

# Audit and Standards Committee

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**Thursday 20 January 2022 at 5.00 pm**

**Town Hall, Sheffield, S1 2HH**

**The Press and Public are Welcome to Attend**

## **Membership**

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Councillors Sioned-Mair Richards (Chair), Simon Clement-Jones (Deputy Chair), Angela Argenzio, Mohammed Mahroof, Josie Paszek, Ben Curran and David Barker.

## **Independent Co-opted Members**

Alison Howard.

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## **PUBLIC ACCESS TO THE MEETING**

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The Audit and Standards Committee oversees and assesses the Council's risk management, control and corporate governance arrangements and advises the Council on the adequacy and effectiveness of these arrangements. The Committee has delegated powers to approve the Council's Statement of Accounts and consider the Annual Letter from the External Auditor.

The Committee is also responsible for promoting high standards of conduct by Councillors and co-opted members.

A copy of the agenda and reports is available on the Council's website at <http://democracy.sheffield.gov.uk>. You can also see the reports to be discussed at the meeting if you call at the First Point Reception, Town Hall, Pinstone Street entrance. The Reception is open between 9.00 am and 5.00 pm, Monday to Thursday and between 9.00 am and 4.45 pm. on Friday. You may not be allowed to see some reports because they contain confidential information.

Recording is allowed at meetings of the Committee under the direction of the Chair of the meeting. Please see the website or contact Democratic Services for details of the Council's protocol on audio/visual recording and photography at council meetings.

If you require any further information please contact Sarah Cottam in Democratic Services on 0114 273 5033 or email [sarah.cottam@sheffield.gov.uk](mailto:sarah.cottam@sheffield.gov.uk).

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## **FACILITIES**

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There are public toilets available, with wheelchair access, on the ground floor of the Town Hall. Induction loop facilities are available in meeting rooms.

Access for people with mobility difficulties can be obtained through the ramp on the side to the main Town Hall entrance.

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**AUDIT AND STANDARDS COMMITTEE AGENDA  
20 JANUARY 2022**

**Order of Business**

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- 1. Welcome and Housekeeping Arrangements**
- 2. Apologies for Absence**
- 3. Exclusion of the Press and Public**  
To identify items where resolutions may be moved to exclude the press and public.
- 4. Declarations of Interest** (Pages 5 - 8)  
Members to declare any interests they have in the business to be considered at the meeting.
- 5. Minutes of Previous Meeting** (Pages 9 - 18)  
To approve the minutes of the meeting of the Committee held on 21 October 2021.
- 6. Report of those Charged with Governance (ISA 260)**  
Report of the External Auditor, Ernst and Young to follow.
- 7. Statement of Accounts 2020/21** (Pages 19 - 220)  
Report of the Executive Director Resources.
- 8. Information Governance Annual Report** (Pages 221 -236)  
Report of the Director of Business Change and Information.
- 9. Whistleblowing Policy Review** (Pages 237 -244)  
Report of the Director of Legal and Governance.
- 10. Progress on High Opinion Audit Reports** (Pages 245 -270)  
Report of the Senior Finance Manager, Internal Audit.
- 11. PSIAS - External Quality Assessment Peer Review** (Pages 271 -292)  
Report of the Senior Finance Manager, Internal Audit.
- 12. Work Programme** (Pages 293 -300)  
Report of the Director of Legal and Governance.
- 13. Dates of Future Meetings**  
To note that meetings of the Committee will be held at 5.00 p.m. on:-

24<sup>th</sup> February 2022

24<sup>th</sup> March 2022

16<sup>th</sup> June 2022

21<sup>st</sup> July 2022



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## ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

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If you are present at a meeting of the Council, of its executive or any committee of the executive, or of any committee, sub-committee, joint committee, or joint sub-committee of the authority, and you have a **Disclosable Pecuniary Interest (DPI)** relating to any business that will be considered at the meeting, you must not:

- participate in any discussion of the business at the meeting, or if you become aware of your Disclosable Pecuniary Interest during the meeting, participate further in any discussion of the business, or
- participate in any vote or further vote taken on the matter at the meeting.

These prohibitions apply to any form of participation, including speaking as a member of the public.

You **must**:

- leave the room (in accordance with the Members' Code of Conduct)
- make a verbal declaration of the existence and nature of any DPI at any meeting at which you are present at which an item of business which affects or relates to the subject matter of that interest is under consideration, at or before the consideration of the item of business or as soon as the interest becomes apparent.
- declare it to the meeting and notify the Council's Monitoring Officer within 28 days, if the DPI is not already registered.

If you have any of the following pecuniary interests, they are your **disclosable pecuniary interests** under the new national rules. You have a pecuniary interest if you, or your spouse or civil partner, have a pecuniary interest.

- Any employment, office, trade, profession or vocation carried on for profit or gain, which you, or your spouse or civil partner undertakes.
- Any payment or provision of any other financial benefit (other than from your council or authority) made or provided within the relevant period\* in respect of any expenses incurred by you in carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.

\*The relevant period is the 12 months ending on the day when you tell the Monitoring Officer about your disclosable pecuniary interests.

- Any contract which is made between you, or your spouse or your civil partner (or a body in which you, or your spouse or your civil partner, has a beneficial interest) and your council or authority –
  - under which goods or services are to be provided or works are to be executed; and
  - which has not been fully discharged.

- Any beneficial interest in land which you, or your spouse or your civil partner, have and which is within the area of your council or authority.
- Any licence (alone or jointly with others) which you, or your spouse or your civil partner, holds to occupy land in the area of your council or authority for a month or longer.
- Any tenancy where (to your knowledge) –
  - the landlord is your council or authority; and
  - the tenant is a body in which you, or your spouse or your civil partner, has a beneficial interest.
- Any beneficial interest which you, or your spouse or your civil partner has in securities of a body where -
  - (a) that body (to your knowledge) has a place of business or land in the area of your council or authority; and
  - (b) either -
    - the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or
    - if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, or your spouse or your civil partner, has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

If you attend a meeting at which any item of business is to be considered and you are aware that you have a **personal interest** in the matter which does not amount to a DPI, you must make verbal declaration of the existence and nature of that interest at or before the consideration of the item of business or as soon as the interest becomes apparent. You should leave the room if your continued presence is incompatible with the 7 Principles of Public Life (selflessness; integrity; objectivity; accountability; openness; honesty; and leadership).

You have a personal interest where –

- a decision in relation to that business might reasonably be regarded as affecting the well-being or financial standing (including interests in land and easements over land) of you or a member of your family or a person or an organisation with whom you have a close association to a greater extent than it would affect the majority of the Council Tax payers, ratepayers or inhabitants of the ward or electoral area for which you have been elected or otherwise of the Authority's administrative area, or
- it relates to or is likely to affect any of the interests that are defined as DPIs but are in respect of a member of your family (other than a partner) or a person with whom you have a close association.

Guidance on declarations of interest, incorporating regulations published by the Government in relation to Disclosable Pecuniary Interests, has been circulated to you previously.

You should identify any potential interest you may have relating to business to be considered at the meeting. This will help you and anyone that you ask for advice to fully consider all the circumstances before deciding what action you should take.

In certain circumstances the Council may grant a **dispensation** to permit a Member to take part in the business of the Authority even if the member has a Disclosable Pecuniary Interest relating to that business.

To obtain a dispensation, you must write to the Monitoring Officer at least 48 hours before the meeting in question, explaining why a dispensation is sought and desirable, and specifying the period of time for which it is sought. The Monitoring Officer may consult with the Independent Person or the Council's Audit and Standards Committee in relation to a request for dispensation.

Further advice can be obtained from Gillian Duckworth, Director of Legal and Governance on 0114 2734018 or email [gillian.duckworth@sheffield.gov.uk](mailto:gillian.duckworth@sheffield.gov.uk).

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Audit and Standards Committee

Meeting held 21 October 2021

**PRESENT:** Councillors Sioned-Mair Richards (Chair), Simon Clement-Jones (Deputy Chair), Angela Argenzio, Mohammed Mahroof, Josie Paszek and Alison Howard (Independent Co-opted Member)

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**1. APOLOGIES FOR ABSENCE**

1.1 Apologies for absence were received from Councillors David Barker and Ben Curran.

**2. EXCLUSION OF THE PRESS AND PUBLIC**

2.1 No items were identified where resolutions may be moved to exclude the press and public.

**3. DECLARATIONS OF INTEREST**

3.1 There were no declarations of interest made at the meeting.

**4. MINUTES OF PREVIOUS MEETING**

4.1 **RESOLVED:** That the minutes of the meeting held on the 23 September 2021 were approved as a correct record.

**5. FINAL ACCOUNTS AUDIT PROGRESS**

5.1 The external auditors, Janet Dawson and Hayley Clarke, from Ernst & Young were in attendance to give an update to members of the Committee on the progress of the audit of the 2020/21 Statement of Accounts.

5.2 Janet Dawson mentioned that due to staff absences, the external auditors were unable to carry out their audit procedures in September as originally planned. The audit would now take place in October and the external auditors aimed to update the Committee at the 16 December 2021 meeting.

5.3 Hayley Clarke mentioned that the risk assessment process, which was presented at a previous meeting, identified two potential risks of

significant weakness and that those risks remained. The risks related to financial sustainability and regeneration programmes.

- 5.4 Members of the Committee asked questions and the key points to note were-
- 5.5 The Chair asked if information related to the two sub-risks had been shared with other areas within the Council. The Head of Strategic Finance, Dave Phillips, informed the Committee that the information had been communicated within the Audit Plan. The information had also been discussed with a range of Council officers including the Director of Resources and the Chief Executive.
- 5.6 Councillor Simon-Clement Jones asked what the external auditors had done to mitigate the two potential risks of significant weakness. Hayley Clarke explained that they had looked at the decisions made by the Council since the beginning of the financial year and what governance arrangements the Council had put in place since then.
- 5.7 Concerns were raised that West Bar and the Heart of the City programmes were appearing as risks in the report. Councillor Mohammed Mahroof referred to the Council's agreement to lease office space in the city and mentioned how that could negatively impact the Council's budget. The Director of Resources mentioned that reports on the two programmes were taken to the Co-operative Executive, which highlighted the Council's decision making for those proposals. It was mentioned that information on the programmes were in the public domain.
- 5.8 The Head of Strategic Finance mentioned that it was good practice for the Committee to have an opportunity to meet in private with the external auditors, without officers being present, and invited the Committee to consider whether they wished to do so periodically. The Committee indicated that they would like to do so.
- 5.9 The Chair thanked the external auditors for attending the meeting and presenting their report.
- 5.10 **RESOLVED:** That **(1)** the Committee noted the audit progress update report and **(2)** a closed meeting be arranged.

## **6. ANNUAL OMBUDSMAN REPORT**

- 6.1 Jenny Callaghan highlighted that the report provided an overview of the complaints received, formally referred and determined by the three Ombudsmen (Local Government & Social Care Ombudsman, Parliamentary & Health Service Ombudsman and Housing Ombudsman) during the twelve months from 1 April 2020 to 31 March 2021.
- 6.2 Jenny Callaghan mentioned that the Housing Ombudsman's annual report had been delayed until January 2022 due to resourcing issues.
- 6.3 The Committee received a presentation about the Annual Ombudsman Enquires and Investigations for 2021/22. The presentation covered;
- Departments within the Council that had received the highest number of complaints for 2021/22.
  - The average response times for the complaints identified.
  - The outcomes for the complaints identified.
  - Examples of training and learning provided across the service.
  - What had been introduced to improve the service and any other future developments.
- 6.4 Members of the Committee asked questions and the keys points to note were-
- 6.5 Councillor Josie Paszek asked if the timescales when issuing an apology could be reduced. Jenny Callaghan mentioned that payments and apologies in most cases were dealt with in a matter of weeks, it was the wider learning actions that were given a longer time period for a response.
- 6.6 Councillor Angela Argenzio asked if the number of complaints for 2020/21 had reduced due to the impact of COVID-19. Jenny Callaghan confirmed that COVID-19 had impacted the number of complaints. It was also mentioned that the Local Government and Social Care Ombudsman had effectively closed the door to receiving complaints for a period at the beginning of the pandemic, this also contributed to the reduction in complaints.
- 6.7 Councillor Angela Argenzio stated how difficult it was to log a complaint, therefore that could have impacted how many people went through the process. Corleen Bygraves-Paul advised that the new CRM (Customer Relationship Management) system should address the issues around logging a complaint.

- 6.8 Councillor Angela Argenzio raised doubts around the sincerity of the apology from the Council, given to people involved and affected by the tree incident that took place in 2016. The Chair commented that she was unhappy to hear this and therefore expressed a sincere apology on behalf of the Council. Jenny Callaghan informed the Committee that her role was to oversee how the Council complied with the Ombudsman recommendations when issuing the public apology. It was added that the Ombudsman was satisfied with how the apology was carried out.
- 6.9 The Committee highlighted the benefit for members to take part in the next phase of the complaints project (customer panel) and observe live cases. Corleen Bygraves-Paul confirmed she would ask the relevant Executive Member if that was a possibility.
- 6.10 Councillor Simon-Clement Jones asked if the Committee could have an indication of figures from the Housing Ombudsman annual report. Jenny Callaghan advised that once the report from the Housing Ombudsman was received in January 2022, it could be shared with the Audit & Standards Committee.
- 6.11 The Chair expressed concerns around late/incomplete service comments leading to response delays and mentioned that Customer Services had the full support from the Committee to obtain information in a timely manner. Jenny Callaghan thanked the Chair for the support and acknowledged how difficult it could be to respond however, responding to Ombudsman enquiries should be seen as a priority.
- 6.12 The Director of Legal and Governance mentioned that the new complaints system would improve processes around how staff interacted with customers. It was important that customers had an input on how the current system could be improved.
- 6.13 The Chair thanked Jenny Callaghan and Corleen Bygraves-Paul for attending the meeting and presenting the report.
- 6.14 **RESOLVED:** That the Committee considered the Annual Ombudsman report and provided its view on the performance of Ombudsman complaints and the issues raised.

## 7. CUSTOMER SERVICES CONTACT CENTRE PERFORMANCE

- 7.1 The Director of HR and Customer Services, Mark Bennett, informed the Committee that the report gave an overview of the 2021/22 to date performance of the Customer Services Contact Centre.
- 7.2 It was mentioned that the report identified issues that affected performance, future developments and areas for improvement.
- 7.3 The Committee was advised that the Contact Centre had experienced issues on recruitment. It was also mentioned that inductions for new starters had been affected due to the pandemic.
- 7.4 New ways of working and how the Contact Centre could improve its performance were set out in the report for the Committee to review. Short-term issues and how to reduce immediate pressures along with long-term potential developments were highlighted.
- 7.5 Members of the Committee asked questions and the key points to note were-
- 7.6 Councillor Angela Argenzio referred to the Revenue and Benefits table which reported the longest waiting and handling times across all the departments outlined in the report. Councillor Argenzio asked why it was difficult to contact the Revenue and Benefits department. The Director of HR and Customer Services acknowledged that the waiting and handling times were unacceptable although it was mentioned that the nature of the calls directed to Revenue and Benefits, were usually more complex and required specialist responses.
- 7.7 Councillor Angela Argenzio asked what the Customer Services Contact Centre had done to improve their performance. The Director of HR and Customer Services informed the Committee that the Storm telephony system along with a new CRM (Customer Records Management) system had been introduced. The Director of HR and Customer Services outlined the ambition to improve the Council's Contact Centre webpage, adding that the aim was to make it the primary point of receiving adequate information, which would lead to the reduction of call volume. It was mentioned that approximately 60% of customers had tried to resolve their issues initially on the Council's webpage before calling the Contact Centre.
- 7.8 The Director of HR and Customer Services stated that approximately 30% of customers had previously called the Contact Centre and the purpose of their call was to follow up on existing enquiries. Therefore, it was noted that issues needed to be dealt with first time round, which

would also lead to the reduction of call volume.

- 7.9 Councillor Angela Argenzio asked if there was a timeframe on updating the Contact Centres webpage. The Director of HR and Customer Services advised that developing the webpage would not be a quick process and would require contribution from multiple services, therefore a deadline would not be confirmed.
- 7.10 Councillor Angela Argenzio asked if there was anything in place to encourage staff to remain in the Contact Centre. The Director of HR and Customer Services explained that Team Leaders, Supervisors and Managers were excellent at providing support to staff. Corleen Bygraves-Paul stated that regular one to ones and team meetings were scheduled. It was added that one reason why staff leave the Contact Centre was due to development opportunities as the Contact Centre is known for developing staff knowledge in various services which gave staff the ability to progress their careers, within the Council.
- 7.11 Councillor Josie Paszek expressed sympathy for the staff within the Contact Centre. Councillor Paszek asked if the Contact Centre was adequately staffed and how many posts required recruitment. Corleen Bygraves-Paul explained the difficulty around recruiting when the requirement is only for short-term contracts although active recruitment was taking place. Part-time staff had been asked to extend their working hours and the recruitment process had been adapted to attract quality staff. The training time for new starters had been reduced from 6 weeks to 3 weeks.
- 7.12 It was mentioned that 7 experienced Customer Service staff had moved to the Council's Test, Track and Isolate Team and that they would return to Customer Services in the future.
- 7.13 Councillor Mohammed Mahroof stated that some customers could become anxious when trying to resolve an immediate issue, and that long waiting times could worsen the customers' anxiety.
- 7.14 Alison Howard (Independent Co-opted Member) suggested that future reports should include benchmarking against other authorities and the private sector, this would assist the Committee understand the position of the Council compared to other organisations. There was also a suggestion to incorporate an action plan so the Committee could see the progress made at a future meeting.
- 7.15 The Chair thanked the Director of HR and Customer Services and

Corleen Bygraves-Paul for their detailed responses and requested that the Executive Member for Finance and Resources be made aware of the discussion that had taken place.

- 7.16 **RESOLVED:** That **(1)** the Committee considered the report in order to provide its view on the future performance of service, the improvements proposed, and the issues raised and **(2)** the minutes be circulated to the Executive Member for Finance and Resources.

## **8. PROGRESS REPORT OF MEMBER DEVELOPMENT**

- 8.1 The Director of Legal and Governance described the progress that had taken place with Member Development at the Council and outlined the plans for its future development.
- 8.2 The Committee were advised that the LGA (Local Government Association) had offered one years' worth of training and development to the Council and that the programme would run until May 2022.
- 8.3 Training for Members and Officers had also been provided on the introduction of Local Area Committees and the Transition to a Committee System.
- 8.4 Members of the Committee asked questions and the key points to note were-
- 8.5 The Chair suggested training on Personal Safety and Conflict Resolution for elected members be added to the programme. The Director of Legal and Governance referred to 3.6.1 in the report which highlighted that Personal Safety and Conflict Resolution along with other topics requested to be included in the programme.
- 8.6 The Director of Legal and Governance mentioned that Personal Safety sessions were held previously, with the help of the Police, and that this training would be looked at being brought forward. It was added that immediate advice and guidance on Personal Safety was accessible on the LGA website.
- 8.7 Councillor Angela Argenzio recommended the LGA safety training session to other Members.
- 8.8 Councillor Angela Argenzio raised concerns as the induction for new members had low attendance and asked if this was rolled out once. The Director of Legal and Governance advised that inductions for new member were scheduled once a year, usually a week after the

election, and that the session was carried out over a two-day period. If a member was not able to attend the induction, they would have to complete all the elements separately. It was mentioned that the low attendance could be a result of Councillors being re-elected, although it was advised that every Councillor should attend the induction whether they are new or returning Councillors.

8.9 Councillor Angela Argenzio asked whether training sessions could be recorded and provided to members who were not able to attend a training session. The Director of Legal and Governance stated that recording training sessions was a good principle and would be looked at where possible.

8.10 The Chair requested that Equality, Diversity, and Inclusion training be made mandatory for members. The Director of Legal and Governance agreed to raise mandatory training with the Whips.

8.11 The Chair thanked the Director of Legal and Governance for the report on Member Development.

8.12 **RESOLVED:** that the Committee note the progress of Member Development.

## 9. WORK PROGRAMME

9.1 The Committee considered a report of the Director of Legal and Governance that outlined the work programme for the remainder of the municipal year. Members were asked to identify any further items for inclusion.

9.2 The Chair suggested that an Annual Housing Ombudsman Report be brought to the Committee on 20 January 2022 if the review was complete.

9.3 The next meeting of the Audit & Standards Committee would consider;

- 
- Statement of Accounts 2020/21
- Educational Healthcare Plan Update
- Report of those Charged with Governance (ISA 260)
- Whistleblowing Policy Review
- Progress on High Opinion Audit Reports



It was mentioned that the decision made by the Committee, to opt-in to using PSAA for appointing the Council's external auditors, would need to be agreed by Full Council. Full Council would receive a report of The Chair, Councillor Sioned-Mair Richards seconded by Vice Chair, Councillor Simon Clement-Jones in January 2022.

- 9.4 **RESOLVED:** that **(1)** the work programme be noted; and **(2)** that the report mentioned be included to the work programme; and **(3)** that the Committee agreed a report of The Chair/Vice Chair be taken to Full Council to agree using PSAA for appointing the Council's external auditors.

## **10. DATES OF FUTURE MEETINGS**

- 10.1 Future Meetings of the Audit and Standards Committee would be held on Thursdays at 5pm on:

16<sup>th</sup> December 2021

20<sup>th</sup> January 2022

24<sup>th</sup> February 2022 (Additional Meeting if required)

24<sup>th</sup> March 2022

16<sup>th</sup> June 2022

21<sup>st</sup> July 2022

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## Audit and Standards Committee Report

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<b>Report of:</b>	Eugene Walker Executive Director of Resources, Local Authority Section 151 Officer
<b>Date:</b>	20 January 2022
<b>Subject:</b>	2020/21 Statement of Accounts - 2020/21 Sheffield City Council Audit Results Report
<b>Author of Report:</b>	David Phillips Head of Strategic Finance
<b>Summary:</b>	The purpose of the report is to communicate any relevant matters arising from the external audit of the 2020/21 Statement of Accounts to Members.
<b>Recommendations:</b>	<p>The Audit and Standards Committee notes the 2020/21 Sheffield City Council Audit Results Report.</p> <p>The Audit and Standards Committee approves the Statement of Accounts for 2020/21 and to request that approval is delegated to the Chair of the Audit and Standards Committee to conclude the audit by signing the Letter of Management Representations and the Statement of Accounts for 2020/21 on conclusion of the audit by Ernst &amp; Young LLP (EY).</p>
<b>Background Papers:</b>	None
<b>Category of Report:</b>	OPEN

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## Statutory and Council Policy Checklist

<b>Financial Implications</b>
NO
<b>Legal Implications</b>
NO
<b>Equality of Opportunity Implications</b>
NO
<b>Tackling Health Inequalities Implications</b>
NO
<b>Human rights Implications</b>
NO
<b>Environmental and Sustainability implications</b>
NO
<b>Economic impact</b>
NO
<b>Community safety implications</b>
NO
<b>Human resources implications</b>
NO
<b>Property implications</b>
NO
<b>Area(s) affected</b>
None
<b>Relevant Cabinet Portfolio Leader</b>
Cate McDonald
<b>Relevant Scrutiny Committee if decision called in</b>
Not applicable
<b>Is the item a matter which is reserved for approval by the City Council?</b>
NO
<b>Press release</b>
NO

## AUDIT AND STANDARDS COMMITTEE – 20 JANUARY 2022

### 2020/21 STATEMENT OF ACCOUNTS

### EXTERNAL AUDITOR'S 2020/21 AUDIT RESULTS REPORT

#### Purpose of this Report

1. The purpose of the following report is to communicate any relevant matters arising from the external audit of the 2020/21 Statement of Accounts to Members and in acknowledging these findings request that approval is given to allow the auditors to conclude the audit by signing the Letter of Management Representations and the Statement of Accounts following the conclusion of the audit.

#### Introduction and Background

2. The Council's 2020/21 Unaudited Statement of Accounts were authorised by the Executive Director of Resources (Section 151 Officer) on the 2 July 2021.
3. The accounts have been subject to external audit by Ernst & Young LLP (EY). Audit deadlines were extended and have been delayed due to Covid-19 and remote working. During the external audit process the Audit and Standards Committee have been kept up to date, and the external auditor's progress has been received and shared with the Committee throughout the audit. The audit is almost complete, and the Audit and Standards Committee are asked to note the findings from the separate EY Audit Results Report.
4. The revised, Audited Statement of Accounts is attached at **Annex A** to this report. We request the Statement of Accounts is approved by the Audit and Standards Committee at this meeting, and delegated authority is given to the Chair of the Audit and Standards Committee to sign once EY have given notification that all outstanding queries have been resolved and their final reviews are complete. This is on the basis that no emerging material or major issues arise.
5. External auditors are required to undertake their work in accordance with International Auditing Standards. Specifically, they are required to communicate any relevant matters relating to the audit to those charged with governance.

#### Findings from the External Audit of the 2020/21 Statement of Accounts

6. The findings from the external audit are set out in detail in EY's 2020/21 Audit Results Report, which is a separate report, and Members are asked to note the contents.

7. As a result of on-going work on the draft accounts produced in July 2021, some misstatements and presentational errors have been identified by officers and others have been identified as a result of the external audit.
8. The 2020/21 Audit Results Report identifies the adjustments made to the Statement of Accounts and are detailed in section 5 “Audit Differences” of EY’s report.
9. The Section 151 officer is responsible for the preparation of the Council’s Statement of Accounts in accordance with proper practices, and he will certify that they give a true and fair view (i.e. that the financial statements present a true and fair view of the financial position of Sheffield City Council as at 31 March 2021 and its income and expenditure for the year). We understand that the auditors intend to issue an unqualified audit opinion on the accounts.
10. To complete their audit and satisfy their auditing standards, the auditors are requesting written management representation from those charged with governance. Appropriate enquiries have been made with responsible officers within the Authority to confirm the representations included. Therefore, a letter of management representations in the format prescribed by the external auditors to be signed by the Chair of the Audit and Standards Committee by delegated authority on conclusion of the audit.
11. The auditors are also required to ask those charged with governance to confirm that there are no material uncertainties that cast significant doubt about the ability of the Council to continue as a going concern. Appropriate enquiries have been made within the Council and for other parties in which the Council has an interest and no material uncertainties have been identified.

### **Publication of the 2020/21 Statement of Accounts**

12. As part of their work to complete the audit, the auditors issue an opinion on the Statement of Accounts and a Certificate of Completion of the Audit. It is intended that an unqualified opinion will be given on the Statement of Accounts and a certificate issued to close the audit. However, EY will need to complete their review of the Council’s Whole of Government Accounts return before they can issue their certificate, and this review has not yet begun. In addition, from 2020/21 external auditors are required to provide a Value for Money (VFM) commentary, normally within three months of completing their audit, before the certificate can be issued.
13. The 2020/21 Statement of Accounts will then be published on the Council’s website. Once the Certificate of Completion is received a statement will be

published to inform that the audit has been concluded and the accounts have been published.

### **Financial Implications**

14. There are no financial implications arising from the recommendations set out in this report.

### **Equal Opportunities Implications**

15. There are no equal opportunities implications arising from the recommendations set out in this report.

### **Property Implications**

16. There are no property implications arising from the recommendations set out in this report.

### **Recommendations**

17. It is recommended:

- That the Audit and Standards Committee notes the 2020/21 Audit Results Report.
- That following the above acceptance the Chair of the Audit and Standards Committee is given delegated authority to provide her signature to the Letter of Management Representations to conclude the audit, once EY have given notification that all outstanding queries have been resolved and their final reviews are complete. This is on the basis that no emerging material or major issues arise.
- That the Audit and Standards Committee approves the Statement of Accounts for 2020/21 and the Chair of the Audit and Standards Committee is given delegated authority to provide her signature to the Statement of Accounts, once EY have given notification that all outstanding queries have been resolved and their final reviews are complete. This is on the basis that no emerging material or major issues arise.

**David Phillips**  
**Head of Strategic Finance**

**20 January 2022**

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**SHEFFIELD CITY COUNCIL**  
**STATEMENT OF ACCOUNTS**  
**2020/21**  
**Audited**

**For the period**  
**1 April 2020 to 31 March 2021**

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## Narrative Report by the Executive Director of Resources

### 1) INTRODUCTION

#### **Purpose of the Narrative Report**

Sheffield City Council is a large and diverse organisation and the information contained in these accounts can be technical and complex to follow. The purpose of the Narrative Report is to provide information on the authority, its main objectives and strategies and the principal risks that it faces. The Narrative Report therefore presents a summary of the City Council's financial position and performance for the year and its prospects for future years.

The Statement of Accounts contains all the financial statements and disclosure notes required by statute. These statements and notes have been prepared in accordance with the 2020/21 Code of Practice on Local Authority Accounting (the Code) together with disclosure notes as published by the Chartered Institute of Public Finance and Accountancy (CIPFA).

A glossary can also be found towards the end of these accounts to help explain some of the accounting terms used.

### 2) THE IMPACT OF THE PANDEMIC

In 2020 and 2021 the city and its population, like the rest of the world, have had to respond to the Coronavirus pandemic. This pandemic has impacted on the lives of everyone worldwide, leading to unprecedented measures to control the spread and impact of the disease, and sadly many illnesses and deaths. In response the Council has helped over 23,000 people through its community helpline, provided free school meals and food vouchers for families and their children during school closures and school holidays, and has supported 4,700 businesses across the city to access grants. The Council has set up a local track and trace service which works with all positive cases, with an 95% success rate in tracing people, and has worked with local community organisations and the voluntary sector to assist their work to support people, including providing around £1m of additional grants to these organisations. The Council had also administered Central Government support for businesses, including grants, business rate reliefs and additional restrictions payments of over £270m by May 2021. This work has all been in addition to delivering the critical elements of the Council's general services, such as providing care for the elderly, support for vulnerable children and families, and the usual place-based services such as emptying bins, maintaining roads and running parks. These services have all had to continue during the pandemic.

In addition to support for businesses the Council has administered the significant levels of Central Government support to other organisations such as care homes and leisure providers, as well as payments to support individuals financially affected by the pandemic. The Council has also received almost £70m in un-ringfenced support for its general costs and a further £8.0m for lost sales, fees and charges income.

During 2020/21 and the early part of 2021/22, the main COVID-19 related grants received, and their purposes, are shown in the Figure 1 below. Further grants continue to be received on a monthly basis.

Figure 1. COVID-19 related grants and their purposes

<i>Grant</i>	<i>Purpose</i>	<i>Amount £'m</i>
		<b>General support</b>
<i>General un-ringfenced support</i>	General support for Council services. Includes £18.2m received in March 2020, at the start of the pandemic, and £17.7m received in April 2021 for 2021/22 costs	69.5
<i>Sales, fees and charges</i>	Support to the Council for lost sales, fees and charges income	8.0
<i>Leisure centres</i>	Support for leisure facilities	1.5
		<b>Businesses</b>
<i>Business rate relief</i>	To reduce the business rate bills payable by businesses. Compensates the Council for the equivalent lost income	111.3
<i>Business Support</i>	Funds paid to small businesses, retail, hospitality and leisure. Includes the Small Business Grant Fund (SBGF), Retail, Hospitality and Leisure Grant Fund (RHLCGF) and the Local Authority Discretionary Grant Fund (LADGF)	102.9
<i>Local Restrictions Support Grants, including Additional Restrictions Grant</i>	Additional support paid to businesses forced to close because of either local or national restrictions imposed by Central Government	60.5
		<b>Others</b>
<i>Hardship Fund</i>	Support paid to council tax payers	6.1
<i>Test &amp; Trace Service Support Grant</i>	Initial grant to launch the testing and tracing scheme	2.8
<i>Contain Outbreak Management Fund (COMF)</i>	To help contain the spread of infection, via testing, tracing and contain activities. £4.6m received in April 2021 for 2021/22 costs	15.7
<i>Infection Control Fund and Rapid Testing Fund</i>	To support infection control and testing within care homes. Payable to those homes. £3.2m received in April 2021 for 2021/22 costs	12.1
<i>Test and Trace Support Scheme</i>	Support for people required to self-isolate	1.5
<i>Winter Grant (Local Support) Scheme</i>	Support paid to families over the winter (free school meals, heating, etc.). £1.7m received in Q1 2021 for 2021/22 costs	1.6
<i>Schools' support</i>	Various grants to schools	0.9
<i>Miscellaneous</i>	Sixteen other grant schemes	4.7

The scale of COVID-19's impact necessitated a whole-city response, with partners from across the public, private and voluntary, community and faith sectors collaborating and working alongside Sheffield's communities to respond to a rapidly changing emergency. Although the vaccination programme has thankfully seen a decline in the number of cases, hospitalisations and deaths, the threat of new variants and further waves of infection remains. The Council remains committed to helping the city through the pandemic, and in assisting in the recovery of jobs, growth and prosperity afterwards.

### 3) SHEFFIELD AS A PLACE

Sheffield is an ambitious city and is England's fourth largest city in terms of population. Historically the centre of the world's steel industry, Sheffield has now diversified as a major centre for advanced manufacturing and engineering, as well as being home to a thriving creative and digital sector and a cultural hub for the arts and for leisure activities. Sitting on the edge of the Peak District, Sheffield is known as the outdoor city, something in which we take great pride.

Even without the effects of the pandemic, like many UK cities, Sheffield faces a wide variation in the levels of income within the city. However, unlike many cities, it has been successful in attracting and retaining its higher income inhabitants within its City boundaries. Consequently, Sheffield is home to some of England's most prosperous suburbs. However, at the other end of the scale, the city has areas of significant poverty, including some neighbourhoods which are amongst the most deprived in England. These income, health and other inequalities provide a major backdrop and challenge to the services the Council provides.

In normal times Sheffield also welcomes over 70,000 students from across the UK and the wider world to its two universities which enjoy enviable reputations, with the University of Sheffield being part of the prestigious Russell Group of leading research intensive universities. Sheffield Hallam University ranks well for student satisfaction and for its success in getting its students into work or further study. The city's universities offer world-recognised research and innovation, as well as a student life often voted one of the best in the UK. Excellent cultural, sporting and leisure facilities help to attract students, and often to retain them after graduation.

With a number of redevelopments either in progress or planned as part of the Council led Heart of the City II development, coupled with a wide range of large and small retail outlets in the city centre, and the major shopping and leisure mall at Meadowhall, Sheffield continues to attract many visitors not only for its retail offer but also to the city's many parks and museums. Annually Sheffield hosts a range of cultural events and sporting activities including welcoming the snooker world championships, which have been held at the City's Crucible Theatre since 1979, the annual Doc/Fest, and the Tramlines festival, to name but a few.

The City's reputation for research and innovation has helped attract a range of world leading companies to Sheffield. As well as the established manufacturing industry, the Advanced Manufacturing Research Centre, situated within both Sheffield and Rotherham, has attracted companies such as McLaren and Boeing as well as hosting Factory 2050 – a UK first and state of the art factory that is helping to put the UK at the forefront of manufacturing technology research and development globally.

### 4) SHEFFIELD CITY COUNCIL

In response to the May 2021 Council election, and the wishes of its citizens, the Council will be introducing changes to its governance during 2021 and 2022. The move to "no overall control" (i.e. no party has an absolute majority of seats on the Council), means that Labour and the Greens will form a co-operative administration, working together to take forward a range of policy priorities, working in an open, inclusive and democratic way to ensure

that the Council has stability and effective, collaborative leadership. In addition, the citizens of Sheffield voted for the Council to move to a “Committee” system of governance from May 2022, replacing the current “Leader and Cabinet” model. In any event the Council was re-introducing Local Area Committees from summer 2021, delegating more decision-making powers to local areas. All these changes will impact on the governance structure of the Council over the forthcoming year, which will include introducing four Transition Committees to help advise the Co-operative Executive, and to model and test some of the new ways of working ahead of the formal transition to the Committee system from May 2022.

Financially, like most other local authorities in England, the Council faces a number of challenges in the coming years. For example:

- mitigating the impact of the pandemic on businesses and jobs, and supporting the city’s recovery
- potential reductions in Central Government funding from 2022/23 onwards. Any reductions would be especially challenging to cope with, given the fall of almost £200m of funding reductions since the 2010 recession and the consequent “austerity” agenda
- demographic growth and an ageing population which continue to put pressures on our services, in particular our social care services that support the most vulnerable in our society
- the impact of Brexit continues to cause considerable uncertainty

Nevertheless, the Council remains ambitious for the city, with a range of projects underway. In particular the Council is leading the construction of a range of modern retail, office and residential accommodation as part of the £470m Heart of the City re-development, whilst more generally the city centre has been transformed over recent years, with the addition of new hotels, public spaces and the Winter Gardens.

During 2018/19 the Council approved a radical Ethical Procurement Policy, which is shaping how we spend our money over the coming years. Over time, this policy will seek to increase the proportion of our supply chain that meets the real Living Wage, and the Council itself is an accredited Living Wage employer. The policy will also increase the proportion of our spend in the local economy, as managers are mandated to seek at least one local tender in every three. Our local spend ratio shows over 40% of our spend is local.

The Council employs approximately 8,400 people in full-time and part-time positions, with a further 4,300 people approximately employed by schools. The Council is committed to ensuring that its workforce is representative of the communities that it serves, and whilst this is not yet fully the case, we are taking significant steps through our workforce planning, recruitment, learning and development, and employee engagement work to rapidly improve this picture.

The Council is also committed to training and developing its workforce, and it employs apprentices in a wide variety of roles. From April 2017, the Council pays an apprenticeship levy at 0.5% of the Council’s total pay bill. This money is used to pay for apprenticeship training and to implement an approved apprenticeship standard for both new recruits and existing employees. New types of apprenticeship standards are available to accredit specific specialist roles to a professional standard, including degree level. Since 2017 there have been over 400 apprenticeships started at the Council.

## 5) THE CITY COUNCIL'S CORPORATE AIMS AND OBJECTIVES

The COVID-19 emergency is unlike any other we have faced in recent history. Since March 2020, Sheffield's communities, services and businesses have pulled together in unprecedented ways; supporting the city's most vulnerable people and finding solutions to keep the city running within the necessary restrictions that have been introduced to tackle COVID-19.

There is no doubt that as a city, we will need to continue to respond to the pandemic and its aftermath for some time, and take careful steps, in line with Government guidance, to aid Sheffield's recovery from the COVID-19 crisis, while continuing to deliver the core services that communities in our city need.

As we move into the coming phases, our approach will always be focused on maintaining the safety and wellbeing of Sheffield's citizens who have, as ever, done so much to follow the public health advice and support others at an incredibly challenging time.

Our approach and the decisions we have made during the pandemic, and as we move into recovery, is based on five core principles:

1. Keep people safe and well
2. Protect the most vulnerable people
3. Support people to get back to school and work safely when the time is right
4. Follow Government and scientific lead and help people with the difficult decisions they are having to make
5. Support the city's economic recovery

The scale and impact of COVID-19 has impacted on all areas of life in Sheffield and may continue to do so for the medium to long term. We are therefore developing a renewed vision for Sheffield and our ambitions for the city for the next decade which will shape strategic directing and budget priorities for the coming years. This will consider:

- the challenges that COVID-19 has presented;
- the city's resilience, strengths and assets that have shone through in response to the crisis;
- learning, innovations, collaborations that have been developed in response to COVID-19 and can be useful in future;
- how we make sure that our recovery and renewal tackles deep rooted inequalities in everything that we do; and
- how Sheffield can become an inclusive and sustainable city, seeing solutions to the climate emergency as a fundamental part of our recovery and our future.

We will collaborate closely with partners in the city region and through our wider networks to lead the recovery of the economic area and maximise the city's influence on Government's approach. This includes:

- South Yorkshire Local Resilience Forum – continuing to work with local authorities and statutory partners in South Yorkshire to co-ordinate recovery for all our communities
- Sheffield City Region Combined Authority – leading the City Region's economic recovery alongside the Mayor and our neighbouring councils in SCR
- Core Cities – as a member of the Core Cities Cabinet, we will continue to support the development of intelligence and policy propositions for the future of cities in the UK.

In the shorter term, we are in the process of developing a one-year recovery plan for the organisation which will deliver on the Co-operative Executive's commitments, and establish focus and purpose for the year ahead. It will also:

- recognise the critical importance of excellent core services, setting out actions to drive rapid improvements in the Council's services where customers and residents have told us that we are not meeting their expectations;
- support the city's recovery, complementing the proposals set out in the Sheffield COVID-19 Business Recovery Plan: Phase 1 Recovery Delivery Programme;
- create the vital foundations for a longer-term corporate plan and priority-based budget for future years, with work proposed to start on a new 3-5 year plan this summer; and
- include clear actions that will ensure that Sheffield City Council is in the best possible position to deliver the administration's priorities and be effective in working alongside communities and partners to build a more sustainable, inventive, and socially just Sheffield. As an employer and leader in the city, we need to aspire to be an outstanding organisation; a council of which all Elected Members, staff and citizens can be proud.

## 6) PERFORMANCE

Sheffield City Council exists to improve people's lives and to make them easier. Under difficult financial circumstances and in the face of severe funding cuts, we have managed to keep the Council services running throughout the city. However, we continue to face significant budget challenges over the years ahead. Even before the impact of the Coronavirus pandemic, we faced annually increasing demand for our services as our population grows and ages. Now the pandemic has put additional pressure on our services, such as those that support vulnerable families, children and older people. The pandemic has also decreased the income we receive from business and from council tax, as well as reducing the income from the city's leisure facilities and from areas such as car parking. The impact of these increased costs and reduced income meant that we faced initial budget pressures of £50m when setting the Council's 2021/22 budget. Even after allowing for one-off Central Government COVID funding, and corporate contributions to the budget, savings of around £21m need to be made to balance this budget, with further savings likely to be needed once the one-off Government funding drops away.



Further cost challenges during 2021/22, mainly in the Council's social care budgets, reflecting some increased demand for services and significant rises in the costs of provision following the pandemic, mean that at January 2022, the Council is forecasting that its 2021/22 budget will be overspent by approximately £30m. The Council has reviewed its reserve balances and identified sufficient sums that can be released to cover this deficit. It has also identified savings schemes to bring the budget broadly back in to balance from 2022/23 onwards.

Central Government funding for 2022/23 was confirmed in December 2022. However, the financial position after 2022/23 remains uncertain. Obviously there is not yet clarity either nationally or locally on the longer-term financial impacts of the pandemic. Central Government financial support has been available for 2020/21 and 2021/22 towards the costs of the pandemic. However, neither this support, nor the additional money for social care announced as part of social care reforms in autumn 2021, addresses the impact of ten years of cuts to LG funding between 2010 and 2020, nor the consequent structural under-funding of LG, particularly in relation to social care. This Council, along with many others nationally and the bodies that represent Local Government (LG), have repeatedly called for more clarity over the medium-term funding for LG, and for additional funding for social care. Increased certainty would allow the Council to plan for future service developments and activities to help the city recover from the pandemic and would inform the levels of savings required to balance budgets. However there have been no new multi-year funding announcements since the four-year settlement was announced in 2016.

The last few years have not been easy at Sheffield City Council, and there have been many difficult decisions to make, but we will always support and stand up for the people of Sheffield and hold ourselves to a high ethical standard as an employer and a local authority. We are ambitious for Sheffield – it is a brilliant and unique city, and we are working every day to make it even greater. The 2021/22 Budget continues to invest in the long-term economic potential of the city whilst standing up for and protecting services for those with the greatest need.

The combination of a decade of Government funding cuts and increasing demand on vital services has had a major impact on the money we have available to spend. Consequently, we have set a 1.99% rise in Council Tax to support vital services in the city, plus a further 3.0% for the Adult Social Care precept. Overall, this means that most properties in Sheffield are paying an extra £1.04 a week on their Council Tax bills from April 2021.

Using an online survey, we asked people in Sheffield about their views on the approaches we are taking to meet the financial challenge and how we should prioritise the money we have to spend. Responses to the survey showed:

- In line with previous years, respondents said that their main priorities for more investment were some of our most critical and key services – particularly adult social care, children's social care and education. Public Health is also usually a key priority for citizens and with the impact of the COVID-19 pandemic, this has grown in importance. In priorities for spending, respondents indicated that Public Health (6 percentage point increase) and Housing Benefits (4ppt increase) showed the biggest year-on-year increases, with Planning, Highways and Transport (17 ppt decrease) and Waste Disposal/Recycling (15ppt decrease), suggesting the majority of respondents are happy to see funding stay the same in these areas. These changes may be due to the impact of the COVID-19 pandemic on lifestyles, for example less travel and mobility around the city due to lockdowns.

- In the 2021/22 budget consultation, we asked respondents about whether they agreed or disagreed with the proposed 1.99% increase in Council Tax for 2021/22. We stated that this increase would help protect key services and help the city's continued response to COVID-19. Two-thirds of respondents said that they agreed with the proposed increase with around 28% saying that they disagreed. When prompted to say why they gave this view, comments largely focused on two main themes: respondents recognising the challenges for local public finances following a decade of austerity and the role that increased Council Tax could play in supporting core services and the City's COVID response; and concerns about the implications of higher local taxes for people on the lowest incomes and those who have seen their incomes reduce because of COVID-19.
- We also asked citizens about the proposed 3% increase in the Adult Social Care Precept which is specifically to invest in local adult social care services. In line with the response to the Council Tax question, over a two-thirds of respondents said that they agreed with the proposal with a slightly lower proportion of people disagreeing (22%).
- In line with previous years, the majority of respondents said that they are keen to see us hold fees and charges at the current level (57%), with 31% suggesting that they would be happy to see fees and charges increased.
- We asked citizens how important they thought it was that we used our capital programme to invest in the city. Respondents strongly supported investment in the city's economy, essential maintenance and green and open spaces. Transport and housing investment were also seen as areas of significant importance.
- Apart from 'housing investment', in comparison with the 2020/21 budget consultation, there were some decreases in the percentage of respondents stating it is 'important' or 'very important' for the Council to invest in all the areas we asked about. For example, fewer people said that 'transport' was very important/important in this year's survey and some of this trend may be linked to the changes to people's living and working lives that the COVID measures have brought.
- Finally, we asked respondents to provide any additional comments they may have or suggestions about how Sheffield City Council could save money, increase income or make savings. Respondents provided a very wide range of views and comments, but particularly focused in a number of areas:
  - Ways of working – the impact of COVID and forced move to large-scale home working could provide an opportunity for rationalising of council office bases, so that more people could work from home for the long term, be based in local centres (e.g. libraries) and there should be increased investment in IT and the digitisation of services
  - Being an efficient and effective council – a range of comments focused on the importance of Sheffield City Council being an efficient organisation with appropriate levels of officer pay, value for money contracts and effective at collecting Council Tax, levying appropriate fees and charges and using enforcement (e.g. parking fines)
  - Fair funding for councils – Government should be adequately and fairly funding local councils and Sheffield City Council should be lobbying for a fairer funding for the City

- Stronger community focus – a range of ideas and proposals centred on empowering Sheffields to have more control and influence over their local area (e.g. funding for parks, libraries; taking responsibility for neighbourhood tidy-ups etc) or using innovative funding (crowd sourcing, Sheffield Investment Bonds) for citizens to contribute to new projects to improve the City
- Joining up and improving local services – looking at opportunities to learn from councils elsewhere but also closer joint working with public and VCF sector partners in the city and beyond (e.g. South Yorkshire) to improve quality and efficiency
- Focus on climate change – investing in the future and in particular, tackling the climate emergency by investing to make Sheffield a more sustainable city (clean/active travel regularly cited)

Further, as specific budget proposals are developed, services and portfolios across the council are required to produce Equality Impact Assessments (EIAs) on their budget proposals. This process ensures that services have fully considered any potential implications for their proposals for people in Sheffield (particularly the protected characteristics covered by the Equality Act 2010) and explain any mitigations that are necessary to avoid any unlawful discrimination that may result from the proposed changes.

## 7) FINANCIAL HIGHLIGHTS

The following summarises the headlines of this year's accounts.

- Revenue expenditure covers the day-to-day running costs of the Council's services which are grouped under three portfolios plus corporate. The net revenue budget for 2020/21, which included savings from General Fund services of £15m, was split by portfolio as shown in the Figure 1 overleaf. The net expenditure was budgeted to be funded by £37m of Revenue Support Grant, £208m of Council Tax, £155m of the Council's share of National Non Domestic Rates (NNDR) including top up grant, and £20m of Social Care Precept.
- After setting its budget in early March 2020, the Council had to respond to the pandemic. Increased spend and decreased income totalled £105m. However equivalent financial support from Central Government and other funders such as the City Region meant that the Council was able to almost balance its position without using its reserves. The final position was an overspend of £237k, equivalent to less than 0.1% of the Council's net revenue budget. Further details on the future financial outlook for the Council can be found in the Financial Outlook section of this Narrative Report.
- Social care remains the main area of cost pressures for the Council. The needs of an increasing number of older people, and people living with disabilities, and the pressures on families mean, in common with other Local Authorities, we have to devote an increasing proportion of our spending to social care, as shown by Figure 2 below (social care comprises the vast majority of the spend in our People Portfolio).
- The Council's net worth (value of total assets less total liabilities) has increased by £138m (or 11.9%) since 2019/20.

- Total usable revenue reserves increased from £282.9m at 31 March 2020 to £386.5m at 31 March 2021. However, these reserves include a temporary £61m of Central Government COVID related funding, which will be used in 2021/22 (an equivalent £33m was held in March 2020), and £50m of reserves which we have identified as a buffer that could be used over the next two to three years to address the financial impacts of the Covid pandemic, to the extent that these impacts are not addressed by additional Central Government funding. Total usable capital reserves increased by £28m from £170m to £198m (which includes £144m ring-fenced for Council Housing). Usable revenue reserves comprise both those which are earmarked for specific purposes, and those which are un-earmarked. Only £12.9m of the Council's reserves are un-earmarked, which is at the minimum recommended prudent level. As explained above, the serious impact of the COVID-19 crisis will impact on our reserves to the extent that support from Central Government is not forthcoming, and we have identified £50m as a buffer for this purpose.
- £122.6m of capital investment was spent via the Capital Programme during the year, compared to £128.5m in 2019/20.

**Figure 2. Sheffield City Council 2020/21 Net Revenue Budget by Portfolio (£000)**

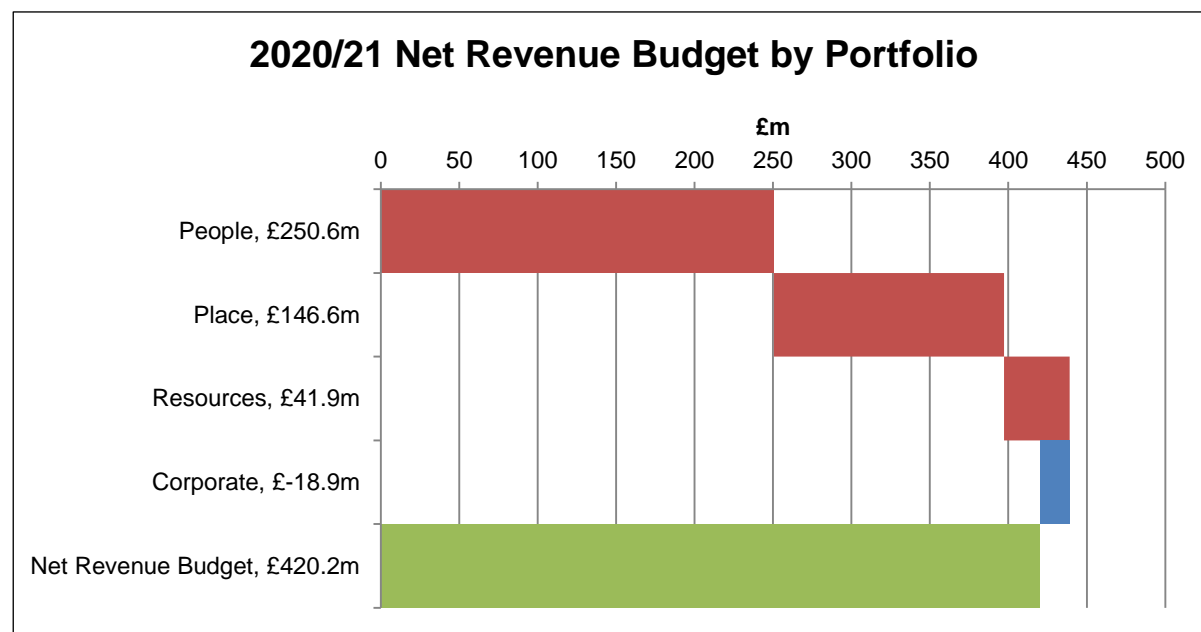


Figure 2 •shows the Net Revenue Budget of the Council for the financial year 2020/21 split by Portfolio, with the overall net revenue budget at £420.2m.

**Figure 3. Financial results by Portfolio**

<b>Portfolio</b>	<b>Variance</b>
	£'000
People	33,909
Place	22,563
Resources	4,404
Corporate	(60,639)
<b>Total overspend for the year</b>	<b>237</b>

Figure 3 shows the Council's overspend for the financial year 2020/21 split by Portfolio with the total for the financial year 2020/21 at £237,000.

## CAPITAL EXPENDITURE

Capital expenditure can generally be defined as spending which creates and enhances assets that have a life of more than one year. The Council has an ambitious five-year capital programme which as at 31<sup>st</sup> March 2021 was valued at £776m. This investment will deliver a range of improvements across the City, including:

- Improvements to transport infrastructure to deliver sustainable economic growth and improve air quality
- More housing for our citizens, including the regeneration of brownfield sites
- Further improvements to council housing
- Improvements to parks and public spaces
- A thriving city centre

### Redevelopment of the City centre – Telephone House



Redevelopment of the City centre – Laycock House



Redevelopment of the City centre – new housing



## New accommodation for People with Learning Difficulties – Buchanan Green



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The 2020/21 Capital Outturn is £122.6m against a revised budget of £148.1m, a variance of £25.5m (17%). The main reason for this difference is 'slippage', the extent to which, in terms of expenditure, capital projects are behind their original schedule, which will be carried forward into 2021/22, along with the resources identified to fund the schemes.

For further details, please refer to agenda item 14, final outturn report, on the Council's website:

[Sheffield City Council - Agenda for Co-operative Executive on Wednesday 21 July 2021, 2.00 pm](#)



## 8) KEY SECTIONS INCLUDED IN THE STATEMENT OF ACCOUNTS

### Statement of Responsibilities

This sets out the respective responsibilities of the City Council and the Executive Director of Resources for the Accounts.

### Comprehensive Income and Expenditure Statement

This account summarises the revenue costs of providing all Council services and the income and resources received in financing the expenditure.

Revenue expenditure is reported in the Council's Accounts under the Comprehensive Income and Expenditure Statement (CIES). The CIES takes a wider view of financial performance than that shown in the General Fund and shows the accounting position for the year, namely a surplus of £149.9m. This surplus represents the total amount by which the Council's net worth has increased during the year as shown in the Balance Sheet.

### Movement in Reserves Statement

This statement shows the movement during the year of the different reserves held by the Council.

### Balance Sheet

The Balance Sheet includes information on the Council's non-current and current assets, short term and long term liabilities and the balances at its disposal at the reporting date.

### Cash Flow Statement

This statement provides a summary of the flow of cash into and out of the Council for revenue and capital purposes, based on the indirect method of presentation

### Expenditure and Funding Analysis Statement

The statement shows how annual expenditure is used and funded from resources (Government grants, rents, Council Tax and business rates) by local authorities in comparison with those resources consumed or earned by authorities in accordance with generally accepted accounting practices.

## Notes to the Core Financial Statements

These notes expand on important points shown in the core statements and provide further explanation of movements and balances.

### Housing Revenue Account (HRA)

This account reflects the statutory obligation under the Local Government and Housing Act 1989 to show separately the financial transactions relating to the provision of local council housing.

### Collection Fund Statement

This statement summarises the transactions of Sheffield as a Billing Authority in relation to National Non-Domestic Rates and Council Tax, and also illustrates the way in which income has been distributed to the Precepting Authorities (e.g. South Yorkshire Fire and Police).

### Usable Reserves (Note 34)

Reserves are reported in two categories, usable and unusable. This section is concerned with 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 the Capital Receipts Reserve that may only be used to fund capital expenditure or repay debt).

The note shows a breakdown of usable reserves. Of the different components shown in the table, the General Fund is the only component which is not earmarked for a specific purpose. At £12.9m or around 3.5% of the 2020/21 net revenue budget, the General Fund is low in comparison to most other major cities. If this were ever used, it would have to be replaced as soon as possible as the Council would always need a minimum level of emergency reserves.

### Significant changes in accounting policies

The Council's financial statements are prepared in accordance with International Financial Reporting Standards (IFRS) and the CIPFA Code of Practice on Local Authority Accounting 2020/21. The accounting policies presented in Note 1 are compliant with IFRS and have been applied in preparing the financial statements and the comparative information.

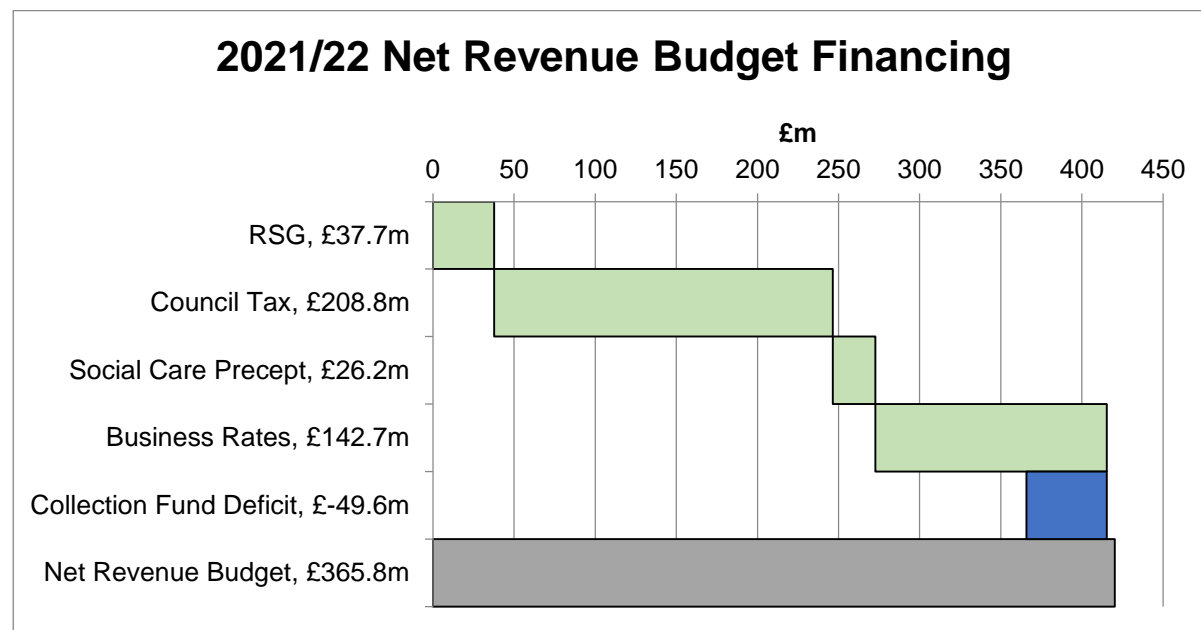
There have been no significant changes in accounting policies during 2020/21.

## 9) FINANCIAL OUTLOOK

This section provides a summary of what the future holds for the Council's finances. Further details can be found in the 2021/22 Revenue Budget (approved by Full Council on 3 March 2021) and the Medium Term Financial Analysis 2021/22 to 2024/25 approved by Cabinet on 23 October 2020.

The 2021/22 Revenue Budget shows the Council's Net Revenue Budget of £365.8m is funded as shown in Figure 4 below:

Figure 4 Financing of the 2021/22 Net Revenue Budget



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### Local Government Finance Settlement

After releasing details of the Provisional Local Government Finance Settlement on 17 December 2020, the final Local Government Finance Settlement figures for 2021/22 were confirmed on 10 February 2021.

As shown in the chart, the net revenue budget for 2021/22 totals £365.8m, and comprises four main sources of income, less a large one-off amount of £49.6m “Collection Fund Deficit”. This deficit was created as a result of the prescribed accounting treatment for Expanded Business Rates Reliefs granted in response to the pandemic, but has been funded by a Central Government grant received late in 2020/21 which was added to Earmarked reserves.

When compared to the early 2010s, the proportion of each of these income sources has changed significantly. Revenue Support Grant (RSG), funding from Central Government, has steadily reduced over the past decade, reducing from £192m in 2013/14 to £38m for 2021/22. As a result RSG now only accounts for 10% of the net revenue budget. Resources raised from local residents and businesses are now overwhelmingly the main sources of

funding the Council’s net revenue budget, with council tax, including the Social Care Precept, at 64%, and business rates and the Collection Fund Deficit totalling 26% of net revenue budget.

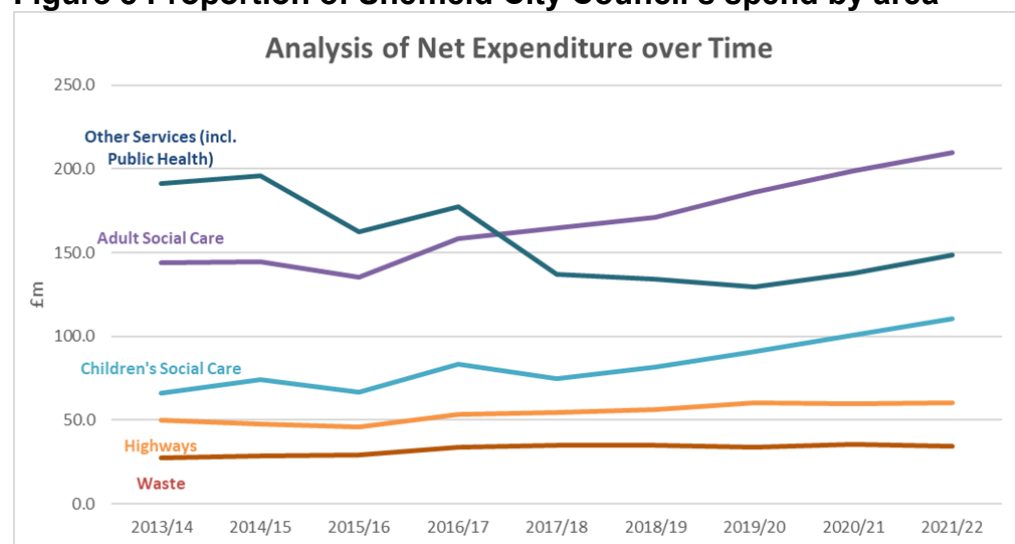
After adjusting the net revenue budget for the impact of the accounting treatment of the Collection Fund deficit, the Council’s available resources are broadly comparable to 2019/20. However, an increased amount of the funding currently being provided by Central Government to councils is one-off in nature, and its removal will add pressure to future budget cycles. Overall funding is still insufficient to cope with the, nationally-acknowledged, demand and cost pressures in Children’s and Adult Social Care, nor does it offset the impact of a decade of Central Government cuts to local authorities. It is the demand for these services which, if left unchecked or underfunded, will create long term financial sustainability issues for the Council.

The Council will continue to lobby for additional funding for Local Government, and for the recognition that deprivation is a key driver of the costs of local authorities. In addition it will continue to lobby for adequate compensation for the longer term costs and reduced income arising from the COVID-19 pandemic.

Until funding increases, the Council will continue to prioritise protecting services for the most vulnerable, will continue to seek to deliver its services as efficiently as possible, and will make a prudent use of its reserves to cash-flow the transformation of its services towards a more preventative and personalised model. The Council will also look to integrate services as far as possible with its key partners, in particular its social care services with the NHS. Figure 5 below shows how an increasing proportion of the Council’s spending has been devoted to social care services over the past nine years.

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**Figure 5 Proportion of Sheffield City Council’s spend by area**



## 10) KEY RISKS

The Council has a risk management strategy in place to identify and evaluate risk. It includes clearly defined steps to support better decision making through the understanding of risks, whether they represent a threat or a positive opportunity. These risk management processes are subject to regular review and updating.

We have identified the following key risks:

Risk description	Impact	Mitigations
Financial impact of COVID-19	The costs to provide support to the citizens of Sheffield during and following the COVID-19 pandemic will severely increase the financial pressures across all SCC portfolios.	<p>Regular activity monitoring and reporting continues to be undertaken across all SCC portfolios; culminating in a summary report presented to SCC Executive Management Team.</p> <p>Reports detailing the forecast short- and medium-term financial impacts have been produced for EMT and members.</p> <p>In addition, the risk management database now has the facility to capture whether COVID-19 has affected risks across all services' day to day activities.</p>
'Brexit'	The costs and activity across all Council services could be affected as a result of the UK having left the EU.	<p>With regard to mitigating the Brexit risks facing the Council, an internal working group on the impact meets on an ad hoc basis, as the immediate risks arising from the exit process have reduced in likelihood and impact. N.B: The group previously met regularly up to summer 2021</p> <p>The Local Resilience Forum (LRF) Covid-19 strategic response and recovery coordinating cell in September 2021 broadened its scope to cover all aspects of winter preparedness, including supply chain and energy security</p>

		<p>risks which may be partly associated with the exit from the EU.</p> <p>Additionally, the COVID-19 EMT Gold group has similarly broadened its scope to cover all aspects of winter preparedness.</p>
SIV/Sheffield City Trust – financial pressure on SCC	The Trust have been unable to meet their business plan projections – resulting in an unsustainable future, which in turn creates further financial pressure on SCC.	A joint programme between portfolios has been undertaken to oversee key actions. The aim is to produce a financially sustainable long term strategy for the future of leisure, sport and entertainment venues in Sheffield.
Supertram financial sustainability	Non provision of COVID-19 financial support could lead to Stagecoach Supertram ceasing or a significant reduction in Supertram services in Sheffield.	Work is ongoing with partners to look at the mitigations for this event.
Care Provider Financial Sustainability	Multiple or unmanaged closures present significant risks to vulnerable residents required to move, impact heavily on SCC resources and could result in market failure or a failure in our duty to ensure a sustainable market.	Care Home strategic review underway to assess future demand and recommend market management to reshape provision over the next few years to meet longer term demand and expectations. The overriding concern is the safety and welfare of residents.
2030 – Carbon Neutral targets	<p>The Council has voiced its ambition to be carbon neutral by 2030.</p> <p>A corporate approach to delivering this work and a suitable framework to underpin it is required.</p> <p>Failure to implement this will result in the Council and the City not able to achieve this ambition.</p>	This area is under active consideration as part of the new Co-operative Executive priorities for Sheffield.

<p>Pandemic impact on schools</p>	<p>This risk manages the complex and varied impact of the pandemic on schools for children and young people</p>	<p>The Council has communicated regularly with all schools and academies throughout the period of the pandemic.</p> <p>Council support for schools is a whole-Council response to the rising number of children and adults in schools who have contracted COVID19 in their home or community settings. Officers from within Education &amp; Skills are responding to other Covid related queries from schools and settings.</p>
<p>Clean Air Zone</p>	<p>Linked to the risk above, a Clean Air Charging Zone is to be introduced to Sheffield. The pandemic has impacted on delivery dates and activities.</p>	<p>In light of COVID-19 SCC has announced a review of its current scheme. SCC are working with central government departments on this and this is expected to lead to Ministerial meetings throughout 2021.</p>
<p>Building Maintenance Backlog costs</p>	<p>The backlog in building maintenance for the Council's corporate estate has the potential to cause serious disruption or closure of key buildings due to potential failing elements e.g. mechanical &amp; electrical systems.</p>	<p>A number of financial and operational activities are being undertaken to ensure that this area is addressed, including a review of the current estate and prioritisation of essential and non-essential works.</p>
<p>Universal Credit (UC) – HRA &amp; Council Tenants</p>	<p>The roll out of UC poses a significant financial risk to the HRA as income will be paid to tenants rather than directly to the HRA. Currently over 10,000 tenants have moved to UC and this could result in unpaid rent, increased arrears and reduced HRA income. However proactive work undertaken by Council Housing Services has minimised to some extent the potential impact with average arrears increasing by £130, under 2 weeks average rent.</p>	<p>Extensive work has been undertaken with customers and stakeholders to minimise the impact UC has on rent arrears. This has included:</p> <ul style="list-style-type: none"> <li>• Dedicated team set up to support new UC claimants in the first 7 weeks of their tenancy.</li> <li>• Budgeting support.</li> <li>• Access to HRA hardship.</li> <li>• Supporting tenants to understand UC, make claims, help with journal actions required,</li> </ul>



		<p>advise on access to advance payments as well as other funds available, such as DHP.</p> <ul style="list-style-type: none"> <li>• Promoted Direct Debit as preferred payment method.</li> <li>• Applying for Managed payments for vulnerable tenants, and those struggling to manage their money.</li> <li>• Close relationship with Sheffield Credit Union to offer budgeting accounts.</li> <li>• Close working with partners such as DWP, Citizens Advice to ensure a joined up approach to supporting tenants.</li> </ul>
Partnership working with NHS	<p>There is a risk of ineffective collaboration leading to poor outcomes for clients and inability to meet financial challenges. This risk is heightened due to forthcoming changes to the NHS structure with the introduction of a countywide Integrated Care System (ICS), which may cause disruption to existing place-based collaboration.</p>	<p>Joint working groups are in place to shape the future delivery of services, alongside regular monitoring of joint commissioning arrangements. The Council will engage with and attempt to influence the ICS.</p>
Service demands for both Adults and Children's & Families	<p>The risks and resource requirements to meet increased demand within each Portfolio have been further impacted by COVID-19 i.e. much more challenging because of issues such as reduced available staff, budget limitations.</p>	<p>Continual review and reporting of services and processes to maximise use of resources and manage caseloads.</p>
Health & Safety & Wellbeing in the Workplace	<p>Having inadequate health, safety and wellbeing arrangements in place and failing to comply with statutory duties under Health &amp; Safety legislation could lead to prosecution, intervention fees, litigation and reputational risk</p>	<p>Continuous development, maintenance, improvement of the Health and Safety Management System (HSMS) aligned to ISO 45001:2018 and HSE HS(G)65 Successful Health and Safety Management model Plan Do Check Act.</p> <ul style="list-style-type: none"> <li>• Workplace audit and inspection programme.</li> <li>• Publication of risk information. risk</li> </ul>

		<p>assessments, Standard Operating Procedures, safe systems of work, guidance etc.</p> <ul style="list-style-type: none"> <li>• External audit and scrutiny through External Auditors.</li> <li>• Health and Safety Consultation Meetings monitor performance</li> </ul>
Funding SEND learners	Significant pressure on budgets, leading to failure to meet the needs of SEND learners – which are demand led.	Inclusion strategy and action plan in place to address this. The Inclusion Task Force is continuing to develop a consistent city-wide approach to SEND.
Cyber Security/IT access for remote working	<p>Potential Council-wide loss or unavailability of information due to malicious software.</p> <p>Failure of remote access for SCC staff.</p>	There is ongoing preventative, technical and resilience work to address this ever-present risk.
Non-compliance with COVID Grant conditions	<p>Since the onset of the Pandemic, the Council has been awarded a large number of COVID Grants.</p> <p>Due to the plethora of these grants, the Council may not have capacity to adhere to grant conditions.</p>	<p>The External Funding Team (EFT) continue to review compliance with grant conditions robustly.</p> <p>The Team continue to work closely with Legal and Services to expedite the receipt and approval of COVID related claims.</p>
Medium Term Financial pressures	Continuing constraints on local government funding, continuing service and cost pressures, alongside uncertainty about future funding increase the risk of not being financially solvent.	<p>A robust business planning process is in place, with formal updates on the four-year position annually, and at least quarterly reporting to EMT on the financial position.</p> <p>This has enabled the Council to deliver to date whilst maintaining satisfactory level of reserves.</p>

## 11) GOVERNANCE

The Council's governance arrangements are discussed in the Annual Governance Statement which accompanies these accounts.

## 12) CONCLUSION

Sheffield City Council has successfully delivered significant General Fund budget savings in the past ten years to mitigate £200m of grant reductions as well as demand and inflation cost pressures over the same period. Despite these pressures, the Council has managed to produce a balanced budget for 2021/22, which includes additional General Fund savings of £21m. These savings include proposals set out in the Social Care Recovery Plans aimed at controlling or mitigating the aforementioned demand and inflation cost pressures.

Further cost challenges during 2021/22, mainly in the Council's social care budgets, reflecting some increased demand for services and significant rises in the costs of provision following the pandemic, mean that at January 2022, the Council is forecasting that its 2021/22 budget will be overspent by approximately £30m. The Council has reviewed its reserve balances, and identified sufficient sums that can be released to cover this deficit. It has also identified savings schemes to bring the budget broadly back in to balance from 2022/23 onwards. The Council's future outlook, with uncertainty on Central Government funding, increasing social care pressures and inequalities exacerbated by the pandemic, remains extremely challenging, but the Council has a robust existing financial base from which to face that challenge.

## 13) FURTHER INFORMATION

Further information about the Council's Statement of Accounts is available upon request from the following e-mail address:

[financialplanning&accounts@sheffield.gov.uk](mailto:financialplanning&accounts@sheffield.gov.uk)

The Statement of Accounts can be downloaded from the Council's website:

<http://www.sheffield.gov.uk/home/your-city-council/statement-accounts>

If you have any problems understanding this publication or have any suggestions as to how it may be improved, please contact us via the e-mail address above. Please note that local electors and taxpayers have a statutory right to inspect the Council's Statement of Accounts and all related books, deeds, contracts, bills, vouchers and receipts before the external audit has been completed, and to question the auditor. The public notice confirming availability of the accounts for such inspection is advertised on the Council's website and in public notice areas.

## Statement of Accounts

## Statement of Responsibilities

### The Council's Responsibilities

The Council is required to:

- Make arrangements for the proper administration of its financial affairs and to ensure that one of its officers has the responsibility for the administration of those affairs. In this Council, that officer is the Executive Director of Resources.
- Manage its affairs to secure economic, efficient and effective use of resources and safeguard its assets.
- Approve the Statement of Accounts.

### The Responsibilities of the Executive Director of Resources

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

Eugene Walker  
Executive Director of Resources (Section 151 Officer)  
20 January 2022

In preparing this Statement of Accounts, the Executive Director of Resources has:

- Selected suitable accounting policies and then applied them consistently,
- Made judgements and estimates that were reasonable and prudent,
- Complied with the Local Authority Code.

The Executive Director of Resources has also:

- Kept proper accounting records, which were up to date,
- Taken reasonable steps for the prevention and detection of fraud and other irregularities.
- Assessed the Council's ability to continue as a going concern, disclosing, as applicable, matters related to going concern,
- Used the going concern basis of accounting on the assumption that the functions of the Council will continue in operational existence for the foreseeable future, and maintained such internal control as determined is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

The Core Financial Statements

Comprehensive Income and Expenditure Statement (CI&ES)

2019/20			2020/21			
Gross Expenditure £000	Gross Income £000	Net Expenditure £000	Notes	Gross Expenditure £000	Gross Income £000	Net Expenditure £000
<b>Continuing Operations:</b>						
531,984	(258,681)	273,303	People	604,227	(302,071)	302,156
176,415	(173,755)	2,660	Schools	171,947	(168,467)	3,480
263,719	(77,410)	186,309	Place (excluding HRA) *	263,017	(76,667)	186,350
7,910	(3,489)	4,421	Policy, Performance & Communications	6,612	(3,013)	3,599
163,402	(165,600)	(2,198)	Resources *	183,013	(165,324)	17,689
496	(1,276)	(780)	Corporate	557	835	1,392
<b>1,143,926</b>	<b>(680,211)</b>	<b>463,715</b>		<b>1,229,373</b>	<b>(714,707)</b>	<b>514,666</b>
256,274	(149,994)	106,280	Housing Revenue Account (HRA)	109,688	(151,974)	(42,286)
<b>1,400,200</b>	<b>(830,205)</b>	<b>569,995</b>	<b>(Surplus) / Deficit on Continuing Operations</b>	<b>1,339,061</b>	<b>(866,681)</b>	<b>472,380</b>
	15,414		Other Operating Expenditure			24,647
	93,010		Financing and Investment Income and Expenditure			98,531
	(544,765)		Taxation and Non-Specific Grant Income			(581,659)
	<b>133,654</b>		<b>(Surplus) / Deficit on Provision of Services</b>			<b>13,899</b>
	(192,236)		(Surplus) / deficit on revaluation of non-current assets			(151,466)
	(46,828)		Re-measurements of the pension net defined benefit liability			(449)
	<b>(239,064)</b>		<b>Other Comprehensive (Income) and Expenditure</b>			<b>(151,915)</b>
	<b>(105,410)</b>		<b>Total Comprehensive (Income) and Expenditure</b>			<b>(138,016)</b>

\* During 20/21 the responsibility and infrastructure of the Schools PFI contracts moved from the Place portfolio to the Resources portfolio. The internal structure change occurred in 20/21 and amending the prior year comparatives was considered not practicable to amend.

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 (Council Tax). Councils raise taxation to cover expenditure in accordance with regulations and this may be different from the accounting cost. The taxation position is shown in both the Expenditure and Funding Analysis (EFA) Statement and the Movement in Reserves Statement

### Movement in Reserves Statement (MIRS)

This statement shows the movement in the year on the different reserves held by the Council, analysed into usable reserves (i.e. those that can be applied to fund expenditure or reduce local taxation) and unusable reserves. It includes both revenue and capital usable reserves, most of which are held pending future spending commitments.

The (Surplus) / Deficit on the provision of services line shows the true economic cost of providing the Council's services, more details of which are shown in the Comprehensive Income and Expenditure Statement. These are different from the statutory amounts required to be charged to the General Fund and Housing Revenue Account for Council Tax setting and dwellings rent setting purposes. The net (increase) / decrease before transfers to earmarked reserves line shows the statutory General Fund and Housing Revenue Account Balance before any discretionary transfers (to) or from earmarked reserves undertaken by the Council.

2020/21										
	General Fund Balance £'000	Earmarked General Fund Reserves £'000	Housing Revenue Account Balance £'000	Earmarked Housing Revenue Account Reserve £'000	HRA Major Repairs Reserve £'000	Capital Receipts Reserve £'000	Capital Grants Unapplied £'000	Total Usable Reserves £'000	Unusable Reserves £'000	Total Council Reserves £'000
<b>Note</b>	34	34	34	34	34	34	34	34	35	
<b>Balance at 31 March 2020</b>	<b>(13,151)</b>	<b>(258,605)</b>	<b>(7,651)</b>	<b>(3,478)</b>	<b>(76,851)</b>	<b>(66,677)</b>	<b>(26,429)</b>	<b>(452,842)</b>	<b>(710,275)</b>	<b>(1,163,117)</b>
<b>Movement in reserves during 2020/21:</b>										
Total Comprehensive (Income) and Expenditure	41,690	0	(27,796)	0	0	5	0	13,899	(151,915)	(138,016)
Adjustments between accounting basis and funding basis under regulations	8 (144,467)	0	3,576	0	1,410	1,108	(7,300)	(145,673)	145,673	0
<b>Net (increase) / decrease before transfers to earmarked reserves</b>	<b>(102,777)</b>	<b>0</b>	<b>(24,220)</b>	<b>0</b>	<b>1,410</b>	<b>1,113</b>	<b>(7,300)</b>	<b>(131,774)</b>	<b>(6,242)</b>	<b>(138,016)</b>
Transfers (to) / from earmarked reserves	33 103,077	(103,077)	24,089	(693)	(23,396)	0	0	0	0	0
<b>(Increase) / decrease in year</b>	<b>300</b>	<b>(103,077)</b>	<b>(131)</b>	<b>(693)</b>	<b>(21,986)</b>	<b>1,113</b>	<b>(7,300)</b>	<b>(131,774)</b>	<b>(6,242)</b>	<b>(138,016)</b>
<b>Balance at 31 March 2021</b>	<b>(12,851)</b>	<b>(361,682)</b>	<b>(7,782)</b>	<b>(4,171)</b>	<b>(98,837)</b>	<b>(65,564)</b>	<b>(33,729)</b>	<b>(584,616)</b>	<b>(716,517)</b>	<b>(1,301,133)</b>

2019/20 Comparative Information										
	General Fund Balance £'000	Earmarked General Fund Reserves £'000	Housing Revenue Account Balance £'000	Earmarked Housing Revenue Account Reserve £'000	HRA Major Repairs Reserve £'000	Capital Receipts Reserve £'000	Capital Grants Unapplied £'000	Total Usable Reserves £'000	Unusable Reserves £'000	Total Council Reserves £'000
<b>Note</b>	34	34	34	34	34	34	34	34	35	
<b>Balance at 31 March 2019</b>	<b>(8,126)</b>	<b>(226,808)</b>	<b>(8,327)</b>	<b>(3,822)</b>	<b>(70,690)</b>	<b>(63,133)</b>	<b>(28,432)</b>	<b>(409,338)</b>	<b>(648,369)</b>	<b>(1,057,707)</b>
<b>Movement in reserves during 2019/20:</b>										
Total Comprehensive (Income) and Expenditure	15,741	0	117,913	0	0	0	0	133,654	(239,064)	(105,410)
Adjustments between accounting basis and funding basis under regulations	8 (52,563)	0	(135,601)	0	12,547	(3,544)	2,003	(177,158)	177,158	0
<b>Net (increase) / decrease before transfers to earmarked reserves</b>	<b>(36,822)</b>	<b>0</b>	<b>(17,688)</b>	<b>0</b>	<b>12,547</b>	<b>(3,544)</b>	<b>2,003</b>	<b>(43,504)</b>	<b>(61,906)</b>	<b>(105,410)</b>
Transfers (to) / from earmarked reserves	33 31,797	(31,797)	18,364	344	(18,708)	0	0	0	0	0
<b>(Increase) / decrease in year</b>	<b>(5,025)</b>	<b>(31,797)</b>	<b>676</b>	<b>344</b>	<b>(6,161)</b>	<b>(3,544)</b>	<b>2,003</b>	<b>(43,504)</b>	<b>(61,906)</b>	<b>(105,410)</b>
<b>Balance at 31 March 2020</b>	<b>(13,151)</b>	<b>(258,605)</b>	<b>(7,651)</b>	<b>(3,478)</b>	<b>(76,851)</b>	<b>(66,677)</b>	<b>(26,429)</b>	<b>(452,842)</b>	<b>(710,275)</b>	<b>(1,163,117)</b>

## 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 is 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 the capital receipts reserve may only be used to fund capital expenditure or repay debt. The second category of reserves is unusable reserves i.e. those that the Council is not able to use to provide services. This category includes reserves that hold unrealised gains and losses (for example the 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'.



As at 31 March 2020		Notes	As at 31 March 2021
£000			£000
2,070	Intangible Assets	27	1,382
3,081,696	Property, Plant and Equipment	23	3,235,817
54,636	Heritage Assets	25	54,775
22,560	Investment Properties	26	19,160
195,841	Long term Debtors	16	159,570
<b>3,356,803</b>	<b>Long Term Assets</b>		<b>3,470,704</b>
45,500	Short Term Investments	14	120,000
1,176	Inventories		1,366
118,081	Short Term Debtors	17	220,226
134,145	Cash and Cash Equivalents	14 / 18	160,797
24,572	Assets Held for Sale	28	8,312
<b>323,474</b>	<b>Current Assets</b>		<b>510,701</b>
(18,568)	Short Term Borrowing	14	(16,977)
(181,236)	Short Term Creditors	19	(301,458)
(12,758)	Short Term Provisions	20	(11,570)
(14,535)	PFI / PPP Finance Lease Liability	14 / 24	(19,631)
(24,267)	Capital Grants Receipts in Advance	12	(46,199)
<b>(251,364)</b>	<b>Current Liabilities</b>		<b>(395,835)</b>
(864,968)	Long Term Borrowing	14	(855,567)
(14,826)	Long Term Provisions	20	(17,257)
(358,132)	PFI / PPP Finance Lease Liability	14 / 24	(340,777)
(941,074)	Pension Liability	45	(1,001,114)
(59,700)	Other Long Term Liabilities	21	(43,605)
(27,096)	Capital Grants Receipts in Advance	12	(26,117)
<b>(2,265,796)</b>	<b>Long Term Liabilities</b>		<b>(2,284,437)</b>
<b>1,163,117</b>	<b>Net Assets</b>		<b>1,301,133</b>
(452,842)	Usable Reserves	34	(584,616)
(710,275)	Unusable Reserves	35	(716,517)
<b>(1,163,117)</b>	<b>Total Reserves</b>		<b>(1,301,133)</b>

The Statement of Accounts was approved and authorised for issue by the Executive Director of Resources, in accordance with the Accounts and Audit (England) Regulations 2015 on 30 June 2021.

These financial statements may be amended following audit review.

Eugene Walker  
Executive Director of Resources (Section 151 Officer)  
20 January 2022

Councillor Sioned-Mair Richards  
Chair of the Audit and Standards Committee  
20 January 2022

## 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.

2019/20	£000	Notes	2020/21
			£000
(133,654)	Net surplus or (deficit) on the provision of services		(13,899)
298,052	- Adjustment to surplus or (deficit) on the provision of services for non-cash movements	36	271,343
(60,156)	- Adjustment for items included in the net surplus or (deficit) on the provision of services that are investing and financing activities	36	(59,633)
<b>104,242</b>	<b>Net cash flow from operating activities</b>		<b>197,811</b>
(129,647)	Investing activities	37	(50,335)
33,422	Financing activities	38	(120,824)
<b>8,017</b>	<b>Net increase / (decrease) in cash and cash equivalents</b>		<b>26,652</b>
126,128	Cash and cash equivalents at 1 April	18	134,145
<b>134,145</b>	<b>Cash and cash equivalents at 31 March</b>	18	<b>160,797</b>

## Expenditure and Funding Analysis (EFA) Statement

The Expenditure and Funding Analysis (EFA) Statement is a supporting statement to the primary statements and shows how annual expenditure is used and funded from resources (Government grants, rents, Council Tax and business rates) by local authorities in comparison with those resources consumed or earned by authorities in accordance with generally accepted accounting practices. It also shows how this expenditure is allocated for decision making purposes between the Council's portfolios/services/departments. Income and expenditure accounted for under generally accepted accounting practices is presented more fully in the Comprehensive Income and Expenditure Statement (CIES).

2020/21	Notes	Outturn Position Reported to Internal Management	Adjustments for Items Not Reported to Internal Management	Net Expenditure Chargeable to the General Fund and HRA Balances Under Statutory Funding Provisions	Adjustments between the Funding and Accounting Basis	Other Adjustments	Net Expenditure in the CI&ES
Note		£000	£000	£000	£000	£000	£000
					5		
People		305,141	(284)	304,857	(2,701)	0	302,156
Schools		0	(5,702)	(5,702)	9,182	0	3,480
Place (excluding HRA)		182,184	(419)	181,765	11,485	(6,900)	186,350
Policy, Performance & Communications		2,850	0	2,850	749	0	3,599
Resources		39,223	(46)	39,177	(21,488)	0	17,689
Corporate		(529,161)	(98,190)	(627,351)	148,872	479,871	1,392
Total General Fund (GF)		237	(104,641)	(104,404)	146,099	472,971	514,666
Housing Revenue Account (HRA)		0	(24,220)	(24,220)	(3,576)	(14,490)	(42,286)
<b>Net Cost of Services</b>	5	<b>237</b>	<b>(128,861)</b>	<b>(128,624)</b>	<b>142,523</b>	<b>458,481</b>	<b>472,380</b>
Other Income & Expenditure GF		0	0	0	0	(472,971)	(472,971)
Other Income & Expenditure HRA		0	0	0	0	14,490	14,490
<b>Other Income &amp; Expenditure</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(458,481)</b>	<b>(458,481)</b>
<b>(Surplus) / Deficit</b>	5	<b>237</b>	<b>(128,861)</b>	<b>(128,624)</b>	<b>142,523</b>	<b>0</b>	<b>13,899</b>
Opening General Fund and HRA Balance at 1 April		(282,885)					
(Surplus) / Deficit on General Fund and HRA Balance at 31 March		(128,624)					
Other Movements		25,023					
<b>Closing General Fund and HRA Balance at 31 March*</b>		<b>(386,486)</b>					

\* For a split of this balance between the General Fund and the HRA – see the Movement in Reserves Statement

2019/20	Notes	Outturn Position Reported to Internal Management	Adjustments for Items Not Reported to Internal Management	Net Expenditure Chargeable to the General Fund and HRA Balances Under Statutory Funding Provisions	Adjustments between the Funding and Accounting Basis	Other Adjustments	Net Expenditure in the CI&ES
Note		£000	£000	£000	£000	£000	£000
					5		
People		270,823	73	270,896	2,407	0	273,303
Schools		0	(2,894)	(2,894)	5,554	0	2,660
Place (excluding HRA)		201,709	92	201,801	(21,392)	5,900	186,309
Policy, Performance & Communications		3,133	0	3,133	1,288	0	4,421
Resources		10,399	50	10,449	(12,647)	0	(2,198)
Corporate		(486,599)	(33,608)	(520,207)	77,353	442,074	(780)
Total General Fund (GF)		(535)	(36,287)	(36,822)	52,563	447,974	463,715
Housing Revenue Account (HRA)		0	(17,688)	(17,688)	135,601	(11,633)	106,280
<b>Net Cost of Services</b>	5A	<b>(535)</b>	<b>(53,975)</b>	<b>(54,510)</b>	<b>188,164</b>	<b>436,341</b>	<b>569,995</b>
Other Income & Expenditure GF		0	0	0	0	(447,974)	(447,974)
Other Income & Expenditure HRA		0	0	0	0	11,633	11,633
<b>Other Income &amp; Expenditure</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(436,341)</b>	<b>(436,341)</b>
<b>Surplus) / Deficit</b>	5A	<b>(535)</b>	<b>(53,975)</b>	<b>(54,510)</b>	<b>188,164</b>	<b>0</b>	<b>133,654</b>
Opening General Fund and HRA Balance at 1 April		(247,083)					
(Surplus) / Deficit on General Fund and HRA Balance at 31 March		(54,510)					
Other Movements		18,708					
<b>Closing General Fund and HRA Balance at 31 March*</b>		<b>(282,885)</b>					

\* For a split of this balance between the General Fund and the HRA – see the Movement in Reserves Statement

## Notes to the Core Financial Statements

The following notes contain further information to that presented in the main statements. They provide narrative descriptions, disaggregation of items presented in the statements and information about items that do not qualify for recognition in the statements.

### 01. Prior Period Restatement

In 2020/21 no prior period adjustments were required to the Council's Statement of Accounts.

### 02. Events After the Reporting Date

The Statement of Accounts was authorised for issue by Eugene Walker, Executive Director of Resources on 20<sup>th</sup> January 2022. Events taking place after this date are not reflected in the financial statements or notes. Where events taking place before this date provided information about conditions existing at 31 March 2021, the figures in the financial statements and notes have been adjusted in all material respects to reflect the impact of this information.

### 03. Material Items of Income and Expense

#### 2020/21

There were no exceptional items in 2020/21.

#### 2019/20

There were no exceptional items in 2019/20

### 04. Acquired and Discontinued Operations

#### Acquired Operations

#### 2020/21

No operations were acquired in the year to 31 March 2021.

**2019/20**

No operations were acquired in the year to 31 March 2020.

**Discontinued Operations**

**2020/21**

There were no discontinued operations during 2020/21

**2019/20**

There were no discontinued operations during 2019/20.

**05. Note to the Expenditure and Funding Analysis (EFA) Statement**

<b>2020/21</b>				
<b>Adjustments from General Fund to arrive at the CI&amp;ES Amounts</b>	<b>Adjustments for Capital Purposes £000</b>	<b>Net change for the Pensions Adjustment £000</b>	<b>Other Differences £000</b>	<b>Total Adjustments £000</b>
People	19,212	13,176	(35,089)	(2,701)
Schools	0	5,697	3,485	9,182
Place (excluding HRA)	1,133	10,767	(415)	11,485
Policy, Performance & Communications	749	0	0	749
Resources	(20,513)	4,514	(5,489)	(21,488)
Corporate	12,115	26,336	110,421	148,872
<b>Total General Fund (GF)</b>	<b>12,696</b>	<b>60,490</b>	<b>72,913</b>	<b>146,099</b>
Housing Revenue Account (HRA)	(3,576)	0	0	<b>(3,576)</b>
<b>Net Cost of Services</b>	<b>9,120</b>	<b>60,490</b>	<b>72,913</b>	<b>142,523</b>
Other Income & Expenditure	0	0	0	<b>0</b>
<b>Difference between General Fund Surplus / Deficit and CI&amp;ES Surplus / Deficit</b>	<b>9,120</b>	<b>60,490</b>	<b>72,913</b>	<b>142,523</b>

<b>2019/20 Comparative Information</b>				
<b>Adjustments from General Fund to arrive at the CI&amp;ES Amounts</b>	<b>Adjustments for Capital Purposes £000</b>	<b>Net change for the Pensions Adjustment £000</b>	<b>Other Differences £000</b>	<b>Total Adjustments £000</b>
People	10,984	13,187	(21,764)	2,407
Schools	0	5,554	0	5,554
Place (excluding HRA)	(33,105)	11,410	303	(21,392)
Policy, Performance & Communications	1,009	0	279	1,288
Resources	(566)	4,953	(17,034)	(12,647)
Corporate	19,201	22,135	36,017	77,353
<b>Total General Fund (GF)</b>	<b>(2,477)</b>	<b>57,239</b>	<b>(2,199)</b>	<b>52,563</b>
Housing Revenue Account (HRA)	135,625	0	(24)	<b>135,601</b>
<b>Net Cost of Services</b>	<b>133,148</b>	<b>57,239</b>	<b>(2,223)</b>	<b>188,164</b>
Other Income & Expenditure	0	0	0	<b>0</b>
<b>Difference between General Fund Surplus / Deficit and CI&amp;ES Surplus / Deficit</b>	<b>133,148</b>	<b>57,239</b>	<b>(2,223)</b>	<b>188,164</b>



## Adjustments for Capital Purposes

This column adds in depreciation, impairment and revaluation gains and losses in the services line, and for:

- Other operating expenditure – adjusts for capital disposals with a transfer of income on disposal of assets and the amounts written off for those assets.
- Financing and investment income and expenditure – the statutory charges for capital financing i.e. Minimum Revenue Provision and other revenue contributions are deducted from other income and expenditure as these are not chargeable under generally accepted accounting practices.
- Taxation and non-specific grant income and expenditure – capital grants are adjusted for income not chargeable under generally accepted accounting practices. Revenue grants are adjusted from those receivable in the year to those receivable without conditions or for which conditions were satisfied throughout the year. The Taxation and Non Specific Grant Income and Expenditure line is credited with capital grants receivable in the year without conditions or for which conditions were satisfied in the year.

## Net Change for the Pensions Adjustments

For the removal of pension contributions and the addition of IAS 19 Employee Benefits pension related expenditure and income:

- For services this represents the removal of the employer pension contributions made by the authority 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 CIES.

## 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 NNDR that was projected to be received at the start of the year and the income recognised under generally accepted accounting practices in the Code. This is a timing difference as any difference will be brought forward in future Surpluses or Deficits on the Collection Fund.

**06. Segmental Income**

Income received on a segmental basis has not been disclosed separately but further analysis can be seen in the Comprehensive Income and Expenditure Statement (CIES) and Note 5.

**07. Expenditure and Income Analysed by Nature**

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

	2019/20 £000		2020/21 £000
		<b>Income:</b>	
	(710,112)	Revenue Grants & Other Contributions	(785,440)
	(26,383)	Capital Grants & Contributions	(30,598)
	(226,338)	Income from Council Tax	(229,774)
	(99,380)	Income from Non-domestic Rates	(99,232)
	(1,738)	Interest and Investment Income	(621)
	(7,789)	Sales	(8,401)
	(127,238)	Fees and Charges	(116,560)
	(121,515)	Recharges	(120,053)
	(141,586)	Dwelling Rents	(144,151)
	0	Donated Assets	(93)
	(53,593)	Other Income	(41,391)
	<b>(1,515,672)</b>		<b>(1,576,314)</b>
		<b>Expenditure:</b>	
	444,219	Employee Expenditure	466,747
	83,197	Premises Expenditure	82,944
	18,193	Transport Expenditure	15,701
	235,713	Supplies & Services	260,239
	300,818	Third Party Payments	350,474
	156,320	Transfer Payments	146,474
	58,070	Support Services	44,048
	232,793	Depreciation, Amortisation & Impairment	99,900
	535	Precepts & levies	654
	74,967	Interest payable & Similar Charges	68,894
	3,340	Payment to the Housing Capital Receipts Pool	3,324
	10,462	(Gain) / loss on the disposal of assets	19,504
	21,797	Pension interest cost, administration expenses and return on plan assets	21,466
	(5,560)	(Surplus) / deficit on Trading Operations	7,299
	14,463	Other Expenses	2,545
	<b>1,649,327</b>		<b>1,590,213</b>
	<b>133,654</b>	<b>(Surplus) / Deficit on the Provision of Services</b>	<b>13,899</b>

**08. Adjustments Between Accounting Basis and Funding Basis Under Regulations**

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

2020/21								
	General Fund Balance £000	Housing Revenue Account £000	Major Repairs Reserve £000	Capital Receipts Reserve £000	Capital Grants Un-applied £000	Total Usable Reserves £000	Unusable Reserves £000	Total Council Reserves £000
Notes						34	35	
<b>Reversal of items debited or credited to the CI&amp;ES:</b>								
Depreciation of Non-current assets	(56,980)	0	(23,740)	0	0	(80,720)	80,720	0
Impairment losses charged to the CI&ES	0	0	0	0	0	0	0	0
Revaluation losses charged to the CI&ES	(8,607)	5,251	0	0	0	(3,356)	3,356	0
Movements in fair value of Investment Properties	(3,400)	0	0	0	0	(3,400)	3,400	0
Capital grants and contributions credited to the CI&ES	38,966	0	0	0	(4,883)	34,083	(34,083)	0
Application of grants and contributions to capital financing from the Capital Grants Unapplied Reserve	0	0	0	0	(2,417)	(2,417)	2,417	0
Revenue expenditure funded from capital under statute	(14,107)	0	0	0	0	(14,107)	14,107	0
Costs of disposal funded from capital receipts	(81)	0	0	81	0	0	0	0
Net gain / (loss) on sale of non-current assets	(17,804)	(1,702)	0	(20,666)	0	(40,172)	40,172	0
Amount by which finance costs calculated in accordance with the code are different from the amount of finance costs calculated in accordance statutory requirements	1,247	0	0	0	0	1,247	(1,247)	0
Reversal of items relating to retirement benefits debited or credited to the CI&ES	(106,520)	0	0	0	0	(106,520)	106,520	0
Amount by which Council Tax and non-domestic rates income adjustment included in the CI&ES is different from the amount taken to the General Fund in accordance with regulation	(71,291)	0	0	0	0	(71,291)	71,291	0
Amount by which officer remunerations costs calculated in accordance with the code are different from the amount of costs calculated in accordance with statutory requirements	(1,330)	0	0	0	0	(1,330)	1,330	0
<b>Insertion of items not debited or credited to the CI&amp;ES:</b>								
Statutory provision for repayment of debt (MRP)	52,809	0	0	0	0	52,809	(52,809)	0
Voluntary provision for repayment of debt (VMRP)	0	27	0	0	0	27	(27)	0
Revenue Contribution to Major Repairs Reserve	0	0	0	0	0	0	0	0
Transfer of Capital Receipts (<£10k) to the General Fund and HRA	(76)	0	0	76	0	0	0	0
Transfer from Capital Receipts Reserve equal to the amount payable into the Housing Capital Receipts Pool	(3,324)	0	0	3,324	0	0	0	0
Employer's contribution to pension scheme	46,031	0	0	0	0	46,031	(46,031)	0
<b>Capital Financing:</b>								
Use of Capital Receipts Reserve to finance new capital expenditure	0	0	0	18,293	0	18,293	(18,293)	0
Use of Major Repairs Reserve to finance new capital expenditure	0	0	25,150	0	0	25,150	(25,150)	0
<b>Total</b>	<b>(144,467)</b>	<b>3,576</b>	<b>1,410</b>	<b>1,108</b>	<b>(7,300)</b>	<b>(145,673)</b>	<b>145,673</b>	<b>0</b>

2019/20 – Comparative Information

	General Fund Balance £000	Housing Revenue Account £000	Major Repairs Reserve £000	Capital Receipts Reserve £000	Capital Grants Un-applied £000	Total Usable Reserves £000 34	Unusable Reserves £000 35	Total Council Reserves £000
<b>Notes</b>								
<b>Reversal of items debited or credited to the CI&amp;ES:</b>								
Depreciation of Non-current assets	(54,896)	0	(25,080)	0	0	(79,976)	79,976	0
Impairment losses charged to the CI&ES	0	0	0	0	0	0	0	0
Revaluation losses charged to the CI&ES	9,824	(136,706)	0	0	0	(126,882)	126,882	0
Movements in fair value of Investment Properties	(5,630)	0	0	0	0	(5,630)	5,630	0
Capital grants and contributions credited to the CI&ES	38,278	0	0	0	(9,794)	28,484	(28,484)	0
Application of grants and contributions to capital financing from the Capital Grants Unapplied Reserve	0	0	0	0	11,797	11,797	(11,797)	0
Revenue expenditure funded from capital under statute	(19,688)	0	0	0	0	(19,688)	19,688	0
Costs of disposal funded from capital receipts	(187)	0	0	187	0	0	0	0
Net gain / (loss) on sale of non-current assets	(11,521)	1,059	0	(21,877)	0	(32,339)	32,339	0
Amount by which finance costs calculated in accordance with the code are different from the amount of finance costs calculated in accordance with statutory requirements	1,225	19	0	0	0	1,244	(1,244)	0
Reversal of items relating to retirement benefits debited or credited to the CI&ES	(99,860)	0	0	0	0	(99,860)	99,860	0
Amount by which Council Tax and non-domestic rates income adjustment included in the CI&ES is different from the amount taken to the General Fund in accordance with regulation	1,124	0	0	0	0	1,124	(1,124)	0
Amount by which officer remunerations costs calculated in accordance with the code are different from the amount of costs calculated in accordance with statutory requirements	(144)	0	0	0	0	(144)	144	0
<b>Insertion of items not debited or credited to the CI&amp;ES:</b>								
Statutory provision for repayment of debt (MRP)	49,734	0	0	0	0	49,734	(49,734)	0
Voluntary provision for repayment of debt (VMRP)	0	27	0	0	0	27	(27)	0
Revenue Contribution to Major Repairs Reserve	0	0	0	0	0	0	0	0
Transfer of Capital Receipts (<£10k) to the General Fund and HRA	(103)	0	0	103	0	0	0	0
Transfer from Capital Receipts Reserve equal to the amount payable into the Housing Capital Receipts Pool	(3,340)	0	0	3,340	0	0	0	0
Employer's contribution to pension scheme	42,621	0	0	0	0	42,621	(42,621)	0
<b>Capital Financing:</b>								
Use of Capital Receipts Reserve to finance new capital expenditure	0	0	0	14,703	0	14,703	(14,703)	0
Use of Major Repairs Reserve to finance new capital expenditure	0	0	37,627	0	0	37,627	(37,627)	0
<b>Total</b>	<b>(52,563)</b>	<b>(135,601)</b>	<b>12,547</b>	<b>(3,544)</b>	<b>2,003</b>	<b>(177,158)</b>	<b>177,158</b>	<b>0</b>

**09. Other Operating Expenditure**

The following table provides a breakdown of Other Operating Expenditure:

2019/20 £000		2020/21 £000
535	Precepts (paid to non-principal authorities)	654
3,340	Payments to the housing capital receipts pool	3,324
10,462	(Gain) / loss on the disposal of non-current assets	19,504
1,077	Pension Administration Expenses	1,158
0	Miscellaneous	7
<b>15,414</b>	<b>Total</b>	<b>24,647</b>

**10. Financing and Investment Income and Expenditure**

The following table provides a breakdown of Financing and Investment Income and Expenditure:

2019/20 £000		2020/21 £000
74,967	Interest payable and similar charges	68,894
20,720	Pensions interest cost and expected return on pensions assets	20,308
(1,738)	Interest receivable and similar income	(621)
(5,560)	(Surplus) / Deficit on Trading Undertakings	7,299
4,621	Income and Expenditure in relation to Investment Properties and changes to their fair value	2,651
<b>93,010</b>	<b>Total</b>	<b>98,531</b>

**11. Taxation and Non Specific Grant Income**

The following table provides a breakdown of Taxation and Non Specific Grant Income:

	2019/20		Note	2020/21
£000	£000			£000
	(214,038)	Council Tax Income		(229,774)
	(111,680)	NNDR Distribution		(99,232)
		<i>Non-ring fenced government grants:</i>	12	
(55,111)		- Revenue Support Grant (RSG)		(37,494)
0		- Sales, Fees & Charges		(9,700)
0		- COVID Support		(33,611)
(42,529)		- Business Rates Top-up Grant		(43,222)
0		-Council Tax Hardship Fund		(2,043)
(5,961)		- New Homes Bonus		(5,929)
(486)		- Business Rates Levy Account Surplus		0
(74,437)		- Private Finance Initiative Grant (PFI)		(74,437)
0		- New Burden Grant		(385)
(10,634)		- Small Business Rates Relief		(10,933)
(3,260)		- Business Rates Multiplier Cap		(4,186)
(245)		- Other		(22)
	(192,664)			(221,962)
	0	Donated Assets		(93)
	<b>(518,382)</b>			<b>(551,061)</b>
	(26,383)	Capital Grants and Contributions	12	(30,598)
	<b>(544,765)</b>	<b>Total</b>		<b>(581,659)</b>

**12. Grant Income**

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

2019/20 £000		2020/21 £000
	<b>Credited to Services:</b>	
(25,004)	Clinical Commissioning Group	(27,149)
0	Department for Business, Energy and Industrial Strategy	(69)
(40,567)	Ministry of Housing, Communities & Local Government	(59,909)
(1,455)	Department for Digital, Culture, Media & Sport	(1,579)
(238,894)	Department for Education	(241,311)
(2,224)	Department for Environment, Food and Rural Affairs	(15,665)
(156,938)	Department for Work and Pensions	(146,837)
(36,649)	Department of Health & Social Care	(51,219)
(2,818)	English Local Government	(4,439)
(2,698)	Home Office	(2,684)
(908)	Ministry of Justice	(888)
(3,560)	Other	(2,840)
<b>(511,715)</b>	<b>Total</b>	<b>(554,589)</b>
	<b>Credited to Taxation and Non Specific Grant Income:</b>	
	<i>Non-ring fenced Government Grants:</i>	
(168,443)	Ministry of Housing, Communities & Local Government	(197,964)
(23,975)	Education Funding Agency	(23,975)
(246)	Other	(23)
<b>(192,664)</b>		<b>(221,962)</b>
<b>0</b>	<b>Donated Assets</b>	<b>(93)</b>
	<i>Capital Grants and Contributions:</i>	
(9,169)	Ministry of Housing, Communities & Local Government	(1,526)
0	Department for Digital, Culture, Media & Sport	(50)
2,705	Department for Education	(9,702)
(1,703)	Department for Environment, Food and Rural Affairs	(1,466)
(525)	Department for Transport	(1,281)
(8,547)	Sheffield City Region Combined Authority	(7,200)
(9,144)	Other	(9,373)
<b>(26,383)</b>		<b>(30,598)</b>
<b>(219,047)</b>	<b>Total</b>	<b>(252,653)</b>

The Council has received a number of grants and contributions that have yet to be recognised as income as they have conditions attached to them that will require the monies or property to be returned to the provider. The balances at year end are as follows:

31 March 20 £000		31 March 21 £000
	<b>Revenue Grants Receipts in Advance:</b>	
(12)	Department for Business, Energy and Industrial Strategy	(24,033)
(15,420)	Ministry of Housing, Communities & Local Government	(65,371)
(3,136)	Department for Education	(3,651)
(144)	Department for Environment, Food and Rural Affairs	(67)
0	Department of Health and Social Care	(16,316)
(181)	Department for Work and Pensions	(953)
(277)	Home Office	(330)
(247)	Department for Transport	(36)
(1,734)	Other	(4,246)
<b>(21,151)</b>	<b>Total</b>	<b>(115,003)</b>

31 March 20 £000		31 March 21 £000
	<b>Capital Grants Receipts in Advance:</b>	
(177)	Department for Digital, Culture, Media & Sport	(109)
(4,020)	Ministry of Housing, Communities & Local Government	(5,105)
(4,786)	Department for Education	(14,602)
(6)	Department for Environment, Food, and Rural Affairs	(109)
(6,365)	Department for Transport	(11,731)
(1,706)	Department of Health & Social Care	(1,706)
(9,354)	English Local Government	(9,957)
(24,949)	Other	(28,997)
<b>(51,363)</b>	<b>Total</b>	<b>(72,316)</b>



**13. Dedicated Schools Grant**

The Council's expenditure on schools is funded primarily by grant monies provided by the Department for Education, the Dedicated Schools Grant (DSG). An element of DSG is recouped to by the Department to fund academy schools in the council's area. DSG is ringfenced and can only be applied to meet expenditure properly included in the Schools Budget, as defined in the School Finance and Early Years (England) Regulations 2011. The Schools Budget includes elements for a range of educational services provided on an authority-wide basis and for the Individual Schools Budget, which is divided into a budget share for each maintained school.

Details of the deployment of DSG receivable for 2020/21 are as follows:

2020/21	Central Expenditure £000	Individual Schools Budget £000	Total £000
Final DSG for 2020/21 before Academy recoupment	32,911	430,891	<b>463,802</b>
Academy figure recouped for 2020/21	(1,936)	(255,435)	<b>(257,371)</b>
<b>Total DSG after Academy recoupment for 2020/21</b>	<b>30,975</b>	<b>175,456</b>	<b>206,431</b>
Brought forward from 2020/21	11,530	0	<b>11,530</b>
Carry forward to 2021/22 agreed in advance	0	0	<b>0</b>
<b>Agreed initial budgeted DSG distribution in 2020/21</b>	<b>42,505</b>	<b>175,456</b>	<b>217,961</b>
In year adjustments	0	109	<b>109</b>
<b>Final budgeted distribution for 2020/21</b>	<b>42,505</b>	<b>175,565</b>	<b>218,070</b>
Less Actual central expenditure	(29,950)	0	<b>(29,950)</b>
Less Actual ISB deployed to schools	0	(175,565)	<b>(175,565)</b>
<b>Plus Local Authority contribution for 2020/21</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Carry forward to 2021/22</b>	<b>12,555</b>	<b>0</b>	<b>12,555</b>

2019/20 Comparative Information	Central Expenditure £000	Individual Schools Budget £000	Total £000
Final DSG for 2019/20 before Academy recoupment	57,637	374,969	<b>432,606</b>
Academy figure recouped for 2019/20	0	(227,925)	<b>(227,925)</b>
<b>Total DSG after Academy recoupment for 2019/20</b>	<b>57,637</b>	<b>147,044</b>	<b>204,681</b>
Brought forward from 2019/20	12,404	(118)	12,286
Carry forward to 2020/21 agreed in advance	0	0	<b>0</b>
<b>Agreed initial budgeted DSG distribution in 2019/20</b>	<b>70,041</b>	<b>146,926</b>	<b>216,967</b>
In year adjustments	(25,813)	24,237	<b>(1,576)</b>
<b>Final budgeted distribution for 2019/20</b>	<b>44,228</b>	<b>171,162</b>	<b>215,391</b>
Less Actual central expenditure	(32,698)	0	<b>(32,698)</b>
Less Actual ISB deployed to schools	0	(171,162)	<b>(171,162)</b>
<b>Plus Council contribution for 2019/20</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Carry forward to 2020/21</b>	<b>11,530</b>	<b>0</b>	<b>11,530</b>

## 14. Financial Instruments

Financial Instruments are recognised on the Balance Sheet as the Council becomes party to the contractual provisions of a financial instrument. They are initially measured at fair value and carried at their amortised cost.

### Financial Liabilities

All the Council's borrowing is presented in the Balance Sheet at amortised cost and represents the outstanding principal repayable plus accrued interest. Annual charges to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement are based on the carrying amount of the liability, multiplied by the effective rate of interest.

### Financial Assets

Financial assets are classified based on a measurement approach that reflects the business model for holding the financial assets and their cash flow characteristics.

There are three main classes of financial asset i.e., those measured at:

- Amortised cost
- Fair value through profit or loss (FVPL), and
- Fair value through other comprehensive income

The authority's business model is to hold investments to collect contractual cash flows. Financial assets are therefore classified as amortised cost, except for those assets whose contractual payments are not solely payment of principal and interest (i.e. where the cash flows do not take the form of a basic debt instrument).

## Financial Instrument Balances

31 March 2020			31 March 2021		
Current £000	Long Term £000		Current £000	Long Term £000	
<b>Financial Assets</b>					
45,500	0	- Investments	120,000	0	
104	0	- Accrued Interest	53	0	
<b>45,604</b>	<b>0</b>	<b>Total Investments (at amortised cost)</b>	<b>120,053</b>	<b>0</b>	
122,623	0	- Short-term deposits	144,601	0	
30	0	- Accrued Interest	1	0	
<b>122,653</b>	<b>0</b>	<b>Total short-term deposits &amp; accrued interest (at amortised cost)</b>	<b>144,602</b>	<b>0</b>	
90,557	5,198	- Debtors (at amortised cost)	99,666	4,674	
0	100,592	- Debtors (at FVPL)	0	103,636	
<b>90,557</b>	<b>105,790</b>	<b>Total Debtors</b>	<b>99,666</b>	<b>108,310</b>	
<b>258,815</b>	<b>105,790</b>	<b>Total Financial Assets</b>	<b>364,321</b>	<b>108,310</b>	
<b>Financial liabilities (at amortised cost)</b>					
(10,723)	(857,743)	- Borrowings	(9,326)	(848,418)	
(7,845)	0	- Accrued Interest	(7,651)	0	
0	(7,225)	- Accounting Adjustments	0	(7,149)	
<b>(18,568)</b>	<b>(864,968)</b>	<b>Total borrowing</b>	<b>(16,977)</b>	<b>(855,567)</b>	
(14,535)	(358,132)	PFI and finance lease liabilities	(19,631)	(340,777)	
<b>(33,103)</b>	<b>(1,223,100)</b>	<b>Total other long-term liabilities</b>	<b>(36,608)</b>	<b>(1,196,344)</b>	
<b>(100,880)</b>	<b>(53,097)</b>	<b>- Creditors</b>	<b>(107,066)</b>	<b>(43,605)</b>	
<b>(133,983)</b>	<b>(1,276,197)</b>	<b>Total Financial Liabilities</b>	<b>(143,674)</b>	<b>(1,239,949)</b>	
<b>0</b>	<b>114</b>	<b>Soft Loans Provided</b>	<b>0</b>	<b>96</b>	

The borrowings and investments disclosed in the Balance Sheet are made up of the following categories of financial instruments:

**Note 1** – Carrying amounts of financial instruments in the balance sheet include principal borrowed / lent, adjustments for breakage costs and accrued interest. For clarity accrued interest is identified separately.

**Note 2** - The value of debtors and creditors reported in the table are solely those amounts meeting the definition of a financial instrument. The balances of debtors and creditors reported in the balance sheet and Notes 26 and 27 also include balances which do not meet the definition of a financial instrument, such as tax-based debtors and creditors.

**Note 3** – Total Borrowing has decreased as loans have been repaid but no new loans have been taken to finance the Capital Programme.

## Soft Loans

When soft loans are made, a loss is recorded in the Comprehensive Income and Expenditure Statement (CIES), which is debited to the appropriate service, for the present value of the interest that will be foregone over the life of the instrument, resulting in a lower amortised cost than the outstanding principal. Interest is credited at a marginally higher effective rate of interest than the rate receivable from the third party, with the difference serving to increase the amortised cost of the loan in the Balance Sheet.

Statutory provisions require that the impact of soft loans on the General Fund Balance is the interest receivable for the financial year (the reconciliation of amounts debited and credited to the CIES to the net gain required against the General Fund Balance is managed by a transfer to or from the Financial Instruments Adjustment Account in the Movement in Reserves Statement).

In 2018/19 the Council made a £141k cash flow loan to Manor & Castle Development Trust at 0% interest which was less than market rates of approximately 1.65%. The soft loan balance and movement in 2020/21 consists exclusively of this loan.

The detailed soft loans information is shown in the table below:

31 March 2020		31 March 2021
£000		£000
132	Opening Balance	114
0	New Loans	0
2	Increase /(Decrease) in the Discounted Amount	2
0	Fair Value Adjustment	0
(20)	Loan Repayment	(20)
<b>114</b>	<b>Balance Carried Forward</b>	<b>96</b>
<b>121</b>	<b>Nominal Value Carried Forward</b>	<b>101</b>

### Expected Credit Loss Model

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

Expected credit losses will be calculated on individual assets where reasonable to do so. Where the Authority cannot gather reasonable and supporting information without undue cost or effort to support expected credit losses on an individual basis, it will assess losses on a collective basis. The Adjustments made for Expected Credit losses are shown in the credit risk section below.

### Capitalisation of Interest

We have chosen to apply IAS 32 Financial Instruments, by capitalising borrowing costs that are directly attributable to the acquisition, construction or production of qualifying assets as part of the cost of those assets. This is in line with our accounting policy for Property, Plant & Equipment set out in the Accounting Policies.

In accordance with this policy, we have capitalised interest of £3.479m (£2.890m 2019/20) using a capitalisation rate of 3.86% (3.83% 2019/20) in relation to the on-going development of the Heart of the City II Project (formerly referred to as the Sheffield Retail Quarter).

## Financial Instrument Gain / Losses

The Financial Instrument gains and losses recognised in the Comprehensive Income and Expenditure Statement are:

2019/20				2020/21		
Financial Liabilities	Financial Assets	Total		Financial Liabilities	Financial Assets	Total
£000	£000	£000		£000	£000	£000
(33,772)	0	(33,772)	Interest expense	(33,763)	0	(33,763)
(41,658)	0	(41,658)	Interest on PFI scheme liabilities	(35,506)	0	(35,506)
0	0	0	Premiums paid	0	0	0
(82)	0	(82)	Expected credit loss impairment	(96)	0	(96)
<b>(75,512)</b>	<b>0</b>	<b>(75,512)</b>	<b>Interest payable and similar charges</b>	<b>(69,365)</b>	<b>0</b>	<b>(69,365)</b>
0	1,740	1,740	Interest income	0	621	621
<b>0</b>	<b>1,740</b>	<b>1,740</b>	<b>Interest and investment income</b>	<b>0</b>	<b>621</b>	<b>621</b>
<b>(75,512)</b>	<b>1,740</b>	<b>(73,772)</b>	<b>Net gain / (loss) for the year</b>	<b>(69,365)</b>	<b>621</b>	<b>(68,744)</b>

## Fair Value of Assets and Liabilities Carried at Amortised Cost

The borrowings and investments disclosed in the Balance Sheet are shown at amortised cost. Their fair value can be assessed by calculating the net present value (NPV) of the cash flows that take place over the remaining life of the instruments which provides an estimate of the value of payments in the future in today's terms. The calculations have been made using the following assumptions:

- The discount rate used was the market rates as at 31 March 2021 (using bid prices where applicable) for instruments with the same duration (i.e. equal to the outstanding period from valuation date to maturity), loan structure and terms as that of the comparable instrument.
- For loans from the Public Works Loan Board (PWLB) payable, new borrowing rates from the PWLB have been applied to provide the fair value under PWLB debt redemption procedures. This is because the premature repayment rate includes a margin which represents the lender's profit as a result of rescheduling the loan, which is not included in the fair value calculation since any motivation other than securing a fair price should be ignored.
- For non-PWLB loans payable, PWLB prevailing market rates have been applied to provide the fair value under PWLB debt redemption procedures.
- As the purpose of the fair value disclosure is to provide a comparison with the carrying value in the Balance Sheet, accrued interest has been included in the fair valuation calculation as this is also reflected in the carrying amount. The accrued interest figure is calculated up to and including the valuation date.
- For loans receivable, the prevailing benchmark market rates have been used to provide the fair value.
- Interest is calculated using the most common market convention ACT/365.
- Where an instrument has a maturity of less than 12 months, the fair value is taken to be the carrying amount.
- For fixed term deposits it is assumed that interest is received on maturity, or annually if duration is > 1 year.

The fair values calculated are:

31 March 2020			31 March 2021		
Carrying Amount £000	Fair Value £000		Carrying Amount £000	Fair Value £000	
(550,668)	(643,149)	PWLB debt	(548,854)	(682,342)	
(332,850)	(488,254)	Non-PWLB debt	(316,541)	(510,154)	
(372,667)	(372,667)	PFI / PPP Liabilities	(360,408)	(360,408)	
(153,977)	(153,977)	Creditors	(150,671)	(150,671)	
<b>(1,410,162)</b>	<b>(1,658,047)</b>	<b>Total Financial Liabilities</b>	<b>(1,376,474)</b>	<b>(1,703,575)</b>	

The table above reflected the aggregate position of Sheffield City Council's loan portfolio as at the Balance Sheet date. The fair value is greater than the carrying amount because the Council's portfolio of loans includes a number of fixed rate loans where the interest rate payable is higher than the

rates applicable to similar loans in the market at the Balance Sheet date. This shows a notional future loss (based on economic conditions at 31 March 2021) arising from the commitment to pay interest to lenders above current market rates.

Because interest rates have fallen, and the rates payable on our PWLB borrowing are fixed at the time we take out the loan, the amount we would have to pay to redeem our debt is higher than its actual (carrying) value in our accounts. This redemption value (also known as the fair value of the debt) is £682.3m. However, if we sought to pay off our fixed rate debt, and replace it with new debt at current interest rates, we would have to pay prohibitive redemption penalties.

31 March 2020			31 March 2021		
Carrying Amount £000	Fair Value £000	Fair Value of Assets	Carrying Amount £000	Fair Value £000	
122,653	122,653	Short term deposits & Accrued Interest (at amortised cost)	144,602	144,602	
45,604	45,604	Investments (at amortised cost)	120,053	120,101	
95,755	95,755	Debtors (at amortised cost)	104,340	104,340	
100,592	100,592	Debtors (at FVPL)	103,636	103,636	
<b>364,604</b>	<b>364,604</b>	<b>Total Financial Assets</b>	<b>472,631</b>	<b>472,679</b>	

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The Council holds investments of £60m in short term loans to other Local Authorities and £60m across three different call accounts. As the assets mature within 1 year, the fair values of the assets are not materially different from the carrying amount.

Other deposits were held in instant access accounts and Money Market Funds (MMFs) and are classed as Cash or Cash Equivalents.



## 15. Nature and Extent of Risks Arising from Financial Instruments

### Key Risks

The Council's activities expose it to a variety of financial risks, the key risks are:

- *Credit Risk* - the possibility that other parties might fail to pay amounts due to the Council.
- *Liquidity Risk* - the possibility that the Council might not have funds available to meet its commitments to make payments.
- *Re-financing Risk* - the possibility that the Council might be required to renew a financial instrument on maturity at disadvantageous interest or terms.
- *Market Risk* - the possibility that financial loss might arise for the Council as a result of changes in such measures as interest rates and stock market movements.

### Overall Procedures for Managing Risk

The Council's overall risk management procedures focuses on the unpredictability of financial markets and seeks to minimise the potential adverse effects on the resources available to fund services.

The procedures for risk management are set out through a legal framework set out in the Local Government Act 2003 and the associated regulations. These require the Council to comply with the CIPFA Prudential Code and CIPFA Code of Practice on Treasury Management in Public Services and investment guidance – issued through the Act. Overall, these procedures require the Council to manage risk in the following ways:

- By formally adopting the requirements of the CIPFA Code of Practice on Treasury Management.
- By the adoption of a Treasury Policy Statement and treasury management clauses within the Council's Financial Regulations / Standing Orders / Constitution.
- By approving annually in advance prudential indicators for the following three years limiting:
  - The Council's overall borrowing.
  - The maximum and minimum exposure in regard to the maturity structure of debt.
  - Its management of interest rate exposure.
  - The maximum annual exposures to investments maturing beyond a year.
- By approving an Investment Strategy for the forthcoming year setting out the criteria for both investing and selecting investment counterparties in compliance with Government guidance.

These are required to be reported and approved at or before the Council's annual Council Tax setting budget or before the start of the year to which they relate. These items are reported with the Annual Treasury Management Strategy which outlines the detailed approach to managing risk in relation to the Council's financial instrument exposure. Actual performance is also reported after each year, as is a mid-year update.

The Annual Treasury Management Strategy which incorporates the prudential indicators was approved by Council on 04/03/2020 and is available on the Council website.

Risk management is carried out by a central treasury team, under policies approved by the Council in the Annual Treasury Management Strategy. The Council provides written principles for overall risk management, as well as written policies (covering areas such as Interest rate risk, credit risk and investment of surplus balances).

### **Credit Risk**

Credit risk arises from deposits with banks and financial institutions, as well as credit exposures to the Council's customers.

This risk is minimised through the Annual Investment Strategy, which is available on the Council's website.

### **Credit Risk Management Practices**

The authority's credit risk management practices are set out in the Annual Investment Strategy, with particular regard to determining whether the credit risk of financial instruments has increased significantly since initial recognition.

The Annual Investment Strategy requires that deposits are not made with financial institutions unless they meet identified minimum credit criteria, in accordance with the Fitch, Moody's and Standard & Poor's Credit Ratings Services. The Annual Investment Strategy also considers maximum amounts and time limits with a financial institution located in each category.

The credit criteria in respect of financial assets held by the Council are detailed below:

This Council uses the creditworthiness service provided by Link Asset Services. This service uses a sophisticated modelling approach with credit ratings from all three rating agencies - Fitch, Moody's and Standard and Poor's, forming the core element. However, it does not rely solely on the current credit ratings of counterparties but also uses the following as overlays:

- Credit watches and credit outlooks from credit rating agencies.
- CDS spreads to give early warning of likely changes in credit ratings.
- Sovereign ratings to select counterparties from only the most creditworthy countries.

The full Investment Strategy for 2020/21 was approved by Full Council on 04/03/2020 and is available on the Council's website.

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

The Authority's maximum exposure to credit risk in relation to its investments in financial institutions of £30m cannot be assessed generally as the risk of any institution failing to make interest payments or repay the principal sum will be specific to each individual institution. Recent experience has shown that it is rare for such entities to be unable to meet their commitments. A risk of irrecoverability applies to all the Authority's deposits, but there was no evidence at the 31 March 2021 that this was likely to crystallise.

The changes in loss allowance for investments at amortised cost during the year are as follows:

Asset Class – Investments at Amortised Costs	12 Month Expected Credit Losses	Lifetime Expected Credit Losses - Not Credit Impaired	Lifetime Expected Credit Losses - Credit Impaired	Lifetime Expected Credit Losses - Simplified Approach	Total
	£000	£000	£000	£000	£000
<b>Opening balance as at 1 April 2020</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1,451</b>	<b>1,451</b>
Adjustment - ECL	0	0	0	1,000	1,000
<b>Adjusted opening balance as at 1 April 2020</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>2,451</b>	<b>2,451</b>
Transfers:					
Individual financial assets transferred to 12 month ECL	0	0	0	0	0
Individual financial assets transferred to lifetime ECL	0	0	0	0	0
Individual financial assets transferred to lifetime ECL impaired	0	0	0	0	0
New financial assets originated or purchased	0	0	0	0	0
Amounts written off	0	0	0	0	0
Financial assets that have been de-recognised	0	0	0	0	0
Changes due to modifications that did not result in de-recognition	0	0	0	0	0
Changes in models/risk parameters	0	0	0	1,596	1,596
Other changes	0	0	0		
<b>As at 31 March 2021</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>4,047</b>	<b>4,047</b>

The table below shows that the Council's outstanding investment balance as at 31 March 2021 was £120m (£45.5m at 31 March 2020):

	31 March 2020 – Comparative Information				31 March 2021			
	Financial Institution	Rating of Counterparty	Country	Gross Carrying Amount £000	Financial Institution	Rating of Counterparty	Country	Gross Carrying Amount £000
12-month expected credit losses	Barclays Bank	A	UK	500	Barclays Bank	A	UK	20,000
	Bank of Scotland	A	UK	20,000	Bank of Scotland	A+	UK	20,000
	Local Authorities	AA	UK	25,000	Santander	a	UK	20,000
					Local Authorities	AA-	UK	60,000

As at 31 March 2021 the Council held £20m in a 95 day call account with Barclays Bank (default risk 0.012%), £20m in a 95 day call account with Bank of Scotland (default risk 0.012%), £20m with Santander (default risk 0.004%) and £60m with Local Authorities (default risk 0.012%)

Other funds held at 31 March 2021 (£144.6m) were deposited with AAA Money Market Funds (MMFs) and an instant access account. As these funds offer instant access these deposits have been classified as Cash and Cash Equivalents in the balance sheet.

No credit limits were exceeded during the reporting period and the Council does not expect any losses from non-performance by any of its counterparties in relation to its deposits.

The Council does not allow credit for customers therefore the value of £26.3m (£26.8m for 2019/20) shown in the following table are all debtors which are past their due date for payment. The past due amounts can be analysed by age as follows:

31 March 2020 £000			31 March 2021 £000	
12,769	Less than three months		10,198	
1,615	Three to six months		1,368	
3,723	Six months to one year		4,586	
8,694	More than one year		10,208	
<b>26,801</b>	<b>Total</b>		<b>26,360</b>	

The Council's bad debt impairment at 31 March 2021 is £95.2m (£81.1m for 2019/20). Of this, £7.1m (£4.7m for 2019/20) relates to the above outstanding debt (please refer to note 17 for further details).

## Liquidity Risk

The Council manages its liquidity position through the risk management procedures above (the setting and approval of prudential indicators and the approval of the treasury and investment strategy reports), as well as through comprehensive cash flow management system as required by the CIPFA Code of Practice. This seeks to ensure that cash is available when it is needed.

The Council has ready access to borrowings from the money markets to cover any day to day cash flow needs and, whilst the PWLB provides access to longer term funds, the Council is also required to set a balanced budget in accordance with the Local Government Finance Act 1992, which ensures sufficient monies are raised to cover annual expenditure. There is therefore no significant risk that the Council will be unable to raise finance to meet its commitments under financial instruments.

All sums owing to the Council from funds deposited in MMFs and instant access account is £144.6m as at 31 March 2021 and offer instant repayment.

## Refinancing and Maturity Risk

The Council maintains a significant debt and investment portfolio. Whilst the cash flow procedures above are considered against the refinancing risk procedures, longer term risk to the Council relates to managing the exposure to replacing financial instruments as they mature. This risk relates to both the maturing of longer-term financial liabilities and longer-term financial assets.

The approved prudential indicator limits for the maturity structure of debt and the limits placed on investments placed for greater than one year in duration are the key parameters used to address this risk. The Council approved Treasury and Investment strategies address the main risks and the Treasury Management team address the operational risks within the approved parameters. This includes:

- Monitoring the maturity profile of financial liabilities and amending the profile through either new borrowing or the rescheduling of the existing debt
- Monitoring the maturity profile of investments to ensure sufficient liquidity is available for the Council's day to day cash flow needs and the spread of longer-term investments provide stability of maturities and returns in relation to the longer term cash flow needs.

The maturity analysis of financial liabilities is:

2019/20			2020/21		
Principal	Accrued Interest	Principal plus Interest	Principal	Accrued Interest	Principal plus Interest
£000	£000	£000	£000	£000	£000
10,723	15,069	25,792	9,326	14,800	24,126
9,326	0	9,326	8,000	0	8,000
30,000	0	30,000	40,369	0	40,369
80,187	0	80,187	79,921	0	79,921
738,231	0	738,231	720,127	0	720,127
<b>868,467</b>	<b>15,069</b>	<b>883,536</b>	<b>857,743</b>	<b>14,800</b>	<b>872,543</b>

The maturity analysis of financial assets is:

2019/20			2020/21		
Principal	Accrued Interest	Principal plus Interest	Principal	Accrued Interest	Principal plus Interest
£000	£000	£000	£000	£000	£000
45,500	104	45,604	120,000	53	120,053
<b>45,500</b>	<b>104</b>	<b>45,604</b>	<b>120,000</b>	<b>53</b>	<b>120,053</b>

Cash and Cash Equivalents are not shown in the above table.

All trade debtors and other payables are due to be paid in less than one year and are not shown in the above table.

## Market Risk

### Interest Rate Risk

The Council is exposed to interest rate movements on its borrowings and investments. Movements in interest rates have a complex impact on the Council, depending on how variable and fixed interest rates move across differing financial instrument periods. For instance, a rise in variable and fixed interest rates would have the following effects:

- Borrowing at variable rates - the interest expense charged to the Comprehensive Income and Expenditure Statement will rise.
- Borrowing at fixed rates - the fair value of the borrowing liability will fall (no impact on revenue balances).
- Investments at variable rates - the interest income credited to the Comprehensive Income and Expenditure Statement will rise.
- Investments at fixed rates - the fair value of the assets will fall (no impact on revenue balances).

Borrowings are not carried at fair value on the Balance Sheet, so nominal gains and losses on fixed rate borrowings would not impact on the Surplus or Deficit on the Provision of Services or Other Comprehensive Income and Expenditure. However, changes in interest payable and receivable on variable rate borrowings and investments will be posted to the Surplus or Deficit on the Provision of Services and affect the General Fund. Movements in the fair value of fixed rate instruments that have a quoted market price will be reflected in the Other Comprehensive Income and Expenditure Statement.

The Council has several strategies for managing interest rate risk. The Annual Treasury Management Strategy draws together the Council's prudential indicators and its expected treasury operations, including an expectation of interest rate movements. From this strategy a prudential indicator is set which provides maximum limits for fixed and variable interest rate exposures. The Treasury Management team will monitor market and forecast interest rates within the year to adjust exposures appropriately. For instance, during periods of falling interest rates and where economic circumstances make it favourable, fixed rate investments may be taken for longer periods to secure better long term returns and the drawing of longer-term fixed rate borrowing would be postponed.

In order to minimise the Council's exposure to loan interest functions the Council's Treasury Management Strategy has set a limit of £120m worth of variable rate debt. At the 31 March 2021 the amount of variable rate debt was £120m.

If interest rates had been 1% higher (with all other variables held constant) the financial effect would be:

	£000
Increase in interest payable on variable rate borrowings *	1,200
Increase in interest receivable on variable rate investments **	(2,028)
Increase in government grant receivable for financing costs*	0
Impact on Surplus or Deficit on the Provision of Services	<b>(828)</b>
Share of overall impact debited to the HRA***	(316)
Decrease in fair value of fixed rate investment assets****	0
Impact on Other Comprehensive Income and Expenditure *****	<b>0</b>
Decrease in fair value of fixed rate borrowings liabilities (no impact on the Surplus or Deficit on the Provision of Services or Other Comprehensive Income and Expenditure)	<b>152,295</b>

**Notes:**

\* All of the borrowing raised from the PWLB and £193m of Market loans were at fixed rates in 2020/21 and as a result a change in interest rate on these loans would have no actual effect on the interest actually payable, the amount of government grant received and on the Comprehensive I&E Statement or HRA. There are a number of LOBO loans (£120m) which are out of their "fixed" period and onto calls which are shown in the accounts as variable (although in reality they are fixed at each call period until the next call, so are only affected by a change of interest rates when the loan is "called" at which point the Council would have the option to repay the loan without any premiums being payable. There were no LOBOs called during 2020/21). For the purposes of this note the average rate of these loans (4.79%) has been inflated by 1% to show the impact this may have.

\*\* Based on a 1% increase on the weighted average interest rate and investment balance for 2020/21

\*\*\* HRA share is 38.19% of total interest payable which is charged to the HRA. Note that under self-financing it is assumed that no investment balances are attributable to the HRA and therefore they do not benefit from an increase in interest receivable

\*\*\*\* There were £60m fixed term investments held at the year-end which were classified as fixed held with Local Authorities. There were three call account deposits, one with Bank of Scotland for £20m, one with Barclays for £20m and one with Santander £20m Other investments held by the Council at the year-end were in Money Market Funds (MMFs) or bank accounts which offer instant access to funds and therefore classified as Cash or Cash Equivalents on the Balance Sheet.

\*\*\*\*\* The 1% increase in the market rates, as provided in the Link Asset Services Fair Value sensitivity analysis, reduces the net market value of the deposits.

The approximate impact of a 1% fall in interest rates would be as above but with the movements being reversed. These assumptions are based on the same methodology as used in the note – Fair Value of Assets and Liabilities carried at Amortised Cost.

**Foreign Exchange Risk**

The Council has no material financial assets or liabilities denominated in foreign currencies and therefore no exposure to loss arising from movements in exchange rates. As at 31st March 2021 the Council has a euro denominated account although the balance was zero (£14,873 as at 31st March 2020).



**16. Long Term Debtors**

The following is an analysis of Long Term Debtors:

31 March 2020		31 March 2021
£000		£000
4,429	Up Front Contributions for Private Finance Initiative (PFI) Schemes	3,990
33	Housing Advances	31
648	Charges Over Assets	556
58,113	Pension Prepayment (Note 45)	28,930
27,510	Sheffield City Trust Major Sporting Facilities Prepayment	18,340
100,592	Sheffield City Trust	103,636
3,277	Grosvenor - lease rental	2,212
	<i>Loans to Third Parties:</i>	
190	- Sheffield City Region Local Enterprise Partnership	0
89	- Manor and Castle Development Trust	92
960	- Sheffield Housing Company	1,783
	<i>LEP Growing Places Fund:</i>	
1,010	- Doncaster Council	1,010
1,178	- Gallium Finance	1,178
(2,188)	- Loan Provision for LEP Growing Places Fund	(2,188)
<b>195,841</b>	<b>Total</b>	<b>159,570</b>

**Sheffield City Trust**

There are two long term debtor balances relating to Sheffield City Trust, a prepayment and a debtor.

In 2013 the Council advanced Sheffield City Trust £101m to part fund the repayment of bank debt. Repaying the bank debt freed the Trust from the expensive leases that would have otherwise run to 2024, and which were funded by the Council via annual grant. This prepayment is being amortised over eleven years in line with the original lease arrangements. The total current value of the prepayment as at 31 March 2021 is £27.5m (£36.7m in 2019/20), £18.3m (£27.5m in 2019/20) is included above as a long term debtor and £9.1m (£9.1m in 2019/20) is shown as a short term debtor.

The debtor of £103.6m as at 31 March 2021 (£100.6m in 2019/20) represents the value of the Major Sporting Facilities property assets, which were revalued in 2016/17 and which are currently held by Sheffield City Trust. The Major Sporting Facilities property assets are due to return to the Council in 2024 at which point they will be accounted for as Property, Plant and Equipment.

**17. Short Term Debtors**

Total Debtors Gross £000	31 March 2020			Total Debtors Gross £000	31 March 2021	
	Less Impairments for Bad Debts £000	Net of Impairments £000			Less Impairments for Bad Debts £000	Net of Impairments £000
15,874	0	15,874	Central Government Bodies	24,080	0	24,080
1,619	0	1,619	Other Local Authorities	3,054	0	3,054
3,433	0	3,433	NHS Bodies	4,548	0	4,548
12,679	(9,222)	3,457	Housing Tenants	13,019	(10,476)	2,543
62,620	(50,922)	11,698	Local Taxpayers and NNDR	165,231	(62,070)	103,161
99	0	99	Capital Projects	3,631	0	3,631
9,170	0	9,170	Sheffield City Trust Prepayment	9,170	0	9,170
93,738	(21,007)	72,731	Other Entities and Individuals	92,761	(22,722)	70,039
<b>199,232</b>	<b>(81,151)</b>	<b>118,081</b>	<b>Total Debtors</b>	<b>315,494</b>	<b>(95,268)</b>	<b>220,226</b>

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**18. Cash and Cash Equivalents**

The following is an analysis of Cash and Cash Equivalents shown on the Balance Sheet:

31 March 2020			31 March 2021	
£000			£000	
11,476	Cash at Bank		15,038	
55	Petty Cash Floats		73	
122,623	Short Term Deposits		144,601	
(9)	Other		1,085	
<b>134,145</b>	<b>Total</b>		<b>160,797</b>	

**19. Short Term Creditors**

31 March 2020 £000		31 March 2021 £000
(30,557)	Central Government Bodies	(122,730)
(6,993)	Other Local Authorities	(4,657)
(920)	NHS Bodies	(437)
0	Public Corporations and Trading Funds	(8)
(3,893)	Housing Tenants	(4,489)
(36,189)	Local Taxpayers and NNDR	(56,371)
(12,862)	Capital Projects	(10,203)
(9,302)	Accumulated Absences	(10,632)
(80,520)	Other Entities and Individuals	(91,931)
<b>(181,236)</b>	<b>Total</b>	<b>(301,458)</b>

**20. Provisions and Deferred Credits**

The Council maintains the following provisions:

	Insurance £000	Business Rates Appeals £000	Termination Benefits £000	HRA - Week 53 Rent Deferred Credit £000	Other £000	Total £000
<b>Balance</b>						
At 1 April 2020	(5,426)	(12,520)	(431)	(2,822)	(6,385)	(27,584)
Additional Provisions	(470)	(3,447)	(7)	0	(2,582)	(6,506)
Amounts Used	0	1,898	431	564	2,180	5,073
Unused Amounts Reversed	0	0		0	190	190
<b>At 31 March 2021</b>	<b>(5,896)</b>	<b>(14,069)</b>	<b>(7)</b>	<b>(2,258)</b>	<b>(6,597)</b>	<b>(28,827)</b>
<b>Comprising of:</b>						
Short Term	(3,995)	(4,643)	(7)	(564)	(2,361)	(11,570)
Long Term	(1,901)	(9,426)	0	(1,694)	(4,236)	(17,257)
	<b>(5,896)</b>	<b>(14,069)</b>	<b>(7)</b>	<b>(2,258)</b>	<b>(6,597)</b>	<b>(28,827)</b>

## Insurance

The Council operates an Internal Insurance Account covering a variety of risks.

The Council does not in general insure against the theft of the contents of its buildings and other property, although it does provide theft cover for computers in schools and for Art and Museum exhibits on loan to the Council.

## Business Rates Appeals

This provision covers Sheffield City Councils share of the national non-domestic rates appeals provision located within the Collection Fund. This is provided against outstanding appeals on the rateable value of properties within the city.

## Termination Benefits

This provision is for individuals who the Chief Officer Panel have approved to leave the Council via voluntary early retirement and voluntary redundancy. However, as at 31 March 2021 they have not yet left the Council.

## HRA - Week 53 Rent Deferred Credit

This account is used to annualise HRA rent. It is used to equalise out the 52 / 53 week years, giving greater stability to the HRA.

## Other

This balance represents the Council's other provisions and includes provisions for equal pay claims, grant claw back and various other smaller provisions.

## 21. Other Long Term Liabilities

The Other Long Term Liabilities figure on the Balance Sheet is made up of:

31 March 2020 £000		31 March 2021 £000
(9,963)	Deferred liabilities – PFI deferred revenue	(9,438)
(49,737)	Deferred liabilities – Sheffield City Trust	(34,167)
<b>(59,700)</b>	<b>Total</b>	<b>(43,605)</b>

### Deferred Liabilities

As at 31 March 2021 the Council has recognised deferred revenue of £9.4m that relates to the Council's Waste PFI scheme.

The Council also has a Long Term Creditor for Sheffield City Trust, reflecting the obligation to provide £140.4m of funding between 2014 and 2024 for the repayments of the bond financing of the Major Sporting Facilities. The outstanding liability as at 31 March 2021 is £49.7m (£64.4m as at 31 March 2020) of which £34.2m (£49.7m in 2019/20) is shown in this note, and £15.5m (£14.7m in 2019/20) in Short Term Creditors Note as due within 12 months.

## 22. Contingent Liabilities

When it can estimate potential costs with some certainty, the Council accrues them into the financial statements. This note summarises contingent liabilities, which may result in future costs but cannot be estimated accurately or are considered sufficiently uncertain.

### Guarantees

The Council has given various guarantees to financial institutions and to Central Government for European Regional Development Fund grants that have been made to the following body:

Exposure 2019/20 £000		Exposure 2020/21 £000
54	Sheffield City Trust - City Hall	0
<b>54</b>		<b>0</b>

Should any calls be made on any of the guarantees detailed above, the settlement required would be the exposure at the time of the call, plus in certain cases, related costs and any accrued interest outstanding.

### **Sheffield Museums Trust**

Museums Sheffield has merged with Sheffield Industrial Museums Trust to become Sheffield Museums Trust. In the event of a service determination notice the Council would have to pick up all of its assets and liabilities.

### **Academies**

Before a school converts to an academy, its board of governors signs a Commercial Transfer Agreement with the Council. This agreement is intended to ensure that all information on the staff, assets and contracts that are transferring to the academy are recorded and transferred to the academy trust so that the appropriate arrangements for payment of salaries, pension contributions, etc can be made. In relation to certain recent academy conversions, the Council agrees to consider in good faith reasonable requests on an individual basis to indemnify the relevant academies against losses reasonably incurred in connection with various employment claims. At this stage, there is no indication that the Council is exposed to a specific liability.

### **Pensions**

There are a number of organisations, such as Museums Sheffield and Veolia, who have admitted body status with South Yorkshire Pension Authority (SYPA) for which the Council has guaranteed payments under the Local Government Superannuation Regulations 1995. This admitted body status is given, usually under TUPE (Transfer of Undertakings Protection of Employment) regulations, where the new employer of the staff transferred from the Council is not a Local Government Organisation and therefore not eligible to become an employing organisation within SYPA.

It is not possible to estimate the extent of the Council's liability under these agreements and in the normal course of events the Council believes that no calls on this contingent liability will arise. The indemnity is in place in case of unforeseen events happening whereby the new employing organisation cannot meet its obligation to the fund. The financial performance of the organisation having admitted body status and SYPA are monitored as a result.

### **Tax - Building Schools for the Future**

The Council has indemnified Notre Dame Academy against the potential for Her Majesty's Revenue & Customs (HMRC) to challenge the basis under which the school issued a VAT zero-rate certificate to the Council in September 2013. As part of the Building Schools for the Future (BSF) programme the Council, via a contractor, supplied new-build construction works to the school. These works can be supplied by the Council at the zero-rate for VAT purposes if the recipient of the works agrees to only use the new-build elements of the work for educational or charitable purposes for at least ten years. In issuing the certificate the school agreed to these provisions.

By issuing the certificate the school was able to mitigate paying £900k to HMRC in VAT costs. Had the certificate not been issued, the Council would have been obliged to fund this cost on the school's behalf during the financial year 2013/14. HMRC have agreed the process by which the certificate was issued.

The contingent risk for the Council lies in the school's continued commitment to only use the newly constructed buildings for charitable or educational purposes over the next ten years. Should the school not fulfil these commitments HMRC would seek to recover some of these VAT costs from the school. The indemnity passes this risk onto the Council. The Council's contingent liability will decrease by 10% for every year the conditions of the certificate are complied with. At 31 March 2021 this risk could be valued at £388k.

### **Business Rates Appeals**

The Council is required to provide an estimate of how much business rates income it will collect and therefore how much it will rely upon in setting the budget every year. This involves the Council's own assumptions about the levels of refunds that may be given and the levels of outstanding appeals. Both of these carry significant risk and will involve assumptions about performance in 2020/21 that will be based on experience of recent years and the most recent trends in how appeal cases have been settled over the last year.

The total Collection Fund provision for losses due to appeals amounted to £25.6m in 2019/20. In 2020/21 the total Collection Fund provision has been increased to £28.7m based on the currently outstanding cases.

It is extremely difficult to predict when new appeals may be lodged by ratepayers, and what the likely outcome and cost implications of these new appeals may be. Furthermore, the Council is affected by national issues outside of its control, for example due to case law or new legislation. It is not possible to estimate with certainty what the probable cost of these issues may be.

**23. Property, Plant and Equipment (PPE)**

<b>Movements in 2020/21</b>									
	<b>Council Dwellings £000</b>	<b>Other Land and Buildings £000</b>	<b>Vehicles, Plant, Furniture and Equipment (VPFE) £000</b>	<b>Infrastructure Assets £000</b>	<b>Community Assets £000</b>	<b>Surplus Assets £000</b>	<b>Assets Under Construction £000</b>	<b>Total PPE £000</b>	<b>Total PFI Assets included in PPE £000</b>
<b>Cost or Valuation:</b>									
At 1 April 2020	<b>1,339,202</b>	<b>551,372</b>	<b>93,095</b>	<b>1,119,280</b>	<b>3,816</b>	<b>222,819</b>	<b>105,236</b>	<b>3,434,820</b>	<b>388,706</b>
Additions - programmed investment	16,486	10,942	5,055	26,140	729	6,122	47,661	<b>113,135</b>	19,262
Revaluation increases / (decreases) recognised in the Revaluation Reserve	157,702	(38,218)	(2,504)	0	(453)	24,786	0	<b>141,313</b>	(2,210)
Revaluation increases / (decreases) to Surplus / Deficit on the Provision of Services	(24,224)	(5,807)	0	0	(745)	(9,873)	0	<b>(40,649)</b>	(2,099)
De-recognition – disposals	(8,185)	(16,749)	(2,364)	0	0	(13,206)	(1,604)	<b>(42,108)</b>	(9,619)
De-recognition – other	0	0	0	0	0	0	0	<b>0</b>	0
Reclassification and transfers	7,297	(921)	0	0	(120)	14,117	(4,861)	<b>15,512</b>	0
<b>At 31 March 2021</b>	<b>1,488,278</b>	<b>500,619</b>	<b>93,282</b>	<b>1,145,420</b>	<b>3,227</b>	<b>244,765</b>	<b>146,432</b>	<b>3,622,023</b>	<b>394,040</b>
<b>Accumulated Depreciation and Impairment:</b>									
At 1 April 2020	<b>0</b>	<b>(2,148)</b>	<b>(30,672)</b>	<b>(319,506)</b>	0	<b>(798)</b>	<b>0</b>	<b>(353,124)</b>	<b>(32,570)</b>
Depreciation charge	(23,043)	(13,848)	(4,804)	(34,048)	0	(4,286)	0	<b>(80,029)</b>	(11,217)
Depreciation written out to the Revaluation Reserve	5,351	11,833	2,801	0	0	3,108	0	<b>23,093</b>	4,075
Depreciation written out to the Surplus / Deficit on the Provision of Services	17,693	1,668	0	0	0	1,809	0	<b>21,170</b>	146
Impairment (losses) / reversals recognised in the Revaluation Reserve	(13,064)	(15)	0	0	0	(2)	0	<b>(13,081)</b>	0
Impairment (losses) / reversals recognised in the Surplus / Deficit on the Provision of Services	13,064	15	0	0	0	2	0	<b>13,081</b>	0
De-recognition - disposals	0	264	2,327	0	0	93	0	<b>2,684</b>	98
De-recognition - other	0	0	0	0	0	0	0	<b>0</b>	0
Reclassification and Transfers	(1)	142	0	0	0	(141)	0	<b>0</b>	0
<b>At 31 March 2021</b>	<b>0</b>	<b>(2,089)</b>	<b>(30,348)</b>	<b>(353,554)</b>	<b>0</b>	<b>(215)</b>	<b>0</b>	<b>(386,206)</b>	<b>(39,468)</b>
<b>Net book value:</b>									
At 31 March 2021	1,488,278	498,530	62,934	791,866	3,227	244,550	146,432	<b>3,235,817</b>	354,572
At 31 March 2020	1,339,202	549,224	62,423	799,774	3,816	222,021	105,236	<b>3,081,696</b>	356,136



<b>Movements in 2019/20 – Comparative Information</b>									
	<b>Council Dwellings £000</b>	<b>Other Land and Buildings £000</b>	<b>Vehicles, Plant, Furniture and Equipment (VPFE) £000</b>	<b>Infra-structure Assets £000</b>	<b>Community Assets £000</b>	<b>Surplus Assets £000</b>	<b>Assets Under Construction £000</b>	<b>Total PPE £000</b>	<b>Total PFI Assets included in PPE £000</b>
<b>Cost or Valuation:</b>									
At 1 April 2019	1,325,606	540,172	94,683	1,078,914	3,876	197,218	86,170	3,326,639	373,625
Opening balance adjustment	0	3,904	0	0	0	0	0	3,904	0
Additions - programmed investment	36,221	973	2,759	34,427	258	12,506	20,522	107,666	12,898
Revaluation increases / (decreases) recognised in the Revaluation Reserve	150,634	23,094	(3,800)	0	(65)	6,716	0	176,579	(3,946)
Revaluation increases / (decreases) to Surplus / Deficit on the Provision of Services	(162,241)	(1,448)	0	0	(321)	6,915	0	(157,095)	(268)
De-recognition – disposals	(14,248)	(11,252)	(547)	0	(7)	(331)	0	(26,385)	6,359
De-recognition – other	0	0	0	0	0	0	0	0	0
Reclassification and transfers	3,230	(4,071)	0	5,939	75	(205)	(1,456)	3,512	38
<b>At 31 March 2020</b>	<b>1,339,202</b>	<b>551,372</b>	<b>93,095</b>	<b>1,119,280</b>	<b>3,816</b>	<b>222,819</b>	<b>105,236</b>	<b>3,434,820</b>	<b>388,706</b>
<b>Accumulated Depreciation and Impairment:</b>									
At 1 April 2019	0	1,355	(28,300)	(286,722)	0	(602)	(46)	(314,315)	(25,129)
Opening balance adjustment	0	(3,904)	0	0	0	0	0	(3,904)	0
Depreciation charge	(24,377)	(12,969)	(5,771)	(32,784)	0	(3,461)	0	(79,362)	(10,785)
Depreciation written out to the Revaluation Reserve	1,732	9,967	2,852	0	0	2,324	0	16,875	2,962
Depreciation written out to the Surplus / Deficit on the Provision of Services	22,645	3,230	0	0	0	1,071	0	26,946	382
Impairment (losses) / reversals recognised in the Revaluation Reserve	(3,054)	(19)	0	0	0	0	0	(3,073)	0
Impairment (losses) / reversals recognised in the Surplus / Deficit on the Provision of Services	3,054	19	0	0	0	0	0	3,073	0
De-recognition - disposals	0	70	547	0	0	19	0	636	0
De-recognition - other	0	0	0	0	0	0	0	0	0
Reclassification and Transfers	0	103	0	0	0	(149)	46	0	0
<b>At 31 March 2020</b>	<b>0</b>	<b>(2,148)</b>	<b>(30,672)</b>	<b>(319,506)</b>	<b>0</b>	<b>(798)</b>	<b>0</b>	<b>(353,124)</b>	<b>(32,570)</b>
<b>Net book value:</b>									
At 31 March 2020	1,339,202	549,224	62,423	799,774	3,816	222,021	105,236	3,081,696	356,136
At 31 March 2019	1,325,606	541,527	66,383	792,192	3,876	196,616	86,124	3,012,324	348,496

## Depreciation

Depreciation is charged on a straight line basis over the useful life of the asset.

Depreciation is not charged in the year of acquisition. Likewise, depreciation on revaluations is only charged at the revised amount in the year following valuation.

## Capital Commitments

At 31 March 2021 the Council has entered into a number of construction contracts for the construction or enhancement of Property, Plant and Equipment in 2021/22 onwards. Future years committed costs are £131m. The major commitments are:

31 March 2020		Notes	31 March 2021
£000			£000
0	Schools Refurbishment/Education Provision	1	4,120
25,418	Decent Homes / Council Housing	2	55,023
64,388	Leisure ( <i>includes MSF payments</i> )	3	49,737
26,866	Regeneration	4	15,876
4,168	Highways Infrastructure	5	1,674
10,300	Other Infrastructure	6	4,864
<b>131,140</b>	<b>Total</b>		<b>131,294</b>

The main changes since 2019/20 are:

### 1. Schools Refurbishment/Education Provision

New Fire Risk Schemes now in contract plus major Residential school refurbishment.

### 2. Decent Homes / Council Housing

Major Increase due to new roofing contract for council houses.

### 3. Leisure

Reduction relates to payment of 1 further year of MSF bond (£14m).

### 4. Regeneration

Decrease due to progress of works on Blocks B & C of Heart of the City II - further contracts not yet awarded.

#### 5. Highways Infrastructure

Reduction due to progress on Broadfield Road and rapid chargers schemes.

#### 6. Other Infrastructure

Decrease due to practical completion of culverts scheme and progress on Upper Don Valley Flood scheme.

### Revaluations

The Council carries out a rolling programme of valuations that ensures all Property, Plant and Equipment required to be measured at Fair Value is revalued at least every five years. All valuations were carried out by Sheffield City Council Property Services under the supervision of Angela Glentworth (MRICS / Registered Valuer – Land and Property Manager) who has overall responsibility. Valuations of land and buildings were carried out in accordance with the methodologies and bases for estimation set out in the professional standards of the Royal Institution of Chartered Surveyors. Valuations of vehicles, plant, furniture and equipment are based on current prices, with the exception of the waste incinerator which requires a specialist plant valuation, carried out by Charterfields International Asset Consultants.

Individual asset lives were assessed having regard to the structural condition of the building, age and state of repair, compliance with current legislation and suitability for existing use.

Council Dwellings are measured at Existing Use Value - Social Housing based on freehold vacant possession values by Beacon and adjusted by a regional adjustment factor of 41%, as determined by the Ministry of Housing, Communities and Local Government (MHCLG).

As part of the 5 year rolling programme, 20% of the beacons have been revalued this year, as at 31 March 2021. A general market adjustment of 14.840% has then been applied to all remaining Council dwellings to give a value as at 31 March 2021.

For those categories reported at Fair Value or Current Value, the Council re-values the assets at least every five years, on a rolling programme of valuations. The following statement splits the value of those asset categories, into the years the assets were most recently valued.

	Council Dwellings	Other Land and Buildings	Vehicles, Plant, Furniture and Equipment	Surplus Assets	Total
	£000	£000	£000	£000	£000
Carried at Historical Cost	0	3,371	13,548	1,779	18,698
Valued at Fair Value as at:					
31 March 2021	1,488,278	454,243	49,386	172,548	2,164,455
31 March 2020	0	4,102	0	38,461	42,563
31 March 2019	0	9,269	0	16,516	25,785
31 March 2018	0	20,692	0	14,377	35,069
31 March 2017	0	6,853	0	869	7,722
<b>Total Cost or Valuation</b>	<b>1,488,278</b>	<b>498,530</b>	<b>62,934</b>	<b>244,550</b>	<b>2,294,292</b>

### Fair Value Hierarchy – Surplus Assets

Following the 2015/16 implementation of IFRS 13, Fair Value Measurement, the Council's surplus assets have been revalued to fair value as per the Council's 5 year rolling programme of valuations.

Details of the Council's Surplus Assets and information about the fair value hierarchy 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
Assets valued using Market Approach	0	138,296	102	138,398
Assets valued by Income Approach	0	29,221	75,000	104,221
De minimis Assets	0	1,740	191	1,931
<b>Total</b>	<b>0</b>	<b>169,257</b>	<b>75,293</b>	<b>244,550</b>

2019/20 – Comparative Information				
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
Assets valued using Market Approach	0	49,664	79,029	128,693
Assets valued by Income Approach	0	90,729	0	90,729
De minimis Assets	0	2,100	499	2,599
<b>Total</b>	<b>0</b>	<b>142,493</b>	<b>79,528</b>	<b>222,021</b>

## Transfers between Levels of the Fair Value Hierarchy

There were no transfers between Levels 1 and 2 during the year. The transfers between levels 2 and 3 are reconciled below.

Reconciliation of movements between Levels 2 and 3:

	Other significant observable inputs (Level 2)	Significant unobservable inputs (Level 3)	Total
	£000	£000	£000
At 1 April 2020	142,493	79,528	222,021
Transfers between levels	66	(66)	0
Additions	4,893	1,229	6,122
Revaluation increases / (decreases)	21,533	(1,703)	19,830
De-recognition (disposals)	(13,089)	(24)	(13,113)
Transfers (to) / from other PPE categories	13,947	29	13,976
Depreciation charge	(586)	(3,700)	(4,286)
<b>At 31 March 2021</b>	<b>169,257</b>	<b>75,293</b>	<b>244,550</b>

## Valuation Techniques used to Determine Level 2 and 3 Fair Values for Surplus Assets

### Significant Observable Inputs – Level 2

The fair values for the surplus assets valued at £25k or higher are based on market approach or income approach, using current market evidence including recent sale prices / rentals achieved and other relevant information for similar assets within the local authority area. Market conditions are such that similar properties have actively sold or let and the level of observable inputs are significant leading to properties being categorised at Level 2 in the fair value hierarchy.

### De minimis (Assets valued under £25k)

Of the surplus assets that are considered de minimis, 601 are categorised at Level 2 in the fair value hierarchy as they have been valued as part of the rolling programme on the same basis as other surplus assets above.

A further 254 de minimis assets are categorised at Level 3 in the fair value hierarchy. Some of these valuations are historical and / or based on unobservable inputs and these assets have been identified as requiring review as part of a wider improvement project for the asset register.

## 24. Service Concessions – Private Finance Initiatives (PFI) and Public Private Partnership Arrangements (PPP)

### PFI and Similar Contracts

At 31 March 2021 the Council had seven long term contracts under Private Finance Initiative (PFI) arrangements. No new contracts were entered into in 2020/21. The financing models have the same methodology as set up in 2012/13.

The first PFI contract is for the provision of office accommodation at Howden House for a period of 30 years from February 2001. Payments will continue for the duration of the contract, subject to availability and performance related deductions and to contractually agreed inflation adjustments.

Five other PFI contracts are for the provision of schools. Schools Phase One PFI contract is for the provision of two primary schools and four secondary schools that opened during the financial year 2001/02. The contract is for 25 years. The Schools Phase Two PFI contract is for the provision of two secondary schools. The contract is for 25 years and became fully operational during the financial year 2005/06. The Schools Phase Three PFI contract for the provision of three secondary schools, which is for 25 years, became operational during the financial year 2006/07. The Building Schools for the Future (BSF) Wave One contract is for the provision of one secondary school for 25 years. It became operational in January 2009. The Bradfield School PFI contract, which is for 25 years, became operational during the financial year 2012/13.

The seventh PFI is the Highways PFI which is for 25 years and became operational during the financial year 2012/13. It covers the improvement and on-going maintenance of the city's roads, footways, highway trees, traffic signals, street lights, street furniture and street name plates. It also covers street cleaning, winter gritting and landscape maintenance.

The Council has another long term arrangement that is not PFI funded. This is for the collection and disposal of municipal waste and was entered into in August 2001, originally for 30 years but extended during 2004/05 to 35 years. The contract has now been extended to 37 years in 2017/18 resulting in the re-profiling of the principal and interest payments. In general, future payments are projected to increase in line with inflation, expected waste tonnages and increases in Landfill Tax. In addition the contractor has introduced improved disposal facilities in order to meet statutory recycling and recovery targets, which resulted in peaks in the payments between 2005 and 2010 which have flattened out. The payments may be reduced by any shares in growth in the contractor's third party income and are subject always to any deductions for poor performance. This model has also been restated in year.

In accordance with the accounting policy for Private Finance Initiatives and Similar Contracts detailed in Accounting Policies, the seven PFI contracts and the integrated waste management contract have been reviewed and accounted for in accordance with the provisions of IFRIC 12 Service Concession Arrangements and other relevant CIPFA guidance. The fixed assets relating to these contracts and the liability for these fixed assets have been recognised on the Council's Balance Sheet.

## Payments made during the Year

The payments made during the year are summarised in the table below:

2019/20	2020/21					Total
Total	Repayment of Current Liability	Interest Charge	Service Charge	Contingent Rents	Lifecycle Costs	Total
£000	£000	£000	£000	£000	£000	£000
127,146	14,812	39,311	66,930	(3,391)	13,791	131,453

Note: Actual invoice payments totalled £131,977k. The difference of £524k reflects the deferred element during the year

## PFI Assets

The assets held under PFI and similar contracts are recognised on the Council's Balance Sheet. Movements in their value over the year are detailed in the analysis of the movement on Property, Plant and Equipment balance in Note 23.

## PFI Finance Lease Liability

The value of liabilities resulting from PFI and similar contracts are as follows:

2019/20		2020/21
£000		£000
(400,166)	Value of the liability as at 1 April	(372,667)
3,065	Opening balance adjustment	(2,553)
9,750	Finance lease rental	14,812
14,684	Re-profiling	0
<b>(372,667)</b>	<b>Value of liability as at 31 March</b>	<b>(360,408)</b>
	<b>Comprising of:</b>	
(14,535)	Short Term	(19,631)
(358,132)	Long Term	(340,777)
<b>(372,667)</b>		<b>(360,408)</b>

## PFI Payments Due to be Made

Details of the payments due to be made under PFI and similar contracts are as follows:

2019/20		2020/21					
Total		Repayment of Current Liability	Interest Charge	Service Charge	Contingent Rents	Lifecycle Costs	Total
£000		£000	£000	£000	£000	£000	£000
144,662	Within one year	19,631	37,975	69,053	11,449	9,386	147,494
607,728	Between two and five years	78,718	134,141	297,581	47,881	61,507	619,828
785,814	Between six and ten years	103,688	128,295	378,501	62,731	110,610	783,825
752,520	Between eleven and fifteen years	116,712	78,167	367,501	72,449	107,076	741,905
344,531	Between sixteen and twenty years	41,659	11,988	80,250	33,355	30,289	197,541
<b>2,635,255</b>	<b>Total</b>	<b>360,408</b>	<b>390,566</b>	<b>1,192,886</b>	<b>227,865</b>	<b>318,868</b>	<b>2,490,593</b>

Note: Actual payments due total £2,500,031k. The difference of £9,438k reflects the deferred element over the life of the contracts.

The details of the payments due under PFI contracts above are shown based on an estimate of the cash amounts that will actually be paid. Figures for 2020/21 show the estimated payments due calculated by the models in 2020/21 for 2021/22 onwards to the end of the contract's life.



**25. Heritage Assets**

Reconciliation of the Carrying Value of Heritage Assets Held by the Council:

2020/21							
	Reported at Cost		Reported at Valuation				Total Assets £000
	Museums and Galleries £000	Civic Collections £000	Museums and Galleries £000	Civic Collections £000	Archives and Libraries £000	Public Realm £000	
<b>Cost or Valuation:</b>							
At 1 April 2020	22	48	50,000	1,000	3,511	60	54,641
Additions – programmed investment	0	0	0	0	1	1	2
Donated Assets	93	0	0	0	0	0	93
Revaluation increases / (decreases) in the Revaluation Reserve	0	0	0	0	140	0	140
Revaluation increases / (decreases) recognised in the Surplus / Deficit on the Provision of Services	(93)	0	0	0	(1)	(1)	(95)
Reclassification and transfers	0	0	0	0	0	0	0
<b>At 31 March 2021</b>	<b>22</b>	<b>48</b>	<b>50,000</b>	<b>1,000</b>	<b>3,651</b>	<b>60</b>	<b>54,781</b>
<b>Depreciation and Impairment:</b>							
At 1 April 2020	(5)	0	0	0	0	0	(5)
Depreciation	(1)	0	0	0	0	0	(1)
<b>At 31 March 2021</b>	<b>(6)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(6)</b>
<b>Net Book Value:</b>							
At 31 March 2021	16	48	50,000	1,000	3,651	60	54,775
At 31 March 2020	17	48	50,000	1,000	3,511	60	54,636

2019/20 - Comparative Information									
	Reported at Cost				Reported at Valuation				Total Assets £000
	Museums and Galleries	Civic Collections	Archives and Libraries	Public Realm	Museums and Galleries	Civic Collections	Archives and Libraries	Public Realm	
	£000	£000	£000	£000	£000	£000	£000	£000	
<b>Cost or Valuation:</b>									
At 1 April 2019	22	48	0	20	50,000	1,000	3,376	60	54,526
Additions	0	0	0	5	0	0	0	0	5
Donated Assets	0	0	0		0	0	0	0	0
Revaluation increases / (decreases) in the Revaluation Reserve	0	0	0		0	0	135	0	135
Revaluation increases / (decreases) recognised in the Surplus / Deficit on the Provisions of Service Transfers in	0	0	0	(20)	0	0	0	0	(20)
<b>At 31 March 2020</b>	<b>22</b>	<b>48</b>	<b>0</b>	<b>0</b>	<b>50,000</b>	<b>1,000</b>	<b>3,511</b>	<b>60</b>	<b>54,641</b>
<b>Depreciation and Impairment:</b>									
At 1 April 2019	(5)	0	0	0	0	0	0	0	(5)
Depreciation	0	0	0	0	0	0	0	0	0
<b>At 31 March 2020</b>	<b>(5)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(5)</b>
<b>Net Book Value:</b>									
At 31 March 2020	17	48	0	0	50,000	1,000	3,511	60	54,636
At 31 March 2019	17	48	0	20	50,000	1,000	3,376	60	54,521

## Museums and Galleries

### Museums Sheffield

Sheffield's collections are of local, regional and national importance and are used in research, displays, exhibitions and public programmes. Over 750,000 objects are stored at a purpose-built facility and displayed across four sites, including Bishop's House. The collections comprise:

- **Designated Metalwork Collection** – some 13,000 items and the most extensive grouping of finished Sheffield made cutlery, flatware and hollowware in existence. The collection has national significance reflected in its designation status and is a powerful illustration of the City's world leadership in metalwork design, production and innovation.
- **Decorative Art Collection** – including approximately 3,000 examples of art, craft and design, British ceramics, glass, horology and an outstanding collection of Chinese carved ivories.
- **Visual Art Collection** – comprises over 6,000 items of British and European Art dating from the 1500s to the present, of which the most significant area is the Modern British collection. This includes key acquisitions by artists including Marc Quinn, Sam Taylor-Johnson, Hew Locke, Sutapa Biswas and Czech artist Katerina Seda.
- **Social History Collection** – has strong family and community connections with the people of Sheffield and comprises around 25,000 objects including ephemera, personalia, costume, domestic items, furniture, and approximately 1,500 watercolours, drawings, prints and oil paintings documenting the changing city.
- **Coins, Medals and Token Collection** – number around 8,000 items and owe their origin to the Sheffield Literary and Philosophical Society. It dates from Roman and Greek pieces to 20<sup>th</sup> century coins from all over the world.
- **Arms and Armour Collection** – consists of Japanese and Indo-Iranian swords, shields and helmets alongside 200 European military, practical and sporting guns from the late 1600s onwards.
- **Archaeology Collection** – is of regional and national importance and comprises material dating from pre-history to the 20<sup>th</sup> century and includes the Anglo Saxon Benty Grange Helmet.
- **Natural Sciences Collection** – is of major regional significance and comprises: Botany, Entomology, Geology, Osteology, Zoology and extensive data relating to collectors, field recording and meteorology comprising over 60,000 biological and geological records.
- **World Cultures Collection** – was acquired by nineteenth century Sheffield travellers and contains 2,000 items from across the globe.

## Sheffield Industrial Museums Trust

Sheffield Industrial Museums Trust has a wide collecting remit covering the major manufacturing industries of Sheffield.

### Kelham Island Museum

Kelham Island Museum collects, preserves and interprets material relating to the people, products, manufacturing processes and the histories of these industries:

- **Heavy Industries Collections** – cover the Iron and Steel Industry, the Armaments Industry, the Transport Collection, Scientific and Technological Research, Extraction and Refractory Industries and engineering. The museum holds a comprehensive collection of about 6,000 items which relate to the general production of steel and other metals and the manufacture of metal, particularly steel, products.
- **Light Trades Industries Collections** – are represented by items relating to cutlery manufacture, hollowware and tool making industries.
- **General Trades Collection** – covers a range of non-metal working industries, such as brewing, retail and food production. The collection numbering about 550 items represents Sheffield's other manufacturing industries, including, button making, bookbinding and printing, snuff making, watch and clock making, shoemaking and needle and pin manufacture.
- **Library, Archive and Ephemera Collections** – include the historic documents and plans, the historic photographs, paintings and films, published books and journals and the personal and ephemera of local peoples and companies.

### Abbeydale Industrial Hamlet

The Hamlet is a collection of buildings, associated machinery and objects relating to the manufacture of edge tools, especially scythes. The site is a Grade I Listed building and a Scheduled Ancient Monument. The buildings and machinery include a crucible shop, water powered tilt hammers, grinding hull, scythe riveting shop, blacking shop along with workers cottages and a manager's cottage.

The collection of edge tools consists of some 450 scythes, sickles, saws - some finished and some work in progress. Other material consists of 600 items of furniture, textiles, ceramics, cutlery and other social history items. These are displayed in the two cottages and the counting house which make up part of the site. In addition there are a number of plans and photographs amounting to approximately 550 items.

## Shepherd Wheel

Shepherd Wheel is a restored example of a waterwheel that powered grinding workshops for table, domestic, pocket and pen knives. The wheel is 5.5 metres high by 2 meters wide and made of cast and wrought iron, elm and oak and bronze. The water to turn the wheel comes from the large dam where water is diverted from the River Porter. The waterwheel turned twenty grindstones and several 'glazing' stones. The grindstones were used to create a fine, sharp cutting edge on the blade. The final smoothing of the blade was done on the glazing stones, before they left Shepherd Wheel for polishing.

## Bishop's House

Bishop's House is a surviving example of a timber-framed house from the fifteenth century, typical of a large farmhouse or small manor house and is a Grade II listed building. Located at the top of Meersbrook Park, ownership passed to Sheffield City Council in 1886 and was used by the Parks authority until 1974. The house was then restored and has been open as a museum since 1976. It is run by the Friends of Bishop's House voluntary group.

## Civic Collections

The Civic Collections include commemorative items and gifts of silverware and paintings given to the city. There are also examples of products manufactured by Sheffield's industries. The artefacts are displayed throughout the Town Hall and include the statue of the first Lord Mayor of Sheffield, the 15<sup>th</sup> Duke of Norfolk and a marble bust of Queen Victoria located on the main staircase.

## Archives and Libraries

Sheffield Archives acts as the archive repository for the City Council and its predecessors from the 13th century to date. It is also an appointed Place of Deposit (POD) by the Ministry of Justice for the storage and management of archives from central government including the NHS, HM Courts and HM Coroner. In addition it is the repository for historical records of South Yorkshire Police, the Diocese of Sheffield and the Roman Catholic Diocese of Hallam. Also stored are the records of the South Yorkshire Archive Service which is funded by all four local authorities. Under the Local Government Act 1972 it also stores private records on loan or gifted to the City Council. Three collections are held on behalf of the Department for Digital, Culture, Media & Sport (DCMS) under the Treasury's Acceptance in Lieu of Inheritance tax scheme. There are also significant collections of printed material from the 17<sup>th</sup> century onwards within the Central Library collections.

## Public Realm

The city's historic parks, grounds, woodlands and cemeteries are categorised as community assets for the purposes of these accounts but the many statues, monuments and archaeological features within, and throughout the city, are classed as Heritage Assets.

There are several Grade II listed monuments. Examples include the 1832 Cholera Monument in the Cholera Monument Grounds and the Jubilee Monument and Obelisk, and statue of Queen Victoria in Endcliffe Park. There are also many listed buildings, lodges, monuments and structures in Hillsborough Park, Firth Park, Graves Park, Weston Park (Trust), Norfolk Heritage Park, Sheffield General Cemetery and the Botanical Gardens (Trust).

There are many war memorials and plaques located around the city, including the cenotaph in the city centre and the Sheffield Battalion Memorial and Sheffield Memorial Park in the village of Serre in Western France.

Wincobank Hill and woods includes the site of an iron-age hill fort, with many other archaeological features recorded in the woodland and the Roman Ridge. Ecclesall Woods, as well as a local designated nature reserve for wildlife, contains a number of prehistoric and early historic monuments. Wheata Woods are also of archaeological importance, with sites ranging from bronze-age field systems, Romano-British settlements, post medieval quarry pits and bomb craters.

There are many contemporary pieces of public art in the city centre resulting from the on-going regeneration projects. The 'Cutting Edge' sculpture is an 81 metre long blade of polished stainless steel and art glass. Located in Sheaf Square, the station gateway, it is one of the largest stainless steel sculptures in the UK and was fabricated using Sheffield steel. Other important water features include the Barkers Pool fountain and 'Rain', nine stainless steel spheres, coated with a constant thin film of water which was commissioned in 2003 for Millennium Square. The prominent 'Goodwin Fountain' outside the Town Hall is dedicated to the philanthropists Sir Stuart and Lady Goodwin and has 89 individual jets of adjustable heights. There are many other examples of public art in the public realm, including sculptures, murals, decorative gates and railings.

**26. Investment Properties**

The following items of income and expense have been accounted for in the Financing and Investment Income and Expenditure line of the Comprehensive Income and Expenditure Statement:

2019/20 £000		2020/21 £000
(1,009)	Rental income from investment property	(750)
<b>(1,009)</b>	<b>Net (gain)/loss</b>	<b>(750)</b>

The assets held as Investment Properties are small and large format advertising hoardings, both of which derive a rental income. The Council have entered into separate contracts for each format which place the responsibility on the advertising companies to pay the rates liability in respect of each site. The small format contract also affords the Council the right to utilise the advertising space to promote City based events and activities.

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

2019/20 £000	Cost or Valuation	2020/21 £000
28,190	Balance at 1 April	22,560
(5,630)	Revaluations	(3,400)
<b>22,560</b>	<b>Balance at 31 March</b>	<b>19,160</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.

## Fair Value Hierarchy

To conform to the requirements of IFRS 13 Fair Value Measurement, details of the Council's investment properties and information about the fair value hierarchy as at 31 March 2021 are as follows:

<b>2020/21</b>				
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
Advertising Hoardings	0	19,160	0	19,160
<b>Total</b>	<b>0</b>	<b>19,160</b>	<b>0</b>	<b>19,160</b>

<b>2019/20 – Comparative Information</b>				
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
Advertising Hoardings	0	22,560	0	22,560
<b>Total</b>	<b>0</b>	<b>22,560</b>	<b>0</b>	<b>22,560</b>

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## Transfers between Levels of the Fair Value Hierarchy

There were no transfers between Levels during the year.

## Valuation Techniques used to Determine Level 2 Fair Values for Investment Properties

### Significant Observable Inputs – Level 2

The fair value for the investment properties, i.e. the small and large advertising hoarding contracts, has been measured using the income approach. It has been established by taking the net direct revenue payable under the contract for the unexpired term of each Contract multiplied by a yield determined by market conditions, contractual terms and the covenant strength of the contracted party. They have been categorised at Level 2 in the fair value hierarchy as both Contracts have been subject to individual competitive tender exercises and the resulting revenues are the rate at which the specific sector assesses to be 'market value'.

### Highest and Best Use of Investment Properties

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



### Valuation Techniques

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

### Valuation Process for Investment Properties

The fair value of the Council's investment property is measured annually at each reporting date. All valuations were carried out by Sheffield City Council Property Services under the supervision of Angela Glentworth (MRICS / Registered Valuer – Land and Property Manager) who has overall responsibility. Valuations were carried out in accordance with the methodologies and bases for estimation set out in the professional standards of the Royal Institution of Chartered Surveyors.

## 27. Intangible Assets

The Council began to implement a new social care case management system from 2017/18. This has been accounted for as an intangible asset.

The intangible asset is amortised on a straight line basis over its useful life, as determined by the term of the software licence. Amortisation was not charged in the year of acquisition. The movement on intangible asset balances during the year is as follows:

2019/20 £000		2020/21 £000
	<b>Net Carrying Amount:</b>	
2,452	At 1 April	2,070
231	Additions	2
(613)	Amortisation charge	(690)
<b>2,070</b>	<b>At 31 March</b>	<b>1,382</b>

## 28. Assets Held for Sale

2019/20 £000		2020/21 £000
33,352	Balance at 1 April	24,572
1,301	Assets revalued	0
3,929	Assets newly classified as Held for Sale from Property, Plant and Equipment	(1,449)
(7,421)	Assets declassified as held for sale	(14,063)
(6,589)	Assets sold	(748)
<b>24,572</b>	<b>Balance at 31 March</b>	<b>8,312</b>

**29. Capital Expenditure and Capital Financing**

The total amount of capital expenditure incurred in the year is shown in the table below (including the value of assets acquired under finance leases and PFI / PPP contracts), together with the resources that have been used to finance it. Where capital expenditure cannot be paid for immediately and is to be financed in future years by charges to revenue as the assets are used by the Council, the expenditure results in an increase in the Capital Financing Requirement (CFR), a measure of the capital expenditure incurred historically by the Council that has yet to be financed.

2019/20		2020/21
£000		£000
	<b>Capital Investment</b>	
107,666	Property, Plant and Equipment*	113,135
231	Intangible Assets*	2
5	Heritage Assets*	2
13,767	Sheffield City Trust	14,641
19,688	Revenue Expenditure Funded from Capital Under Statute	14,107
<b>141,357</b>		<b>141,887</b>
	<b>Sources of Finance</b>	
40,280	Government Grants and Other Contributions	31,665
12,872	PFI Lease Liability	19,245
37,627	Major Repairs Reserve	25,150
14,703	Capital Receipts Reserve	18,293
35,875	Borrowing	47,534
<b>141,357</b>		<b>141,887</b>
	<b>Capital Financing Requirement</b>	
1,537,028	Opening Balance	1,536,014
35,875	Borrowing in Year	47,534
(49,761)	Statutory / Voluntary provision for repayment of debt (MRP / VMRP)	(52,836)
12,872	PFI Liabilities recognised in year	19,245
0	Other Adjustments	0
<b>1,536,014</b>	<b>Closing Balance</b>	<b>1,549,957</b>

\* These figures match to the additions lines in Notes 23, 27 and 25 detailing movements on the non-current assets balances.

**30. Leases and Lease Type Arrangements**

**Council as Lessee**

**Finance Leases**

The Council has not classified any leases as Finance Leases excluding the PFI leases which are covered in note 24.

**Operating Leases**

The future minimum lease payments due under non-cancellable leases in future years are:

2019/20 £000		2020/21 £000
802	Not later than one year	432
1,313	Later than one year and not later than five years	734
1,192	Later than five years	4,246
<b>3,307</b>	<b>Total</b>	<b>5,412</b>

The above principally consists of Council office accommodation leases and leases for vehicles, plant and equipment.

**Council as Lessor**

**Finance Leases**

The Council has not classified any leases as Finance Leases.

**Operating Leases**

The future minimum lease payments receivable under non-cancellable leases in future years are:

2019/20 £000		2020/21 £000
5,706	Not later than one year	5,865
19,426	Later than one year and not later than five years	22,553
55,512	Later than five years	62,320
<b>80,644</b>	<b>Total</b>	<b>90,738</b>

The above mainly consists of a large number of small value long term leases, principally for the lease of land and also Grosvenor House, the Heart of the City II property, offering mixed use multi-storey office, leisure and retail development.

### 31. Long Term Contracts

In addition to the PFI and similar contracts disclosed in Note 24, the Council has a number of other Long Term Contracts in place.

In 2019/20 the Capita Business Services Contract was ended and the service insourced back to the Council. There was a cost of £16m in 2019/20 and no cost incurred in 2020/21.

In previous years the Council had an agreement with Sheffield City Trust (SCT) to meet the cost of arrangements that they had entered into with certain leasing banks in respect of the provision of funding for sporting facilities in the city. During 2013/14 the Council made prepayments of £101m to SCT in respect of this commitment with the objective of removing the bank from the revised arrangements. In addition the revised arrangements comprise annual payments from the Council to SCT, which will continue until 2023/24. Payments to SCT in year are detailed in Note 41, Related Party Transactions.

### 32. Impairment Losses

There were no impairment charges in 2020/21. However, there were reversals of previous impairments of £129.0m (£76.3m in 2019/20), mainly relating to an improvement to previous impairments on Council Dwellings.

### 33. Movements in 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.

	Note	1 April 2019 £000	Transfer Out 2019/20 £000	Transfer In 2019/20 £000	31 March 2020 £000	Transfer Out 2020/21 £000	Transfer In 2020/21 £000	31 March 2021 £000
<b>Earmarked General Fund Reserves:</b>								
Schools Reserves	34	(24,164)	0	(2,140)	(26,304)	0	(3,241)	(29,545)
Revenue Grants and Contributions	34	(2,517)	0	(71)	(2,588)	0	(16,552)	(19,140)
<i>Other Earmarked Revenue Reserves:</i>								
- Insurance Fund	34	(10,174)	0	(178)	(10,352)	1,383	0	(8,969)
- New Homes Bonus (NHB)		(11,749)	0	(5,347)	(17,096)	0	(1,788)	(18,884)
- Major Sporting Facilities		(24,159)	0	(4,473)	(28,632)	0	(4,193)	(32,825)
- Invest to Save		(5,354)	0	(1,692)	(7,046)	0	(1,244)	(8,290)
- PFI Future Expenditure		(41,679)	5,239	0	(36,440)	3,507	0	(32,933)
- Public Health		(1,152)	932	0	(220)	0	(1,831)	(2,051)
- Service Area Reserves		(14,129)	0	(1,894)	(16,023)	0	(5,055)	(21,078)
- Children's and Adult Social Care		(18,864)	15,410	0	(3,454)	0	(966)	(4,420)
- Business Rates Appeals		(19,576)	16	0	(19,560)	0	(62,165)	(81,725)
- COVID-19 Grants		0	0	(17,418)	(17,418)	17,418	0	0
- Other Reserves		(53,291)	0	(20,181)	(73,472)	0	(28,350)	(101,822)
<b>Total</b>		<b>(226,808)</b>	<b>21,597</b>	<b>(53,394)</b>	<b>(258,605)</b>	<b>22,308</b>	<b>(125,385)</b>	<b>(361,682)</b>

**34. Usable Reserves**

The following table summarises the Usable Reserves balances:

31 March 2020 £000		31 March 2021 £000
	<b>Capital Reserves:</b>	
(66,677)	Capital Receipts Reserve	(65,564)
(76,851)	Major Repairs Reserve	(98,837)
(26,429)	Capital Grants Unapplied Reserve	(33,729)
(169,957)		(198,130)
	<b>Revenue Reserves:</b>	
(13,151)	General Fund	(12,851)
	Earmarked General Fund Reserves:	
(26,304)	Schools Reserves	(29,545)
(2,588)	Revenue Grants and Contributions	(19,140)
(229,713)	Other Earmarked Revenue Reserves	(312,997)
(7,651)	Housing Revenue Account Balance	(7,782)
(3,478)	Earmarked Housing Revenue Account Reserve	(4,171)
(282,885)		(386,486)
<b>(452,842)</b>	<b>Total</b>	<b>(584,616)</b>

Movements in the Council's usable reserves are detailed in the Movement in Reserves Statement and Note 33.

## General Fund Balance

The General Fund is the statutory fund into which all the receipts of a 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, which is not necessarily in accordance with general accounting practice. The General Fund 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. The balance is not available to be applied to fund HRA services.

The table below provides a breakdown of the General Fund:

31 March 2020 £000		31 March 2021 £000
(13,151)	General Balances Available	(12,851)
<b>(13,151)</b>	<b>Total</b>	<b>(12,851)</b>

The General Fund Balance was £12.9m at 31 March 2021, representing 3.5% of the re-stated 2020/21 net budget requirement of £370.5m. This is in line with the minimum prudent level recommended by the Executive Director of Resources. If the reserve is used, it will be replenished to the stated minimum level as soon as practically possible; the Council will always need a minimum level of emergency reserves.

External risks will be constantly assessed to ensure the minimum level of General Fund reserves remain appropriate. Sheffield incorporates risks such as revisions to the Fair Funding Formula and wider economic developments in establishing the above reserve level.

## Earmarked General Fund Reserves

The table below provides a breakdown of the earmarked reserves balance:

31 March 2020 £000		31 March 2021 £000
(26,304)	Schools Reserves	(29,545)
(2,588)	Revenue Grants and Contributions	(19,140)
	Other Earmarked Revenue Reserves:	
(10,352)	- Insurance Fund Reserve	(8,969)
(28,632)	- Major Sporting Facilities	(32,825)
(7,046)	- Invest to Save	(8,290)
(17,096)	- New Homes Bonus (NHB)	(18,884)
(36,440)	- PFI Future Expenditure	(32,933)
(220)	- Public Health	(2,051)
(16,023)	- Service Area Reserves	(21,078)
(3,454)	- Children's and Adult Social Care	(4,420)
(19,560)	- Business Rate Appeals	(81,725)
(17,418)	- COVID-19 Grants	0
(73,472)	- Other Earmarked Reserves	(101,822)
<b>(258,605)</b>	<b>Total</b>	<b>(361,682)</b>

Earmarked reserves are set aside to meet known or predicted future liabilities. These liabilities mean that the earmarked reserves are not normally available to fund the budget or other measures.

Earmarked reserves are available to fund capital or revenue expenditure following approval by Cabinet. Expenditure is charged to the revenue or capital account when it is incurred and is financed by an appropriation from the reserve through the Movement in Reserves Statement.

A list of earmarked reserves, their purpose and proposed use are set out below.

- Schools Reserves: Schools' Earmarked Reserve consists of money that has been allocated under Local Management of Schools legislation, and which remains unspent at the year end. This reserve is not available to support General Fund expenditure.



- Revenue Grants and Contributions: Where a revenue grant or contribution (or part thereof) has been recognised as income in the Comprehensive Income and Expenditure Statement, but the expenditure to be financed from that grant or contribution has not been incurred at the Balance Sheet date, the grant or contribution has been transferred to the Revenue Grants and Contributions reserve to support future spend.
- Insurance Fund Reserve: This reserve contains funds required to cover the Council against potential litigation claims, for which, there is not enough certainty to create a provision in the accounts.
- Major Sporting Facilities: The Major Sporting Facilities (MSF) reserve exists because of the need to smooth the future significant payments due for the MSF debt (re: Ponds Forge, the Arena, Don Valley Stadium and Hillsborough Leisure Centre).
- New Homes Bonus: The Government is paying all Councils “New Homes Bonus” to incentivise them to bring empty properties back into use or encourage new housing to be built. The Council intends to use the payments to promote housing development and to fund economic growth projects. This reserve sets aside the payments until required for agreed projects, which now form part of the wider Growth Investment Fund.
- PFI Future Expenditure: The PFI reserve exists due to Government funding being received in advance to pay future years’ liabilities. This income is set aside in a reserve until needed to ensure sufficient funds are available to cover the cost of contracts in future years.
- Public Health: Public Health grant funding is given to the Council on a yearly basis and is restricted to spending on public health functions. The conditions of the grant specify that any surpluses must be carried to a reserve for use in future years – and any eventual use of these funds is restricted also to public health functions. The balance on this reserve therefore represents underspends in prior years.
- Service Area Reserves: These are a variety of service specific reserves agreed by Cabinet in previous years set aside for long term projects / plans, examples include the Workplace Accommodation Strategy and the Flexible Development Fund.
- Children’s and Adult Social Care: Social Care reserves are held to deal with transforming Social Care in Sheffield to better meet the much publicised challenges facing the sector and to deal with unforeseen costs.
- Collection Fund Reserve: This reserve has traditionally been required to cover potential reductions in Business Rate income following future successful appeals. This has increased substantially in 2020/21 due to funding from Government for the Retail Discount scheme which will be passed on to businesses in 2021/22. Due to the accounting arrangements involved it is required to carry this forward in earmarked reserves.
- Other Earmarked Reserves: Other Earmarked reserves include funds which are set aside to cover predicted liabilities such as redundancies, risk within the borrowing strategy, equal pay claims and the costs of the ICT 2020 project.

## Housing Revenue Account Reserves

The Housing Revenue Account Balance reflects the statutory obligation to maintain a revenue account for local authority Council housing provision in accordance with Part VI of the Local Government and Housing Act 1989. It contains the balance of income and expenditure as defined by the 1989 Act that is available to fund future expenditure in connection with the Council's landlord function or (where in deficit) that is required to be recovered from tenants in future years.

The table below shows the balance of the Housing Revenue Account Reserves:

31 March 2020 £000		31 March 2021 £000
(7,651)	Housing Revenue Account Balance	(7,782)
(3,478)	Earmarked Housing Revenue Account Reserve	(4,171)
<b>(11,129)</b>	<b>Total</b>	<b>(11,953)</b>

## Capital Receipts Reserve

The Capital Receipts Reserve holds the proceeds from the disposal of land or other assets, which are restricted by statute from being used other than to fund new capital expenditure or to be set aside to finance historical capital expenditure. The balance on the reserve shows the resources that have yet to be applied for these purposes at the year end.

The table below shows the balance of the Capital Receipts Reserve:

31 March 2020 £000		31 March 2021 £000
(66,677)	Capital Receipts Reserve	(65,564)
<b>(66,677)</b>	<b>Total</b>	<b>(65,564)</b>

### Major Repairs Reserve

The Council is required to maintain the Major Repairs Reserve, which controls an element of the capital resources required to be used on HRA assets or for capital financing purposes. The balance on the reserve shows the resources that have yet to be applied at the year end.

The table below shows the balance of the Major Repairs Reserve:

31 March 2020 £000		31 March 2021 £000
(76,851)	Major Repairs Reserve	(98,837)
<b>(76,851)</b>	<b>Total</b>	<b>(98,837)</b>

### Capital Grants Unapplied Reserve

The Capital Grants Unapplied 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.

The table below shows the balance of the Capital Grants Unapplied Reserve:

31 March 2020 £000		31 March 2021 £000
(26,429)	Capital Grants Unapplied Reserve	(33,729)
<b>(26,429)</b>	<b>Total</b>	<b>(33,729)</b>

**35. Unusable Reserves**

The following table summarises the Unusable Reserves balances:

31 March 2020 £000		31 March 2021 £000
	<b>Capital Reserves:</b>	
(610,103)	Revaluation Reserve	(738,042)
(1,075,578)	Capital Adjustment Account	(1,085,295)
(53)	Deferred Capital Receipts Reserve	(53)
(1,685,734)		(1,823,390)
	<b>Revenue Reserves:</b>	
43,441	Financial Instruments Adjustment Account	42,194
941,074	Pensions Reserve	1,001,114
(18,358)	Collection Fund Adjustment Account	52,933
9,302	Accumulated Absences Account	10,632
975,459		1,106,873
<b>(710,275)</b>	<b>Total</b>	<b>(716,517)</b>

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**Capital Reserves**

Capital Reserves are not available for revenue purposes and certain ones can only be used for specific statutory purposes.

**Revaluation Reserve**

The Revaluation Reserve contains the gains made by the Council arising from increases in the value of its Property, Plant and Equipment, Heritage Assets and Intangible Assets. 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>(434,584)</b>	<b>Balance at 1 April</b>	<b>(610,103)</b>
(215,312)	Upward revaluation of assets	(231,955)
23,076	Downward revaluation of assets and impairment losses	80,490
(192,236)	<b>Surplus or deficit on revaluation of non-current assets not posted to the Surplus or Deficit on the Provision of Services</b>	(151,465)
7,004	Difference between fair value depreciation and historical cost depreciation	9,930
9,713	Accumulated gains on assets sold or scrapped	13,513
0	Other	83
16,717	<b>Amount written off to the Capital Adjustment Account</b>	23,526
<b>(610,103)</b>	<b>Balance at 31 March</b>	<b>(738,042)</b>

## Capital Adjustment Account

2019/20 £000		2020/21 £000
(1,181,004)	Balance at 1 April	(1,075,578)
	<b>Reversal of items relating to capital expenditure debited or credited to the CI&amp;ES:</b>	
79,976	Depreciation of non-current assets	80,720
0	Impairment of non-current assets	0
126,882	Revaluation losses of non-current assets	3,356
5,630	Movement in fair value of Investment Properties	3,400
19,688	Revenue expenditure funded from capital under statute	14,107
32,339	Non-current assets written off on disposal	40,171
264,515		141,754
	<b>Adjusting amounts written out of the Revaluation Reserve:</b>	
(7,004)	Difference between fair value depreciation and historical cost depreciation	(9,930)
(9,713)	Accumulated gains on assets sold or scrapped	(13,513)
0	Other	(83)
(16,717)		(23,526)
(933,206)	Net written out amount of the cost of non-current assets consumed in the year	(957,350)
	<b>Capital financing applied in the year:</b>	
(14,703)	Use of the Capital Receipts Reserve to finance new capital expenditure	(18,293)
(37,627)	Use of the Major Repairs Reserve to finance new capital expenditure	(25,150)
(28,484)	Capital grants and contributions credited to the CI&ES	(34,083)
(11,797)	Application of grants and contributions from the Capital Grants Unapplied Reserve	2,417
(49,734)	Statutory provision for the repayment of debt	(52,809)
(27)	Voluntary provision for the repayment of debt	(27)
(142,372)		(127,945)
0	Other	0
<b>(1,075,578)</b>	<b>Balance at 31 March</b>	<b>(1,085,295)</b>

The Capital Adjustment Account absorbs the timing differences arising from the different arrangements for accounting for the consumption of non-current assets and for financing the acquisition, construction or enhancement of those assets under statutory provisions. The Account is debited with the cost of acquisition, construction or enhancement as depreciation, impairment losses and amortisations 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 that the Revaluation Reserve was created to hold such gains.

Note 23 (PPE) provides details of the source of all the transactions posted to the Account, apart from those involving the Revaluation Reserve.

### 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 Council does not treat these gains as usable for financing new capital expenditure until they are backed by cash receipts. When the deferred cash settlement eventually takes place, amounts are transferred to the Capital Receipts Reserve.

2019/20	2020/21
£000	£000
(53) <b>Balance at 1 April</b>	(53)
0 Transfer to the Capital Adjustment Account	0
<b>(53) Balance at 31 March</b>	<b>(53)</b>

### Financial Instruments Adjustment Account

The Financial Instruments Adjustment Account absorbs the timing differences arising from the different arrangements for accounting for income and expenses relating to certain financial instruments and for bearing losses or benefiting from gains per statutory provisions. The Council uses the Account to manage premiums paid on the early redemption of loans. Premiums are debited to the Comprehensive Income and Expenditure Statement when they are incurred but reversed out of the General Fund Balance to the Movement in Reserves Statement. Over time, the expense is posted back to the General Fund Balance in accordance with statutory arrangements for spreading the burden on council tax. In the Council's case, this period is either the unexpired term that was outstanding on the loans when they were redeemed or the term of the replacement loan.

2019/20	2020/21
£000	£000
44,685 <b>Balance at 1 April</b>	43,441
(1,244) Proportion of premiums incurred in previous financial years to be charged against the General Fund in accordance with statutory requirements	(1,247)
0 Soft Loan Amortisation	0
0 Other movements	0
(1,244) Amount by which finance costs charged to the CI&ES are different from finance costs chargeable in the year in accordance with statutory requirements	(1,247)
<b>43,441 Balance at 31 March</b>	<b>42,194</b>

## 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 Council has set aside to meet them. The statutory arrangements will ensure that funding will have been set aside by the time the benefits come to be paid.

2019/20 £000		2020/21 £000
930,663	<b>Balance at 1 April</b>	941,074
(46,828)	Actuarial (gains) or losses on pensions assets and liabilities	(449)
99,860	Reversal of items relating to retirement benefits debited or credited to the CI&ES	106,520
(42,621)	Employer's pensions contributions and direct payments to pensioners payable in the year	(46,031)
<b>941,074</b>	<b>Balance at 31 March</b>	<b>1,001,114</b>

## 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 and business rate payers compared with the statutory arrangements for paying across amounts to the General Fund from the Collection Fund.

2019/20 £000		2020/21 £000
(17,234)	<b>Balance at 1 April</b>	(18,358)
(1,124)	Amount by which Council Tax and Non-domestic Rate income credited to the CI&ES is different from Council Tax and Non-domestic Rates income calculated for the year in accordance with statutory requirements	71,291
<b>(18,358)</b>	<b>Balance at 31 March</b>	<b>52,933</b>



### 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		2020/21
£000		£000
<b>9,158</b>	<b>Balance at 1 April</b>	<b>9,302</b>
144	Amount by which officer remuneration charged to the CI&ES is different from remuneration chargeable in the year in accordance with statutory requirements	1,330
<b>9,302</b>	<b>Balance at 31 March</b>	<b>10,632</b>

**36. Cash Flow Statement – Operating Activities**

The cash flows for operating activities include the following items:

2019/20		2020/21
£000		£000
1,625	Interest Received	728
(95,527)	Interest Paid	(89,300)

**Adjustment for items in the net surplus / (deficit) on the provision of services for Non-Cash Movements**

The following table provides a breakdown of the adjustment for non-cash movements figure shown in the Cash Flow Statement:

**Adjustment for items in the net surplus / (deficit) on the provision of services that are investing or financing activities**

2019/20		2020/21
£000		£000
79,363	Depreciation	80,030
126,882	Impairment and downward valuations	3,448
613	Amortisation	690
9,963	Deferred revenue / deferred payment agreements	524
19,870	Increase / (Decrease) in creditors	100,121
(31,239)	(Increase) / Decrease in debtors	(18,921)
353	(Increase) / Decrease in inventories	(190)
57,239	Movement in pension liability	60,489
32,338	Carrying amount of non-current assets and non-current assets held for sale, sold or derecognised	40,171
2,670	Other non-cash items charged to the net surplus or deficit on the provision of services	4,981
<b>298,052</b>	<b>Total</b>	<b>271,343</b>

The following table provides a breakdown of the adjustment for items that are investing or financing activities figure shown in the Cash Flow Statement:

2019/20		2020/21
£000		£000
(21,877)	Proceeds from the sale of property, plant and equipment, investment property and intangible assets	(20,667)
(38,279)	Any other items for which cash effects are investing or financing cash flows	(38,966)
<b>(60,156)</b>	<b>Total</b>	<b>(59,633)</b>

### 37. Cash Flow Statement – Investing Activities

The cash flows for investing activities include the following items:

2019/20		2020/21
£000		£000
(105,760)	Purchase of property, plant and equipment, investment property and intangible assets	(96,553)
(155,500)	Purchase of short and long term investments	(169,500)
(52,010)	Other payments for investing activities	(826)
21,877	Proceeds from the sale of property, plant and equipment, investment property, intangible assets and deferred capital receipts	20,667
110,500	Proceeds from short term and long term investments	95,000
51,246	Other receipts from investing activities	100,877
<b>(129,647)</b>	<b>Net cash flow from investing activities</b>	<b>(50,335)</b>

### 38. Cash Flow Statement – Financing Activities

The cash flows for financing activities include the following items:

2019/20		2020/21
£000		£000
80,000	Cash receipts of short and long term borrowing	0
(27,499)	Cash payments for the reduction of outstanding liabilities relating to finance leases and PFI contracts	(26,407)
(32,276)	Repayment of short and long term borrowing	(20,391)
13,197	Other payments for financing activities	(74,026)
<b>33,422</b>	<b>Net cash flow from financing activities</b>	<b>(120,824)</b>

### 39. Pooled Budget Arrangements

Section 75 of the National Health Services Act 2006 allows partnership arrangements between NHS bodies, Local Authorities and other agencies in order to improve and co-ordinate services. Generally each partner makes a contribution to a pooled budget, with the aim of focussing services and activities for a client group. Funds contributed are those normally used for the services represented in the pooled budget and allow the organisations involved to act in a more cohesive way.

NHS Sheffield Clinical Commissioning Group and Sheffield City Council entered into a Section 75 agreement covering the Better Care Fund with effect from 1st April 2015. This pool is hosted by Sheffield City Council.

The Better Care Fund was announced by the Government in the June 2013 spending round, to ensure a transformation in integrated health and social care. It creates a local single pooled budget to incentivise the NHS and local government to work more closely together around people, placing their wellbeing as the focus of health and care services, and shifting resources into social care and community services for the benefit of the people, communities and health and care systems. The Sheffield Better Care Fund pool was constructed around seven themes focussed around the different areas of integration.

The 2020/21 Sheffield City Council value has had £67m of income added back to the position reported in year. This adjustment more accurately shows the gross resources of the pooled budget.

The following table summarises the contributions made by Sheffield City Council and the NHS Sheffield Clinical Commissioning Group into pooled budget arrangements, along with details of previous year's comparatives:

Service Area	2020/21			2019/20		
	NHS Sheffield CCG	Sheffield City Council	Total	NHS Sheffield CCG	Sheffield City Council	Total
	£000	£000	£000	£000	£000	£000
The Better Care Fund	280,844	214,938	495,782	269,863	183,473	453,336
<b>Total</b>	<b>280,844</b>	<b>214,938</b>	<b>495,782</b>	<b>269,863</b>	<b>183,473</b>	<b>453,336</b>

The memorandum account for the pooled budget is:

**The Better Care Fund**

	<b>2020/21</b>	<b>2019/20</b>
	<b>£000</b>	<b>£000</b>
<b>Income</b>		
NHS Clinical Commissioning Group	280,844	269,863
Sheffield City Council	214,938	183,473
<b>Total</b>	<b>495,782</b>	<b>453,336</b>
<b>Allocation of expenditure</b>		
Theme 1 - People Keeping Well in their Local Community	(14,886)	(14,039)
Theme 2 - Active Support and Recovery	(56,517)	(57,993)
Theme 3 - Independent Living Solutions	(9,632)	(8,520)
Theme 4 - Ongoing Care	(216,626)	(184,564)
Theme 5 - Adult inpatient Medical Emergency Admissions	(69,569)	(68,622)
Theme 6 - Mental Health	(124,448)	(115,755)
Theme 7 - Capital Grants	(4,104)	(3,843)
<b>Total</b>	<b>(495,782)</b>	<b>(453,336)</b>

**40. External Audit Fees and Additional Audit Fees (Non Statutory)**

The Council has incurred the following costs in relation to the audit of the Statement of Accounts, 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
169	Fees payable with regard to external audit services carried out by the appointed auditor	144
43	Fees payable for the certification of grant claims and returns	47
3	Fees payable in respect of any other services provided over and above those listed above	3
<b>215</b>	<b>Total</b>	<b>194</b>

Within the 2019/20 total it includes £25k relating to the audit of an objection raised by a member of the public to the 2016/17 payable to the Council's previous external auditor KPMG.

## 41. Related Party Transactions

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

For Sheffield City Council, the main categories of related parties are other public bodies, or those organisations over which a Sheffield City Council Member or Chief Officer holds a position of general control or management. Sheffield City Council's material related party transactions in year amounted to net payments of £203m (£305m for 2019/20). All such material related party transactions are disclosed either individually or in aggregate below.

### Council Members

In respect of financial year 2020/21 a number of Council Members had a position of general control or management in organisations which generated related party transactions with the Council. Positions of general control or management can arise by way of ownership, or by acting as a director, trustee, board member, or partner of an organisation.

It may be noted that all members' pecuniary and non-financial interests which could conflict with those of the Council are open to public inspection as required by the Local Authority (Members Interests) Regulations 1992 (SI 1992/618) laid under section 19 of the Local Government Housing Act 1989. In addition, all contracts are required to fully comply with the Council's Standing Orders.

### Chief Officers

For the purpose of this disclosure the term 'chief officer' is defined as the Chief Executive, and the Executive Directors. The note also covers members of those officers' close families or households. One of the Council's chief officers declared a position of general control or management in a third-party organisation during the financial year as a Director for Learn Sheffield Ltd.

Related Party	Receipts £000	Payments £000	Net Payments £000	Receivables £000	Payables £000	Net Assets £000
Total Related Parties	(34,521)	242,834	208,313	(2,663)	562	(2,101)

2020/21 Related Party	Notes	Receipts £000	Payments £000	Net Payments £000	Receivables £000	Payables £000	Net Assets £000
Amy's House Ltd	1	(4)	181	177	(3)	0	(3)
Aspiring Communities Together Ltd (ACT)	2	(1)	144	143	(1)	0	(1)
Ben's Centre for Vulnerable People	3	0	65	65	0	0	0
City of Sanctuary Sheffield	4	(1)	85	84	0	0	0
Disability Sheffield Centre	5	0	51	51	0	0	0
Great Places Housing Association	6	(76)	920	844	(29)	0	(29)
Heeley City Farm	7	(2)	289	287	0	0	0
Learn Sheffield	8	(179)	744	565	(9)	79	70
Sheffield Bid Company Ltd	9	(43)	566	523	(21)	49	28
Sheffield City Trust	10	(29)	27,701	27,672	(13)	0	(13)
Sheffield Futures	11	(8)	2,355	2,347	30	1	31
Sheffield Galleries & Museums Trust	12	(114)	1,762	1,648	(63)	0	(63)
Sheffield Industrial Museums Trust Ltd	13	(12)	502	490	(9)	0	(9)
Sheffield International Venues Ltd	14	(8)	1,285	1,277	(3)	0	(3)
Sheffield Theatres Trust	15	(12)	295	283	(14)	292	278
SOAR	16	(1)	665	664	0	0	0
The Adsetts Partnership c/o Autism Plus	17	(2)	238	236	0	0	0
Tinsley Forum	18	0	54	54	0	0	0

**Notes - relating to significant transactions**

- 1 £95k Covid support, £72k SNIPS short break contract payments and uplift.
- 2 £35k Payment for adult education course delivery, £29k various ACT course fees.
- 3 £65k Core service grant.
- 4 £37k Core service grant, £23k top up grants.
- 5 £16k Covid support and policy work, £15k E&F grant funding.
- 6 £590k Phase 5 loan draw down & £330k Phase 4 loan draw down payments. Income: £50k Sheffield Housing Company services undertaken by SCC.
- 7 £74k Covid support payment.
- 8 £320k Commission payment for school improvement services, £148k whole school contract payment for 20/21. Income: £100k PAS data support, £36k annual crisis communication service provided to schools & £30k e-learning subscription.
- 9 £511k Year 6 levy fees for Sheffield Business Improvement District
- 10 £18.44m Bond principal payment, £1.58million repairs to SIV venues.
- 11 £1.63m Core contract charges, £238k STAR house rent & charges.
- 12 £1.75m Grant payments. Income: £51k received for insurance costs, £33k services provided at Graves Park & £25k for Acres Hill accommodation charge.
- 13 £853k Grant payments.
- 14 £517k SIV funding, £516k SIV trust payment, £251k remodelling of EISS.
- 15 £292k Trust funding.
- 16 £123k SOAR Firth Park & Southey, £60k PKW dementia ITT, £50k Resilient Communities payment.
- 17 £158k Covid support payments.
- 18 £54k Grant Payment.



2019/20							
Related Party	Notes	Receipts £000	Payments £000	Net Receipts/Payments £000	Receivables £000	Payables £000	Net Assets/Liabilities £000
Learn Sheffield Ltd	1	(199)	781	582	8	0	8
Seven Hills Leisure Trust	2	(8)	91	83	7	0	7
Sheffield City Trust	3	(52)	21,349	21,297	3	0	3
Sheffield Futures	4	(58)	4,087	4,029	(28)	0	(28)
Sheffield Housing Company	5	(81)	111	30	11	0	11
Sheffield Industrial Museums Trust	6	14	527	541	4	0	4
Sheffield International Venues	7	(18)	2,678	2,660	(1)	0	(1)
Sheffield Theatres Trust	8	(28)	296	268	8	0	8
SOAR	9	(3)	959	956	0	0	0
Heeley City Farm	10	(2)	345	343	0	0	0
Aspiring Communities Together Ltd	11	(2)	125	123	1	0	1
Sheffield City of Sanctuary	12	(2)	58	56	0	0	0
Museums Sheffield	13	(116)	1,899	1,783	13	0	13
Sheffield City Centre BID	14	(118)	1,035	917	13	0	13
Amy's House	15	(0)	56	56	0	0	0

**Notes relating to significant transactions:**

- 1 £320k Commission Payment, £125k Transition Funding
- 2 £76k SIV Grant Paid
- 3 £13.8m Bond Principal, £4.6m Bond Interest
- 4 £3.2m Futures Core Contract
- 5 £89k Phase 4 Loan Draw Down
- 6 £243k Sheffield Industrial Museums Grant
- 7 £1.3m Remodelling of English Institute of Sports Sheffield to expand facilities, £828k SIV Funding Agreement Grant
- 8 £292k Sheffield Theatres Trust Grant
- 9 £162k Community Wellbeing Programme, £104k People Keeping Well, £47k Holiday Hunger Payments, £43k Sheffield Community Investment Deal
- 10 £74.7k Community Wellbeing, £50.2k People Keeping Well, £22.5k Safe Places Project
- 11 £56k Adults Education Budget
- 12 £38k Core Service Grant
- 13 £1.8m Galleries and Museums Trust Grant
- 14 £40k, £25k Cliffhanger Event; Fringe Tramlines, £950k BID Levy
- 15 £39k Short Breaks Funding for Summer Holidays

## Transactions with Other Public Bodies

The UK Government exerts significant influence over Sheffield City Council through legislation and grant funding. Transactions with central government and precepts and levies raised on behalf of other public bodies are detailed in notes to the Consolidated Income and Expenditure Account and Collection Fund. However, the following table shows the significant transactions with public bodies in the area:

2020/21 Related Party	Notes	Receipts £000	Payments £000	Net Payments £000	Receivable £000	Payable £000	Net Assets £000
NHS	1	(15,235)	24,630	9,395	(1,902)	39	(1,863)
Other Local Authorities	2	(4,549)	92,477	87,928	(575)	102	(473)
Sheffield City Region Combined Authority	3	(10,194)	30,983	20,789	45	0	45
South Yorkshire Fire & Rescue Authority	4	(9)	12,875	12,866	(3)	0	(3)
South Yorkshire Pensions Authority	5	(3)	9,805	9,802	(3)	0	(3)
South Yorkshire Police and Crime	6	(1,194)	28,430	27,236	33	0	33
SYLTE	7	(2,845)	5,732	2,887	(123)	0	(123)

### Notes - relating to significant transactions

- 1 £8.75m Sheff'' Children's Hos' NHS contract, £5.28m Substance misuse contract, £4.13m Sexual/oral health services. Income: £8.73m Independent living fund, £1.21m secure beds at Aldine house, £1m Adult social care purchasing
- 2 £30m loan payments to local authorities, £30m Deal payments to local authorities, £4.5m MET debt, £2.8m CAZ IF grant, £1.5m Superfast Sy phase 2. Income: 2.4m LTP grant funding, £1.4m Short term care - local authority accom', £568k Coroners service charges, £382k LRF PPE charges, £296k YORHUB related charges
- 3 £24.45m ITA Levy, £5.4m Deal 241&242 loan repayment costs. Income: £3.6m SCRIF grant funding, £2.6m Transforming cities fund, £2.3m LTP grant income, £325k active travel fund, £147k TIIF potholes challenge.
- 4 £10.46m Council tax receipt, £2.16m business rates surplus, £178k council tax surplus
- 5 £9.8m pensions, £26k levy
- 6 £27.7m Council tax precept
- 7 £3.5m SYLTE drawdown, £ 835k COVID Bus services support grant, £520k Zero fare bus passes (schools & low income), £508k DFT funding, £144k contribution to safety camera partnership, £125k BBA grant repayment Income: £2.4m LTP grant, £278k SRP grant, £100k Better Buses grant, £83k Maintenance contribution (anti-skid & tram upgrades).

2019/20							
	Notes	Receipts	Payments	Net Payments/Receipts	Receivables	Payables	Net Assets
		£000	£000	£000	£000	£000	£000
<b>Related Party</b>							
Sheffield City Region Combined Authority Group	1	(11,606)	27,402	15,796	26	0	26
South Yorkshire Passenger Transport Executive (SYPTTE)	2	(2,642)	7,437	4,795	142	(28)	114
South Yorkshire Fire and Rescue Authority	3	(8)	12,430	12,422	1	0	1
South Yorkshire Pensions Authority	4	(4)	143,514	143,510	0	0	0
South Yorkshire Police and Crime Commissioner	5	(801)	27,737	26,936	0	0	0
NHS bodies	6	(4,272)	25,241	20,969	976	(41)	935
Other Local Authorities	7	(4,541)	51,616	47,075	692	(10)	682

**Notes relating to significant transactions:**

- 1 £22.5m ITA Levy, £600k EZ Growth. Income: £2.1m National Productivity Fund, £5.7m SCRIF Funding
- 2 £458k Bus Passes, £156k Zero-fare Bus Passes, £144k SY Safer Roads Partnership Contribution. Income: £2.3m Local Transport Plan, £49k STAF Funding, £38k Better Buses
- 3 £10m Council Tax Precept
- 4 £14m Pension Payments, £170k Levy
- 5 £27m Council Tax Precept
- 6 £8.9m SLA Payments to Children's Hospital, £3.2m Sexual Health Services, £684k Prescribing Charges, £633k Funded Early Learning, £580k Smoke Free Services, £17k Early Years Funding
- 7 £7.7m Temporary Borrowing - Rhondda Cynon Taff, £4m Loan Principal to Derbyshire County Council, £550k STEP, £312k Emergency Planning Shared Services

#### 42. Members' Allowances

The Council paid the following amounts to Council Members and Co-optees during 2020/21:

2019/20 £000		2020/21 £000
	<b>Councillors:</b>	
1,031	Basic Allowance	1,023
275	Special Responsibility Allowance	261
25	Expenses	5
<b>1,331</b>		<b>1,289</b>
	<b>Co-optees:</b>	
2	Basic Allowance	3
<b>1,333</b>	<b>Total</b>	<b>1,292</b>

Further details of this, including the amount paid to each Member, will be published separately as required by Government Regulations.

#### 43. Officers' Remuneration

Under the Accounts and Audit Regulations 2015, Local Authorities are required to disclose information on their employees' remuneration in two sections.

The first section must contain the details of those officers defined in the Regulations as senior employees whose salary is above £50,000 per annum. Senior employees are typically categorised as statutory chief officers (i.e. Chief Executive also known as the head of paid service, Director of Children's Services, Director of Adult Social Services, Section 151 Officer, etc.) or non-statutory chief officers. The latter category typically includes those officers who report directly to the Chief Executive (excluding those whose duties are solely secretarial). In addition, those senior officers whose salary is above £150,000 are required to be named in this section.

The second section must include a disclosure of the numbers of other staff whose total remuneration (i.e. salary plus overtime and allowances, etc.) is above £50,000.

The remuneration paid to the Council's senior employees is shown in the table below:

2020/21						
Post Holder Information	Note	Salary – including Fees and Allowances	Expenses Allowances	Total Remuneration exc Pension Contributions	Pension Contributions	Total Remuneration inc Pension Contributions
		£	£	£	£	£
Interim Chief Executive	1	134,069	0	134,069	0	134,069
Chief Executive – Kate Josephs	2	47,076	0	47,076	8,945	56,021
Executive Director – People – John Macilwraith		154,322	19	154,341	29,321	183,662
Executive Director – Place	3	113,516	0	113,516	21,568	135,084
Interim Executive Director – Place	4	30,157	0	30,157	5,730	35,887
Executive Director – Resources – Eugene Walker		149,295	0	149,295	28,419	177,714
Director of Public Health		125,261	55	125,316	18,007	143,323
Director of Policy and Performance		89,327	0	89,327	17,255	106,582
<b>Total</b>		<b>843,023</b>	<b>74</b>	<b>843,097</b>	<b>129,245</b>	<b>972,343</b>

Notes:

Notes:

1. The Interim Chief Executive took up office on 6th January 2020 (with a prior three-day handover period in December 2019) and stepped down at the full Council meeting on 7th October 2020. During the period between the Interim Chief Executive leaving and Kate Josephs starting position as the Chief Executive on 7th January 2021, the Chief Executive responsibilities were taken on jointly by The Executive Director - People and The Executive Director - Resources, neither of whom received additional remuneration for this role during the interim period.
2. The Chief Executive, Kate Josephs, took up office on 7th January 2021.
3. The Executive Director - Place left the position as of 31st December 2020.
4. The Interim Executive Director - Place took up position with effect from 6th January 2021.

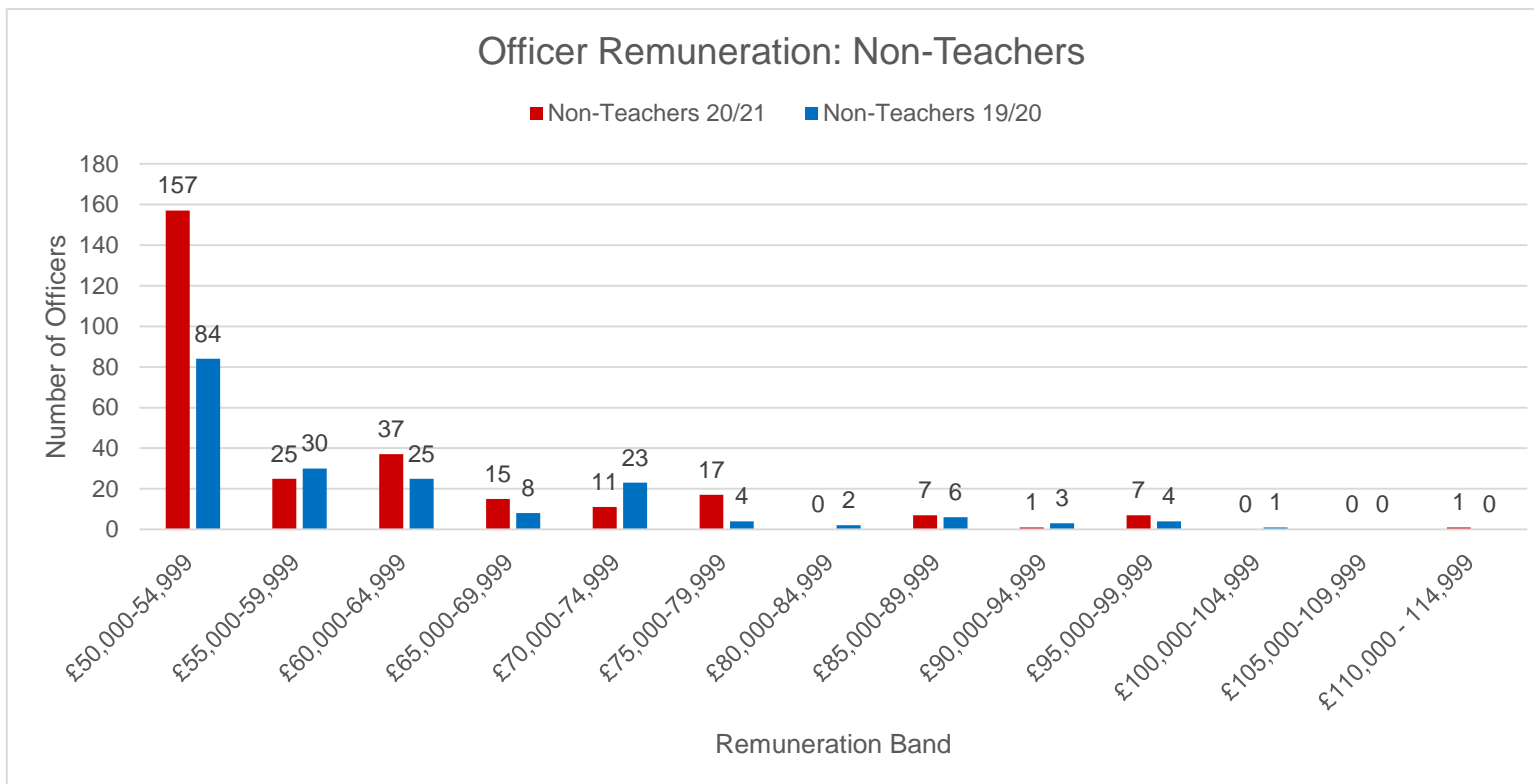
2019/20						
Post Holder Information	Note	Salary – including Fees and Allowances £	Expenses Allowances £	Total Remuneration exc Pension Contributions £	Pension Contributions £	Total Remuneration inc Pension Contributions £
Chief Executive – John Mothersole	1	146,929	0	146,929	27,916	174,845
Interim Chief Executive	2	74,068	0	74,068	0	74,068
Executive Director – People	3	89,631	4,987	94,618	17,030	111,648
Interim Executive Director – People	4	25,772	0	25,772	4,987	30,669
Executive Director – People (2)	5	18,959	10	18,969	0	18,969
Executive Director – Place		141,527	0	141,527	26,890	168,417
Executive Director – Resources		142,874	0	142,874	27,273	170,146
Director of Public Health		119,992	0	119,992	17,308	137,300
Director of Policy and Performance		85,876	11	85,887	16,599	102,487
<b>Total</b>		<b>845,628</b>	<b>5,008</b>	<b>850,636</b>	<b>137,913</b>	<b>988,549</b>

**Notes:**

1. The Chief Executive, John Mothersole, left his position on 31/12/19.
2. The Interim Chief Executive took up office on 6th January 2020 (with a prior three-day handover period in December 2019) and stepped down at the full Council meeting on 7th October 2020. The total cost for the Interim Chief Executive was £208,137. This cost is inclusive of agency fees, and no accommodation, travel or other expenses were paid. This figure does include Employer's National Insurance and the Apprenticeship levy, but does not include VAT.
3. Executive Director - People took up position with effect from 27/08/2019.
4. The Interim Executive Director – People, was in post 18/05/2019 to 26/08/2019.
5. The Executive Director – People (2) left the position as of 17/05/2019.

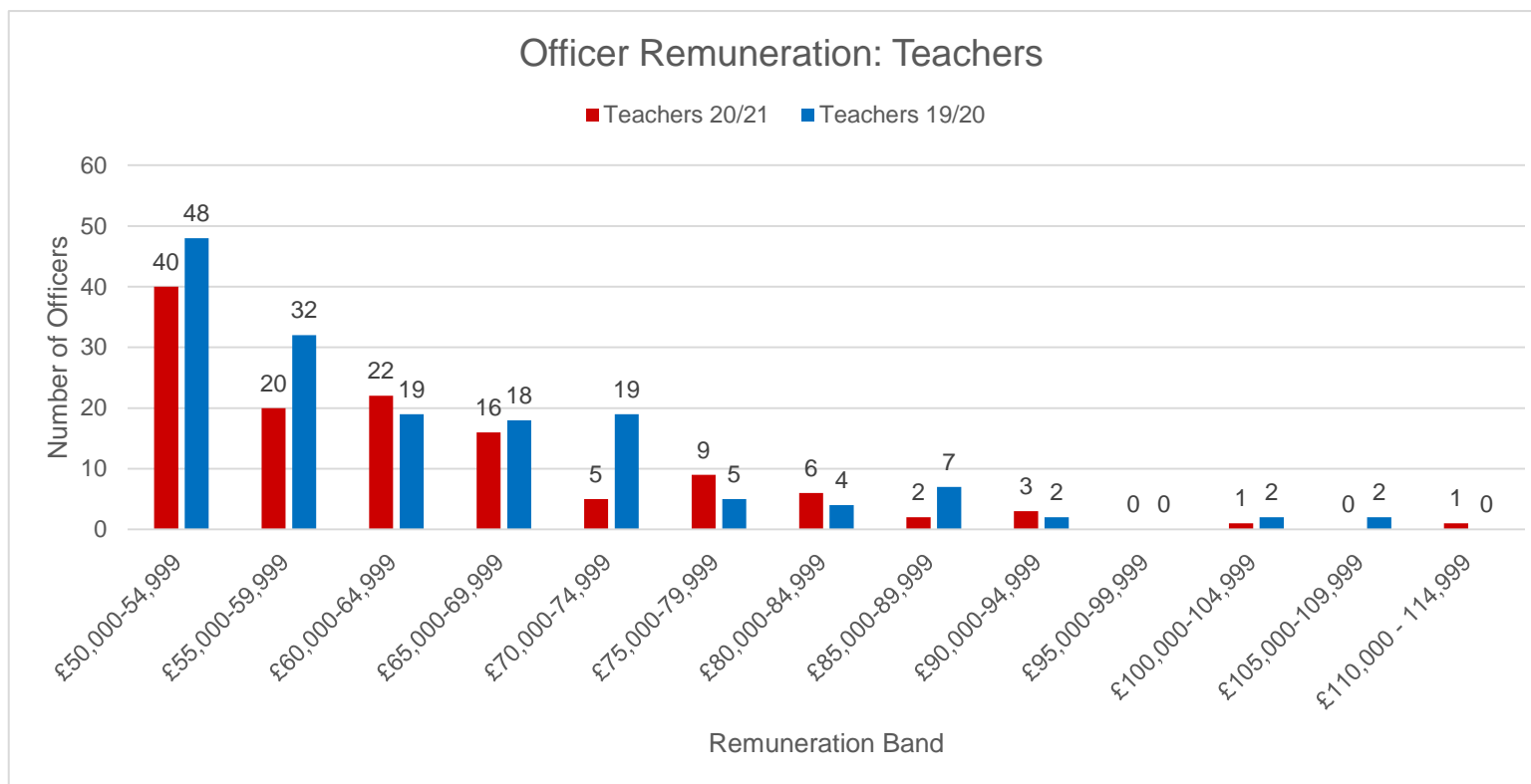
The Council's other employees receiving more than £50,000 remuneration for the year (excluding employer's pension contributions) were paid the following amounts:

### Officer Remuneration: Non-Teachers



Note: The large increase in the number of employees in the first banding is due to the 2.75% general pay-rise for local government employees in 2020/21. The pay rise has resulted in a significant number of employees' remuneration moving from just below to just above the lowest banding. As Central Government has not increased the starting reporting threshold for officers' remuneration in line with inflation, this banding will naturally include more employees year on year.

### Officer Remuneration: Teachers





#### 44. Termination Benefits

The Council terminated the contracts of a number of employees in 2020/21 incurring liabilities of £0.08m (£1.6m in 2019/20). This includes redundancy and pension payments.

This amount was payable to 4 people (37 people in 2019/20) from across the Council, who were made redundant as part of its strategy to reduce the workforce in order to achieve budget savings.

The numbers of exit packages with total cost per band are set out in the table below:

2019/20			2020/21		
Total number of exit packages by cost band	Total cost of exit packages in each band	Exit package cost band (including special payments)	Total number of exit packages by cost band	Total cost of exit packages in each band	
	£000			£000	
28	526	£0 - £60,000	4	78	
3	211	£60,001 - £80,000	0	0	
2	197	£80,001 - £100,000	0	0	
4	618	£100,001 - £200,000	0	0	
<b>37</b>	<b>1,552</b>	<b>Total</b>	<b>4</b>	<b>78</b>	

In 2020/21 £0 contributions for the termination costs under contract / partnership obligations were incurred. In 2019/20 the equivalent cost was £0k.

## 45. Post-Employment Benefits

As part of the terms and conditions of employment of its employees, the Council offers post-employment benefits in the form of three pension schemes, which provide members with defined benefits related to pay and service. Although these benefits will not actually be payable until employees retire, the Council has a commitment to make the payments that need to be disclosed at the time that employees earn their future entitlement. As outlined in the Statement of Accounting Policies (Note 1 viii) the City Council makes contributions to the following pension schemes in respect of its employees.

### Teachers' Pension Scheme

In 2020/21 the City Council paid £13.4m (£11.7m 2019/20) to the Department for Education (DfE) in respect of Teachers' pension costs, which represented 23.68% of Teachers' pensionable pay over the year (20.73% 2019/20).

In addition, the City Council is responsible for all pension payments relating to added years it has awarded, together with the related increases. In 2020/21 these amounted to £3.5m (£3.8m 2019/20), representing 6.21% (6.74% 2019/20) of pensionable pay.

The teachers' pension scheme is not the direct responsibility of the Local Education Authority. The teachers' pension scheme is an unfunded scheme with pension costs charged to the accounts based on a rate set by the DfE, supported by a five-year actuarial review. It is not possible to identify liabilities consistently and reliably between participant authorities.

### NHS Pension Scheme

During 2013/14 public health staff were transferred from Primary Care Trusts (PCTs) to Local Authorities. These staff have maintained their membership in the NHS pension scheme. In 2020/21 the City Council paid £146k (£135k 2019/20) to NHS pensions in respect of NHS pension costs, which represented 14.38% (14.38% 2019/20) of NHS pensionable pay.

The scheme is an unfunded defined benefit scheme. However, the Council is not able to identify its share of the underlying scheme assets and liabilities with sufficient reliability. For the purpose of this Statement of Accounts, it is therefore accounted for on the same basis as a defined contribution scheme.

### Local Government Pension Scheme

#### Transactions Relating to Post-Employment Benefits

The Council recognises the cost of retirement benefits in the reported Cost of Services when they are earned by employees, rather than when the benefits are eventually paid as pensions. However, the charge the Council is required to make against Council Tax is based on the cash payable in the year, so the real cost of post-employment / retirement benefits is reversed out of the General Fund via the Movement in Reserves statement. The

following transactions have been made in the Comprehensive Income and Expenditure Statement and the General Fund via the Movement in Reserves Statement during the year:

2019/20 £000		2020/21 £000
	<b>Comprehensive Income and Expenditure Statement</b>	
	<i>Cost of Services:</i>	
73,808	Current service cost	84,630
9,742	Past service costs	0
(6,184)	(Gains) and Losses on Settlements	0
697	Curtailments	424
<b>78,063</b>	<b>Charge to (Surplus) / Deficit on Continuing Operations</b>	<b>85,054</b>
	<i>Other Operating Expenditure:</i>	
1,077	Administration expenses	1,158
1,077		1,158
	<i>Financing and Investment Income and Expenditure:</i>	
73,274	Interest cost on pension liabilities	70,799
(52,554)	Interest on plan assets	(50,491)
20,720		20,308
<b>21,797</b>	<b>Charge to the (Surplus) / Deficit on the Provision of Services</b>	<b>21,466</b>
	<i>Other Post-Employment Benefits charged to the Comprehensive Income and Expenditure Statement:</i>	
(46,828)	Re-measurements of the net defined benefit liability	(14,249)
0	Business Combinations	13,800
<b>(46,828)</b>		<b>(449)</b>
<b>53,032</b>	<b>Total Post-Employment Benefits Charged to the Comprehensive Income and Expenditure Statement</b>	<b>106,071</b>
	<b>Movement in Reserves Statement</b>	
(99,860)	Reversal of net charges made to the (Surplus) / Deficit for the Provision of Services for post-employment benefits in accordance with the Code	(106,520)
	<i>Actual amount charged against the General Fund Balance for pensions in the year:</i>	
42,621	Employer's contributions payable to scheme	46,031

The cumulative amount of actuarial (gains) and losses recognised in the Comprehensive Income and Expenditure Statement to the 31st March 2021 is a loss of £407.3m (£407.8m loss in 2019/20).

The employers' contributions payable to the scheme increased from £43m in 2019/20 to £46m in 2020/21. This does not include significant early payment of £29m for the planned future service rate in return for a substantial reduction in the amount due.

### Assets and Liabilities in Relation to Post-Employment Benefits

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

2019/20 £000		2020/21 £000
(3,099,421)	Opening Balance at 1 April	(3,305,385)
(73,808)	Current service cost	(84,630)
(73,274)	Interest cost	(70,799)
(13,716)	Contributions by scheme participants	(15,006)
(145,180)	Re-measurements	(449,041)
94,681	Benefits Paid	94,297
(9,742)	Past Service Costs	0
(697)	Curtailments	(424)
15,772	Settlements	0
0	Business Combinations	(52,979)
<b>(3,305,385)</b>	<b>Closing Balance at 31 March</b>	<b>(3,883,967)</b>

Reconciliation of fair value of the scheme (plan) assets:

2019/20 £000		2020/21 £000
2,168,758	Opening Balance at 1 April	2,364,311
52,554	Interest on plan assets	50,491
192,008	Re-measurements	463,290
(1,077)	Administration expenses	(1,158)
42,621	Contributions by Employer	46,031
13,716	Contributions by scheme (plan) participants	15,006
(94,681)	Benefits paid	(94,297)
(9,588)	Settlements	0
0	Business Combinations	39,179
<b>2,364,311</b>	<b>Closing Balance at 31 March</b>	<b>2,882,853</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 £513.8m (£64.4m loss in 2019/20).

Local Government Pension Scheme assets comprised:

	31 March 2020	31 March 2021
	£000	£000
<b>Equities:</b>		
UK quoted	350,864	299,817
UK unquoted	236	0
Overseas quoted	872,903	1,107,016
<b>Bonds:</b>		
UK Government Fixed	0	0
UK Government indexed	255,583	302,699
Overseas Government Fixed	62,418	74,954
UK Other	117,269	144,142
Overseas Other	55,325	83,603
<b>Property:</b>		
UK direct	190,327	224,862
Property Funds	21,515	28,829
<b>Alternatives:</b>		
Pooled investment vehicles	366,705	582,336
<b>Cash:</b>		
Cash accounts	71,166	34,595

## Scheme History

	2016/17 £000	2017/18 £000	2018/19 £000	2019/20 £000	2020/21 £000
Present value of liabilities	(2,944,254)	(2,867,131)	(3,099,421)	(3,305,385)	(3,883,967)
Fair value of scheme assets	2,046,696	2,090,557	2,168,758	2,364,311	2,882,853
<b>Surplus / (deficit) in the scheme</b>	<b>(897,558)</b>	<b>(776,574)</b>	<b>(930,663)</b>	<b>(941,074)</b>	<b>(1,001,114)</b>

The liabilities show the underlying commitments that the Council has, in the long run, to pay post-employment benefits. The total liability of £1,001m (£941m 2019/20) has a substantial impact on the net worth of the Council as recorded on the Balance Sheet, reducing the balance from £2.1bn to £1.1bn (£2.1bn to £1.2bn 2019/20). The deficit on the local government scheme will be made good by increased contributions over the remaining working life of employees, as assessed by the scheme actuary.

## Basis for Estimating Assets and Liabilities

The pension fund liabilities have been assessed by the actuaries Mercer Ltd using the projected unit method. This involved making an estimate of the pensions that will be payable in future years dependent on assumptions about mortality rates, salary levels etc. The main assumptions used in their calculations are as follows:

2019/20		2020/21
<b>Mortality assumptions:</b>		
Longevity at 65 for current pensioners:		
22.4 years	Men	22.5 years
25.2 years	Women	25.3 years
Longevity at 65 for future pensioners:		
23.9 years	Men	24.0 years
27.1 years	Women	27.2 years
<b>Financial assumptions:</b>		
2.1%	Rate of CPI inflation	2.7%
3.35%	Rate of increase in salaries	3.95%
2.2%	Rate of increase in pensions	2.8%
2.4%	Rate for discounting scheme liabilities	2.1%

The estimation of the defined benefit obligations is sensitive to the actuarial assumptions set out in the table above. The sensitivity analyses below have been determined based on reasonably possible changes to the assumptions occurring at the end of the reporting period and assumes for each change that the assumption analysed changes while all the other assumptions remain constant. The assumptions in longevity, for example, assume that life expectancy increases or decreases for men and women. In practice this is unlikely to occur, and changes in some of the assumptions may be

interrelated. The estimations in the sensitivity analysis have followed the accounting policies for the scheme, i.e. on an actuarial basis using the projected unit cost method. The methods and types of assumptions used in preparing the sensitivity analysis below did not change from those used in 2019/20.

Change in Assumptions at 31 March 2021	£000
Increase in life expectancy (1 year increase)	118,192
Rate of inflation (0.1% increase)	63,240
Rate of increase in salaries (0.1% increase)	6,354
Rate of discount (0.1% increase)	(62,226)

### History of Experience Gains and Losses

The actuarial gains and losses identified as movements on the Pension Reserves in 2020/21 can be analysed into the following categories, measured as a percentage of assets or liabilities at 31 March 2021:

	2016/17	2017/18	2018/19	2019/20	2020/21
	%	%	%	%	%
Differences between the expected and actual return on assets	12.9	1.6	3.1	8.1	16.1
Experience gains and losses on liabilities	14.0	-4.6	4.9	-1.6	13.4

## Housing Revenue Account (HRA)

The HRA Income and Expenditure Statement shows the economic cost in year of providing housing services in accordance with generally accepted accounting practices, rather than the amount to be funded from rents and government grants. Councils charge rents to cover expenditure in accordance with regulations, this may be different from the accounting cost. The increase or decrease in the year, on the basis on which rents are raised, is shown in the Movement on the Housing Revenue Account Statement.

<b>Housing Revenue Account Income and Expenditure Statement</b>			
2019/20		Note	2020/21
£000			£000
	<b>Expenditure:</b>		
39,656	Repairs and maintenance		38,149
49,340	Supervision and management		47,282
1,888	Rents, rates, taxes and other charges		2,587
161,791	Depreciation, impairment and revaluation losses / (gains) of non-current assets	8 / 9	18,489
193	Debt management costs		193
2,556	Movement in the allowance for Bad or Doubtful Debts		2,145
<b>255,424</b>	<b>Total Expenditure</b>		<b>108,845</b>
	<b>Income:</b>		
(141,586)	Dwelling rents	11	(144,151)
(1,385)	Non-dwelling rents - garages, garage sites, shops	11	(1,300)
(6,454)	Charges for services and facilities		(6,154)
(569)	Contributions towards expenditure		(369)
<b>(149,994)</b>	<b>Total Income</b>		<b>(151,974)</b>
<b>105,430</b>	Net (Income) / Cost of HRA Services as included in the whole Council's Comprehensive Income and Expenditure Statement		<b>(43,129)</b>
850	HRA share of Corporate and Democratic Core		843
<b>106,280</b>	<b>Net (Income) / Cost of HRA Services</b>		<b>(42,286)</b>
	<b>HRA share of operating income and expenditure included in the Comprehensive Income and Expenditure Account:</b>		
(1,059)	(Gain) or loss on sale of HRA non-current assets		1,702
13,022	Interest payable and similar charges		12,959
(325)	Interest and investment income		(171)
<b>117,918</b>	<b>(Surplus) / Deficit for the year on HRA services</b>		<b>(27,796)</b>



2019/20			2020/21
£000			£000
<b>(8,327)</b>	<b>Balance as at 1 April</b>		<b>(7,646)</b>
0	Opening balance adjustment		(5)
117,918	(Surplus) / Deficit on the HRA Income and Expenditure Statement		(27,796)
0	Other Comprehensive Income and Expenditure	1	0
(135,601)	Adjustments between accounting basis and funding basis under regulation	2	3,576
<b>(17,683)</b>	<b>Net (increase) / decrease before transfers to reserves</b>		<b>(24,220)</b>
18,364	Transfer to / from reserves	3	24,089
<b>681</b>	<b>(Increase) / decrease in year on the HRA</b>		<b>(131)</b>
<b>(7,646)</b>	<b>Balance as at 31 March</b>		<b>(7,782)</b>

**Notes to the Housing Revenue Account**

**01. Other Comprehensive Income and Expenditure**

In 2020/21, and 2019/20 there were no other items.

**02. Adjustments Between Accounting Basis and Funding Basis Under Regulation**

2019/20 £000		2020/21 £000
(136,706)	Net Impairment and revaluation gains / (losses) on HRA non-current assets	5,251
1,059	Net gain / (loss) on sale of HRA non-current assets	(1,702)
19	Difference between interest payable and similar charges (including amortisation of premiums and discounts determined in accordance with Statute)	0
0	Revenue Contribution to Major Repairs Reserve	0
27	Difference between any other item of income and expenditure determined in accordance with the Code and those determined in accordance with statutory HRA requirements	27
<b>(135,601)</b>	<b>Total</b>	<b>3,576</b>

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**03. Transfer to / (from) Reserves**

This note sets out the amounts set aside from the HRA balance in earmarked reserves to provide financing for future expenditure plans and the amounts posted back from earmarked reserves to the HRA to meet expenditure in 2020/21.

2019/20 £000		2020/21 £000
18,708	Transfer to / (from) the Major Repairs Reserve	23,396
(344)	Transfer to / (from) the HRA Earmarked Reserve	693
<b>18,364</b>	<b>Total</b>	<b>24,089</b>

**04. Housing Stock**

The Council was responsible for managing, on average 38,933 dwellings during 2020/21 (39,125 for 2019/20). The movement in stock can be summarised as follows:

2019/20		2020/21
39,260	Housing Stock as at 1 April	38,989
(374)	Less: Sales	(215)
(6)	Less: Demolitions and other deductions	0
109	Add: New build and acquisitions	103
<b>38,989</b>	<b>Housing Stock as at 31 March</b>	<b>38,877</b>

The housing stock can be analysed by type as follows:

2020/21			
	Flats and Maisonettes	Houses and Bungalows	Total
1 Bedroom	11,890	1,685	13,575
2 Bedrooms	5,492	8,423	13,915
3 Bedrooms	831	9,809	10,640
4 Bedrooms	11	371	382
5 Bedrooms	1	20	21
6 Bedrooms or more	1	3	4
Bedsits	338	2	340
<b>Total</b>	<b>18,564</b>	<b>20,313</b>	<b>38,877</b>

2019/20 – Comparative Information			
	Flats and Maisonettes	Houses and Bungalows	Total
1 Bedroom	11,898	1,686	13,584
2 Bedrooms	5,505	8,447	13,952
3 Bedrooms	832	9,874	10,706
4 Bedrooms	11	372	383
5 Bedrooms	1	19	20
6 Bedrooms or more	1	3	4
Bedsits	338	2	340
<b>Total</b>	<b>18,586</b>	<b>20,403</b>	<b>38,989</b>

The opening and closing balances of HRA fixed assets are as follows:

2019/20			2020/21	
Value at 1 April £000	Value at 31 March £000		Value at 1 April £000	Value at 31 March £000
1,325,606	1,339,202	Council Dwellings	1,339,202	1,488,278
14,737	14,637	Other Land and Buildings	14,637	13,616
42,370	41,428	Surplus Assets	41,428	43,423
7,766	4,744	Assets Held for Sale	4,744	4,836
82	83	Community Assets	83	2
1,635	12,732	Assets Under Construction	12,732	27,137
<b>1,392,196</b>	<b>1,412,826</b>	<b>Total</b>	<b>1,412,826</b>	<b>1,577,292</b>

#### 05. Vacant Possession

The vacant possession value of Council Dwellings as at 1 April 2020 was £3.28bn (£3.25bn at 1 April 2019). The difference between the vacant possession value of dwellings and the Balance Sheet value represents the economic cost to government of providing council housing at less than open market rents.

#### 06. Major Repairs Reserve

The Major Repairs Reserve was created on 1 April 2002 in accordance with the statutory provision (Section 3 Local Authorities Capital Finance and Accounts England Regulations 2000). This reserve is held to provide funding for the substantial future planned HRA Capital Investment Programme. The table below shows the movement on the reserve:

2019/20			2020/21
£000			£000
(70,690)	Balance at 1 April		(76,851)
(25,080)	Transfers from the Capital Adjustment Account (re. Depreciation)		(23,740)
0	Transfers from the HRA (re. Revenue Contribution)		0
(18,708)	Transfers from the HRA (re. Additional Revenue Contribution)		(23,396)
37,627	Expenditure on capital assets		25,150
<b>(76,851)</b>	<b>Balance at 31 March</b>		<b>(98,837)</b>

## 07. Capital Expenditure

During the financial year total capital expenditure was £34.7m, (£47.7m in 2019/20) split between houses £33.7m (£44.6m in 2019/20) and other property and land within the Housing Revenue Account £1.0m (£3.1m in 2019/20).

The table below provides details of how this expenditure was financed:

2019/20 £000		2020/21 £000
37,627	Major Repairs Reserve	25,150
3,797	Usable Capital Receipts Reserve	5,227
6,231	Capital Grants and Other Contributions	4,353
<b>47,655</b>	<b>Total</b>	<b>34,730</b>

Capital receipts amounting to £11m (£18m in 2019/20) were generated in the financial year from the disposal of land, houses and other property within the Authority's HRA.

## 08. Depreciation

A depreciation charge of £23.7m (£25.1m in 2019/20) was made to the HRA during the financial year. The split of the depreciation charge is detailed below:

2019/20 £000		2020/21 £000
24,377	Council Dwellings	23,043
667	Other Land and Buildings	644
36	Surplus Assets	53
<b>25,080</b>	<b>Total</b>	<b>23,740</b>

## 09. Impairment and Valuations

There were no impairment charges in 2020/21 or 2019/20. However, there are reversals of previous impairments of £129m (£66m in 2019/20) representing an improvement to a previous impairment value for Council Dwellings.

## 10. Rent Arrears

Rent arrears (excluding amounts collectable on behalf of other agencies) as at 31 March 2021 amounted to £13m (£12.7m as at 31 March 2020). The provision for doubtful debts in respect of these rent arrears is £10.5m (£9.2m as at 31 March 2020).

## 11. Rent Income

The total rent income due for the year after allowance has been made for vacant property is as follows:

Dwellings	2019/20		Total	Dwellings	2020/21		Total
	Non-Dwellings				Non-Dwellings		
£000	£000	£000		£000	£000	£000	
(144,227)	(2,142)	(146,369)	Gross rent income before allowances	(148,965)	(2,097)	(151,062)	
2,641	757	3,398	Less vacant properties	4,814	798	5,612	
<b>(141,586)</b>	<b>(1,385)</b>	<b>(142,971)</b>	<b>Gross rent income after allowances</b>	<b>(144,151)</b>	<b>(1,299)</b>	<b>145,450</b>	

## 12. Dwellings Rents

This represents rent income due from tenants. The average rent per week at 31 March 2021 was £76.46 (50 week basis) compared with £73.72 per week at 31 March 2020, an increase of £2.74 or 3.58%.

## 13. Rebates

Rent rebates are available through the Housing Benefits scheme. As at 31 March 2021, 45% (51% as at 31 March 2020) of Council tenants were receiving assistance from the scheme.

## Collection Fund

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

2019/20			2020/21			
Non-domestic Rates £000	Council Tax £000	Total £000	Notes	Non-domestic rates £000	Council Tax £000	Total £000
<b>Income:</b>						
0	(264,071)	<b>(264,071)</b>		0	(277,646)	<b>(277,646)</b>
(223,220)	0	<b>(223,220)</b>	1	(96,988)	0	<b>(96,988)</b>
<b>(223,220)</b>	<b>(264,071)</b>	<b>(487,291)</b>		<b>(96,988)</b>	<b>(277,646)</b>	<b>(374,634)</b>
<b>Total Income</b>						
<b>Expenditure:</b>						
<b>Precepts and Demands:</b>						
97,482	216,328	<b>313,810</b>		101,448	228,034	<b>329,482</b>
0	26,939	<b>26,939</b>		0	27,774	<b>27,774</b>
1,989	10,147	<b>12,136</b>		2,070	10,461	<b>12,531</b>
99,472	0	<b>99,472</b>		103,518	0	<b>103,518</b>
198,943	253,414	<b>452,357</b>		207,036	266,269	<b>473,305</b>
<b>Apportionment of Previous Years' Surplus:</b>						
3,834	4,531	<b>8,365</b>		4,441	3,795	<b>8,236</b>
0	509	<b>509</b>		0	426	<b>426</b>
78	213	<b>291</b>		91	178	<b>269</b>
3,911	0	<b>3,911</b>		4,532	0	<b>4,532</b>
7,823	5,253	<b>13,076</b>		9,064	4,399	<b>13,463</b>
<b>Charges to Collection Fund:</b>						
4,320	0	<b>4,320</b>		3,800	0	<b>3,800</b>
0	0	<b>0</b>		0	0	<b>0</b>
<b>Impairment of debts:</b>						
0	4,628	<b>4,628</b>	1	0	1,264	<b>1,264</b>
1,434	9,313	<b>10,747</b>		2,925	12,524	<b>15,449</b>
(8,650)	0	<b>(8,650)</b>		3,162	0	<b>3,162</b>
759	0	<b>759</b>		752	0	<b>752</b>
1,373	0	<b>1,373</b>		1,262	0	<b>1,262</b>
0	0	<b>0</b>		692	0	<b>692</b>
0	0	<b>0</b>		0	0	<b>0</b>
<b>206,002</b>	<b>272,608</b>	<b>478,610</b>		<b>228,693</b>	<b>284,456</b>	<b>513,149</b>
<b>(17,218)</b>	<b>8,537</b>	<b>(8,681)</b>		<b>131,705</b>	<b>6,810</b>	<b>138,515</b>
<b>(16,886)</b>	<b>(9,855)</b>	<b>(26,741)</b>		<b>(34,104)</b>	<b>(1,318)</b>	<b>(35,422)</b>
<b>(34,104)</b>	<b>(1,318)</b>	<b>(35,422)</b>		<b>97,601</b>	<b>5,492</b>	<b>103,093</b>

## Notes to the Collection Fund

### 01. Council Tax

There are an estimated 251,909 (249,545 for 2019/20) residential properties in Sheffield and each is placed into one of eight valuation bands (A to H), by the Valuation Office Agency (VOA) of Her Majesty's Revenue and Customs (HMRC), based on its assessed capital value at 1 April 1991. The totals for each band are converted and expressed in terms of a number of band D dwellings to give the tax base for the City of 140,243.94 for 2020/21 (138,744.42 for 2019/20). After allowing for non-collection, the calculation of Council Tax at band D is made so as to be sufficient to generate the estimated income required to be taken from the Collection Fund by the City Council and the South Yorkshire Joint Authorities. The amount of Council Tax set at band D is £1,894.03 for 2020/21 (£1,826.48 for 2019/20). This excludes parishes but includes Police and Fire and is converted to determine the level of Council Tax for the other seven bands.

Council Tax bills were based on the following proportions for bands A to H:

2020/21						
Band	Number of Properties in Band	Exemptions and Reliefs	Chargeable Dwellings	Adjusted Chargeable Dwellings	Proportion of Band D Tax	Band D Equivalent Dwellings
Disabled Band A		310.40	310.40	276.40	5/9	153.56
A	146,880	(36,865.10)	110,014.90	94,024.02	6/9	62,683.68
B	40,086	(4,546.37)	35,539.63	32,545.50	7/9	25,313.17
C	31,893	(3,740.60)	28,152.40	26,210.15	8/9	23,297.91
D	16,382	(1,000.87)	15,381.13	14,508.63	9/9	14,508.63
E	9,349	(446.36)	8,902.64	8,464.89	11/9	10,345.98
F	4,295	(75.23)	4,219.77	4,041.27	13/9	5,837.39
G	2,827	(52.98)	2,774.02	2,656.02	15/9	4,426.70
H	197	(46.68)	150.32	141.57	18/9	283.14
	251,909	(46,463.79)	205,455.21	182,868.45		146,849.15
Less: Allowance for non-collection						(6,608.21)
Add: Defence-exempt properties						3.00
<b>Tax Base for the calculation of 2020/12 Council Tax</b>						<b>140,243.94</b>

those properties qualifying for Council Tax support are no longer included in the tax base figures from 2014/15. Defence-exempt properties are properties owned by the Ministry of Defence for use by armed forces personnel. These can include barracks or other living accommodation on military bases.



2019/20						
Band	Number of Properties in Band	Exemptions and Reliefs	Chargeable Dwellings	Adjusted Chargeable Dwellings	Proportion of Band D Tax	Band D Equivalent Dwellings
Disabled Band A		300.36	300.36	265.11	5/9	147.28
A	145,664	(36,446.13)	109,217.87	93,200.24	6/9	62,133.49
B	39,735	(4,642.51)	35,092.49	32,149.86	7/9	25,005.45
C	31,473	(3,522.20)	27,950.80	26,033.55	8/9	23,140.93
D	16,163	(1,151.58)	15,011.42	14,141.42	9/9	14,141.42
E	9,254	(450.28)	8,803.72	8,376.72	11/9	10,238.21
F	4,262	(61.85)	4,200.15	4,018.65	13/9	5,804.72
G	2,798	(49.02)	2,748.98	2,630.98	15/9	4,384.97
H	196	(46)	150	141.25	18/9	282.5
	249,545	(46,069.21)	203,475.79	180,957.78		145,278.97
Less: Allowance for non-collection						(6,531.55)
Add: Defence-exempt properties						(3.00)
<b>Tax Base for the calculation of 2019/20 Council Tax</b>						<b>138,744.42</b>

The income of £276.4m for 2020/21 (£259.4m 2019/20), which is net of write offs, is broken down as follows:

2019/20 £000		2020/21 £000
(264,071)	Billed to Council Tax Payers	(277,646)
4,628	Write Offs	1,264
<b>(259,443)</b>	<b>Total</b>	<b>(276,382)</b>

## 02. National Non-Domestic Rates (NNDR)

Under statutory arrangements, NNDR is collected locally on the basis of a nationally determined rate in the pound charged on the rateable value of the property. The multiplier is set nationally by Central Government and local rateable values are provided by the Valuation Office Agency (VOA). In 2020/21 the Standard Rate was 51.2p (50.4p in 2019/20) and the Small Business Rate was 49.9p in 2020/21 (49.1p in 2019/20). Subject to the effects of transitional arrangements, local businesses pay rates are calculated by multiplying their rateable value by these amounts. The Council is responsible for collecting rates due from the ratepayers in its area but pays 50% to Government and 1% to South Yorkshire Fire and Rescue Authority. The NNDR income of £97.0m for 2020/21 (£223.2m 2019/20) was based on a total rateable value for the Council's area of £554.5m for the year 2020/21 (£548.9m for 2019/20).

## Accounting Policies

### I. 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. These regulations require the Accounts to be prepared in accordance with proper accounting practices. These practices primarily comprise the CIPFA Code of Practice on Local Authority Accounting in the United Kingdom 2020/21 ('the Code') and the CIPFA Service Reporting Code of Practice 2020/21, supported by International Financial Reporting Standards (IFRS) and statutory guidance issued under section 7 of the 2015 Regulations.

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.

### II. 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 the sale of goods is recognised when the Council transfers the significant risks and rewards of ownership to the purchaser and it is probable that economic benefits or service potential associated with the transaction will flow to the Council.
- Revenue from the provision of services is recognised when the Council can reliably measure the percentage of completion of the transaction and it is probable that economic benefits or service potential associated with the transaction will flow to the Council.
- 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 on the basis of 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 on 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.

- Payments for utilities, such as gas and electricity, are charged at the date of the meter reading rather than being apportioned between years, therefore this policy is applied consistently each year.
- Car parking penalty charge notices – a prudent approach is taken and the income is recognised at the point of actual receipt rather than when the invoice is raised.
- Materiality levels were set to determine the accruals to be taken at the end of the financial year for certain low value revenue transactions. In these instances, the change from year to year is recurring in nature and the sums involved have been deemed not to be material compared with total income and expenditure.

### III. Acquisitions and Discontinued Operations

#### Acquired Operations

All operations acquired in year will be treated in line with the Council's accounting policies and disclosed separately on the face of the Comprehensive Income and Expenditure Statement.

#### Discontinued Operations

Any discontinued operations are disclosed separately on the face of the Comprehensive Income and Expenditure Statement.

### IV. 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. All deposits placed within instant access call accounts, money market funds and the Council's instant access call account should be classified in the accounts as cash equivalents due to these being highly liquid investments which offer instant access to the funds and are therefore deposited to meet the Council's short term cash requirements. All fixed term investments are not classified as cash equivalents as at the point of making the deposit the Council is unable to convert these to cash until the maturity date of the investment.

In the Cash Flow Statement, cash and cash equivalents are shown net of bank overdrafts.

## V. Exceptional Items / Material Items of Income or Expense

When items of income and expense are material, 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. Where they are disclosed is dependent on how significant the items are to an understanding of the Council's financial performance.

## VI. 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 if material (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.

## VII. 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 fund depreciation, revaluation and impairment losses or amortisations. However, it is required to make an annual contribution from revenue towards the reduction in its overall borrowing requirement equal to an amount calculated on a prudent basis determined by the Council in accordance with statutory guidance. Depreciation, revaluation and impairment losses and amortisations are therefore replaced by the contribution in the General Fund Balance (Minimum Revenue Provision) by way of an adjusting transaction within the Capital Adjustment Account in the Movement in Reserves Statement for the difference between the two.

## VIII. 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 calculated using 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) / 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 in exchange for those benefits. They are charged on an accruals basis to the appropriate service in the Comprehensive Income and Expenditure Statement at the earlier of when the authority can no longer withdraw the offer of those benefits or when the authority recognises costs for a restructuring.

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 following pension schemes:

- The Teachers' Pension Scheme, administered by Teachers' Pensions on behalf of the Department for Education (DfE).
- The NHS Pension Scheme, administered by NHS Pensions on behalf of the Department of Health & Social Care (DoH).
- The Local Government Pension Scheme, administered by South Yorkshire Pensions Authority on behalf of Sheffield City Council and the other local authorities in South Yorkshire.

These Pension Schemes provide defined benefits to members (retirement lump sums and pensions), earned as employees worked for the Council.

However, the arrangements for the Teachers' Pension Scheme and the NHS Pension Scheme mean that liabilities for these benefits cannot ordinarily be identified specifically to the Council. These schemes are therefore accounted for as defined contribution schemes and no liability for future payments of benefits is recognised on the Balance Sheet. The People line in the Comprehensive Income and Expenditure Statement is charged with the employer's contributions payable to Teachers' Pensions in the year. Portfolios are charged with the employer's contributions payable to NHS Pensions in the year for the Public Health staff working in their Portfolio. This will be across various lines within the Comprehensive Income and Expenditure Statement.

### The Local Government Pension Scheme

The Local Government Scheme is accounted for as a defined benefits scheme:

- The liabilities of the pension fund attributable to the Council are included on the Balance Sheet on an actuarial basis using the projected unit method – i.e. an assessment of the future payments that will be made in relation to retirement benefits earned to date by employees, based on assumptions about mortality rates, employee turnover rates etc, and projected earnings for current employees.
- Liabilities are discounted to their value at current prices, using a discount rate. Details of the rates used and assumptions made are included in Note 45 to the core financial statements.
- The assets of the pension fund attributable to the Council are included on the Balance Sheet at their fair value:
  - quoted securities – current bid price
  - unquoted securities – professional estimate
  - unitised securities – current bid price
  - property – market value
- The change in the net pensions liability is analysed into the following components:
  - Service cost comprising:
    - current service cost – the increase in liabilities as a result of years of service earned this year – allocated in the Comprehensive Income and Expenditure Statement to the services for which the employees worked,

- past service cost – the increase in liabilities as a result of a scheme amendment or curtailment whose effect relates to years of service earned in earlier years – debited to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement,
- net interest on the net defined benefit 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 pension fund – cash paid as employer’s contributions to the pension fund in settlement of liabilities; not accounted for as an expense.

In relation to retirement benefits, statutory provisions require the General Fund balance to be charged with the amount payable by the Council to the pension fund or directly to pensioners in the year, not the amount calculated according to the relevant accounting standards. In the Movement in Reserves Statement this means that there are appropriations to and from the Pensions Reserve to remove the notional debits and credits for retirement benefits and replace them with debits for the cash paid to the pension fund and pensioners and any such amounts payable but unpaid at the year end. The negative balance that arises on the 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.

No adjustments have been made within the Housing Revenue Account for Retirement Benefits. This is because it is not possible to identify the Housing Revenue Account’s share of assets and liabilities on a consistent and reliable basis and because it would be incompatible with legislative requirements to show items within the Housing Revenue Account not specified as statutory debits and credits.

Superannuation Fund Accounts are available from the South Yorkshire Pensions Authority, PO Box 18, Regent Street, Barnsley, S70 2HG.



## IX. Events After the Reporting 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.

## X. Fair Value Measurement

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The Council measures some of its non-financial assets, such as surplus assets and investment properties and some of its financial instruments such as equity shareholdings at fair value at each reporting date. Fair value is the price that would be 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:

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

The Council measures the fair value of an asset or liability using the assumptions that market participants would use when pricing the asset or liability, assuming that market participants act in their economic best interest. When measuring the fair value of a non-financial asset, the Council takes into account a market 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 assets in its highest and best use.

The Council uses valuation techniques that are appropriate in the circumstances and for which sufficient data is available, maximising the use of relevant observable inputs and minimising the use of unobservable inputs. Inputs to the valuation techniques in respect of assets and liabilities for which fair value is measured or disclosed in the Council's financial statements are categorised within the fair value hierarchy, as follows:

- Level 1 – quoted prices (unadjusted) in active markets for identical assets that the Council can access at the measurement date.

- Level 2 – inputs other than quoted prices included within Level 1 that are observable for the asset, either directly or indirectly.
- Level 3 – unobservable inputs for the asset.

## XI. 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 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.

For most of the borrowings that the Council has, this means that the amount presented on the Balance Sheet is the outstanding principal repayable (plus accrued interest) and interest charged to the Comprehensive Income and Expenditure Statement is the amount payable for the year according to the loan agreement.

Gains and losses on the repurchase or early settlement of borrowing are credited and debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement in the year of re-purchase / settlement. However, where re-purchase has taken place as part of a restructuring of the loan portfolio that involves the modification or exchange of existing instruments, the premium or discount is respectively deducted from or added to the amortised cost of the new or modified loan and the write down to the Comprehensive Income and Expenditure Statement is spread over the life of the loan by an adjustment to the effective interest rate.

Where premiums and discounts have been charged to the Comprehensive Income and Expenditure Statement, regulations allow the impact on the General Fund Balance to be spread over future years. The Council has a policy of spreading the gain or loss over the term that was remaining on the loan against which the premium was payable or discount receivable when it was repaid. The reconciliation of amounts charged to the Comprehensive Income and Expenditure Statement to the net charge required against the General Fund Balance is managed by a transfer to or from the Financial Instruments Adjustment Account (an unusable reserve), in the Movement in Reserves Statement.

The Council does not guarantee any external organisations' debt instruments and as a result has no financial guarantees which need to be included within the accounts.

## Financial Assets

Financial assets are classified based on a classification and measurement approach that reflects the business model for holding the financial assets and their cash flow characteristics. There are three main classes of financial asset measured at:

- Amortised cost
- Fair value through profit or loss (FVPL), and
- Fair value through Other comprehensive income

The authority's business model is to hold investments to collect contractual cash flows. Financial assets are therefore classified as amortised cost, except for those assets whose contractual payments are not solely payment of principal and interest (i.e. where the cash flows do not take the form of a basic debt instrument).

### Financial Assets Measured at Amortised Cost

Financial assets measured at amortised cost are recognised on the Balance Sheet when the Council become a party to the contractual provisions of the 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.

However, the Council has made a number of loans to voluntary organisations at less than market rates (soft loans). When soft loans are made, a loss is recorded in the Comprehensive Income and Expenditure Statement (debited to the appropriate service) for the present value of the interest that will be foregone over the life of the instrument. This results in a lower amortised cost than the outstanding principal.

Interest is credited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement at a marginally higher effective rate of interest than the rate receivable from the voluntary organisations, with the difference serving to increase the amortised cost of the loan on the Balance Sheet. Statutory provisions require that the impact of soft loans on the General Fund Balance is the interest receivable for the financial year. The reconciliation of amounts debited and credited to the Comprehensive Income and Expenditure Statement to the net gain required against the General Fund Balance is managed by a transfer to or from the Financial Instruments Adjustment Account in the Movement in Reserves Statement.

Any gains and losses that arise on the de-recognition of an asset are credited or debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement.

## Expected Credit Loss Model

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

Expected credit losses will be calculated on individual assets where reasonable to do so. Where the Authority cannot gather reasonable and supporting information without undue cost or effort to support expected credit losses on an individual basis, it will assess losses on a collective basis.

## Financial Assets Measured at Fair Value through Profit of Loss

Financial assets that are measured at FVPL 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 de-recognition of the asset are credited or debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement.

### **Instruments Entered Into Before 1 April 2006**

The Council entered into a number of financial guarantees that are not required to be accounted for as financial instruments. These guarantees are reflected in the Statement of Accounts to the extent that provisions might be required or a contingent liability note is needed under the policies set out in the section on Provisions, Contingent Liabilities and Contingent Assets.

### **XII. Foreign Currency Translation**

Where the Council has entered into a transaction denominated in a foreign currency, the transaction is converted into sterling at the exchange rate applicable on the date the transaction was effective. Where amounts in foreign currency are outstanding at the year end, they are reconverted at the spot exchange rate as at 31 March. Resulting gains or losses are recognised in the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement.

### **XIII. Government Grants and Other 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 on the Balance Sheet as liabilities. When conditions are satisfied, the grant or contribution is credited to the relevant service line (attributable revenue grants and contributions) or Taxation and Non-Specific Grant Income (non-ring fenced revenue grants and all capital grants) in the Comprehensive Income and Expenditure Statement.

When 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. When 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.

## Business Improvement Districts

Business Improvement District (BID) schemes are funded by a BID levy paid by non-domestic ratepayers. The Council acts as principal under the scheme, and accounts for income received and expenditure incurred (including contributions to the BID project) within the relevant services within the Comprehensive Income and Expenditure Statement.

## Community Infrastructure Levy

The Council has elected to charge a Community Infrastructure Levy (CIL). The levy will be charged on new builds (chargeable developments for the Council) with appropriate planning consent. The Council charges for and collects the levy, which is a planning charge. The income from the levy will be used to fund a number of infrastructure projects to support the development of the area.

The meaningful proportion of the CIL is received without outstanding conditions, it is therefore recognised when received in the Comprehensive Income and Expenditure Statement in accordance with the accounting policy for government grants and contributions set out above. CIL charges will be largely used to fund capital expenditure. However, a small proportion of the charges may be used to fund revenue expenditure.

## Heritage Assets

### Tangible and Intangible Heritage Assets (described in this summary of significant accounting policies as Heritage Assets)

Heritage Assets are assets held principally for their contribution to the knowledge, understanding and appreciation of the Council's culture, 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, and these are detailed below. The accounting policies in relation to Heritage Assets that are deemed to include elements of intangible Heritage Assets are also presented below. For the purposes of the accounts, the Council has grouped its Heritage Assets into four main areas, which are accounted for as follows:

### Museums and Galleries

The collections include fine and decorative art, natural sciences, human history and industrial heritage. The assets are reported on the Council's Balance Sheet at insurance valuation, which is updated on an annual basis. The policy insures the collections as a whole and includes assets managed by both Museums Sheffield and Sheffield Industrial Museums Trust. High value works are valued annually, either through external valuation or with reference to auction guides. Variations are made to the insurance schedule on an annual basis or sooner as appropriate.

Land and buildings assets have been reported on the Council's Balance Sheet at cost. Only assets with a determinable life have been depreciated.

While the collections in their entirety have significant historic value, the majority of items have a relatively low market value. In many cases the costs of conservation exceed market values and investment in the assets is determined on the basis of its unique national and local historic significance.

The collections develop through a combination of acquisition through purchase and donation. Acquisitions are initially recognised at cost and then subsequently recognised at valuation. Donations are recognised at valuation ascertained by the museum's curators.

- Museums Sheffield works to a Collections Development Policy that is revised every five years as part of the Arts Council England Accreditation Scheme and is approved by Museums Sheffield Board of Trustees and the Council.
- Sheffield Industrial Museums Trust works to the Collections Agreement between the Trust and the Council, which provides the basis for the collections activity of the Trust. This document includes the Acquisitions and Disposal policy.

Standards of care are governed by the requirements of the National Museum Accreditation Scheme, with which both Trusts have achieved accreditation.

### **Civic Collections**

The Civic Collections include gifts of silverware and paintings given to the city and examples of products manufactured by Sheffield's industries. The collection of silverware is reported on the Balance Sheet at insurance valuation, which is based on a specialist valuation report commissioned in 2009. The other artefacts have not been valued because of the diverse nature of the assets and in the Council's opinion, conventional valuation approaches lack sufficient reliability. The assets are deemed to have indeterminate lives hence the Council does not consider it appropriate to charge depreciation.

### **Archives and Libraries**

Sheffield Archives collect and preserve original historic records and printed material relating to Sheffield and the surrounding area. The collection is reported on the Balance Sheet at insurance valuation, which is based on an estimate of restorative costs, as it is unlikely market value could be derived given the diverse nature and size of the collections. The assets are deemed to have indeterminate lives hence the Council does not consider it appropriate to charge depreciation.

There are around 80,000 boxes of records. The public access policy is available at all sites for original documents, microform, CD-ROM and online libraries. Acquisitions occur throughout the year, deposited by other government departments and agencies, local Dioceses and private records on loan or donated to the Council.

## Public Realm

Heritage Assets in the Public Realm include statues and monuments, war memorials, public art and archaeological sites. The Council does not consider that reliable valuation information can be obtained for the items held in the public realm. This is because of the diverse nature of the assets held and lack of comparable market values. Consequently, the Council does not recognise these assets on the Balance Sheet. However cost information is included where available.

Acquisitions, commissions for new items and disposals are dealt with on an individual basis.

## 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. The Council 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.

## Intangible Assets

Expenditure on non-monetary assets that do not have physical substance but are controlled by the authority as a result of past events (eg software licences) is capitalised when it is expected that future economic benefits or service potential will flow from the intangible asset to the authority.

Internally generated assets are capitalised where it is demonstrable that the project is technically feasible and is intended to be completed (with adequate resources being available) and the authority will be able to generate future economic benefits or deliver service potential by being able to sell or use the asset. Expenditure is capitalised where it can be measured reliably as attributable to the asset and is restricted to that incurred during the development phase (research expenditure cannot be capitalised).

Expenditure on the development of websites is not capitalised if the website is solely or primarily intended to promote or advertise the authority's goods or services.

Intangible assets are measured initially at cost. Amounts are only revalued where the fair value of the assets held by the authority can be determined by reference to an active market. In practice, no intangible asset held by the authority meets this criterion, and they are therefore carried at amortised cost. The depreciable amount of an intangible asset is amortised over its useful life to the relevant service line(s) in the Comprehensive Income and Expenditure Statement. An asset is tested for impairment whenever there is an indication that the asset might be impaired – any losses recognised



are posted to the relevant service line(s) in the Comprehensive Income and Expenditure Statement. Any gain or loss arising on the disposal or abandonment of an intangible asset is posted to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement.

Where expenditure on intangible assets qualifies as capital expenditure for statutory purposes, amortisation, impairment losses and disposal gains and losses are not permitted 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.

#### **XVI. Inventories and Long Term Contracts**

Inventories are included on the Balance Sheet at the lower of cost and net realisable value.

Long term contracts are accounted for on the basis of charging the (Surplus) / Deficit on the Provision of Services with the value of works and services received under the contract during the financial year.

#### **XVII. Investment Property**

Investment properties are those that are used solely to earn rentals and / or for capital appreciation. The definition is not met if the property is used in any way to facilitate the delivery of services or production of goods 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. 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.

## XVIII. Joint Operations

Joint Operations are arrangements where the parties that have joint control of the arrangement have rights to the assets and obligations for the liabilities relating to the arrangement. The activities undertaken by the Council in conjunction with other joint operators involve the use of the assets and resources of those joint operators. In relation to its interest in a joint operation, the Council as a joint operator recognises:

- Its assets, including its share of any assets held jointly
- Its liabilities, including its share of any liabilities incurred jointly
- Its revenue from the sale of its share of the output arising from the joint operation
- Its share of the revenue from the sale of the output by the joint operation
- Its expenses, including its share of any expenses incurred jointly.

## XIX. Leases

Leases are classified as finance leases where the terms of the lease substantially transfer 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

#### Finance Leases

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

Lease payments are apportioned between:

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

- a finance charge (debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement).

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

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

### **Operating Leases**

Rentals paid under operating leases are charged to the Comprehensive Income and Expenditure Statement as an expense of the services benefiting 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**

#### **Finance Leases**

Where the Council grants a finance lease over a property or an item of plant or equipment, the relevant asset is written out of the Balance Sheet as a disposal. At the commencement of the lease, the carrying amount of the asset on 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. A gain, representing the Council's net investment in the lease, is 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), matched by a lease (long term debtor) asset on the Balance Sheet.

Lease rentals receivable are apportioned between:

- a charge for the acquisition of the interest in the property – applied to write down the lease debtor (together with any premiums received), and
- finance income (credited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement).

The gain credited to the Comprehensive Income and Expenditure Statement on disposal is not permitted by statute to increase the General Fund Balance and is required to be treated as a capital receipt. Where a premium has been received, this is posted out of the General Fund Balance to the Capital Receipts Reserve in the Movement in Reserves Statement. Where the amount due in relation to the lease asset is to be settled by the payment of rentals in future financial years this is posted out of the General Fund Balance to the Deferred Capital Receipts Reserve in the Movement in Reserves Statement. When the future rentals are received, the element for the capital receipt for the disposal of the asset is used to write down the lease debtor. At this point the deferred capital receipts are transferred to the Capital Receipts Reserve.

The written off value of disposals is not a charge against Council Tax, as the cost of fixed assets is fully provided for under separate arrangements for capital financing. Amounts are therefore appropriated to the Capital Adjustment Account from the General Fund balance in the Movement in Reserves Statement.

### **Operating Lease**

Where the Council grants an operating lease over a property or an item of plant or equipment, the asset is retained on 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.

### **XX. Overheads and Support Services**

The costs of overheads and support services are charged to those that benefit from the supply or service in accordance with the costing principles of the CIPFA Service Reporting Code of Practice (SeRCOP). 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.

### **XXI. 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.

## Measurement

Assets are initially measured at cost, comprising:

- the purchase price.
- any costs attributable to bringing the asset to the location and condition necessary for it to be capable of operating in the manner intended by management.
- the initial estimate of the costs of dismantling and removing the item and restoring the site on which it is located.

Borrowing costs are capitalised for capital projects that take a substantial period of time to get ready for intended use, determined as a construction / development period of two years or more and until the construction is complete. This policy does not apply to projects that are predominantly grant funded.

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 fair 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 on the Balance Sheet using the following measurement bases:

- infrastructure and assets under construction – depreciated historical cost.

- community assets – current value, determined as the amount that would be paid for the asset in its existing use (existing use value - EUV) where practicable, otherwise depreciated historical cost, if this information is available.
- dwellings – current value, determined using the basis of existing use value for social housing (EUV-SH).
- 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.

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.

Community assets are measured at current value, where sufficient market-based evidence exists, or where the assets generate an income, and this provides a reliable basis for estimating the current value. However, the income generating capacity of a community asset is deemed to be incidental to the authority's intention to hold the asset in perpetuity for the benefit of the community.

Assets included on 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, but as a minimum every five years. Increases in valuations are matched by credits to the Revaluation Reserve to recognise unrealised gains. Exceptionally, gains might be credited to the Comprehensive Income and Expenditure Statement where they arise from the reversal of a loss previously charged to a service.

Where decreases in value are identified, they are accounted for as follows:

- 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 as follows:

- 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 subsequently reversed, 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 a straight line basis, over the useful life of the asset following the year of construction or acquisition, determined as follows:

- Buildings are based upon individual asset lives, assessed as part of the rolling programme of revaluations.
- Infrastructure assets between 20 and 40 years.
- Vehicles, plant, furniture and equipment between 5 and 10 years, with the exception of the incinerator plant under the Veolia Public Private Partnership (PPP) contract, which has a useful economic life of 19 years and the District Heating Network of 23 years.

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. A framework for identifying components has been agreed with the Council's internal valuers. Components are also recognised where capital investment for replacement or enhancement of the asset establishes a material component.

Recognition is applied as follows:

- Assets with a value in excess of £2m are considered for componentisation.
- Components of an asset are recognised and depreciated separately to the main asset, where the value of the component is at least 20%, and the difference in useful life is 20% or higher.

A further policy for Council Dwellings is in development, where it is necessary to recognise lower value and a greater number of components, to more accurately reflect replacement and asset life cycles.

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.

#### **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 re-valued immediately before reclassification and then carried at the lower of this amount and fair value less costs to sell. Where there is a subsequent decrease to fair value less costs to sell, the loss is posted to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement. Gains in fair value are recognised only up to the amount of any previous losses recognised in the (Surplus) / 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 on 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. A proportion of receipts relating to housing disposals, net of statutory deductions and allowances, is payable to the Government. The balance of receipts is 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 fixed 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.

## XXII. Private Finance Initiative (PFI) and Similar Contracts

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

The original recognition of these assets at fair value (based on the cost to purchase the property, plant and equipment) was balanced by the recognition of a liability for amounts due to the scheme operator to pay for the capital investment.

Non-current assets recognised on the Balance Sheet are revalued and depreciated in the same way as property, plant and equipment owned by the Council. The amounts payable to the PFI operators each year are analysed into five elements:

- **Fair value of the services received during the year** – debited to the relevant service in the Comprehensive Income and Expenditure Statement.
- **Finance cost** – an interest charge on the outstanding Balance Sheet liability, debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement.
- **Contingent rent** – increases in the amount to be paid for the property arising during the contract, debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement.
- **Payment towards liability** – applied to write down the Balance Sheet liability towards the PFI operator (the profile of write downs is calculated using the same principles as for a finance lease).
- **Lifecycle replacement costs** – proportion of the amounts payable is posted to the Balance Sheet as a prepayment and then recognised as additions to Property, Plant and Equipment when the relevant works are eventually carried out.

In the case of contracts that receive Central Government PFI Grant Support through PFI credits, the amount receivable in respect of the financial year is shown in the Comprehensive Income and Expenditure Account.

## XXIII. Provisions and Contingent Liabilities

### 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 on 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.

### Accounting for the Costs of the Carbon Reduction Commitment Scheme

The Council is required to participate in the Carbon Reduction Commitment Energy Efficiency Scheme. 2018/19 was the second and final year of the scheme. The Council is required to purchase allowances, either prospectively or retrospectively, and surrender them on the basis of emissions, i.e. carbon dioxide produced as energy is used. As carbon dioxide is emitted (i.e. as energy is used), a liability and an expense is recognised. The liability will be discharged by surrendering allowances. The liability is measured at the best estimate of the expenditure required to meet the obligation, normally at the current market price of the number of allowances required to meet the liability at the reporting date. The cost to the authority is recognised and reported in the costs of the Council's services and is apportioned to services on the basis of energy consumption.

## 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 on the Balance Sheet but disclosed in a note to the accounts.

## XXIV. Redemption of Debt

The Council is required to set aside from revenue each year a minimum amount for the redemption of debt. This sum is referred to as the Minimum Revenue Provision (MRP).

For capital expenditure incurred before 1 April 2008, or which in the future will be Supported Capital Expenditure (expenditure which receives income support from government), MRP will be charged on a flat line basis over fifty years. This will ensure that all debt associated with Supported Capital Expenditure is fully provided for up to the Adjustment A level that is required of us by government within fifty years.

For all Unsupported Borrowing, after adjusting for schemes to be deferred for MRP purposes, the MRP policy will be the Asset Life Method, which means that the provision made will be spread over the useful life of the asset created. The Asset Life Method must also be applied for any expenditure capitalised under a Capitalisation Directive.

In addition, the Council is also required to repay loans outstanding on those assets transferred from the former South Yorkshire County Council, which are repaid on the basis of a sinking fund rate of 10%. Interest on external loans is charged direct to the Comprehensive Income and Expenditure Account.

## XXV. 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 report 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 to manage 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.

## **XXVI. 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 that 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.

## **XXVII. Schools**

Accordingly, in line with the guidance currently available, the Council has adopted the following policy:

Where a school is under the Council's control (i.e. under the responsibility of the Council's Section 151 Officer) its income, expenditure, current assets, liabilities and reserves are consolidated into the Council's accounts and are, therefore, included within the figures disclosed in the Statement of Accounts. Any reserves attributable to the school are earmarked and disclosed separately. As a result Community schools, Community Special schools, Voluntary Aided schools, Voluntary Controlled schools and Foundation schools are all consolidated into the Council's accounts. However, once a school transfers to Academy status it is no longer under the control of the Council and, therefore, its income, expenditure, assets, liabilities and reserves are no longer consolidated into the Council's accounts.

In respect of any non-current assets associated with schools the Council has determined that Community schools, Community Special schools and Foundation schools should be on balance sheet, but that Voluntary Aided schools, Voluntary Controlled schools, and Academy schools should not. Voluntary Aided schools and Voluntary Controlled schools non-current assets are not included as ownership and control of the assets lies with the diocese. Non-current assets relating to schools that gain Academy status are derecognised from the Council's balance sheet when the contract is complete and signed and the specific assets have been handed over / transferred.

## **XXVIII. Tax Income (Council Tax, National Non-Domestic Rates and Residual Community Charge)**

The Council is a Council Tax billing authority, collecting Council Tax on behalf of other authorities as well as itself. The collection of Council Tax on behalf of other authorities is treated as being on an agency basis, and thus only the elements of Council Tax collection that relate to the Council's own income are included in its main financial statements.

The Council is a Business Rates billing authority, collecting Business Rates on behalf of the South Yorkshire Fire and Rescue Authority and Central Government as well as itself. The collection of Business Rates on behalf of other authorities is treated as being on an agency basis, and thus only the elements of Business Rates collection that relate to the Council's own income (49%) are included in its main financial statements.

The Collection Fund account covers all local taxation collected by the Council on behalf of itself, local parish councils, Fire, Police and the Government. The cost of collection allowance and costs added to NNDR in respect of recovery action are the Council's income and appear in the Income and Expenditure Account. The Collection Fund account reflects the statutory requirement of the Local Government Finance Act 1988 (as amended by the 1992 Act).

**XXIX. Value Added Tax (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.

## Notes to the Policies and Standards

### 01. Accounting Standards Issued, Not Adopted

The Code of Practice on Local Authority Accounting in the United Kingdom 2020/21 (The Code) has introduced changes in accounting policy as a result of amendments to accounting standards. These standards have been issued but have not yet been adopted by the Council. If these had been adopted for the financial year 2020/21 there would be no material change, as detailed below:

#### **IFRS 3 Business Combinations**

Amendments that clarify the definition of a business with the objective of resolving difficulties that arise when an entity determines whether it has acquired a business or a group of assets, including the addition of guidance and illustrative examples.

#### **Interest Rate Benchmark Reform**

In response to ongoing issues around the long-term viability of Interbank offered rates (known as IBORs), which represent the cost obtaining unsecured funding, in a particular combination of currency and maturity and in a particular interbank lending market, the IASB has proposed amendments that might affect financial reporting after the reform of an interest rate benchmark, including the replacement of an interest rate benchmark with alternative benchmark rates.

#### **Phase 1 (Amendments to IFRS 9, IAS 39 and IFRS 7)**

These amendments deal with pre-replacement issues affecting financial reporting in the period before the replacement of an existing interest rate benchmark and address the implications for specific hedge accounting requirements that require forward looking analysis in IFRS 9 and IAS 39. There are also amendments to IFRS7 regarding additional disclosures around uncertainty arising from IBOR reforms.

#### **Phase 2 (Amendments to IFRS 9, IAS 39, IFRS 7, IFRS 4 and IFRS 16)**

These amendments address issues that might affect financial reporting when an existing interest benchmark is replaced. The amendments relate to the modifications of financial assets, financial liabilities, lease liabilities, contractual cashflows and hedge accounting requirements required by IBOR reforms. The amendment also covers additional disclosures that allow users to understand the nature and extent of risks arising from the IBOR reform to which the entity is exposed and how the entity manages those risks, including the entity's progress in transitioning from IBORs to alternative benchmark rates, and how the entity is managing this transition.

## 02. Critical Judgements in Applying Accounting Policies

In applying the accounting policies, 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:

- The CIPFA Code requires the Council to produce group accounts to reflect significant activities provided to Council taxpayers by other organisations in which the Council has an interest. The group is identified as comprising the City Council and South Yorkshire Property Investment Limited (Local Housing Company). However, when consolidating the value of these entities the result is not material and therefore the production of all the required statements would not assist the reader.
- Sheffield City Trust (SCT) is an independent charity. The Council has contracts with SCT that contains a shortfall agreement, which is where the Council agrees to provide funding in the event of any budget shortfall so that the leisure services provided by SCT; through its subsidiary Sheffield International Venues, can continue to be provided to the citizens of Sheffield, but is not involved in operational decision making. The shortfall agreement includes putting SCT in the provision of funds to pay the construction costs of the Major Sporting Facilities (MSF) when they are due to be fully repaid in 2024, giving the Council the reversionary interest in the assets. At that time, SCT has the option to either purchase the assets, or transfer them to the Council in exchange for the debt. On this basis SCT is not considered to be under the control of the Council.
- Contracts with partners and providers have been considered for embedded leases; the outcome of this review is not to recognise any assets on the Council balance sheet.
- The Council has a number of historic European Union (EU) grants that potentially could be subject to further EU audits in the future. It remains a possibility that the available evidence for these grants may not meet the requirements of the grant conditions and so a provision has been made based on managerial judgements. There are as yet no further details on timescales for any future EU audits.

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

The Statement of Accounts contains estimated figures that are based on assumptions made by the Council about the future that are otherwise uncertain. Such estimates take into account historical experience, current trends and other relevant factors. However, because balances cannot be determined with certainty, actual results could be materially different from the assumptions and estimates.

The items in the Authority's Balance Sheet at 31 March 2021 for which there is a significant risk of material adjustment in the forthcoming financial year are as follows:

Item	Uncertainties	Effect if actual results differ from assumptions
Property, Plant and Equipment, Depreciation (Note 23)	Assets are depreciated over useful lives which are dependent on assumptions about the level of repairs and maintenance that will be incurred in relation to individual assets. If the current level of repairs and maintenance is not sustained it would bring into doubt the useful lives assigned to the assets.	If the useful life of assets is reduced, depreciation increases and the carrying amount of the assets falls. It is estimated that the total annual depreciation charge for buildings would increase by £591k for every year that useful lives had to be reduced.
Property, Plant and Equipment, Valuation of Operational Properties (Note 23)	<p>Due to the outbreak of COVID-19, it has impacted global financial markets and as at the valuation date, less weight can be attached to previous market evidence for comparison purposes, to inform opinions of value. The current response to COVID-19 means that there is an unprecedented set of circumstances on which to base a judgement.</p> <p>Valuations are therefore reported on the basis of 'material valuation uncertainty' as per the RICS Red Book Global. Consequently, less certainty and a higher degree of caution should be attached to valuations, than would normally be the case. Given the unknown future impact that COVID-19 might have on the real estate market, the Council's valuers recommend that valuations are kept under frequent review.</p>	<p>As at 31 March 2021, there is an absence of any new and specific evidence to quantify the impact of COVID-19 on valuations of operational properties.</p> <p>A reduction in the estimated valuations would result in reductions to the Revaluation Reserve and / or a loss recorded as appropriate in the Comprehensive Income and Expenditure Statement. If the value of the Council's operational properties (excluding Council Dwellings) were to reduce by 10%, this would result in a combined reduction to the Revaluation Reserve and a charge to the Comprehensive Income and Expenditure Statement of approximately £81m.</p> <p>An increase in estimated valuations would result in increases to the Revaluation Reserve and / or reversals of previous negative revaluations to the Comprehensive Income and Expenditure Statement and / or gains being recorded as appropriate in the Comprehensive Income and Expenditure Statement.</p>



<p>Property, Plant and Equipment, HRA valuation (Note 23)</p>	<p>The value of the Council's housing dwellings stock is calculated using beacon properties. These valuations are then adjusted for the vacant possession value for the properties and to reflect their occupation by a secure tenant. This adjustment is considered to reflect the additional risk and liability that public sector landlords undertake when compared with private sector investors.</p>	<p>The fair value of the Council's housing dwellings stock as at 31 March 2021 has been determined using MHCLG's Social Housing adjustment factor for Yorkshire and Humber of 41%. A 1% decrease in this adjustment factor would have resulted in an additional revaluation loss of £36m in 2020/21.</p>
<p>Fair Value Measurements</p>	<p>When the fair values of financial assets and financial liabilities cannot be measured based on quoted prices in active markets (i.e. Level 1 inputs), their fair value is measured using valuation techniques (e.g. 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 on 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 or commissions relevant experts to identify the most appropriate valuation techniques to determine fair value (e.g. for Surplus Assets, the Council's chief valuation officer or for loans and investments, the Council's Treasury advisors).</p> <p>Information about valuation techniques and inputs used in determining the fair value of the Council's assets and liabilities is disclosed in notes 14, 23 and 26.</p>	<p>Non-Financial Assets: The Council uses the market approach and income approach models to measure the fair value of its Surplus Assets and Investment Properties.</p> <p>The significant observable inputs used in the fair value measurement include using current market conditions, recent sale prices / rentals achieved and other relevant information for similar assets within the local authority area.</p> <p>Financial Assets and liabilities: The Council assesses fair value by calculating the net present value (NPV) of the cash flows that take place over the remaining life of the instruments.</p> <p>Significant changes in any of the inputs would result in a significantly lower or higher fair value measurement for the Council's assets and liabilities valued at fair value.</p>

Pensions Liability	<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 consulting actuaries is engaged to provide the Council with expert advice about the assumptions to be applied.</p> <p>See Note 45 for further details</p>	<p>The effects on the net pension 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 £62.0m. However, the assumptions interact in complex ways.</p> <p>During 2020/21, the Council's actuaries advised that the net pension liability had increased by £479.8m as a result of estimates relating to fund assets being corrected based on experience and increased by £578.6m attributable to updating of the assumptions around pension liabilities – a net impact of an increased liability of £98.8m.</p>
Arrears	<p>At 31 March 2021, the Council had a balance for sundry debtors of £26.4m. An impairment of doubtful debts of £22.7m (86%) was considered appropriate; however, it is not certain that such an allowance would be sufficient.</p>	<p>If collection rates were to deteriorate, an additional impairment of doubtful debts would be required to cover some of the £3.7m of sundry debts currently not provided for.</p>
Business Rates - Appeals	<p>The provision for appeals is based on assumptions about the likely level of appeals raised against the ratings list in the future and the likely success of outstanding appeals. The provision stands at £28.7m which is reasonable given available data sources and historical analysis. However, further information from the Valuation Office Agency (VOA) may lead to a revision of these assumptions and could materially change the required level of provision.</p>	<p>If more up to date information from the Valuation Office Agency stimulates a reduction to the provision, this will feed into a surplus on the collection fund. Estimates will be taken in January 2022 and so such a surplus would be made available for distribution to preceptors in the 2022/23. Conversely, an increase in the provision would mean a reduction to available resources in 2022/23.</p>
Expected Credit Loss (ECL)	<p>Estimating ECL involves forecasting future economic conditions over a number of years. These longer-term forecasts are subject to management judgement and those judgements may be sources of measurement uncertainty that have a significant risk of resulting in a material adjustment to a carrying amount within the next financial year.</p>	<p>Significant changes in any of the assumptions used in forecasting the future economic conditions would result in a material adjustment to a carrying amount within the next financial year.</p>

**04. Going Concern**

The accounts have been prepared in accordance with the Code of Practice on Local Authority Accounting in the United Kingdom 2020/21 (the Code), which is based upon International Financial Reporting Standards (IFRS), as amended for the UK public sector. The accounts have been prepared on the going concern basis.

In carrying out its assessment that this basis is appropriate, made for the going concern period to 31 March 2023, management of the Council have undertaken forecasting of both income and expenditure, the expected impact on reserves, and cashflow forecasting.

Our most recent year-end balances, as reported in these statements are as follows:

Date	General Fund	Earmarked Reserves
31/03/21	£12.9m	£309.9m

Our expected General Fund and Earmarked Reserve position has predicted balances of £12.9, and £193m respectively at 31 March 2022. Forecast balances at 31 March 2023, before the implementation of the further savings schemes and pressures mitigations that are being discussed in autumn 2021, are £12.9m and £119m. These balances remain above our minimum level of GF balances as set by our s151 Officer of £12.6m.

Our cash flow forecasting and assessment of the adequacy of our liquidity position demonstrates positive cash balances throughout the going concern period, and no expectation of external borrowing, other than to support the capital programme, which is consistent to our plans and normal practice

The key assumptions within this forecast included that CG funding remains revenue neutral and the achievement of £36m of savings in 2022/23. Further assumptions are set out in our Medium-Term Financial Analysis published in October 2021. We have considered a downside scenario where pressures experienced are higher, savings are lower and there are reductions in Central Government funding of £12m p.a. These changes would reduce earmarked reserves by £48m, but both minimum levels of reserves and liquidity remain above minimum levels through the same period.

Key areas where the Council is experiencing financial pressures, in common with other local authorities nationally, are in its Adults' and Children's Social Care services, and its Leisure services. The figures above fully reflect the extent of identified pressures in these services, and action is being taken within these services and across the Council to reduce the expected impact on the Council's position. We are therefore confident that the figures above represent the current worse case position, and that the actual financial and reserves position will be better than as presented above.

On this basis, the Council have a reasonable expectation that it will have adequate resources to continue in operational existence throughout the going concern period maintaining the provision of its services. For this reason, alongside the statutory guidance, we continue to adopt the going concern basis in preparing these financial statements.

## Annual Governance Statement

### Scope of Responsibility

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

Sheffield City 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, Sheffield City Council is responsible for putting in place proper arrangements for the governance of its affairs, facilitating the effective exercise of its functions, which includes arrangements for the management of risk.

Sheffield City Council has approved and adopted a Code of Corporate Governance, which is consistent with the principles of the CIPFA / SOLACE Framework *Delivering Good Governance in Local Government*. A copy of the code is on our website: <https://www.sheffield.gov.uk/home/your-city-council/council-operates>. This statement explains how Sheffield City Council has complied with the code. It also meets the requirements of Accounts and Audit Regulations 2015, regulation 6 (1), which requires all relevant bodies to prepare an Annual Governance Statement (AGS).

### The Purpose of the Governance Framework

The governance framework comprises the systems and processes, and culture and values, by which the Council is directed and controlled, and also its activities through which it accounts to, engages with and leads the community. This framework 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 that framework and is designed to manage risk to a reasonable level. It cannot eliminate all risk of failure to achieve policies, aims and objectives. It can therefore only provide 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 Sheffield City Council policies, aims and objectives, to evaluate the likelihood of those risks being realised, and to manage them efficiently, effectively and economically.

The governance framework has been in place at Sheffield City Council for the financial year ended 31 March 2021 and up to the date of approval of the Sheffield City Council Annual Report and Statement of Accounts.

The governance framework of the Council is constantly being updated to take account of changes in legislation and working practices.

## The Sheffield City Council Governance Arrangements

The governance arrangements of Sheffield City Council contain two key elements, the internal control arrangements of the Council and also how it demonstrates these arrangements to citizens and service users. We have documented the key elements of the control environment and how these are communicated below.

### Internal Control Environment

The system of internal control as described below has been in place at Sheffield City Council for the year ended 31 March 2021 and up to the date of approval of the Annual Report and Statement of Accounts.

In discharging its responsibility, the Council has a published constitution that specifies the business of the Council, as well as establishing the role of the Executive, Scrutiny Committees and Regulatory Committees. The Leader's Scheme of Delegation lays down the scheme of delegation by which Members of the Council and Officers can make executive decisions on behalf of the Council to ensure the smooth operation of its business.

In order to illustrate the key elements of internal control, the control environment has been subdivided into six elements as outlined below:

#### 1) **Establishing and monitoring the achievement of the Council's business**

The Council has a business planning process that is designed to align service activity and objectives to its strategic priorities. Service Plans align with the Council priorities. A quarterly performance monitoring process tracks progress against the Council's priorities and to highlight any potential risks and issues in achieving these.

The Council's Corporate Management Team (CMT) which includes Executive Members has the responsibility for formulating the Council's medium term financial strategy in order to ensure that adequate resources are available to meet the Council's objectives.

CMT receives regular budget monitoring reports in addition to the Portfolio Leadership Teams. The Council's corporate systems for producing this information have been developed to provide timely and accurate reports for services and the Council as a whole on a consistent basis.

Performance management information about key objectives is also provided regularly to Executive members and may also be considered by Members at the Overview and Scrutiny Management Committee.

Minutes of Council meetings are publicly available through the Council's website – [www.sheffield.gov.uk](http://www.sheffield.gov.uk).

## 2) The facilitation of policy and decision-making

The Council's overall budget and policy framework are set by Full Council. Key decisions are taken by the Executive (Leader, Co-operative Executive, individual Cabinet members, officers as appropriate), within the budget and policy framework set by Council.

The Council has an Overview and Scrutiny function (including a call-in facility), which reports to the Executive and Full Council as appropriate.

A scheme of delegation is in place that allows decisions to be undertaken at an appropriate level, so that the functions of the Council are undertaken efficiently and effectively. The scheme includes the Leader's own scheme of delegation, supported by more detailed officer schemes of delegation corporately and within portfolios.

## 3) Ensuring compliance with established policies, procedures, laws and regulations

Procedures are covered by the Council's Constitution, backed up by Standing Orders, the Financial Regulations and Protocol, and procurement guidelines.

The Monitoring Officer carries overall responsibility for ensuring the lawfulness and fairness of decision-making and supporting and advising the Audit and Standards Committee. The Monitoring Officer's staff work closely with portfolios, to ensure the Council complies with its requirement to review and log all formal delegated decisions.

The Council has set out policies and procedures for people management on its intranet. A formal staff induction process is in place that is designed to ensure that new employees are made aware of their responsibilities. The Executive Director of Resources carries overall responsibility for financial issues, and his staff work closely with services to ensure that all reports are cleared for financial implications prior to submission to a Member forum.

The Council has a Risk Management Framework in place that has been agreed by Cabinet. A Risk Management Report is produced for CMT every quarter and an update report is provided to an Audit and Standards Committee on a 6 monthly basis. All Council reports include a section dealing with risk management. The risk management framework has been significantly updated and the focus of attention is now on developing our risk management practice maturity, both at an operational level and through close alignment and integration between the risk and performance management processes. This is to ensure that the processes used are simple and effective and meet the requirements of the Council. An e-learning module is also available and will be integrated into the new manager learning and development curriculum.

The Council's Audit and Standards Committee oversees the Council's Code of Conduct for Members. The Council has a Members' Code of Conduct and a procedure for dealing with complaints under the Code. Independent Persons have been appointed.

As part of the Council's commitment to the highest possible standards of openness, probity and accountability, the Council encourages employees and others with genuine concerns about any of the Council's work, to come forward and voice those concerns. A Whistleblowing Policy is in place that is intended to encourage and enable employees to raise such concerns within the Council rather than overlooking a

problem. This policy document makes it clear that employees can do so without fear of reprisals. The procedure accords with the requirements of the Public Interest Disclosure Act 1998 and is compatible with the conventions in the Human Rights Act 1998.

Reviews of services are undertaken on a periodic basis by Internal Audit and agencies including the Care Quality Commission (CQC) and the Office for Standards in Education (Ofsted).

#### 4) Ensuring the efficient, economic and effective use of resources

The Council needs to make well informed decisions through business intelligence to enable it to make changes to the right things, in the right way. It acknowledges that it is more important than ever to make the best use of public money and continues to ensure that it prioritises its efforts and resources for the greatest impact; by having agreed strategic priorities that it will make, to achieve its long term goals.

#### 5) Financial management of the Council

The effectiveness of the system of financial management is informed by:

- The work of Internal Audit.
- The external auditor's Annual Audit Letter and other reports.
- The role carried out by the Executive Director of Resources under s151 Local Government Act 1972 responsibilities.
- The work of the Contract Management Teams in monitoring the work undertaken by Capita (the Council's contractor for financial business processes, during this reporting period).

#### 6) Performance management and its reporting

The performance management regime is an integral part of the Council's business planning process. The business planning process ensures that the Council defined its priorities and outcomes. Members and officers allocate the Council's resources in a way that aligns with these priorities and outcomes. Council services and commissioners then set clear objectives and targets that reflect the priorities, outcomes, and the level of resource allocated. The Council also has programme boards that commission specific projects to deliver step changes. The Council's performance reporting process ensures that managers and Members have a clear picture of how the Council is performing against the objectives and targets, and whether specific projects are on track. Risks to delivery are escalated and reviewed.

The Human Resources Service support portfolios at respective People Boards to ensure that employee matters are central to the performance management of our organisation and a Strategic Workforce Board was established at a corporate level to ensure that there is clear governance.

The Council has development programmes for managers and employees that provide a consistent approach to managing resources, including its people, and to develop employee knowledge and skills across a range of subjects.

The Council also has a training programme in place, which is specifically tailored to the needs of elected Members in fulfilling their roles and responsibilities, including an induction programme for newly elected Members.

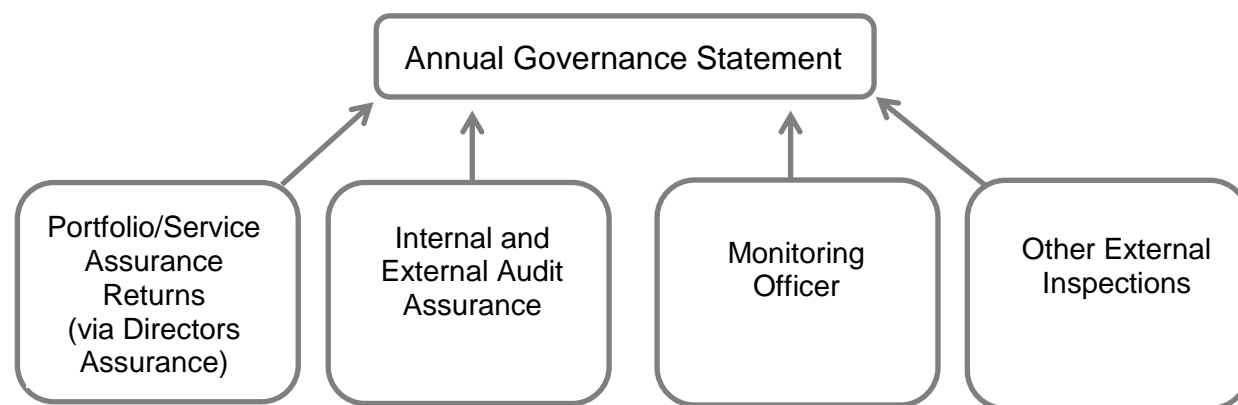
### Review of Effectiveness

Sheffield City Council has a duty to conduct at least annually a review of the effectiveness of its governance framework including the system of internal control, and to publish an Annual Governance Statement.

The review of the effectiveness of the Council's governance framework is informed by the work of the internal auditors and the senior managers within the Council. Senior officers are responsible for the development and maintenance of the internal control environment. The process is also informed by comments made by the external auditors and other review agencies and inspectorates.

The CMT agreed a process of positive verification of the system of internal control in order to formally fulfil the requirements of the Accounts and Audit Regulations. The overall process has been summarised in the diagram below:

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All Directors have provided written assurance to the effect that they are adhering to the Council's required Areas of Compliance, such as key policies and procedures and that they are maintaining adequate control over areas of Council activity for which they have responsibility. We are also enhancing our performance reporting, in conjunction with any new Accountability Framework, to develop a means by which services can more easily monitor adherence to our required Areas of Compliance, throughout the year. The review of internal control has been adopted as a positive way forward. Some areas of control weakness have been identified through this process and management action to address them has commenced. Items raised by managers in the previous year's process have been followed up and confirmation has been received that action has been taken to progress the issues raised.



The role of the Council's internal auditors is to provide an independent appraisal function for the review of internal control systems. Internal Audit undertakes reviews of the main financial and operational systems of the Council, based on a risk analysis of the functions undertaken by service areas. Certain aspects of key financial systems are reviewed on an annual basis. Internal Audit also undertakes fraud investigations and other ad hoc responsive investigations relating to the Council's control framework. This element of its work also contributes to the maintenance of a sound system of internal financial control.

Internal Audit complies in all significant respects with the professional standards required of the service as defined by the Chartered Institute of Public Finance and Accountancy (CIPFA). The service works closely with our external auditors, Ernst & Young.

There are some areas of control weakness that have been included on the AGS declarations under the section relating to governance issues. The Senior Finance Manager (Internal Audit) has confirmed that she is unaware of any other significant control weaknesses that have not been considered when compiling this statement. The Audit and Standards Committee is responsible for scrutinising the work undertaken by Internal Audit.

The Monitoring Officer has responsibility to monitor and review the operation of the Constitution to ensure that the aims and principles of the Constitution are working in practice. This review takes place annually. The Director of Legal and Governance as the Council's Monitoring Officer has not raised any issues of significance that are contrary to the findings within this statement.

The Full Council is responsible for setting the overall objectives of the Council and for undertaking statutory duties such as agreeing the budget and setting the level of Council Tax. In the financial year 2019/20 all these duties have been performed.

A significant part of Sheffield City Council's risk liability is connected to its maintained schools, for example: School Finance, Health and Safety, Human Resources, and Premises Maintenance. Whilst the day-to-day management of these issues is delegated to School Governing Bodies and Headteachers, the Council retains residual liability for maintained schools where it is the employer and the owner of the property.

During the year, the Council has been inspected by a number of external agencies. Reports of external inspection agencies are scrutinised to ensure that for any issues raised, the most appropriate senior officer within the Council has been given the responsibility to implement suitable corrective action.

For all of the inspections, where recommendations were made, assurance has been received that appropriate management action is being taken.

A number of schools within the city have been the subject of Ofsted inspections. The School Improvement Service follows up on each review to give advice and support to these schools.

The Council has an Audit and Standards Committee that was formed in September 2016 and merged the functions of the former Audit and Standards Committees. The Committee is made up of 7 non-Executive elected Members. Non-voting independent co-opted members are also appointed to the

Committee to bring additional experience, independence and an external view to the Committee's work. In addition, the three Parish and Town Councils are invited to jointly send one representative when Standards matters are to be considered.

The Audit and Standards Committee has been set up to meet best practice guidelines. Its terms of reference include the need to consider the Council's arrangements for corporate governance and any necessary actions to ensure compliance with best practice. The Committee also considers the Council's compliance with its own and other published standards. The Committee has confirmed that it has a significant overview at the highest level of the Council's systems of internal control; so that it is assured that it fulfils the requirements of "those charged with governance" under the International Auditing Standards.

The Committee is also responsible for promoting high standards of conduct by Councillors and co-opted Members, overseeing the Members' Code of Conduct and considering complaints where a Member may have breached the Code.

The Committee meets approximately six times per year and has a programme of work based on its terms of reference (covering Audit activity, the Regulatory Framework, Risk Management, Governance, Standards and the Council's Accounts) and other issues identified by the Committee during the year. An Annual Report on the Committee's work is also submitted to Full Council. The papers and minutes for these meetings are available on the Council's website.

### **The Impact of COVID-19 on our Governance Arrangements**

During March 2020, immediately prior to the start of the 2020/21 period relating to this Annual Governance Statement, the Council declared a major incident across the city and initiated an emergency response to the COVID-19 pandemic.

Given the unprecedented nature and scale of the issue, there was significant disruption to the Council's services – some stopped entirely, others were placed under significant strain due to demand, and new services were introduced to respond to the needs of the public, employees, local businesses and the Government.

To meet these challenges the Council introduced new and/or changed existing, strategic and operational arrangements to enable appropriate and timely responses to the evolving situation. The Council's Constitution provides for decisions to be taken in an emergency situation by the Chief Executive and in the Leader's Scheme of Delegation by the Chief Executive and/or Leader. As this was a national emergency, emergency decision making procedures needed to be co-ordinated and recorded consistently over a significant period of time. An Incident Management Group (later renamed the Coronavirus Response Group) was established to co-ordinate and lead the Council's COVID-19 response to ensure business continuity. The following measures were put in place to enable the Council to respond effectively and protect lives:

- Postponement of Elections in line with government direction
- Postponement of Cabinet and Committees
- Fast-tracking financial payments

- Greater flexibility in procurement and contracting processes
- Pause of debt collection
- Pause of complaints process
- Pause of responding to Information requests
- COVID-19 specific risk register maintained

The direct measures implemented had a significant effect on the provision of services and created backlogs in a number of areas. The pandemic has also led to a significant increase in demand in some areas e.g. social care. The effect of the Council’s response to the pandemic continues and will continue to be monitored throughout 2021/22. All of the direct measures have now ceased other than maintenance of a risk register.

### Development of the Governance Framework

The Council’s control framework needs to evolve to take into account the changes that are taking place across the organisation. In the year, several initiatives have had an impact on the control assurance mechanisms in place:

- The Council continues to closely monitor its most significant external relationships in relation to risk and governance arrangements and are incorporated within the reports on Risk Management to the Audit and Standards Committee. Ensuring that appointed Members receive appropriate officer support remains an important area of activity
- The senior officer team, Executive Management Team has been replaced in September 2021 by a series of three Leadership Boards enabling all of the Council’s appointed Directors to have a direct role in leading the organisation The Chief executive attends all of the Boards and the Strategic Leadership Board oversees the running of the organisation and is the conduit to the Council’s political leadership
- The political Leadership has undergone some changes this year when the May election resulted in the Council having no overall control politically. An agreement was reached between two of the political groups to form a co-operative alliance. As such the former Cabinet is now referred to as the Co-operative Executive however it continues to function as a cabinet within a Strong Leader form of Governance
- In August 2019, the Council received a petition requiring it to hold a Governance Referendum to consider a change to a Committee system of governance. The pandemic resulted in all elections including the Referendum to be postponed until May 2021, therefore the Referendum was held in May 2021 and the outcome was a move to a Committee system of governance. The Council is required by law to move to a Committee system of governance at the Annual Council meeting in May 2022, therefore a significant project resource has been allocated to the Director of Legal & Governance to manage the process of change. This will result in a full revision of the Constitution and the way decision making works within the Council with effect from May 2022.

## Governance Issues

In a large and complex organisation such as Sheffield City Council, there will always be opportunities to improve services. In the financial year 2020/21, recommendations have been made by Internal Audit and agreed with relevant managers to address weaknesses identified in the internal controls of financial and other systems.

This review of effectiveness has highlighted the following issues that the Corporate Management Team wishes to monitor the arrangements across the Council:

<b>Human Resources</b>	<p><b>Personal Development Review (PDR) completion rates</b></p> <p><b>Completion of mandatory e-learning</b></p> <p><b>Employee Code of Conduct being signed and recorded in the Human Resources (HR) system</b></p>
<p>Page 204</p>	<p><b>Personal Development Review (PDR) completion rates</b> PDR completions within MyHR/iManage were de-prioritised as part of the COVID-19 response, although Managers were still encouraged to have regular supervision with all employees the setting of annual objectives at a time when the Council was mobilising its Services to cope with the impact of the pandemic was not seen as the best use of its resources. 2020/21 PDRs were made available within MyHR/iManage and quality conversations were and continue to be encouraged with a focus on health, wellbeing and development as well as setting objectives for future direction. Reports are available to Managers to help monitor completion rates within their services.</p> <p><b>Completion of mandatory e-learning</b> During 2020/21 there was a focus on ensuring employees completed the Data Protection (GDPR) &amp; Security e-learning as this enabled the Council to successfully meet the requirements of the NHS IG self-assessment toolkit standard. Completion rates are at 88% and rising with a concerted effort being led by the Information Governance Team and supported by Human Resources to provide a paper version of the course to staff without computer access. During 2021/22 there is a focus on ensuring the Equality Diversity &amp; Inclusion (Unconscious Bias, Inclusion Essentials and Inclusive Leadership) e-learning is completed by all employees. Reports will be produced to check on progress.</p> <p>The focus on mandatory e-learning of all 9 modules will continue to be a priority.</p> <p><b>Employee Code of Conduct being signed and recorded in the human resources system</b> The Directors Assurance requires that employees review and sign their Code of Conduct. Work has been taking place over recent months to ensure the HR &amp; Payroll system (MyHR/iManage) is available to all employees to record completion of the Council's Code of Conduct. The Questionnaires are now built within the system and communication was sent to Directors in July 2021 to encourage completion within their services. Regular reports will then be produced and shared with Managers to ensure we meet the required levels of compliance. The system has also been designed to gather information from employees relating to Gifts &amp; Hospitality and Declaration of Interest.</p>

<p><b>Information Governance</b></p>	<p><b>Retention Schedules are not present or routinely applied</b></p> <p><b>Not processing personal data within rights of data subject, confirming if information is held or not responding to requests (all types) within timescales</b></p> <p><b>Record Of Processing Activities (ROPA) is not kept upto date</b></p>
<p><b>Retention Schedules are not present or not routinely applied</b> One of the actions to prevent and reduce the spread of Coronavirus infection was to minimise employee access to Council buildings. This severely impacted our ability to destroy records that ordinarily may have been. Various activities are in progress and planned that include:</p> <p>88% of colleagues have completed the mandatory Data Protection (GDPR) &amp; Security e-learning module, which incorporates training and guidance on retention of data. Having more skilled and knowledgeable colleagues who are confident in knowing when to retain or securely dispose – or knowing who to ask to do so – is a key organisational control to reduce the risk that data is being retained for too long.</p> <p>Implementation of Microsoft O365 is increasing the Council’s ability to manage its data more effectively, for example we are beginning to apply retention labels to documents. We continue to adopt a risk based approach to building access.</p> <p><b>Not processing personal data within rights of data subject, confirming if information is held or not responding to requests (all types) within timescales</b> Activities to address performance relating to the fulfilment of data subject requests include recruitment of additional temporary resource to address the outstanding requests and investment in a case management system. Automation of Information Management working practices using the new case management system will enable the access of real time information to track requests. We are also setting up regular performance clinics with relevant services.</p> <p><b>Record Of Processing Activities (ROPA) is not kept upto date</b> Activities undertaken have included a comprehensive review of the ROPA template to ensure that it is in line with UK GDPR Article 30 requirements and meets business needs. We are also appraising a ROPA self-service tool that is used by other Local Authorities. A programme of review and updating the ROPA in the Place Portfolio is underway.</p> <p>As part of the NHS Toolkit, ROPAs pertaining to the health and social care data processed by the Council were reviewed and approved by the Caldicott Guardians.</p>	

<b>Business Planning</b>	<b>Service Plan aligned to Corporate Plan and/or members priorities</b>
<p>The Directors Assurance requires that the Service Plan supports the wider organisational priorities. The organisation did not have a Corporate Plan or other single articulation of Members' priorities in place since the expiry of the previous Corporate Plan, in 2018. However, each service did have a plan in place for 19/20 that was aligned with the priorities for the relevant Cabinet Member for the service in question, with some services having more detailed plans dealing with specific issues that they identified as important for their area.</p> <p>The new Co-operative Executive has already set out clear first-year commitments in their Co-operation Agreement and the approval of a more focused one-year plan with specific objectives to support the city's recovery has been agreed. A longer-term Corporate Plan will commence later this year.</p>	
<b>Business Planning</b>	<b>Fraud Awareness/E-learning</b>
<p>The Directors Assurance requires that fraud training is completed and recorded. This would ordinarily be completed in the Development Hub, but the e-learning module was still in development throughout 2020/21.</p> <p>The Fraud Prevention e-Learning is now available (since May 2021) on the Development Hub for staff to complete, where appropriate and necessary in their role.</p>	
<b>Performance of the Special Educational Needs and/or Disabilities Service (SEND)</b>	
<p>Areas of weakness were identified in how the Special Educational Needs and Disabilities (SEND) Reforms (set out by law in 2014) had been introduced in Sheffield.</p> <p>Ofsted and the Care Quality Commission (CQC) conducted a joint inspection of the local area of Sheffield to judge the effectiveness of the area in implementing the disability and special educational needs reforms, as set out in the Children and Families Act 2014. The inspection determined that a Written Statement of Action (an action plan) was required because of significant areas of weakness in the local area's practice. This is jointly owned plan by the Council and Sheffield's Clinical Commissioning Group and describes how further improvements would be made and by when.</p> <p>Substantial improvement work has taken place and there is more work to do. The pandemic impacted the ability of the Local Authority to meet statutory timeframes – the Council was not-compliant with its legal requirements. This leaves the Council open to challenge from Central Government and the Ofsted SEND Inspection – specifically in relation to how services are able to provide advice and the ability of staff, who have tried to continue working between buildings and remotely to complete work in a timely manner.</p> <p>Updated reporting systems are in place and a performance clinic approach began in November 2020 to ensure greater control on timeliness and challenges within that. Due to COVID-19, our auditing of Education, Health and Care Plans was paused from March to September 2020, but restarted in October, that year.</p>	

## Statement

Over the coming year, Sheffield City Council proposes to take remedial actions to address all the issues that have been identified, with regular updates on the progress of this work being made available to the Corporate Management Team and the Council Leader.

We have been advised on the outcome of the review of the effectiveness of the governance framework by the relevant Officers and a plan to enhance the Council's ability to identify and resolve weaknesses in its controls, whilst ensuring continuous improvement of the framework will continue to take place.

We will monitor and review the implementation and operation of any new governance framework as part of our annual review.

**Signed:** ..... **Date:** .....

Eugene Walker – Executive Director of Resources (Section 151 Officer)

**Signed:** ..... **Date:** .....

Kate Josephs –Chief Executive on behalf of Sheffield City Council

**Signed:** ..... **Date:** .....

Terry Fox - Council Leader on behalf of Sheffield City Council

**Trade Union (Facility Time Publication Requirements) Regulations 2017 - (Not subject to audit)**

The Trade Union (Facility Time Publication Requirements) Regulations 2017 took effect from 1 April 2017. The regulations were laid following the enactment of the Trade Union Act 2016.

One of the elements of the Act is the requirement for employers in the public sector to publish information on facility time, which is the provision of paid or unpaid time off from an employee's normal role to undertake Trade Union duties and activities as a Trade Union representative.

To comply with these requirements, the Council must publish the data on the Council's website and on a website maintained by, or on behalf of the Government each year. The data must also be included in the annual Statement of Accounts.

**Table 1 - Relevant union officials**

What was the total number of your employees who were relevant union officials during the relevant period?

<b>Number of employees who were relevant union officials during the relevant period</b>	<b>Full-time equivalent employee number</b>
89	80.32

**Table 2 - Percentage of time spent on facility time**

How many of your employees who were relevant union officials employed during the relevant period spent a) 0%, b) 1%-50%, c) 51%-99% or d) 100% of their working hours on facility time?

Percentage of time	Number of employees
0%	46
1-50%	24
51%-99%	5
100%	14



**Table 3 - Percentage of pay bill spent on facility time**

Provide the figures requested in the first column of the table below to determine the percentage of your total pay bill spent on paying employees who were relevant union officials for facility time during the relevant period.

Provide the total cost of facility time	£511,223.28
Provide the total pay bill	£303,908,983.62
<b>Provide the percentage of the total pay bill spent on facility time</b>	<b>0.17</b>

**Table 4 - Paid trade union activities**

As a percentage of total paid facility time hours, how many hours were spent by employees who were relevant union officials during the relevant period on paid trade union activities?

<b>Time spent on paid trade union activities as a percentage of total paid facility time hours</b>	Unable to provide this figure held at Individual level by the Reps
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**Education function return**

**Table 1 - Relevant union officials**

What was the total number of your employees who were relevant union officials during the relevant period?

<b>Number of employees who were relevant union officials during the relevant period</b>	<b>30</b>	<b>Full-time equivalent employee number</b>	<b>4.72</b>
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**Table 2 - Percentage of time spent on facility time**

How many of your employees who were relevant union officials employed during the relevant period spent a) 0%, b) 1%-50%, c) 51%-99% or d) 100% of their working hours on facility time?

Percentage of time	Number of employees
0%	20
1-50%	4
51%-99%	1
100%	5

**Table 3- Percentage of pay bill spent on facility time**

Provide the figures requested in the first column of the table below to determine the percentage of your total pay bill spent on paying employees who were relevant union officials for facility time during the relevant period.

Provide the total cost of facility time	£217,832.71
Provide the total pay bill	£303,691,150.91
<b>Provide the percentage of the total pay bill spent on facility time</b>	<b>0.07</b>

**Table 4 - Paid trade union activities**

As a percentage of total paid facility time hours, how many hours were spent by employees who were relevant union officials during the relevant period on paid trade union activities?

<b>Time spent on paid trade union activities as a percentage of total paid facility time hours</b>	Unable to provide this figure held at Individual level by the Reps
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## Glossary

### Term

#### Abbreviations

The symbol 'k' following a figure represents £thousand.  
The symbol 'm' following a figure represents £million.  
The symbol 'bn' following a figure represents £billion.

#### Accounting Period

The period of time covered by the Council's accounts. Normally 12 months, beginning on 1 April. Also known as the Financial Year.

#### Accounting Policies

These are the specific principles, bases, conventions, rules and practices applied by an entity in preparing and presenting financial statements.

#### Accruals Concept

Income and Expenditure are recognised as they are earned or incurred, not as money is received or paid.

#### Added Years

A discretionary award increasing the value of pensions for retiring employees aged 50 or over subject to specific conditions. Employers must exercise this discretion in accordance with the national regulations and the City Council's own policies.

#### Amortisation

An accounting technique of recognising a cost or item of income in the Comprehensive Income and Expenditure Statement over a period of years rather than when the initial payment is made. Its purpose is to charge / credit the cost / income over the accounting periods that gain benefit for the respective item.

#### Beacon

A group of Council dwellings / properties with similar characteristics, such as design, age, type and construction. A sample property, "the beacon" is selected, which is representative of the group, and a detailed inspection and valuation carried out.

#### Capital Expenditure

Expenditure that is incurred to acquire, create or add value to a non-current asset.

#### Capital Financing Requirement

It measures an authority's underlying need to borrow or finance by other long-term liabilities for a capital purpose. It represents the amount of capital expenditure that has not yet been resourced absolutely, whether at the point of spend or over the longer term. Alternatively, it means capital expenditure incurred but not yet paid for.

#### Capital Receipts

The proceeds from the sale of capital assets which, subject to various limitations (e.g. Pooling Arrangements introduced in the Local Government Act 2003) can be used to finance capital expenditure, invested, or to repay outstanding debt on assets originally financed through borrowing.

#### Cash

Comprises cash on hand and demand deposits.

#### Cash Equivalents

These are short term, highly liquid investments that are readily convertible to known amounts of cash and which are subject to an insignificant risk of changes in value.

#### Co-optees

Individuals appointed to serve as members of committees of the Council, but who are not Members of the Council (i.e. not Councillors).

#### Collection Fund

A fund administered by the Council recording receipts from Council Tax, National Non-Domestic Rates and payments to the General Fund.

#### Community Assets

Non-current assets that the Council intends to hold forever and which may have some restrictions on their disposal, e.g. parks and historic buildings.

#### Consistency Concept

The consistency concept requires that there should be a consistent method of accounting treatment of like items within each accounting period and from one period to the next.

#### Contingency

A condition which exists at the Balance Sheet date, where the outcome will be confirmed only on the occurrence of one or more uncertain future events not wholly within the Council's control.

### **Council Tax**

A banded property tax that is levied on domestic properties. The banding is based on assessed property values at 1 April 1991.

### **Credit Risk**

The possibility that one party to a financial instrument will fail to meet their contractual obligations, causing a loss to the other party.

### **Creditors**

Amounts owed by the Council for work done, goods received or services rendered, for which no payment has been made at the date of the Balance Sheet.

### **Debtors**

Amounts owed to the Council for work done, goods received or services rendered, for which no payment has been received at the date of the Balance Sheet.

### **Defined Benefit Scheme**

A pension or other retirement benefit scheme, other than a Defined Contribution scheme. Usually, the scheme rules define the benefits independently of the contributions payable, and the benefits are not directly related to the investments of the scheme. The scheme may be funded or unfunded (including notionally funded).

### **Defined Contribution Scheme**

A pension or other retirement benefit scheme into which an employer pays regular contributions fixed as an amount or as a percentage of pay and will have no legal or constructive obligation to pay further contributions if the scheme does not have sufficient assets to pay all employee benefits relating to employee service in the current and prior periods.

### **Depreciation**

The measure of the wearing out, consumption or other reduction in a non-current asset either as a result of its use, ageing or obsolescence.

### **Fair Value**

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.

### **Finance Lease**

A lease that transfers substantially all the risks and rewards incidental to ownership of an asset to the lessee. The payments usually cover the full cost of the asset together with a return for the cost of finance.

### **Financial Instrument**

A contract that gives rise to a financial asset of one entity and a financial liability or equity instrument of another. The term “financial instrument” covers both financial assets and financial liabilities and includes both the most straightforward financial assets and liabilities such as trade receivable (debtors) and trade payables (creditors) and the most complex ones such as derivatives.

### **General Fund**

The total services of the Council except for the Housing Revenue Account and the Collection Fund, the net cost of which is met by Council Tax, Government grants and National non-domestic rates.

### **Goodwill**

The difference between the aggregate fair value of the net assets of a business and the value of the business as a whole. Goodwill can be internally developed or purchased.

### **Heritage Asset**

A tangible asset with historical, artistic, scientific, technological, geophysical or environmental qualities that is held and maintained principally for its contribution to knowledge and culture.

### **Impairment**

A reduction in the value of a non-current asset below its carrying amount on the Balance Sheet. Examples of factors which may cause such a reduction in value include general price decreases, a significant decline in a fixed asset’s market value and evidence of obsolescence or physical damage to the asset.

### **Intangible Assets**

Non-financial assets that do not have physical substance but are identified and are controlled by the entity through custody or legal rights. The two broad types of intangible non-current assets applicable to local authorities are goodwill and other intangible assets. Examples of other intangible assets might be patents or software licences.

### **International Financial Reporting Standards (IFRS)**

Accounting standards developed by the International Accounting Standards Board which determine the standards to be adopted in the preparation and presentation of the Council’s accounting records.

### **Inventories**

Inventories are assets:

- in the form of materials or supplies to be consumed in the production process or consumed or distributed in the rendering of services
- held for sale or distribution in the ordinary course of operations
- in the process of production for sale or distribution

### **Investment Property**

Property held solely to earn rentals or for capital appreciation or both, rather than for use in the production or supply of goods or services or for administration purposes or sale in the ordinary course of operations.

### **Materiality**

Omissions or misstatements of items are material if they could, individually or collectively, influence the decisions or assessments of users made on the basis of the financial statements. Materiality depends on the nature or size of the omission or misstatements judged in the surrounding circumstances. The nature or size of the item, or a combination of both, could be the determining factor.

### **Minimum Revenue Provision (MRP)**

The minimum amount which must be charged to an Authority's revenue account each year and set aside as provision for credit liabilities, as required by the Local Government and Housing Act 1989.

### **Net Book Value**

The amount at which non-current assets are included on the Balance Sheet, i.e. their historical cost or current value less the cumulative amount provided for depreciation.

### **Net Current Replacement Cost**

The cost of replacing or recreating the particular asset in its existing condition and in its existing use i.e. the cost of its replacement or of the nearest equivalent asset, adjusted to reflect the current position of the existing asset.

### **Net Realisable Value**

The open market value of the asset in its existing use (or open market value in the case of non-operational assets), less the expenses incurred in realising the asset.

### **National Non-Domestic Rates (NNDR)**

These are often referred to as Business Rates, and are a levy on business properties based on a national rate in the pound applied to the 'rateable value' of the property. The Government determines the national rate multiplier and the Valuation Office Agency determine the rateable value of each business property. Business Rates are collected by the Local Authority and paid into their collection fund, this amount is then distributed 49% to the Local Authorities General Fund, 1% to the South Yorkshire Fire and Rescue Authority and 50% to Central Government. The Central Government share is then redistributed nationally, partly back to Local Authorities through Revenue Support Grant.

### **Operating Lease**

A lease other than a Finance Lease. An agreement in which the Council derives the use of an asset in exchange for rental payments, though the risks and rewards of ownership of the asset are not substantially transferred to the Council.

### **Precepts**

The amount levied by another body such as the South Yorkshire Police Authority that is collected by the Council on their behalf.

### **Private Finance Initiative (PFI)**

A contract in which the private sector is responsible for supplying services that are linked to the provision of a major asset and which traditionally have been provided by the Council. The Council will pay for the provision of this service, which is linked to availability, performance and levels of usage.

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

Tangible assets that are held for use in the production or supply of goods and services, for rental to others, or for administrative purposes, and expected to be used during more than one period.

### **Provisions**

Amounts charged to revenue during the year for costs with uncertain timing, though a reliable estimate of the cost involved can be made.

### **Prudence Concept**

Requires that revenue is not anticipated until realisation can be assessed. Provision is made for all known liabilities whether the amount is certain or can only be estimated in light of the information available.

### **Public Works Loan Board (PWLB)**

A government agency, which provides loans to authorities at favourable rates.

### **Related Party**

The definition of a related party is:

A person or a close member of that person's family related to a reporting entity if that person:

- has control or joint control over the reporting entity;
- has significant influence over the reporting entity; or
- is a member of the key management personnel of the reporting entity or of a parent of the reporting entity.

### **Remuneration**

All sums paid to or receivable by an employee and sums due by way of expenses allowances (as far as those sums are chargeable to UK income tax) and the money value of any other benefits received other than in cash. Pension contributions payable by either employer or employee are excluded.

### **Reserves**

Result from events that have allowed monies to be set aside, surpluses, decisions causing anticipated expenditure to have been postponed or cancelled, or by capital accounting arrangements.

### **Revenue Expenditure**

Expenditure incurred on the day-to-day running of the Council, for example, staffing costs, supplies and transport.

### **Revenue Support Grant (RSG)**

This is a Government grant paid to the Council to finance the Council's general expenditure. It is based on the Government's assessment of how much a Council needs to spend in order to provide a standard level of service.

### **Specific Government Grants**

These are designed to aid particular services and may be revenue or capital in nature. They typically have specified conditions attached to them such that they may only be used to fund expenditure which is incurred in pursuit of defined objectives.

### **Termination Benefits**

These are benefits payable as a result of either an employer's decision to terminate an employee's employment before the normal retirement date, or an employee's decision to accept voluntary redundancy in exchange for those benefits.

### **Unsupported (Prudential) Borrowing**

Borrowing for which no financial support is provided by Central Government. The borrowing costs are to be met from current revenue budgets.

### **Unusable Reserves**

Those that the Council is not able to use to provide services. This category includes reserves that hold unrealised gains and losses (for example the 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'.

### **Usable Reserves**

Those reserves that the Council may use to provide services, subject to the need to maintain a prudent level of reserves, and any statutory limitations on their use. For example, the capital receipts reserve may only be used to fund capital expenditure or repay debt.

## Independent Auditor's Report

### Opinion

We have audited the financial statements of Sheffield City Council for the year ended 31 March 2021 under the Local Audit and Accountability Act 2014. The financial statements comprise the:

- Movement in Reserves Statement,
- Comprehensive Income and Expenditure Statement,
- Balance Sheet,
- Cash Flow Statement,
- the related notes 1 to 45,
- Housing Revenue Account Income and Expenditure Statement, the Movement on the Housing Revenue Account Statement and the related notes 1 to 13,
- Collection Fund and the related notes 1 to 2.

The financial reporting framework that has been applied in their preparation is applicable law and the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2020/21.

In our opinion the financial statements:

- give a true and fair view of the financial position of Sheffield City Council as at 31 March 2021 and of its expenditure and income for the year then ended; and
- have been prepared properly in accordance with the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2020/21.

### Basis for opinion

We conducted our audit in accordance with International Standards on Auditing (UK) (ISAs (UK)) and applicable law. Our responsibilities under those standards are further described in the Auditor's responsibilities for the audit of the financial statements section of our report below. We are independent of the authority in accordance with the ethical requirements that are relevant to our audit of the financial statements in the UK, including the FRC's Ethical Standard and the Comptroller and Auditor General's (C&AG) AGN01, and we have fulfilled our other ethical responsibilities in accordance with these requirements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.

## Conclusions relating to going concern

In auditing the financial statements, we have concluded that the Executive Director of Resources' use of the going concern basis of accounting in the preparation of the financial statements is appropriate.

Based on the work we have performed, we have not identified any material uncertainties relating to events or conditions that, individually or collectively, may cast significant doubt on the authority's ability to continue as a going concern for a period of at least twelve months from when the financial statements are authorised for issue.

Our responsibilities and the responsibilities of the Executive Director of Resources with respect to going concern are described in the relevant sections of this report. However, because not all future events or conditions can be predicted, this statement is not a guarantee as to the authority's ability to continue as a going concern.

## Other information

The other information comprises the information included in the Statement of Accounts, other than the financial statements and our auditor's report thereon. The Executive Director of Resources is responsible for the other information contained within the Statement of Accounts.

Our opinion on the financial statements does not cover the other information and, except to the extent otherwise explicitly stated in this report, we do not express any form of assurance conclusion thereon.

Our responsibility is to read the other information and, in doing so, consider whether the other information is materially inconsistent with the financial statements or our knowledge obtained in the course of the audit or otherwise appears to be materially misstated. If we identify such material inconsistencies or apparent material misstatements, we are required to determine whether there is a material misstatement in the financial statements themselves. If, based on the work we have performed, we conclude that there is a material misstatement of the other information, we are required to report that fact.

We have nothing to report in this regard.

## Matters on which we report by exception

We report to you if:

- in our opinion the annual governance statement is misleading or inconsistent with other information forthcoming from the audit or our knowledge of the Council;
- we issue a report in the public interest under section 24 of the Local Audit and Accountability Act 2014;
- we make written recommendations to the audited body under Section 24 of the Local Audit and Accountability Act 2014;



- we make an application to the court for a declaration that an item of account is contrary to law under Section 28 of the Local Audit and Accountability Act 2014;
- we issue an advisory notice under Section 29 of the Local Audit and Accountability Act 2014;
- we make an application for judicial review under Section 31 of the Local Audit and Accountability Act 2014;
- we are not satisfied that the Authority has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2021.

We have nothing to report in these respects.

### **Responsibility of the Executive Director of Resources**

As explained more fully in the Statement of the Executive Director of Resources Responsibilities set out on page 28, the Executive Director of Resources is responsible for the preparation of the Statement of Accounts, which includes the financial statements in accordance with proper practices as set out in the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2020/21, and for being satisfied that they give a true and fair view and for such internal control as the directors determine is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, the Executive Director of Resources is responsible for assessing the Authority's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting unless the Authority either intends to cease operations, or have no realistic alternative but to do so.

The Authority is responsible for putting in place proper arrangements to secure economy, efficiency and effectiveness in its use of resources, to ensure proper stewardship and governance, and to review regularly the adequacy and effectiveness of these arrangements.

### **Auditor's responsibilities for the audit of the financial statements**

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with ISAs (UK) will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

Irregularities, including fraud, are instances of non-compliance with laws and regulations. We design procedures in line with our responsibilities, outlined above, to detect irregularities, including fraud. The risk of not detecting a material misstatement due to fraud is higher than the risk of not detecting one resulting from error, as fraud may involve deliberate concealment by, for example, forgery or intentional misrepresentations, or through

collusion. The extent to which our procedures are capable of detecting irregularities, including fraud is detailed below. However, the primary responsibility for the prevention and detection of fraud rests with both those charged with governance of the entity and management.

- *We obtained an understanding of the legal and regulatory frameworks that are applicable to the council and determined that the most significant are:*
  - *Local Government Act 1972,*
  - *School Standards and Framework Act 1998,*
  - *Local Government Finance Act 1988 (as amended by the Local Government Finance Act 1992),*
  - *Education Act 2002 and school Standards and Framework Act 1998 (England),*
  - *Local Government Act 2003,*
  - *Housing Act 1985,*
  - *The Local Authorities (Capital Finance and Accounting) (England) Regulations 2003 as amended in 2018 and 2020,*
  - *National Health Service Act 2006,*
  - *The Local Audit and Accountability Act 2014, and*
  - *The Accounts and Audit Regulations 2015.*

*In addition, the council has to comply with laws and regulations in the areas of anti-bribery and corruption, data protection, employment Legislation, tax Legislation, general power of competence, procurement and health & safety.*

- *We understood how Sheffield City Council is complying with those frameworks by understanding the incentive, opportunities and motives for non-compliance, including inquiring of management, the head of internal audit, and those charged with governance and obtaining and reading documentation relating to the procedures in place to identify, evaluate and comply with laws and regulations, and whether they are aware of instances of non-compliance. We corroborated this through our reading of the council's committee minutes, through enquiry of employees to confirm council policies, and through the inspection of employee handbooks and other information. Based on this understanding we designed our audit procedures to identify non-compliance with such laws and regulations. Our procedures had a focus on compliance with the accounting framework through obtaining sufficient audit evidence in line with the level of risk identified and with relevant legislation.*
- *We assessed the susceptibility of the council's financial statements to material misstatement, including how fraud might occur by understanding the potential incentives and pressures for management to manipulate the financial statements, and performed procedures to understand the areas in which this would most likely arise. Based on our risk assessment procedures, we identified manipulation of reported financial performance (through improper recognition of revenue and expenditure) and inappropriate capitalisation of revenue expenditure and management override of controls to be our fraud risks.*
- *To address our fraud risk around the manipulation of reported financial performance through improper recognition of revenue, we obtained the council's manual year end income accruals, challenging assumptions and corroborating the income to appropriate evidence.*

- *To address our fraud risk of inappropriate capitalisation of revenue expenditure we tested the council's capitalised expenditure to ensure the capitalisation criteria were properly met and the expenditure was genuine.*
- *To address our fraud risk of management override of controls, we tested specific journal entries identified by applying risk criteria to the entire population of journals. For each journal selected, we tested specific transactions back to source documentation to confirm that the journals were authorised and accounted for appropriately.*

A further description of our responsibilities for the audit of the financial statements is located on the Financial Reporting Council's website at <https://www.frc.org.uk/auditorsresponsibilities>. This description forms part of our auditor's report.

### **Scope of the review of arrangements for securing economy, efficiency and effectiveness in the use of resources**

We have undertaken our review in accordance with the Code of Audit Practice, having regard to the guidance on the specified reporting criteria issued by the Comptroller and Auditor General (C&AG) in April 2021, as to whether Sheffield City Council had proper arrangements for financial sustainability, governance and improving economy, efficiency and effectiveness. The Comptroller and Auditor General determined these criteria as those necessary for us to consider under the Code of Audit Practice in satisfying ourselves whether Sheffield City Council put in place proper arrangements for securing economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2021.

We planned our work in accordance with the Code of Audit Practice. Based on our risk assessment, we undertook such work as we considered necessary to form a view on whether, in all significant respects, Sheffield City Council had put in place proper arrangements to secure economy, efficiency and effectiveness in its use of resources.

We are required under Section 20(1)(c) of the Local Audit and Accountability Act 2014 to satisfy ourselves that the Authority has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources.

We are not required to consider, nor have we considered, whether all aspects of the Authority's arrangements for securing economy, efficiency and effectiveness in its use of resources are operating effectively.

### **Delay in certification of completion of the audit**

We cannot formally conclude the audit and issue an audit certificate until we have completed the work necessary to issue our assurance statement in respect of the Authority's Whole of Government Accounts consolidation pack. We are satisfied that this work does not have a material effect on the financial statements or on our value for money conclusion.

In addition, we cannot formally conclude the audit and issue an audit certificate until we have completed our procedures on the Authority's value for money arrangements for the year ended 31 March 2021. We are satisfied that this work does not have a material effect on the financial statements. We will report the outcome of our work on the Authority's arrangements in our commentary on those arrangements within the Auditor's Annual Report. Our audit completion certificate will set out any matters which we are required to report by exception.

Until we have completed these procedures, we are unable to certify that we have completed the audit of the accounts in accordance with the requirements of the Local Audit and Accountability Act 2014 and the Code of Audit Practice issued by the National Audit Office.

### **Use of our report**

This report is made solely to the members of Sheffield City Council, as a body, in accordance with Part 5 of the Local Audit and Accountability Act 2014 and for no other purpose, as set out in paragraph 43 of the Statement of Responsibilities of Auditors and Audited Bodies published by Public Sector Audit Appointments Limited. To the fullest extent permitted by law, we do not accept or assume responsibility to anyone other than Sheffield City Council and the Authority's members as a body, for our audit work, for this report, or for the opinions we have formed.

*Janet Dawson (Key Audit Partner)  
Ernst & Young LLP (Local Auditor)  
London  
January 2022*



## Audit and Standards Committee Report

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**Report of:** Director of Business Change and Information Solutions

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**Date:** 20/01/2022

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**Subject:** Information Governance Annual Report

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**Author of Report:** Mike Weston  
Assistant Director of ICT Service Delivery  
Senior Information Risk Owner

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**Summary:**

Information Governance is the generic term used to describe how an organisation manages its information, particularly in respect to legislative and regulatory requirements. This report seeks to provide assurance around the policies, processes and practices employed to ensure we meet those requirements.

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**Recommendations:** To note the annual information governance update

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**Background Papers:** None

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**Category of Report:** OPEN

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### Statutory and Council Policy Checklist

<b>Financial Implications</b>
NO:
<b>Legal Implications</b>
YES
<b>Equality of Opportunity Implications</b>
NO
<b>Tackling Health Inequalities Implications</b>
NO
<b>Human rights Implications</b>
NO
<b>Environmental and Sustainability implications</b>
NO
<b>Economic impact</b>
NO
<b>Community safety implications</b>
NO
<b>Human resources implications</b>
NO
<b>Property implications</b>
NO
<b>Area(s) affected</b>
None
<b>Relevant Cabinet Portfolio Member</b>
Councillor Cate McDonald
<b>Is the item a matter which is reserved for approval by the City Council?</b>
NO
<b>Press release</b>
NO

**REPORT TITLE: Information Governance Annual Report for 2020/21**

<b>1.0</b>	<b>INTRODUCTION</b>
1.1	<p>This report has been written to provide an overview of the Information Governance arrangements and performance at the Council for the last financial year and to provide assurance around the policies, processes and practices employed to ensure we meet our legal requirements.</p> <p>It is important to note that this is a retrospective report, covering the year 2020/21. This report includes the impact of COVID-19 on performance.</p>
<b>2.0</b>	<b>BACKGROUND</b>
2.1	Information Governance is a common term for the distinct, but overlapping disciplines of data protection, access to information, information security, investigatory powers, information and records management, information sharing, information quality and information assurance.
2.2	The ultimate purpose of Information Governance is to help an organisation to understand its information needs and responsibilities, to define the rules for the management of information flowing in, out and around the business, and to maximise the value of information while minimising the risks.
2.3	Effective Information Governance enables the Council to understand and comply with its legal and administrative obligations, manage, and reduce risks, protect privacy and confidentiality, and support services to deliver to the right people at the right time.
2.4	The Information Governance landscape is complex and subject to laws, regulations, and recommended codes of practice. The key laws include the General Data Protection Regulation 2016/679 (GDPR) which since Brexit has become the UK GDPR, Data Protection Act 2018 (DPA), Freedom of Information Act 2000 (FOIA), Environmental Information Regulations 2004 (EIR), and Regulation of Investigatory Powers Act 2000 (RIPA). The Council can be called upon to demonstrate its compliance with these laws and regulations by members of the public, partner agencies, accrediting bodies, and regulators such as the Information Commissioner's Office, the Surveillance Camera Commissioner, and the Investigatory Powers Commissioner. These commissioners have powers to impose penalties, including monetary penalties and custodial sentences, on organisations or individuals who breach the laws and regulations.
2.5	To enable the Council to understand and shape the Information Governance activity across the Council and ensure compliance, it has

	nominated specific information governance roles to officers: Senior Information Risk Owner, Portfolio Information Risk Owners, Caldicott Guardians, Senior Responsible Officer (RIPA), Senior Responsible Officer (CCTV) and the Data Protection Officer. These roles attend the Information Governance Board, which is subsequently supported by key officers and working groups to help embed information governance practice. In 2019/20, the Council nominated its directors to become Information Asset Owners and gave them responsibility for managing risks to the personal data and business critical information held within their services.
<b>3.0</b>	<b>DATA PROTECTION LAWS</b>
3.1	2020/21 was the third financial year in which the General Data Protection Regulation (GDPR) 2016/679 (now the UK GDPR) and the Data Protection Act (DPA) 2018 have been in force. The Council has continued to work to ensure compliance with the law and an ongoing GDPR Action Plan is in place.
3.2	Data protection compliance remains a key priority for the Council and is currently logged on the Council's Risk Register (Resources Risk ID 352 – High). Work will continue throughout 2021/22 to ensure good practice is understood and embedded into business as usual and that the right evidence is available as and when required to reduce the risk to an acceptable level.
<b>4.0</b>	<b>SUBJECT ACCESS REQUESTS</b>
4.1	Data protection law provides data subjects with a number of rights to better understand and make decisions about the personal data a Data Controller processes about them (Articles 14-22 GDPR). The most used right is Article 15, the right of access, which is known as a Subject Access Request (SAR).
4.2	All SARs are logged by the Council's Information Management Team, triaged, and allocated to individual services to provide a response.
4.3	SARs must be answered within a legal time limit. The Council's Information Governance Board has set the target that 85% of SARs should be answered in time.
4.4	In 2020/21, the Council handled 326 Subject Access Requests and answered 170 in time (see Appendix A). The overall SAR performance figure has dropped from 85% in 2019-20 to 52% in 2020-21. The drop in performance has been caused by the suspension of request handling in response to the COVID-19 pandemic.



4.5	In addition to the above, the ICO has corresponded with the Council on two separate occasions concerning Subject Access Requests received in 2020/21. The cases concerned situations where individuals complained to the ICO that they were not provided with the information to which they were entitled. The ICO has agreed with one complaint and required the Council to disclose information weekly to the data subject. In the other case, the ICO was satisfied that the Council responded appropriately to the request.
4.6	The handling of SARs remains a priority for the Council.
<b>5.0</b>	<b>FREEDOM OF INFORMATION (FOI) AND ENVIRONMENTAL INFORMATION (EIR) REQUESTS</b>
5.1	The Council is legally required to respond to requests for information under the Freedom of Information Act 2000 (FOIA) and the Environmental Information Regulations 2004 (EIR). Responses must be made within 20 working days, subject to some exceptions. Each response must confirm if the information is held and then either provide the information or explain the reasons why it cannot be disclosed (exemptions/exceptions).
5.2	FOI and EIR requests are logged by the Council's Information Management (IM) Team and then triaged and allocated to individual services to gather the information. Services provide a response to the IM Team, who check this, advise on the application of any exemptions/exceptions, and then respond to the customer.
5.3	In 2020/21, the Council received 1543 requests and answered 64.64% in time (appendix B). This response rate is down from 93.25% in 2019/20 and fails to meet the Information Governance Board's target of response rate of 95% of requests answered in time.
5.4	The reduction in compliance is a direct consequence of the coronavirus pandemic. In Q1, we received almost half the number of requests typically received. By Q4, the number of requests rose to the same levels as before the pandemic. However, as demand stabilised, it has taken longer than normal to process requests because of the strain on resources across the Council caused by the pandemic.  Work has taken place across portfolios to address the backlog and to improve the Council's compliance rates.
5.5	The FOI and EIR give a requester the right to appeal about the way their request has been handled. This is known as an Internal Review.

	The Council received 54 requests for Internal Reviews in 2020/21. In the case of 27, either the Council changed its position and released information or upheld the original decision, which was accepted by the requester. There are 27 Internal Reviews outstanding.
5.6	In addition to the above, the ICO has corresponded with the Council on nine separate occasions concerning FOI/EIR requests received in 2020/21. Of these nine cases, the Council resolved two informally with the customer and the ICO upheld two cases in favour of the Council. At the time of this report, five cases remain open and are either awaiting action by an ICO case officer or are awaiting formal closure.
<b>6.0</b>	<b>OPEN DATA</b>
6.1	Under the Freedom of Information Act 2000, Protection of Freedoms Act 2012, and the Local Transparency Code 2015, the Council is required to publish certain information on its website or open data sites. The Council is committed to open data to support its transparency agenda and routinely publishes information about its services, key decisions, and expenditure.
6.2	<p>The risk relating to the publication of data on the Council's open data sites, including deciding what data should be published and ensuring that published data is accurate, meaningful, owned and regularly updated, remains logged on the Corporate Risk Register (Resources Risk ID 366 - Moderate).</p> <p>In 2020/21, the Council has continued to work on improving its publication of open data, using Data Mill North to publish data relating to spend transparency, fleet vehicles, business rates and parking.</p>
6.3	To date approximately 32 datasets have been published onto ESRI site and 12 datasets have been published on Data Mill North. Further work is required to encourage services within the Council to recognise the benefits of open data to help demonstrate the Council's commitments to openness, transparency, and public accountability.
<b>7.0</b>	<b>INFORMATION SECURITY INCIDENTS AND PERSONAL DATA BREACHES</b>
7.1	The Council is required to log, assess, and mitigate information security incidents and personal data breaches. Incidents can be events that have happened or near misses that affect or are likely to affect the confidentiality, integrity, and availability of information. Where an incident occurs and affects personal data, this is a personal data breach. Data protection law requires organisations to notify the Information Commissioner's Office of the personal data breaches that have a high and ongoing risk to the data subjects affected.

7.2	In 2020/21, 262 incidents were logged through the Council's information security incident process; 109 of these incidents were classed as personal data breaches (see Appendix C1). Most of the breaches involved customer personal data and were caused by human error with emails or post being delivered to the wrong person. Of these breaches, eight were considered to meet the risk threshold and were reported to the Information Commissioner's Office. (see Appendix C2).
7.3	The Information Commissioner has the power to take enforcement action against an organisation for non-compliance with data protection law, which includes data breaches.
7.4	Incidents and data breaches have been reported by all Portfolios. The Services that handle sensitive personal data are at greater risk because an incident or breach is more likely to have a greater impact on the customer or data subject and therefore meet the threshold to notify the Information Commissioner.
7.5	Consequently, there is a continuing and critical need to manage the information we have, safely and securely, to continue to implement sound data protection practice, and to ensure all staff are aware of their responsibilities and have received and completed all the necessary training relevant to their role.
<b>8.0</b>	<b>INVESTIGATORY POWERS COMMISSIONER</b>
8.1	The Council is entitled to use the Regulation of Investigatory Powers Act 2000 (RIPA) and Investigatory Powers Act 2016 to carry out covert surveillance as part of its statutory duties. All applications must be approved by a Magistrate before covert surveillance can be carried out.
8.2	The Council must fully document all the applications it makes for covert surveillance including the use of Covert Human Intelligence Sources and make the documents available for inspection when required. The Council makes an annual return to the Investigatory Powers Commissioner's Office, which confirms the number of applications that have been considered and submitted to a Magistrate (see appendix D).
8.3	In 2020/2021, the Council made one application for Directed Surveillance that was granted by the Magistrate and has since been cancelled; the term 'cancelled', meaning that the period in which the Council is authorised to carry out the surveillance has expired.
8.4	The Investigatory Powers Commissioner has the power to inspect an organisation to ensure its covert surveillance process and documentation is in place and compliant with the law. The Council

	received a desk-based and telephone inspection on 20 August 2020. The information provided has demonstrated a good level of compliance that removed, for the present, the requirement for a physical inspection.
8.5	The Investigatory Powers Commissioner found that all recommendations arising from the 2017 inspection report have been fully addressed and discharged.
8.6	Recommendations were provided following the 2020 inspection; one recommendation relates to updating the RIPA policy and guidance which was last updated in 2018. A review is in place to update references to legislation, including a relevant social media policy section and a new list of approvers.
8.7	A new cycle of appropriate refresher training, including the new Chief Executive and all approvers was encouraged by the Commissioner and has now taken place. In addition, various messaging across the Council has been carried out to remind staff about RIPA best practice via e-learning, intranet bulletins and the circulation of the social media policy.
<b>9.0</b>	<b>INFORMATION GOVERNANCE RISK AND ISSUES</b>
9.1	In 2020/21, the Council maintained a number of Information Governance Risks and Issues on its Risk Register. These varied in severity – High to Low – covering compliance with UK GDPR, IT Transition and Cyber Security.
9.2	The risks are reported to the relevant senior managers every quarter – Senior Management Teams or the Executive Management Team – to ensure the risks are being progressed or to highlight any issues that affect the treatment plan.
<b>10.0</b>	<b>INFORMATION SECURITY &amp; CYBER SECURITY</b>
10.1	Information security is about the protection of information or, more specifically, its confidentiality, integrity, and availability. The Council is required to take appropriate security measures to protect information, particularly personal data, from accidental or unlawful destruction, loss, alteration, unauthorised disclosure of, or access to information transmitted, stored, or otherwise processed.
10.2	Cyber Security remains a constant threat and is recorded on the Council's asset register as such. Security experts consider that it is impossible to mitigate all cyber security threats and it is a case of when, rather than if, the Council is hit by a cyber-attack. This means that the Council's approach must be to minimise the chances of a successful attack and be prepared to recover from any such an attack.

	<p>Technical protections in place have been strengthened significantly. As part of the Council's significant investment in Microsoft Technology it has taken advantage of Microsoft Security solutions including Exchange Online Protection and Microsoft Advanced Threat Protection to reduce the threats associated with email and protect our Windows 10 devices.</p>
10.3	<p>The Council's move from Windows 7 which is now unsupported by Microsoft to Windows 10 significantly improves the Council's cyber security stance.</p>
10.4	<p>Although the technical protection in place has improved over the period, the Council must be prepared to respond to any cyber security issue when it arises, and a potential Ransomware issue is of particular concern. To reduce the likely impact of such an issue, the Council has made a significant investment in new backup technology in line with guidance from the National Cyber Security Centre (NCSC) – migration to the new system (Rubrik) is currently in progress.</p>
10.5	<p>Over the period the Council has worked with 3<sup>rd</sup> party providers and central government security experts to assess ongoing areas of weakness. Despite the significant technical improvements made over the period some areas for improvement remain. It should be noted that the need to maintain services during the pandemic and provide IT service to people working at home is particularly challenging from a system management and security point of view, but to some extent the acceleration of the move to cloud based solutions such as Office 365 have enabled us to provide services remotely which would have been almost impossible to deliver at an affordable rate when the Council contracted its ICT to Capita.</p>
10.6	<p>The Council has recently implemented the use of data sensitivity labelling based on the government's information security classifications.</p> <p>The use of labelling has been a mandatory compliance requirement for authorities dealing with data provided by DWP via the Public Service Network (PSN) for more than 10 years. The implementation of labelling re-enforces the Council's IT estate was managed externally and brings Sheffield City Council belatedly in line with most other Councils and public bodies.</p>
<b>11.0</b>	<b>RECORDS MANAGEMENT</b>
11.1	<p>Records Management is the practice of managing records with the intention of ensuring they are accurate, reliable, and available until they are disposed of or permanently preserved. Effective records management can underpin business practice, support decision</p>

	making, and improve efficiencies, whereas ineffective records management can hinder operations and present a risk.
11.2	The Council continues to provide guidance, training, and awareness, explore better use of information technology to automate records management processes, especially retention and disposal and gain a better understanding of management responsibility to own the information processed within their service area.
<b>12.0</b>	<b>TRAINING</b>
12.1	Information governance is essential to ensure staff and other authorised users, or processers of council information or systems understand and accept their responsibilities to handle information lawfully and safely. In the event of any complaint, incident or data breach, the Information Commissioner’s Office ask for confirmation as to what training provision is in place and whether the employee involved in the matter has completed the training available.
12.2	The Council has a range of information governance related training, from general awareness courses to bespoke sessions on key topics. General training includes the Information Management e-learning and Regulation of Investigatory Powers e-learning, which are available through the Sheffield Development Hub. Bespoke training has also been available and delivered to officers needing greater knowledge in key governance areas, including data protection, data protection impact assessments, privacy notices and information sharing.
12.3	A new mandatory data protection learning module was added to the Sheffield Development Hub in January 2021. 88.98% of Council staff had completed the module by last month, with 96% of Social Care staff completing the training in time for the 2020/21 NHS Toolkit submission in June 2021.
12.4	<p>Additionally, there has been training of discrete groups such as Foster Carers (11 sessions) student social workers (five sessions) and training with Place colleagues on Data Protection Impact Assessments, Privacy Notices, and Information Sharing Agreements.</p> <p>Some external training was commissioned for staff including the four Caldicott Guardians who are senior officers charged with the confidentiality of care records and their appropriate sharing, and eight others who support them. Staff have attended free webinars from solicitors’ firms, and national information governance trainers on data protection and freedom of information. Project managers attended training on Data Protection Impact Assessments and our People-SARs team attended training on subject access processing.</p>

**Appendix A: FOI and EIR Requests Response Performance 2020/21**

	Requests Received	Responses Issued			Responses Issued which were issued within 20 days	Responses Issued which were overdue
		Within 20 days	Overdue	Total		
Quarter 1	264	60	21	81	74.07%	25.93%
Quarter 2	422	235	149	384	61.20%	38.80%
Quarter 3	402	270	167	437	61.78%	38.22%
Quarter 4	455	264	122	386	68.39%	31.61%
<b>Full Year</b>	<b>1543</b>	<b>829</b>	<b>459</b>	<b>1288</b>	<b>64.36%</b>	<b>35.64%</b>

**Appendix B-1: Subject Access Request Performance 20/21**

2020/21	Received	Answered in time	Answered Late	In Progress in time	In Progress, but late	Compliance %
<b>Qtr 1</b>	63	27	36	0	0	<b>43</b>
<b>Qtr 2</b>	80	38	39	0	3	<b>48</b>
<b>Qtr 3</b>	69	41	22	0	6	<b>59</b>
<b>Qtr 4</b>	114	64	36	0	14	<b>56</b>
<b>Total</b>	326	170	133	0	23	<b>52</b>

Year	Received	Answered in time	Answered Late	In Progress in time	In Progress, but late	Compliance %
<b>2017/18</b>	192	94	98	0	0	49
<b>2018/19</b>	297	219	78	0	0	74
<b>2019/20</b>	343	295	48	0	9	86
<b>2020/21</b>	326	170	133	0	23	52

## Appendix C: Reported Information Security Incidents and Personal Data Breaches

### C-1 Quarterly Figures

	No. of Incidents	Personal Data Breaches	ICO Notified
<b>2020-21</b>	<b>262</b>	<b>109</b>	<b>8</b>
<b>Q1</b>	<b>51</b>	<b>29</b>	<b>4</b>
Corruption or inability to recover information	1	0	0
Incorrect recipient of email	2	1	0
Information disclosed in error (email, posted, fax, verbal)	35	20	2
Lost or stolen paperwork	3	1	1
Online Disclosure (e.g., website, social media)	5	5	1
Unauthorised access to IT systems	5	2	0
<b>Q2</b>	<b>55</b>	<b>33</b>	<b>4</b>
Cyber Attack (e.g., virus, ransomware, phishing email)	1	1	0
Incorrect recipient of email	1	1	0
Information disclosed in error (email, posted, fax, verbal)	38	23	2
Lost in transit or away from the office	1	0	0
Lost or stolen hardware	2	1	0
Online Disclosure (e.g., website, social media)	3	2	0
Other - non-encrypted personal data sent by email.	1	0	0
Unauthorised access to IT systems	2	2	2
(blank)	8	5	0
<b>Q3</b>	<b>67</b>	<b>29</b>	<b>0</b>
Cyber Attack (e.g., virus, ransomware, phishing email)	1	0	0
Information disclosed in error (email, posted, fax, verbal)	57	26	0
Lost or stolen hardware	3	0	0
Lost or stolen paperwork	1	0	0
Online Disclosure (e.g., website, social media)	1	1	0
Unauthorised access to IT systems	1	1	0
Unauthorised access to physical documents	3	1	0
<b>Q4</b>	<b>89</b>	<b>18</b>	<b>0</b>
Cyber Attack (e.g., virus, ransomware, phishing email)	1	0	0
Information disclosed in error (email, posted, fax, verbal)	74	16	0
Lost or stolen hardware	1	0	0
Lost or stolen paperwork	3	0	0
Online Disclosure (e.g., website, social media)	3	1	0



	No. of Incidents	Personal Data Breaches	ICO Notified
Unauthorised access to IT systems	4	0	0
Unauthorised access to physical documents	3	1	0

## C2 – Summary of personal data breaches investigated by the ICO

SCC Ref.	Incident reported	Summary of the personal data breaches investigated by the Information Commissioner's Office	INCIDENT TYPE
2020-258	24/04/20	<p>ANPR data consisting of 8.6 million vehicle registration numbers, and the associated date, time and location of vehicle was available on the Internet.</p> <p>The ICO issued a reprimand to the council for a lack of control and overall governance of the ANPR system. It welcomed the remedial steps taken by SCC: access to the ANPR system was removed, data controllership of the ANPR system was established and a full audit of the ANPR system was completed.</p>	Unauthorised access to IT systems
2020-265	11/05/20	<p>During the pandemic, the collection of council tax debt from individuals had been suspended. Individual single page notifications to the DWP and employers to suspend deductions from benefits or cease attachment of earnings were printed double-sided and automatically enveloped. That meant that employers received notifications of their own employee and that of another employer, breaching that individual's confidentiality. 144 data subjects were affected (although 556 other individuals were double-sided printed in the notification to the DWP. This information was considered contained by a trusted partner.)</p>	Information disclosed in error  [Both incidents were bundled into a single notification because they related to the same issue close to each other]
2020-284	17/06/20	<p>An earlier incident involving business rate debt recovery suspension with the breach of the personal data of 17 sole traders.</p> <p>Requested recipients destroy original letters which were all replaced; data subjects were informed and apologised to; processes were tightened; and training arranged. The ICO took no further action following several recommendations of good practice.</p>	
2020-271	19/05/20	<p>Social worker's bag stolen from car whilst visiting a client, containing mobile phone, tablet, notebook, diary, and daily tasks book. Extensive measures were taken to contain the incident. The ICO closed the case with no further action and made several recommendations.</p>	Lost in transit or away from the office
2020-278	5/06/20	<p>Information was published on SCC website for the Admissions Committee which considers appeals for school placements, where it remained for 48 hours. The agenda pack included confidential documents and was meant only for those Council Members on the committee. The council took action to retrieve the information and support the families. The ICO closed the case with no further action but made several recommendations.</p>	Information disclosed in error
2020-330	14/08/20	<p>An allegation was received from a member of the public that confidential information from council records had been posted to Facebook. The case was not proved. The ICO closed the case.</p>	Unauthorised access to IT systems

SCC Ref.	Incident reported	Summary of the personal data breaches investigated by the Information Commissioner's Office	INCIDENT TYPE
2020-331	20/08/20	In response to a conversation with a tenant regarding an ongoing anti-social behaviour case, the officer posted several diary sheet templates and a compliment slip to the wrong address. The data subject was informed and apologised to, and processes tightened. The ICO closed the case with a few recommendations.	Information disclosed in error
2020-336	27/08/20	A member of staff accessed records regarding an anti-social behaviour complaint made against them. The ICO closed the case based on actions taken by the council; and reiterated good practice.	Unauthorised access to IT systems
2020-339	4/09/20	The incident related to the disclosure of exam grades in a tribunal hearing, revised due to pandemic moderation, and until that point unknown to the individual concerned who was distressed by what they considered a breach of confidentiality. The ICO closed the case with a couple of recommendations.	Information disclosed in error

### Appendix D: Investigatory Powers Commissioner Office Return

Sheffield City Council		Volume
Covert Human Intelligence Sources (CHIS) & Juvenile Covert Human Intelligence Sources (Juvenile CHIS)	The number of applications made for a CHIS authorisation?	0
	Of these, the number of applications made for a Juvenile CHIS authorisation?	0
	The number of CHIS authorisations successfully granted?	0
	Of these, the number of Juvenile CHIS authorisations successfully granted?	0
	The number of urgent applications made for a CHIS warrant?	0
	Of these, the number of urgent applications made for a Juvenile CHIS authorisation?	0
	The number of CHIS authorisations granted in an urgent case?	0
	Of these, the number of Juvenile CHIS authorisations granted in an urgent case?	0
	The number of CHIS authorisations that were renewed?	0
	The number of CHIS authorisations that were cancelled?	0
	The number of CHIS authorisations extant at the end of the year?	0
	The age of the Juvenile CHIS at the time of the authorisation's issue? (to be completed in rows below)	0
	Juvenile CHIS age at application	0
	Quantity	0
	Juvenile CHIS age at application	0
	Quantity	0
	Juvenile CHIS age at application	0
	Quantity	0
	Juvenile CHIS age at application	0
	Quantity	0
	Juvenile CHIS age at application	0
	Quantity	0
	Juvenile CHIS age at application	0
Quantity	0	
Directed Surveillance (RIPA & RIPSAs)	The number of applications made for a Directed Surveillance authorisation?	1
	The number of Directed Surveillance authorisations successfully granted?	1
	The number of urgent applications made for a Directed Surveillance authorisation?	0
	The number of Directed Surveillance authorisation granted in an urgent case?	0
	The number of Directed Surveillance authorisations that were cancelled?	1
	The number of Directed Surveillance authorisations extant at the end of the year?	0

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## Audit and Standards Committee Report

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**Report of:** Gillian Duckworth, Monitoring Officer

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**Date:** 20 January 2022

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**Subject:** Whistleblowing

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**Author of Report:** Claire Corneille, Head of HR

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### Summary:

This report

- Provides the Audit and Standards Committee with information on activity under the Whistleblowing Policy from April 2018 (when last reported) to the present date in accordance with the requirements of the Constitution (Appendix A)
- Provides details of the plans to publicise the Whistleblowing Policy, as part of the planned approach to this and associated ways for staff to raise concerns.
- Informs the Committee on the planned recruitment, support, training and development to equip a refocused group of Contact Advisors, as part of the promotion of ways to raise concerns.

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### Recommendations:

It is recommended that the Audit and Standards Committee:

- Note the information on the activity under the Whistleblowing Policy since April 2018.
  - Note the plans for publicising the Whistleblowing Policy and associated ways in which staff can raise concerns.
  - Note the plans for Contact Advisors
-

**Background Papers:**      **None**

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**Category of Report:**      **OPEN**

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\* Delete as appropriate

## Statutory and Council Policy Checklist

<b>Financial Implications</b>
YES/NO - Cleared by:
<b>Legal Implications</b>
YES/NO - Cleared by:
<b>Equality of Opportunity Implications</b>
YES/NO - Cleared by:
<b>Tackling Health Inequalities Implications</b>
NO
<b>Human rights Implications</b>
NO:
<b>Environmental and Sustainability implications</b>
NO
<b>Economic impact</b>
NO
<b>Community safety implications</b>
NO
<b>Human resources implications</b>
NO
<b>Property implications</b>
NO
<b>Area(s) affected</b>
None
<b>Relevant Cabinet Portfolio Member</b>
Councillor Cate McDonald, Executive Member for Finance and Resources
<b>Is the item a matter which is reserved for approval by the City Council?</b>
NO
<b>Press release</b>
NO

# **WHISTLEBLOWING POLICY**

## **1. Introduction**

Sheffield City Council is committed to the highest standards of ethics, transparency, integrity and accountability. It seeks to conduct its affairs in a responsible manner taking into account the requirements of the proper use of public funds and the standards required in public life. If employees feel that this is not happening then the Council encourages them to tell us. This is called Whistleblowing.

The Council has a Whistleblowing Policy to enable employees to raise matters of concern that are in the public interest so that they may be investigated and where appropriate acted upon. There are additional ways in which colleagues can raise wider concerns, such as through Contact Advisors.

## **2. Current position**

The Council's current arrangements have been in place since 2016 and were last reported to this Committee in April 2018.

The number of concerns raised under the Whistleblowing Policy remains very low, although this is against a context of having a range of ways to raise concerns at all levels and an active Audit function, who work in partnership with HR to review allegations of inappropriate behaviours including fraud and criminal activities when identified / reported.

The allegations reported since April 2018 are detailed in Appendix 1.

The Director of Legal and Governance (Monitoring Officer), Finance Manager (Internal Audit) and the Head of HR meet on a quarterly basis to review both the Whistleblowing and Financial Irregularities monitoring report, as part of the Council's governance arrangements.

## **3. Plans to publicise Whistleblowing, and associated ways to raise concerns**

Whilst monitoring and communications were put in place in 2018, since March 2020 the opportunity to continue to publicise the process for raising concerns, including whistleblowing, has reduced.

The varied way in which we have worked throughout the pandemic has minimised promotional opportunities. As we start to transition back into all



workplaces from February 2022, we have an opportunity to refocus our approach and publicise the various ways in which staff can raise concerns.

A targeted campaign, using a range of mediums including direct emails, narrative in bulletins, posters etc. will be used from April 2022.

#### **4. Contact Advisors**

Contact Advisors were originally introduced, as part of the Dignity and Respect at Work Policy and Procedure, to enable employees to access relevant advice and information and to help them to explore and understand various routes to raising concerns and resolving issues.

The role of the Contact Advisor was broadened to include support for people using this procedure or people who are subject to Whistleblowing investigations.

The number of Contact Advisors has reduced significantly in recent years, and we have an immediate issue in terms of staff being able to access support in this way.

Plans are being developed to refocus the Contact Advisor role, learning lessons from previous approaches and other organisations who have successfully provided similar opportunities (e.g., the Freedom to Speak Up Guardians within the NHS).

This will result in a targeted campaign, in January 2022, to recruit more Contact Advisors, who will be provided with specific training and ongoing development to support them in their role.

It is vital that we have these individuals in place prior to the promotion of whistleblowing and associated ways to raise concerns, hence the plans to promote these approaches from April 2022.

#### **5. Recommendations**

It is recommended that the Audit and Standards Committee:

- Note the information on the activity under the Whistleblowing Policy since April 2018.
- Note the plans for publicising the Whistleblowing Policy and associated ways in which staff can raise concerns.
- Note the plans for Contact Advisors.

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**Appendix 1 – Whistleblowing cases (April 2018 – November 2021)**

Portfolio	Date reported	Substantive issues	Findings	Outcome	Status of case
People	04/01/2019	Recruitment Practice	No evidence to support allegations	Correspondent made aware	Closed
People	27/03/2019	Bad atmosphere in the team due to the way a manager behaviour (belittles staff and makes them feel awkward and tense) – raised anonymously	Investigated and evidence found to substantiate concerns	Final Written warning for the employee	Closed
People	25/07/2019	During an OFSTED inspection it came to the attention of the HMI that a Senior Manager was not a qualified or registered social worker. Concerns raised about ability to carry out role without the correct training or qualifications – raised anonymously	Senior Manager post does not require the post holder to be a qualified social worker.	No further action required	Closed
People	06/03/2020	Support worker accused, by colleague, of looking through a service users bedside cabinet. (No requirement to be in service users bedroom)	Insufficient evidence to proceed with the case	No further action required	Closed
People	01/08/2021	Alleged improper payments for annual leave	Investigation ongoing	TBC	Open

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## Audit and Standards Committee Report

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**Report of:** Senior Finance Manager, Internal Audit

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**Date:** 20<sup>th</sup> January 2022

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**Subject:** Progress on No Assurance/Limited Assurance (High organisational impact) Opinion Audit Reports

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**Author of Report:** Linda Hunter, Senior Finance Manager, Internal Audit

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**Summary:** The attached is the report of the Senior Finance Manager, Internal Audit providing an updated position on implementation of recommendations contained in audit reports issued with a high opinion or a limited/no assurance opinion and high organisational impact assessment.

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**Recommendations:**

Members are asked to:

To note the contents of the report.

That the Audit and Standards Committee agrees to the removal of the following reports from the tracker:

- Enforcement Agent Review
- Appointeeship Service
- Council Processes for Management Investigations
- Controls in Town Hall Machine room
- Data Security and Protection (DSP) Toolkit

**Background Papers:**

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**Category of Report:** Open

\* Delete as appropriate

If closed, the report/appendix is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).'

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## Statutory and Council Policy Checklist

<b>Financial implications</b>
<del>YES</del> /NO      Cleared by: Linda Hunter
<b>Legal implications</b>
<del>YES</del> /NO
<b>Equality of Opportunity implications</b>
<del>YES</del> /NO
<b>Tackling Health Inequalities implications</b>
<del>YES</del> /NO
<b>Human rights implications</b>
<del>YES</del> /NO
<b>Environmental and Sustainability implications</b>
<del>YES</del> /NO
<b>Economic impact</b>
<del>YES</del> /NO
<b>Community safety implications</b>
<del>YES</del> /NO
<b>Human resources implications</b>
<del>YES</del> /NO
<b>Property implications</b>
<del>YES</del> /NO
<b>Area(s) affected</b>
<b>Relevant Scrutiny Committee if decision called in</b>
Not applicable
<b>Is the item a matter which is reserved for approval by the City Council? <del>YES</del>/NO</b>
<b>Press release</b>
<del>YES</del> /NO

**REPORT TO SHEFFIELD CITY COUNCIL AUDIT AND STANDARDS  
COMMITTEE**  
20th January 2022

**Internal Audit Tracker Report on Progress with Recommendation  
Implementation**

**Purpose of the Report**

1. The purpose of this 'rolling' report is to present to members of the Audit and Standards Committee progress made against recommendations in audit reports that have been given a high opinion (using the old system), a no assurance opinion, or a limited assurance with high organisational impact opinion (using the new system).
2. As the report tracks recommendations until they have been fully implemented, there will be a period when reports are included that use both the old and new style of internal audit opinion.

**Introduction**

3. An auditable area receiving one of the above opinions is considered by Internal Audit to be an area where the risk of the activity not achieving objectives is high and sufficient controls were not present at the time of the review. All reports will have been issued in full to members of the Audit and Standards Committee at their time of issue.
4. Where Internal Audit has yet to undertake follow up work, the relevant Portfolio managers were contacted and asked to provide Internal Audit with a response. This work included indicating whether or not the recommendations agreed therein have been implemented to a satisfactory standard. Internal Audit clearly specified that as part of this response, managers were required to provide specific dates for implementation, and that this information was required by the Audit and Standards Committee.
5. This report also details reviews that Internal Audit proposes to remove from future update reports because all agreed recommendations have now been implemented. The Audit and Standards Committee is asked to support their removal.

**FINANCIAL IMPLICATIONS**

There are no direct financial implications arising from the report.

**EQUAL OPPORTUNITIES IMPLICATIONS**

There are no equal opportunities implications arising from the report.

## RECOMMENDATIONS

1. That the Audit and Standards Committee notes the content of the report.
2. That the Audit and Standards Committee agrees to the removal of the following report from the tracker:
  - Enforcement Agent Review
  - Appointeeship Service
  - Council Processes for Management Investigations
  - Controls in Town Hall Machine room
  - Data Security and Protection (DSP) Toolkit

## Executive Summary

### Reports received in full by the Committee

As agreed, the Audit and Standards Committee members will receive, in full, reports with no assurance (regardless of the organisational impact) and limited assurance with a high organisational impact. In addition, limited assurance, medium impact opinion reviews would be reported on a discretionary basis.

One review was added to the Recommendation Tracker report in April 21. This was not followed-up for the last report due to longer than usual implementation dates, and so are included in this report.

This report is:

- Data Security and Protection (DSP) Toolkit

### New reports added to this Tracker

For this period, 1 new report has been added.

Title	Assurance	Impact
<b>Assurance Reviews</b>		
Adult Safeguarding	Limited Assurance	High Organisational Impact

### Recommendation implementation

In total, updates have been provided on 34 out of 34 recommendations that are due for implementation. Of these, 23 (68%) have been implemented and 11 (32%) are ongoing, indicating work has been started but not yet fully completed.



## **Items to note**

There is only one critical recommendation ongoing in this report.

This is contained within the OHMS (Housing Management System) application review and relates to upgrading the system. OHMS has now been upgraded to the latest version, however there has been limited functionality improvements that have offered any benefits to the service. As part of the Place Systems Review they will start to test and build the new system in April 22 and the implementation phase is due to start in April 23. It will however take some time to implement all the functions in the new system and therefore a revised implementation date of December 2023 has been proposed. (Executive Recommendation Lead – Mick Crofts).

This report has a RAG rating to easily identify the extent of the delays implementing agreed recommendations. A RAG rating key is provided at the end of the report.

## **Report to the Performance and Delivery Board**

The tracker report was circulated to the Performance and Delivery Board on the 30<sup>th</sup> November 2021.

The Performance and Delivery Board are committed to ensuring audit recommendations are actioned promptly and effectively within the agreed timeframe and take full responsibility and ownership in managing and controlling the process. They acknowledge the increased risks if audit recommendations are not progressed promptly and will seek clarity and confirmation of mitigating controls in place whilst appropriate action is being taken in service areas. The Performance and Delivery Board will reflect on how this can be communicated throughout the Portfolios. The People Portfolio have now successfully launched a SharePoint recommendation tracker that was first established in the Place Portfolio. This has provided a consistent and effective approach across the People and Place Portfolio.

The Performance and Delivery Board discussed the outstanding critical recommendation relating to OHMS and this area is being discussed at another group committee meeting and a 'deep dive' exercise undertaken. This will include investment, change management and lessons learnt.

The Board also discussed assurance that the outstanding actions are being fed through to the Directors Annual Governance Statement (AGS) and Risk Registers.

The overall message is that service recommendation leads need to be proactive and address the agreed audit recommendations and risks in a timely manner.

The Performance and Delivery Board fully support and encourage the service recommendation leads to attend any future Audit and Standards Committee meetings to explain in more detail recommendation progress, issues and revised timeframes.

**UPDATED POSITION ON TRACKED AUDIT REPORTS AS AT DECEMBER 2021**

The following table summarises the implementation of recommendations, by priority, in each audit review.

Audit Title	Total				Complete				Ongoing				Outstanding	
	Critical	High	Medium	Ec/eff	Critical	High	Medium	Ec/eff	Critical	High	Medium	Ec/eff	High	Medium
Data Security Protection Toolkit	2	3	1		2	3	1							
Information Security Incidents		2	1							2	1			
Software Licensing	1	3			1	2				1				
Hardware Asset Management		2				1				1				
Enforcement Agent Review		1				1								
OHMS Application Review	1								1					
Controls in Town Hall Machine Room		1				1								
Appointeeship Service		1				1								
Council Processes for Management Investigations		2				2								
Direct Payments		6	7			3	5			3	2			
<b>Total</b>	<b>4</b>	<b>21</b>	<b>9</b>		<b>3</b>	<b>14</b>	<b>6</b>		<b>1</b>	<b>7</b>	<b>3</b>			

Shaded items to be removed from the tracker

250

**1. Safeguarding (People) (issued to Audit and Standards Committees 4.10.21)**

<b>As at December 2021</b>
<b>Internal Audit:</b> This report was issued to management on the 17.9.21 with the latest agreed implementation date of 31.12.22. This report will be followed up and included in the next tracker.

**2. Data Security and Protection Toolkit (Resources) (issued to Audit and Standards Committees 24.3.21)**

<b>As at April 2021</b>
<b>Internal Audit:</b> This report was issued to management on the 22.9.20 with the latest agreed implementation date of 30.11.20. This report will be followed up and included in the next tracker.
<b>As at December 2021</b>
<b>Internal Audit:</b> An update on progress with the recommendations is included below.

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Ref	Recommendation	Priority	Original Responsible Officer	Original Implementation Date	Updated position provided by Andrea Brown Oct 2021
1.1	<p>Establish, at pace, a task and finish group or dedicated resource with responsibility for completing the Data Security &amp; Protection Toolkit.</p> <p>In the first instance, the mandatory evidence items required should be reviewed and updated for the current submission year 2019/20 prioritising the work required to submit the evidence by 30th September 2020.</p> <p>The assertions should be signed off wherever possible.</p>	<b>Critical</b>	Mark Gannon/Roger Norton/Elyse Senior-Wadsworth	<b>End August/Early September 2020</b>	<p><b>Action completed</b></p> <p>This group has been established and meets weekly, an agenda is set and minutes taken.</p>

1.2	<p>A Dedicated Officer is required to clearly establish any evidence items (including those detailed) that will be challenging to deliver, discussing and evaluating the consequences of this with Senior Management in relation to non-compliance with the toolkit (a Standards not Met submission).</p> <p>A clear action plan needs to be developed for delivery of the outstanding mandatory items.</p>	<b>Critical</b>	Dedicated Officer in consultation with Roger Norton and Elyse Senior-Wadsworth	September 2020	<p><b>Action completed</b></p> <p>Dedicated Role sits in the Information Management Department is currently on a contract basis due to finish end of October 2021.</p>
2.1	<p>Responsibility for completion of the Data Security and Protection Toolkit to be included within the job description/person specification for the post of Senior Information Management Officer/DPO.</p>	<b>Medium</b>	Mark Gannon	October 2020	<b>Action completed</b>
2.2	<p>A working group (possibly similar in design to the PCI DSS working group) should be set up (with roles and responsibilities clearly defined) to ensure that the Council can meet the standards set by the Data Security &amp; Protection Toolkit. The working group should have the authority to programme the work necessary to meet the evidence requirements.</p>	<b>High</b>	Dedicated Officer in Consultation with Roger Norton/Elyse Senior-Wadsworth	October/ November 2020	<p><b>Action completed</b></p> <p>Refer to 1.1 above.</p>
3.1	<p>All key stakeholders should be identified as part of the setting up of the working group that will drive compliance with the Data Security and Protection Toolkit.</p> <p>Once the working group has been set up, a terms of reference should be prepared that details the roles and responsibilities of the group.</p>	<b>High</b>	Dedicated Officer in consultation with Roger Norton/Elyse Senior-Wadsworth	October/ November 2020	<p><b>Action completed</b></p> <p>Terms of Reference established.</p>

4.1	<p>All risks associated with the Data Security and Protection Toolkit to be documented. These should be escalated via the Council's risk management processes as appropriate.</p> <p>Risks in relation to the toolkit to continue to be captured, reviewed and updated throughout the year.</p>	<b>High</b>	Roger Norton/Elyse Senior-Wadsworth	September 2020	<p><b>Action completed</b></p> <p>Data Security and Protection Toolkit Risk Report captures risks and provides an update. Last report produced 12.7.21.</p>
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**3. Information Security Incidents (Corporate) (issued to Audit and Standards Committees 21.1.20)**

<b>As at Sept 2020</b>
<b>Internal Audit:</b> This report was issued to management on the 12.9.19 with the latest agreed implementation date of 31.12.19. An update on progress with the recommendations is included below.
<b>As at April 2021</b>
<b>Internal Audit:</b> An update on progress with the recommendations is included below.
<b>As at December 2021</b>
<b>Internal Audit:</b> An update on progress with the recommendations is included below.

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Ref	Recommendation	Priority	Original Responsible Officer	Original Implementation Date	Updated position provided by Sarah Green Senior Information Management Officer / Data Protection Officer on 3.11.21
4.1	<p>Incident management reports to be completed for all incidents regardless of risk. Where risk is lower, reports can be tailored to reflect this - with only key details recorded.</p> <p>The report to be sent to the relevant Head of Service/Information Asset Owner for sign off and agreement to actions.</p>	<b>High</b>	Mark Jones, Senior Information Management Officer	<p>December 2019</p> <p><b>Revised Implementation Timeframe: 31.12.21</b></p>	<p><b>Action ongoing</b></p> <p>Once security incidents are moved to ServiceNow, we will be in a better position to track and report on security incidents.</p> <p>The risk analysis programming in ServiceNow should commence in the new year. It is</p>

	The report to be retained within the relevant G Drive folder.				<p>proposed that when security incidents are logged on the ticketing system, the risk analysis is completed off tool.</p> <p>The security incidents are logged with the relevant Head of Service/Information Asset Owner.</p>
5.1	Information management team to establish programme of checking on agreed actions (in conjunction with the Information Governance Working Group). Priority to be given to high risk incidents.	<b>Medium</b>	Mark Jones, Senior Information Management Officer	December 2019  <b>Revised Implementation Timeframe: 31.12.21</b>	<p><b>Action ongoing</b></p> <p>Please see action status above. Once the IM Team are reshaped to start to fulfil their audit and governance function, we will be in a stronger position to mobilise this recommendation.</p> <p>Programme of checking on actions to focus initially on high risk incidents.</p> <p>We now have a full team, however, they continue to be trained, as new in post. We are waiting to move security incidents across to Service Now which will provide the analysis tools.</p>
5.2	Once incident management reports have been produced, review how the information gathered can be presented to the IGB as part of quarterly reporting on information security incidents (this can be undertaken in conjunction with the Information Governance Working Group). The reports should be used to support greater trend analysis in reporting to the Board so that support and training can be targeted where appropriate.	<b>High</b>	Mark Jones, Senior Information Management Officer	December 2019  <b>Revised Implementation Timeframe: 31.12.21</b>	<p><b>Action ongoing</b></p> <p>We are moving security incident reporting to ServiceNow and this should be completed by December 2021. ServiceNow will provide better analysis of data, for example, types of incidents, services impacted etc so that trends can be picked up and specialised training devised, if needed. It has been agreed at IGB that the reports created should be the same as those prepared for IGWG so that all parties are aware of trends and actions.</p>

**4. Direct Payments (People) (issued to Audit and Standards Committees 2.3.20)**

<b>As at Sept 2020</b>
<b>Internal Audit:</b> This report was issued to management on the 15.1.20 with the latest agreed implementation date of 30.6.20. This report will be followed up and included in the next tracker.
<b>As at April 2021</b>
<b>Internal Audit:</b> An update on progress with the recommendations is included below.
<b>As at December 2021</b>
<b>Internal Audit:</b> An update on progress with the recommendations is included below.

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Ref	Recommendation	Priority	Original Responsible Officer	Original Implementation Date	Updated position provided by Becky Towle and Mary Gardner 18.11.21
1.1	<p>It is recommended that the Operational Plan and Service Plan is updated showing a clear link to corporate objectives, building in a process to identify legal responsibilities and demonstrate clear roles and responsibilities within the direct payment process.</p> <p>SMART targets should be identified and implemented covering service delivery, performance and monitoring arrangements.</p> <p>A 'fit for purpose' business continuity plan should be established, regularly reviewed and communicated to all staff.</p> <p>A Service RMP should be established and maintained in accordance with Corporate guidelines.</p> <p>All the key documents identified above should be reviewed on a yearly basis with a responsible officer/role overseeing this action.</p>	<b>High</b>	Becky Towle Assistant Director of Provider Services	30.4.2020  <b>Revised implementation date: Ongoing as a 3 year transformation plan</b>	<b>Action ongoing</b>  3 year transformation plan, improvements in year 1 and then transformed in years 2 and 3. This continues to be the plan and there is now in the DP plan a clear connectivity between the direct payments and objectives. The new direct payments team will be able to offer advice and support to both the LA and families using DP.

1.2	<p>It is recommended that a written agreement is implemented between CDT and SCAS in relation to the direct payments audit team. Clear expectations including tasks, roles and realistic timescales for delivery should be recorded. It should include achievable performance targets that can aid with the monitoring of the direct payment process.</p>	<b>Medium</b>	<p>Becky Towle Assistant Director of Provider Services</p> <p>Fiona Orr and John Stott</p>	31.7.2020	<p><b>Action completed</b></p> <p>Direct Payment audit team moved out of SCAS into commissioning led by Mary Gardner. This transition has enabled clear roles and agreements between teams.</p>
2.1	<p>It is recommended that clear process notes/guidance are produced and made available for delivering all aspects of the direct payment process. This guidance should include a checklist of tasks.</p> <p>A clear timetable of actions is required which outlines achievable and realistic timescales.</p> <p>A clear monitoring process should be implemented to ensure that the direct payment process is delivered efficiently and effectively.</p>	<b>High</b>	<p>Becky Towle Assistant Director of Provider Services</p>	<p>30.4.2020</p> <p><b>Revised implementation date: April 2022</b></p>	<p><b>Action ongoing</b></p> <p>As above, undergoing transformation over the next 3 years. This continues to be on progress. A new leaflet for families has been produced so that they have a better understanding of this area.</p>
2.3	<p>The Employing a Personal Assistant Handbook - Direct Payment guidance requires a review. Information should be concise, relevant and up to date. Clear wording detailing expectations of SCC and those of the recipient should be spelt out to avoid confusion and misinterpretation</p> <p>Wherever possible this document should be provided electronically so that it can be updated on an annual basis to allow for legislation or process changes. To aid management with this process, examples of guidance should be obtained from other Local Authorities to assist with producing a comprehensive document.</p>	<b>Medium</b>	<p>Becky Towle Assistant Director of Provider Services</p>	31.7.2020	<p><b>Action completed</b></p> <p>The handbook has been updated and covers adults and children's Direct Payments.</p>



2.6	Internal Audit are aware of ongoing work in this area and recommend expediting the decision to allow joint ways of working, centralised information and to merge processes and staff knowledge and experience.	<b>Medium</b>	Becky Towle Assistant Director of Provider Services	31.7.2020	<b>Action completed</b>  The DP team are ensuring that there is a much better understanding for the process.
3.3	<p>It is recommended that all client accounts managed by payroll companies are reviewed and updated. Any outstanding issues regarding unpaid minimum wage uplifts, outstanding management fees and surplus balances should be resolved promptly.</p> <p>Internal Audit consider the current issues with one account to be more about multiple client accounts unresolved rather than one payroll company account not being managed correctly and as a result, urgent work is required to get these service user accounts up to date and correct.</p> <p>A joint working approach with DP Audit Team and CDT is required to ensure clarity around account management and the monitoring of payroll company accounts.</p>	<b>Medium</b>	Becky Towle Assistant Director of Provider Services  Fiona Orr and John Stott	30.6.2020  <b>Revised implementation date: April 2022</b>	<b>Action ongoing</b>  As part of the review of direct payments, a full project on our use of managed accounts will be conducted across adults and children's. This will include how we manage our relationship with the external providers and monitor performance.
3.4	<p>It is recommended that if the current financial year uplift issues have not been resolved, then work should be undertaken to rectify underpayments as soon as possible.</p> <p>Management should seek a resolution for system updates, to ensure that all direct payment wage uplifts can be system generated at the correct time with minimal manual interventions which may increase error rates and delays.</p>	<b>High</b>	Becky Towle Assistant Director of Provider Services	30.4.2020	<b>Action completed</b>  Work was undertaken looking at how we record direct payments and how the system can be used to minimise the work require in annual uplifts.
4.1	<p>Internal Audit acknowledges that changes will have taken place since the audit fieldwork ended.</p> <p>Future work is to be conducted by Internal audit surrounding the Transitions process.</p>	<b>High</b>	Becky Towle Assistant Director of Provider Services	30.4.2020 <b>Revised implementation date: 30.1.2022</b>	<b>Action ongoing</b>  Achieving change is happening in the PAT team.

4.2	It is recommended that a transfer document is completed and retained for the transition process to allow monitoring of the service users movement between service areas. This document can be used to monitor the transfer time for clients, confirmation of the handover process and provide assurance that they have been passed to the appropriate panels in Adults and act as the final transfer document between LCS and LAS record.	<b>Medium</b>	Becky Towle Assistant Director of Provider Services	31.7.2020	<b>Action completed</b>  As part of the new PAT team we have now met with LL and the IT system will now ensure a better transfer. There are also a monthly transition panel where we are looking at all cases to transfer. Both adults and children are at this meeting.
5.1	It is recommended that the DP audit team alert CDT of non-compliant service users earlier. This will allow service users to be better supported in the submission of audit information and allow for alternative arrangements to be made if a different method of support is required.	<b>Medium</b>	Becky Towle Assistant Director of Provider Services  John Stott	31.7.2020	<b>Action completed</b>  A review of how alerts are passed to CDT has been undertaken.
5.2	It is recommended that direct payment audit documents are stored electronically using a consistent naming convention including the period of the audit and document type.  Housekeeping should be conducted regularly on open forms to close/remove duplicates or add explanations of part completed documents.  The DP audit team should allow for a number of in-depth audits per quarter, randomly selecting service users to return more detailed evidence to support the direct payment. This will allow enhanced assurance that monies are being spent appropriately.	<b>High</b>	Fiona Orr and John Stott	30.4.2020	<b>Action completed</b>  Refer to 5.1 above
7.2	Management should ensure that monitoring of the CCG direct payment packages is completed within CDT. It is recommended that CDT complete financial monitoring for direct payments, especially where funding is to be recovered from another source, in this case CCG.	<b>Medium</b>	Becky Towle Assistant Director of Provider Services	30.4.2020  <b>Revised implementation date: Ongoing as a 3 year</b>	<b>Action ongoing</b>  Regular meetings now in place between CDT, CCG and finance to discuss.

	It is recommended that system reports are checked as part of the monthly monitoring process to ensure correct payments and recovery of CCG funding and ensure queries can be resolved at source.			transformation plan	
7.3	It is recommended that a process is implemented whereby all panel decisions are recoded and communicated to the relevant teams promptly to ensure that CCG payments are made and stopped in a timely manner.  This will help reduce instances of overpayments to clients and aid subsequent recovery of CCG funding.	High	Becky Towle Assistant Director of Provider Services	30.4.2020	Action completed  Panel decisions are now recorded and communicated promptly.

**5. Software Licensing (Asset Management) (Resources) (issued to Audit and Standards Committee 1.5.19)**

<b>As at July 2019</b>
<b>Internal Audit:</b> This report was issued to management on the 18.3.19 with the latest agreed implementation date of 1.4.20. The recommendations will be implemented post the current contract and hence the longer than usual implementation timescale. Internal Audit will maintain a watching brief of this area.
<b>As at Sept 2020</b>
<b>Internal Audit:</b> An update on progress with the recommendations is included below.
<b>As at April 2021</b>
<b>Internal Audit:</b> An update on progress with the recommendations is included below.
<b>As at December 2021</b>
<b>Internal Audit:</b> An update on progress with the recommendations is included below.

Ref	Recommendation	Priority	Original Responsible Officer	Original Implementation Date	Updated position provided by Jon Rayner – ICT Service Delivery Manager on 22.10.21
2.1	Appropriate due diligence should now be undertaken and a true up of all software assets, to ensure that the Council has in place the required volume of software licences to cover the operational activity of the Council. This should be completed prior to the end of the Council's contract with the IT supplier. Any costs associated with this should be dealt with within the contract.	<b>Critical</b>	Mike Weston, Assistant Director - ICT Service Delivery	1.04.2020	<b>Action completed</b>  MECM has been deployed and we can now manage devices with Intune and MECM. We are able to produce reports on software installed on devices.
2.2	Roles and responsibilities for software licensing management to be clearly defined and documented. This links to the recommendation above on the Council having in place a clear statement of policy on Software Licensing.  Management to seek the relevant assurance that staff/suppliers employed to manage the Council's software licensing requirements have the necessary skills and expertise to undertake the work. Management to seek assurance that periodic reviews will be undertaken to ensure compliance with the terms and conditions of licences.  Management to seek assurance that staff/suppliers are skilled in delivering efficiencies within the licensing processes and to clarify and document how this will work in practice.	<b>High</b>	Gary Sweet, ICT Client Service Delivery Officer  Mike Weston, Assistant Director - ICT Service Delivery	01.04.2020  <b>Revised Implementation Timescale</b> 31.12.21	<b>Action ongoing</b>  Roles & Responsibilities are understood. Formal training cancelled due to Covid and will be rearranged as soon as the vendor starts training again Formally assigned roles to be reviewed under MER with an estimated completion date in Q3. Although MER dates have been pushed back.
3.1	Assurance to be sought on the use of an appropriate discovery tool to track and monitor software assets.	<b>High</b>	Gary Sweet, ICT Client Service Delivery Officer  Mike Weston, Assistant Director - ICT Service Delivery	01.04.2020	<b>Action completed</b>  MECM has been deployed and we can now manage devices with Intune and MECM. We are able to produce reports on software installed on devices. PowerBI training has been completed and PowerBI reports being created.

3.3	<p>BCIS management to seek assurance that a full baseline of the Council's software assets has been established.</p> <p>Results of this to be agreed with the appointed supplier/s.</p>	<b>High</b>	<p>Gary Sweet, ICT Client Service Delivery Officer</p> <p>Mike Weston, Assistant Director - ICT Service Delivery</p>	01.04.2020	<p><b>Action completed</b></p> <p>MECM has been deployed and we can now manage devices with Intune and MECM. We are able to produce reports on software installed on devices.</p>
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**6. Hardware Asset Management (Resources) (issued to Audit and Standards Committee 1.5.19)**

<p><b>As at July 2019</b></p> <p>This report was issued to management on the 18.3.19 with the latest agreed implementation date of 1.4.20. The recommendations will be implemented post the current contract and hence the longer than usual the longer than usual implementation timescale. Internal Audit will maintain a watching brief of this area.</p>
<p><b>As at Sept 2020</b></p> <p><b>Internal Audit:</b> An update on progress with the recommendations is included below.</p>
<p><b>As at April 2021</b></p> <p><b>Internal Audit:</b> An update on progress with the recommendations is included below.</p>
<p><b>As at December 2021</b></p> <p><b>Internal Audit:</b> An update on progress with the recommendations is included below.</p>

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Ref	Recommendation	Priority	Original Responsible Officer	Original Implementation Date	Updated position provided by Jon Rayner – ICT Service Delivery Manager on 22.10.21
2.2	<p>Asset extracts received from the IT supplier should be sample checked for accuracy over the coming weeks. Identified issues to be addressed directly with the IT supplier.</p> <p>The new supplier, SCC, will need to establish an asset baseline once the contract commences. This</p>	<b>High</b>	<p>Gary Sweet, ICT Client Service Delivery Officer</p> <p>Mike Weston, Assistant</p>	01.04.2020	<p><b>Action completed</b></p> <p>MECM has been deployed and we can now manage devices with Intune and MECM. We are able to produce reports on software installed on devices.</p>

	<p>will be achieved by the use of an appropriate discovery tool that should deliver a clear and accurate view of hardware devices deployed across the multi-platform/multi-site networks of the Council. This should be used in conjunction with the asset information sample checked by BCIS and inform the end of contract negotiations with the IT supplier.</p> <p>The use of a discovery tool will only identify assets connected to the network. A process will need to be in place for standalone assets etc.</p> <p>Assurance to be sought from the new supplier on how the discovery tool will be utilised on an on-going basis and how this will be used to update the CMDB.</p>		Director - ICT Service Delivery		PowerBI training has been completed and PowerBI reports being created.
2.4	<p>Assurance to be sought on how the new CMDB operated by the Council's supplier SCC, will be integrated with requisition, change, discovery and audit processes. Once this has been fully agreed between all parties, the processes should be fully defined and documented with all roles and responsibilities clearly specified.</p> <p>Any process should report on users with more than one laptop/asset. Review of these users will ensure that the issue of assets not being disposed of correctly is addressed. A comprehensive starters and leavers process will also aid the process.</p>	High	<p>Gary Sweet, ICT Client Service Delivery Officer</p> <p>Mike Weston, Assistant Director - ICT Service Delivery</p>	<p>01.04.2020</p> <p><b>Revised Implementation Timescale</b></p> <p>31.12.21</p>	<p><b>Action ongoing</b></p> <p>Processes now in place to ensure CMDB is up to date and disposals are accurately accounted for.</p> <p>Formally assigned roles to be reviewed under MER with an estimated completion date in Q3. Although should be noted MER dates have been pushed back.</p>

**7. Enforcement Agent Review (Resources) (issued to Audit and Standards Committee 1.5.19)**

<p><b>As at July 2019</b></p> <p>This report was issued to management on the 15.3.19 with the latest agreed implementation date of 31.8.19. An update on progress with recommendation implementation will be included in the next tracker report.</p>
<p><b>As at Sept 2020</b></p> <p><b>Internal Audit:</b> A follow up review was undertaken in March 2020, from the information provided Internal Audit is satisfied that progress has been made against the original recommendations. All 13 recommendations were accepted following the original review; all but one of these have been satisfactorily implemented. The only recommendation outstanding relates to fraud training which is not yet available to the service (refer to the table below for full details).</p>

<b>As at April 2021</b>
<b>Internal Audit:</b> An update on progress with the recommendations is included below.
<b>As at December 2021</b>
<b>Internal Audit:</b> An update on progress with the recommendations is included below.

Ref	Recommendation	Priority	Original Responsible Officer	Original Implementation Date	Updated position on 5.11.21
2.4	Management should be aware of fraud indicators and escalate concerns regarding employee performance to ensure appropriate action is taken to protect both the Council and the employee.	<b>High</b>	Len Rubie, Finance Manager Income Collection and Management Team	30.6.2019	<b>Action completed</b>  The fraud e-learning is now available on the Development hub for all staff and members to complete.

**8. OHMS Application Review (Corporate)** (issued to Audit and Standards Committee 24.5.18)

<b>As at July 2018</b>
This report was issued to management on the 4.1.18 with the latest agreed implementation date of 30.4.18. An Internal Audit follow-up review has been completed and the results are included below.
<b>As at Jan 2019</b>
<b>Internal Audit:</b> An update of progress with the 5 recommendations ongoing in the last report is provided below.
<b>As at Jul 2019</b>
<b>Internal Audit:</b> An update on progress with two recommendations ongoing in the last report is included below.
<b>As at Jan 2020</b>
<b>Internal Audit:</b> one of the remaining two recommendations was due to for implementation within the timescales for completion of this report.

<b>As at Sept 2020</b>
<b>Internal Audit:</b> An update on progress with two recommendations ongoing in the last report.
<b>As at April 2021</b>
<b>Internal Audit:</b> An update on progress with the recommendations is included below.
<b>As at December 2021</b>
<b>Internal Audit:</b> An update on progress with the recommendations is included below.

Ref	Recommendation	Priority	Original Responsible Officer	Original Implementation Date	Updated position provided by Head of Neighbourhood Services 6.10.21
1.2	Because the system is not currently up to date and considerable expense and effort will be required to enable this, it is recommended that an options review is undertaken to ascertain what the best method is to take the application forward. This should include the do nothing option, update the current version with a view to moving to the new product or to look at other potential solutions. This will need input from the Housing Service to ensure that the solution adopted is the most cost effective in delivering their service requirements.	Critical	Beverley Mullooly, Head of Neighbourhood Services	April 2018  <b>Revised Implementation Timeframe:</b> 31.12.23	<b>Action ongoing</b>  OHMS has now been upgraded to the latest version, however there has been limited (if any) functionality improvements that have offered any benefits to the service.  As part of the Place Systems Review we will start to test and build the new system in April 22 and the implementation phase is due to start in April 23 (this could move to Sept 23). It will however take some time to implement all the functions in the new system.



**9. Controls in Town Hall Machine Room (Resources) (issued to Audit and Standards Committee 24.5.17)**

<b>As at July 2017</b>
This report was issued to management on the 27.4.17 with the latest agreed implementation date of 31.12.17. An update on progress with recommendation implementation will be included in the next tracker report.
<b>As at Jan 2018</b>
An update on progress with recommendation implementation was requested. It is acknowledged by Internal Audit that not all the recommendations are due for implementation as at the date of update.
<b>As at July 2018</b>
A progress update on the 2 outstanding recommendations is included below. 1 action has been completed and 1 is now part of the wider SCC2020 programme of work.
<b>As at Jan 2019</b>
<b>Internal Audit:</b> The timescale for implementation of this recommendation is March 2019 and so a further update has not been requested.
<b>As at Jul 2019</b>
<b>Internal Audit:</b> An update on progress with final recommendation ongoing in the last report is provided below.
<b>As at Jan 2020</b>
<b>Internal Audit:</b> The revised implementation date for the final recommendation has not been reached however an IT update is on the agenda for the January Audit and Standards Committee meeting and this will cover the work being undertaken on ICT business continuity.
<b>As at Sept 2020</b>
<b>Internal Audit:</b> An update on the final recommendation is provided below.
<b>As at April 2021</b>
<b>Internal Audit:</b> An update on the final recommendation is provided below.
<b>As at December 2021</b>
<b>Internal Audit:</b> An update on progress with the recommendations is included below.

Ref	Recommendation	Priority	Original Responsible Officer	Original Implementation Date	Updated position provided by Assistant Director ICT Service Delivery and Senior Information Risk Owner 6.10.21
6.1	Working in conjunction with the Capita Security Manager, management should ensure that there are appropriate business continuity arrangements in place for the room following a full business impact analysis. This should be completed once the roles and responsibilities in relation to the room have been clearly formalised and documented.	High	Mike Weston, Assistant Director ICT Service Delivery	31.12.17	<p><b>Action completed</b></p> <p>Resilient internet service has been implemented with a dark fibre connecting the Town Hall with Moorfoot. No applications are left in the Town Hall with only core infrastructure items such as domain controllers, print servicers, DNS servers and MECM distribution servicers replicated in the Town Hall, Moorfoot, Howden House and Manor Lane</p>

**10. Appointeeship Service (People)** (issued to Audit and Standards Committee 22.7.16)

<b>As at Jan 2017</b>
This report was issued to management on the 11.7.16 with the latest agreed implementation date of 30.11.16. Due to the timescales for completion of this report, an update on progress with recommendation implementation will be included in the next tracker report.
<b>As at July 2017</b>
A follow-up audit was undertaken in Feb 2017. Following this review, a number of recommendations were given revised implementation dates which have since passed and so the Head of Service has been contacted. The results reproduced below are a therefore a combination of the outcome of the follow-up review (where an audit opinion is given), and the managers update. Of 36 agreed recommendations, 28 have been completed, 7 are ongoing and 1 is outstanding.
<b>As at Jan 2018</b>
<b>Internal Audit:</b> An update of progress with the 8 recommendations ongoing in the last report was provided by the SCAS Service Manager, the results are reproduced below. It should be noted that the SCAS service has moved to the People Portfolio and is now overseen by the Head of Business Planning, Strategy and Improvement, People Services rather than the Head of Neighbourhood Intervention and Tenant Support. 5 recommendations were stated to have been implemented with 3 remaining as ongoing.
<b>As at July 2018</b>
An update of progress with the 3 recommendations ongoing in the last report is provided below. All 3 recommendations remain ongoing – 2 recommendations are being addressed through the introduction of the new Whole Case Family Management system, and 1 item relates to the corporate roll-out of the Fraud e-learning package and so is beyond the control of the Service. This item is being actioned by Internal Audit in consultation with the Learning and Development Service.
<b>As at Jan 2019</b>
<b>Internal Audit:</b> An update of progress with the 3 recommendations ongoing in the last report is provided below.

<b>As at Jul 2019</b>
<b>Internal Audit:</b> An update on progress with 3 recommendations ongoing in the last report is provided below.
<b>As at Jan 2020</b>
<b>Internal Audit:</b> An update on progress with the final recommendation remaining is included below.
<b>As at Sept 2020</b>
<b>Internal Audit:</b> An update on progress with the final recommendation remaining is included below.
<b>As at April 2021</b>
<b>Internal Audit:</b> An update on progress with the recommendations is included below.
<b>As at December 2021</b>
<b>Internal Audit:</b> An update on progress with the recommendations is included below.

Ref	Recommendation	Priority	Original Responsible Officer	Original Implementation Date	Updated position on 5.11.21
7.1	Fraud awareness training should be undertaken, for all staff, ideally to be completed before the start of the next financial year.	High	Maxine Stavrianakos - Head of Neighbourhood Intervention and Tenant Support, Communities  Charles Crowe - SCAS Service Manager, People Services	31.8.16	<b>Action completed</b>  The fraud e-learning is now available on the Development hub for all staff and members to complete.

**11. Council Processes for Management Investigations (Corporate)** (issued to Audit and Standards Committee 21.11.16)

<b>As at Jan 2017</b>
This report was issued to management on the 20.9.16 with the latest agreed implementation date of 31.12.16. Due to the timescales for completion of this report, an update on progress with recommendation implementation will be included in the next tracker report.
<b>As at July 2017</b>
An update on progress made with the recommendation implementation is included below. Of 16 recommendations agreed, 10 have been implemented and 6 are ongoing.
<b>As at Jan 2018</b>
<b>Internal Audit:</b> An update of progress with the 6 recommendations ongoing in the last report is provided below. 1 has been completed and 5 are ongoing – all of these relate to the same action to refresh and roll-out guidance and training.
<b>As at July 2018</b>
An update of progress with the 5 recommendations ongoing in the last report is provided below.
<b>As at Jan 2019</b>
<b>Internal Audit:</b> An update of progress with the 3 recommendations ongoing in the last report is provided below.
<b>As at Jul 2019</b>
<b>Internal Audit:</b> An update on progress with 2 recommendations ongoing in the last report is provided below.
<b>As at Jan 2020</b>
<b>Internal Audit:</b> An update on progress with the two remaining recommendations is included below.
<b>As at Sept 2020</b>
<b>Internal Audit:</b> An update on progress with the two remaining recommendations is included below.
<b>As at April 2021</b>
<b>Internal Audit:</b> An update on progress with the recommendations is included below.
<b>As at December 2021</b>
<b>Internal Audit:</b> An update on progress with the recommendations is included below.

Ref	Recommendation	Priority	Original Responsible Officer	Original Implementation Date	Updated position on 5.11.21
8.1	Internal Audit should review and update the counter fraud training course online. There should be a corporate mandate for all employees to undertake this training by the end of the year.	High	Stephen Bower, Finance Manager, Internal Audit	31.12.16	<b>Action completed</b> The fraud e-learning is now available on the Development hub for all staff and members to complete.
8.2	The fraud e-learning should be updated and be mandatory for all service staff to complete. This will ensure that all staff have adequate training and knowledge to identify potential fraud at early stage and take the appropriate action, further aiding consistency across the Council.	High	Lynsey Linton, Head of Human Resources  Stephen Bower, Finance Manager, Internal Audit	31.12.16	<b>Action completed</b> As above

**RATING KEY**

- Red highlights recommendations outstanding for over 12 months from the originally agreed implementation date.
- Amber highlights recommendations outstanding between 6 to 12 months.
- Yellow highlights recommendations outstanding up to 6 months from the original agreed implementation date.
- Green highlights recommendations that have been completed.

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## Audit and Standards Committee Report

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**Report of:** Senior Finance Manager, Internal Audit

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**Date:** 20<sup>th</sup> January 2022

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**Subject:** Public Sector Internal Audit Standards – External Quality Assessment Peer Review

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**Author of Report:** Linda Hunter, Senior Finance Manager, Internal Audit

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**Summary:** The attached is the report from Birmingham City Council providing feedback on the recent independent review and External Quality Assessment Peer Review.

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**Recommendation:**

Members are asked to:

To note the contents of the report and the highest possible rating of 'conforms'.

---

**Background Papers:**

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**Category of Report:** Open

\* Delete as appropriate

If Closed, the report/appendix is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).'

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## Statutory and Council Policy Checklist

<b>Financial implications</b>
<del>YES</del> /NO      Cleared by: Linda Hunter
<b>Legal implications</b>
<del>YES</del> /NO
<b>Equality of Opportunity implications</b>
<del>YES</del> /NO
<b>Tackling Health Inequalities implications</b>
<del>YES</del> /NO
<b>Human rights implications</b>
<del>YES</del> /NO
<b>Environmental and Sustainability implications</b>
<del>YES</del> /NO
<b>Economic impact</b>
<del>YES</del> /NO
<b>Community safety implications</b>
<del>YES</del> /NO
<b>Human resources implications</b>
<del>YES</del> /NO
<b>Property implications</b>
<del>YES</del> /NO
<b>Area(s) affected</b>
<b>Relevant Scrutiny Committee if decision called in</b>
Not applicable
<b>Is the item a matter which is reserved for approval by the City Council?</b> <del>YES</del> /NO
<b>Press release</b>
<del>YES</del> /NO



# Birmingham Audit

## Final Report

### Public Sector Internal Audit Standards – External Quality Assessment

#### Peer Review

#### Sheffield City Council

17th November 2021

Sarah Dunlavy  
Assistant Director Audit and Risk Management  
Sarah.Dunlavy@birmingham.gov.uk  
07927 665715

Information is gathered on a confidential basis and should not be released in response to an FOI request without prior consultation

Our Values We put citizens first We are true to our word We act courageously We achieve Excellence



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Scope*

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## *Appendices*

*One: Agreed Terms of Reference*

*Two: Stakeholders Interviewed / Surveyed*

### Distribution List

For acceptance: Head of Strategic Finance (Deputy Section 151 Officer)

For action: Senior Finance Manager (Internal Audit)

To be presented to Audit and Standards Committee on 16/12/21

# 1. Executive Summary

## Top Issues for Management

- 1 Our independent review and sample testing have confirmed that Sheffield City Council's Internal Audit Function 'conforms' with the requirements of the Public Sector Internal Audit Standards in line with the Local Government Application Note.
- 2 The function is seen as independent and objective; trusted; highly regarded by stakeholders; making a positive contribution to the systems of governance, risk management and internal control.

## Summary of findings

- Page 275
- 1.1 Sheffield's Internal Audit Service provides a range of assurance, investigation, and Business Partner advisory services to the Council. The 2021/22 audit plan contains 1739 days of planned activity.
  - 1.2 The Public Sector Internal Audit Standards (PSIAS) apply to Internal Audit in all parts of the public sector in the UK and are mandatory. The Standards introduced a requirement for an external assessment of an organisation's internal audit function, which must be conducted at least once every five years by a qualified, independent reviewer from outside of the organisation.
  - 1.3 Sheffield's first external assessment against the PSIAS took place in March 2017. In line with the agreed terms of reference a further independent 'peer-review' has been completed by Birmingham City Council to validate current compliance.
  - 1.4 The self-assessment against the standards was completed by the Senior Finance Manager (Internal Audit) using the 'Checklist for Assessing Conformance with the PSIAS and Local Government Application Note' published by the Chartered Institute of Public Finance and Accountancy (CIPFA).
  - 1.5 Our review of this self-assessment and evidence provided confirmed that Sheffield's Internal Audit Service 'conforms' with the standards. Interviews with key stakeholders, together with the survey responses, indicate that Sheffield's Internal Audit Service is valued; and makes a positive contribution to the systems of governance, risk management and internal control.

## 2. Background and Scope

- 2.1 In April 2013, a new set of PSIAS became effective. PSIAS encompass the mandatory elements of the Institute of Internal Auditors (IIA) International Professional Practices Framework (IPPF). The standards apply to Internal Audit in all parts of the public sector in the UK and are mandatory. They seek to secure ‘a professional, independent and objective internal audit’ that makes an effective contribution to governance arrangements. Guidance on the interpretation of the Standards is set out by the Chartered Institute of Public Finance and Accountancy (CIPFA) in its Local Government Application Note (LAGN) 2019.
- 2.2 The PSIAS sets out the Mission and definition of Internal Auditing; the core principles for professional practice; together with a Code of Ethics. These seek to capture the characteristics of effective internal audit functions. Whilst specific attribute and performance standards provide guidance on how internal auditing should be carried out and the function managed. The Standards also introduced a requirement for an external assessment of an organisation’s internal audit function, which must be conducted at least once every five years by a qualified, independent reviewer from outside of the organisation.
- 2.3 The Core Cities Chief Internal Auditors group has established a ‘peer-review’ process. This process addresses the requirement of external assessment by ‘self-assessment with independent external validation’. The self-assessment of Sheffield City Council’s Internal Audit function against the requirements of the Standards and Application Note was completed by the Senior Finance Manager (Internal Audit), using the checklist contained within the LAGN.
- 2.4 In line with the agreed Terms of Reference, Appendix One, the external review was undertaken by the Assistant Director of Audit and Risk Management, and Principal Group Auditor, from Birmingham City Council. Both are senior members of staff; qualified members of CIPFA; hold appropriate experience of internal audit within the public sector; and have an in-depth knowledge of the Definition, Code of Ethics, and the International Standards for Internal Audit. No conflict of interests, that would limit the independence of the review, have been identified.
- 2.5 The self- assessment checklist was independently validated by reviewing a sample of supporting documentation; interviewing key stakeholders, Appendix Two; viewing recordings of Audit and Standards Committee meetings; and examining the result of the recent Internal Audit director survey in order to capture an organisational perspective on the delivery and value of internal audit services.
- 2.6 Due to COVID restrictions, the review was undertaken remotely.

## 3. Findings

3.1 An effective internal audit service should:

- understand the whole organisation, its needs and objective;
- understand its position with respect to the organisation's other sources of assurance and plan its work accordingly;
- be seen as a catalyst for improvement at the heart of the organisation;
- add value and assist the organisation in achieving its objectives; and
- be forward-looking, knowing where the organisation wishes to be and aware of the national agenda and its impact.

3.2 Compliance with the PSIAS and LGAN provides the foundations for an effective internal audit service.

3.3 It is clear from the review and stakeholder / survey feedback that Sheffield's Internal Audit Service aspires to accomplish the mission of Internal Audit set out by the International Professional Practices Framework (IPPF) and adopted by PSIAS. The role of Internal Audit is understood across the senior management team and the assurance and advice provided is trusted.

3.4 A proportion of the audit plan is set aside to support business partnering activities. This has enabled Internal Audit to provide insight and value over and above its assurance and fraud related service by offering pro-active advice and guidance and assisting services with change projects, system and process reviews, and value for money exercises.

3.5 PSIAS consists of nineteen attribute standards, that address the organisational characteristics of internal audit services and thirty-three performance standards, that describe the nature of internal audit services and the criteria against which performance should be measured. From the 115 questions contained within the self-assessment checklist completed by the Senior Finance Manager (Internal Audit); 89 were assessed as 'conforms', 14 as 'partial conforms', and 12 as 'not applicable'. Based on our review of the self-assessment checklist; the documentation evidence; explanations provided; and interviews with key stakeholders, we consider that overall the service 'conforms' with the standards set out. Whilst the self-assessment did identify a number of 'partial conforms' these were considered to have arisen due to the need to align audit practices with the organisation or not sufficiently significant to prevent achievement of the overriding standard.

- 3.6 The Senior Finance Manager (Internal Audit) is the designated Chief Audit Executive under the standards reporting through to the Head of Strategic Finance (deputy Section 151 officer). The Senior Finance Manager (Internal Audit) does not report on an administration basis at an organisation level equal or higher to the corporate management team as required under standard 1110 Organisational Independence. However, the Senior Finance Manager (Internal Audit) has unfettered access to, and is able to report in her own name, to the Chief Executive, Executive Director of Resources, and Audit and Standards Committee. We therefore consider the objective of the standard, i.e. sufficient status and independence, to be satisfied.
- 3.7 Quality review processes are well established and embedded into operational procedures. An established risk-based planning process is in place. This planning process will be linked to corporate plans as they are developed.
- 3.9 The stakeholder interviews / results of the recent director survey conducted by Internal Audit confirmed that:
- the advice and guidance provided is trusted and valued;
  - strong and effective professional relationships have been established;
  - the function is seen as independent and objective;
  - Internal Audit respond to change and emerging risks;
  - recommendations are discussed, are practical and support improvement;
  - senior managers are consulted and able to feed into the annual audit plan; and
  - internal Audit have a positive impact on the systems of governance, risk and internal control.
- 3.10 We have identified a number of minor recommendations for consideration that seek to further strengthen the positive position of Internal Audit and help it to continue to drive forward, these include:
- reviewing the Audit Charter and considering incorporating within it the Mission for Internal Audit;
  - reviewing the definition of consultancy services;
  - reviewing and updating the declaration of endorsements;
  - developing a training strategy;
  - consolidating and reporting the results from the Quality Assurance and Improvement Programme (QAIP) to the Board;
  - reviewing and finalising the External Audit joint working protocol;
  - developing a governance and ethics audit universe; and
  - reviewing Terms of Reference (TOR) template and considering the inclusion of auditor's responsibilities in relation to fraud and value for money;
- 3.11 We would like to thank all colleagues from Sheffield City Council involved in the review for their co-operation and assistance.

## 4. Recommendations

### 01. PSIAS 1000 Purpose, Authority and Responsibility

#### PSIAS Requirement

The Chief Audit Executive (CAE) to produce and periodically review the internal audit charter and present it to senior management and the board for approval.

#### Matters Arising

Sheffield's Internal Audit Services Audit Charter is dated March 2019 and covers the key criteria laid out within the Standards.

#### Action Plan

##### Recommendation 01:

Review the Audit Charter and present it to the Audit and Standards Committee for approval.

Consider including the Mission of Internal Audit, as defined by the Standards, within the Charter.

##### Management Response:

**Agreed – to review the Audit Charter and include the Mission of Internal Audit. The Audit Charter will then be appended to the 21/22 Annual Audit Opinion Report and presented to the September 2022 Audit and Standards Committee.**

**Officer Responsible: Senior Finance Manager (Internal Audit)**

**Agreed Implementation date: Sept 22**

## 4. Recommendations

### 02. PSIAS 1000 Purpose, Authority and Responsibility

#### PSIAS Requirement

The Internal Audit Charter sets out the scope and nature of internal audit activity.

#### Matters Arising

The Audit Charter implies that consultancy activity is provided through earmarked resources for business partnering activity.

#### Action Plan

##### Recommendation 02:

Review and agree a definition of consultancy services, update the Audit Charter and PSIAS self-assessment checklist in line with the agreed definition.

##### Management Response:

**Agreed – Business Partnering activity is and will be defined as consultancy services (as per the Audit Charter) and the PSIAS self-assessment checklist will be amended to reflect this.**

**Officer Responsible: Senior Finance Manager (Internal Audit)**

**Agreed Implementation date: 31.12.21**



## 4. Recommendations

### 03. PSIAS 1110 Organisational Independence

#### PSIAS Requirement

The CAE reports to an organisational level equal or higher to the corporate management team.

#### Matters Arising

The CAE does not report on an organisational level equal or higher to the corporate management team. However, the CAE has unfettered access to the Chief Executive, Executive Director of Resources, and Audit and Standards Committee and reports in her own name. A Declaration of Endorsement is in place to confirm that key stakeholders are satisfied that adequate arrangements are in place to protect the independence of the CAE.

#### Action Plan

##### Recommendation 03:

Review and update the Declaration of Endorsement.

Once reviewed the Declaration should be signed by the new Chief Executive and re-signed by the Executive Director of Resources.

##### Management Response:

**Agreed – to review and update the Declaration of Endorsement and then get the Chief Executive and Executive Director of Resources certification.**

**Officer Responsible: Senior Finance Manager (Internal Audit)**

**Agreed Implementation date: 31.12.21**

## 4. Recommendations

### 04. PSIAS 1200 Proficiency and Due Professional Care

#### PSIAS Requirement

The CAE to define the skills and competencies for each level of auditor and periodically assess individual auditors against these.

#### Matters Arising

Whilst formal job descriptions and person specifications are in place that define key competency areas for each grade, an overall training strategy, that identifies future skill requirements, has not been developed.

#### Action Plan

##### Recommendation 04:

Consider developing a training strategy that sets out the current and future skills; together with delivery options; required to fulfil the Mission of Internal Audit and support the Council in delivering its strategic objectives and priorities.

##### Management Response:

**Agreed – this is a positive approach to map out and identify current and future skills along with staff competencies. A Training Strategy will be developed.**

**Officer Responsible: Senior Finance Manager (Internal Audit)**

**Agreed Implementation date: 31.3.22**

## 4. Recommendations

### 05. PSIAS 1320 Quality Assurance and Improvement Programme

#### PSIAS Requirement

The CAE communicates the results of the Quality Assurance Improvement Programme (QAIP) to senior management and the Board.

#### Matters Arising

A QAIP is established and embedded into operational processes. The structure of the programme, together with achievements against performance targets, is reported to the Board. A summary of the overall results from the QAIP, or quality improvement initiatives, are not reported.

#### Action Plan

##### Recommendation 05:

Consolidate and report the wider results from the QAIP to the Board together with any improvement actions plans.

##### Management Response:

**Agreed – the results from the QAIP will be reported in the 21/22 Annual Audit Opinion Report and presented to the September 2022 Audit and Standards Committee.**

**Officer Responsible: Senior Finance Manager (Internal Audit)**

**Agreed Implementation date: Sept 22**

## 4. Recommendations

### 06. PSIAS 2050 Coordination

#### PSIAS Requirement

The CAE to make arrangements to share information and coordinate activities with other internal and external providers of assurance.

#### Matters Arising

A protocol, dated 2015, for liaison between the Council's Internal and External Auditors is in place

#### Action Plan

##### Recommendation 06:

Review, update, and finalise the joint working protocol for liaison between Internal and External Audit.

##### Management Response:

**Agreed – this protocol is out of date and will be reviewed and updated.**

**Officer Responsible: Senior Finance Manager (Internal Audit)**

**Agreed Implementation date: 31.3.22**

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## 4. Recommendations

### 07. PSIAS 2110 Governance

#### PSIAS Requirement

Internal audit should evaluate the design, implementation and effectiveness of the organisation’s ethics related objectives, programmes and activities.

#### Matters Arising

Elements of ethics have been subject to review.

#### Action Plan

##### Recommendation 07:

Consideration be given to the development of an governance and ethics audit universe. Available sources of assurance could be mapped to this universe to inform the Internal Audit planning process.

##### Management Response:

**Agreed – we need to further consider how Internal Audit can assess appropriate ethics and values within the organisation. Elements of ethics have been subject to audit review in the past few years (for example, review of the officer and members constitution and code of conduct ensuring they meet the Nolan principles, audit review of the declaration of interests, gifts and hospitality and health and safety reviews) and it is accepted the audit universe for this area should be reviewed and updated as part of the 22/23 audit planning process. We will also consult with Core Cities about ethics audits.**

**Officer Responsible: Senior Finance Manager (Internal Audit)**

**Agreed Implementation date: 31.3.22**

## 4. Recommendations

### 08. PSIAS 2200 Engagement Planning

#### PSIAS Requirement

Internal auditors to have regard to resource requirements, fraud and value for money concerns when planning engagements.

#### Matters Arising

Guidance on producing Terms of Reference (TOR) and standard templates are in place; these seek to ensure that a standard approach is adopted, and key areas are addressed.

#### Action Plan

##### Recommendation 08:

Consider reviewing the standard TOR template to include internal auditors' responsibilities in relation to fraud and value for money.

##### Management Response:

**Agreed – a standard paragraph will be included in the TOR template.**

**Officer Responsible: Senior Finance Manager (Internal Audit)**

**Agreed Implementation date: 31.12.21**

## Appendix One

### Core Cities Peer Review Terms of Reference

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#### Core Cities Chief Internal Auditor Group

#### External Assessment – Peer Review

#### Terms of Reference

##### Background Information

External Assessments:

The Public Sector Internal Audit Standard (PSIAS) introduced a requirement for an external assessment to be conducted at least once every five years by a qualified, independent reviewer from outside of the organisation as part of an ongoing quality assurance and improvement programme.

There are two possible approaches to external assessments outlined in the standard: a full external assessment; or an internal self-assessment which is validated by an external reviewer.

External reviewers should:

- possess a recognised professional qualification;
- have appropriate experience of internal audit within the public sector / local government;
- have detailed knowledge of leading practices in internal audit; and
- have current, in-depth knowledge of the Definition, the Code of Ethics and the International Standards.

The Head of Internal Audit should discuss the proposed form of the external assessment with their line manager (where relevant) or Section 151 Officer (or equivalent) or Chief Executive prior to making recommendations to the Audit Committee regarding the nature of the assessment. The scope of the external assessment should have an appropriate sponsor, such as the Chair of the Audit Committee or Section 151 Officer.

The Head of Internal Audit should report the results of their quality assurance improvement programme (ongoing activity, internal and external assessments) to stakeholders. Such stakeholders should monitor the implementation of actions arising from internal and external assessments.

### **Purpose of the Review**

The purpose of the external assessment is to help improve delivery of the audit service and establish whether governance requirements relating to the provision of service are embedded. The assessment should be a supportive process that identifies opportunities for development and enhances the value of the audit service to the authority.

### **Proposed Approach**

Members of the Core Cities group have elected to adopt the internal self-assessment approach validated by an external peer reviewer. The key benefit to this approach is cost. The Chartered Institute of Public Finance (CIPFA) offer a service to provide external assessments and can undertake a full quality assessment at an approximate cost of £30K. The Chartered Institute of Internal Auditors (CIIA) also offer a similar service at an approximate cost of £14k. They also provide a validated assessment, similar to the approach agreed by the core cities group, which takes around 5 working days and costs approximately £12.5k (costs based on quotes obtained for PSIAS reviews at Birmingham City Council).

There are clear financial savings to members of the Core Cities group by adopting a peer review approach. In addition, the approach is in keeping with the promotion of collaborative working arrangements.

Each authority will determine an appropriate member of their team to conduct the external assessment, taking into account qualifications and relevant experience.

Upon conclusion of the external assessment, the reviewer will offer a 'true and fair' judgement and it is proposed that each authority will be appraised as **Conforms, Partially Conforms** or **Does Not Conform** to the PSIAS.

### **Independence and Objectivity**

Prior to the assessments taking place all parties will agree the programme of peer reviews and an appropriate timetable, including the number of days required to undertake the reviews. It is important to ensure the independence of the auditor undertaking the peer assessment. Any known or perceived conflicts of interest should be disclosed. It should be acknowledged at the outset that all Core City Internal Audit services have some knowledge of each other.



### The Assessment Process and Indicative Timescales

Completion of the Checklist:

Each Head of Internal Audit must complete the Checklist for Conformance with the PSIAS which is attached to the Local Government Application Note in advance of the external assessment. It is essential that the basis of the assessment is documented.

#### Pre Assessment Phase (2 days):

- Confirm the terms of reference for the review, timescales and dates for the review – this should include any specific issues that the authority may want to be considered as part of their quality assessment.
- Obtain:
  - relevant background information to gain an understanding of the service. This should include the Internal Audit Charter / Strategy or Terms of Reference (independence, scope authority, purpose and the relationship with the Audit Committee and senior executives);
  - details of responsibilities, resources, structure and activities;
  - details of any external client organisations e.g. Joint Authorities and consider whether such organisations may have different outcomes in terms of compliance with the PSIAS and whether separate assessments may be required;
  - the completed self-assessment and supporting evidence; and
  - evidence of how quality is maintained, and performance measured and reported.
- Issue a questionnaire to key stakeholders at the Council to obtain feedback on the internal audit procedures and process.
- Evaluate all documentation supporting the self-assessment prior to the on-site visit.

#### Assessment Phase (on-site visit) (1day):

- Raise and resolve any queries arising from the review of the self-assessment.
- Examine a sample of audit engagements to verify compliance to the PSIAS and procedures.
- Interview key staff and stakeholders to confirm audit procedures and process.
- Undertake an exit meeting with the Head of Internal Audit.

**Post Assessment Phase (1 day):**

The review should conclude with a detailed report providing an evaluation of the team's conformance with the Definition of Internal Auditing, the Code of Ethics, and the Standards. The report should highlight areas of partial conformance / non-conformance and include suggested actions for improvement, as appropriate.

**Reporting Phase (1 day):**

- Discussion of the draft report with the Head of Internal Audit.
- Issue of draft final report and agreed actions to the Head of Internal Audit to confirm accuracy.
- Issue final report to the Head of Internal Audit and Sponsor.
- Head of Internal Audit / Sponsor to report outcomes to their Audit Committee, together with an action plan and proposed implementation date(s).

It is envisaged that the assessment process should approximately 5 days in total.

**Proposed schedule**

Manchester review Birmingham  
Bristol review Liverpool  
Birmingham review Sheffield  
Glasgow review Leeds  
Leeds review Manchester  
Sheffield review Nottingham  
Nottingham review Bristol  
Birmingham review Glasgow

## Appendix Two

### *Stakeholders Interviewed / Surveyed*

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#### Stakeholders Interviewed

- Chief Executive
- Executive Director for Resources
- Chair of Audit Committee

#### Survey

Reliance placed on results from the director survey which had recently been undertaken by the Senior Finance Manager (Internal Audit)

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## Audit and Standards Committee Report

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**Report of:** Director of Legal and Governance

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**Date:** 20 January 2022

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**Subject:** Work Programme

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**Author of Report:** Sarah Hyde, Democratic Services

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**Summary:**

The report provides details of an outline work programme for the Committee.

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**Recommendations:**

That the Committee:-

(a) considers the Work Programme and identifies any further items for inclusion;  
and

(b) approves the work programme.

---

**Background Papers:** None

---

**Category of Report:** OPEN

---

## Statutory and Council Policy Checklist

<b>Financial Implications</b>
NO Cleared by:
<b>Legal Implications</b>
NO Cleared by:
<b>Equality of Opportunity Implications</b>
NO Cleared by:
<b>Tackling Health Inequalities Implications</b>
NO
<b>Human rights Implications</b>
NO:
<b>Environmental and Sustainability implications</b>
NO
<b>Economic impact</b>
NO
<b>Community safety implications</b>
NO
<b>Human resources implications</b>
NO
<b>Property implications</b>
NO
<b>Area(s) affected</b>
NONE
<b>Is the item a matter which is reserved for approval by the City Council?</b>
NO
<b>Press release</b>
NO

## **WORK PROGRAMME**

### **1. Purpose of Report**

1.1 To consider an outline work programme for the Committee.

### **2. Work Programme**

2.1 It is intended that there will be at least five meetings of the Committee during the year with three additional meetings arranged if required. The work programme includes some items which are dealt with at certain times of the year to meet statutory deadlines, such as the Annual Governance Report and Statement of Accounts, and other items requested by the Committee. In addition, it also includes standards related matters, including an annual review of the Members Code of Conduct and Complaints Procedure and an Annual Report on the complaints received.

2.2 An outline programme is attached and Members are asked to identify any further items for inclusion.

### **3. Recommendation**

3.1 That the Committee:-

- (a) considers the Work Programme and identifies any further items for inclusion;  
and
- (b) approves the work programme.

**Gillian Duckworth  
Director of Legal and Governance**

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Audit and Standards Work Programme 2021-22- Working Copy

Date	Item	Author
24 February 2022	Education Healthcare Plan Update	Andrew Jones (Director of Education and Skills)
	Review of Members' Code of Conduct	Gillian Duckworth (Director of Legal and Governance)
	Review of Standards Complaints Procedure	Gillian Duckworth (Director of Legal and Governance)
	Annual Standards Report	Gillian Duckworth (Director of Legal and Governance)
	Work Programme	Gillian Duckworth (Director of Legal and Governance)
24 March 2022	Compliance with International Auditing Standards	Dave Phillips (Head of Strategic Finance)
	Formal Response to Audit (ISA 260) Recommendations	Dave Phillips (Head of Strategic Finance)
	External Audit Plan 2021/22	External Auditor (EY)
	Annual Audit Fee Letter 2021/22	External Auditor (EY)
	Annual Audit Letter 2020/21	Ernst and Young (External Auditor)
	Work Programme	Gillian Duckworth (Director of Legal and Governance)
June 2022	Audit Training	External Facilitator (Gary Bandy)
16 June 2022	Internal Audit Annual Fraud Report	Linda Hunter (Senior Finance Manager)
	Internal Audit Plan 2022/23	Linda Hunter (Senior Finance Manager)

Audit and Standards Work Programme 2021-22- Working Copy

	Progress in High Opinion Reports	Linda Hunter (Senior Finance Manager)
	Strategic Risk Reporting	Helen Molteno (Corporate Risk Manager)
	Work Programme	Gillian Duckworth (Director of Legal and Governance)
21 July 2022	Summary of Statement of Accounts	Dave Phillips (Head of Strategic Finance)
	Work Programme	Gillian Duckworth (Director of Legal and Governance)

**IMPORTANT INFORMATION FOR REPORT WRITERS**

The Audit and Standards Committee provides an independent and high-level focus on the audit, assurance and reporting arrangements that underpin good governance and financial standards.

The purpose of the Committee is to provide independent assurance to the Council of the adequacy of the risk management framework and the internal control environment. It provides independent review of Sheffield City Council’s governance, risk management and control frameworks and oversees the financial reporting and annual governance processes. It oversees internal audit and external audit, helping to ensure efficient and effective assurance arrangements are in place.

The Committee also cover Standards and is primarily responsible for promoting and maintaining high standards of conduct by councillors, independent members, and co-opted members. It is responsible for advising and arranging relevant training for members relating to the requirements of the code of conduct for councillors. The Committee also monitor the Council’s complaints process and the Council’s response to complaints to the Ombudsman.

The Committee is not an operational committee, so is not focussed on the day to day running of your service. However, its focus is on risk management and governance, so it will want to understand how you manage your key risks, and how you are responding to new challenges and developments. In particular the Committee will be interested in the progress on implementing agreed recommendations from inspection and audit reports, and will want to review your services’ outputs and actions in response. You can expect some challenge if deadlines for implementing agreed actions have been missed. Please ensure breakdowns of information are included in your report, as the Committee is interested in the key facts and figures behind areas.

Most Audit and Standards papers are public documents, so use everyday language, and use plain English, don't use acronyms, or jargon and explain any technical terms. Assume the reader knows little about your subject.

Think about how the paper will be interpreted by those who read it including the media.

Use standard format - don't subvert it.

**Ensure** – You convey the key message in the first paragraph not the last.

The report should include –

- **Summary**
- **Recommendation (s)**
- **Introduction**
- **Background**
- **Main body of the report (in. legal, financial and all other relevant implications)**

**(report templates are available from Democratic Services)**

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