

**CARLISLE CITY COUNCIL**

**SINGLE ENTITY**

**AUDITED**

**STATEMENT OF ACCOUNTS**

**2020/21**

# AUDITED STATEMENT OF ACCOUNTS

2020/21

## CONTENTS

Section		Page
	Auditor Opinion	i
1.	Narrative Report	1
2.	Statement of Responsibilities for the Statement of Accounts	25
3.	Financial Statements:	
	Comprehensive Income and Expenditure Statement	26
	Movement in Reserves Statement	27
	Balance Sheet	29
	Cash Flow Statement	31
4.	Notes to the Accounts (including Accounting Policies)	32
5.	Supplementary Financial Statements – Collection Fund Statement	104
6.	Annual Governance Statement	109
7.	Financial Abbreviations	126

## Auditor Opinion

This page is intentionally blank

## 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 2020/21.
- 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 2021 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 4.11) 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 2020 and is reported in the management reporting segments used by the Council. These segments are used throughout the accounts and include the following services It should be noted that during the year the Revenues & Benefits Service transferred from Corporate Support to Finance and Resources and HR & Payroll Services transferred from Finance and Resources to Community 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 2020/21 Budget and Medium-Term Financial Plan**

The 2020/21 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 2020/21 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 2020/21, which was set in February 2020, showed that although the Council still had to make £1.850million of savings, overall general fund reserves would show a small increase over the period 2020/21 to 2024/25.

By the end of 2020/21, the savings still to be achieved on a recurring basis amounted to £2.050million. 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, may be subject to review. Due to the outturn position the Council has set aside amounts in an Operational Risk earmarked reserve that will allow it to achieve the savings required for 2021/22 and 2022/23 whilst the impact of these uncertainties is being assessed.

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 2020/21. More detailed information is shown in the Comprehensive Income and Expenditure Statement on page 26.

2020/21 Revenue Budget	£000
Approved Budget (Council Resolution - March 2020)	13,842
Carry Forward requests (2019/20 Outturn)	811
Carry Forward requests (2020/21 In Year)	(750)
<b>Budget 2020/21 as at March 2021</b>	<b>13,903</b>
Non-Recurring Expenditure	
Use of Building Control Reserve	9
Use of Flood Reserve	1,944
Use of Revenue Grants Reserve	1,085
Use of Carry Forward Reserve	26
Use of additional Business Rates Income	238
Transfer to Planning Services Reserve	(11)
Transfer to Cremator Reserve	(116)
<b>Revised Budget 2020/21</b>	<b>17,078</b>

	Budget £000	Provisional Outturn £000	Variance £000
Community Services	11,397	10,863	(534)
Corporate Support	138	(96)	(234)
Economic Development	2,488	1,864	(624)
Finance and Resources	2,219	1,373	(846)
Governance and Regulatory Services	2,229	932	(1,297)
Corporate Management	(1,858)	(1,858)	0
Exceptional Items	465	(1,993)	(2,458)
<b>Service Expenditure</b>	<b>17,078</b>	<b>11,085</b>	<b>(5,993)</b>
Parish Precepts	688	688	0
<b>Total</b>	<b>17,766</b>	<b>11,773</b>	<b>(5,993)</b>
<b><u>Transfers to/(from) Reserves</u></b>			
General Fund Reserve	(755)	801	1,556
Building Control Reserve	(9)	(76)	(67)
Flood Reserve	(1,944)	(1,944)	0
Revenue Grants Reserve	(1,085)	202	1,287
Carry Forward Reserve	(26)	(26)	0
Planning Services Reserve	11	10	(1)
Cremator Reserve	116	116	0
Apprentice Reserve	0	18	18
Economic Recovery Reserve	0	50	50
Operational Risk Reserve	0	3,200	3,200
Council Tax Hardship Grant Reserve	0	359	359
Council Tax Income Guarantee Reserve	0	69	69
Business Rate s.31 Grant Reserve	0	9,463	9,463
<b>Total Transfer to/(from) Reserves</b>	<b>(3,692)</b>	<b>12,242</b>	<b>15,934</b>
Financed by:			
Precept from Collection Fund	(8,205)	(8,274)	(69)
Business Rate Retention	(5,869)	(15,741)	(9,872)
<b>Total Grants</b>	<b>(14,074)</b>	<b>(24,015)</b>	<b>(9,941)</b>
<b>Total</b>	<b>(17,766)</b>	<b>(11,773)</b>	<b>5,993</b>

The Council has total usable reserves of £22.405million at 31 March 2021 (£10.148million at 31 March 2020), of which the total earmarked reserves held are £16.969million (£5.487million at 31 March 2020). Further details of these reserves can be found at note 4.5.

For 2020/21 the Council was under-spent by £5.993million against the revised budget. This resulted in a lower use of general fund reserves in 2020/21 than expected. However, of the under spend, £0.971million has been identified for carrying forward into future years and £4.905million has been placed into earmarked reserves and provisions to meet known commitments. A further £9.532million from the additional funding received in year of £9.941million has also been placed into earmarked reserves to meet known commitments on the Collection Fund.



The Council also has other unusable reserves totalling £105.795million at 31 March 2021 (£122.159million at 31 March 2020). 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 reserves levels compares at 31 March 2021 to those that were forecast when it set its revenue budget in February 2021.

	Forecast 31/03/2021 £000	Outturn 31/03/2021 £000
<b>General Reserves</b>		
General Fund (including Projects Reserve)	(2,694)	(4,808)
Carry Forward Reserve	(531)	(628)
	<b>(3,225)</b>	<b>(5,436)</b>
<b>Earmarked Reserves</b>		
Building Control Reserve	(48)	(24)
Cremator Reserve	(1,009)	(1,196)
Economic Investment Reserve	(6)	0
City Centre Reserve	(9)	(5)
Flood Reserve	(1,983)	(4)
Lanes Reserve	(90)	(90)
Planning Services Reserve	(188)	(206)
Promoting Carlisle Reserve	(10)	0
Prosecutions and Representations Reserve	(36)	(36)
Revenue Grants Reserve	(869)	(2,141)
Apprentice Reserve	(54)	(96)
Waverley Viaduct Reserve	0	(30)
Economic Recovery Reserve	0	(50)
Operational Risk Reserve	0	(3,200)
Council Tax Hardship Grant Reserve	0	(359)
Council Tax Income Guarantee Reserve	0	(69)
Business Rates s.31 Grant Reserve	0	(9,463)
	<b>(4,302)</b>	<b>(16,969)</b>
<b>Total Usable Reserves</b>	<b>(7,527)</b>	<b>(22,405)</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 2021/22 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 2020/21 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 2020/21 was approved at £18.651million. Overall capital spending for 2020/21, totalled £14.172million, resulting in an underspend of £4.479million. Where projects have not completed in the year, £4.455million 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	1,905	
Temporary Leisure Facilities	1,074	
Other Schemes	126	
		3,105
<b>Capital Investment on Assets</b>		
Industrial Estates	3,726	
Equipment, Vehicles and Plant	849	
Enhancements to Council Property	1,679	
Leisure Facilities Redevelopment	3,275	
Citadels Project	847	
Other Schemes	691	
		11,067
		<b>14,172</b>

The programme has been financed as follows:

	£000
Capital Receipts	2,615
Specified Capital Grant	2,156
Other Capital Grants and Contributions	3,359
Direct Revenue Financing	2,623
Unfinanced Capital Expenditure	3,419
	<b>14,172</b>

**(i) Borrowing**

The Council has powers to borrow money for capital purposes under Section 1 of the Local Government Act 2003. The Council repaid its stock issue loan of £15million in May 2020. 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 slightly in value in the year from £183.875million to £187.145million.

### (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.

2019/20 £000		2020/21 £000
(4,661)	General Fund Balance	(5,436)
(75)	Capital Reserves	(90)
(5,412)	Earmarked Reserves	(16,879)
262	Collection Fund Adj Account	9,570
(2,290)	Provisions	(1,964)
(136)	Capital Grant Unapplied	(126)
<b>(12,312)</b>	<b>Amount available for Investment</b>	<b>(14,925)</b>
	Investments	
3,313	Long Term	3,289
16,000	Short Term	5,000
11,643	Cash & Cash Equivalents	6,802
<b>30,956</b>	<b>Total Investments</b>	<b>15,091</b>
<b>18,644</b>	<b>Surplus Monies / (Internal Borrowing)</b>	<b>166</b>
(4,352)	Working Capital	(6,368)
<b>14,292</b>	<b>Surplus Monies / (Internal Borrowing)</b>	<b>(6,202)</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 (£14.925million) and cash held in working capital. The net position shows that £6.202million can be represented by a position of under borrowing. The actual borrowing the Council held at 31 March was £13.319million, the actual borrowing requirement the Council had at 31 March was £19.522million (Note 4.39). In effect the Council is utilising its own cash balances to support its borrowing requirement and arises due to the repayment in the year of the stock issue borrowing which was not replaced with any further external debt. The 2021/22 budget anticipated that the stock issue would be replaced and therefore the expectation was that there would be an over borrowed position of £9.704m at 31 March.

## 1.5 Cash Flows

During 2020/21 the net change in cash and cash equivalents was £4.841million.

## 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 £52.532million at 31 March 2021.

The liability shows the underlying long-term commitments that the Council must pay in respect of retirement benefits. The total liability of £52.532million has had 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 2020/21, 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

As a result of the COVID-19 pandemic, the Government introduced 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 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	(1,748,390)	(1,748,390)
Other Covid Income Received	0	(5,580)	(5,580)
New Burdens Funding	(24,404)	(413,300)	(437,704)
Test and Trace Support Grant Funding	0	(73,762)	(73,762)
Sales Fees and Charges Compensation	0	(554,372)	(554,372)
	<b>(24,404)</b>	<b>(2,795,404)</b>	<b>(2,819,808)</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 were provided through DELTA to the MHCLG. The Council incurred significant additional costs and losses of income due to the pandemic.

However, with the funding received, and savings achieved through reductions in expenditure in other service areas the impact of the pandemic has not been detrimental to the overall financial position of the Council. As restrictions are eased, however, and additional funding is withdrawn, the longer-term impact of the pandemic may see pressures arising on the Council's budget. Areas where this may be seen are in property rentals and car parking (through lower demand, working from home etc).

#### Revenue losses

As part of the monthly monitoring to MHCLG, 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	772,001	772,001
New Burdens Spend	0	58,911	58,911
Sales Fees & Charges Income Shortfalls	1,276,141	0	1,276,141
Sales Fees & Charges Reduction in Expenditure	(352,997)	0	(352,997)
Other Income Shortfalls	517,980	0	517,980
Commercial Income	548,462	0	548,462
<b>Total Covid Pressures</b>	<b>1,989,586</b>	<b>830,912</b>	<b>2,820,498</b>

As well as the losses detailed in the table above, there have been additional costs incurred in the delivery of significant capital projects. There was an expectation of an additional £750,000 on the Sands Project, and this was included in the revised budget approved by Council in November 2020. There was also an additional expectation of £250,000 on other capital schemes.

The Council also received funding in respect of expenditure on specific schemes for Compliance and Enforcement (£51,720) and Test and Trace (£97,157).

The Council also received funding from European Regional Development Fund for Re-opening the High Street of £69,773.

### Debt Recovery and Payment of Suppliers

The Council is continuing to invoice as usual for any supplies and services provided with normal debt recovery processes now re-established; however, a 'soft' recovery process was in place for part of 2020/21, however this has now ceased and where required the Council is asking debtors to contact the Council to discuss flexible repayment terms if they are having difficulties in paying debts. Overall, debt recovery has been good with total outstanding sundry debtor amounts reducing from the level it was in 2019/20. At the end of March 2021, the level of outstanding debt for invoices raised in the year was as follows:

	Invoices Raised £	Write Offs £	Out Standing £	Recovered £	%
Corporate Support	293,674	0	0	293,674	100.00%
Community Services	5,380,536	(3,167)	18,454	5,358,915	99.60%
Economic Development	571,446	(222)	19,513	551,711	96.55%
Governance & Regulatory	9,306,613	(22,300)	83,805	9,200,508	98.86%
Finance & Resources	813,439	0	179,594	633,845	77.92%
	<b>16,365,708</b>	<b>(25,689)</b>	<b>301,366</b>	<b>16,038,653</b>	<b>98.00%</b>

During the pandemic, supplier invoices have been processed as normal, however, all invoices are being paid upon receipt to aid the cash-flow of affected businesses.

### Council Reserves

With the uncertainties around the ongoing impact of the pandemic beyond 2020/21, there is likely to be a requirement to fund any budgetary shortfall from Council reserves if no further support from central government is forthcoming. The Council has been allocated £616,032 as a general un-ringfenced grant towards losses incurred in 2021/22 and is still submitting returns to government monthly. The Sale, Fees and Charges compensation scheme is open for the first quarter of 2021/22. Losses in income are still being recorded, particularly around

car parking income due to the lower footfalls in town centres due to restrictions in the first quarter of the year. The Council released £500,000 from General Fund Reserves in 2019/20 to support the additional expenditure being incurred, however, the funding was carried forward and was utilised in 2020/21. The minimum requirement for the General Fund is calculated from a risk assessment and includes an allowance for emergencies of £1million.

### **Financial Impact on Taxation**

#### **Business Rates**

Due to announcements of financial support to businesses and the extension of the 100% business rate retail relief for occupied retail, leisure and hospitality properties, the Council's net business rates payable for 2020/21 reduced by approximately £25million from £44.950million to £19.665million. The loss of business rates income from the decision to grant 100% relief is compensated through the reimbursement by MHCLG as a Section 31 grant which is accounted for in the General Fund in 2020/21.

Therefore, at the end of the year, there was a large deficit recorded on the Business Rates Collection Fund due to the granting of extended retail and nursery relief at the start of the COVID-19 pandemic in 2020/21. The £9,530,909 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 2021/22.

#### **Council Tax**

In terms of Council Tax, a Hardship Fund grant of £989,736 was received on 3<sup>rd</sup> April to support vulnerable individuals who were economically affected by the pandemic to provide relief from their council tax liability. The minimum requirement was to reduce the council tax liability of working age recipients of the Council Tax Reduction Scheme (CTRS) by a further £150 and/or use the funding to deliver increased financial assistance outside the council tax system through Local Welfare or similar schemes. There was a county wide CTRS scheme in place so for consistency all Cumbrian authorities agreed to increase the sum to £300 per working age CTRS recipients and develop individual hardship schemes. At the end of 2020/21, £656,991 was distributed. The grant was provided as a Section 31 grant and so the costs were met by the General Fund.

The pandemic resulted in an increase in the level of working age CTRS claimants, which also resulted in an increase in the associated cost of CTRS relief. At the start of 2020/21, the number of working age CTRS claimants was 4,471, however by the end of March this had risen to 4,853. The overall cost of CTRS support increased from £7,102,481 in April 2020 to £7,627,622 in March 2021. This cost is contained within the Collection Fund and partially explains the increase in the deficit position for Council Tax. The cost of the current CTRS scheme is shared between the main preceptors but there has been no additional government support provide funding for any increase in additional claimants.

#### **Deficit Spreading**

As part of the response to the pandemic, the Government announced a change in legislation for the Collection Fund. The Local Authorities (Collection Fund: Surplus and Deficit) (Coronavirus) (England) Regulations 2020 set out amendments that allowed authorities to be able to spread any exceptional (deficit) balance incurred on the Collection Funds for Council Tax and Business Rates over a three-year period. Therefore, the estimated Surplus/Deficit positions calculated in January 2021, for the year 2021/22 onwards included the allocation of spreading any exceptional balance.

The Council estimated that the deficit on Council Tax for 2020/21 would be £1,204,081, with its share being £146,949. Of this overall balance, £1,016,209 was deemed an exceptional balance and therefore would be spread over the years 2021/22 to 2023/24. The actual Council Tax Deficit calculated in March was £1,202,145.

The estimated deficit for Business Rates calculated on the NNDR1 form in January 2021 was £23,656,544 with the Council's share being £9,462,618. The exceptional in-year

balance was calculated as being £1,477,768. The actual Business Rates Deficit calculated in March was £23,827,269.

#### Tax Income Guarantee Scheme

The government also announced that there would be an apportionment of irrecoverable local tax losses between central and local government at the spending review. Government provided compensation to local authorities for 75% of irrecoverable losses in council tax and business rates income in respect of 2020/21. The Council was therefore anticipating receiving £69,047 for Council Tax losses, and £22,487 compensation for Business Rates.

#### **Cash flow**

Notwithstanding the above, the Council remains in a healthy cash flow position as funding has been provided upfront to cover income shortfalls and expenditure incurred; however, it is the medium to longer term position which will require careful monitoring to ensure that all reserves continue to be cash backed.

#### **S114 notice**

S114 of the Local Government Finance Act 1988 places a duty on the S151 Officer to report if it appears that the Council has made or is about to make a decision which would involve unlawful expenditure and is likely to cause a loss or deficiency; and where an unlawful item of account is about to be entered. In effect, if there is, or is likely to be, an unbalanced budget i.e. resources do not meet expenditure in a particular year. There are specific reporting requirements if such as notice has to be issued, with CIPFA proposing a modification for the S151 Officer to make informal confidential contact with the MHCLG to advise them of any such financial concerns, and to communicate any unbalanced budget position due to COVID-19 to the MHCLG at the same time as providing a potential S114 report to the Executive and to the External Auditor. Based upon current estimates of expenditure and income shortfalls, the level of government assistance received and the level of Council reserves it is not believed that a S114 notice is required; however this decision will be revisited periodically once more financial information on budgetary pressures becomes available.

#### **Grants distributed by the Council**

The council received a total of £49,288,936 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 2020/21.

	Grant Income £	Payments £	Net Position £	Principal / Agent
Small Business Grant Fund, Retail, Hospitality & Leisure Grant Fund	(26,625,000)	26,625,000	0	Agent
Discretionary Grant Fund	(1,352,925)	1,352,925	0	Principal
<b>SBGF, RHLGF, DGF</b>	<b>(27,977,925)</b>	<b>27,977,925</b>	<b>0</b>	
Local Restrictions Support Closed	(2,801,259)	1,812,256	(989,003)	Agent
LRSF Closed Tier 4	0	327,030	327,030	Agent
LRSF Closed Addendum	(7,198,532)	5,610,702	(1,587,830)	Agent
LRSF Tier 2 Closed	0	67,334	67,334	Agent
Local Restrictions Support SECTOR	0	6,286	6,286	Agent
Closed Business Lock Down Payment	(7,029,000)	5,537,095	(1,491,905)	Agent
<b>Local Restrictions Support Grant (Closed)</b>	<b>(17,028,791)</b>	<b>13,360,704</b>	<b>(3,668,087)</b>	
Local Restrictions Support Open	(788,668)	776,523	(12,145)	Principal
CSP - Christmas Support Wet Led Pubs	(57,600)	56,000	(1,600)	Agent
GOL Restart Grant	0	0	0	Agent
Additional Restrictions Grant	(3,138,952)	2,977,226	(161,726)	Principal
ARG Relief Fund	0	20,000	20,000	Principal
Test & Trace Support Grant	(161,500)	106,500	(55,000)	Agent
Test & Trace Discretionary Grant	(135,500)	27,500	(108,000)	Agent
<b>Other</b>	<b>(4,282,220)</b>	<b>3,963,749</b>	<b>(318,471)</b>	
<b>Total</b>	<b>(49,288,936)</b>	<b>45,302,377</b>	<b>(3,986,559)</b>	

The £3,986,559 has been carried forward on the Balance Sheet as Income in Advance pending further payments being made in 2021/22.

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 £44,008,391 income received and £40,175,703 payments made. The total value of Principal transactions is £5,280,545 income received and £5,126,674 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 £8,070,955 has been credited to the Comprehensive Income and Expenditure Statement (Note 4.20) and is made up as follows:



	£
Grants Accounted for as a principal transaction	5,126,674
Emergency Funding to Local Authorities	2,795,404
Compliance and Enforcement Funding	51,720
Test & Trace Funding	97,157
<b>Total</b>	<b>8,070,955</b>

### Governance arrangements

The Council has established separate cost-codes for recording all expenditure and grant income associated with COVID-19 and is submitting regular updates through MHCLG for its additional costs and anticipated losses.

Emergency decisions were implemented to ensure the Council could react and support appropriately. These included:

- £500,000 was released from General Fund Reserves to support any additional expenditure that the Council was likely to incur because of the pandemic.
- All office-based staff were instructed to begin working from home where possible.
- All creditor invoices were paid immediately upon receipt.
- All debtor recovery procedures were suspended but these are now operating normally.
- Casual contracts were placed on a fixer term contract up to September 2020.
- Compliance with Procurement Policy Notices to support contractors.

There were also several changes made to ensure that the Council could function properly. These included:

- Changes made to several systems to ensure appropriate controls were in place to the financial transaction certification and approvals processes.
- New procedures were put in place for the receipt, scanning and certification of creditor invoices which provided a robust audit trail and ensured appropriate delegations for approval were being followed.
- A similar process was also implemented for payments that are required to be made electronically (BACS), in areas such as payroll and housing benefits.
- Financial monitoring arrangements were implemented to record all spend and identify shortfalls of income.

All grant income and expenditure that has been received and paid out has been accounted for in the 2020/21 Statement of Accounts.

### Impact on Services

As well as supporting businesses and dealing with the financial impact of COVID-19, the Council has also encountered significant operational challenges. Since the start of the pandemic all office-based staff have been instructed to work from home where possible. This has meant additional processes have had to be put in place to ensure controls are maintained.

The Council introduced online virtual Committee Meetings to ensure the governance processes could be maintained.

Services such as waste collection continued, however, to prioritise the main service of refuse collection, garden waste collections were suspended for a short period of time at the start of the year. Services and venues such as the Old Fire Station and TIC were closed, and staff re-deployed to other areas. The Council has not made use of the furlough (job retention) scheme throughout the period of restrictions.

**(ii) Revaluation of Assets**

A revaluation of all Property assets has been undertaken as at 31 March 2021. Included in the Comprehensive Income and Expenditure Statement within Services are net downward revaluations totalling £2.784million 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 £0.663million.

**(iii) Economic Climate**

The Council continued to experience the effects of low interest rates in 2020/21 because of the COVID-19 pandemic. Expenditure on employee costs decreased from 2019/20 levels from £20.758million to £18.580million. Other expenditure increased from 2019/20 levels of £39.222million to £41.761million due to lower levels of Housing Benefit grant payments paid out but increased levels of grant payments in relation to Covid-19.

**(iv) 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

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

**(v) Key Opportunities**

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 £19.1m of Town Deal Funding it has been awarded.

Progress is being made on the delivery of new leisure facilities with construction of temporary facilities completed and site preparation works underway pending formal start of demolition and construction of the main site

**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 2015/16 to better reflect the Executive's current priorities and the plan for 2015-2018 was adopted by full Council in November 2015. A new plan covering 2021-2023 is available on the Council's CMIS website and subject to consultation and is in the process of being considered by Executive and Scrutiny Panels and will be debated by a meeting of the Full Council in September prior to its adoption. 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:

- Support business growth and skills development to improve opportunities and economic prospects for the people of Carlisle.
- Further develop sports, arts, and cultural facilities to support the health and wellbeing of our residents.
- Continue to improve the quality of our local environment and green spaces so that everyone can enjoy living, working in and visiting Carlisle.
- Address current and future housing needs to protect and improve residents' quality of life.
- Promote Carlisle regionally, nationally, and internationally as a place with much to offer – full of opportunities and potential.

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 received most of its funding from taxation - Council Tax (£8.3million) levied on residents and Business Rates (£15.7million) levied on businesses. It also received 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.

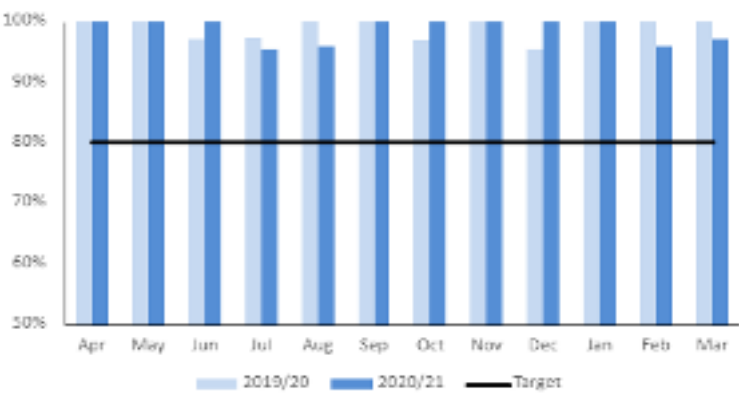
In the light of reducing support from central government the Council has over the past few years become increasingly efficient in the way it deploys the resources it must ensure that it can maintain an acceptable level of service delivery. It has a good history of achieving the transformational savings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

In 2020/21 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.

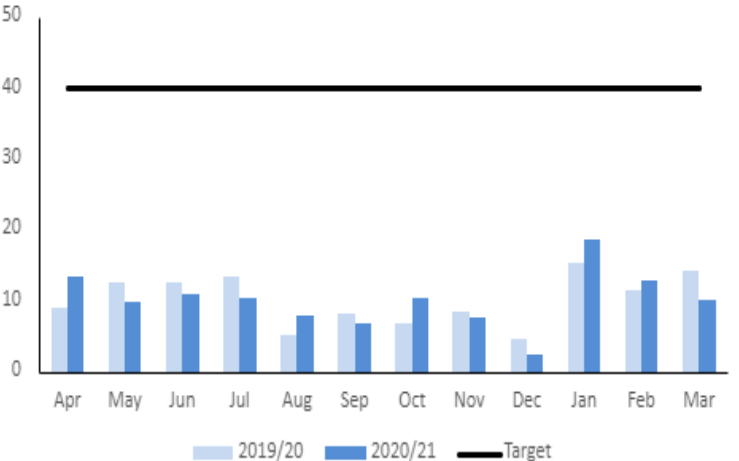
## 1.9 Non-Financial Performance

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

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

Service Standard	2020/21	Performance by Month	Further Information
80% (Nationally set target)	98.5%  (2019/20: 98.7%)	 <p>2019/20 2020/21 Target</p>	274 household planning applications have been processed in the year compared with 305 last year.
	<b>On target?</b>		
	✓		

### Proportion of waste or recycling collections missed

Service Standard	2020/21	Performance by Month	Further Information
40 missed collections per 100,000 (Industry standard)	9.9  (2019/20: 9.8)	 <p>2019/20 2020/21 Target</p>	This figure excludes the temporary suspension of garden waste collections during the early stages of Covid-19. Around 3.7million collections have been made with 363 missed (99.99% success rate).
	<b>On target?</b>		
	✓		

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

Service Standard	To end of Feb 2021	Performance by Month	Further Information
50% (Nationally set target)	41.4%  (2019/20: 41.3%)	<p>80% 70% 60% 50% 40% 30% 20% 10% 0%</p> <p>Apr May Jun Jul Aug Sep Oct Nov Dec Jan Feb Mar</p> <p>2019/20 2020/21 2020 Target</p>	Recycling rates were lower in April due to the temporary suspension of the garden waste collections to support priority services during the early stages of the Covid-19 pandemic.
	<b>On target?</b>		
	✗		

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

Service Standard	2020/21	Performance by Month	Further Information
New claims should be processed within 19 days to achieve top two quartiles compared to other local authorities	17.1 days  (2019/20: 17.8 days)	<p>25 20 15 10 5 0</p> <p>Apr May Jun Jul Aug Sep Oct Nov Dec Jan Feb Mar</p> <p>2019/20 2020/21 Target</p>	3,188 new claims were made in 2020/21: almost identical number to the previous year (3,174)
	<b>On target?</b>		
	✓		

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

Service Standard	2020/21	Performance by Quarter	Further Information																				
Corporate complaints should be dealt with within 15 working days	88% (2019/20: 95%)	<table><caption>Performance by Quarter Data (Estimated)</caption><thead><tr><th>Quarter</th><th>2019/20 (%)</th><th>2020/21 (%)</th><th>Target (%)</th></tr></thead><tbody><tr><td>Quarter 1</td><td>100</td><td>88</td><td>100</td></tr><tr><td>Quarter 2</td><td>100</td><td>90</td><td>100</td></tr><tr><td>Quarter 3</td><td>95</td><td>100</td><td>100</td></tr><tr><td>Quarter 4</td><td>88</td><td>82</td><td>100</td></tr></tbody></table>	Quarter	2019/20 (%)	2020/21 (%)	Target (%)	Quarter 1	100	88	100	Quarter 2	100	90	100	Quarter 3	95	100	100	Quarter 4	88	82	100	Majority of late replies were due to resources reallocated to the Covid-19 response. 2020/21 also saw a 65% increase in the volume of complaints received.
	Quarter		2019/20 (%)	2020/21 (%)	Target (%)																		
	Quarter 1		100	88	100																		
Quarter 2	100	90	100																				
Quarter 3	95	100	100																				
Quarter 4	88	82	100																				
On target?																							
✗																							

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

Service Standard	Rolling figure to end of Quarter 4 2020/21	Performance by Quarter	Further Information																				
Our work with local food businesses should ensure that 96% are at least broadly compliant.	98%	<table><caption>Performance by Quarter Data (Estimated)</caption><thead><tr><th>Quarter</th><th>2019/20 (%)</th><th>2020/21 (%)</th><th>Target (%)</th></tr></thead><tbody><tr><td>Quarter 1</td><td>96</td><td>98</td><td>96</td></tr><tr><td>Quarter 2</td><td>96</td><td>98</td><td>96</td></tr><tr><td>Quarter 3</td><td>96</td><td>98</td><td>96</td></tr><tr><td>Quarter 4</td><td>96</td><td>98</td><td>96</td></tr></tbody></table>	Quarter	2019/20 (%)	2020/21 (%)	Target (%)	Quarter 1	96	98	96	Quarter 2	96	98	96	Quarter 3	96	98	96	Quarter 4	96	98	96	Approximately 200 premises are usually inspected each quarter. All premises are usually inspected at least once every eighteen months.
	Quarter		2019/20 (%)	2020/21 (%)	Target (%)																		
	Quarter 1		96	98	96																		
Quarter 2	96	98	96																				
Quarter 3	96	98	96																				
Quarter 4	96	98	96																				
On target?																							

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

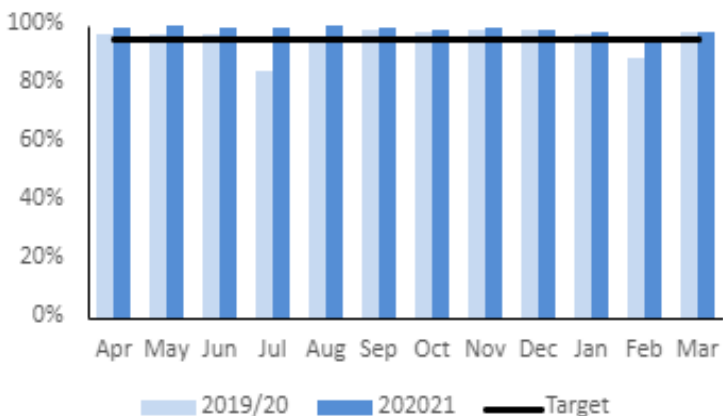
Service Standard	2020/21	Performance by Quarter	Further Information
100% of non-contentious licence applications should be completed within 10 working days	100% (2019/20: 100%)	<p>100% 95% 90%</p> <p>Quarter 1 Quarter 2 Quarter 3 Quarter 4</p> <p>2019/20 2020/21 Target</p>	573 out of 573 applications completed on time in 2020/21.
	On target?		
	✓		

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

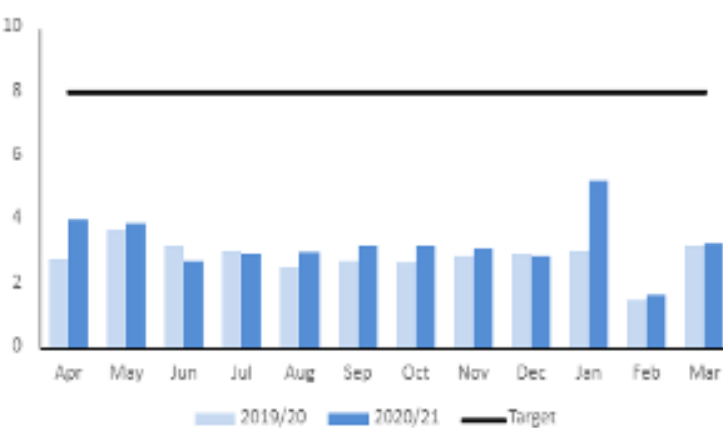
Service Standard	2020/21	Performance by Month	Further Information
85% of official local authority searches should be completed within 10 working days	45.5% (2019/20: 86%)	<p>100% 80% 60% 40% 20% 0%</p> <p>Apr May Jun Jul Aug Sep Oct Nov Dec Jan Feb Mar</p> <p>2019/20 2020/21 Target</p>	Increased demand (by nearly 50% in Quarters 2, 3 and 4) and capacity issues brought on by the Covid-19 pandemic have had a significant impact on the Service Standard. Performance in Quarter 4 was 83% and 97% in March.
	On target?		
	✗		



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

Service Standard	2020/21	Performance by Month	Further Information
95% delivered within 10 working days	98.9% (2019/20: 95.4%)	 <p>100% 80% 60% 40% 20% 0%</p> <p>Apr May Jun Jul Aug Sep Oct Nov Dec Jan Feb Mar</p> <p>2019/20 2020/21 Target</p>	11,348 deliveries were made in the year.
	On target?		
	✓		

**Average number of working days to process benefit claimants' changes of personal Details**

Service Standard	2020/21	Performance by Month	Further Information
Changes should be processed within 8 days	3.1 days (2019/20: 2.7 days)	 <p>10 8 6 4 2 0</p> <p>Apr May Jun Jul Aug Sep Oct Nov Dec Jan Feb Mar</p> <p>2019/20 2020/21 Target</p>	Over twenty-six thousand changes were processed in 2020/21.
	On target?		
	✓		

## 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 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.

As at 31 March 2020 the Council employed 478 employees. This was split 241 females and 237 males. There were 319 full time employees with 159 part-time/job-share.

The Council is required to pay the Apprenticeship Levy and in 2020/21 paid over £45,972 into its Digital Apprenticeship Service Account. The Council accessed £54,648 of funding for apprenticeship training in 2020/21, with the balance carried forward being £48,087 which can be accessed in 2021/22.

## 1.12 Prior Period Adjustments

During the year a minor restructure resulted in the Revenues and Benefits Service transferring from the Corporate Support Directorate to the Finance and Resources Directorate and HR & Payroll Services transferring from the Finance and Resources Directorate to the Community Services Directorate. Therefore, for consistency, the Cost of Services in the CIES for 2019/20 has been restated as follows:

	2019/20			2019/20 (Restated)			Change (Net) £000
	Expenditure £000	Income £000	Net £000	Expenditure £000	Income £000	Net £000	
Community Services	16,893	(5,737)	11,156	17,023	(5,860)	11,163	(7)
Corporate Support	3,538	(1,512)	2,026	337	(337)	0	2,026
Finance and Resources	22,493	(22,447)	46	25,564	(23,499)	2,065	(2,019)
<b>Total</b>	<b>42,924</b>	<b>(29,696)</b>	<b>13,228</b>	<b>42,924</b>	<b>(29,696)</b>	<b>13,228</b>	<b>0</b>

## 1.13 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 4.11.

## 1.14 Major Influences on the Authority

During 2020/21 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.

As outlined above the continuing response to the COVID-19 pandemic during 2021/22 will influence how the Council can continue to provide services and prepare its Medium-Term Financial Plan.

## 1.15 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 (£22.551million) remains healthy and on the Balance Sheet the Current Assets position of £21.704million is higher than Current Liabilities position of £16.494million (excluding repayable borrowing) so liquidity in the short term is positive.

COVID-19 will likely have a significant impact on the financial standing of the Council into future years, especially if there is continued economic uncertainty and recession. As highlighted above, the Council is maintaining a careful and pragmatic approach to dealing with the financial impact. It has sufficient revenue reserves to be able to reallocate resources if required. Financial assistance received to date from government will allow the Council to offset some of these losses, however significant risks remain, particularly around commercial rental income from property and collection of business rates and council tax. The Council has sufficient cash-flow to be able to manage these risks and does not foresee a need to undertake any short-term borrowing for cash-flow purposes any time soon.

In preparing these Statement of Accounts, materiality has been guided by the External Auditors materiality level (£1.179million), 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).

### **1.16 Brexit**

There are still uncertainties around how the UK's departure from the European Union will affect the Council in the short and long-term however these have currently not had any impact on the preparation of these accounts, or any figures contained therein.

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

Events taking place after the 31 March 2021 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.

The Council was notified on 21 July of the outcome of the consultation into proposed Local Government Reorganisation (LGR) in Cumbria. The decision notified the Council that, subject to Parliamentary approval, two new unitary authorities would replace the current local government structure in Cumbria, with Carlisle joining with Copeland and Allerdale areas to form a new unitary authority covering the west of the County. The new authority will come into effect from April 2023.

### **1.18 Accounting Policy Information**

The accounts of the Council comply with the relevant accounting practices laid down by the Accounting Standards authorities and the 2020/21 Code of Practice on Local Authority Accounting.

### **1.19 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: 5 November 2021

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

Signed:

Alison Taylor  
Corporate Director of Finance and Resources

Date: 5 November 2021

## SECTION 3 – FINANCIAL STATEMENTS

## 3.1 Comprehensive Income and Expenditure Statement

2019/20 (restated)				Note	2020/21		
Expenditure £000	Income £000	Net £000			Expenditure £000	Income £000	Net £000
17,023	(5,860)	11,163	Community Services		18,684	(5,542)	13,142
5,756	(2,334)	3,422	Economic Development		4,270	(1,816)	2,454
337	(337)	0	Corporate Support		203	(203)	0
25,564	(23,499)	2,065	Finance and Resources		24,168	(22,229)	1,939
10,565	(4,866)	5,699	Governance & Regulatory Services		10,228	(4,453)	5,775
954	(44)	910	Corporate Management		452	(10)	442
55	(59)	(4)	Exceptional Items		6,407	(6,400)	7
<b>60,254</b>	<b>(36,999)</b>	<b>23,255</b>	<b>Cost of Services</b>	<b>4.11</b>	<b>64,412</b>	<b>(40,653)</b>	<b>23,759</b>
764	(110)	654	Other Operating Expenditure	4.7	903	(46)	857
9,940	(7,763)	2,177	Financing and Investment Income and Expenditure	4.8	2,790	(5,928)	(3,138)
0	(15,719)	(15,719)	Taxation and Non-Specific Grant Income	4.9	0	(21,364)	(21,364)
<b>70,958</b>	<b>(60,591)</b>	<b>10,367</b>	<b>(Surplus) or Deficit on Provision of Services</b>	<b>4.11</b>	<b>68,105</b>	<b>(67,991)</b>	<b>114</b>
		(1,469)	Surplus or Deficit on Revaluation of Non Current Assets	4.38a			1,175
		2,100	Remeasurements of the Net Defined Benefit Liability / (Asset)	4.38c			2,828
		<b>631</b>	<b>Other Comprehensive Income &amp; Expenditure</b>				<b>4,003</b>
		<b>10,998</b>	<b>Total Comprehensive Income &amp; Expenditure</b>				<b>4,117</b>

### 3.2 Movement in Reserves Statement

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>

2019/20	Note	General Fund Balances £000	Deferred Credits £000	Capital Grant Unapplied £000	Total Usable Reserves £000	Unusable Reserves £000	Total Authority Reserves £000
<b>Balance at 31 March 2019</b>		<b>10,170</b>	<b>20</b>	<b>136</b>	<b>10,326</b>	<b>133,135</b>	<b>143,461</b>
<b>Movement in reserves during 2019/20</b>							
Total Comprehensive Income and Expenditure		(10,367)	0	0	(10,367)	(631)	(10,998)
Adjustments between accounting basis and funding basis under regulations	4.4	10,345	0	0	10,345	(10,345)	0
<b>Increase/(Decrease) in Year</b>		<b>(22)</b>	<b>0</b>	<b>0</b>	<b>(22)</b>	<b>(10,976)</b>	<b>(10,998)</b>
<b>Balance at 31 March 2020</b>		<b>10,148</b>	<b>20</b>	<b>136</b>	<b>10,304</b>	<b>122,159</b>	<b>132,463</b>

### 3.3 Balance Sheet

31 March 2020			Note	31 March 2021	
£000	£000			£000	£000
		Property, Plant and Equipment	4.26		
		Operational Assets			
241		Dwellings		230	
54,736		Other Land & Building		50,276	
5,114		Infrastructure Assets		5,080	
4,103		Community Assets		4,195	
5,896		Vehicles & Plant		5,810	
		Non Operational Assets			
1,129		Surplus	4.29	1,143	
2,540		Assets Under Construction		5,741	
	73,759	<i>Total Property, Plant and Equipment</i>			72,475
90,590		Investment Property	4.28	95,158	
24		Intangible Assets		10	
19,502		Heritage Assets	4.30	19,502	
3,313		Long Term Investments	4.32	3,289	
		Long Term Debtors			
121		Transferred Debt - Cumbria CC	4.32	109	
4		Other Long Term Debtors	4.32	4	
114		Long Term Payments in Advance		58	
	113,668				118,130
	<b>187,427</b>	<b>Total Long Term Assets</b>			<b>190,605</b>
		Current Assets			
	16,065	Short Term Investments	4.32		5,002
	11,643	Cash and Cash Equivalents	4.34		6,802
	60	Inventories			80
5,794		Short Term Debtors	4.33	9,279	
850		Payments in Advance		541	
	6,644	<i>Total Short-Term Debtors</i>			9,820
	<b>34,412</b>	<b>Total Current Assets</b>			<b>21,704</b>
		Current Liabilities			
(155)		Provisions	4.37	(244)	
(1,694)		Provisions - NNDR Appeals	4.37	(1,342)	
	(1,849)	<i>Total Provisions</i>			(1,586)
	(15,978)	Short Term Borrowing	4.32		(506)
(5,454)		Short Term Creditors	4.35	(7,842)	
(2,531)		Receipts in Advance	4.36	(4,694)	
	(7,985)	<i>Total Short-Term Creditors</i>			(12,536)
	(750)	Capital Grants Receipts in Advance			(1,866)
	<b>(26,562)</b>	<b>Total Current Liabilities</b>			<b>(16,494)</b>
		Long Term Liabilities			
(1,764)		Long Term Creditors	4.35		(1,746)
(13,287)		Long Term Borrowing	4.32		(12,813)
(441)		Provisions	4.37		(378)
(47,322)		Other Long Term Liabilities (Pensions)	4.41		(52,532)
	<b>(62,814)</b>	<b>Total Long Term Liabilities</b>			<b>(67,469)</b>
	<b>132,463</b>	<b>Net Assets</b>			<b>128,346</b>



31 March 2020		Balance Sheet (Cont.)	Note	31 March 2021	
£000	£000			£000	£000
20		<b>Usable Reserves</b>	4.5	20	
		Deferred Credits			
4,661		Usable Capital receipts		5,436	
0		General Fund Reserves		9,463	
5,487		Business Rates S.31 Grant Reserve		7,506	
136		Earmarked Reserves		126	
		Capital Grants Unapplied Account			
	10,304	<b>Total Usable Reserves</b>			22,551
(47,322)		<b>Unusable reserves</b>	4.38	(52,532)	
476		Pension Reserve		452	
(243)		Pooled Investment Fund Adjustment Account		(288)	
122,857		Employee Benefit Reserve		124,790	
1,628		Capital Adjustment Account		0	
(262)		Deferred Capital Receipts Reserve		(9,570)	
45,025		Collection Fund Adjustment Account		42,943	
		Revaluation Reserve			
	122,159	<b>Total Unusable Reserves</b>			105,795
	<b>132,463</b>	<b>Total Reserves</b>			<b>128,346</b>

I certify that the Statement of Accounts give a true and fair view of the financial position of the Council at 31 March 2021 and its income and expenditure for the year ended 31 March 2021.

Signed:

A Taylor – Corporate Director of Finance and Resources

Date: 22 July 2021 and 5 November 2021

These accounts were originally authorised for issue on 22 July 2021 and have been subsequently re-authorised for issue on 5 November 2021

Approved by Audit Committee on 11 November 2021

Signed:

Chair of Audit Committee

Date: 11 November 2021

### 3.4 Cash Flow Statement

2019/20 £000		Note	2020/21 £000
10,367	<b>Net (surplus) or deficit on the provision of services</b>		114
(14,424)	Adjustments to net surplus or deficit on the provision of services for non-cash movements	4.45	(10,375)
3,546	Adjustments for items included in the net surplus or deficit on the provision of services that are investing and financing activities	4.45	4,219
<b>(511)</b>	<b>Net cash flows (inflows)/outflows from Operating Activities</b>		<b>(6,042)</b>
2,998	Investing Activities	4.46	(7,517)
(13,011)	Financing Activities	4.46	18,400
<b>(10,524)</b>	<b>Net (increase) or decrease in cash and cash equivalents</b>		<b>4,841</b>
1,119	Cash and cash equivalents at the beginning of the reporting period		11,643
<b>11,643</b>	Cash and cash equivalents at the end of the reporting period		<b>6,802</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 2020/21 financial year and its position at the year-end of 31 March 2021. 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 2020/21, 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 2.1%.
- 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 56% 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 4.41 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.

#### **4.0.18 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.

#### **4.0.19 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.

#### **4.0.20 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.

#### **4.0.21 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.

#### **4.0.22 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 2020/21 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.

- Definition of a Business: Amendments to IFRS 3 Business Combinations  
This standard will not be applicable to the Council as it does not prepare group accounts.
- Interest Rate Benchmark Reform: Amendments to IFRS 9, IAS 39 and IFRS 7 and  
• Interest Rate Benchmark Reform – Phase 2: Amendments to IFRS 9, IAS 39, IFRS 7, IFRS 4 and IFRS 16.  
These reforms relate to the transition in the UK away from the London InterBank Offered Rate (LIBOR) to the Sterling OverNight Index Average (SONIA) by the end of 2021.  
This concerns issues affecting financial reporting in the period before replacement of existing interest rate benchmarks with an alternative and issues that might affect financial reporting when an existing interest rate benchmark are replaced with an alternative.  
The Council does not have any financial instruments that make use of interest rate benchmarks so the changes will not be applicable to the Council.
- IFRS 16 Leases  
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 2022.

## 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.
- The COVID-19 pandemic has made forecasting for future requirements extremely difficult, however, in the preparation of these accounts, the accounting policies have been applied consistently. There will be future requirements for the Council to view the uncertainties around COVID-19 and the impact it will have on the financial position and these will be considered during the budgetary planning and monitoring processes already embedded in the Council's decision-making processes.

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 (£72.475million at 31.03.21)	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 uncertainties around the impact on valuations due to the Covid-19 pandemic. However, implications of the pandemic 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 £363,000 for every year that useful lives had to be reduced. A 10% change in those assets subject to revaluation (£51.648m) would change the value of those assets on the Balance Sheet by £5.165m and the depreciation charge to the CIES by £213,000.
Investment Property (£95.158m at 31.03.21)	At the valuation date, there were still uncertainties around the impact on valuations due to the Covid-19 pandemic. However, implications of the pandemic for 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 £9.516m.
Debtors & Creditors (£9.279million and £7.842million at 31.03.21)	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 2021/22 that differ from the accrual made will result in the difference being funded from the 2021/22 budget.

Item	Uncertainties	Effect if Actual Results Differ from Assumptions
Pension Liability (£52.532million at 31.03.21)	<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. At 31 March 2021 the net pension liability of £52.532m includes £172.651m in respect of the Authority's share of assets held by the Cumbria LGPS. This includes £14.503m 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 2021 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 2021.</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 £3.733million.</p>
Business Rate Appeals Provision (£3.354million at 31.03.21)	<p>The Business Rate appeals provision is based on the best estimate of the likely outcome of outstanding appeals as at 31 March 2021. 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 £0.237m. A 10% increase would require an increase in the provision of £0.459m.</p>

Item	Uncertainties	Effect if Actual Results Differ from Assumptions
Fair Value Measurements	<p>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).</p>	<p>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.</p>

### 4.3 Material Items of Income and Expense

The Council had the following items of material income and expenditure in 2020/21:

- Income relating to the administration and payments of Benefits (including Discretionary Housing Payments) was received from Central Government totalling £19,920,899 (2019/20 £21,703,458) with corresponding payments of benefits totalling £22,308,524 (2019/20 £22,254,754). Housing Benefit Overpayment Income of £329,508 was received in 2020/21, (2019/20 £620,266).
- Council tax income of £8,122,721 (2019/20 £7,807,839) was credited to the Comprehensive Income and Expenditure Statement.
- Retained Business Rates £6,585,260 (2019/20 £5,915,222).
- Net downward revaluations of Property Plant and Equipment of £2.784million (2019/20 – £1.159million upward revaluation).
- Net upward revaluations of Investment Property of £0.663million (2019/20 – £2.917million downward revaluation).
- Rental income from investment property of £4.690million (2019/20 £4.181million).
- Income in relation to COVID-19 Grant support to individuals and businesses received from Central Government totalling £49,288,936 with corresponding payments of £45,302,377
- Income in relation to COVID-19 grant support to the Council received from Central Government totalling £2,819,808 with corresponding expenditure by the Council on COVID-19 related issues of £2,820,498.

**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	Pooled Investments Adjustment	Short Term Compensated Absences	Total Authority Reserves
2020/21	£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	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>

	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	Pooled Investments Adjustment Account Short Term	Compensated Absences Account	Total Authority Reserves
2019/20	£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	4,142	0	0	4,142	(4,142)	0	(4,142)	0	0	0	0	0	0
Financial Instruments	123	0	0	123	(123)	0	0	0	0	0	(123)	0	0
Council Tax and NDR	567	0	0	567	(567)	0	0	0	0	(567)	0	0	0
Holiday Pay	92	0	0	92	(92)	0	0	0	0	0	0	(92)	0
Reversal of entries included in the Surplus or Deficit on Provision of Services in relation to Capital Expenditure:													
Depreciation	3,670	0	0	3,670	(3,670)	0	0	(3,670)	0	0	0	0	0
Impairment Losses charged to CIES	(1,159)	0	0	(1,159)	1,159	0	0	1,159	0	0	0	0	0
Capital Grants and Contributions Applied	(2,234)	0	0	(2,234)	2,234	0	0	2,234	0	0	0	0	0
Revenue Expenditure Funded from Capital Under Statute	3,890	0	0	3,890	(3,890)	0	0	(3,890)	0	0	0	0	0
Movement in Market Value of Investment Property	2,917	0	0	2,917	(2,917)	0	0	(2,917)	0	0	0	0	0
Non Current Assets Written off on disposal or sale	3,399	0	0	3,399	(3,399)	0	0	(3,399)	0	0	0	0	0
<b>Total Adjustments to Revenue Resources</b>	<b>15,407</b>	<b>0</b>	<b>0</b>	<b>15,407</b>	<b>(15,407)</b>	<b>0</b>	<b>(4,142)</b>	<b>(10,483)</b>	<b>0</b>	<b>(567)</b>	<b>(123)</b>	<b>(92)</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	(3,299)	1,671	0	(1,628)	1,628	0	0	0	1,628	0	0	0	0
Statutory Provision for the repayment of debt - (Minimum revenue provision)	(21)	0	0	(21)	21	0	0	21	0	0	0	0	0
Capital Expenditure Financed from Revenue Balances	(1,742)	0	0	(1,742)	1,742	0	0	1,742	0	0	0	0	0
<b>Total Adjustments between Revenue and Capital Resources</b>	<b>(5,062)</b>	<b>1,671</b>	<b>0</b>	<b>(3,391)</b>	<b>3,391</b>	<b>0</b>	<b>0</b>	<b>1,763</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	(1,671)	0	(1,671)	1,671	0	0	1,671	0	0	0	0	0
Application of capital grants to finance capital expenditure	0	0	0	0	0	0	0	0	0	0	0	0	0
<b>Total Adjustments to Capital Resources</b>	<b>0</b>	<b>(1,671)</b>	<b>0</b>	<b>(1,671)</b>	<b>1,671</b>	<b>0</b>	<b>0</b>	<b>1,671</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>(943)</b>	<b>0</b>	<b>943</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Total Adjustments</b>	<b>10,345</b>	<b>0</b>	<b>0</b>	<b>10,345</b>	<b>(10,345)</b>	<b>(943)</b>	<b>(4,142)</b>	<b>(6,106)</b>	<b>1,628</b>	<b>(567)</b>	<b>(123)</b>	<b>(92)</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 2020/21.

	Balance 31 March 2019 £000	Transfers Out 2019/20 £000	Transfers In 2019/20 £000	Balance 31 March 2020 £000	Transfers Out 2020/21 £000	Transfers In 2020/21 £000	Balance 31 March 2021 £000
<b>Capital:</b>							
Lanes Capital Fund	60	0	15	75	0	15	90
GLL Reserve	273	(273)	0	0	0	0	0
Asset Investment Reserve	48	(48)	0	0	0	0	0
<b>Total Capital Reserves</b>	<b>381</b>	<b>(321)</b>	<b>15</b>	<b>75</b>	<b>0</b>	<b>15</b>	<b>90</b>
<b>Revenue</b>							
Transformation Reserve	150	(150)	0	0	0	0	0
Welfare Reform Reserve	200	(200)	0	0	0	0	0
Building Control Reserve	85	(81)	96	100	(76)	0	24
Cremator Replacement Reserve	964	0	116	1,080	0	116	1,196
Economic Investment Reserve	6	(6)	0	0	0	0	0
City Centre Reserve	9	(4)	0	5	0	0	5
Flooding Earmarked Reserve	2,014	(160)	94	1,948	(1,944)	0	4
Revenues & Benefits Reserve	338	(338)	0	0	0	0	0
Reserve	36	0	0	36	0	0	36
Promoting Carlisle Reserve	10	(10)	0	0	0	0	0
Revenue Grants Reserve	1,143	(355)	1,151	1,939	(1,201)	1,403	2,141
Planning Services Reserve	150	(32)	78	196	(91)	101	206
Apprentice Reserve	54	0	24	78	0	18	96
Waverley Viaduct Reserve	0	0	30	30	0	0	30
Economic Recovery Reserve	0	0	0	0	0	50	50
Operational Risk Reserve	0	0	0	0	0	3,200	3,200
Council Tax Hardship Grant Reserve	0	0	0	0	0	359	359
Council Tax Income Guarantee Reserve	0	0	0	0	0	69	69
<b>Total Revenue Reserves</b>	<b>5,159</b>	<b>(1,336)</b>	<b>1,589</b>	<b>5,412</b>	<b>(3,312)</b>	<b>5,316</b>	<b>7,416</b>
<b>Total Earmarked Reserves</b>	<b>5,540</b>	<b>(1,657)</b>	<b>1,604</b>	<b>5,487</b>	<b>(3,312)</b>	<b>5,331</b>	<b>7,506</b>
Business Rates S.31 Grants Reserve	0	0	0	0	0	9,463	9,463
<b>General Reserves</b>							
General Fund Balance	4,118	(802)	691	4,007	0	801	4,808
Carry Forward Reserve	512	(33)	175	654	(26)	0	628
<b>Total General Fund Balances</b>	<b>10,170</b>	<b>(2,492)</b>	<b>2,470</b>	<b>10,148</b>	<b>(3,338)</b>	<b>15,595</b>	<b>22,405</b>
<b>Deferred Credits</b>	20	0	0	20	0	0	20
<b>Capital Grant Unapplied</b>	136	0	0	136	(10)	0	126
<b>Total Usable Reserves</b>	<b>10,326</b>	<b>(2,492)</b>	<b>2,470</b>	<b>10,304</b>	<b>(3,348)</b>	<b>15,595</b>	<b>22,551</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 in 2020/21 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 2021/22.

**(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 4.38.



## Comprehensive Income and Expenditure

### 4.7 Other Operating Expenditure

2019/20 £000		Note	2020/21 £000
638	Parish Council Precepts		688
16	(Gains)/Losses on disposal of non-current assets	4.23	169
<b>654</b>	<b>Total</b>		<b>857</b>

### 4.8 Financing and Investment Income and Expenditure

2019/20 £000		Note	2020/21 £000
1,445	Interest payable and similar charges	4.13	407
973	Net Interest on the defined benefit liability (pension assets)	4.41	1,105
(442)	Interest receivable and similar income	4.13	(237)
(299)	Income and Expenditure in relation to investment properties and changes in their fair value	4.10	(4,778)
377	(Surplus)/Deficit on Trading Undertakings		341
123	(Gain)/Loss on Financial Assets measured at Fair Value through Profit or Loss	4.38f	24
<b>2,177</b>	<b>Total</b>		<b>(3,138)</b>

### 4.9 Taxation and Non-Specific Grant Income

2019/20 £000		Note	2020/21 £000
(7,808)	Council Tax Income	4.13	(8,123)
(5,915)	Non-Domestic Rates	4.13	(6,585)
(1,749)	Non-Ring-fenced Government Grants	4.20	(3,424)
(247)	Recognised Capital Grants & Contributions	4.20	(3,232)
<b>(15,719)</b>	<b>Total</b>		<b>(21,364)</b>

## 4.10 Investment Properties

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

2019/20 £000		2020/21 £000
(4,181)	Rental Income from investment property	(4,690)
949	Direct operating expenses arising from investment property that generated rental income during the period	897
2,917	(Increase) / Decrease in Fair Value of Investment Properties	(663)
16	(Gains)/Losses on Disposal of Investment Properties	(322)
<b>(299)</b>	<b>Net (Gain)/Loss</b>	<b>(4,778)</b>

## 4.11 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.

### a. Prior Period Adjustments

During the year a minor restructure resulted in the Revenues and Benefits Service transferring from the Corporate Support Directorate to the Finance and Resources Directorate and HR & Payroll Services transferring from the Finance and Resources Directorate to the Community Services Directorate. Therefore, for consistency, the Cost of Services in the CIES for 2019/20 has been restated as follows:

	2019/20			2019/20 (Restated)			Change (Net) £000
	Expenditure £000	Income £000	Net £000	Expenditure £000	Income £000	Net £000	
Community Services	16,893	(5,737)	11,156	17,023	(5,860)	11,163	(7)
Corporate Support	3,538	(1,512)	2,026	337	(337)	0	2,026
Finance and Resources	22,493	(22,447)	46	25,564	(23,499)	2,065	(2,019)
<b>Total</b>	<b>42,924</b>	<b>(29,696)</b>	<b>13,228</b>	<b>42,924</b>	<b>(29,696)</b>	<b>13,228</b>	<b>0</b>

2019/20 (Restated)				2020/21		
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
10,856	307	11,163	Community Services	10,863	2,279	13,142
1,256	2,166	3,422	Economic Development	1,864	590	2,454
(126)	126	0	Corporate Support	(96)	96	0
2,383	(318)	2,065	Finance and Resources	1,373	566	1,939
1,134	4,565	5,699	Governance & Regulatory Services	932	4,843	5,775
(1,822)	2,732	910	Corporate Management	(1,858)	2,300	442
(4)	0	(4)	Exceptional Items	(1,993)	2,000	7
<b>13,677</b>	<b>9,578</b>	<b>23,255</b>	<b>Net Cost of Services</b>	<b>11,085</b>	<b>12,674</b>	<b>23,759</b>
		(12,888)	<b>Other Income &amp; Expenditure</b>			(23,645)
<b>13,677</b>	<b>9,578</b>	<b>10,367</b>	<b>Surplus or Deficit</b>	<b>11,085</b>	<b>12,674</b>	<b>114</b>
<b>10,170</b>			<b>Opening General Fund Balance</b>	<b>10,148</b>		
<b>(10,367)</b>			<b>Less/Plus Surplus or (Deficit) on General Fund</b>	<b>(114)</b>		
<b>10,345</b>			<b>Adjustments between accounting basis and funding basis under regulations</b>	<b>12,371</b>		
<b>10,148</b>			<b>Closing General Fund Balance at 31 March</b>	<b>22,405</b>		

## 4.12 Adjustments between Funding and Accounting Basis

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>

2019/20 (restated)				
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	(1,028)	1,527	(192)	307
Economic Development	0	461	1,705	2,166
Corporate Support	0	331	(205)	126
Finance and Resources	0	649	(967)	(318)
Governance & Regulatory Services	(131)	1,167	3,529	4,565
Corporate Management	3,670	(966)	28	2,732
Exceptional Items	0	0	0	0
<b>Net Cost of Services</b>	<b>2,511</b>	<b>3,169</b>	<b>3,898</b>	<b>9,578</b>
<b>Difference between General Fund Surplus or Deficit and Comprehensive Income and Expenditure Statement Surplus or Deficit on Provision of Services</b>	<b>2,511</b>	<b>3,169</b>	<b>3,898</b>	<b>9,578</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.

#### 4.13 Expenditure and Income Analysed by Nature

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

2019/20 £000		Note	2020/21 £000
	<b>Expenditure</b>		
20,758	Employee Benefit expenses		18,580
39,222	Other Service expenses		41,761
2,511	Depreciation, amortisation and impairment		6,372
1,445	Interest payments		407
638	Precepts and levies		688
3,467	Gains on the disposal of assets		960
2,917	Change in Fair Value of Investment Property		(663)
<b>70,958</b>	<b>Total Expenditure</b>		<b>68,105</b>
	<b>Income</b>		
(11,081)	Revenue from contracts with service recipients	4.14	(9,360)
(189)	Fee, charge and other service income		(424)
(442)	Interest and Investment Income		(237)
(13,723)	Income from Council Tax, Non-Domestic Rates	4.9	(14,708)
(31,912)	Grants, Contributions and Reimbursements	4.20	(42,220)
(3,367)	Gain or Loss on Disposal of Non-Current Assets & Investment Property		(1,066)
123	(Gain)/Loss on Financial Assets measured at Fair Value through Profit or Loss		24
<b>(60,591)</b>	<b>Total Income</b>		<b>(67,991)</b>
<b>10,367</b>	<b>(Surplus) or Deficit on the Provision of Services</b>		<b>114</b>

#### 4.14 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 2021, there were 10 applications which were invalid for which a total of £392 had been paid upfront for. As this is immaterial, no adjustments have been made to the income as at 31st March 2021.

**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 2021, there were no invalid applications that have a financial value attributable to them. Overall, 658 applications were commenced in 2020/21, with 319 outstanding by the year end. The approximate value of the outstanding applications was £36,000. Therefore, no adjustments have been made to the income as at 31<sup>st</sup> March 2021.

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

2019/20 £000		2020/21 £000
	Revenue from contracts with service recipients	
(393)	Building Control	(313)
(513)	Development Control	(618)
(1,686)	Bereavement Services	(1,991)
(1,470)	Car Parking	(381)
(260)	Licensing	(226)
(4,488)	Rental Income from Properties	(4,590)
(2,271)	Other revenue from contracts with service recipients	(1,241)
<b>(11,081)</b>	<b>Total included in Comprehensive Income &amp; Expenditure Statement</b>	<b>(9,360)</b>
31	Impairment of receivables or contract assets	28

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

2019/20 £000		2020/21 £000
	Receivables, which are included in debtors	
23	Building Control	16
134	Bereavement Services	192
22	Car Parking	63
825	Rental Income from Properties	906
84	Other revenue from contracts with service recipients	59
<b>1,088</b>	<b>Total included in Net Assets</b>	<b>1,236</b>

**4.15 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 (£8.123million) (2019/20 - £7.808million).

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 (£6.585million); 2019/20 (£5.915million) 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.

#### 4.16 Cumbria Business Rates Pool

During 2020/21, 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.

2019/20 £000		2020/21 £000
	<b>Retained Levy</b>	
998	Allerdale Borough Council	1,118
489	Barrow Borough Council	480
1,084	Carlisle City Council	1,257
494	Copeland Borough Council	447
823	Eden District Council	924
2,004	South Lakeland District Council	1,359
<b>5,892</b>	<b>Total Retained Levy</b>	<b>5,585</b>
	<b>Pooling Distribution of Retained Levy</b>	
597	Allerdale Borough Council	651
330	Barrow Borough Council	321
631	Carlisle City Council	712
316	Copeland Borough Council	289
456	Eden District Council	504
1,058	South Lakeland District Council	734
2,504	Cumbria County Council	2,374
<b>5,892</b>	<b>Total</b>	<b>5,585</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 (£1,256,611).

#### 4.17 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 2020/21 are as follows:



2019/20 £000		2020/21 £000
197	Type of Allowance	185
85	Basic Allowance	85
8	Special Responsibility Allowance	0
	Conference/Other Allowances	
<b>290</b>	<b>Total</b>	<b>270</b>

#### 4.18 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					
	2019/20	Given Notice During Year	Left During Year	2020/21	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	5	0	0	6	0	0
Between £60,000 and £64,999	0	0	0	1	0	0
Between £65,000 and £69,999	1	1	1	0	0	0
Between £75,000 and £79,999	3	0	0	0	0	0
Between £80,000 and £84,999	1	1	1	3	0	0
Between £95,000 and £99,999	1	0	0	1	0	0
Between £100,000 and £104,999	1	1	0	0	0	1
Between £120,000 and £124,999	1	0	0	1	0	0
<b>Total Number of Employees (Including Senior Employees)</b>	<b>15</b>	<b>3</b>	<b>2</b>	<b>14</b>	<b>0</b>	<b>1</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>

Post	Salaries, fees & allowances	Benefits in Kind (e.g car allowance)	Total Remuneration excluding pension contributions	Pension	Total
2019/20	£000	£000	£000	£000	£000
Chief Executive	111	11	122	17	139
Deputy Chief Executive	89	8	97	14	111
Corporate Director of Governance & Regulatory Services	72	7	79	11	90
Corporate Director of Economic Development	72	7	79	11	90
Corporate Director of Finance and Resources	72	7	79	11	90
<b>Total</b>	<b>416</b>	<b>40</b>	<b>456</b>	<b>64</b>	<b>520</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	
	2019/20	2020/21	2019/20	2020/21	2019/20	2020/21	2019/20 £000	2020/21 £000
£0 - £20,000	1	0	3	0	4	0	38	0
£20,001 - £40,000	0	0	0	1	0	1	0	33
£40,001 - £60,000	0	0	2	0	2	0	100	0
£60,001 - £80,000	0	0	1	0	1	0	61	0
£180,001 - £200,000	0	0	1	0	1	0	186	0
<b>Total</b>	<b>1</b>	<b>0</b>	<b>7</b>	<b>1</b>	<b>8</b>	<b>1</b>	<b>385</b>	<b>33</b>

## 4.19 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.

2019/20 £000		2020/21 £000
51	Fees payable to the external auditor with regard to external audit services carried out by the appointed auditors	96
9	Fees payable to the external auditors for the certification of grant claims and returns	11
5	CFO Insights	5
<b>65</b>	<b>Total</b>	<b>112</b>

From 2020/21 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.

## 4.20 Grants, Contributions and Reimbursement Income

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

2019/20 £000		2020/21 £000
	<b>Credited to Taxation and Non Specific Grant Income</b>	
	<b>Non Ringfenced Government Grants</b>	
1,565	New Homes Bonus	1,492
184	Rural Services Delivery Grant	184
0	Covid-19 Emergency Funding	1,748
<b>1,749</b>	<b>Total</b>	<b>3,424</b>
	<b>Recognised Capital Grants &amp; Contributions</b>	
39	Play Areas & Open Spaces Contribution	128
206	Sands Centre	2,048
2	Green Gyms	0
0	Industrial Estates	8
0	On Street Charging Infrastructure	101
0	Carlisle Citadels	847
0	Towns Deal Projects	90
0	Swifts Wildlife Haven	10
<b>247</b>	<b>Total</b>	<b>3,232</b>
	<b>Grants - Credited to Services</b>	
960	Economic Regeneration	590
616	Supporting Vulnerable People	989
21,704	Housing Benefit Subsidy	19,921
546	Revenues and Benefits	1,537
0	Covid-19	6,322
693	Other Grants	1,194
	<b>Reimbursements - Credited to Services</b>	
80	Economic Regeneration	31
7	Supporting Vulnerable People	5
859	Revenues and Benefits	581
0	Covid-19	1
831	Other Reimbursements	419
	<b>Contributions - Credited to Services</b>	
64	Economic Regeneration	(2)
62	Supporting Vulnerable People	0
178	Revenues and Benefits	178
1,329	Other Contributions	1,526
1,987	<b>Revenue Expenditure funded by Capital</b>	2,262
0	Revenue Expenditure funded by Capital - capital grants unapplied	10
<b>29,916</b>	<b>Total</b>	<b>35,564</b>
<b>31,912</b>	<b>Total Grants, Contributions and Reimbursements</b>	<b>42,220</b>

Covid-19 grant income credited to the CIES totals £8,070,955. A full breakdown of the Covid-19 funding received by the Council is provided in the Narrative report at 1.7(i).

## 4.21 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 4.13 on reporting for resource allocation decisions. Grant receipts receivable at 31 March 2021 are shown in Note 4.20. As at 31 March 2021, the balance of Creditors owing to Central Government departments was £3.935million. The balance of debtors owed from Central Government departments was £1.589million.

### Members

Members of the Council have direct control over the council's financial and operating policies. The total of members allowances paid in 2020/21 is shown in Note 4.17. 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 2020/21.

Fourteen declared an interest in Community Centres around the Carlisle area. The Council paid £190,180 to Community Centres during 2020/21 (2019/20 - £190,180).

2019/20 £000		2020/21 £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 2020/21 20 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 2020/21. The response rate was 100%.

There were no material transactions relating to members or senior officers of the Council during 2020/21.

### 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 4.22 to the Financial Statements. The Council owed £214,376 to the Pension fund at 31 March for transactions in 2020/21, and this is shown as a creditor in the balance sheet.

## 4.22 Pension Costs

In 2020/21, the City Council paid an employer's contribution of £2,285,121 into the Cumbria County Council Pension Scheme, representing 19.9% (2019/20: £1,629,618 representing 15.6% and £955,700 deficit funding) 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 2020/21 the value of these benefits amounted to £40,147 representing 0.35% of pensionable pay (2019/20: £286,478 and 2.64% respectively). The pension costs charged to the Comprehensive Income and Expenditure Statement in accordance with IAS 19 are as follows:

2019/20 £000		2020/21 £000
3,609	Current Service Cost	3,682
87	Administration Expenses	92
2,068	Past Service Cost / (Gain)	0
431	Curtailment Cost	66
(3,653)	Interest on Plan Assets	(3,498)
4,626	Pension Interest Costs	4,603
<b>7,168</b>	<b>Total</b>	<b>4,945</b>
(3,026)	Contributions paid to Pension Scheme	(2,563)
<b>4,142</b>	<b>Contributions (to) / from Pension Reserve</b>	<b>2,382</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 4.41.

## 4.23 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 2020/21 is as follows: -

2019/20 £000		2020/21 £000
16	Other	169
<b>16</b>	<b>Total</b>	<b>169</b>

## 4.24 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 2020/21 is as follows: -

2019/20				2020/21		
Expend- iture £000	Grants Utilised £000	Amounts Written Off £000		Expend- iture £000	Grants Utilised £000	Amounts Written Off £000
2,252	(1,937)	(315)	Disabled Facilities Grants	1,905	(1,905)	0
1,338	0	(1,338)	Central Plaza	0	0	0
0	0	0	Temporary Leisure Facilities	1,074	(252)	(822)
300	(50)	(250)	Other	126	(105)	(21)
<b>3,890</b>	<b>(1,987)</b>	<b>(1,903)</b>	<b>Total</b>	<b>3,105</b>	<b>(2,262)</b>	<b>(843)</b>

## 4.25 Revaluations Charged to CIES

During 2020/21 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 £2.121million (2019/20: £1.758million). This was split between investment properties £0.663million (upward revaluation) (2019/20: £2.917million (downward revaluation) and other items of Property, Plant and Equipment and surplus assets £2.784million (downward revaluation) (2019/20: £1.159million (upward 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 4.8. 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.

2019/20 £000		2020/21 £000
(1,028)	Community Services	999
(131)	Governance and Regulatory Services	1,785
<b>(1,159)</b>	<b>Total Included in Net Cost of Services</b>	<b>2,784</b>

**Balance Sheet****4.26 Property Plant and Equipment**

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



2019/20	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 2019	249	54,143	16,330	6,119	4,051	1,230	1,184	83,306
Additions/Enhancements	0	196	1,033	6	52	1,310	0	2,597
Disposals	0	(66)	(894)	0	0	0	0	(960)
Reclassifications	0	0	0	0	0	0	0	0
Revaluations Taken to Revaluation Reserve	1	(35)	0	0	0	0	(99)	(133)
Revaluations Charged to Surplus/Deficit on Provision of Services 2019/20	(9)	498	0	0	0	0	44	533
Valuation as at 31 March 2020	241	54,736	16,469	6,125	4,103	2,540	1,129	85,343
<b>Depreciation</b>								
Accumulated Dep'n at 1 April 2019	0	0	(10,106)	(896)	0	0	0	(11,002)
Depreciation Charge to CIES 2019/20	(19)	(2,223)	(1,299)	(115)	0	0	0	(3,656)
Depreciation on Disposals	0	3	832	0	0	0	0	835
Depreciation w/out to Revaluation Reserve	9	1,593	0	0	0	0	0	1,602
Depreciation w/out to Surplus/Deficit on Provision of Services	10	627	0	0	0	0	0	637
Accumulated Dep'n at 31 March 2020	0	0	(10,573)	(1,011)	0	0	0	(11,584)
<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>Net Book Value at 31 March 2019</b>	<b>249</b>	<b>54,143</b>	<b>6,224</b>	<b>5,223</b>	<b>4,051</b>	<b>1,230</b>	<b>1,184</b>	<b>72,304</b>
<b>Nature of Asset holding</b>								
Owned	241	54,736	5,896	5,114	4,103	2,540	1,129	73,759
	<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>Historic Cost Valuation</b>								
Net Book Value 31 March 2020	113	28,754	5,896	5,114	4,103	2,540	898	47,418
Net Book Value 31 March 2019	125	28,779	6,224	5,223	4,051	1,230	853	46,485

**(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 2021, the Council has entered several contracts for the construction or enhancement of Property, Plant and Equipment in 2020/21 and future years; budgeted to cost £23,684,000. Similar commitments at 31 March 2020 were £9,479,000. The major commitments are:

2019/20 £000		2020/21 £000
680	Improvement Grant Commitments	901
3,397	Gateway 44	0
671	Vehicle Replacements	75
3,019	Civic Centre Redevelopment	1,742
1,712	Sands Centre Development	19,544
0	Carlisle Citadels	529
0	Towns Deal Projects	844
0	Other Capital Commitments	49
<b>9,479</b>		<b>23,684</b>

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

In 2020/21, the Council made no material changes to its processes and techniques for making accounting estimates for Property, Plant and Equipment.

**4.27 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 2020/21 were carried out by G Cooper (Senior Disposals Surveyor) MRICS and Chris Soar (MRCIS) of Montague Evans as at 31 March 2021. Community Assets, Vehicles, Plant and Equipment and Infrastructure assets are all held at Historic Cost and are not subject to revaluations.

At the valuation date, there were still uncertainties around the impact on valuations due to the Covid-19 pandemic. However, implications of the pandemic for the valuation of properties could not be fully determined at the valuation date so specific adjustments to values were not made.

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

31 March 2020		31 March 2021
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

## 4.28 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 2020/21 were carried out by G Cooper (Senior Disposals Surveyor) MRICS and Chris Soar (MRCIS) of Montague Evans as at 31 March 2021. 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.

2019/20 £000		2020/21 £000
95,174	Opening Balance at 1 April of Investment Property	90,590
1,607	Additions to existing assets	4,603
(3,274)	Disposals	(698)
(2,917)	Net gains or losses from fair value adjustments	663
<b>90,590</b>	<b>Closing Balance at 31 March of Investment Property</b>	<b>95,158</b>

### 4.28a Fair Value Hierarchy

Details of the Council's investment properties and information about the fair value hierarchy as at 31 March 2021 are as follows:

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>

2019/20 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 2020 £000
Development Land	0	4,968	3,499	8,467
Retail	0	26,437	0	26,437
Industrial Sites	0	52,247	0	52,247
Residential	0	1,348	0	1,348
Education	0	298	0	298
Office Units	0	1,511	0	1,511
Airport	0	282	0	282
<b>Total</b>	<b>0</b>	<b>87,091</b>	<b>3,499</b>	<b>90,590</b>

**4.28b Transfers between Levels of the Fair Value hierarchy**

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

**4.28c 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.

**4.28d 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.

**4.28e Valuation Techniques**

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

**4.28f Reconciliation of Fair Value Measurements (using significant unobservable inputs categorised within Level 3 of the Fair Value Hierarchy)**

2019/20 £000	Assets categorised within Level 3	2020/21 £000
5,327	Opening Balance	3,499
(400)	Transfers out of Level 3	(9,466)
392	Total gains [or losses] for the period included in Surplus or Deficit on the Provision of Services resulting from changes in the fair value	2,241
1,437	Additions/enhancements	3,726
(3,257)	Disposals	0
<b>3,499</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.

**4.28g Quantitative information about Fair Value Measurement in Investment Properties using significant Unobservable Inputs – Level 3**

There are no Investment Properties measured at Level 3.

**4.28h 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.

**4.29 Surplus Properties**

The fair value of Surplus property held on the Balance Sheet is based on the valuations which are reviewed annually. Valuations for 2020/21 were carried out by G Cooper (Senior Disposals Surveyor) MRICS and Chris Soar (MRCIS) of Montague Evans as at 31 March 2021. 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.

**4.29a Fair Value Hierarchy**

Details of the Council's Surplus properties and information about the fair value hierarchy as at 31 March 2021 are as follows:

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>

2019/20 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 2020 £000
Development Land	0	583	0	583
Retail	0	333	0	333
Residential	0	213	0	213
<b>Total</b>	<b>0</b>	<b>1,129</b>	<b>0</b>	<b>1,129</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 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.

**4.29d 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.

## 4.30 Heritage Assets

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

	Statues, Monum- ents & 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 2019	817	14,000	950	1,300	500	1,550	385	19,502
Additions	11	0	0	0	0	0	0	11
Revaluations for additions	(11)	0	0	0	0	0	0	(11)
<b>Valuation as at 31 March 2020</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 2020	817	14,000	950	1,300	500	1,550	385	19,502
Additions	0	0	0	0	0	0	0	0
Revaluations for additions	0	0	0	0	0	0	0	0
<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>

The Council is undertaking a revaluation of the pictures, prints and sculptures collection for insurance purposes in 2021/22 and any change in values being reflected in the balance sheet in 2021/22.

#### 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 4,800 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 £600,000 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 4 items with an individual valuation of £250,000 each and a further 10 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

**4.31 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.

**4.32 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 31-Mar 2021 £000
	Investments	Debtors	Investments	Debtors	
	31-Mar 2021 £000	31-Mar 2021 £000	31-Mar 2021 £000	31-Mar 2021 £000	
<b>2020/21</b>					
Fair Value through Profit & Loss	3,289	0	0	0	<b>3,289</b>
Amortised Cost	0	113	11,804	3,615	<b>15,532</b>
<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	<b>5,664</b>
<b>Total</b>	<b>3,289</b>	<b>113</b>	<b>11,804</b>	<b>9,279</b>	<b>24,485</b>

N.B Current investments includes cash and cash equivalents

	Non Current		Current		Total 31-Mar 2020 £000
	Investments	Debtors	Investments	Debtors	
	31-Mar 2020 £000	31-Mar 2020 £000	31-Mar 2020 £000	31-Mar 2020 £000	
<b>2019/20</b>					
Fair Value through Profit & Loss	3,313	0	0	0	<b>3,313</b>
Amortised Cost	0	125	27,708	4,175	<b>32,008</b>
<b>Total Financial Assets</b>	<b>3,313</b>	<b>125</b>	<b>27,708</b>	<b>4,175</b>	<b>35,321</b>
Non-Financial Assets	0	0	0	1,619	<b>1,619</b>
<b>Total</b>	<b>3,313</b>	<b>125</b>	<b>27,708</b>	<b>5,794</b>	<b>36,940</b>

**Financial Liabilities**

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

	Non Current		Current		Total 31-Mar 2020 £000
	Borrowings	Creditors	Borrowings	Creditors	
	31-Mar 2020 £000	31-Mar 2020 £000	31-Mar 2020 £000	31-Mar 2020 £000	
<b>2019/20</b>					
Amortised Cost	13,287	1,764	15,978	2,254	<b>33,283</b>
<b>Total Financial Liabilities</b>	<b>13,287</b>	<b>1,764</b>	<b>15,978</b>	<b>2,254</b>	<b>33,283</b>
Non-Financial Liabilities	0	0	0	3,200	<b>3,200</b>
<b>Total</b>	<b>13,287</b>	<b>1,764</b>	<b>15,978</b>	<b>5,454</b>	<b>36,483</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 £3.289million. 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 2021 had an overall fund value of £1.203billion, making the Council's investment 0.27%.

The Council has seen its initial investment grow by £452,000 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.

Industrial assets continued to be well supported but values weakened again in retail sub-sectors with both capital values and rents under pressure. The one bright spot here were retail warehouses, supported by resilient demand for bulk goods and 'change of use' interest in sector assets from companies seeking local distribution hubs. Offices were mixed, regional prices held up well but yields in central London edged higher on concerns over the potential impact on demand from changes in working practices. Overall capital values were steady, continuing the improvement which began towards the end of 2020.

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**

2019/20			2020/21	
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
123	0	<b>Net (Gains)/Losses on:</b>	24	0
33	0	Financial Assets measured at Fair Value through Profit or Loss	(73)	0
		Financial Assets measured at Amortised Cost		
<b>156</b>	<b>0</b>	<b>Total Net (Gains)/Losses</b>	<b>(49)</b>	<b>0</b>
		<b>Interest Revenue:</b>		
(146)	0	Financial Assets measured at Fair Value through Profit or Loss	(147)	0
(296)	0	Financial Assets measured at Amortised Cost	(90)	0
<b>(442)</b>	<b>0</b>	<b>Total Interest Revenue</b>	<b>(237)</b>	<b>0</b>
		<b>Interest Expense:</b>		
1,445	0	Financial Liabilities measured at Amortised Cost	407	0
<b>1,445</b>	<b>0</b>	<b>Total Interest Expense</b>	<b>407</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 2021
- 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 2020			31 March 2021	
Carrying Amount £000	Fair Value £000		Carrying Amount £000	Fair Value £000
29,265	28,073	Financial Liabilities held at amortised cost	13,319	12,761
1,764	1,764	Long Term Creditors	1,746	1,746
2,254	2,254	Short Term Operational Creditors	3,097	3,097
<b>33,283</b>	<b>32,091</b>	<b>Total</b>	<b>18,162</b>	<b>17,604</b>

The fair value is less than the carrying amount in 2020/21 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 2020			31 March 2021	
Carrying Amount £000	Fair Value £000		Carrying Amount £000	Fair Value £000
16,065	16,065	Financial Assets held at amortised cost	5,002	5,002
125	125	Long Term Debtors	113	113
4,175	4,175	Short Term Debtors	3,615	3,615
11,643	11,643	Cash & Cash Equivalent	6,802	6,802
<b>32,008</b>	<b>32,008</b>	<b>Total</b>	<b>15,532</b>	<b>15,532</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.

2019/20 £000		Input Level in Fair Value Hierarchy	Valuation technique used to measure fair value	2020/21 £000
3,313	Financial Assets measured at Fair Value through profit or loss	Level 1	Unadjusted quoted priced in active markets for identical shares	3,289
<b>3,313</b>	<b>Total</b>			<b>3,289</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 £
Santander UK PLC	5,000,000	P1	0.023%	1,162
HSBC UK Bank	6,000,000	P1	0.000%	8
	<b>11,000,000</b>			<b>1,170</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 2021 £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	15,093	Nil	Nil	0
Gross Operational Debtors	4,942	45.26%	26.85%	1,327
				<b>1,327</b>

The percentage defaults shown in the above table are high due to the potential bad debt provision of £1,291,000 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 2021 of outstanding debt excluding Housing Benefit Overpayments is £1.381million. Of this amount £0.904million is past its due date for payment. The aged-debt analysis of this sum is as follows:

2019/20 £000		2020/21 £000
715	Less than 3 months	443
9	3-5 months	45
238	More than 5 months	416
<b>962</b>	<b>Total</b>	<b>904</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:

2019/20 £000		2020/21 £000
1,502	Opening Balance	1,424
(111)	Write Offs in Year	(24)
33	(Decrease)/Increase to Provisions	(73)
<b>1,424</b>	<b>Closing Balance</b>	<b>1,327</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 2021 has identified a future borrowing requirement to finance new capital expenditure.

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

2019/20 £000		2020/21 £000
15,978	Less than 1 year	506
950	Between 1 and 2 years	950
1,425	Between 2 - 5 years	1,425
10,912	Over 5 years	10,438
<b>29,265</b>	<b>Total</b>	<b>13,319</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	(1,479)

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.

### 4.33 Short Term Debtors

2019/20 £000		2020/21 £000
574	Central Government Bodies	1,589
203	Other Local Authorities	1,998
7,032	Bodies external to government	7,592
(2,015)	Expected Credit Losses	(1,900)
<b>5,794</b>	<b>Total</b>	<b>9,279</b>

### 4.34 Cash and Cash Equivalents

2019/20 £000		2020/21 £000
1,243	Cash and Bank	802
10,400	Short Term Investments with maturity of less than 3 months	6,000
<b>11,643</b>	<b>Total</b>	<b>6,802</b>

### 4.35 Short and Long-Term Creditors

2019/20 £000	Short Term Creditors	2020/21 £000
(1,585)	Central Government Bodies	(3,935)
(1,203)	Other Local Authorities	(421)
(2,574)	Other Entities and Individuals	(3,441)
(92)	Employee Benefits	(45)
<b>(5,454)</b>	<b>Total</b>	<b>(7,842)</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 £1,746,489 in 2020/21 (2019/20: £1,764,349).

## 4.36 Receipts in Advance

2019/20 £000		2020/21 £000
(1,991)	Central Government Bodies	(3,997)
(14)	Other Local Authorities	(66)
(526)	Other Entities and Individuals	(631)
<b>(2,531)</b>	<b>Total</b>	<b>(4,694)</b>

## 4.37 Provisions

The movement in the level of provisions held by the Council during 2020/21 is as follows: -

	1 April 2020 £000	Additions in year £000	Used in year £000	Unused Amounts reversed £000	31 March 2021 £000
Insurance Claims	155	132	(43)	0	244
Cemeteries Perpetuity Fund	75	0	0	0	75
Land Charges Provision	34	0	0	0	34
Rickergate Properties Ringfenced Account	173	10	(11)	0	172
Other Provisions	159	6	(59)	(9)	97
<b>Total</b>	<b>596</b>	<b>148</b>	<b>(113)</b>	<b>(9)</b>	<b>622</b>
Business Rate Appeals (City Council Share)	1,694	266	(618)	0	1,342
<b>Total (All Provisions)</b>	<b>2,290</b>	<b>414</b>	<b>(731)</b>	<b>(9)</b>	<b>1,964</b>
<b>Split as:</b>					
Falling due within 1 year	1,849	398	(661)	0	1,586
Falling due after 1 year	441	16	(70)	(9)	378

**(i) Insurance Claims**

The Council has established a provision totalling £244,037 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 2021 and the insurance provision will therefore cover this value in full. However, it is expected that £196,377 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 2021 the estimated maximum amount liable to clawback, in the event of the scheme being triggered, was £1,042,613. 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 £7,015 potentially required to be paid as at 31 March 2021.

**(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 £1,341,375 and this is also reflected in the Collection Fund Statement. The overall provision for appeals within the Collection Fund is £3,353,436.

**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.

## 4.38 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.

2019/20 £000		2020/21 £000
<b>44,499</b>	<b>Balance at 1 April</b>	<b>45,025</b>
3,643	Upward Revaluation of Assets	884
(2,174)	Downward Revaluation of assets and impairment losses not charged to the Surplus/Deficit on Provision of Services	(2,059)
1,469	Surplus or Deficit on Revaluation of Non Current Assets not posted to the Surplus or Deficit on Provision of Services	(1,175)
(943)	Difference between Fair Value Depreciation and Historic Cost Depreciation	(907)
0	Accumulated gains on assets sold or scrapped	0
<b>45,025</b>	<b>Balance at 31 March</b>	<b>42,943</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.

2019/20 £000		2020/21 £000
<b>128,963</b>	<b>Balance at 1 April</b>	<b>122,857</b>
	Reversal of items relating to capital expenditure debited or credited to the Comprehensive Income and Expenditure Statement	
(3,656)	Charges for depreciation and impairment of non-current assets	(3,574)
(14)	Amortisation of Intangible Assets	(14)
1,159	Revaluation losses on Property, Plant and Equipment	(2,784)
(3,890)	Revenue Expenditure Funded from Capital under Statute	(3,105)
(3,399)	Amounts of non-current assets written off on disposal or sale as part of the gain/loss on disposal to the CIES	(913)
<b>(9,800)</b>		<b>(10,390)</b>
943	Adjusting Amounts written out of the Revaluation reserve	907
<b>(8,857)</b>	<b>Net written out amount of the cost of non-current assets consumed in the year</b>	<b>(9,483)</b>
<b>120,106</b>		<b>113,374</b>
	Capital Financing Applied in the year	
1,671	Use of Capital Receipts Reserve to finance new capital expenditure	2,615
2,234	Capital grants and contributions credited to the Comprehensive Income and Expenditure Statement that have been applied to capital financing	5,505
0	Application of grants to capital financing from the Capital Grants Unapplied Account	10
21	Statutory provision for the financing of capital investment charged against the General Fund	0
1,742	Capital expenditure charged against the General Fund	2,623
<b>5,668</b>		<b>10,753</b>
(2,917)	Movements in the market value of Investment Properties debited or credited to the Comprehensive Income and Expenditure Statement	663
<b>122,857</b>	<b>Balance at 31 March</b>	<b>124,790</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.

2019/20 £000		2020/21 £000
<b>(41,080)</b>	<b>Balance at 1 April</b>	<b>(47,322)</b>
(2,100)	Remeasurements of the net defined benefit liability/(asset)	(2,828)
(7,168)	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	(4,945)
3,026	Employer's pensions contributions and direct payments to pensioners payable in the year	2,563
<b>(47,322)</b>	<b>Balance at 31 March</b>	<b>(52,532)</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 2020/21 is larger than normal due to the granting of extended retail and nursery relief at the start of the COVID-19 pandemic in 2020/21. Government granted 100% 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 £9,530,909 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 2021/22.

2019/20 £000		2020/21 £000
<b>305</b>	<b>Balance at 1 April</b>	<b>(262)</b>
(567)	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	(9,308)
<b>(262)</b>	<b>Balance at 31 March</b>	<b>(9,570)</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.

2019/20 £000		2020/21 £000
(151)	<b>Balance at 1 April</b>	(243)
151	Settlement or cancellation of accrual made at the end of the previous period	243
(243)	Amounts accrued at the end of the current year	(288)
(92)	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	(45)
(243)	<b>Balance at 31 March</b>	(288)

**(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.

2019/20 £000		2020/21 £000
599	<b>Balance at 1 April</b>	476
(123)	Upward/(Downward) Revaluation of Investments	(24)
(123)		(24)
476	<b>Balance at 31 March</b>	452

**(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.

2019/20 £000		2020/21 £000
0	<b>Balance at 1 April</b>	1,628
1,628	Transfer of deferred sale proceeds credited as part of the gain/loss on disposal to the comprehensive income and expenditure reserve	0
0	Transfer to the capital receipts reserve upon receipt of cash	(1,628)
1,628		(1,628)
1,628	<b>Balance at 31 March</b>	0



### 4.39 Capital Expenditure and Capital Financing

2019/20 £000		2020/21 £000
13,683	Opening Capital Financing Requirement	16,115
	<b>Capital Expenditure</b>	
2,597	Property, Plant and Equipment	6,464
1,607	Investment Properties	4,603
6	Intangible Assets	0
11	Heritage Assets	0
3,890	Revenue Expenditure funded from Capital Under Statute	3,105
8,111		14,172
	<b>Sources of Finance</b>	
(1,671)	Capital Receipts used to finance expenditure	(2,615)
(1,900)	Government Grants and Contributions	(2,156)
(1,742)	Revenue Financing & Reserves	(2,623)
(21)	Minimum Revenue Provision	0
(11)	Transferred Debt	(12)
(334)	Contributions from other bodies	(3,359)
(5,679)		(10,765)
<b>16,115</b>	<b>Closing Capital Financing Requirement</b>	<b>19,522</b>
	<b>Explanation of Movements in year</b>	
2,432	Increase in underlying need to borrow (unsupported by Government Finance Assistance)	3,407
<b>2,432</b>	<b>Increase/(decrease) in Capital Financing Requirement</b>	<b>3,407</b>

### 4.40 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 2020/21 was £4.690million (£4.181million 2019/20). At 31 March 2021 the minimum lease payments under operating leases and contract hire agreements were as follows:

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>

2019/20	Property Leases £000
Not later than 1 year	835
Later than 1 year and not later than 5 years	2,962
later than 5 years	49,221
<b>Total</b>	<b>53,018</b>

The capital value held within the balance sheet at 31 March 2021 in respect of land and property generating leasehold income is £89.379million (£90.590million 2019/20). 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 £3,026,544; (2019/20: £2,933,394).

#### 4.41 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 2020/21.

2019/20 £000		2020/21 £000
	<b>Comprehensive Income and Expenditure Statement</b>	
	<u>Net Cost of Services</u>	
3,696	Current Service Costs	3,774
2,068	Past Service Costs / (Gain)	0
431	(Gains)/Losses from Settlements	66
	<u>Financing and Investment Income &amp; Expenditure</u>	
973	Net Interest Expense	1,105
<b>7,168</b>	<b>Total Post Employment Benefits charged to Surplus or Deficit on Provision of Services</b>	<b>4,945</b>
	<u>Other Comprehensive Income and Expenditure</u>	
	Remeasurements of the net defined benefit liability comprising:	
6,764	Return on Plan Assets (excluding the amount included in the net interest expense)	(25,008)
(7,342)	Actuarial (Gains) and losses arising on changes in demographic assumptions	0
(3,162)	Actuarial (gains) and losses arising on changes in financial assumptions	32,028
5,840	Experience (Gains)/Losses	(4,192)
<b>2,100</b>	<b>Total Other Comprehensive Income &amp; Expenditure</b>	<b>2,828</b>
<b>9,268</b>	<b>Net Charge to the Comprehensive Income &amp; Expenditure Statement</b>	<b>7,773</b>
	<b>Movement in Reserves Statement</b>	
7,168	Reversal of net charge made for retirement benefits in accordance with IAS 19	4,945
(3,026)	Actual amount charged against the General Fund Balance for pensions in the year	(2,563)
<b>4,142</b>	<b>Contribution (to) / from Pension Reserve</b>	<b>2,382</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 2020 £000		31 March 2021 £000
193,296	Benefit Obligation at beginning of period (1 April)	194,548
3,609	Current Service Cost	3,682
4,626	Interest on Pension Liabilities	4,603
744	Member Contributions	761
	Remeasurement (Gains) and Losses:	
5,840	Experience (Gains)/losses	(4,192)
(7,342)	Actuarial (Gains)/losses arising from changes in demographic assumptions	0
(3,162)	Actuarial (Gains)/Losses arising from changes in financial assumptions	32,028
2,068	Past Service Cost / (gain)	0
431	Losses/(Gains) on Curtailments	66
(6,518)	Benefits/transfers paid	(6,313)
956	Lump Sum Pension Deficit repayment	0
<b>194,548</b>	<b>Benefit Obligation at end of period (31 March)</b>	<b>225,183</b>

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

31 March 2020 £000		31 March 2021 £000
153,172	Fair Value of plan assets at beginning of period (1 April)	147,226
3,653	Interest on Plan Assets	3,498
	Remeasurement gain/(loss):	
(6,764)	The return on plan assets, excluding the amount included in the net interest expense	25,008
(87)	Other - Administration Expenses	(92)
3,026	Employer Contributions	2,563
744	Member Contributions	761
(6,518)	Benefits/transfers paid	(6,313)
<b>147,226</b>	<b>Fair Value of plan assets at end of period (31 March)</b>	<b>172,651</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 2020 £000		31 March 2021 £000
194,548	Present value of the defined benefit obligation	225,183
(147,226)	Fair Value of Plan Assets	(172,651)
<b>47,322</b>	<b>Net Liability arising from defined benefit obligation</b>	<b>52,532</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 £28,505,000 (2019/20: a loss of £5,435,000).

**(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:

2019/20		2020/21
	Mortality assumptions:	
	Longevity at 65 for current pensioners:	
22.60	Men	22.70
25.20	Women	25.30
	Longevity at 65 for future pensioners:	
24.20	Men	24.30
27.10	Women	27.20
2.10%	Rate of Inflation (CPI)	2.70%
3.60%	Rate of Increase in Salaries	4.20%
2.20%	Rate of increase in Pensions	2.80%
2.40%	Rate of discounting Scheme Liabilities	2.10%

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:

2019/20		2020/21
£000		£000
54,474	Equity Investments	66,296
33,862	Government Bonds	29,869
12,808	Property	14,503
5,742	Cash/Liquidity	6,043
40,340	Other Assets	55,940
<b>147,226</b>		<b>172,651</b>

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

2020/21		+0.1% p.a. discount Rate	+0.1% p.a. inflation	+0.1% Pay Growth	1 Year Increase in Life Expectancy	+/-1% change in 2020/21 investment returns	
£000		£000	£000	£000	£000	£000 +1%	£000 -1%
225,183 (172,651)	Liability Assets	221,450 (172,651)	228,979 (172,651)	225,600 (172,651)	232,032 (172,651)	225,183 (174,363)	225,183 (170,939)
<b>52,532</b>	<b>Deficit / (Surplus)</b>	<b>48,799</b>	<b>56,328</b>	<b>52,949</b>	<b>59,381</b>	<b>50,820</b>	<b>54,244</b>
4,694	Projected Service Cost for Next Year	4,568	4,825	4,694	4,845	4,694	4,694
1,077	Projected Net Interest Cost for Next Year	1,046	1,159	1,088	1,223	1,041	1,113

### (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 £2,133,539 expected contributions to the scheme in 2020/21. For 2021/22 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 2020/21 (17 years in 2019/20).

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 recent 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.

## 4.42 Contingent Assets and Liabilities

There are no contingent assets for 2020/21. 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 2021 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 2021, 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 2021. 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 if submitted that 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.

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

The Statement of Accounts was authorised for issue by the Corporate Director of Finance and Resources on 22 July 2021. 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.

The Council has received further significant grant allocations for payments to businesses and affected individuals in relation to the COVID-19 impact. These grants will be accounted for in the 2021/22 statement of accounts.

The Council was notified on 21 July of the outcome of the consultation into proposed Local Government Reorganisation (LGR) in Cumbria. The decision notified the Council that, subject to Parliamentary approval, two new unitary authorities would replace the current local government structure in Cumbria, with Carlisle joining with Copeland and Allerdale areas to form a new unitary authority covering the west of the County. The new authority will come into effect from April 2023.

#### **4.44 Authorisation for Issue**

The draft Statement of Accounts were authorised for issue 22 July 2021 by the Corporate Director of Finance and Resources, Alison Taylor CPFA. The audited Statement of Accounts were re-authorised for issue on 5 November 2021 by the Corporate Director of Finance and Resources, Alison Taylor, CPFA and approved by the Audit Committee at its meeting on 11 November 2021. This is the date up to which post balance sheet events have been considered.



## Cash-Flow Statement

### 4.45 Cash Flow Statement – Operating Activities

2019/20 £000		2020/21 £000
<b>10,367</b>	(Surplus) / Deficit on the Provision of Services	<b>114</b>
	<b>Adjustments to the net surplus or deficit on the provision of services for non cash movements</b>	
(2,511)	Depreciation and downward revaluation charges	(6,372)
(2,917)	Movement in Fair Value of Investment Properties	663
(3,399)	Carrying amount of non current assets sold	(913)
(4,142)	Pension (IAS 19)	(2,382)
11	Increase/(decrease) in inventories	20
1,138	Increase/(decrease) in debtors	1,151
(1,519)	(Increase)/decrease in creditors	(2,927)
(956)	Lump Sum pension deficit repayment	0
(129)	Other non-cash items charged to net surplus/deficit on provision of services	385
<b>(14,424)</b>		<b>(10,375)</b>
	<b>Adjustments for items included in the net surplus or deficit on the provision of services that are investing and financing activities</b>	
3,299	Proceeds from the sale of property plant and equipment, investment property and intangible assets	987
247	Capital Grants charged to Comprehensive Income and Expenditure	3,232
<b>3,546</b>		<b>4,219</b>
<b>(511)</b>	<b>Net Cash Flow from Operating Activities</b>	<b>(6,042)</b>
	<b>Shown within Net Cash Flow from Operating Activities</b>	
1,425	Interest Payable	878
(427)	Interest Receivable	(299)
<b>998</b>		<b>579</b>

## 4.46 Cash Flow Statement – Investing and Financing Activities

2019/20 £000		2020/21 £000
	<b>Investing Activities</b>	
3,852	Purchase of Property, Plant and Equipment, Investment Property and Intangible Assets	10,387
32,000	Purchase of Short Term and Long Term Investments	9,000
0	Other Payments for Investing Activities	6
(1,503)	Proceeds from the sale of Property, Plant and Equipment, Investment Property and Intangible Assets	(2,575)
(30,500)	Proceeds from Short Term and Long Term Investments	(20,000)
(851)	Other Receipts from Investing Activities	(4,335)
<b>2,998</b>	<b>Net Cash Flows from Investing Activities</b>	<b>(7,517)</b>
	<b>Financing Activities</b>	
	Other payments for financing activities	0
(14,000)	Cash Receipts of short and long term borrowing	15,476
239	Repayments of short and long term borrowing	2,924
750	Movement in relation to Business Rates and Council Tax	
<b>(13,011)</b>	<b>Net Cash Flows from financing Activities</b>	<b>18,400</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.

2019/20 Council Tax £000		2020/21 Council Tax £000
63,775	<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)	66,884
<b>63,775</b>	<b>Total Income</b>	<b>66,884</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	
46,893	Cumbria County Council	49,654
8,689	Police and Crime Commissioner for Cumbria	9,154
7,821	Carlisle City Council	8,175
	Impairment of debts/appeals for Council Tax	
100	Write Offs of uncollectable amounts	123
304	Allowance for Expected Credit Losses (Bad Debts)	791
480	Contribution towards previous year's estimated Collection Fund Surplus - Council Tax	239
<b>64,287</b>	<b>Total Expenditure</b>	<b>68,136</b>
562	<b>Opening Fund Balance - Council Tax Surplus/(Deficit)</b>	50
50	<b>Closing Fund Balance - Council Tax Surplus/(Deficit)</b>	(1,202)
(512)	<b>Movement on Fund Balance - Council Tax</b>	(1,252)

2019/20 Non- Domestic Rates £000		2020/21 Non- Domestic Rates £000
43,398	<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)	19,666
<b>43,398</b>	<b>Total Income</b>	<b>19,666</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	
4,116	Cumbria County Council	4,255
16,466	Carlisle City Council	17,018
20,418	Central Government	20,975
567	Transitional Protection payments non-domestic rates	528
179	Charge to General Fund for allowable collection costs for Non-Domestic Rates	178
351	Disregarded Amounts - Renewable Energy Schemes	372
164	Disregarded Amounts - Enterprise Zone	297
	Impairment of debts/appeals for Non-Domestic Rates	
356	Write Offs of uncollectable amounts	474
626	Allowance for expected credit losses (bad debts)	(274)
932	Movement in Provision for Appeals	(879)
450	Contribution towards previous year's estimated Collection Fund Surplus - Non-Domestic Rates	(540)
<b>44,625</b>	<b>Total Expenditure</b>	<b>42,404</b>
138	<b>Opening Fund Balance - Non-Domestic Rates Surplus/(Deficit)</b>	(1,089)
(1,089)	<b>Closing Fund Balance - Non Domestic Rates Surplus/(Deficit)</b>	(23,827)
(1,227)	<b>Movement on Fund Balance - Non Domestic Rates</b>	(22,738)

The Summary of the Collection Fund Balances is as follows:

2019/20 £000		2020/21 £000
138	Opening Fund Balance - Surplus/(Deficit) - Non-Domestic Rates	(1,089)
562	Opening Fund Balance - Surplus/(Deficit) - Council Tax	50
<b>700</b>	<b>Total Opening Collection Fund Balance</b>	<b>(1,039)</b>
(1,227)	Movement on Collection Fund - Non-Domestic Rates	(22,738)
(511)	Movement on Collection Fund - Council Tax	(1,252)
<b>(1,738)</b>	<b>Total Movement on Collection Fund Balance</b>	<b>(23,990)</b>
(1,089)	Closing Fund Balance - Surplus/(Deficit) - Non-Domestic Rates	(23,827)
50	Closing Fund Balance - Surplus/(Deficit) - Council Tax	(1,202)
<b>(1,039)</b>	<b>Total Closing Collection Fund Balance - Surplus/(Deficit)</b>	<b>(25,029)</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 2020/21 Statement of Accounts.

The £1,202,145 deficit is accounted for in line with the Code of Practice 2020 guidance, with the Council acting as the major precepting authorities' agent in the collection of Council Tax. The £144,909 Carlisle share of the deficit is shown as a balance on the Collection Fund Adjustment Account. The £894,691 share is attributable to the County Council and the £162,545 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 2020/21 Statement of Accounts as follows:

The £23,827,269 deficit is accounted for in line with the Code of Practice 2020 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 granting of extended retail and nursery relief at the start of the COVID-19 pandemic in 2020/21. Government granted 100% rating relief to businesses in these categories and compensated the billing authority with a Section 31 grant. Therefore, the £9,530,909 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 2021/22. The £11,913,633 share is attributable to Central Government and the £2,382,727 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 2020/21, as a Band D equivalent, was as follows:

Band	No. of Properties	Ratio	Band D Equivalent
Disabled	34.69	5/9	19.27
A	14,807.84	6/9	9,871.89
B	10,214.43	7/9	7,944.56
C	6,987.87	8/9	6,211.44
D	5,330.22	9/9	5,330.22
E	2,712.89	11/9	3,315.75
F	1,125.12	13/9	1,625.17
G	379.63	15/9	632.72
H	21.25	18/9	42.50
	<b>41,613.93</b>		<b>34,993.52</b>
Relevant Amount	<b>41,613.93</b>		<b>34,993.52</b>
Estimated Collection Rate			98.50%
<b>Council Tax Base =</b> <b>Relevant Amount (Band D Equivalent) x Collection Rate</b>			<b>34,468.62</b>

### **Income from Business Ratepayers**

National Non-Domestic Rates (NNDR) are paid by businesses. The Government specifies an annual standard multiplier (51.2p in 2020/21), 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 total rateable value for the Council's area was £110,149,285 for the year (2019/20: £109,463,641).

### **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 2020/21 the values were: -

2019/20 £		2020/21 £
7,870,724	Carlisle City Council	8,204,780
47,259,200	Cumbria County Council	49,830,611
8,752,780	Cumbria Police Authority	9,187,223

Included in the amount for the City Council is a precept of £688,198 (2019/20: £637,627) 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 2021 was £5,243,124. The City Council share of these arrears can be analysed as follows:

2019/20 £000		2020/21 £000
	<b>Council Tax</b>	
10	Less than three months	12
18	Three to Six months	21
156	Six months to One year	291
183	More than One year	307
<b>367</b>	<b>Total</b>	<b>631</b>

The total arrears on business rates at 31 March 2021 was £2,091,273 (including costs of £8,927). The City Council share of these arrears can be analysed as follows:

2019/20 £000		2020/21 £000
	<b>Non-Domestic Rates</b>	
37	Less than three months	16
69	Three to Six months	65
237	Six months to One year	358
403	More than One year	398
<b>746</b>	<b>Total</b>	<b>837</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.

Initial emergency decisions were made to enable the Council to continue business delivery, including the release of funding from reserves, implementation of home-working for all staff where possible, suspension of debt recovery procedures and amending casual contracts to fixed term contracts. The Council's Senior Management Team also prepared initial reports looking at the impact of the pandemic impacted on the Council's internal business processes and governance arrangements, as well as the financial aspect and impact on the local economy.

Further changes were made to the control environment as the Council had to adapt to new ways of working, including changing processes for certifying and approving financial transactions, adapting processes to scan and certify invoices and adapting financial monitoring to review and report the impact of the pandemic on Council's finances.

The Council was also involved in the local response to the pandemic following cases first appearing in Cumbria from March 2020. The CRF (Cumbria Resilience Forum) response began in February with Multi-agency Assessment Teleconferences, to monitor the disease in Cumbria and share situational awareness.

In March 2020, after a period of active monitoring, the CRF activated its Strategic Coordinating Group (SCG), at the time the UK Government declared a pandemic. The



Recovery Advisory Group (RAG) was activated in April the with the purpose of developing the approach to recovery and ensuring decisions made by the Strategic Coordinating Group (SCG) did not compromise medium to long term recovery. The County Council published a Local Outbreak Control Plan in partnership through the Health Protection Board. The ongoing work of the communications lead officer group (Strategic Media Advisory Cell, SMAC) has continued to be pivotal in warning and informing all local communities.

Throughout the year the response and recovery from the economic and health and wellbeing impacts of the pandemic was the priority for the Council. The response and an assessment of the impacts have been reported to Executive and Overview & Scrutiny Panels. This emergency has led to an unprecedented response from the community with new groups and existing organisations sharing information and coordinating local action. Carlisle has responded well through a range of partners and an exceptional local emergency response, through community groups, who are providing community level support. Communities have been very proactive with a significant increase in people volunteering.

Carlisle Partnership partners have played a key role, assisting in the wider response, for example Carlisle United offered a site to assist in testing and to share communications with their audiences for wider reach. Initial work in partnership with Cumbria CVS and Cumbria Community Foundation saw the launch of Support Cumbria and a Covid-19 Response Fund, the response then developed further with the Carlisle Community Resilience Group.

### **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 2021 and up to the date of approval of the Statement of Accounts for 2020/21.

### **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 was updated in 2015/16 to better reflect the Executive's current priorities and the plan for 2015/18 was adopted by full Council in November 2015. The plan's time period has now expired, and it was refreshed in 2020/21 based on the agreed priorities of the new Executive (there was a change of administration following the reorganisation of the Council in May 2019). Due to the afore-mentioned change, during 2020/21 the Council continued to progress and report on the priorities listed in the 2015/18 plan. The Draft Carlisle Plan 2021/23 is available on the Council's CMIS website and is currently working its way through the governance process for formal approval.

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 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.

During 2019/20 the Council was subject to a peer review from the Local Government Association with the final results made available in April 2020. A second peer review of the governance and decision-making processes was delivered in November 2020 and the Council is continuing to work on the agreed actions identified in both reviews.

## **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 2020/21 detailed below:

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

**PRIORITY – Support business growth and skills development to improve opportunities and economic prospects for the people of Carlisle**

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.

A programme of projects to improve the city centre have been developed that forms 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.

Outline business cases have been prepared for the regeneration of Carlisle Station and the Citadels site to draw down the funding allocated through the Borderlands Inclusive Growth Deal.

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 will be the delivery body for the project and is in the process of letting contracts for the works, which will commence this financial year.

The business case for a new campus for the University of Cumbria on the Citadels site is nearing completion and will be submitted to government before summer this year. The business case will request £50m of funding through the Borderlands Inclusive Growth Deal to support the delivery of the project.

The Future High Street Fund and Town Deal programmes will require appropriate governance, financial and programme management arrangements. The establishment of a dedicated Economic Development Programme Management Office and creating additional resources within the Economic, Finance, Legal and Property Services is underway to ensure that the required skills and capacity are in place.

The Borderlands Partnership was established to unlock the potential for sustainable and inclusive economic growth across the South of Scotland and North of England. This has resulted in a £345 million deal with Scottish / UK Governments to deliver inclusive growth across the Borderland subregion. The Borderlands programme is focusing on ways to make the area more attractive to existing and potential residents, investors, and visitors. The Final Deal Agreement for the Borderlands Inclusive Growth Deal was signed on 18 March 2021 between the UK Government, Scotland Office, Scottish Government and council areas of Carlisle, Cumbria, Dumfries & Galloway, Northumberland, and Scottish Borders.

There is continued engagement with a broad range of infrastructure providers, including through dedicated workshops and one to one sessions, to better understand their needs moving forward not only for St Cuthbert's Garden Village but for the District as a whole. Planning consent of the Carlisle Southern Link Road was granted by Cumbria County Council in October 2020. Construction is planned to commence in March 2022 with the completion and opening in 2024.

The Masterplanning Framework for St Cuthbert's Garden Village was finalised in October 2020 and informed the consultation on the Regulation 18 "Preferred Option" Local Plan

(held November/December 2020). Comments and additional evidential requirements identified will inform the formal Regulation 19 Draft Plan. Consultation on the St Cuthbert's Strategic Design Guide Supplementary Planning Document (SPD) was completed in December 2020 and the finalised SPD was formally adopted by Executive on 6 April 2021.

### **PRIORITY - Further develop sports, arts, and cultural facilities to support the health and wellbeing of our residents**

A Special Meeting of the City Council took place on the 13th October 2020 to ratify the Sands Centre redevelopment scheme. Work has commenced on the main contract and the diversion of services and demolition of the leisure centre and NHS areas has been completed and the arisings removed and recycled where appropriate. The parallel work on the flood defences around the building has been completed. A full project risk assessment has recently been undertaken to consider the pandemic and Brexit implications.

An agenda item and briefing paper on World Health Organisation Phase VII was tabled and discussed at the Healthy City Forum (Dec 2020). Partners were supportive and keen to advance Phase VII application and activity. The paper outlines the key actions and steps required to drive the agenda forward. A draft expression of interest letter has been approved by the Executive and submitted. COVID has significantly reduced capacity available to progress this as response and recovery continue.

The City Council was successful in its application to Sustainable Food Cities for both the campaigns grant (£5k) and the coordinator grant to move from Bronze to Silver Award (£10k). We have also been successful in achieving an additional £5k and a 6-month extension to the Bronze to Silver Award project due to the current Covid-19 crisis. The Sustainable Food Coordinator has been appointed in January 2021.

In February 2021, the Council attained the Better Health at Work Gold Award. This is even more notable as an achievement when considering the past 12 months, the Organisational Development team and Health Advocates had to come up with new ways of delivering wellbeing initiatives. Many organisations postponed their assessment due to the difficulties in delivering wellbeing campaigns, but Carlisle continued using various of methods to share Wellbeing initiatives and promote support available.

### **Roles and Responsibilities**

The City Council comprises 39 elected Members during 2020/21 and holds elections by thirds in three years out of every four (although May 2020 elections were postponed due to the pandemic). 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 2020/21 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. COVID-19 impacted only on the way these meetings were conducted i.e. virtually rather than face to face.

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 to all 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 2020/21, 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 again 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 – these were reviewed and updated in 2020/21. 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. Additional training has also been delivered throughout the year to support officers and members deal with the impact of the pandemic.

### **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 of defence assurances 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.

A Risk Management SMT Subgroup supplements the CRMG and part of its remit is to monitor each operational risk register in place within the Council; to raise and discuss any emerging risks, audit risks and Health & Safety risks, with regular updates being provided on the Council's Insurance provision, one of the mitigating control strategies in place to manage risk. An external review of the Council's risk management arrangements was commissioned by the sub-group during 2020/21. The group have ownership of the resulting action plan and continue to undertake activity to enhance the Council's risk management framework. Internal Audit have also utilised the findings from the review to strengthen testing it carries out of the Council's risk management arrangements.

Over the last four years the Council has offered Risk Management/Liability workshops and training days to Members, Senior Management and key officers. Risk management training has been provided alongside training sessions on specific issues such as managing events safely and carrying out risk assessments. Following the flood in December 2015 work has continued to develop a programme to utilise the risk management training days with our insurers with the Council's usual Corporate Risk Management Policies & Processes training session being delivered to Members and Officers through the annual Ethical Governance training programme. During 2020/21 this included attendance at the Council's operation risk management group and delivering the review of risk management detailed above.

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 and undertakes random information governance spot checks which then inform feedback and learning. In addition, 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 did not take place during the year but an e-learning 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 2020/21.

## **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 will continue to be 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 2020/21 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 plan has been revised during 2020/21 to ensure compliance with new requirements linking capital investment decisions with the Prudential Code. The planning and monitoring framework is co-ordinated through the JMT which consists of the Executive Members and SMT. The MTFP for 2022/23 to 2026/27 will be presented to Executive, Business & Transformation Scrutiny Panel (BTSP) and Council between August and September 2021. 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. With the impact of Covid-19 and the additional pressures 2020/21 has become a shadow year with full implementation from April 2021. There are clear links between the FM Code and the Governance Framework, particularly around focus on achieving sustainable outcomes.



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 2020/21 due to resource issues as a result of the pandemic. However, the Council continued to procure services following appropriate, established processes designed to ensure value-for-money is achieved. Use of a specialised online application to perform enhanced benchmarking is to be developed and introduced during 2021/22.

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 BTSP. 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 (revised by the Government as a result of the Covid-19 pandemic) and year-end actual results are reported against budgets. For 2019/20 there was a slight delay due to the increased scrutiny of asset valuations and the requirement to undertake a full Revaluation exercise; however the Accounts for 2020/21 have benefited from this exercise and have been produced in line with the revised Covid-19 deadlines. 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, BTSP 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 Legal Services Manager 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 completed an effectiveness review of the Audit Committee in October 2020, and the CIPFA Skills and Knowledge Framework was utilised to assess any gaps in knowledge and to determine any training needs to inform the training programme for 2021/22.

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 2020/21 the Council continued to comply with 5 key principles of the CIPFA statement.

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

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. During the Covid-19 pandemic Internal Audit also acted as the key point of contact in relation to any suspected fraudulent activity.

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 2020/21, 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 predominately due to the level of vacancies within the team, including the Head of Service. The Council successfully recruited to this post during 2020/21 and Internal Audit will continue to work with the service to address identified concerns. A follow-up internal audit of outstanding ICT recommendations found that progress had been made in the year to address previous concerns, but that considerable progress is still required for other aspects. 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 2021/22 to prevent serious control concerns being reported within this area.

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 Principal Auditor attend all Audit Committee meetings and have the opportunity for private dialogue with the Chair as appropriate. The Principal Auditor 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 though assessed as fit for purpose for 2020/21, the team has experienced vacancies and long-term sickness during the year; however, temporary resources have been recruited to bridge gaps and 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 7 years' experience in Local Government Internal Auditing. The Principal Auditor is PIIA qualified and has 11 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 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 in 2019/20 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 prepared and approved 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 in 2020/21 (having previously held the Silver 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, notably including a virtual consultation exercise for the St Cuthbert's Garden Village project. 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 reviewed quarterly by the Risk Management Group and reported to Business and Transformation Scrutiny Panel and the Audit Committee.

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. A peer review was carried out of the Council in late 2019/20 by the Local Government Association, with a second governance peer review undertaken in November 2020. An action plan to address findings from the peer reviews will inform updates and improvements to the framework during 2021/22.

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. A full review of the Constitution is in train following the recent Peer Review.

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. 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 2020/21 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**

---

John Mallinson  
Leader of Council

---

Jason Gooding  
Chief Executive

---

Alison Taylor  
Corporate Director of Finance & Resources

Date: 5 November 2021



## 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>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>MHCLG</b>	<b>Ministry for Housing, Communities and Local Government</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>