. Accordingly, yields continued to tighten, and the average prime yield fell back to a level not seen since before the pandemic. Even high street retail saw some benefit from improved sentiment, though the biggest gainers were in industrial/distribution properties, and retail warehouses. It is likely that there may be further changes in the valuation of the council's investment over the forthcoming year, however, the Council's investment has made over 10% gains in investment valuation since the initial investment, and it continues to receive dividends that exceed the standard returns on investment through money market transactions.

## (b) Income, Expense, Gains and Losses

2020/21			2021/22	
Surplus or Deficit on the Provision of Services £000	Other Comprehensive Income and Expenditure £000		Surplus or Deficit on the Provision of Services £000	Other Comprehensive Income and Expenditure £000
24	0	<b>Net (Gains)/Losses on:</b>		
(73)	0	Financial Assets measured at Fair Value through Profit or Loss	(578)	0
		Financial Assets measured at Amortised Cost	28	0
<b>(49)</b>	<b>0</b>	<b>Total Net (Gains)/Losses</b>	<b>(550)</b>	<b>0</b>
		<b>Interest Revenue:</b>		
(147)	0	Financial Assets measured at Fair Value through Profit or Loss	(122)	0
(90)	0	Financial Assets measured at Amortised Cost	(64)	0
<b>(237)</b>	<b>0</b>	<b>Total Interest Revenue</b>	<b>(186)</b>	<b>0</b>
		<b>Interest Expense:</b>		
407	0	Financial Liabilities measured at Amortised Cost	214	0
<b>407</b>	<b>0</b>	<b>Total Interest Expense</b>	<b>214</b>	<b>0</b>

## (c) Fair Value of Assets & Liabilities carried at Amortised Cost

Financial liabilities and financial assets carried in the Balance Sheet at amortised cost. Their fair values are calculated as follows:

- The Council has based its fair value report on the borrowing/deposit rate for the same financial instrument from a comparable lender.
- A consistent approach has been applied to assets and liabilities.
- Estimated fair values have been calculated using the equivalent market interest rates as at 31 March 2022
- Early repayment or impairment is not recognised; and
- The fair value of operational liabilities and receivables is taken to be the invoiced or billed amount.

- The valuation basis adopted in this report uses **Level 2** Inputs – i.e. inputs other than quoted prices that are observable for the financial asset/liability.

31 March 2021			31 March 2022	
Carrying Amount £000	Fair Value £000		Carrying Amount £000	Fair Value £000
13,319	12,761	Financial Liabilities held at amortised cost	12,844	11,483
1,746	1,746	Long Term Creditors	1,572	1,572
3,097	3,097	Short Term Operational Creditors	7,137	7,137
<b>18,162</b>	<b>17,604</b>	<b>Total</b>	<b>21,553</b>	<b>20,192</b>

The fair value is less than the carrying amount in 2021/22 because the Council's loan portfolio includes fixed rate loans where the interest rate payable is less than the rates available for similar loans at the Balance Sheet date.

31 March 2021			31 March 2022	
Carrying Amount £000	Fair Value £000		Carrying Amount £000	Fair Value £000
5,002	5,002	Financial Assets held at amortised cost	12,007	12,006
113	113	Long Term Debtors	99	99
3,615	3,615	Short Term Debtors	2,478	2,478
6,802	6,802	Cash & Cash Equivalent	17,277	17,277
<b>15,532</b>	<b>15,532</b>	<b>Total</b>	<b>31,861</b>	<b>31,860</b>

Short Term Debtors and Creditors are carried at cost as this is a fair approximation of their value.

#### (d) Fair Values of Financial Assets through Profit or Loss

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

2020/21 £000		Input Level in Fair Value Hierarchy	Valuation technique used to measure fair value	2021/22 £000
3,289	Financial Assets measured at Fair Value through profit or loss	Level 1	Unadjusted quoted priced in active markets for identical shares	3,867
<b>3,289</b>	<b>Total</b>			<b>3,867</b>

**(e) Risks arising from Financial Instruments**

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

- **credit risk** – the possibility that other parties might fail to pay amounts due to the Council.
- **liquidity risk** – the possibility that the Council might not have funds available to meet its payment commitments; and
- **market risk** – the possibility that a financial loss might arise for the Council because of movements in interest rates.

The Council's overall risk management programme focuses on the unpredictability of financial markets and seeks to minimise potential adverse effects on the resources available to fund services. Risk management is carried out by the Finance team, under policies approved by Council in the Annual Treasury Management Strategy Statement. The Council also maintains Treasury Management Practices (TMP's) that provide written principles for overall risk management as well as specific areas covering interest rate risk, credit risk and the investment of surplus cash.

**(f) Credit Risk**

Credit risk arises from deposits with banks and other financial institutions, as well as credit exposure from the Council's customers. This risk is minimised through the annual investment strategy, which is available on the council's website at [www.carlisle.gov.uk](http://www.carlisle.gov.uk).

**Credit Risk Management Practices**

The Council's credit risk management practices are set out in section 10 and appendix B of the Treasury Management Strategy Statement.

Investments are not placed with credit rated banks and other financial institutions unless they have a minimum credit rating of Short-term P1, Support C or equivalent (Based on Moody's Credit Ratings). Some investments are placed with Building Societies that do not have a formal credit rating. This policy is dictated by the size of the Society (minimum £1billion Assets) and is grounded upon the strict regulatory regime with which all building societies must comply. The Council has a policy of not lending more than £6million of its surplus balances to any one appropriately credit rated institution (specific counterparties have been increased to £10million), with no more than 50% held as non-specified investments i.e. investments with a period to maturity of more than one year or placed with an institution without a formal credit rating.

The Council receives continual and up-to-date updates from its Treasury advisors on the credit ratings of all potential counterparties. As at 31 March the council's investment portfolio for Financial Assets held at amortised cost was as follows with the expected potential credit loss being immaterial.

Counterparty	Principal £000	Moody's Short Term Credit Rating	Historic Risk of Default	Expected Credit Loss £
HSBC UK Bank Plc	5,000,000	A+	0.000%	6
Standard Chartered Bank	1,000,000	A+	0.004%	37
HSBC UK Bank Plc	5,000,000	A+	0.004%	196
Standard Chartered Bank	1,000,000	A+	0.007%	72
Standard Chartered Bank	1,000,000	A+	0.011%	107
Standard Chartered Bank	1,000,000	A+	0.015%	152
Standard Chartered Bank	1,000,000	A+	0.019%	187
Santander UK Plc	7,000,000	A+	0.023%	1,592
	<b>22,000,000</b>			<b>2,349</b>

### Amounts arising from Expected Credit Losses

The following analysis summarises the Council's potential maximum credit risk exposure, based on the experience gathered over the last five financial years, on the level of default on loans and receivables and adjusted for current market conditions:

	Value at 31 March 2022 £000	% Default based on previous experience	% Default adjusted for current market conditions	Estimated maximum exposure to default £000
Deposits with banks and other financial institutions	33,151	Nil	Nil	0
Gross Operational Debtors	3,815	46.49%	35.04%	1,337
				<b>1,337</b>

The percentage defaults shown in the above table are high due to the potential bad debt provision of £1,310,000 in relation to Housing Benefit overpayments. The remainder of the bad debt provision relates to sundry debtors and car park fines.

The Council does not expect any losses in respect of non-performance by counterparties in relation to its wholesale deposits.

The Council does not generally allow credit to its customers. The current value at 31 March 2022 of outstanding debt excluding Housing Benefit Overpayments is £1.742million. Of this amount £1.145million is past its due date for payment. The aged-debt analysis of this sum is as follows:



2020/21 £000		2021/22 £000
443	Less than 3 months	699
45	3-5 months	6
416	More than 5 months	440
<b>904</b>	<b>Total</b>	<b>1,145</b>

In determining expected credit losses for trade receivables, the Council utilises the lifetime expected credit loss measurement basis under the simplified approach as per the Code of Practice. This approach determines the age of debts and applies the historical likelihood of debt recovery for debts of similar ages.

During the period the movement on the bad debt provision that related to customers including Housing Benefit Overpayments was as follows:

2020/21 £000		2021/22 £000
1,424	Opening Balance	1,327
(24)	Write Offs in Year	(18)
(73)	(Decrease)/Increase to Provisions	28
<b>1,327</b>	<b>Closing Balance</b>	<b>1,337</b>

#### (g) 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. There is no significant risk that it will be unable to raise finance to meet its commitments under financial instruments. The budget set in February 2022 has identified a future borrowing requirement to finance new capital expenditure.

The maturity analysis of loans and borrowings within financial liabilities is as follows:

2020/21 £000		2021/22 £000
506	Less than 1 year	506
950	Between 1 and 2 years	950
1,425	Between 2 - 5 years	1,425
10,438	Over 5 years	9,963
<b>13,319</b>	<b>Total</b>	<b>12,844</b>

#### (h) Market Risk

The Council is exposed to some risk due to movements in interest rates on its loans and investments. As nearly all the Council's borrowing and investments have been placed at fixed rates, this risk has to a large extent been minimised. Nevertheless, there remain some risks:

- An increase in interest rates will result in a fall in the fair value of borrowings and investments.
- A decrease in interest rates will result in a rise in the fair value of borrowings and investments.
- The value of interest received from investments will rise or fall depending on increases and decreases in interest rates and will impact on the Comprehensive Income and Expenditure Statement.

Borrowings and short-term investments are not carried in the Balance Sheet at fair value, so nominal gains and losses on fixed rate financial instruments have no impact on the Comprehensive Income and Expenditure Statement.

If interest rates had been 1% higher and all other variables were held constant the financial effect would have been:

	£000
Increase in interest payable on variable rate borrowings	0
Increase in interest receivable on variable rate investments	0
Impact on Surplus/Deficit on provision of services	0
Decrease in Fair Value of investments (Excluding Property Fund)	0
Decrease in Fair Value of Borrowings	(1,255)

The approximate impact of a fall in interest rates by 1% would have had the same impact as above but would have reversed the movements.

The Council carries out its borrowing and investment function within parameters set out in its Treasury Management Strategy, which assesses interest rate exposure to feed into the budget process. Forecasts are updated regularly throughout the year, which allows any significant changes to interest rates to be reflected in current budget projections. The Treasury Management Strategy also advises on the limits for new variable and fixed-rate borrowing for the year.

#### 4.34 Short Term Debtors

2020/21 £000		2021/22 £000
1,589	Central Government Bodies	1,091
1,998	Other Local Authorities	289
7,592	Bodies external to government	6,232
(1,900)	Expected Credit Losses	(1,863)
<b>9,279</b>	<b>Total</b>	<b>5,749</b>

### 4.35 Cash and Cash Equivalents

2020/21 £000		2021/22 £000
802	Cash and Bank	7,277
6,000	Short Term Investments with maturity of less than 3 months	10,000
<b>6,802</b>	<b>Total</b>	<b>17,277</b>

### 4.36 Short and Long-Term Creditors

2020/21 £000		2021/22 £000
(3,935)	Central Government Bodies	(5,975)
(421)	Other Local Authorities	(205)
(3,441)	Other Entities and Individuals	(4,187)
(45)	Employee Benefits	49
<b>(7,842)</b>	<b>Total</b>	<b>(10,318)</b>

Long Term Creditors relate to Section 106 agreements received that will be payable after 12 months. These are funds that have been received as part of planning consents agreed by the Council for further amenity work and projects that will be ongoing as part of a development. The long-term element of these amounts to £1,572,482 in 2021/22 (2020/21: £1,746,489).

### 4.37 Receipts in Advance

2020/21 £000		2021/22 £000
(3,997)	Central Government Bodies	(9,843)
(66)	Other Local Authorities	(669)
(631)	Other Entities and Individuals	(593)
<b>(4,694)</b>	<b>Total Revenue Receipts in Advance</b>	<b>(11,105)</b>
(932)	Central Government Bodies	(647)
0	Towns Deal Accelerated Fund	(1,040)
0	Future High Street Fund	(19,955)
0	Sustainable Warmth	(985)
(934)	Towns Deal	0
	Other Local Authorities	
<b>(1,866)</b>	<b>Total Capital Grants Receipts in Advance</b>	<b>(22,627)</b>

## 4.38 Provisions

The movement in the level of provisions held by the Council during 2021/22 is as follows: -

	1 April 2021	Additions in year	Used in year	Unused Amounts reversed	31 March 2022
	£000	£000	£000	£000	£000
Insurance Claims	244	0	(183)	0	61
Cemeteries Perpetuity Fund	75	0	0	0	75
Land Charges Provision	34	0	0	0	34
Rickergate Properties Ringfenced Account	172	29	(23)	0	178
Other Provisions	97	94	(8)	0	183
<b>Total</b>	<b>622</b>	<b>123</b>	<b>(214)</b>	<b>0</b>	<b>531</b>
Business Rate Appeals (City Council Share)	1,342	0	(497)	(78)	767
<b>Total (All Provisions)</b>	<b>1,964</b>	<b>123</b>	<b>(711)</b>	<b>(78)</b>	<b>1,298</b>
<b>Split as:</b>					
Falling due within 1 year	1,586	0	(680)	(78)	828
Falling due after 1 year	378	123	(31)	0	470

**(i) Insurance Claims**

The Council has established a provision totalling £60,954 to meet insurance claims arising from public liability, employer's liability, motor vehicle and other claims. This figure is based on the estimated gross value of claims against the Council at 31 March 2022 and the insurance provision will therefore cover this value in full. However, it is expected that £42,772 will be reimbursed by the Council's insurers and through other third-party claims. It is difficult to predict the expected timings of any outflows relating to insurance claims due to their complicated nature.

**(ii) Municipal Mutual Insurance (MMI)**

The Council has a liability under the scheme of arrangement entered into following the transfer of the assets and goodwill of MMI Ltd. to Zurich Municipal on the 1 April 1993. The liabilities of MMI Ltd were not, however, transferred to Zurich Municipal and the company is exploring ways in which these liabilities can be transferred to another insurance company to enable MMI Ltd. to be wound up. During 2012/13 the Scheme of Arrangement was triggered giving rise to a liability for the Council. At 31 March 2022 the estimated maximum amount liable to clawback, in the event of the scheme being triggered, was £1,043,159. An initial levy of 15% was set by the Scheme administrators, Ernst, and Young in January 2014, and this was increased to 25% in April 2016 to achieve a solvent run off for MMI. A total levy of £253,638 has been paid by the Council to date with a further £7,152 potentially required to be paid as at 31 March 2022.

**(iii) Other Provisions**

**a. Business Rate Retention Appeals**

An appeals provision has been established in accordance with the new scheme. The City Council share of the outstanding appeals is £767,177 and

this is also reflected in the Collection Fund Statement. The overall provision for appeals within the Collection Fund is £1,917,945.

**b. Cemeteries Perpetuity Fund**

This fund is used to maintain and repair cemetery headstones where owners cannot be contacted. It was agreed in 2009 to use the fund to carry out essential repair work on memorials.

**c. Land Charges Provision**

A provision set up to meet the potential liabilities of claims relating to potential refunds of personal search fees.

**d. Rickergate Properties Ringfenced Account**

This provision was previously held as a creditor and represents the net income from properties purchased in Rickergate with funds from North West Regional Development Agency. The Homes and Communities Agency have now taken over control of this scheme and have informed the Council that this income does not need to be repaid to it as was previously the case and can be used to fund any future costs on the scheme with their approval.

**e. Other Provisions**

The Council holds other minor provisions for liabilities with uncertain timing or amounts.

## 4.39 Unusable reserves

**(a) Revaluation Reserve**

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

- Revalued downwards or impaired and the gains are lost
- Used in the provision of services and the gains are consumed through depreciation, or
- Disposed of and the gains are realised

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

2020/21 £000		2021/22 £000
<b>45,025</b>	<b>Balance at 1 April</b>	<b>42,943</b>
884	Upward Revaluation of Assets	7,929
(2,059)	Downward Revaluation of assets and impairment losses not charged to the Surplus/Deficit on Provision of Services	(986)
(1,175)	Surplus or Deficit on Revaluation of Non Current Assets not posted to the Surplus or Deficit on Provision of Services	6,943
(907)	Difference between Fair Value Depreciation and Historic Cost Depreciation	(849)
0	Accumulated gains on assets sold or scrapped	0
<b>42,943</b>	<b>Balance at 31 March</b>	<b>49,037</b>

**(b) Capital Adjustment Account**

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

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

The Account also contains revaluation gains accumulated on Property, Plant and Equipment before 1 April 2007, the date the Revaluation reserve was created to hold such gains.

Note 4.4 provides details of the source of all the transactions posted to the Account.

2020/21 £000		2021/22 £000
<b>122,857</b>	<b>Balance at 1 April</b>	<b>124,790</b>
	Reversal of items relating to capital expenditure debited or credited to the Comprehensive Income and Expenditure Statement	
(3,574)	Charges for depreciation and impairment of non-current assets	(3,515)
(14)	Amortisation of Intangible Assets	(6)
(2,784)	Revaluation losses on Property, Plant and Equipment	1,039
(3,105)	Revenue Expenditure Funded from Capital under Statute	(2,136)
(913)	Amounts of non-current assets written off on disposal or sale as part of the gain/loss on disposal to the CIES	(382)
<b>(10,390)</b>		<b>(5,000)</b>
907	Adjusting Amounts written out of the Revaluation reserve	849
<b>(9,483)</b>	<b>Net written out amount of the cost of non-current assets consumed in the year</b>	<b>(4,151)</b>
<b>113,374</b>		<b>120,639</b>
	Capital Financing Applied in the year	
2,615	Use of Capital Receipts Reserve to finance new capital expenditure	80
5,505	Capital grants and contributions credited to the Comprehensive Income and Expenditure Statement that have been applied to capital financing	4,005
10	Application of grants to capital financing from the Capital Grants Unapplied Account	0
0	Statutory provision for the financing of capital investment charged against the General Fund	0
2,623	Capital expenditure charged against the General Fund	2,222
<b>10,753</b>		<b>6,307</b>
663	Movements in the market value of Investment Properties debited or credited to the Comprehensive Income and Expenditure Statement	816
<b>124,790</b>	<b>Balance at 31 March</b>	<b>127,762</b>

**(c) Pensions Reserve**

The Pensions Reserve absorbs the timing differences arising from the different arrangements for accounting for post-employment benefits and for funding benefits in accordance with statutory provisions. The Council accounts for post-employment benefits in the Comprehensive Income and Expenditure Statement as the benefits are earned by employees accruing years of service, updating the liabilities recognised to reflect inflation, changing assumptions and investment returns on any resources set aside to meet the costs. However, statutory arrangements require 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. 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 Authority 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.

2020/21 £000		2021/22 £000
<b>(47,322)</b>	<b>Balance at 1 April</b>	<b>(52,532)</b>
(2,828)	Remeasurements of the net defined benefit liability/(asset)	14,223
(4,945)	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	(6,071)
2,563	Employer's pensions contributions and direct payments to pensioners payable in the year	2,627
<b>(52,532)</b>	<b>Balance at 31 March</b>	<b>(41,753)</b>

**(d) Collection Fund Adjustment Account**

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

The deficit on the Business Rates Collection Fund for 2021/22 is larger than normal due to the continued granting of extended retail and nursery relief at the start of the COVID-19 pandemic in 2021/22. Government granted rating relief to businesses in these categories and compensated the billing authority for the loss of business rates collected with a Section 31 grant. Therefore, the £3.430million Carlisle share of the deficit which is shown in the Collection Fund Adjustment Account is offset by the additional income in General Fund where Section 31 grants are accounted for. This additional income has been set aside in an earmarked reserve to offset the recovery of the deficit in 2022/23.

2020/21 £000		2021/22 £000
<b>(262)</b>	<b>Balance at 1 April</b>	<b>(9,570)</b>
(9,308)	Amount by which council tax income and non domestic rates income credited to the Comprehensive Income and Expenditure Statement is different from council tax income calculated for the year in accordance with statutory requirements	6,057
<b>(9,570)</b>	<b>Balance at 31 March</b>	<b>(3,513)</b>

**(e) Accumulated Absences Account**

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



2020/21 £000		2021/22 £000
(243)	<b>Balance at 1 April</b>	(288)
243	Settlement or cancellation of accrual made at the end of the previous period	288
(243)	Amounts accrued at the end of the current year	(239)
(45)	Amounts by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration charged in the year in accordance with statutory requirements	49
(288)	<b>Balance at 31 March</b>	(239)

**(f) Pooled Investment Fund Adjustment Account**

The Pooled Investment Fund Adjustment Account contains the cumulative gains and losses made by the Council arising from increases in the fair value of its investments classified as fair value through profit and loss in accordance with Statutory Instrument 2018/1207 – Local Authorities (Capital Finance and Accountancy) (England) (Amendment) Regulations 2018, regulation 30K.

2020/21 £000		2021/22 £000
476	<b>Balance at 1 April</b>	452
(24)	Upward/(Downward) Revaluation of Investments	578
(24)		578
452	<b>Balance at 31 March</b>	1,030

**(g) Deferred Capital Receipts Reserve**

The Deferred Capital Receipts Reserve holds the gains recognised on the disposal of non-current assets but for which cash settlement has yet to take place. Under statutory arrangements, the authority does not treat these gains as usable for financing new capital expenditure until they are backed by a cash receipt. When the deferred cash settlement eventually takes place, amounts are transferred to the capital receipts reserve.

2020/21 £000		2021/22 £000
1,628	<b>Balance at 1 April</b>	0
0	Transfer of deferred sale proceeds credited as part of the gain/loss on disposal to the comprehensive income and expenditure reserve	0
(1,628)	Transfer to the capital receipts reserve upon receipt of cash	0
(1,628)		0
0	<b>Balance at 31 March</b>	0

#### 4.40 Capital Expenditure and Capital Financing

2020/21 £000		2021/22 £000
16,115	Opening Capital Financing Requirement	19,522
	<b>Capital Expenditure</b>	
6,464	Property, Plant and Equipment	17,545
4,603	Investment Properties	1,210
0	Intangible Assets	37
0	Heritage Assets	27
3,105	Revenue Expenditure funded from Capital Under Statute	2,136
14,172		20,955
	<b>Sources of Finance</b>	
(2,615)	Capital Receipts used to finance expenditure	(80)
(2,156)	Government Grants and Contributions	(2,156)
(2,623)	Revenue Financing & Reserves	(2,222)
0	Minimum Revenue Provision	0
(12)	Transferred Debt	(12)
(3,359)	Contributions from other bodies	(1,849)
(10,765)		(6,319)
<b>19,522</b>	<b>Closing Capital Financing Requirement</b>	<b>34,158</b>
	<b>Explanation of Movements in year</b>	
3,407	Increase in underlying need to borrow (unsupported by Government Finance Assistance)	14,636
<b>3,407</b>	<b>Increase/(decrease) in Capital Financing Requirement</b>	<b>14,636</b>

#### 4.41 Leases

The Council acts as lessor in respect of land and property owned by it and leased to tenants, and for sub-leases on contract hire cars supplied to its staff. The value of the income from rents associated with these agreements and included within the Council's Comprehensive Income and Expenditure Statement in 2021/22 was £4.249million (£4.690million 2020/21). At 31 March 2022 the minimum lease payments under operating leases and contract hire agreements were as follows:

2021/22	Property Leases £000
Not later than 1 year	998
Later than 1 year and not later than 5 years	3,597
later than 5 years	49,970
<b>Total</b>	<b>54,565</b>

2020/21	Property Leases £000
Not later than 1 year	1,032
Later than 1 year and not later than 5 years	3,692
later than 5 years	50,815
<b>Total</b>	<b>55,539</b>

The capital value held within the balance sheet at 31 March 2022 in respect of land and property generating leasehold income is £97.107million (£95.158million 2020/21). This figure represents the gross value of the Investment Properties and as these are non-operational fixed assets, they are not subject to a depreciation charge. The total contingent rents recognised as income in the period were £3,120,855; (2020/21: £3,026,544).

#### 4.42 Disclosure of Net Pension Assets/Liabilities

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

The Council participates in the Local Government Pension Scheme as administered by Cumbria County Council. This is a funded defined benefit scheme which means that both the Council and employees, who are members of the Scheme, pay contributions into a fund independent of the Council's own assets. The contributions are calculated at a level estimated to balance the pension liabilities with investment assets.

The principal risks to the Council of the scheme are the longevity assumptions, statutory changes to the scheme, structural changes to the scheme (i.e. large-scale withdrawals from the scheme), changes to inflation, bond yields and the performance of the equity investments held by the scheme. These are mitigated by to a certain extent by the statutory requirements to charge to the General Fund the amounts required by statute as described in the accounting policies note.

The cost of retirement benefits is recognised in the Net Cost of Services when they are earned by employees, rather when the benefits are eventually paid as pensions. However, the charge that is made against council tax is based on the cash payable in the year, resulting in the real cost of providing retirement benefits being reversed out in the Movement in Reserves Statement. The following transactions have been made in the Comprehensive Income and Expenditure Statement and the Movement in Reserves Statement during 2021/22.

2020/21 £000		2021/22 £000
	<b>Comprehensive Income and Expenditure Statement</b>	
	<u>Net Cost of Services</u>	
3,774	Current Service Costs	4,828
0	Past Service Costs / (Gain)	90
66	(Gains)/Losses from Settlements	78
	<u>Financing and Investment Income &amp; Expenditure</u>	
1,105	Net Interest Expense	1,075
<b>4,945</b>	<b>Total Post Employment Benefits charged to Surplus or Deficit on Provision of Services</b>	<b>6,071</b>
	<u>Other Comprehensive Income and Expenditure</u>	
	Remeasurements of the net defined benefit liability comprising:	
(25,008)	Return on Plan Assets (excluding the amount included in the net interest expense)	(13,094)
0	Actuarial (Gains) and losses arising on changes in demographic assumptions	(1,722)
32,028	Actuarial (gains) and losses arising on changes in financial assumptions	0
(4,192)	Experience (Gains)/Losses	593
<b>2,828</b>	<b>Total Other Comprehensive Income &amp; Expenditure</b>	<b>(14,223)</b>
<b>7,773</b>	<b>Net Charge to the Comprehensive Income &amp; Expenditure Statement</b>	<b>(8,152)</b>
	<b>Movement in Reserves Statement</b>	
4,945	Reversal of net charge made for retirement benefits in accordance with IAS 19	6,071
(2,563)	Actual amount charged against the General Fund Balance for pensions in the year	(2,627)
<b>2,382</b>	<b>Contribution (to) / from Pension Reserve</b>	<b>3,444</b>

There have been reductions in the discount rates during the year and a decrease in the CPI inflation assumption. There are also falls in investment markets over the period although there will be significant variation depending on the asset portfolio of the individual fund. The overall effect of these changes will vary from employer to employer but are likely to see deficits increase over the year.

**(a) Assets and Liabilities in relation to Retirement Benefits**

Reconciliation of present value of the scheme liabilities (Defined Benefit Obligation):

31 March 2021 £000		31 March 2022 £000
194,548	Benefit Obligation at beginning of period (1 April)	225,183
3,682	Current Service Cost	4,735
4,603	Interest on Pension Liabilities	4,674
761	Member Contributions	757
	Remeasurement (Gains) and Losses:	
(4,192)	Experience (Gains)/losses	593
0	Actuarial (Gains)/losses arising from changes in demographic assumptions	(1,722)
32,028	Actuarial (Gains)/Losses arising from changes in financial assumptions	0
0	Past Service Cost / (gain)	90
66	Losses/(Gains) on Curtailments	78
(6,313)	Benefits/transfers paid	(5,923)
<b>225,183</b>	<b>Benefit Obligation at end of period (31 March)</b>	<b>228,465</b>

## Reconciliation of the Movement in Fair Value of the scheme (Plan assets):

31 March 2021 £000		31 March 2022 £000
147,226	Fair Value of plan assets at beginning of period (1 April)	172,651
3,498	Interest on Plan Assets	3,599
	Remeasurement gain/(loss):	
25,008	The return on plan assets, excluding the amount included in the net interest expense	13,094
(92)	Other - Administration Expenses	(93)
2,563	Employer Contributions	2,627
761	Member Contributions	757
(6,313)	Benefits/transfers paid	(5,923)
<b>172,651</b>	<b>Fair Value of plan assets at end of period (31 March)</b>	<b>186,712</b>

## 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:

31 March 2021 £000		31 March 2022 £000
225,183	Present value of the defined benefit obligation	228,465
(172,651)	Fair Value of Plan Assets	(186,712)
<b>52,532</b>	<b>Net Liability arising from defined benefit obligation</b>	<b>41,753</b>

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.

The actual return on scheme assets in the year was a gain of £16,693,000 (2020/21: a gain of £28,505,000).

**(b) Basis for Estimating Assets and Liabilities**

Liabilities have been assessed on an actuarial basis using the projected unit method, an estimate of the pensions that will be payable in future years dependent on assumptions about mortality rates, salary levels, etc. The Council's liabilities within the Cumbria County Council Pension Fund have been assessed by Mercer Human Resource Consulting Ltd, an independent firm of actuaries, with estimates being based on the latest full valuation of the scheme effective from 1 April 2020.

The main assumptions used in their calculations are:

2020/21		2021/22
	Mortality assumptions:	
	Longevity at 65 for current pensioners:	
22.70	Men	22.60
25.30	Women	25.30
	Longevity at 65 for future pensioners:	
24.30	Men	24.10
27.20	Women	27.10
2.70%	Rate of Inflation (CPI)	3.40%
4.20%	Rate of Increase in Salaries	4.90%
2.80%	Rate of increase in Pensions	3.50%
2.10%	Rate of discounting Scheme Liabilities	2.80%

Assets in the Cumbria Local Government Pension Scheme are valued at fair value, mainly market value for investments, and consist of the following categories by proportion:

2020/21		2021/22
£000		£000
66,296	Equity Investments	65,536
29,869	Government Bonds	31,554
14,503	Property	16,991
6,043	Cash/Liquidity	5,228
55,940	Other Assets	67,403
<b>172,651</b>		<b>186,712</b>

The table below shows the sensitivity impact on actuarial assumptions of a change in the assumptions used

2021/22		+0.1% p.a. discount Rate	+0.1% p.a. inflation	+0.1% Pay Growth	1 Year Increase in Life Expectancy	+/-1% change in 2021/22 investment returns	
£000		£000	£000	£000	£000	£000 +1%	£000 -1%
228,465 (186,712)	Liability Assets	224,678 (186,712)	232,316 (186,712)	228,846 (186,712)	235,341 (186,712)	228,465 (188,566)	228,465 (184,858)
<b>41,753</b>	<b>Deficit / (Surplus)</b>	<b>37,966</b>	<b>45,604</b>	<b>42,134</b>	<b>48,629</b>	<b>39,899</b>	<b>43,607</b>
4,542	Projected Service Cost for Next Year	4,419	4,669	4,542	4,687	4,542	4,542
1,134	Projected Net Interest Cost for Next Year	1,064	1,245	1,147	1,329	1,082	1,186

### (c) Impact on the Council's Cash Flow

The objectives of the scheme are to keep employers' contributions at as constant a rate as possible. The County Council has agreed a strategy with the scheme's actuary to achieve a funding level of 100% over the next 3 years. Funding levels are monitored on an annual basis. The latest triennial valuation was completed during 2019/20 and is based on a valuation as at 31 March 2019.

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

The authority anticipated to pay £2,346,329 expected contributions to the scheme in 2021/22. For 2022/23 the Council expects to pay total employer contributions of £2,523,000.

The weighted average duration of the defined benefit obligation for scheme members is 17 years in 2021/22 (17 years in 2020/21).

The annual report of the Cumbria Local Government Pension Scheme is available from Cumbria County Council, Cumbria House, Carlisle.

### (d) Impact of McCloud Judgement

The Pension Liability reported in these statements take account of the judgement made in the Court of Appeal in the Sargeant/McCloud cases that ruled that the transitional protections afforded to older members when the Public Service Pension schemes were amended, constituted unlawful age discrimination.

## 4.43 Contingent Assets and Liabilities

There are no contingent assets for 2021/22. The items below are classified as contingent liabilities:

### (a) Home Group

During 1992/93 the City Council entered a joint scheme with Home Group to secure the development of two sites at Heysham Nursery and Gelt Road, Brampton to provide houses to rent. To fund the development programme, Home Group have raised a total of

£100million through a stock issue, which will mature in 2037. In order to enable Home Group to raise private finance from institutional investors all participating authorities, of which there were 29 in total, were required to enter into a standard form of guarantee in which they jointly and severally guaranteed the loan stock raised by Home Group. The maximum liability of each authority under the guarantee is £100million but because the liability is jointly and severally guaranteed, authorities would obviously not be prepared to expose themselves to the risk, however remote, of having to meet the full liability of the stock issue under their individual guarantee. Accordingly, there is a counter indemnity and contribution arrangement whereby each participating authority undertakes to reimburse any other authority, or authorities, paying more than their proportionate share of the guarantee. An authority's proportionate share is determined by reference to the estimated development expenditure in that authority's area. If the guarantee were called in, the worst situation for this Council would be that once it had recovered any contribution from other authorities it would be left to fund no more than the cost of the development in its own area. The guarantee figure as at 31 March 2022 was £2,299,000. This cost would be offset wholly, or partly, by the sums recovered from repossessing the units from Home Group and selling them on.

**(b) Riverside (Formerly Carlisle Housing Association (CHA))**

On 9 December 2002 the City Council completed the transfer of its housing stock to Riverside. Under the terms of the transfer the City Council is committed to providing, from the date of transfer, certain environmental and non-environmental warranties in favour of Riverside and lenders to the Association for periods of 25 years and 18 years respectively. The Council had insurance cover in place to meet the cost of claims arising from any breach of the environmental warranties in the first 12 years following the date of transfer. The reserve to the value of £488,000 which was set up to meet the future cost of insurance premiums in years 13 to 25 (£292,000) and the potential costs of any future claims (£196,000) was transferred into the General Fund Balance during 2015/16. In the period from the date of the transfer to 31 March 2022, the Council has not received any claims in respect of either environmental or non-environmental warranties.

**(c) Environmental Enhancements**

The Council recognises its responsibilities in relation to potential contamination works in the Carlisle area. Any potential works required would be included in the Council's capital programme as required.

**(d) Business Rate Appeals**

A provision has been included within the Collection Fund in relation to likely appeals made against Business Rates up to 31 March 2022. Local businesses can appeal against the rating list in 2017/18 and beyond. Because most appeals against the 2010 Rating List will now have been lodged, it is difficult to quantify any potential new appeals against the updated 2017 list. Due to the uncertainty around these potential appeals the provision that has been included in the accounts is based on historical evidence of appeals being made and being successful, however it is recognised that any appeals could result in a liability for the Council that, if submitted, may not be covered by the appeals provision established.

**(e) Dangerous Structures**

The Council recognises it may have future responsibilities in relation to potential expenditure on dangerous structures in and around the Carlisle area that pose a risk to public safety in accordance with Section 78 of the Building Act 1984.



#### **4.44 Events after the Balance Sheet Date**

The Statement of Accounts was authorised for issue by the Corporate Director of Finance and Resources on 14 July 2022. Events taking place after this date are not reflected in the financial statements or notes. Where events taking place before this date provided information about conditions existing at 31 March 2021, the figures in the financial statements and notes have been adjusted in all material respects to reflect the impact of this information.

#### **4.45 Authorisation for Issue**

The draft Statement of Accounts were authorised for issue 14 July 2022 by the Corporate Director of Finance and Resources, Alison Taylor CPFA. This is the date up to which post balance sheet events have been considered.

## Cash-Flow Statement

### 4.46 Cash Flow Statement – Operating Activities

2020/21 £000		2021/22 £000
114	(Surplus) / Deficit on the Provision of Services	352
	<b>Adjustments to the net surplus or deficit on the provision of services for non cash movements</b>	
(6,372)	Depreciation and downward revaluation charges	(2,482)
663	Movement in Fair Value of Investment Properties	816
(913)	Carrying amount of non current assets sold	(382)
(2,382)	Pension (IAS 19)	(3,444)
20	Increase/(decrease) in inventories	15
1,151	Increase/(decrease) in debtors	(947)
(2,927)	(Increase)/decrease in creditors	(8,630)
385	Other non-cash items charged to net surplus/deficit on provision of services	589
<b>(10,375)</b>		<b>(14,465)</b>
	<b>Adjustments for items included in the net surplus or deficit on the provision of services that are investing and financing activities</b>	
987	Proceeds from the sale of property plant and equipment, investment property and intangible assets	80
3,232	Capital Grants charged to Comprehensive Income and Expenditure	1,869
<b>4,219</b>		<b>1,949</b>
<b>(6,042)</b>	<b>Net Cash Flow from Operating Activities</b>	<b>(12,164)</b>
	<b>Shown within Net Cash Flow from Operating Activities</b>	
878	Interest Payable	214
(299)	Interest Receivable	(186)
<b>579</b>		<b>28</b>

## 4.47 Cash Flow Statement – Investing and Financing Activities

2020/21 £000		2021/22 £000
	<b>Investing Activities</b>	
10,387	Purchase of Property, Plant and Equipment, Investment Property and Intangible Assets	18,611
9,000	Purchase of Short Term and Long Term Investments	20,000
6	Other Payments for Investing Activities	(10)
(2,575)	Proceeds from the sale of Property, Plant and Equipment, Investment Property and Intangible Assets	(87)
(20,000)	Proceeds from Short Term and Long Term Investments	(13,000)
(4,335)	Other Receipts from Investing Activities	(22,461)
<b>(7,517)</b>	<b>Net Cash Flows from Investing Activities</b>	<b>3,053</b>
	<b>Financing Activities</b>	
	Other payments for financing activities	
15,476	Repayments of short and long term borrowing	475
2,924	Movement in relation to Business Rates and Council Tax	(1,839)
<b>18,400</b>	<b>Net Cash Flows from financing Activities</b>	<b>(1,364)</b>

## SECTION 5 – SUPPLEMENTARY FINANCIAL STATEMENTS

### 5.1 The Collection Fund Statement

The Collection Fund, established under the Local Government Finance Act 1988 (as amended), 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 distribution to local authorities and the Government of council tax and non-domestic rates.

2020/21 Council Tax £000		2021/22 Council Tax £000
66,884	<b>Amounts required by statute to be credited to the Collection Fund</b> Council Tax (showing the amount receivable, net of benefits discounts for prompt payment and transitional relief)	70,305
<b>66,884</b>	<b>Total Income</b>	<b>70,305</b>
	<b>Amounts required by statute to be debited to the Collection Fund</b> Precepts and demands from Major Preceptors and the Authority - Council Tax	
49,654	Cumbria County Council	51,932
9,154	Police and Crime Commissioner for Cumbria	9,435
8,175	Carlisle City Council	8,411
	Impairment of debts/appeals for Council Tax	
123	Write Offs of uncollectable amounts	140
791	Allowance for Expected Credit Losses (Bad Debts)	299
239	Contribution towards previous year's estimated Collection Fund Surplus - Council Tax	(527)
<b>68,136</b>	<b>Total Expenditure</b>	<b>69,690</b>
50	<b>Opening Fund Balance - Council Tax Surplus/(Deficit)</b>	(1,202)
(1,202)	<b>Closing Fund Balance - Council Tax Surplus/(Deficit)</b>	(587)
(1,252)	<b>Movement on Fund Balance - Council Tax</b>	615

2020/21 Non-Domestic Rates £000		2021/22 Non-Domestic Rates £000
19,666	<b>Amounts required by statute to be credited to the Collection Fund</b> Non Domestic Rates (showing the amount receivable, net of discretionary and mandatory reliefs)	35,070
<b>19,666</b>	<b>Total Income</b>	<b>35,070</b>
	<b>Amounts required by statute to be debited to the Collection Fund</b> Shares of Non- Domestic rating income to major preceptors and the (billing) authority - Non-Domestic Rates	
4,255	Cumbria County Council	4,354
17,018	Carlisle City Council	17,416
20,975	Central Government	21,462
528	Transitional Protection payments non-domestic rates	581
178	Charge to General Fund for allowable collection costs for Non-Domestic Rates	177
372	Disregarded Amounts - Renewable Energy Schemes	377
297	Disregarded Amounts - Enterprise Zone	308
	Impairment of debts/appeals for Non-Domestic Rates	
474	Write Offs of uncollectable amounts	423
(274)	Allowance for expected credit losses (bad debts)	(189)
(879)	Movement in Provision for Appeals	(1,435)
(540)	Contribution towards previous year's estimated Collection Fund Surplus - Non-Domestic Rates	(23,657)
<b>42,404</b>	<b>Total Expenditure</b>	<b>19,817</b>
(1,089)	<b>Opening Fund Balance - Non-Domestic Rates Surplus/(Deficit)</b>	(23,827)
(23,827)	<b>Closing Fund Balance - Non Domestic Rates Surplus/(Deficit)</b>	(8,574)
(22,738)	<b>Movement on Fund Balance - Non Domestic Rates</b>	15,253

The Summary of the Collection Fund Balances is as follows:

2020/21 £000		2021/22 £000
(1,089)	Opening Fund Balance - Surplus/(Deficit) - Non-Domestic Rates	(23,827)
50	Opening Fund Balance - Surplus/(Deficit) - Council Tax	(1,202)
<b>(1,039)</b>	<b>Total Opening Collection Fund Balance</b>	<b>(25,029)</b>
(22,738)	Movement on Collection Fund - Non-Domestic Rates	15,253
(1,252)	Movement on Collection Fund - Council Tax	615
<b>(23,990)</b>	<b>Total Movement on Collection Fund Balance</b>	<b>15,868</b>
(23,827)	Closing Fund Balance - Surplus/(Deficit) - Non-Domestic Rates	(8,574)
(1,202)	Closing Fund Balance - Surplus/(Deficit) - Council Tax	(587)
<b>(25,029)</b>	<b>Total Closing Collection Fund Balance - Surplus/(Deficit)</b>	<b>(9,161)</b>

## 5.2 Notes to the Collection Fund

### Council Tax

On the basis that surpluses and deficits are shared with the County Council and the Police and Crime Commissioner for Cumbria, the Council has accounted for the Collection Fund balance in its 2021/22 Statement of Accounts.

The £587,456 deficit is accounted for in line with the Code of Practice 2021 guidance, with the Council acting as the major precepting authorities' agent in the collection of Council Tax. The £70,813 Carlisle share of the deficit is shown as a balance on the Collection Fund Adjustment Account. The £437,212 share is attributable to the County Council and the £79,431 attributable to the Police & Crime Commissioner is used in the calculation for the difference in cash collected on behalf of the precepting authorities and that paid out to them and the corresponding year end debtor or creditor in the Balance Sheet.

### Non-Domestic Rates

On the basis that surpluses and deficits are shared with Central Government and the County Council, the Council has accounted for the Collection Fund balance in its 2021/22 Statement of Accounts as follows:

The £8,573,652 deficit is accounted for in line with the Code of Practice 2021 guidance, with the Council acting as the major precepting authorities' agent in the collection of Business Rates. This deficit is larger than normal due to the continuation of granting extended retail and nursery relief in 2021/22. Government granted rating relief to businesses in these categories and compensated the billing authority with a Section 31 grant. Therefore, the £3,429,462 Carlisle share of the deficit which is shown as a balance on the Collection Fund Adjustment Account is offset by the additional income in General Fund where Section 31 grants are accounted for. This additional income has been set aside in an earmarked reserve to offset the recovery of the deficit in 2022/23. The £4,286,826 share is attributable to Central Government and the £857,364

attributable to the County Council is used in the calculation for the difference in cash collected on behalf of the precepting authorities and that paid out to them and the corresponding year end debtor or creditor in the Balance Sheet.

### **Council Tax base calculation**

The council tax base set for 2021/22, as a Band D equivalent, was as follows:

Band	No. of Properties	Ratio	Band D Equivalent
Disabled	36.31	5/9	20.17
A	14,646.20	6/9	9,764.13
B	10,323.84	7/9	8,029.65
C	7,062.03	8/9	6,277.36
D	5,382.99	9/9	5,382.99
E	2,780.39	11/9	3,398.26
F	1,132.89	13/9	1,636.40
G	382.71	15/9	637.85
H	23.75	18/9	47.50
	<b>41,771.10</b>		<b>35,194.31</b>
Relevant Amount	<b>41,771.10</b>		<b>35,194.31</b>
Estimated Collection Rate			98.50%
<b>Council Tax Base =</b> <b>Relevant Amount (Band D Equivalent) x Collection Rate</b>			<b>34,666.40</b>

### **Income from Business Ratepayers**

National Non-Domestic Rates (NNDR) are paid by businesses. The Government specifies an annual standard multiplier (51.2p in 2021/22), and local businesses pay an annual NNDR bill calculated by multiplying the rateable value of their business premises by this annual rate. The Council is responsible for collecting rates due from the ratepayers in its areas

The average total rateable value for the Council's area was £110,056,007 for the year (2020/21: £110,149,285).

### **Billing and Precepting Authorities**

Carlisle City Council is the billing authority for council tax and NNDR bills and therefore collects all the income due for the year. The Council pays over to Cumbria County Council and Cumbria Police Authority amounts they have requested to provide their services in the Council area. These sums are known as precepts and for 2021/22 the values were: -

2020/21 £		2021/22 £
8,204,780	Carlisle City Council	8,411,165
49,830,611	Cumbria County Council	51,931,668
9,187,223	Cumbria Police Authority	9,434,810

Included in the amount for the City Council is a precept of £708,289 (2020/21: £688,198) which is collected on behalf of Parish Councils. This is paid in full directly from the Councils Comprehensive Income and Expenditure Statement.

### **Debtors for Local Taxation**

The total arrears on Council Tax at 31 March 2022 was £5,538,570. The City Council share of these arrears can be analysed as follows:

2020/21 £000		2021/22 £000
	<b>Council Tax</b>	
12	Less than three months	10
21	Three to Six months	18
291	Six months to One year	255
307	More than One year	384
<b>631</b>	<b>Total</b>	<b>667</b>

The total arrears on business rates at 31 March 2022 was £1,554,889 (including costs of £12,342). The City Council share of these arrears can be analysed as follows:

2020/21 £000		2021/22 £000
	<b>Non-Domestic Rates</b>	
16	Less than three months	104
65	Three to Six months	69
358	Six months to One year	602
398	More than One year	780
<b>837</b>	<b>Total</b>	<b>1,555</b>



## SECTION 6 – ANNUAL GOVERNANCE STATEMENT

### Scope of Responsibility

Carlisle City Council ('the Council') is responsible for ensuring that its business is conducted both in accordance with the law and proper, appropriate standards. In addition, the Council must seek to ensure that public money is safeguarded, properly accounted for, and used economically, efficiently and effectively. The Council also has a duty under the Local Government Act 1999 to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.

In discharging this overall responsibility, the Council is responsible for putting in place proper arrangements for the governance of its affairs and facilitating the effective exercise of its functions, including arrangements for the management of risk.

The Council has approved and adopted a local Code of Corporate Governance ('the Code'), which is consistent with the principles of the CIPFA/Solace Framework 'Delivering Good Governance in Local Government'. A copy of the Code can be obtained from the Council's Corporate Director of Finance & Resources. The Council has also recognised the requirements of the 2010 CIPFA application note 'Statement on the Role of the Chief Financial Officer in Local Government (2015)' and the CIPFA Statement on the 'Role of the Head of Internal Audit (2010)'.

This statement explains how the Council has complied with the Code and application note and also meets the requirements of regulation 6(1) and (2) of the Accounts and Audit Regulations 2015 in relation to the publication of a statement on internal control – the Annual Governance Statement.

### Global Pandemic (Impact)

From March 2020 the Council was significantly affected by the Covid-19 Global Pandemic and has had to change some processes and adapt to new ways of working; however, the principles of the Council's governance framework are unchanged. The Council continued to work under these new measures, including maintaining a flexible approach to hybrid working as restrictions around the pandemic eased.

The Council continued to be involved in the local response to the pandemic including monitoring compliance with restrictions, administering business support grants and forming part of the Cumbria Resilience Forum, which shared information and coordinated local action outbreaks within the area

### Local Government Re-Organisation

On 21 July 2021 the UK government announced that it intended to proceed with a two-unitary local government re-organisation (LGR) model within Cumbria. This means that from 31 March 2023 Carlisle will merge with Allerdale Borough Council, Copeland Borough Council roughly half of a disaggregated Cumbria County Council to form a new unitary authority to be known as Cumberland Council. Carlisle City Council is working in collaboration with the other Councils to ensure a smooth transition to the new authority.

The Council's existing governance, risk management and internal control framework will remain unchanged by LGR, though clearly some plans, strategies and longer-term projects and aspirations have been curtailed or suspended where considered more economic or efficient to do so as a result of the government decision.

A comprehensive communication and briefing programme has been in place throughout 2021/22 to keep staff updated on progress against the LGR project. This includes regular corporate communications, staff briefings and a dedicated intranet page.

### **The Purpose of the Governance Framework**

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

The system of internal control is a significant part of the Council's framework and is designed to enable it to manage risk to a reasonable level. It cannot eliminate all risk of failure to achieve policies, aims and objectives and can therefore provide only reasonable and not absolute assurance of effectiveness. The system of internal control is based on an ongoing process designed to:

- identify and prioritise the risks to the achievement of the Council's policies, aims and objectives; and
- to evaluate the likelihood of those risks being realised and, if so realised, their impact; and,
- to manage the identified risks efficiently, effectively and economically.

The governance framework has been in place at the Council for the year ended 31 March 2022 and up to the date of approval of the Statement of Accounts for 2021/22.

### **The Governance Framework**

The following are the key elements of the systems and processes that comprise the Council's governance arrangements:

#### **The Council's vision of its purpose and intended outcomes**

The Council's vision is proposed by the Executive as part of the Carlisle Plan ("the Plan") which is debated and agreed by full Council. This vision is then communicated through the Carlisle Plan itself, which is a guiding document for staff and members. An annual report will communicate the outcomes and performance of the Plan to residents and the end of year performance report presents the key outcomes to the Executive and Overview & Scrutiny Panels. The Carlisle Plan 2021-23 was adopted by Council on 14<sup>th</sup> September 2021, with a truncated timeline (ending 31 March 2022) to reflect Local Government Reorganisation.

Like many other local authorities, the Council declared a climate Emergency in 2019 and have now prepared and approved an Environmental Strategy, complemented by a detailed action plan, devised primarily to ensure the Council (including the new authority replacing Carlisle City) is carbon neutral by 2037.

#### **The Council's vision – implications for governance arrangements**

The Carlisle Plan not only contains the Council's vision but also the key objectives to be delivered in support of it. The plan is accompanied by a 'Plan on a Page', this sets out the key actions for fulfilling the plan.

Arrangements for Overview and Scrutiny are reviewed every year as part of the annual report - thus ensuring consistency with council priorities. Portfolios on the Executive are reviewed every year by the Leader of the Council.

### **Measuring the quality of service for users**

The Council's Performance Management framework, including Service Standards ensures that elected Members and officers monitor performance in key service areas on a regular basis. User satisfaction is measured through a variety of channels such as the Customer Contact Centre, online surveys and social media. The Council has set equality objectives to further improve services for all users; these objectives are reported upon annually alongside an action plan for improvement. Impact of key decisions are recorded in each of the Executive papers ensuring that appropriate assessments form part of all the Council's key and non-key decisions.

Performance in services provided to customers is monitored through management information indicators, highlighting short and medium-term trends which are reported to the corporate Senior Management Team<sup>1</sup>. Progress against Carlisle Plan priorities and key actions is reviewed quarterly and reported through the Executive and relevant Overview & Scrutiny Panels with progress made in 2021/22 detailed below:

<sup>1</sup> The Chief Executive, Deputy CEO, S151 Officer, Monitoring Officer and Corporate Director of Economic Development.

### **PRIORITY – Economic growth**

A clear strategy for the future vitality and viability of the city centre including development options for the regeneration opportunity sites (Carlisle Station, The Pools, Court Square, Caldew Riverside, and the Citadel) has been set out. The Council has received significant levels of funding from various sources to deliver this strategy and a dedicated Economic Development Programme Management Office has been established to ensure appropriate governance, financial and programme management arrangements are in place for these significant projects.

A programme of projects to improve the city centre have been developed and are progressing, including the appointment of various specialists to assist in delivery. These projects form part of the £9.1m of investment through the Future High Street Fund. This will support the delivery projects designed to improve the vitality and viability of the city centre, including the redevelopment of the former Central Plaza site.

A strategy for the city centre has been developed into a Town Investment Plan for the city. The Plan has secured £19.7m through the Towns Deal programme. The investment will support the delivery of projects within city centre and complement those in the Future High Street Fund programme. Business cases for six planned projects have been prepared, reviewed, approved and submitted to central government for final approval.

The business case for the improvements to Carlisle Station has been approved by government and £20m funding has been allocated to the project through the Borderlands Inclusive Growth Deal. Cumbria County Council is the delivery body for the project and is in the process of letting contracts for the works, which will commence in 2022/23. Final designs were progressed during the year and the further planning has progressed for wider elements of the project; planning applications have been submitted for the Citadel project and the City Council (along with Cumbria County Council) has agreed to transfer property to the University of Cumbria to enable development of the project.

Progress has been ongoing on the St Cuthbert's Garden Village including the recent appointment of specialist legal and financial advisors to support project delivery and completion of compulsory purchase orders for the Carlisle Southern link road, which forms part of the project. Construction is planned to commence in 2022/23 with the completion and opening in 2024.

### **PRIORITY - Health and wellbeing**

Significant progress has been made on the construction of the Sands Centre redevelopment. Full project risk management arrangements are in place to support risks associated with both the pandemic and Brexit implications.

Delivery of the World Health Organisation Health City Plan has continued through the year over various sub-projects and provision of grants to community groups to support delivery. Further plans have also been established to deliver the healthier city priority through partnership working.

Delivery of the Green Spaces strategy also progressed during the year, including publication of a Local Cycling and Walking Infrastructure Plan and improvements have been made to existing infrastructure and green spaces facilities.

### **Roles and Responsibilities**

The City Council comprises 39 elected Members during 2021/22, who will remain in post for 2022/23 (Elections for members to the new shadow authorities for the two new unitary Councils were held in May 2022). The Council operates executive arrangements under the Local Government Act 2000 and has done so since September 2001. The Council operates the "Strong Leader" model whereby the Council appoints the Leader for a four-year period, who then nominates their Executive Portfolio Holders and decides the scope of their portfolios and the extent of delegated powers to each.

For 2021/22 the Executive comprises the Leader and five Executive Members, one of whom the Leader is required to nominate as Deputy Leader. The operation of the Executive itself is prescribed by the Executive Procedure Rules set out in the Council's Constitution. It meets normally on a four-weekly cycle, with the Leader having oversight over both the agenda and the Notice of Key Decisions to be considered by the Executive over the coming month.

The Leader has set out the powers and responsibilities that they have delegated to both Portfolio Holders and Officers in an extensive Scheme of Delegation, incorporated into the Constitution, that they review at least annually but usually more frequently in practice. Any amended Scheme of Delegation is held within the Governance Directorate and all Members of the Council receive a copy. The document is available publicly on the Council's website. All decisions made by the Executive, whether collectively or individually, are properly recorded and subject to call in and scrutiny by the Council's Overview and Scrutiny Panels, subject, of course, to the provisions applying to matters deemed urgent.

Under the Executive arrangements, the full Council is responsible for setting the Council's budget and policy framework within which the Executive must operate. The Council has three Overview and Scrutiny Panels: Health & Wellbeing, Economy Growth and Business & Transformation. These Panels undertake the statutory scrutiny role set out in the Act and assist with examining and commenting on those policies proposed by the Executive for adoption as part of the policy framework. The three Panels are supported by a dedicated Scrutiny Officer who services solely the scrutiny function of the Council to ensure transparency in the process.

Each Panel also has a nominated member of the Council's Senior Management Team to support it in its scrutiny function. The operation of the scrutiny function is set out in the Overview and Scrutiny Procedure Rules in the Council's Constitution.

The Council's Constitution reserves only 11 policies to full Council (meaning only Council can change or amend the 11 policy areas) and this means that decisions are able to be taken in a clear, transparent manner and from a corporate governance perspective, it is a great deal more certain where responsibility for decision making rests, i.e. with the Council or the Executive.

The executive/scrutiny functions of the Council are supplemented by a number of regulatory Committees, established to deal with development control, licensing and certain non-executive employment matters. Their powers and Terms of Reference are set out in the Constitution, together with the delegated powers given by the Council to both the Committees and officers in respect of the various matters falling within the responsibility of the Committees. These powers are reviewed and approved by the Council annually.

The Council has an officer structure in place with roles, responsibilities and lines of communication clearly defined. Officers are led by the Senior Management Team, which, during 2021/22, comprised a Chief Executive, a Deputy Chief Executive and three Directors. The Team meets on a fortnightly basis to discuss corporate issues.

## **Codes of Conduct and Standards**

The Council has always (since the introduction of the obligation to have one) had a formally adopted Code of Conduct for its elected Members, underpinned by the Nolan principles of Public Life (selflessness, integrity, objectivity, accountability, openness, honesty & leadership) together with approved arrangements for dealing with standards matters. These form part of the Council's suite of constitutional documents and all Members undertake to adhere to its provisions (standards of behaviour, declarations of interest, register of gifts/hospitality etc.) as part of their Declaration of Acceptance of Office when elected. The new Code of Conduct arrangements have been standardised across Cumbria as far as possible.

Oversight of the Members' Code of Conduct, to ensure both compliance and the proper training of Members, rests with the Council's Standards Committee, which comprises of 7 Members of the City Council who are advised by an Independent Person (appointment of 2 Independent Persons, ratified by Council). A Parish Member would be invited to attend the Committee if any complaint or matter related to a Parish Member. Training on both the Code itself and the ethical principles behind it is provided to all newly elected Members of the Council as part of the standardised induction process and it will also be available to all members of the Council to participate in. Further training for Members on relevant Standards issues is provided by way of follow-up sessions as issues arise.

The Members' Code of Conduct is supplemented by a protocol governing Member and Officer working which was adopted by the Council as an additional guide to the Council's expectations and its cultural approach to the day-to-day working relations between Members and Officers. Training on this, is again, provided as part of the Member Induction Programme. Other supplemental guidance documents, adopted by the Council to assist with probity and best practice, include the Planning Code of Conduct for those Members serving on the Development Control Committee and the Members' Protocol on the Use of IT provided by the Council. Training is provided in the Member Induction Programme. In-year training is also given to Members of the Development Control and Licensing Committees on the specialist issues and considerations that arise because of the particular work of those Committees.

Following a significant project by the Local Government Association, in December 2020 they published a template National Code of Conduct for local authorities to use. The Cumbrian Monitoring Officers agreed some local amendments as required and also so as to maintain the aspirational consistency across Cumbria. Carlisle City Council adopted the new Code in April 2021 and was the first of the Cumbrian Councils to do so. The Council also approved updated arrangements for dealing with matters and updated guidance. New areas explicitly covered included bullying, harassment and the use of social media. The Code of Conduct is contained within the Council's Constitution. The Council also has employee and management competency standards which highlight expected methods of work and behaviours. There is also a formal induction procedure for all new staff, supplemented by other information e.g. the Constitution, disciplinary procedures, etc.

During the year, the Council continued to develop and deliver its training schedule for both Members and officers to raise awareness of ethical governance issues across the Council, such as, for example, Procurement & Contracts and Budgetary Control issues and a Management Development Programme. This forms part of the Council's training programme with the Member programme being considered and agreed by the Members' Learning and Development Group.

Numerous e-learning packages (mandatory and optional) are also available to supplement the training schedule with further ones planned for future development; these will ensure that appropriate training can be targeted at relevant officers.

### **Standing Orders/Financial Procedure Rules**

The Council's Contracts Procedure Rules and Financial Procedure Rules, together with the extent of delegation to officers in these areas, are set out extensively in the Council's Constitution. They define the overarching rules governing procurement by the Council and the powers and constraints on Members and officers in respect of the exercise of financial powers. The core documents, including authorised levels of spend, virement and "key decision" financial limits, are reviewed at least annually (and more frequently if circumstances arise) and updated by the Council. During the year the Directorate Scheme of Sub-Delegation to Officers continued to be developed which clearly set out any functions and named officers subject to such delegations and any terms and conditions attached to the sub-delegations.

The Council has revised and developed its risk management arrangements and has implemented a Risk Management Assurance Framework, incorporating the three lines assurance model. Risk assessment is overseen in the Council by a formal Corporate Risk Management Group (CRMG) made up of relevant officers and the Portfolio Holder for Finance, Governance and Resources. A representative from the Council's Insurance Brokers/Advisers provides ad-hoc support, as required. The Group, led by the Deputy Chief Executive, oversees the compilation and updating of both the corporate and operational risk registers maintained by the Council, where the main corporate and directorate-specific risks faced by the Council are scored against an agreed matrix and appropriate steps identified to mitigate such risks as far as possible. All risks are monitored through a management monitoring function in SharePoint.

The Council has introduced an Information Governance Framework including guidance on various requirements of the General Data Protection Regulation (GDPR), information governance risk assessment, the retention of records and, continues to develop records management arrangements. Face to face training and guidance on data protection continues to be delivered to Members and Officers during the year as well as the requirement for staff to undertake refresher e-learning training. The Information Governance Manager monitors compliance, amongst other duties, with the new

requirements of GDPR. The Council's Internal Audit function continues to review records management as part of all individual audits.

### **Ensuring Effective Counter-fraud and Anti-corruption Arrangements are Developed and Maintained**

In accordance with the "Code of Practice on Managing the Risk of Fraud and Corruption (CIPFA, 2014)", the Council has a Counter Fraud and Corruption Policy in place as well as an Anti-Money Laundering Policy. Training on Fraud & Corruption was provided during the year and a supplementary e-learning training module on Money Laundering is available to all staff. Any investigations carried out during the year in relation to suspected fraud and corruption were undertaken by appropriately trained/experienced officers. Internal Audit continue to deliver an annual review of counter-fraud arrangements (started in 2019/20) to identify improvements against best practice and have also reviewed and suggested improvements to the Counter-Fraud Policy during 2021/22.

### **Ensuring effective management of change and transformation**

The Council developed a savings strategy several years ago to deliver efficiency savings under the Government's efficiency agenda and has been successful in achieving a significant amount of revenue savings. The current savings programme has identified that a further £2.050 million is required to be found by 2023/24. Until further details are known of how the Fair Funding Review, Comprehensive Spending Review and the Business Rate Retention Scheme are to affect the Council, these savings have been found on a non-recurring basis where possible. The impact of COVID-19 on the Council's financial position was closely monitored during 2021/22 with shortfalls of income, additional expenditure, and the overall economic recovery and the impact on the Collection Fund being the main risks.

Managing transformational change effectively is critical to the successful delivery of the transformation programme and the delivery of the wider ambitions set out within the Carlisle Plan. The Corporate Director of Finance & Resources, supported by SMT, provides accountability for the delivery of the savings strategy thus ensuring that the transformation of Council services is controlled and managed effectively; with appropriate Corporate Directors being responsible for delivering individual schemes within the overall programme.

### **Financial Management Arrangements**

The Council has a duty to comply the key principles contained within the revised CIPFA statement of the 'Role of the Chief Financial Officer in Local Government' and during 2021/22 the Council continued to comply with 5 key principles of the CIPFA statement.

The Council's Corporate Director of Finance & Resources is a qualified accountant and is a key member of both Senior Management Team (SMT) and Joint Management Team (JMT) and as such, has direct access to the Chief Executive. They lead and direct an adequately resourced, fit for purpose, finance function, comprising 20 officers, who support the proper administration of the Council's financial affairs, including leading the promotion and delivery of good financial management to safeguard public money at all times; to ensure the effective, efficient and economic use of resources; and to ensure that the short and long term implications of all material business decisions are fully considered and aligned to the Council's Medium Term Financial Plan.

The main controls for financial management are set out in the Constitution – these are the Budget and Policy Framework and the Financial Procedure Rules. These cover the arrangements for Financial Management, Financial Planning, Risk Management and Control of Resources, Financial Systems and Procedures and External arrangements. The Council also complies with the Prudential Framework for Local Authority Finance.

The Council has a Medium-Term Financial Planning process (MTFP) which integrates budget and corporate planning to match resources to the corporate priorities. The planning and monitoring framework is co-ordinated through the JMT which consists of the Executive Members and SMT. CIPFA introduced a Financial Management Code (FM Code) in 2019 with the intention it would be introduced from 2020/21. The FM Code is intended to improve the financial resilience of organisations by embedding enhanced standards of financial management. There are clear links between the FM Code and the Governance Framework, particularly around focus on achieving sustainable outcomes. The Council has undertaken work to ensure compliance with the code and will present the findings to the Audit Committee in September 2022.

All executive decisions are subject to a full impact assessment from a financial and legal perspective. In addition, full option appraisals are included for all business cases for specific projects.

The Council has a Procurement and Commissioning Strategy that ensures best value is achieved (supported by the financial procedures and standing orders) whilst ensuring obligations to stakeholders are achieved through the setting out of clear social, economic and environmental responsibilities.

Value for Money benchmarking exercises are usually undertaken across service areas when required, though no specific exercises were performed during 2021/22 due to resource issues as a result of the pandemic and the need to support the LGR process. However, the Council continued to procure services following appropriate, established processes designed to ensure value-for-money is achieved.

Regular meetings are held with identified budget managers from which budget-monitoring reports are prepared for both Capital and Revenue expenditure and considered by the Executive and Scrutiny. The Council is committed to improving the effectiveness of its budget monitoring arrangements and in strengthening the links between budget and performance monitoring.

The annual Statement of Accounts are produced in accordance with the statutory deadlines and year-end actual results are reported against budgets. The summary revenue position is shown within the narrative statement, comparing actual results against revised budgets. Out-turn reports produced for revenue and capital expenditure are presented to the Audit Committee and are considered by Executive, Scrutiny and Council. The Council is committed to making continuous improvements to comply with the Local Authority Code of Practice and International Financial Reporting Standards.

### **Ensuring effective arrangements are in place for the discharge of the Monitoring Officer function**

The Corporate Director of Governance & Regulatory Services is the Council's Monitoring Officer with the Head of Legal Services acting as the deputy. These officers have a duty to report to the Council and the Executive in any case where they believe any proposal, decision or omission will give rise to unlawfulness or if any decision or omission has given rise to or would constitute maladministration.

The Council's Code of Corporate Governance determines that the Monitoring Officer is 'responsible to the Council for ensuring that agreed procedures are followed and that all applicable statutes and regulations are complied with'. In addition to this, the Monitoring Officer provides a range of functions relating to the conduct of Councillors (for example maintaining the Register of Members' Interests, Code of Conduct complaints etc), advising the Audit Committee and providing commentary on every report to the Executive and



Council. The Monitoring Officer conducts annual reviews of the Council's Constitution and makes recommendations for change, which are adopted by Council in May of each year.

As a member of the Senior Management Team and reporting directly to the Chief Executive, the Monitoring Officer has regular meetings (in addition to the actual meetings of SMT) with the Chief Executive and S151 officer in order to review current and likely future issues with legal, constitutional or ethical implications; thus ensuring the effective undertaking of his duties. The Authority also provides the Monitoring Officer with sufficient resources to undertake the role as required by the Local Government and Housing Act 1989.

### **Ensuring effective arrangements are in place for the discharge of the Head of Paid Service function**

The Council's Head of Paid Service is the Town Clerk and Chief Executive and contained within the Council's Code of Corporate Governance is the principle of 'Developing the entities capacity, including the capacity of its leadership and individuals within it' incorporating the requirement of 'ensuring that elected and appointed leaders negotiate with each other regarding their respective roles early on in the relationship and that a shared understanding of roles and objectives is maintained'. The Council's Constitution clearly sets out their role and responsibilities in respect of management structures and the discharge of functions by the Council. They will report to Council on:

- the manner in which the discharge of functions is co-ordinated;
- the number and grades of officers required for the discharge of functions;
- the organisation of officers.

They are currently supported in their role by a Deputy and three Corporate Directors and has regular access to and contact with the Leader of the Council and the Executive, through formal meetings of the Executive and informal Joint Management Team meetings. The Chief Executive supports the Business and Transformation Scrutiny Panel and currently has direct line management responsibilities for Customer Services and ICT Services.

The Head of Paid Service introduced the concept of SMT sub-groups to encourage greater cross-directorate working on operational and corporate projects. Four sub-groups are established, each led by a member of SMT, and each with clear functions and terms of reference. The aim is to promote a culture of empowerment thus ensuring that operational decisions can be made at the correct level within the organisation. SMT receive regular feedback on the work of each sub-group.

### **Audit Committee**

As a means of ensuring best practice, the Council has an established Audit Committee to oversee the workings of the corporate governance arrangements of the Council and to report to Council on these and related financial probity issues. The Audit Committee operates in accordance with CIPFA's "Audit Committees – Practical Guidance for Local Authorities (2013)". This is supplemented by the Council's Standards Committee, established under the Act to be responsible for conduct issues relating to elected Members.

The Council has a duty to comply with the key principles contained within the 2010 CIPFA statement of the 'Role of the Head of Internal Audit' and during 2021/22 the Council continued to comply with 5 key principles of the CIPFA statement.

The Designated Head of Internal Audit is also the Council's Head of Financial Services, who manages an in-house Internal Audit team comprising an Audit Services Manager

and two Auditors. Controls have been put into place to maintain the team's organisational independence, which are documented in the approved Internal Audit Charter. During 2021/22 the Audit Services Manager moved into a shared management arrangement between the City Council and Allerdale and Copeland Borough Councils, which will ensure a consistent approach is taken by Internal Audit by the three Councils, who will merge into one authority from 2023/24.

The scope of internal audit work covers all aspects of the organisation's risk management, internal control and governance frameworks and the Internal Audit annual report feeds into the preparation of the Council's Annual Governance Statement. Where appropriate, Internal Audit advises the organisation on emerging risks and undertake priority risk audit (hot assurance) work on new projects and developments as they take place.

An annual audit opinion is provided to the Audit Committee based on the work undertaken by Internal Audit during the year from the agreed risk-based audit plan, which includes a wide range of council operations along with risk management, internal control and governance considerations.

A **reasonable assurance** has been provided on the adequacy and effectiveness in respect of 2021/22, though the opinion repeats previous concerns in relation to ICT Services. This is due to limited progress in implementing existing recommendations where control concerns have previously been identified and two further reviews performed in the year that identified significant control weaknesses all linked to resource shortages within the team. It is essential given the ever-growing risks associated with cyber-security that the Council continues to address these concerns (as well as any further emerging risks) during 2022/23. The audit opinion also highlighted concerns around additional resource pressures on Council officers from Local Government Re-Organisation, significant projects and ongoing pressures from the Covid-19 pandemic and the impact this may have on adherence to the Governance, Risk Management and Internal Control framework.

The Internal Audit team were subject to an External Quality Assessment in 2018/19. The assessment found the team to be compliant with Public Sector Internal Audit Standards. Actions to address minor recommendations for improvement have all been implemented. The team continue to perform annual self-assessments against the requirement of the Standards, with improvements for the coming year identified and actioned.

The Designated Head of Audit reports directly to the Council's section 151 officer and has direct access to the Senior Management Team (SMT) and Chief Executive as required. The Designated Head of Internal Audit and Audit Services Manager attend all Audit Committee meetings and have the opportunity for private dialogue with the Chair as appropriate. The Audit Services Manager also has the authority to report directly to the Chief Executive/Chair of Audit Committee if they have concerns about the suppression of audit evidence or the conduct of the designated Head of Internal Audit.

The resource available within Internal Audit is subject to a regular review and assessed as fit for purpose for 2021/22, though the team has experienced a long-term sickness during the year; however, the team achieved a similar level of coverage to previous years, enabling an unqualified opinion to be provided. The audit team has a range of skills and qualifications. The Designated Head of Internal Audit is CIPFA qualified and has 8 years' experience in Local Government Internal Auditing. The Audit Services Manager is PIIA qualified (and is undertaking examinations to be fully chartered) and has 12 years' experience in local government internal auditing. The Audit team maintain a record of all training and experience within their Quality Assurance and Improvement Programme.

## **Ensuring Compliance with Relevant Laws**

Systems are in place to ensure that appropriate legal and financial advice is provided at relevant points in the decision-making process to ensure the vires of decisions made by the Council. All reports to Members requiring a decision incorporate an addendum from the Corporate Director of Governance & Regulatory Services (the Council's Monitoring Officer) and from the Corporate Director of Finance & Resources. This ensures that checks are made on the legal and financial consequences of any course of action prior to a decision being made. Both statutory officers are also members of the Joint Management Team and the Senior Management Team to ensure that financial and legal advice is available at the inception of any matter and when any issues relating to the Council's powers and duties are under consideration.

Similar representation by legal and financial officers is provided for on Officer Working Groups dealing with relevant policy issues so that a check is maintained on vires and financial issues at that level. Legal representation and advice is also provided as a matter of course at the Development Control, Regulatory and Licensing Committees to ensure that the quasi-judicial functions carried out by those Committees are undertaken lawfully. A legal adviser is also present at meetings of the Audit Committee, Standards Committee and Employment Panel and also at Appeal Panel meetings if necessary.

The Council has a variety of methods of receiving updates in legislative changes. In addition to the departmental roles in keeping up to date with legislative, regulatory and guidance changes, the Council subscribes to a corporate legal updating service which provides for daily updates directly to officers. The usual method of direct notification of legislative changes by Central Government also occurs on an ongoing basis. In addition, the legal services section ensures appropriate bulletins are promulgated to relevant clients.

## **Complaints and Whistle blowing**

The Council operates a formal Corporate Complaints System in accordance with best practice recommended by the Local Government Ombudsman, giving members of the public capacity to complain about aspects of the Council's services with which they may be dissatisfied. The objective of the complaints process is to endeavour to resolve the complaint satisfactorily at local level, rather than it being referred to the Ombudsman, although this, of course, is always an entitlement of the complainant if they remain dissatisfied with the Council's handling of the matter. The complaints process has been streamlined during 2021/22.

The basis of the corporate complaints process is that the relevant Directorate deals with the complaint initially but, in the event of the complainant still being dissatisfied, the process provides an internal Right of Appeal initially to the Chief Executive or nominee and then, if necessary, to a small panel of three elected Members who review the position. This includes a formal hearing at which the complainant may attend, in an endeavour to resolve the matter. Members of the Council's Appeal Panels receive training on the type of matters that they may consider in that role.

The Council has a Confidential Reporting Policy that is available to all members of staff.

## **Identifying the development needs of Members and senior officers**

The Council has a formal induction and appraisal scheme, which is mandatory for all officers, including all senior managers, which was reviewed and stream-lined to focus on competencies and training needs. It is carried out each year and forms part of the review of the Carlisle Plan. Appraisals are recorded and there is monitoring of compliance by SMT along with an annual report to Members of the Business and Transformation Scrutiny Panel

which includes the key findings of the biennial Employee Opinion Survey. The appraisal process has been developed to include team reflection on the cultures and values of the organisation as defined by the 3 C's; clear, committed and confident, and recruitment policies are in place that support the achievement of the Council's ethical values. A Workforce Development Plan has been approved (though partly curtailed as a result of LGR) and Service Plans include workforce planning and needs and mentoring and coaching programmes are in place to promote development of all Members and Officers.

The management competency framework was developed further with ongoing provision of a range of workshops to enhance the skills and knowledge of managers and supervisors to fulfil their roles more effectively whilst promoting the culture, values of the organisation as well as the expected behaviour of all employees. A member mentoring programme is in place for members and a coaching programme has been introduced for employees.

The Council has signed the 'Time to Change' pledge to stop stigma about mental health and achieved the Gold Better Health at Work Award. There is an employee well-being programme in place, incorporating an employee assistance programme, occupational health and counselling services to all officers of the Council. Regular health checks are offered to staff through health and wellbeing days, lunchtime learning sessions and access to Occupational Health nurses.

### **Clear channels of communication**

The Council's Communication Policy and Consultation Policy clearly set out its commitment to high quality, open, timely, relevant communications and consultation that encourage feedback from all sections of its local communities. All decisions and reports are publicly available unless justifiable reasoning is provided to maintain confidentiality and the Council is dedicated to ensuring transparency through adherence to the Local Government Transparency Code. These policies underpin the Council's developing Community Empowerment and Engagement Policies that will ensure local people's involvement in the design and delivery of more responsive local services.

The Council works closely with local groups representing those that are in a minority in the local communities, including those with a disability and ethnic minorities, to ensure that their communications and consultation needs are met. There is an annual budget consultation involving the public, local businesses, staff and the Trade Unions. Further stakeholder engagement with the public is achieved through social media and other online surveys, alongside continued growth in social media capacity. The Council also engages with its institutional stakeholders through the Carlisle Partnership, a strategic partnership with local authorities, health, police, public agencies and the business sector.

### **Enhancing the accountability for service delivery and effectiveness of other public service providers**

Whilst the Council continues to deliver most of its key services directly there are areas where services are commissioned. Arrangements are in place, to monitor both the administration of the services and the quality of that service and this information is reported back into the Council and monitored through the Overview and Scrutiny process.

These monitoring arrangements cover all those organisations deemed to be significant partnerships. However, many partnerships are contractual arrangements and definitions have been reviewed and revised to accommodate future monitoring and reporting requirements. This continues to form part of the monitoring process.

Enhanced monitoring arrangements for specific public services are embedded within the Council, and more robust challenges are made to partners/contractors to ensure that they

are fulfilling their obligations and that the service provided continues to meet Members expectations. In respect of shared service agreements, the robust governance arrangements set up at the inception of the shared service continues to ensure that service delivery is effective and meets the partner's expectations.

The Council continues to review those organisations which receive grant aid from the Council. Many of these relate to third sector organisations with a significant contribution sum being made to local Community Centres.

### **Good governance in respect of Partnerships**

The Council's key governance arrangements and procedures ensure that partnerships are entered into for the right reasons, all factors/implications are fully considered as part of the set-up process, the Council's role is clearly defined, expected outputs and outcomes are identified and the appropriate monitoring arrangements are in place. In all, the Council has robust management arrangements in place and a clear framework in which to operate. It is important to note that whilst these central control mechanisms exist, the actual appliance of and delivery of partnerships is the responsibility of individual service areas. Key control measures are outlined below:

The Council has a robust Partnership Policy in place that provides guidance on the nature and risks of partnerships. This Policy includes a clear definition of a partnership and, more specifically, what constitutes a significant partnership. Responsibilities for setting up, delivering and monitoring partnerships are clearly defined both in the Policy and in general working practices.

The Corporate Partnerships Register, maintained by Financial Services, is the central monitoring tool used to track all partnerships in progress. Consideration is given towards Exit / Succession strategies (if appropriate) at the initial set up and as part of the Annual Review.

A Business Case model, based around good practice measures, is used for all new proposed partnerships. These are considered by SMT. Proposed significant partnerships are also reported to the Executive.

The Council's Financial Procedure Rules contains specific guidance on officers' duties and responsibilities regarding partnerships. A flowchart provides an aid for officers to guide them through the partnership process. Supplementary guidance notes are also in place as well as the availability of one to one training and support to guide officers setting up new partnerships, through to annual reviews.

Operationally, risk assessments are maintained and shared with partners throughout the life of the partnership. Emerging significant risks are brought to the attention of the Council's Risk Management Group. Strategically, the Council manages the potential risk of new and existing partnerships through the Corporate Risk Register. The Corporate Risk Register is usually reviewed quarterly by the Risk Management Group and reported to Business and Transformation Scrutiny Panel and the Audit Committee. The group have met remotely and provided updates via email.

Significant partnerships are subject to a robust set of measures. Annual reviews are undertaken for all significant partnerships, which has been extended to include all Shared Service arrangements, the results of which form part of the statement of accounts. This reporting is co-ordinated by Financial Services and is considered by SMT and the Business and Transformation Scrutiny Panel, upon request.

## **Review of Effectiveness**

The Council has responsibility for conducting, at least annually, a review of the effectiveness of its governance framework including the system of internal control. The review of effectiveness is informed by the work of the managers within the Council who have responsibility for the development and maintenance of the governance environment, the Designated Head of Internal Audit's annual report, and by comments made by the External Auditors and other reviewing agencies and inspectorates.

The following processes have been applied in maintaining and reviewing the effectiveness of the governance framework:

An effective Governance Framework is maintained by ensuring that the Council's Constitution is reviewed and updated on a regular basis. This includes both the Council's and the Leader's Schemes of Delegation for Corporate Directors and Chief Officers, and encompasses and defines the roles of the Council, the Executive and the standing Committees including Overview and Scrutiny, Standards Committee and the Audit Committee.

Regular meetings of the Council and its Committees are held during each year and all reports to the Executive include comments from the Council's Corporate Director of Finance & Resources and the Corporate Director of Governance & Regulatory Services – the latter also being the Council's Monitoring Officer. The aforementioned statutory officers also oversee the reports considered by the Council's Regulatory and Audit Committees.

The Council also undertakes a continuous review of its risk-management responsibilities by ensuring that each Directorate maintains an up-to-date Operational Risk Register. Any risks that are considered to affect the Council as a whole are incorporated into the Corporate Risk Register (CRR). This is reviewed and updated by the Corporate Risk Management Group that meets on a regular basis either via Teams or via email in 2021/22. Progress on the CRR is reported half yearly to Members. In accordance with the requirements of the CIPFA Code of Practice for Internal Audit, the Designated Head of Internal Audit reports to the Audit Committee on a regular basis, to appraise Members of any emerging control/governance/risk issues. The Designated Head of Internal Audit also presents an annual report that includes a statement of assurance relating to the Council's overall standard of internal control, which includes assurances obtained from self- assessment questionnaires of individual directorates, alongside the results of audit activity. The Council has also received external assurances in 2021/22 which inform this statement of assurance.

The Council also receives assurances from its external auditors, Grant Thornton, who provides annual opinions on the accuracy of the annual Statement of Accounts and on the Council's arrangements for securing economy, efficiency and effectiveness in its use of resources (VFM conclusion). All recommendations provided through these opinions receive a management response and are implemented during the following year with progress being monitored by the Audit Committee.

The requirements outlined in the CIPFA/SOLACE document "Delivering Good Governance in Local Government" have been assessed. Where necessary any areas where action is required to ensure that the Council meets all of the defined requirements are identified on the Action Plan that forms part of this Statement.

## **Conclusion**

We have been advised on the implications following the review of the effectiveness of the governance framework by the Audit Committee and that they continue to be regarded as fit

for purpose in accordance with the governance framework. There are no significant weaknesses to report and no action points to consider.

We propose, over the coming year, to monitor and implement improvements to further enhance our governance arrangements. However, we are satisfied that any necessary improvements that were identified in the review of effectiveness are not deemed to be significant in nature and are therefore not reported as part of this statement.

**Signed on behalf of Carlisle City Council**

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John Mallinson  
Leader of Council

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Jason Gooding  
Chief Executive

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Alison Taylor  
Corporate Director of Finance & Resources

Date: 14 July 2022

**SECTION 7 - FINANCIAL ABBREVIATIONS USED IN THIS DOCUMENT**

<b>AGS</b>	<b>Annual Governance Statement</b>
<b>AMP</b>	<b>Asset Management Plan</b>
<b>CAA</b>	<b>Capital Adjustment Account</b>
<b>CFR</b>	<b>Capital Financing Requirement</b>
<b>CIPFA</b>	<b>Chartered Institute of Public Finance and Accountancy</b>
<b>CIES</b>	<b>Comprehensive Income and Expenditure Statement</b>
<b>DWP</b>	<b>Department for Work and Pensions</b>
<b>DLUHC</b>	<b>Department for Levelling Up, Housing and Communities</b>
<b>DFG</b>	<b>Disabled Facilities Grant</b>
<b>FRS</b>	<b>Financial Reporting Standards</b>
<b>IIA</b>	<b>Institute of Internal Auditors</b>
<b>IAS</b>	<b>International Accounting Standards</b>
<b>ISA</b>	<b>International Standards in Auditing</b>
<b>IFRS</b>	<b>International Financial Reporting Standards</b>
<b>JMT</b>	<b>Joint Management Team</b>
<b>LASAAC</b>	<b>Local Authority (Scotland) Accounts Advisory Committee</b>
<b>LGPS</b>	<b>Local Government Pension Scheme</b>
<b>MTFP</b>	<b>Medium Term Financial Plan</b>
<b>MRP</b>	<b>Minimum Revenue Provision</b>
<b>NNDR</b>	<b>National Non-Domestic Rates</b>
<b>PPE</b>	<b>Property, Plant and Equipment</b>
<b>PSIAS</b>	<b>Public Sector Internal Auditing Standards</b>
<b>RSG</b>	<b>Revenue Support Grant</b>
<b>SeRCOP</b>	<b>Service Reporting Code of Practice</b>
<b>SMT</b>	<b>Senior Management Team</b>
<b>VFM</b>	<b>Value of Money</b>
<b>WGA</b>	<b>Whole of Government Accounts</b>



# Informing the audit risk assessment for Carlisle City Council 2021/22

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The contents of this report relate only to the matters which have come to our attention, which we believe need to be reported to you as part of our audit process. It is not a comprehensive record of all the relevant matters, which may be subject to change, and in particular we cannot be held responsible to you for reporting all of the risks which may affect your business or any weaknesses in your internal controls. This report has been prepared solely for your benefit and should not be quoted in whole or in part without our prior written consent. We do not accept any responsibility for any loss occasioned to any third party acting, or refraining from acting on the basis of the content of this report, as this report was not prepared for, nor intended for, any other purpose.

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## Purpose

The purpose of this report is to contribute towards the effective two-way communication between Carlisle City Council's external auditors and Carlisle City Council's Audit Committee, as 'those charged with governance'. The report covers some important areas of the auditor risk assessment where we are required to make inquiries of the Audit Committee under auditing standards.

## Background

Under International Standards on Auditing (UK), (ISA(UK)) auditors have specific responsibilities to communicate with the Audit Committee. ISA(UK) emphasise the importance of two-way communication between the auditor and the Audit Committee and also specify matters that should be communicated.

This two-way communication assists both the auditor and the Audit Committee in understanding matters relating to the audit and developing a constructive working relationship. It also enables the auditor to obtain information relevant to the audit from the Audit Committee and supports the Audit Committee in fulfilling its responsibilities in relation to the financial reporting process.

## Communication

As part of our risk assessment procedures we are required to obtain an understanding of management processes and the Council's oversight of the following areas:

- General Enquiries of Management;
- Fraud;
- Laws and Regulations;
- Related Parties;
- Going Concern; and
- Accounting Estimates.

## Purpose

This report includes a series of questions on each of these areas and the response we have received from Carlisle City Council's management. The Audit Committee should consider whether these responses are consistent with its understanding and whether there are any further comments it wishes to make.

# General Enquiries of Management

Question	Management response
1. What do you regard as the key events or issues that will have a significant impact on the financial statements for 2021/22?	COVID-19 continued to have a significant impact on the financial affairs of the Council in 2021/22 although to a much lesser extent than in 2020/21. Council Tax and Business Rates have recovered from 2020/21 levels and with additional government assistance provision of grant funding has increased.
2. Have you considered the appropriateness of the accounting policies adopted by Carlisle City Council? Have there been any events or transactions that may cause you to change or adopt new accounting policies? If so, what are they?	We have had consideration to the appropriateness of our accounting policies and do not believe that any events or transactions will require us to adapt or change any of these.
3. Is there any use of financial instruments, including derivatives? If so, please explain	We do not use derivatives. Our financial instruments are standard treasury transactions and management of working capital
4. Are you aware of any significant transaction outside the normal course of business? If so, what are they?	No

## General Enquiries of Management

Question	Management response
5. Are you aware of any changes in circumstances that would lead to impairment of non-current assets? If so, what are they?	There are no circumstances that would lead to impairment of non-current assets, however, the external valuation process will assess all assets for any impairments
6. Are you aware of any guarantee contracts? If so, please provide further details	No
7. Are you aware of the existence of loss contingencies and/or un-asserted claims that may affect the financial statements? If so, please provide further details	No
8. Other than in house solicitors, can you provide details of those solicitors utilised by Carlisle City Council during the year. Please indicate where they are working on open litigation or contingencies from prior years?	

# General Enquiries of Management

Question	Management response
9. Have any of the Carlisle City Council's service providers reported any items of fraud, non-compliance with laws and regulations or uncorrected misstatements which would affect the financial statements? If so, please provide further details	No
10. Can you provide details of other advisors consulted during the year and the issue on which they were consulted?	<p>Link Treasury – Treasury Management</p> <p>PWC – Vat advice</p> <p>Marsh / Zurich Municipal – Insurance</p> <p>Mercers – Pension Fund Actuary</p> <p>Montague Evans – Asset valuations</p> <p>Hyas Associates – St Cuthbert's Garden Village</p>
11. Have you considered and identified assets for which expected credit loss provisions may be required under IFRS 9, such as debtors (including loans) and investments? If so, please provide further details	<p>We assess debtor and HB overpayment debt bad debt provisions as part of the usual closedown processes.</p> <p>We do not believe there are any other assets for which there are expected credit losses for 2021/22</p>



# Fraud

## Matters in relation to fraud

ISA (UK) 240 covers auditors responsibilities relating to fraud in an audit of financial statements.

The primary responsibility to prevent and detect fraud rests with both the Audit Committee and management. Management, with the oversight of the Audit Committee, needs to ensure a strong emphasis on fraud prevention and deterrence and encourage a culture of honest and ethical behaviour. As part of its oversight, the Audit Committee should consider the potential for override of controls and inappropriate influence over the financial reporting process.

As Carlisle City Council's external auditor, we are responsible for obtaining reasonable assurance that the financial statements are free from material misstatement due to fraud or error. We are required to maintain professional scepticism throughout the audit, considering the potential for management override of controls.

As part of our audit risk assessment procedures we are required to consider risks of fraud. This includes considering the arrangements management has put in place with regard to fraud risks including:

- assessment that the financial statements could be materially misstated due to fraud;
- process for identifying and responding to risks of fraud, including any identified specific risks;
- communication with the Audit Committee regarding its processes for identifying and responding to risks of fraud; and
- communication to employees regarding business practices and ethical behaviour.

We need to understand how the Audit Committee oversees the above processes. We are also required to make inquiries of both management and the Audit Committee as to their knowledge of any actual, suspected or alleged fraud. These areas have been set out in the fraud risk assessment questions below together with responses from Carlisle City Council's management.

# Fraud risk assessment

Question	Management response
<p>1. Has Carlisle City Council assessed the risk of material misstatement in the financial statements due to fraud?</p> <p>How has the process of identifying and responding to the risk of fraud been undertaken and what are the results of this process?</p> <p>How do the Council's risk management processes link to financial reporting?</p>	<p>Material misstatements in the Statement of Accounts would likely fall from asset valuations, pensions and business rates activity. Controls are in place to ensure pensions and asset valuations are corroborated by multiple individuals, both internal and external to the Council.</p> <p>Further risks around business rates arise in 2021/22 in respect of the provision of COVID related grant funding to those businesses eligible and internal controls have been established to follow government guidance and to verify the claims being made and paid through a cross checking exercise between departments. Internal audit have also carried out spot checks on grant payments to ensure eligibility and payment is appropriate and consistent with the guidance.</p> <p>The City Council's risk management processes ensure that financial reporting is robust and transparent.</p>
<p>2. What have you determined to be the classes of accounts, transactions and disclosures most at risk to fraud?</p>	<p>Business Rates;</p> <p>Council Tax;</p> <p>Creditors;</p> <p>Debtors;</p> <p>Financial Instruments;</p> <p>Bank / Cash;</p> <p>Grants and Contributions</p>
<p>3. Are you aware of any instances of actual, suspected or alleged fraud, errors or other irregularities either within Carlisle City Council as a whole, or within specific departments since 1 April 2021? If so, please provide details</p>	<p>Nothing that affected the entity materially – there was an attempted grant fraud with an individually falsely claiming to represent a legitimate Carlisle-based business to receive a Omicron Grant payment that was identified at point of claim. We are currently undertaking another investigation this is ongoing and confidential, so cannot provide details. One further fraud investigation was undertaken and not upheld.</p>

## Fraud risk assessment

Question	Management response
<p>4. As a management team, how do you communicate risk issues (including fraud) to those charged with governance?</p>	<p>The Audit Committee receives updates as part of the quarterly meetings and update reports from internal audit. These include instances of fraud activity and any investigations undertaken.</p>
<p>5. Have you identified any specific fraud risks? If so, please provide details</p> <p>Do you have any concerns there are areas that are at risk of fraud?</p> <p>Are there particular locations within Carlisle City Council where fraud is more likely to occur?</p>	<p>COVID grant payments and eligibility of grant recipients will be a specific fraud risk due to the volume of transactions and the complexities of each of the schemes.</p>
<p>6. What processes do Carlisle City Council have in place to identify and respond to risks of fraud?</p>	<p>Although Internal audit is not responsible for identifying or detecting fraud, the team consider the risk of fraud as part of the audit process. The Auditors and Audit Services Manager have all received training in carrying out fraud investigations (in line with the Council's investigation and disciplinary processes). The team have also reviewed matches in relation to Creditors and Payroll as part of the NFI exercise. No issues were identified as part of this review.</p> <p>Internal Audit has delivered training to Council Officers on fraud covering the Fraud Act, Counter-Fraud arrangements in place at the Council and actions Officers can take to identify and report suspected fraudulent activity and have also updated the Council's induction hand-book to include information relating to identifying and reporting fraud.</p> <p>Internal Audit carried out an annual review of the organisation's counter-fraud arrangements against best practice for 2020/21 at the start of the financial year. This exercise will be repeated annually.</p> <p style="text-align: center;">Page 147 of 186</p>

# Fraud risk assessment

Question	Management response
<p>7. How do you assess the overall control environment for Carlisle City Council, including:</p> <ul style="list-style-type: none"> <li>the existence of internal controls, including segregation of duties; and</li> <li>the process for reviewing the effectiveness the system of internal control?</li> </ul> <p>If internal controls are not in place or not effective where are the risk areas and what mitigating actions have been taken?</p> <p>What other controls are in place to help prevent, deter or detect fraud?</p> <p>Are there any areas where there is a potential for override of controls or inappropriate influence over the financial reporting process (for example because of undue pressure to achieve financial targets)? If so, please provide details</p>	<p>Internal Audit perform an annual review of counter-fraud arrangements looking at controls in place against CIPFA best guidance, including preparation of action plan for improvements (2021/22 assessment to be presented to Audit Committee in July or September 2022).</p> <p>Counter-fraud arrangements attached, but summary of controls include:</p> <ul style="list-style-type: none"> <li>Counter-Fraud Policy</li> <li>Whistle-blowing Policy and arrangements in place to investigate</li> <li>Annual Training (postponed until June 2021) and regular Awareness</li> <li>Budget Monitoring arrangements</li> <li>Cyber Security arrangements</li> </ul>
<p>8. Are there any areas where there is potential for misreporting? If so, please provide details</p>	<p>No significant weaknesses identified by Internal Audit</p>

# Fraud risk assessment

Question	Management response
<p>9. How does Carlisle City Council communicate and encourage ethical behaviours and business processes of it's staff and contractors?</p> <p>How do you encourage staff to report their concerns about fraud?</p> <p>What concerns are staff expected to report about fraud? Have any significant issues been reported? If so, please provide details</p>	<p>The Council has an Ethical Governance Training Programme and within that there is specific training offered on an annual basis for fraud and corruption. The Council also has an active Money Laundering Policy as well as a Whistleblowing policy that all employees are aware of.</p> <p>There have been no significant issues reported in 2021/22</p>
<p>10. From a fraud and corruption perspective, what are considered to be high-risk posts?</p> <p>How are the risks relating to these posts identified, assessed and managed?</p>	<p>Posts involved in transactional activities e.g cash processing, card processing, treasury management, handling of cheques and invoices</p> <p>Training is provided to all staff and controls are in place for regular reconciliations and separation of duties in terms of authorisation and approvals</p> <p>Officers in posts subject to CRB clearance.</p>
<p>11. Are you aware of any related party relationships or transactions that could give rise to instances of fraud? If so, please provide details</p> <p>How do you mitigate the risks associated with fraud related to related party relationships and transactions?</p>	<p>No</p> <p>Reporting of related party transactions identifies those areas that may be a risk</p>

## Fraud risk assessment

Question	Management response
<p>12. What arrangements are in place to report fraud issues and risks to the Audit Committee?</p> <p>How does the Audit Committee exercise oversight over management's processes for identifying and responding to risks of fraud and breaches of internal control?</p> <p>What has been the outcome of these arrangements so far this year?</p>	<p>The Head of Internal Audit would report any instances of fraudulent activity or investigations to the Audit Committee, either through informal briefing or inclusion in the quarterly monitoring reports</p>
<p>13. Are you aware of any whistle blowing potential or complaints by potential whistle blowers? If so, what has been your response?</p>	<p>One – currently under investigation, so no further comment possible</p>
<p>14. Have any reports been made under the Bribery Act? If so, please provide details</p>	<p>No</p>

# Law and regulations

## Matters in relation to laws and regulations

ISA (UK) 250 requires us to consider the impact of laws and regulations in an audit of the financial statements.

Management, with the oversight of the Audit Committee, is responsible for ensuring that Carlisle City Council's operations are conducted in accordance with laws and regulations, including those that determine amounts in the financial statements.

As auditor, we are responsible for obtaining reasonable assurance that the financial statements are free from material misstatement due to fraud or error, taking into account the appropriate legal and regulatory framework. As part of our risk assessment procedures we are required to make inquiries of management and the Audit Committee as to whether the body is in compliance with laws and regulations. Where we become aware of non-compliance or suspected non-compliance we need to gain an understanding of the non-compliance and the possible effect on the financial statements.

Risk assessment questions have been set out below together with responses from management.

# Impact of laws and regulations

Question	Management response
<p>1. How does management gain assurance that all relevant laws and regulations have been complied with?</p> <p>What arrangements does Carlisle City Council have in place to prevent and detect non-compliance with laws and regulations?</p> <p>Are you aware of any changes to the Council's regulatory environment that may have a significant impact on the council's financial statements?</p>	<p>All reports to Members requiring a decision incorporate an addendum from the Council's Monitoring Officer. This ensures that checks are made on the legal consequences of a course of action prior to the decision being made. The Monitoring Officer is also part of the Council's SMT to ensure that legal advice is available at the inception of any particular matter and when any issues relating to the Council's powers and duties are under consideration.</p> <p>Similar representation by legal officers is also provided at decision making committees to ensure that decisions are made lawfully. Legal representation is provided on Officer working groups and sub-groups.</p> <p>There are no changes to the regulatory environment which will significantly impact upon CCC financial statement.</p>
<p>2. How is the Audit Committee provided with assurance that all relevant laws and regulations have been complied with?</p>	<p>A legal adviser is present at all meetings of the Audit Committee to ensure that its functions are carried out lawfully and reports incorporate comments from the Council's Monitoring Officer.</p>
<p>3. Have there been any instances of non-compliance or suspected non-compliance with laws and regulation since 1 April 2021 with an on-going impact on the 2021/22 financial statements? If so, please provide details</p>	<p>No</p>
<p>4. Are there any actual or potential litigation or claims that would affect the financial statements? If so, please provide details</p>	<p>No</p>



## Impact of laws and regulations

Question	Management response
5. What arrangements does Carlisle City Council have in place to identify, evaluate and account for litigation or claims?	Confirmation of any litigation claims are sought from the finance department to the legal department and also through any notification of potential insurance claims. Evaluation of potential claims is then carried out to determine at what stage any litigation is at to then account for correctly in the accounts
6. Have there been any reports from other regulatory bodies, such as HM Revenues and Customs, which indicate non-compliance? If so, please provide details	No

# Related Parties

## Matters in relation to Related Parties

Carlisle City Council are required to disclose transactions with bodies/individuals that would be classed as related parties. These may include:

- bodies that directly, or indirectly through one or more intermediaries, control, or are controlled by Carlisle City Council;
- associates;
- joint ventures;
- a body that has an interest in the authority that gives it significant influence over the Carlisle City Council;
- key management personnel, and close members of the family of key management personnel, and
- post-employment benefit plans (pension fund) for the benefit of employees of the Council, or of any body that is a related party of the council.

A disclosure is required if a transaction (or series of transactions) is material on either side, i.e. if a transaction is immaterial from the [type of body]'s perspective but material from a related party viewpoint then the council must disclose it.

ISA (UK) 550 requires us to review your procedures for identifying related party transactions and obtain an understanding of the controls that you have established to identify such transactions. We will also carry out testing to ensure the related party transaction disclosures you make in the financial statements are complete and accurate.

## Related Parties

Question	Management response
<p>1. Have there been any changes in the related parties including those disclosed in Carlisle City Council's 2021/22 financial statements?</p> <p>If so please summarise:</p> <ul style="list-style-type: none"> <li>the nature of the relationship between these related parties and Carlisle City Council whether Carlisle City Council has entered into or plans to enter into any transactions with these related parties; and</li> <li>the type and purpose of these transactions</li> </ul>	No
<p>2. What controls does Carlisle City Council have in place to identify, account for and disclose related party transactions and relationships?</p>	See attached Partnership Register
<p>3. What controls are in place to authorise and approve significant transactions and arrangements with related parties?</p>	Schemes of Delegation and Council Constitution outlines appropriate routes for authorisation and approvals
<p>4. What controls are in place to authorise and approve significant transactions outside of the normal course of business?</p>	Schemes of Delegation and Council Constitution outlines appropriate routes for authorisation and approvals

# Going Concern

## Matters in relation to Going Concern

The audit approach for going concern is based on the requirements of ISA (UK) 570, as interpreted by Practice Note 10: Audit of financial statements and regularity of public sector bodies in the United Kingdom (Revised 2020). It also takes into account the National Audit Office's Supplementary Guidance Note (SGN) 01: Going Concern – Auditors' responsibilities for local public bodies.

Practice Note 10 confirms that in many (but not all) public sector bodies, the use of the going concern basis of accounting is not a matter of significant focus of the auditor's time and resources because the applicable financial reporting frameworks envisage that the going concern basis for accounting will apply where the body's services will continue to be delivered by the public sector. In such cases, a material uncertainty related to going concern is unlikely to exist.

For this reason, a straightforward and standardised approach to compliance with ISA (UK) 570 will often be appropriate for public sector bodies. This will be a proportionate approach to going concern based on the body's circumstances and the applicable financial reporting framework. In line with Practice Note 10, the auditor's assessment of going concern should take account of the statutory nature of the body and the fact that the financial reporting framework for local government bodies presume going concern in the event of anticipated continuation of provision of the services provided by the body. Therefore, the public sector auditor applies a 'continued provision of service approach', unless there is clear evidence to the contrary. This would also apply even where those services are planned to transfer to another body, as in such circumstances, the underlying services will continue.

For many public sector bodies, the financial sustainability of the body and the services it provides are more likely to be of significant public interest than the application of the going concern basis of accounting. Financial sustainability is a key component of value for money work and it is through such work that it will be considered.

# Going Concern

Question	Management response
1. What processes and controls does management have in place to identify events and/or conditions which may indicate that the statutory services being provided by Carlisle City Council will no longer continue?	Strategic Financial Planning through the approval of a 5-year MTFP identifies any financial constraints on the Council and allows for provision of actions to improve any position that would be detrimental to the continuation of service delivery.
2. Are management aware of any factors which may mean for Carlisle City Council that either statutory services will no longer be provided or that funding for statutory services will be discontinued? If so, what are they?	No
3. With regard to the statutory services currently provided by Carlisle City Council, does Carlisle City Council expect to continue to deliver them for the foreseeable future, or will they be delivered by related public authorities if there are any plans for Carlisle City Council to cease to exist?	Yes. However, they will be delivered by Cumberland Council once transition to unitary authority occurs on 1 April 2023
4. Are management satisfied that the financial reporting framework permits Carlisle City Council to prepare its financial statements on a going concern basis? Are management satisfied that preparing financial statements on a going concern basis will provide a faithful representation of the items in the financial statements?	Yes

# Accounting estimates

## Matters in relation to accounting estimates

ISA (UK) 540 (Revised December 2018) requires auditors to understand and assess a body's internal controls over accounting estimates, including:

- The nature and extent of oversight and governance over management's financial reporting process relevant to accounting estimates;
- How management identifies the need for and applies specialised skills or knowledge related to accounting estimates;
- How the body's risk management process identifies and addresses risks relating to accounting estimates;
- The body's information system as it relates to accounting estimates;
- The body's control activities in relation to accounting estimates; and
- How management reviews the outcomes of previous accounting estimates.

As part of this process auditors also need to obtain an understanding of the role of those charged with governance, which is particularly important where the estimates have high estimation uncertainty, or require significant judgement.

Specifically do Audit Committee members:

- Understand the characteristics of the methods and models used to make the accounting estimates and the risks related to them;
- Oversee management's process for making accounting estimates, including the use of models, and the monitoring activities undertaken by management; and
- Evaluate how management made the accounting estimates?

We would ask the Audit Committee to satisfy itself that the arrangements for accounting estimates are adequate.

# Accounting Estimates - General Enquiries of Management

Question	Management response
1. What are the classes of transactions, events and conditions, that are significant to the financial statements that give rise to the need for, or changes in, accounting estimate and related disclosures?	<p>Significant accounting estimates will be:</p> <p>IAS 19 figures (Pensions)</p> <p>Asset valuations (including investment property and heritage assets) , depreciation and impairments</p> <p>Fair value of financial instruments</p> <p>Provision for business rate appeals</p> <p>General debtor/ creditor accruals (estimation will not be material - generally based on invoice amounts)</p> <p>Pension assets and liabilities</p>
2. How does the Council's risk management process identify and address risks relating to accounting estimates?	<p>The preparation of the accounts is monitored through the financial services operational risk register</p>
3. How does management identify the methods, assumptions or source data, and the need for changes in them, in relation to key accounting estimates?	<p>Through the use of specialists in terms of financial instruments, asset valuations and pensions. The Code of Practice is also referenced for any changes required to accounting estimates and attendance at year-end closedown courses by key staff also help to identify areas where estimates may be subject to change.</p>
4. How do management review the outcomes of previous accounting estimates?	<p>Through the external audit process and through the attendance at training events and through maintaining knowledge of key sector updates in key CIPFA publications such as the Code of Practice.</p>
5. Were any changes made to the estimation processes in 2021/22 and, if so, what was the reason for these?	<p>The same value has been used for the 2020/21 accounts closedown process.</p> <p>There have been no changes made to estimation processes or methodologies.</p>

# Accounting Estimates - General Enquiries of Management

Question	Management response
6. How does management identify the need for and apply specialised skills or knowledge related to accounting estimates?	Through the requirements of the Code and the assessment of knowledge within the Finance Team. Specialist areas such as pensions and asset valuations are material items where specialist knowledge is required.
7. How does the Council determine what control activities are needed for significant accounting estimates, including the controls at any service providers or management experts?	Through assessment of the nature of the estimate, e.g. asset valuations and pensions. Using external valuers then requires an internal cross checking exercise and validation exercise to be carried out to ensure that the provided information is relevant and accurate.
8. How does management monitor the operation of control activities related to accounting estimates, including the key controls at any service providers or management experts?	Through validation exercises and meetings with key experts
9. What is the nature and extent of oversight and governance over management's financial reporting process relevant to accounting estimates, including: <ul style="list-style-type: none"> <li>- Management's process for making significant accounting estimates;</li> <li>- The methods and models used; and</li> <li>- The resultant accounting estimates included in the financial statements.</li> </ul>	<p>Management oversee the production of all entries relating to accounting estimates. Accruals are authorised by either the Accountancy Services Manager, Head of Financial Services or the Corporate Director. This will include review of any working papers and evidence associated with accruals.</p> <p>For other accounting estimates, management liaise with appropriate teams, e.g. property, County Council Pensions or Treasury Advisors to query and understand the judgements made in the assumptions in arriving at any estimated figures.</p> <p>The financial statements are primarily prepared by the Accountancy Services Manager and Head of Financial Services and are for those scrutiny of estimates is contained to these two posts to ensure data quality.</p>



## Accounting Estimates - General Enquiries of Management

Question	Management response
10. Are management aware of any transactions, events, conditions (or changes in these) that may give rise to recognition or disclosure of significant accounting estimates that require significant judgement (other than those in Appendix A)? If so, what are they?	Those covered at Appendix A will be of most relevance to the Council. Any other events or transactions that arise would be picked up through the preparation of the accounts ensuring that any changes or new transactions are included.
11. Why are management satisfied that their arrangements for the accounting estimates, as detailed in Appendix A, are reasonable?	Yes – the arrangements have been in place for a number of years and are appropriate to the material items stated in the accounts where accounting estimates are necessary.
12. How is the Audit Committee provided with assurance that the arrangements for accounting estimates are adequate ?	Audit Committee are kept up to date with the process for the final accounts preparation, see early sight of accounting policies and are notified of any significant changes affecting the preparation of the accounts. If necessary, between meetings the Committee can be made aware of any changes that would affect the accounts

## Appendix A Accounting Estimates

Estimate	Method / model used to make the estimate	Controls used to identify estimates	Whether management have used an expert	Underlying assumptions: - Assessment of degree of uncertainty - Consideration of alternative estimates	Has there been a change in accounting method in year?
Land and buildings valuations	External Valuers are used along with information provided by the Council's property team	Internal property team validate the information provided Finance section also raise queries on the movement of asset values and the use of indices	Yes	Valuation uncertainty due to COVID related impact on asset valuations is included in the valuation report provided by the valuer. Uncertainty estimates are included in the accounts and the potential impact they have e.g. what a % variance in asset values means	No
Investment property valuations	External Valuers	Internal property team validate the information provided	Yes	Valuation uncertainty due to COVID related impact on asset valuations is included in the valuation report provided by the valuer. Uncertainty estimates are included in the accounts and the potential impact they have e.g. what a % variance in asset values means	No

## Appendix A Accounting Estimates

Estimate	Method / model used to make the estimate	Controls used to identify estimates	Whether management have used an expert	Underlying assumptions: - Assessment of degree of uncertainty - Consideration of alternative estimates	Has there been a change in accounting method in year?
Depreciation	Asset valuation divided by asset life. Assets are depreciated on a straight line basis	Asset register and valuation information provided by valuer	No	Accurate to the point that asset valuations and asset lives provided by valuers are correct. Valuers are experts to be able to provide accurate estimates of asset lives and asset values to determine the appropriate depreciation charge for the consumption of that asset. Other depreciation methods (e.g. reducing balance) could be used however as assets are valued every year, the current method is deemed more representative	No
Valuation of defined benefit net pension fund liabilities	Pension Fund Actuary provides information based on Council's contributions in year	Council contributions / deductions are reconciled to ledger and provided to Fund Actuary to carry out the valuation exercise	Yes – Pension Fund Actuary	Uncertainty around asset values, assumptions on mortality etc will impact the calculations. Sensitivity analysis is provided for variations in assumptions Actuary uses standard assumptions such as mortality, inflation, wage increases, pension increases, discount rates	No

## Appendix A Accounting Estimates

Estimate	Method / model used to make the estimate	Controls used to identify estimates	Whether management have used an expert	Underlying assumptions: - Assessment of degree of uncertainty - Consideration of alternative estimates	Has there been a change in accounting method in year?
Fair value estimates	Fair Value estimates for Investment properties are included in the valuation process highlighted above. Fair Value estimates for financial instruments are provided through Treasury advisors who prepare valuations Measurements are based on IFRS13 (Fair Value Measurements) requirements	Financial instruments held at the balance sheet date including, Investment property, financial assets and financial liabilities. All are reconciled back to actual balances and assets owned on that date	Yes Link Asset Services for Financial Instruments RICS valuer for Investment Properties	Financial Assets are measured at comparable market rate on date of valuation, therefore decreasing the uncertainty risk. Similarly with Financial Liabilities, measurement is at the new loan rate at the balance sheet date thereby decreasing the risk of uncertainty	No
Level 2 investments	Valuation hierarchy is defined per IFRS13	Inputs are other than quoted prices that are observable for the asset or liability, either directly or indirectly	Yes		No

## Appendix A Accounting Estimates

Estimate	Method / model used to make the estimate	Controls used to identify estimates	Whether management have used an expert	Underlying assumptions: - Assessment of degree of uncertainty - Consideration of alternative estimates	Has there been a change in accounting method in year?
Level 3 investments	Valuation hierarchy is defined per IFRS13	Where an asset is categorised within Level 3, quantitative information about significant unobservable inputs used in the Fair Value measurement and a description of the sensitivity of the Fair Value measurement to changes in unobservable inputs, if a change to those inputs might result in a significantly higher or lower Fair Value measurement, together with a statement of the effect of changing one or more of the unobservable inputs to reflect reasonably possible alternative assumptions if this would change the Fair Value significantly is required.	Yes	Sensitivity is provided by the valuer, but there is a recognition that the valuations provided are subject to a higher degree of uncertainty depending upon underlying market and economic conditions. Valuers judgement is also relied upon to carry out the valuations in line with the requirements of the RICS manual and IFRS13	No

## Appendix A Accounting Estimates

Estimate	Method / model used to make the estimate	Controls used to identify estimates	Whether management have used an expert	Underlying assumptions: - Assessment of degree of uncertainty - Consideration of alternative estimates	Has there been a change in accounting method in year?
Provisions – NDR Appeals	In-house information that is collated from VOA information on submitted appeals and stage appeals are at. Historical success rate also factored into the equation for calculating potential refunds	Prepared by Business Rates Team and assumptions and calculations checked by finance	No	Will be degree of uncertainty when providing for an appeal that may not be successful and which may not follow historical trends	No

## Appendix A Accounting Estimates

Estimate	Method / model used to make the estimate	Controls used to identify estimates	Whether management have used an expert	Underlying assumptions: - Assessment of degree of uncertainty - Consideration of alternative estimates	Has there been a change in accounting method in year?
Accruals (if any are material)	Determined on most accurate information available and substantiated with evidence as to calculation	Backing evidence to corroborate calculation	No	If based on available evidence there will be a lesser degree of uncertainty In most circumstances accruals are based on available evidence of an actual charge/receipt. Where estimates are used these will be verified through an appropriate calculation with an appropriate working paper.	No
Credit loss and impairment allowances	Bad Debt Provisions are calculated with consideration to the outstanding debts, amounts written off. Estimates are then made on the likelihood of collection which is based on historical trends of debt collected and age of debts	Outstanding debt balances, age of debts and historical write offs are used to calculate an appropriate provision	No	Consideration of outstanding debts and the likelihood of collection alongside historical success of collection of debts. Provisions are calculated by applying a % of outstanding debts at different debt ages. Greater % of provision is required for older debts that have been outstanding for longer	No



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# Carlisle City Council

## Report to Audit Committee

Item  
A.3

### Report details

Meeting Date:	27 July 2022
Portfolio:	Finance, Governance and Resources
Key Decision:	Not applicable
Policy and Budget Framework	Yes/No
Public / Private	Public
Title:	DRAFT ANNUAL GOVERNANCE STATEMENT 2021/22
Report of	CORPORATE DIRECTOR OF FINANCE AND RESOURCES
Report Number	RD 30/22

### Purpose / Summary:

The Draft Annual Governance Statement (subject to Audit) for 2021/22 has been certified by the Council's S151 Officer, Chief Executive and Leader, in accordance with statutory requirements, and is attached at appendix A. This will be formally approved following the completion of the audit process.

There are no areas of weakness which need to be brought to Members attention at this time.

### Recommendations:

Members are requested to note the contents of the 2021/22 Draft Annual Governance Statement, noting that this statement will accompany the annual Statement of Accounts following the audit process.

### Tracking

Audit Committee	27 July 2022
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## **1. Background**

- 1.1 The CIPFA/SOLACE Framework document “Delivering Good Governance in Local Government” requires the Council to revise and update its Local Code of Corporate Governance, evidence the principles of Good Governance and to produce an Annual Governance Statement signed by the S151 Officer, Leader and Chief Executive.
- 1.2 The Framework also requires the Council to draw up an Action Plan in order to address weaknesses and to ensure that continuous improvement of the system of control is in place.

## **2. Annual Governance Statement**

- 2.1 The Draft Annual Governance Statement for 2021/22 is attached at **Appendix A** which has been prepared in accordance with the CIPFA/SOLACE framework.
- 2.2 Work has been undertaken by Council Officers to update the Good Governance Principles, demonstrating the Council’s conformance with the CIPFA/SOLACE framework and the principles contained within the Council’s own Code of Corporate Governance. This review is reflected in the Annual Governance Statement.
- 2.3 Various sources are in place to provide assurances over the Council’s governance framework, including:
- Annual internal audit opinion
  - Self-assessment questionnaires completed for main financial systems and directorate assurances
  - Attendance at Operational Risk Management group
  - Attendance at Management Briefing
  - Receipt of corporate communications
  - Summary updates for key Council meetings (Inc. Full Council, Executive, JMT and SMT)
  - Audit Committee Effectiveness Review (Internal)
  - Internal work performed by Council’s Safety, Health & Environmental Manager and Information Governance Manager
  - External Audit Review of Statement of Accounts – Unqualified Opinion
  - External Audit Review of Value for Money – Unqualified Opinion
  - External Reviews:
    - LEXCEL Accreditation (Legal Services)
    - Public Sector Network ICT Health Check
    - Benefit Advice Service (External Assessment)
- 2.4 There are no areas of significant weakness identified in this year’s Annual Governance Statement.

- 2.5 The Internal Audit opinion of **reasonable** assurance on the Council's overall systems of governance, risk management and internal control for the year ended 31<sup>st</sup> March 2022 has previously been reported to Members as part of the Internal Audit Annual Report.
- 2.6 In terms of the requirements of the updated Good Governance Framework, the Council's Local Code of Corporate Governance currently reflects good governance principles and was approved by the Audit Committee on 27 September 2017.
- 3. Action Plan**
- 3.1 There are no new areas of risk arising from the Audit reviews or from the Risk Registers that need to be drawn to Members' attention, although the Risk Register is continually under review and is being updated to reflect the potential impact of COVID-19.
- 4. Conclusion and reasons for recommendations**
- 4.1 Members are requested to note the contents of the 2021/22 Annual Governance Statement.
- 5. Contribution to the Carlisle Plan Priorities**
- 5.1 To ensure that the Council has sound systems of internal control and that the governance arrangements in place comply with statutory requirements.

**Contact details:**

Contact Officer: Alison Taylor Ext: 7290

**Appendices attached to report:**

- **Appendices Appendix A – Draft Annual Governance Statement 2021/22 attached to report:**

**Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers:**

- **None**
- 

**CORPORATE IMPLICATIONS:**

**Legal** - The Audit Committee's terms of reference require it to oversee and approve (later in the year) the authority's Annual Governance Statement.

**Finance** – included in the main body of the report

**Equality** – included in body of the AGS, 'Equality Objectives'

**Information Governance** – There are no Information Governance implications for this report

**Property Services** - There are no property related implications for this report

## SECTION 6 – ANNUAL GOVERNANCE STATEMENT

### Scope of Responsibility

Carlisle City Council ('the Council') is responsible for ensuring that its business is conducted both in accordance with the law and proper, appropriate standards. In addition, the Council must seek to ensure that public money is safeguarded, properly accounted for, and used economically, efficiently and effectively. The Council also has a duty under the Local Government Act 1999 to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.

In discharging this overall responsibility, the Council is responsible for putting in place proper arrangements for the governance of its affairs and facilitating the effective exercise of its functions, including arrangements for the management of risk.

The Council has approved and adopted a local Code of Corporate Governance ('the Code'), which is consistent with the principles of the CIPFA/Solace Framework 'Delivering Good Governance in Local Government'. A copy of the Code can be obtained from the Council's Corporate Director of Finance & Resources. The Council has also recognised the requirements of the 2010 CIPFA application note 'Statement on the Role of the Chief Financial Officer in Local Government (2015)' and the CIPFA Statement on the 'Role of the Head of Internal Audit (2010)'.

This statement explains how the Council has complied with the Code and application note and also meets the requirements of regulation 6(1) and (2) of the Accounts and Audit Regulations 2015 in relation to the publication of a statement on internal control – the Annual Governance Statement.

### Global Pandemic (Impact)

From March 2020 the Council was significantly affected by the Covid-19 Global Pandemic and has had to change some processes and adapt to new ways of working; however, the principles of the Council's governance framework are unchanged. The Council continued to work under these new measures, including maintaining a flexible approach to hybrid working as restrictions around the pandemic eased.

The Council continued to be involved in the local response to the pandemic including monitoring compliance with restrictions, administering business support grants and forming part of the Cumbria Resilience Forum, which shared information and coordinated local action outbreaks within the area

### Local Government Re-Organisation

On 21 July 2021 the UK government announced that it intended to proceed with a two-unitary local government re-organisation (LGR) model within Cumbria. This means that from 31 March 2023 Carlisle will merge with Allerdale Borough Council, Copeland Borough Council roughly half of a disaggregated Cumbria County Council to form a new unitary authority to be known as Cumberland Council. Carlisle City Council is working in collaboration with the other Councils to ensure a smooth transition to the new authority.

The Council's existing governance, risk management and internal control framework will remain unchanged by LGR, though clearly some plans, strategies and longer-term projects and aspirations have been curtailed or suspended where considered more economic or efficient to do so as a result of the government decision.

A comprehensive communication and briefing programme has been in place throughout 2021/22 to keep staff updated on progress against the LGR project. This includes regular corporate communications, staff briefings and a dedicated intranet page.

### **The Purpose of the Governance Framework**

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

The system of internal control is a significant part of the Council's framework and is designed to enable it to manage risk to a reasonable level. It cannot eliminate all risk of failure to achieve policies, aims and objectives and can therefore provide only reasonable and not absolute assurance of effectiveness. The system of internal control is based on an ongoing process designed to:

- identify and prioritise the risks to the achievement of the Council's policies, aims and objectives; and
- to evaluate the likelihood of those risks being realised and, if so realised, their impact; and,
- to manage the identified risks efficiently, effectively and economically.

The governance framework has been in place at the Council for the year ended 31 March 2022 and up to the date of approval of the Statement of Accounts for 2021/22.

### **The Governance Framework**

The following are the key elements of the systems and processes that comprise the Council's governance arrangements:

#### **The Council's vision of its purpose and intended outcomes**

The Council's vision is proposed by the Executive as part of the Carlisle Plan ("the Plan") which is debated and agreed by full Council. This vision is then communicated through the Carlisle Plan itself, which is a guiding document for staff and members. An annual report will communicate the outcomes and performance of the Plan to residents and the end of year performance report presents the key outcomes to the Executive and Overview & Scrutiny Panels. The Carlisle Plan 2021-23 was adopted by Council on 14<sup>th</sup> September 2021, with a truncated timeline (ending 31 March 2022) to reflect Local Government Reorganisation.

Like many other local authorities, the Council declared a climate Emergency in 2019 and have now prepared and approved an Environmental Strategy, complemented by a detailed action plan, devised primarily to ensure the Council (including the new authority replacing Carlisle City) is carbon neutral by 2037.

#### **The Council's vision – implications for governance arrangements**

The Carlisle Plan not only contains the Council's vision but also the key objectives to be delivered in support of it. The plan is accompanied by a 'Plan on a Page', this sets out the key actions for fulfilling the plan.

Arrangements for Overview and Scrutiny are reviewed every year as part of the annual report - thus ensuring consistency with council priorities. Portfolios on the Executive are reviewed every year by the Leader of the Council.

### **Measuring the quality of service for users**

The Council's Performance Management framework, including Service Standards ensures that elected Members and officers monitor performance in key service areas on a regular basis. User satisfaction is measured through a variety of channels such as the Customer Contact Centre, online surveys and social media. The Council has set equality objectives to further improve services for all users; these objectives are reported upon annually alongside an action plan for improvement. Impact of key decisions are recorded in each of the Executive papers ensuring that appropriate assessments form part of all the Council's key and non-key decisions.

Performance in services provided to customers is monitored through management information indicators, highlighting short and medium-term trends which are reported to the corporate Senior Management Team<sup>1</sup>. Progress against Carlisle Plan priorities and key actions is reviewed quarterly and reported through the Executive and relevant Overview & Scrutiny Panels with progress made in 2021/22 detailed below:

<sup>1</sup> The Chief Executive, Deputy CEO, S151 Officer, Monitoring Officer and Corporate Director of Economic Development.

### **PRIORITY – Economic growth**

A clear strategy for the future vitality and viability of the city centre including development options for the regeneration opportunity sites (Carlisle Station, The Pools, Court Square, Caldew Riverside, and the Citadel) has been set out. The Council has received significant levels of funding from various sources to deliver this strategy and a dedicated Economic Development Programme Management Office has been established to ensure appropriate governance, financial and programme management arrangements are in place for these significant projects.

A programme of projects to improve the city centre have been developed and are progressing, including the appointment of various specialists to assist in delivery. These projects form part of the £9.1m of investment through the Future High Street Fund. This will support the delivery projects designed to improve the vitality and viability of the city centre, including the redevelopment of the former Central Plaza site.

A strategy for the city centre has been developed into a Town Investment Plan for the city. The Plan has secured £19.7m through the Towns Deal programme. The investment will support the delivery of projects within city centre and complement those in the Future High Street Fund programme. Business cases for six planned projects have been prepared, reviewed, approved and submitted to central government for final approval.

The business case for the improvements to Carlisle Station has been approved by government and £20m funding has been allocated to the project through the Borderlands Inclusive Growth Deal. Cumbria County Council is the delivery body for the project and is in the process of letting contracts for the works, which will commence in 2022/23. Final designs were progressed during the year and the further planning has progressed for wider elements of the project; planning applications have been submitted for the Citadel project and the City Council (along with Cumbria County Council) has agreed to transfer property to the University of Cumbria to enable development of the project.

Progress has been ongoing on the St Cuthbert's Garden Village including the recent appointment of specialist legal and financial advisors to support project delivery and completion of compulsory purchase orders for the Carlisle Southern link road, which forms part of the project. Construction is planned to commence in 2022/23 with the completion and opening in 2024.

## **PRIORITY - Health and wellbeing**

Significant progress has been made on the construction of the Sands Centre redevelopment. Full project risk management arrangements are in place to support risks associated with both the pandemic and Brexit implications.

Delivery of the World Health Organisation Health City Plan has continued through the year over various sub-projects and provision of grants to community groups to support delivery. Further plans have also been established to deliver the healthier city priority through partnership working.

Delivery of the Green Spaces strategy also progressed during the year, including publication of a Local Cycling and Walking Infrastructure Plan and improvements have been made to existing infrastructure and green spaces facilities.

## **Roles and Responsibilities**

The City Council comprises 39 elected Members during 2021/22, who will remain in post for 2022/23 (Elections for members to the new shadow authorities for the two new unitary Councils were held in May 2022). The Council operates executive arrangements under the Local Government Act 2000 and has done so since September 2001. The Council operates the "Strong Leader" model whereby the Council appoints the Leader for a four-year period, who then nominates their Executive Portfolio Holders and decides the scope of their portfolios and the extent of delegated powers to each.

For 2021/22 the Executive comprises the Leader and five Executive Members, one of whom the Leader is required to nominate as Deputy Leader. The operation of the Executive itself is prescribed by the Executive Procedure Rules set out in the Council's Constitution. It meets normally on a four-weekly cycle, with the Leader having oversight over both the agenda and the Notice of Key Decisions to be considered by the Executive over the coming month.

The Leader has set out the powers and responsibilities that they have delegated to both Portfolio Holders and Officers in an extensive Scheme of Delegation, incorporated into the Constitution, that they review at least annually but usually more frequently in practice. Any amended Scheme of Delegation is held within the Governance Directorate and all Members of the Council receive a copy. The document is available publicly on the Council's website. All decisions made by the Executive, whether collectively or individually, are properly recorded and subject to call in and scrutiny by the Council's Overview and Scrutiny Panels, subject, of course, to the provisions applying to matters deemed urgent.

Under the Executive arrangements, the full Council is responsible for setting the Council's budget and policy framework within which the Executive must operate. The Council has three Overview and Scrutiny Panels: Health & Wellbeing, Economy Growth and Business & Transformation. These Panels undertake the statutory scrutiny role set out in the Act and assist with examining and commenting on those policies proposed by the Executive for adoption as part of the policy framework. The three Panels are supported by a dedicated Scrutiny Officer who services solely the scrutiny function of the Council to ensure transparency in the process.

Each Panel also has a nominated member of the Council's Senior Management Team to support it in its scrutiny function. The operation of the scrutiny function is set out in the Overview and Scrutiny Procedure Rules in the Council's Constitution.

The Council's Constitution reserves only 11 policies to full Council (meaning only Council can change or amend the 11 policy areas) and this means that decisions are able to be taken in a clear, transparent manner and from a corporate governance perspective, it is a great deal more certain where responsibility for decision making rests, i.e. with the Council or the Executive.

The executive/scrutiny functions of the Council are supplemented by a number of regulatory Committees, established to deal with development control, licensing and certain non-executive employment matters. Their powers and Terms of Reference are set out in the Constitution, together with the delegated powers given by the Council to both the Committees and officers in respect of the various matters falling within the responsibility of the Committees. These powers are reviewed and approved by the Council annually.

The Council has an officer structure in place with roles, responsibilities and lines of communication clearly defined. Officers are led by the Senior Management Team, which, during 2021/22, comprised a Chief Executive, a Deputy Chief Executive and three Directors. The Team meets on a fortnightly basis to discuss corporate issues.

## **Codes of Conduct and Standards**

The Council has always (since the introduction of the obligation to have one) had a formally adopted Code of Conduct for its elected Members, underpinned by the Nolan principles of Public Life (selflessness, integrity, objectivity, accountability, openness, honesty & leadership) together with approved arrangements for dealing with standards matters. These form part of the Council's suite of constitutional documents and all Members undertake to adhere to its provisions (standards of behaviour, declarations of interest, register of gifts/hospitality etc.) as part of their Declaration of Acceptance of Office when elected. The new Code of Conduct arrangements have been standardised across Cumbria as far as possible.

Oversight of the Members' Code of Conduct, to ensure both compliance and the proper training of Members, rests with the Council's Standards Committee, which comprises of 7 Members of the City Council who are advised by an Independent Person (appointment of 2 Independent Persons, ratified by Council). A Parish Member would be invited to attend the Committee if any complaint or matter related to a Parish Member. Training on both the Code itself and the ethical principles behind it is provided to all newly elected Members of the Council as part of the standardised induction process and it will also be available to all members of the Council to participate in. Further training for Members on relevant Standards issues is provided by way of follow-up sessions as issues arise.

The Members' Code of Conduct is supplemented by a protocol governing Member and Officer working which was adopted by the Council as an additional guide to the Council's expectations and its cultural approach to the day-to-day working relations between Members and Officers. Training on this, is again, provided as part of the Member Induction Programme. Other supplemental guidance documents, adopted by the Council to assist with probity and best practice, include the Planning Code of Conduct for those Members serving on the Development Control Committee and the Members' Protocol on the Use of IT provided by the Council. Training is provided in the Member Induction Programme. In-year training is also given to Members of the Development Control and Licensing



Committees on the specialist issues and considerations that arise because of the particular work of those Committees.

Following a significant project by the Local Government Association, in December 2020 they published a template National Code of Conduct for local authorities to use. The Cumbrian Monitoring Officers agreed some local amendments as required and also so as to maintain the aspirational consistency across Cumbria. Carlisle City Council adopted the new Code in April 2021 and was the first of the Cumbrian Councils to do so. The Council also approved updated arrangements for dealing with matters and updated guidance. New areas explicitly covered included bullying, harassment and the use of social media. The Code of Conduct is contained within the Council's Constitution. The Council also has employee and management competency standards which highlight expected methods of work and behaviours. There is also a formal induction procedure for all new staff, supplemented by other information e.g. the Constitution, disciplinary procedures, etc.

During the year, the Council continued to develop and deliver its training schedule for both Members and officers to raise awareness of ethical governance issues across the Council, such as, for example, Procurement & Contracts and Budgetary Control issues and a Management Development Programme. This forms part of the Council's training programme with the Member programme being considered and agreed by the Members' Learning and Development Group.

Numerous e-learning packages (mandatory and optional) are also available to supplement the training schedule with further ones planned for future development; these will ensure that appropriate training can be targeted at relevant officers.

### **Standing Orders/Financial Procedure Rules**

The Council's Contracts Procedure Rules and Financial Procedure Rules, together with the extent of delegation to officers in these areas, are set out extensively in the Council's Constitution. They define the overarching rules governing procurement by the Council and the powers and constraints on Members and officers in respect of the exercise of financial powers. The core documents, including authorised levels of spend, virement and "key decision" financial limits, are reviewed at least annually (and more frequently if circumstances arise) and updated by the Council. During the year the Directorate Scheme of Sub-Delegation to Officers continued to be developed which clearly set out any functions and named officers subject to such delegations and any terms and conditions attached to the sub-delegations.

The Council has revised and developed its risk management arrangements and has implemented a Risk Management Assurance Framework, incorporating the three lines assurance model. Risk assessment is overseen in the Council by a formal Corporate Risk Management Group (CRMG) made up of relevant officers and the Portfolio Holder for Finance, Governance and Resources. A representative from the Council's Insurance Brokers/Advisers provides ad-hoc support, as required. The Group, led by the Deputy Chief Executive, oversees the compilation and updating of both the corporate and operational risk registers maintained by the Council, where the main corporate and directorate-specific risks faced by the Council are scored against an agreed matrix and appropriate steps identified to mitigate such risks as far as possible. All risks are monitored through a management monitoring function in SharePoint.

The Council has introduced an Information Governance Framework including guidance on various requirements of the General Data Protection Regulation (GDPR), information governance risk assessment, the retention of records and, continues to develop records management arrangements. Face to face training and guidance on data protection

continues to be delivered to Members and Officers during the year as well as the requirement for staff to undertake refresher e-learning training. The Information Governance Manager monitors compliance, amongst other duties, with the new requirements of GDPR. The Council's Internal Audit function continues to review records management as part of all individual audits.

### **Ensuring Effective Counter-fraud and Anti-corruption Arrangements are Developed and Maintained**

In accordance with the "Code of Practice on Managing the Risk of Fraud and Corruption (CIPFA, 2014)", the Council has a Counter Fraud and Corruption Policy in place as well as an Anti-Money Laundering Policy. Training on Fraud & Corruption was provided during the year and a supplementary e-learning training module on Money Laundering is available to all staff. Any investigations carried out during the year in relation to suspected fraud and corruption were undertaken by appropriately trained/experienced officers. Internal Audit continue to deliver an annual review of counter-fraud arrangements (started in 2019/20) to identify improvements against best practice and have also reviewed and suggested improvements to the Counter-Fraud Policy during 2021/22.

### **Ensuring effective management of change and transformation**

The Council developed a savings strategy several years ago to deliver efficiency savings under the Government's efficiency agenda and has been successful in achieving a significant amount of revenue savings. The current savings programme has identified that a further £2.050 million is required to be found by 2023/24. Until further details are known of how the Fair Funding Review, Comprehensive Spending Review and the Business Rate Retention Scheme are to affect the Council, these savings have been found on a non-recurring basis where possible. The impact of COVID-19 on the Council's financial position was closely monitored during 2021/22 with shortfalls of income, additional expenditure, and the overall economic recovery and the impact on the Collection Fund being the main risks.

Managing transformational change effectively is critical to the successful delivery of the transformation programme and the delivery of the wider ambitions set out within the Carlisle Plan. The Corporate Director of Finance & Resources, supported by SMT, provides accountability for the delivery of the savings strategy thus ensuring that the transformation of Council services is controlled and managed effectively; with appropriate Corporate Directors being responsible for delivering individual schemes within the overall programme.

### **Financial Management Arrangements**

The Council has a duty to comply the key principles contained within the revised CIPFA statement of the 'Role of the Chief Financial Officer in Local Government' and during 2021/22 the Council continued to comply with 5 key principles of the CIPFA statement.

The Council's Corporate Director of Finance & Resources is a qualified accountant and is a key member of both Senior Management Team (SMT) and Joint Management Team (JMT) and as such, has direct access to the Chief Executive. They lead and direct an adequately resourced, fit for purpose, finance function, comprising 20 officers, who support the proper administration of the Council's financial affairs, including leading the promotion and delivery of good financial management to safeguard public money at all times; to ensure the effective, efficient and economic use of resources; and to ensure that the short and long term implications of all material business decisions are fully considered and aligned to the Council's Medium Term Financial Plan.

The main controls for financial management are set out in the Constitution – these are the Budget and Policy Framework and the Financial Procedure Rules. These cover the arrangements for Financial Management, Financial Planning, Risk Management and Control of Resources, Financial Systems and Procedures and External arrangements. The Council also complies with the Prudential Framework for Local Authority Finance.

The Council has a Medium-Term Financial Planning process (MTFP) which integrates budget and corporate planning to match resources to the corporate priorities. The planning and monitoring framework is co-ordinated through the JMT which consists of the Executive Members and SMT. CIPFA introduced a Financial Management Code (FM Code) in 2019 with the intention it would be introduced from 2020/21. The FM Code is intended to improve the financial resilience of organisations by embedding enhanced standards of financial management. There are clear links between the FM Code and the Governance Framework, particularly around focus on achieving sustainable outcomes. The Council has undertaken work to ensure compliance with the code and will present the findings to the Audit Committee in September 2022.

All executive decisions are subject to a full impact assessment from a financial and legal perspective. In addition, full option appraisals are included for all business cases for specific projects.

The Council has a Procurement and Commissioning Strategy that ensures best value is achieved (supported by the financial procedures and standing orders) whilst ensuring obligations to stakeholders are achieved through the setting out of clear social, economic and environmental responsibilities.

Value for Money benchmarking exercises are usually undertaken across service areas when required, though no specific exercises were performed during 2021/22 due to resource issues as a result of the pandemic and the need to support the LGR process. However, the Council continued to procure services following appropriate, established processes designed to ensure value-for-money is achieved.

Regular meetings are held with identified budget managers from which budget-monitoring reports are prepared for both Capital and Revenue expenditure and considered by the Executive and Scrutiny. The Council is committed to improving the effectiveness of its budget monitoring arrangements and in strengthening the links between budget and performance monitoring.

The annual Statement of Accounts are produced in accordance with the statutory deadlines and year-end actual results are reported against budgets. The summary revenue position is shown within the narrative statement, comparing actual results against revised budgets. Out-turn reports produced for revenue and capital expenditure are presented to the Audit Committee and are considered by Executive, Scrutiny and Council. The Council is committed to making continuous improvements to comply with the Local Authority Code of Practice and International Financial Reporting Standards.

### **Ensuring effective arrangements are in place for the discharge of the Monitoring Officer function**

The Corporate Director of Governance & Regulatory Services is the Council's Monitoring Officer with the Head of Legal Services acting as the deputy. These officers have a duty to report to the Council and the Executive in any case where they believe any proposal, decision or omission will give rise to unlawfulness or if any decision or omission has given rise to or would constitute maladministration.

The Council's Code of Corporate Governance determines that the Monitoring Officer is 'responsible to the Council for ensuring that agreed procedures are followed and that all applicable statutes and regulations are complied with'. In addition to this, the Monitoring Officer provides a range of functions relating to the conduct of Councillors (for example maintaining the Register of Members' Interests, Code of Conduct complaints etc), advising the Audit Committee and providing commentary on every report to the Executive and Council. The Monitoring Officer conducts annual reviews of the Council's Constitution and makes recommendations for change, which are adopted by Council in May of each year.

As a member of the Senior Management Team and reporting directly to the Chief Executive, the Monitoring Officer has regular meetings (in addition to the actual meetings of SMT) with the Chief Executive and S151 officer in order to review current and likely future issues with legal, constitutional or ethical implications; thus ensuring the effective undertaking of his duties. The Authority also provides the Monitoring Officer with sufficient resources to undertake the role as required by the Local Government and Housing Act 1989.

### **Ensuring effective arrangements are in place for the discharge of the Head of Paid Service function**

The Council's Head of Paid Service is the Town Clerk and Chief Executive and contained within the Council's Code of Corporate Governance is the principle of 'Developing the entities capacity, including the capacity of its leadership and individuals within it' incorporating the requirement of 'ensuring that elected and appointed leaders negotiate with each other regarding their respective roles early on in the relationship and that a shared understanding of roles and objectives is maintained'. The Council's Constitution clearly sets out their role and responsibilities in respect of management structures and the discharge of functions by the Council. They will report to Council on:

- the manner in which the discharge of functions is co-ordinated;
- the number and grades of officers required for the discharge of functions;
- the organisation of officers.

They are currently supported in their role by a Deputy and three Corporate Directors and has regular access to and contact with the Leader of the Council and the Executive, through formal meetings of the Executive and informal Joint Management Team meetings. The Chief Executive supports the Business and Transformation Scrutiny Panel and currently has direct line management responsibilities for Customer Services and ICT Services.

The Head of Paid Service introduced the concept of SMT sub-groups to encourage greater cross-directorate working on operational and corporate projects. Four sub-groups are established, each led by a member of SMT, and each with clear functions and terms of reference. The aim is to promote a culture of empowerment thus ensuring that operational decisions can be made at the correct level within the organisation. SMT receive regular feedback on the work of each sub-group.

### **Audit Committee**

As a means of ensuring best practice, the Council has an established Audit Committee to oversee the workings of the corporate governance arrangements of the Council and to report to Council on these and related financial probity issues. The Audit Committee operates in accordance with CIPFA's "Audit Committees – Practical Guidance for Local Authorities (2013)". This is supplemented by the Council's Standards Committee, established under the Act to be responsible for conduct issues relating to elected Members.

The Council has a duty to comply with the key principles contained within the 2010 CIPFA statement of the 'Role of the Head of Internal Audit' and during 2021/22 the Council continued to comply with 5 key principles of the CIPFA statement.

The Designated Head of Internal Audit is also the Council's Head of Financial Services, who manages an in-house Internal Audit team comprising an Audit Services Manager and two Auditors. Controls have been put into place to maintain the team's organisational independence, which are documented in the approved Internal Audit Charter. During 2021/22 the Audit Services Manager moved into a shared management arrangement between the City Council and Allerdale and Copeland Borough Councils, which will ensure a consistent approach is taken by Internal Audit by the three Councils, who will merge into one authority from 2023/24.

The scope of internal audit work covers all aspects of the organisation's risk management, internal control and governance frameworks and the Internal Audit annual report feeds into the preparation of the Council's Annual Governance Statement. Where appropriate, Internal Audit advises the organisation on emerging risks and undertake priority risk audit (hot assurance) work on new projects and developments as they take place.

An annual audit opinion is provided to the Audit Committee based on the work undertaken by Internal Audit during the year from the agreed risk-based audit plan, which includes a wide range of council operations along with risk management, internal control and governance considerations.

**A reasonable assurance** has been provided on the adequacy and effectiveness in respect of 2021/22, though the opinion repeats previous concerns in relation to ICT Services. This is due to limited progress in implementing existing recommendations where control concerns have previously been identified and two further reviews performed in the year that identified significant control weaknesses all linked to resource shortages within the team. It is essential given the ever-growing risks associated with cyber-security that the Council continues to address these concerns (as well as any further emerging risks) during 2022/23. The audit opinion also highlighted concerns around additional resource pressures on Council officers from Local Government Re-Organisation, significant projects and ongoing pressures from the Covid-19 pandemic and the impact this may have on adherence to the Governance, Risk Management and Internal Control framework.

The Internal Audit team were subject to an External Quality Assessment in 2018/19. The assessment found the team to be compliant with Public Sector Internal Audit Standards. Actions to address minor recommendations for improvement have all been implemented. The team continue to perform annual self-assessments against the requirement of the Standards, with improvements for the coming year identified and actioned.

The Designated Head of Audit reports directly to the Council's section 151 officer and has direct access to the Senior Management Team (SMT) and Chief Executive as required. The Designated Head of Internal Audit and Audit Services Manager attend all Audit Committee meetings and have the opportunity for private dialogue with the Chair as appropriate. The Audit Services Manager also has the authority to report directly to the Chief Executive/Chair of Audit Committee if they have concerns about the suppression of audit evidence or the conduct of the designated Head of Internal Audit.

The resource available within Internal Audit is subject to a regular review and assessed as fit for purpose for 2021/22, though the team has experienced a long-term sickness during the year; however, the team achieved a similar level of coverage to previous years, enabling an unqualified opinion to be provided. The audit team has a range of skills and

qualifications. The Designated Head of Internal Audit is CIPFA qualified and has 8 years' experience in Local Government Internal Auditing. The Audit Services Manager is PIIA qualified (and is undertaking examinations to be fully chartered) and has 12 years' experience in local government internal auditing. The Audit team maintain a record of all training and experience within their Quality Assurance and Improvement Programme.

### **Ensuring Compliance with Relevant Laws**

Systems are in place to ensure that appropriate legal and financial advice is provided at relevant points in the decision-making process to ensure the vires of decisions made by the Council. All reports to Members requiring a decision incorporate an addendum from the Corporate Director of Governance & Regulatory Services (the Council's Monitoring Officer) and from the Corporate Director of Finance & Resources. This ensures that checks are made on the legal and financial consequences of any course of action prior to a decision being made. Both statutory officers are also members of the Joint Management Team and the Senior Management Team to ensure that financial and legal advice is available at the inception of any matter and when any issues relating to the Council's powers and duties are under consideration.

Similar representation by legal and financial officers is provided for on Officer Working Groups dealing with relevant policy issues so that a check is maintained on vires and financial issues at that level. Legal representation and advice is also provided as a matter of course at the Development Control, Regulatory and Licensing Committees to ensure that the quasi-judicial functions carried out by those Committees are undertaken lawfully. A legal adviser is also present at meetings of the Audit Committee, Standards Committee and Employment Panel and also at Appeal Panel meetings if necessary.

The Council has a variety of methods of receiving updates in legislative changes. In addition to the departmental roles in keeping up to date with legislative, regulatory and guidance changes, the Council subscribes to a corporate legal updating service which provides for daily updates directly to officers. The usual method of direct notification of legislative changes by Central Government also occurs on an ongoing basis. In addition, the legal services section ensures appropriate bulletins are promulgated to relevant clients.

### **Complaints and Whistle blowing**

The Council operates a formal Corporate Complaints System in accordance with best practice recommended by the Local Government Ombudsman, giving members of the public capacity to complain about aspects of the Council's services with which they may be dissatisfied. The objective of the complaints process is to endeavour to resolve the complaint satisfactorily at local level, rather than it being referred to the Ombudsman, although this, of course, is always an entitlement of the complainant if they remain dissatisfied with the Council's handling of the matter. The complaints process has been streamlined during 2021/22.

The basis of the corporate complaints process is that the relevant Directorate deals with the complaint initially but, in the event of the complainant still being dissatisfied, the process provides an internal Right of Appeal initially to the Chief Executive or nominee and then, if necessary, to a small panel of three elected Members who review the position. This includes a formal hearing at which the complainant may attend, in an endeavour to resolve the matter. Members of the Council's Appeal Panels receive training on the type of matters that they may consider in that role.

The Council has a Confidential Reporting Policy that is available to all members of staff.

## **Identifying the development needs of Members and senior officers**

The Council has a formal induction and appraisal scheme, which is mandatory for all officers, including all senior managers, which was reviewed and stream-lined to focus on competencies and training needs. It is carried out each year and forms part of the review of the Carlisle Plan. Appraisals are recorded and there is monitoring of compliance by SMT along with an annual report to Members of the Business and Transformation Scrutiny Panel which includes the key findings of the biennial Employee Opinion Survey. The appraisal process has been developed to include team reflection on the cultures and values of the organisation as defined by the 3 C's; clear, committed and confident, and recruitment policies are in place that support the achievement of the Council's ethical values. A Workforce Development Plan has been approved (though partly curtailed as a result of LGR) and Service Plans include workforce planning and needs and mentoring and coaching programmes are in place to promote development of all Members and Officers.

The management competency framework was developed further with ongoing provision of a range of workshops to enhance the skills and knowledge of managers and supervisors to fulfil their roles more effectively whilst promoting the culture, values of the organisation as well as the expected behaviour of all employees. A member mentoring programme is in place for members and a coaching programme has been introduced for employees.

The Council has signed the 'Time to Change' pledge to stop stigma about mental health and achieved the Gold Better Health at Work Award. There is an employee well-being programme in place, incorporating an employee assistance programme, occupational health and counselling services to all officers of the Council. Regular health checks are offered to staff through health and wellbeing days, lunchtime learning sessions and access to Occupational Health nurses.

## **Clear channels of communication**

The Council's Communication Policy and Consultation Policy clearly set out its commitment to high quality, open, timely, relevant communications and consultation that encourage feedback from all sections of its local communities. All decisions and reports are publicly available unless justifiable reasoning is provided to maintain confidentiality and the Council is dedicated to ensuring transparency through adherence to the Local Government Transparency Code. These policies underpin the Council's developing Community Empowerment and Engagement Policies that will ensure local people's involvement in the design and delivery of more responsive local services.

The Council works closely with local groups representing those that are in a minority in the local communities, including those with a disability and ethnic minorities, to ensure that their communications and consultation needs are met. There is an annual budget consultation involving the public, local businesses, staff and the Trade Unions. Further stakeholder engagement with the public is achieved through social media and other online surveys, alongside continued growth in social media capacity. The Council also engages with its institutional stakeholders through the Carlisle Partnership, a strategic partnership with local authorities, health, police, public agencies and the business sector.

## **Enhancing the accountability for service delivery and effectiveness of other public service providers**

Whilst the Council continues to deliver most of its key services directly there are areas where services are commissioned. Arrangements are in place, to monitor both the administration of the services and the quality of that service and this information is reported back into the Council and monitored through the Overview and Scrutiny process.

These monitoring arrangements cover all those organisations deemed to be significant partnerships. However, many partnerships are contractual arrangements and definitions have been reviewed and revised to accommodate future monitoring and reporting requirements. This continues to form part of the monitoring process.

Enhanced monitoring arrangements for specific public services are embedded within the Council, and more robust challenges are made to partners/contractors to ensure that they are fulfilling their obligations and that the service provided continues to meet Members expectations. In respect of shared service agreements, the robust governance arrangements set up at the inception of the shared service continues to ensure that service delivery is effective and meets the partner's expectations.

The Council continues to review those organisations which receive grant aid from the Council. Many of these relate to third sector organisations with a significant contribution sum being made to local Community Centres.

## **Good governance in respect of Partnerships**

The Council's key governance arrangements and procedures ensure that partnerships are entered into for the right reasons, all factors/implications are fully considered as part of the set-up process, the Council's role is clearly defined, expected outputs and outcomes are identified and the appropriate monitoring arrangements are in place. In all, the Council has robust management arrangements in place and a clear framework in which to operate. It is important to note that whilst these central control mechanisms exist, the actual appliance of and delivery of partnerships is the responsibility of individual service areas. Key control measures are outlined below:

The Council has a robust Partnership Policy in place that provides guidance on the nature and risks of partnerships. This Policy includes a clear definition of a partnership and, more specifically, what constitutes a significant partnership. Responsibilities for setting up, delivering and monitoring partnerships are clearly defined both in the Policy and in general working practices.

The Corporate Partnerships Register, maintained by Financial Services, is the central monitoring tool used to track all partnerships in progress. Consideration is given towards Exit / Succession strategies (if appropriate) at the initial set up and as part of the Annual Review.

A Business Case model, based around good practice measures, is used for all new proposed partnerships. These are considered by SMT. Proposed significant partnerships are also reported to the Executive.

The Council's Financial Procedure Rules contains specific guidance on officers' duties and responsibilities regarding partnerships. A flowchart provides an aid for officers to guide them through the partnership process. Supplementary guidance notes are also in place as well as the availability of one to one training and support to guide officers setting up new partnerships, through to annual reviews.



Operationally, risk assessments are maintained and shared with partners throughout the life of the partnership. Emerging significant risks are brought to the attention of the Council's Risk Management Group. Strategically, the Council manages the potential risk of new and existing partnerships through the Corporate Risk Register. The Corporate Risk Register is usually reviewed quarterly by the Risk Management Group and reported to Business and Transformation Scrutiny Panel and the Audit Committee. The group have met remotely and provided updates via email.

Significant partnerships are subject to a robust set of measures. Annual reviews are undertaken for all significant partnerships, which has been extended to include all Shared Service arrangements, the results of which form part of the statement of accounts. This reporting is co-ordinated by Financial Services and is considered by SMT and the Business and Transformation Scrutiny Panel, upon request.

## **Review of Effectiveness**

The Council has responsibility for conducting, at least annually, a review of the effectiveness of its governance framework including the system of internal control. The review of effectiveness is informed by the work of the managers within the Council who have responsibility for the development and maintenance of the governance environment, the Designated Head of Internal Audit's annual report, and by comments made by the External Auditors and other reviewing agencies and inspectorates.

The following processes have been applied in maintaining and reviewing the effectiveness of the governance framework:

An effective Governance Framework is maintained by ensuring that the Council's Constitution is reviewed and updated on a regular basis. This includes both the Council's and the Leader's Schemes of Delegation for Corporate Directors and Chief Officers, and encompasses and defines the roles of the Council, the Executive and the standing Committees including Overview and Scrutiny, Standards Committee and the Audit Committee.

Regular meetings of the Council and its Committees are held during each year and all reports to the Executive include comments from the Council's Corporate Director of Finance & Resources and the Corporate Director of Governance & Regulatory Services – the latter also being the Council's Monitoring Officer. The aforementioned statutory officers also oversee the reports considered by the Council's Regulatory and Audit Committees.

The Council also undertakes a continuous review of its risk-management responsibilities by ensuring that each Directorate maintains an up-to-date Operational Risk Register. Any risks that are considered to affect the Council as a whole are incorporated into the Corporate Risk Register (CRR). This is reviewed and updated by the Corporate Risk Management Group that meets on a regular basis either via Teams or via email in 2021/22. Progress on the CRR is reported half yearly to Members. In accordance with the requirements of the CIPFA Code of Practice for Internal Audit, the Designated Head of Internal Audit reports to the Audit Committee on a regular basis, to appraise Members of any emerging control/governance/risk issues. The Designated Head of Internal Audit also presents an annual report that includes a statement of assurance relating to the Council's overall standard of internal control, which includes assurances obtained from self- assessment questionnaires of individual directorates, alongside the results of audit activity. The Council has also received external assurances in 2021/22 which inform this statement of assurance.

The Council also receives assurances from its external auditors, Grant Thornton, who provides annual opinions on the accuracy of the annual Statement of Accounts and on the Council's arrangements for securing economy, efficiency and effectiveness in its use of resources (VFM conclusion). All recommendations provided through these opinions receive a management response and are implemented during the following year with progress being monitored by the Audit Committee.

The requirements outlined in the CIPFA/SOLACE document "Delivering Good Governance in Local Government" have been assessed. Where necessary any areas where action is required to ensure that the Council meets all of the defined requirements are identified on the Action Plan that forms part of this Statement.

### **Conclusion**

We have been advised on the implications following the review of the effectiveness of the governance framework by the Audit Committee and that they continue to be regarded as fit for purpose in accordance with the governance framework. There are no significant weaknesses to report and no action points to consider.

We propose, over the coming year, to monitor and implement improvements to further enhance our governance arrangements. However, we are satisfied that any necessary improvements that were identified in the review of effectiveness are not deemed to be significant in nature and are therefore not reported as part of this statement.

### **Signed on behalf of Carlisle City Council**

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John Mallinson  
Leader of Council

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Jason Gooding  
Chief Executive

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Alison Taylor  
Corporate Director of Finance & Resources

Date: 6 July 2022