

# Statement of Accounts

2016/17

Gateshead Council

**AUDITED**

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# Leader's Foreword

by Councillor Martin Gannon  
Leader of the Council



This Council, along with other local authorities, has faced unprecedented reductions in Government funding since the Comprehensive Spending Review 2010. In addition, increasing demand for services, particularly from the most vulnerable, has meant the Council has had to make significant budget savings every year.

The Government's approach to public finances and reducing the deficit is likely to lead to further significant financial reductions over the medium term. The likely continuing requirement and scale of budget savings, coming on top of the £143m already taken from budgets since 2010, presents an ever-present and increasing challenge for the Council.

The Council will continue to respond to the financial challenges in a systematic and planned way through an approach based around four inter-related areas: economic growth, managing demand, collective responsibility and efficiencies. The Council has a strong track record of identifying and delivering savings and efficiencies whilst protecting priority services as much as possible. The Council will continue to have to make very difficult choices in the years ahead concerning which services to prioritise. As a council we recognise we need to work differently so we can generate our own income. This can then be reinvested to help pay for the essential services needed by the most vulnerable in our communities. We also must maximise opportunities to work with partners and neighbouring authorities to maintain and improve outcomes whilst minimising public spending.

The Council's Medium Term Financial Strategy (MTFS) is being refreshed to cover the five year period 2018/19 to 2022/23 and will be reported to Cabinet in July. Future pressures are being considered and the Council will consider budget options for the three year period 2018/19 to 2020/21 that will be driven by the strategic outcomes contained within the Council Plan.

On 27 February 2017, the Council appointed a new Chief Executive Sheena Ramsey who brings a vast amount of experience and has a very strong track record of delivery. I am confident that Sheena and the Leadership Team of the Council will help to steer the Council through the challenging times ahead whilst focusing on improving the lives of local people in our communities. The Council retains its ambition and commitment to providing quality services to the residents of Gateshead and will continue to effectively plan, innovate and deliver to achieve this.

A handwritten signature in dark ink, appearing to read 'Martin Gannon', written over a horizontal line.

**Councillor Martin Gannon**

# Part 1: Narrative Statement and Statement of Responsibilities

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## Narrative Statement

### Introduction

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The purpose of the Narrative Statement is to offer interested parties an understandable guide to the most significant matters reported in the accounts. It provides an explanation of the Council's financial position and assists in the interpretation of the accounting statements. It also contains a commentary on the major influences on the Council's income, expenditure and cash flow, and information on its financial needs and resources.

The Statement of Accounts which follows presents the Council's financial performance for 2016/17, its overall financial position at the end of that period and the cost of services it provides. The Statement has been prepared in accordance with the IFRS<sup>1</sup>-based Code of Practice on Local Authority Accounting in the United Kingdom (the Code), developed by the CIPFA<sup>2</sup>/LASAAC<sup>3</sup> Board and approved by FRAB<sup>4</sup>. The Code constitutes proper accounting practice<sup>5</sup>.

When read in conjunction with the Council's Annual Report<sup>6</sup>, the publications provide an insight into the many activities and achievements of the Council during the year.

### Financial Performance

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The Council classifies its expenditure and income as:

**Revenue:** relates to the purchase of goods and services that are used within one year, financed from council tax, grants, business rates and other income such as fees and charges

or

**Capital:** relates to assets which have a useful life in excess of one year, financed by capital receipts, borrowing, grants or other contributions

The following sections discuss the Council's revenue and capital income and expenditure during 2016/17.

### Revenue Income and Expenditure Summary

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This section offers a summary of the income and expenditure presented within the Movement in Reserves Statement (page 14), the Comprehensive Income and Expenditure Statement (page 15) and the Housing Revenue Account (HRA) statement (page 62). The information reconciles to the net movement in the General Fund, which includes the General Reserve and Local Management of Schools (LMS) reserve, and HRA reserves.

The following charts summarise the services on which money was spent and how this was funded – including General Fund, HRA (including movements in these reserves), capital grants and statutory adjustments contained within the above statements:

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<sup>1</sup> International Financial Reporting Standards

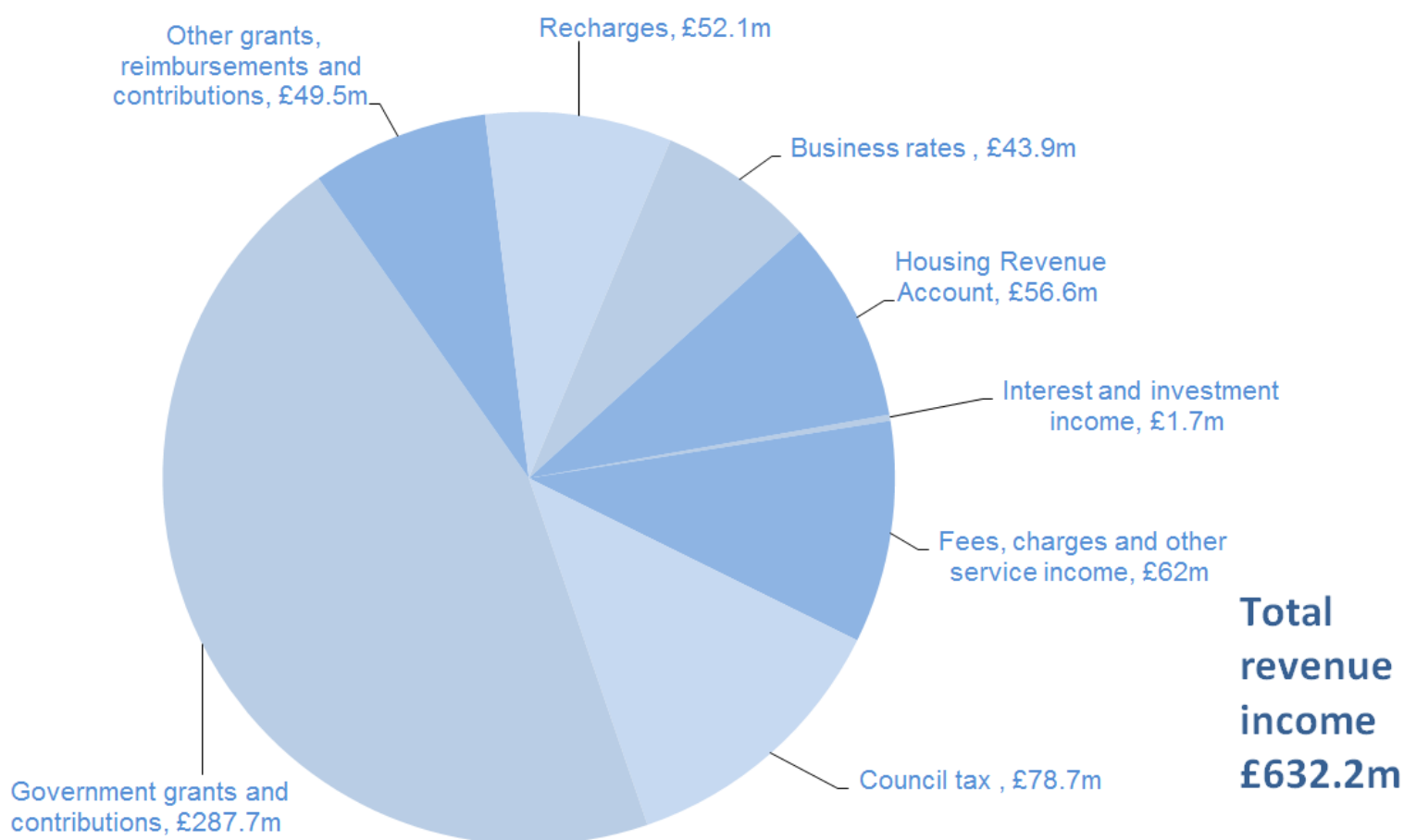
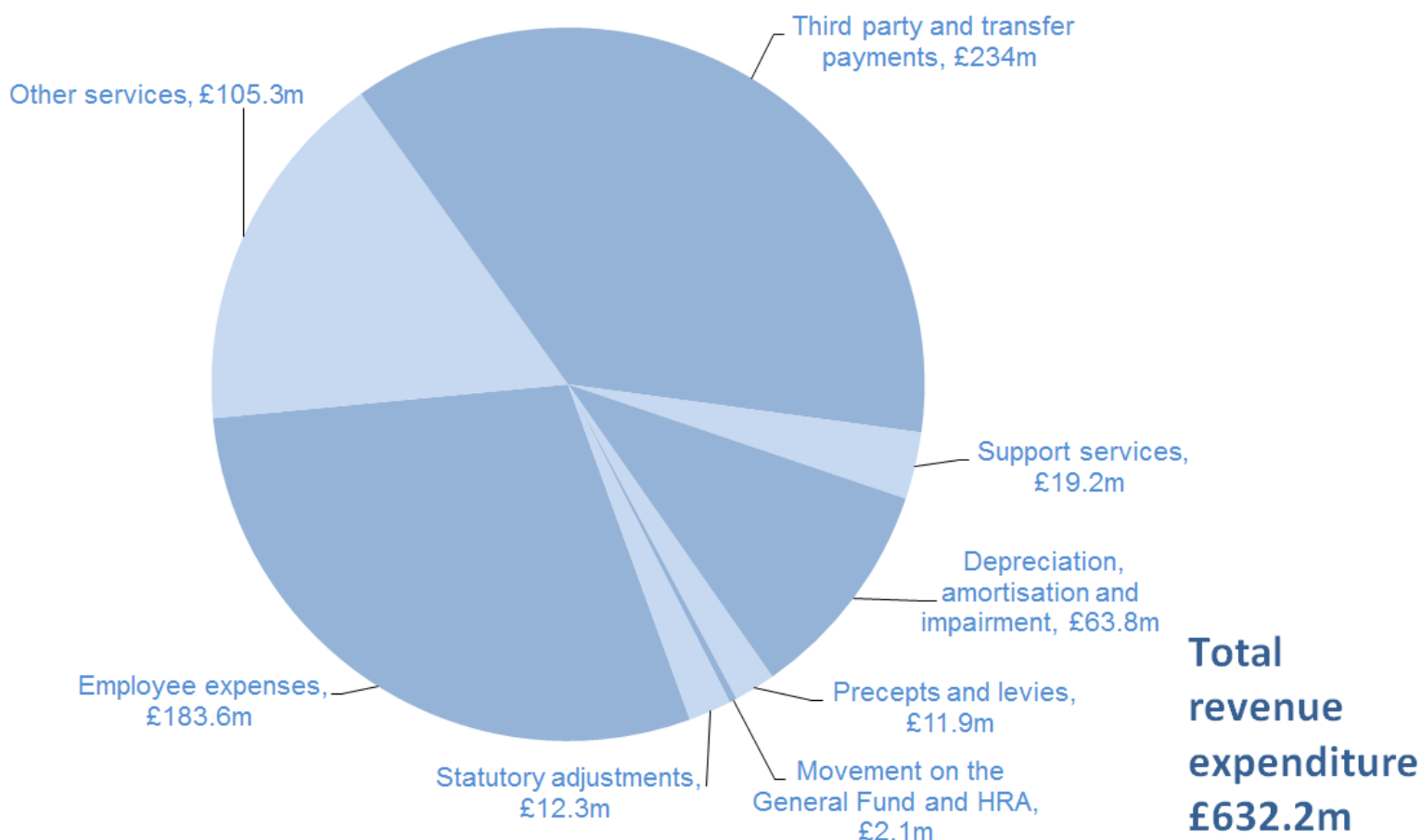
<sup>2</sup> The Chartered Institute of Public Finance and Accountancy

<sup>3</sup> CIPFA's Local Authority (Scotland) Accounts Advisory Committee

<sup>4</sup> Financial Reporting Advisory Board, an independent board within HM Treasury

<sup>5</sup> Under the terms of the [Accounts and Audit Regulations 2015](#) & the [Local Government and Housing Act 1989](#)

<sup>6</sup> [www.gateshead.gov.uk/Council%20and%20Democracy/About-the-Council/Performance/Performance.aspx](http://www.gateshead.gov.uk/Council%20and%20Democracy/About-the-Council/Performance/Performance.aspx)



## Position against Revenue Budget

The Council's Revenue Budget is prepared on a different basis to the Statement of Accounts (which must comply with international accounting rules). The following section presents the Revenue Outturn position against Budget<sup>7</sup> as reported internally to Cabinet and Council.

The key outcomes for the year are as follows:

- The Council approved a Budget of £198.883m for 2016/17. The actual net expenditure position was £198.758m, an underspend of £1.305m on services following a movement in earmarked reserves of £2.692m, and General Fund appropriations of £0.849m.
- The General Reserve increased by £0.456m to £16.797m.

In addition to the General Reserve above, the General Fund movement also included a £1.573m reduction in the LMS Reserve (schools). Schools had total revenue income of £97.345m, which includes delegated funding from the Dedicated Schools Grant, other government grants, and income from school meals, lettings and donations. Schools expenditure totalled £98.918m which resulted in the reduction of overall school balances from £7.046m to £5.473m.

Housing Revenue Account (HRA): overall expenditure for 2016/17 amounted to £78.957m with income of £82.207m, resulting in an increase to the reserve of £3.250m. The underspend achieved was mainly in relation to slippage in the Capital Programme and contingencies not being required.

Further details can be found in the Council's Revenue Outturn report to Cabinet on 20 June 2017.

The following shows the Council's spend against Budget for 2016/17<sup>8</sup>:

	Revised Budget	Outturn Before Reserves	Movement to/from General Fund	Movement to/from Earmarked Reserves	Outturn	Budget Variance
	£000's	£000's	£000's	£000's	£000's	£000's
Care, Wellbeing and Learning	111,014	119,862	(3,746)	(139)	115,977	4,963
Communities and Environment	32,447	32,864		(556)	32,308	(139)
Office of the Chief Executive	1,233	2,329		(1,163)	1,166	(67)
Corporate Services and Governance	4,177	3,625			3,625	(552)
Corporate Resources	6,889	7,370		(193)	7,177	288
<b>Net service expenditure</b>	<b>155,760</b>	<b>166,050</b>	<b>(3,746)</b>	<b>(2,051)</b>	<b>160,253</b>	<b>4,493</b>
Other services and contingencies	5,307	(340)	2,897		2,557	(2,750)
Traded and investment income	(2,620)	(4,040)		(641)	(4,681)	(2,061)
Capital financing costs	30,500	29,224			29,224	(1,276)
Expenditure outside the General Fund	(1,896)	(1,732)			(1,732)	164
Levies	11,832	11,832			11,832	0
<b>Net spend before financing</b>	<b>198,883</b>	<b>200,994</b>	<b>(849)</b>	<b>(2,692)</b>	<b>197,453</b>	<b>(1,430)</b>
<b>Financing</b>						
Settlement Funding Assessment	(91,427)	(91,138)			(91,138)	289
Other grants	(12,829)	(12,993)			(12,993)	(164)
Public Health grant	(17,380)	(17,380)			(17,380)	0
Council tax	(77,236)	(77,236)			(77,236)	0
Collection Fund	(11)	(11)			(11)	0
	<b>(198,883)</b>	<b>(198,758)</b>	<b>0</b>	<b>0</b>	<b>(198,758)</b>	<b>125</b>
<b>Net Spend</b>	<b>0</b>	<b>2,236</b>	<b>(849)</b>	<b>(2,692)</b>	<b>(1,305)</b>	<b>(1,305)</b>

<sup>7</sup> Note 8 *Expenditure and Funding Analysis* provides a reconciliation between the revenue outturn position reported internally and the cost of services in the Comprehensive Income and Expenditure Statement.

<sup>8</sup> Note that this excludes schools and HRA

<b>General Reserve</b>	<b>£000's</b>	<b>£000's</b>
Opening Balance	(16,341)	
Appropriations from General Reserve	4,966	
Appropriations to General Reserve	(5,422)	<b>(456)</b>
<b>Closing Balance</b>		<b>(16,797)</b>
<b>Earmarked reserves</b>		
Opening Balance	(36,656)	
Appropriations from Earmarked Reserves	2,692	
Appropriations from DSG Reserve	190	<b>2,882</b>
<b>Closing Balance</b>		<b>(33,774)</b>

## Capital income and expenditure summary

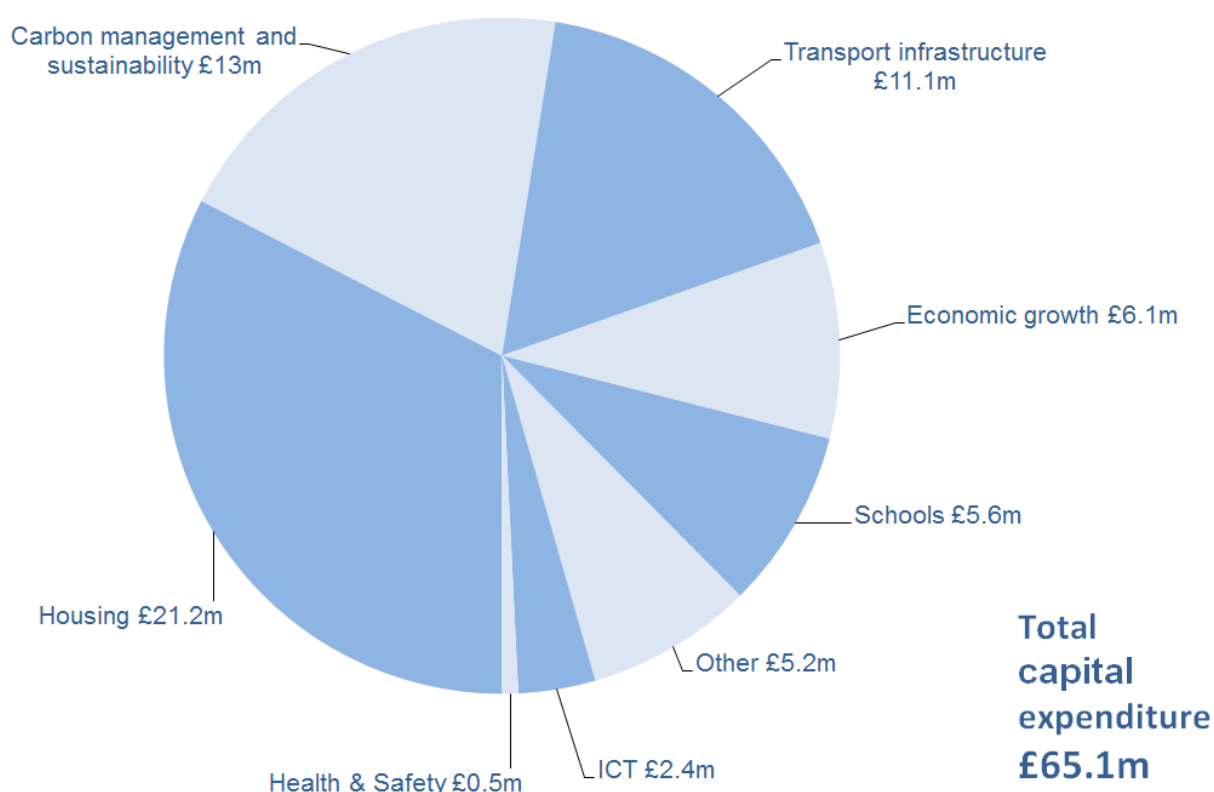
In 2016/17, the Council spent £65.1m on capital schemes (2015/16: £53.7m), with capital investment focused on the delivery of Vision 2030. A number of high priority schemes were supported during the year, with particular emphasis on housing, economic growth, energy efficiency and sustainability projects.

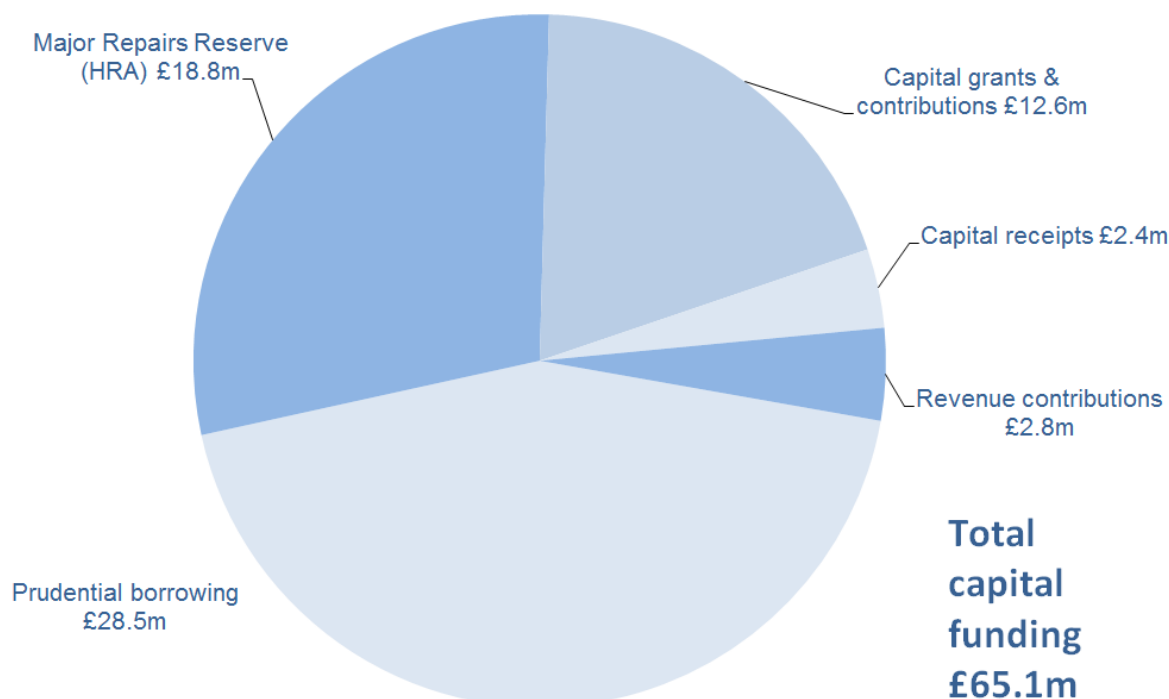
Actual capital expenditure for the year on the Council's non-current assets totalled £61.8m (2015/16: £47.1m). This expenditure was invested in the purchase and improvement of the Council's assets such as housing, schools and transport infrastructure.

In addition, the Council spent a further £3.3m (2015/16: £6.6m) on schemes where no asset of the Council was created. This included the award of capital loans to facilitate the development of affordable housing within Gateshead, the award of disabled facilities grants to individuals, investment to bring empty private properties back into use, and works to voluntary aided schools, academies and trust-owned properties.

The use of available external capital resources and capital receipts was maximised, ensuring that the Council did not lose any of the external funding that had been awarded.

The following charts indicate the breakdown of capital expenditure across the Council and how it was funded:





Further information about the specific capital projects supported by the Council during 2016/17 can be found in the Capital Outturn Report to Cabinet of 20 June 2017.

## Other Key Items in 2016/17

### Material assets and liabilities: changes in 2016/17

As at 31 March 2017, the Council held £1,449.660m of long-term assets, £130.153m of current assets, £148.430m of current liabilities and £1,153.556m of long-term liabilities. With effect from 1 April 2016, the Council now commissions its property valuations externally from BNP Paribas.

**Long-term assets** have risen by £107.386m, primarily due to increases in the value of the Council's asset portfolio, in particular due to the revision of the social housing adjustment factor used to value the Council's housing stock.

**Current assets** have decreased by £27.802m, which includes the following significant items:

- A decrease of £12.913m in short-term investments due to investment management activities – these result in movements between short-term investments, long-term investments and cash;
- Changes in the values of short-term debtors, assets held for sale and inventory levels (£3.138m); and
- An £11.751m fall in cash and cash equivalents (asset element) due to investment management activities and day-to-day cash flow changes.

The Council's **current liabilities** have increased by £1.361m, which includes the following:

- Cash and cash equivalents (overdrafts) have fallen by £1.448m;
- Short-term borrowing has increased by £7.542m, reflecting the maturity profile of borrowing and use of prudential borrowing for the capital programme; and
- A decrease of £1.367m in short-term creditors due to fluctuations in the amounts owed by public bodies such as the NHS and changes in grant receipts in advance.

**Long-term liabilities** have risen by £48.589m, mainly reflecting a rise in pension liabilities of £65.810m, offset by a £14.847m decrease in long term borrowing, reflecting changes in the maturity profile of borrowing.



### Workforce management and exit packages

The 2016/17 Statement of Accounts recognises a cost of £1.945m in relation to actual redundancies and other terminations in 2016/17 and expected redundancies and terminations in 2017/18 and 2018/19 (£8.641m in 2015/16). This includes 52 compulsory redundancies (206 in 2015/16) and 12 voluntary redundancies (46 in 2015/16). This cost includes redundancy payments to employees and strain on the fund costs payable to the appropriate pension fund.

The total cost of redundancy in 2016/17 totalled £5.330m (excluding schools staff). £4.778m of this expenditure was funded from the provision and recognised in 2015/16, with the remaining expenditure of £0.552m being funded from revenue. In addition, as part of the 2016/17 revenue outturn, the provision was increased by £1.412m to £2.605m for redundancies in 2017/18 and 2018/19.

### Pension liability

The Council is required to account for retirement benefits (i.e. pension costs) when it commits to them, even if the actual payment of those benefits will be many years in the future; the Balance Sheet net worth is in effect reporting future years' deficits.

Inclusion of Tyne and Wear Pension Fund assets and liabilities in the accounts represents the requirement to increase contributions to make up any shortfall in the Fund, and its ability to benefit through reduced contributions due to any surpluses in the Fund.

The current shortfall in the Council's share of the relevant pension funds has been assessed by independent actuaries as £542.770m (from £476.960m in 2015/16). The deficit on the Fund fell by £65.810m for a variety of reasons (such as investment performance / changes in key demographics); the Council is making the necessary pension deficiency payments (£11.767m in 2016/17) over a 20-year period to address the estimated shortfall. Note 25 to the core financial statements provides further details of the Council's pension disclosures.

### Council's borrowing position

The *Budget and Council Tax Level Report*, approved by Council on 23 February 2016, details the 2016/17 borrowing limits for the Council.

The specific borrowing limits set relate to two of the prudential indicators that are required under the Prudential Code<sup>9</sup>. The Council is required to set borrowing limits for the following three financial years. The limits for 2016/17 were as follows:

- Authorised limit for external debt of £750m
- Operational boundary for external debt of £725m

As part of the Council's Treasury Management operation, these indicators are monitored on a daily basis, and neither was exceeded during 2016/17. The highest level of external debt incurred by the Council during the year was £617.319m.

### Energy schemes

The Council's district energy network is now partially operational, after the buildings and electrical systems were handed over to the Council on 3 March 2017 (with the heat network still under construction); the Energy Centre was officially opened by the Minister for Energy on 2 March 2017. The network will be managed by the Gateshead Energy Company, a wholly-owned subsidiary of the Council, and will provide heat and power to customers in central Gateshead.

### Changes to the presentation of the Statement of Accounts

The 2016/17 Code changed the segmental reporting arrangements for the Comprehensive Income and Expenditure Statement (CIES) and introduced the Expenditure and Funding Analysis (EFA). The new EFA brings together the Council's performance reported on the basis of expenditure measured under proper accounting practices with statutorily defined charges to the General Fund and HRA.

Both the CIES and the EFA include a segmental analysis which requires the Council to report performance on the basis of its internal structure and how it operates, monitors and manages financial performance.

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<sup>9</sup> See [www.cipfa.org/Policy-and-Guidance/Publications/T/The-Prudential-Code-for-Capital-Finance-in-Local-Authorities-2011-Edition-Book](http://www.cipfa.org/Policy-and-Guidance/Publications/T/The-Prudential-Code-for-Capital-Finance-in-Local-Authorities-2011-Edition-Book)

## Economy, efficiency and effectiveness

The Council Plan 2015-2020<sup>10</sup> was approved by Cabinet in July 2015, with Gateshead's Sustainable Community Strategy, Vision 2030<sup>11</sup>, also refreshed and endorsed by Cabinet on the 3rd November 2015. Both documents endorse shared desired outcomes for Gateshead, which are:

- Prosperous Gateshead – a thriving economy for all;
- Live Love Gateshead – a sense of pride and ownership by all; and
- Live Well Gateshead – a healthy, inclusive and nurturing place for all.

To support the monitoring of progress in delivering the outcomes of the Council Plan and Vision 2030, the Council has a range of strategic indicators in line with the Council Plan; these are reported to both overview and scrutiny committees and Cabinet every six months<sup>12</sup>. Any amendments to the performance framework arising from the new Council Plan will be reported through the appropriate channels.

The corporate performance management framework contains national frameworks including the Public Health Outcomes Framework (PHOF), NHS Outcomes Framework (NHSOF), Adult Social Care Outcomes Framework (ASCOF) and Children and Young People's Outcomes Framework. The strategic nature of this framework allows a robust examination and assessment of performance.

Performance for 2016/17 will be reported to the following committees:

- |  |              |
|--|--------------|
| • Families Overview and Scrutiny Committee                       | 15 June 2017 |
| • Communities and Place Overview and Scrutiny Committee          | 19 June 2017 |
| • Care, Health and Wellbeing Overview and Scrutiny Committee     | 20 June 2017 |
| • Corporate Resources Overview and Scrutiny Committee            | 26 June 2017 |
| • Community Safety Overview and Scrutiny Committee Sub Committee | 27 June 2017 |

Cabinet will receive the composite report of year end performance at their meeting on 18 July 2017 and covers all key areas of performance management. Information can also be found in the Council's Annual Report.

In addition to the above, the Council has a Change Programme which aims to increase economy, efficiency and effectiveness; Cabinet receives quarterly updates on progress.

## Significant Issues for 2017/18 and Beyond

### Government Funding

Within the 2017/18 local government finance settlement, the Government provided some indicative core funding levels up to 2019/20 which gave a high level indication of direction of travel, especially with regards to revenue support grant. However, uncertainty still exists in respect of likely Government funding levels in relation to other grants over the period as well as instability that arises from the volatility of business rates funding and the implications of the move towards a new funding regime of 100% rate retention.

Government figures highlight significant challenges ahead for councils these include additional cost pressures arising from general inflation, cost pressures in the care sector, increases in the number of adults and children needing support and rising levels of need, increases in demand for everyday services as the population grows, pressure on homelessness budgets and increases in core costs such as national insurance, the National Living Wage and pension contributions.

The Medium Term Financial Strategy (MTFS) sets out the Council's approach to achieving a sustainable budget over the medium term whilst ensuring that all revenue resources are directed towards corporate priorities and the delivery of Vision 2030. The MTFS describes the financial direction of the Council over the planning period and outlines the financial pressures it will face.

Medium term financial planning remains difficult and the plan has been prepared against the expectation of continuing funding cuts for local government coupled with increased demand for social

<sup>10</sup> [www.gateshead.gov.uk/Council%20and%20Democracy/About-the-Council/policies/council-plan.aspx](http://www.gateshead.gov.uk/Council%20and%20Democracy/About-the-Council/policies/council-plan.aspx)

<sup>11</sup> [www.gateshead.gov.uk/People%20and%20Living/communitystrategy/Vision2030.aspx](http://www.gateshead.gov.uk/People%20and%20Living/communitystrategy/Vision2030.aspx)

<sup>12</sup> [www.gateshead.gov.uk/Council%20and%20Democracy/About-the-Council/Performance/Performance.aspx](http://www.gateshead.gov.uk/Council%20and%20Democracy/About-the-Council/Performance/Performance.aspx)

care and the impact of welfare reform. Further details can be found in the MTFS, which will be presented to Cabinet in July 2017.

Welfare reform agenda is likely to continue to place additional demands on local authority services as well as significantly impacting on local authority finances. The Social Care Act will also put additional strain on local authority services and while provision has been made to further improve the integration of social care and health services through the Better Care Fund it is unlikely that the resources allocated to local government will be sufficient to cover additional burdens. Government policy in respect of schools and housing will also impact significantly on Council service provision and financial planning.

### Revenue budget 2017/18

Council agreed the revenue budget for 2017/18 at its meeting on 23 February 2017. This was set at £197.486m (excluding schools) and included £13.190m in savings.

The budget includes a number of risk areas which, if not closely monitored and controlled throughout the year, could add further pressure to the funding gap in future years. These include the delivery of agreed savings and achievement of income targets, particularly in relation to localisation of business rates and council tax.

The 2017/18 budget includes a contingency of £6.9m to manage the risk of any in year pressures such as workforce management costs and winter maintenance.

There are also a number of changes to Dedicated Schools Grant funding for schools:

- National Funding Formula for mainstream schools will be phased in from 2018/19, and proposed to be fully implemented from 2019/20
- The introduction of a formula for the High Needs Block of DSG
- The introduction of a national funding formula for 3 and 4 year old children and the extension of 30 hours of early education entitlement for children of working parents

### Capital programme 2017/18

On 23 February 2017, the Council approved a capital programme of £95.2m for 2017/18, which included £29.3m of planned HRA capital investment. The level of investment over the next five years (2017/18 to 2021/22) is expected to amount to £310.5m, representing a significant level of strategic investment to deliver Vision 2030. Economic and housing growth remains a key priority for the Council's capital investment, with planned investment of over £50m over the next three years in this area.

### Workforce management costs

The 2017/18 budget includes a contingency of £1.0m for workforce management costs and, coupled with the provision of £2.6m, reflect the anticipated redundancy costs as a result of the estimated funding gap. Further resource may be required and this would be met from reserves.

### Welfare reform

The Government's welfare reform agenda, including Universal Credit, is likely to have an impact in relation to potential bad debts relating to council tax income and housing rents. In addition, there could be wider financial implications due to increased demand for Council services as a result of the Government's changes.

### Pensions

The latest triennial review of the Local Government Pension Scheme (LGPS) was 31 March 2016, and this will impact from 2017/18. The ratio of the fund's assets to liabilities has reduced from a shortfall of £1,233.5m at 31 March 2013 to a shortfall of £1,091.8m at 31 March 2016 corresponding to an improvement in the funding ratio from 81% to 85%. Further information is available on the Tyne and Wear Pension Fund's website<sup>13</sup>.

### Economic growth

The Council will place an increasing priority on local economic growth to generate income that will sustain Council service delivery in key areas. A New Development Deal was agreed between the Government, Gateshead and Newcastle in 2012 which included, amongst other things, the creation of an Accelerated Development Zone (ADZ). This ADZ, which includes the Gateshead Quays and Baltic

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<sup>13</sup> [www.twpf.info](http://www.twpf.info)

Business Quarter, allows the Council to retain 100% of business rates growth (rather than the 49% retainable in the rest of the Borough), providing a strong incentive for regeneration. On 2 June 2015 Cabinet approved the appointment of a development partner for Gateshead Quays, which will assist with regeneration plans and business rates growth.

The Council has now entered into a development agreement with ASK and Patrizia UK and work is currently progressing on the detailed design of a major mixed use scheme. The retained rates that the Council will have available for future funding will depend on the extent to which business growth can be supported in the area as well as being influenced by loss of income through the cost of appeals, refunds, changes in collection rates and the impact of rate avoidance.

### Code of Practice on Transport Infrastructure Assets

In 2016/17, councils were to adopt the measurement requirements of the Code of Practice on Transport Infrastructure Assets. Such assets were to be recognised separately and measured at depreciated replacement cost for the first time. At its meeting on 8 March 2017, the CIPFA/LASACC Local Authority Accounting Board decided not to proceed with the introduction into the financial reporting requirements for local authorities. The Board decided that currently the benefits are outweighed by the costs of implementation and determined that it will give further consideration to this issue only if provided with clear evidence that benefits outweigh costs for local authorities.

### EU referendum

On 23 June 2016, the UK voted to end their membership of the EU. This has resulted in the UK entering a period of significant uncertainty that may impact on Council service delivery and financial planning in the future.

### Housing Repairs and Maintenance

On 1 April 2017, the Council Housing Repairs and Maintenance contract previously delivered by Mears was taken back in-house to be delivered by The Gateshead Housing Company (TGHC). This included the TUPE of 232 staff. In addition, all housing related functions previously delivered by the Council's Local Environmental Services also transferred to TGHC which included the TUPE of 152 staff. This is to enable a single point of delivery of repairs and maintenance and housing related construction activity from management to operational delivery, maximising efficiency and savings and improving customer focus.

## The Statement of Accounts

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The Statement of Accounts<sup>14</sup> is set out on pages 14 to 67. The Statement covers the financial year from 1 April 2016 to 31 March 2017, with comparative figures included for previous periods where appropriate. The accounts consist of the following statements that are required to be prepared under the Code:

**Statement of Responsibilities (Page 13)** explains both the Council's and the Strategic Director, Corporate Resources' responsibilities in respect of the Statement of Accounts.

### Core Financial Statements (pages 14 to 61):

**Movement in Reserves Statement (Page 14)** shows the movement in the year across the different reserves held by the Council, analysed into 'usable' reserves (i.e. those that can be applied to fund expenditure or reduce local taxation) and other, 'unusable' reserves.

**Comprehensive Income and Expenditure Statement (Page 15)** 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. Councils raise council tax to cover expenditure in accordance with regulations; this may be different from the accounting cost. The taxation position is shown in the Movement in Reserves Statement.

The Comprehensive Income and Expenditure Statement is presented using the Council's internal management structure as reported to Cabinet.

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<sup>14</sup> Note that this is the single entity Statement of Accounts; the Council does not prepare Group Accounts at present

**Balance Sheet (Page 16)** shows the Council's financial position and net assets at the start and end of the financial year. It summarises the long-term and current assets that are used in carrying out the Council's activities, together with its liabilities.

**Cash Flow Statement (Page 17)** summarises the cash and cash equivalent receipts and payments of the Council arising from transactions with third parties.

**Notes to the Core Financial Statements (Page 19)** provide additional information for significant items to support the core statements above.

### Supplementary Financial Statements (pages 62 to 67):

#### Housing Revenue Account (HRA)

- **HRA Income and Expenditure Statement (Page 62)** covers the provision and maintenance of the Council's housing stock. There is a statutory requirement<sup>15</sup> to produce this account, which separates housing from all other Council services.
- **Statement of Movement on the HRA Balance (Page 62)** shows how the HRA Income and Expenditure Statement surplus or deficit for the year reconciles to the movement in the HRA balance for the year.
- **Notes to the Housing Revenue Account (Page 63)** provide additional information to support the HRA statements.

#### Collection Fund

- **The Collection Fund Statement (Page 66)** - the Council is required<sup>16</sup> to maintain a Collection Fund, which shows the transactions of the Council in relation to business rates and council tax and illustrates the way in which these have been distributed to preceptors and the General Fund.
- **Notes to the Collection Fund Statement (Page 67)** provide additional information to support the Collection Fund Statement.

## Documents Supporting the Statement of Accounts

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**Annual Governance Statement (Page 68)**, required by regulations<sup>17</sup> to accompany the Statement of Accounts, outlines the Council's approach to corporate governance and internal control.

**Independent Auditor's Report (Page 74)** details the basis of the external auditor's opinion on the Statement of Accounts.

**Glossary of Terms (Page 76)** includes a description of the key terms used in the Statement of Accounts, along with explanations of any technical terms.

**Contacts (Page 85)** includes a list of key contacts regarding the Statement of Accounts.

**Darren Collins**  
**Strategic Director, Corporate Resources**

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<sup>15</sup> See <http://www.legislation.gov.uk/ukpga/1989/42/part/VI>

<sup>16</sup> In accordance with section 89 of the [Local Government Finance Act 1988](#) (as amended in 1992)

<sup>17</sup> Paragraph 4(4)(a) of the [Accounts and Audit Regulations 2015](#)



# Statement of Responsibilities

## The Council's Responsibilities

The Council is required to:

- make arrangements for the proper administration of its financial affairs and to secure that one of its officers has the responsibility for the administration of those affairs. In Gateshead Council, that officer is the Strategic Director, Corporate Resources;
- manage its affairs to secure economic, efficient and effective use of resources and safeguard its assets; and
- approve the Statement of Accounts.

## The Strategic Director, Corporate Resources' Responsibilities

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

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

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

The Strategic Director, Corporate Resources has also:

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

## Chief Finance Officer's Certificate

I hereby certify that the Statement of Accounts for the year ended 31 March 2017, required by the Accounts and Audit Regulations 2015 are set out in the following pages.

I further certify that the Statement of Accounts give a true and fair view of the financial position of the Council at 31 March 2017 and of its income and expenditure for the year ended 31 March 2017.

Signed:

Date:

**Darren Collins**  
**Strategic Director, Corporate Resources**

# Part 2: Core Financial Statements

## Movement in Reserves Statement

Note	General Fund Balance	Earmarked GF Reserves	Housing Revenue Account	Major Repairs Reserve	Capital Receipts Reserve	Capital Grants Unapplied	Total Useable Reserves	Unusable Reserves	Total Authority Reserves
	£000s	£000s	£000s	£000s	£000s	£000s	£000s	£000s	£000s
<b>Balance as at 31 March 2015</b>	<b>23,386</b>	<b>35,342</b>	<b>19,885</b>	<b>0</b>	<b>7,499</b>	<b>6,243</b>	<b>92,355</b>	<b>104,559</b>	<b>196,914</b>
<b>Movement in reserves during the year</b>									
Total comprehensive income and (expenditure)	(29,601)	0	(1,499)	0	0	0	(31,100)	82,379	51,279
Adjustments between accounting basis and funding basis under regulations	6a 29,602	1,314	5,723	0	3,324	(3,721)	36,242	(36,242)	0
<b>Increase or (decrease) in year</b>	<b>1</b>	<b>1,314</b>	<b>4,224</b>	<b>0</b>	<b>3,324</b>	<b>(3,721)</b>	<b>5,142</b>	<b>46,137</b>	<b>51,279</b>
<b>Balance as at 31 March 2016</b>	<b>6b 23,387</b>	<b>36,656</b>	<b>24,109</b>	<b>0</b>	<b>10,823</b>	<b>2,522</b>	<b>97,497</b>	<b>150,696</b>	<b>248,193</b>
<b>Movement in reserves during the year</b>									
Total comprehensive income and (expenditure)	(27,131)	0	41,575	0	0	0	14,444	15,190	29,634
Adjustments between accounting basis and funding basis under regulations	6a 26,014	(2,882)	(38,325)	0	3,600	323	(11,270)	11,270	0
<b>Increase or (decrease) in year</b>	<b>(1,117)</b>	<b>(2,882)</b>	<b>3,250</b>	<b>0</b>	<b>3,600</b>	<b>323</b>	<b>3,174</b>	<b>26,460</b>	<b>29,634</b>
<b>Balance as at 31 March 2017</b>	<b>6b 22,270</b>	<b>33,774</b>	<b>27,359</b>	<b>0</b>	<b>14,423</b>	<b>2,845</b>	<b>100,671</b>	<b>177,156</b>	<b>277,827</b>

# Comprehensive Income and Expenditure Statement

2015/16 (restated*)			Service	2016/17			Notes
Gross Exp. £000s	Gross Income £000s	Net Exp. £000s		Gross Exp. £000s	Gross Income £000s	Net Exp. £000s	
195,831	(92,382)	103,449	Care, Wellbeing & Learning	196,199	(97,233)	98,966	8
77,873	(39,836)	38,037	Communities & Environment	110,605	(41,898)	68,707	
106,289	(95,769)	10,520	Corporate Resources (including housing benefits)	101,964	(90,763)	11,201	
41,384	(8,769)	32,615	Corporate Services & Governance and Office of the Chief Executive	15,413	(5,824)	9,589	
4,655	(2,087)	2,568	Other Corporate Income and Expenditure	3,436	(3,433)	3	
91,057	(89,471)	1,586	Schools	88,946	(90,263)	(1,317)	
68,738	(83,006)	(14,268)	Housing Revenue Account	25,647	(82,207)	(56,560)	
<b>585,827</b>	<b>(411,320)</b>	<b>174,507</b>	<b>Cost of services</b>	<b>542,210</b>	<b>(411,621)</b>	<b>130,589</b>	
	14,654		Other operating expenditure			17,171	7b
	41,132		Financing and investment income & expenditure			41,746	7b
	(199,193)		Taxation and non-specific grant income			(203,950)	7b
	<b>31,100</b>		<b>(Surplus) or deficit on provision of services</b>			<b>(14,444)</b>	
	(31,029)		(Surplus) or deficit on revaluation of non-current assets			(73,230)	17
	(51,060)		Re-measurements of the net defined benefit liability			58,040	25
	(290)		(Surplus) or deficit on revaluation of available for sale financial assets			0	
	<b>(82,379)</b>		<b>Other comprehensive (income) and expenditure</b>			<b>(15,190)</b>	
	<b>(51,279)</b>		<b>Total comprehensive (income) and expenditure</b>			<b>(29,634)</b>	

\* Restated from the prescribed national format to a format based on the Council's internal structure and management reporting format. It should be noted that the overall Cost of Services has not changed.



# Balance Sheet

31/03/16 £000s		31/03/17 £000s	Notes
1,287,002	Property, plant & equipment	1,391,469	17
21,834	Heritage assets	22,943	18
0	Investment property	1,321	
1,569	Intangible assets	1,657	
12,367	Long-term investments	12,367	26
19,502	Long-term debtors	19,903	22
<b>1,342,274</b>	<b>Long-term assets</b>	<b>1,449,660</b>	
65,104	Short-term investments	52,191	26
3,800	Assets held for sale	1,411	
1,602	Inventories	1,055	
58,782	Short-term debtors	58,580	22
28,667	Cash and cash equivalents	16,916	21
<b>157,955</b>	<b>Current assets</b>	<b>130,153</b>	
(7,118)	Cash and cash equivalents	(5,670)	21
(70,463)	Short-term borrowing	(78,005)	26
(7,627)	Short-term provisions	(4,261)	24
(61,861)	Short-term creditors	(60,494)	23
<b>(147,069)</b>	<b>Current liabilities</b>	<b>(148,430)</b>	
(69,428)	Long-term creditors	(66,123)	23
(5,391)	Long-term provisions	(6,322)	24
(553,188)	Long-term borrowing	(538,341)	26
(476,960)	Pensions liability	(542,770)	25
<b>(1,104,967)</b>	<b>Long-term liabilities</b>	<b>(1,153,556)</b>	
<b>248,193</b>	<b>Net assets</b>	<b>277,827</b>	
	<b>Usable reserves:</b>		
10,823	Capital Receipts Reserve	14,423	
2,522	Capital Grants Unapplied	2,845	
16,341	General Fund - General Reserve	16,797	
7,046	General Fund - LMS Reserve	5,473	
24,109	Housing Revenue Account	27,359	
36,656	Earmarked Reserves	33,774	
<b>97,497</b>	<b>Total usable reserves</b>	<b>100,671</b>	6b
<b>150,696</b>	<b>Unusable reserves</b>	<b>177,156</b>	6b
<b>248,193</b>	<b>Total reserves</b>	<b>277,827</b>	

Signed:

Date:

**Darren Collins**  
Strategic Director, Corporate Resources

# Cash Flow Statement

2015/16 £000s		2016/17 £000s
31,100	<b>Net (surplus) or deficit on the provision of services</b>	(14,444)
	<b>Adjustments to net surplus or deficit on the provision of service for non-cash movements:</b>	
(39,557)	Depreciation of non-current assets	(43,030)
(30,167)	Impairment / downward revaluation of non-current assets	7,887
(819)	Amortisation of intangible non-current assets	(894)
(8,260)	Pension adjustments	(7,770)
(234)	Increase/decrease in impairment for provision for bad debts	(658)
(1,644)	Contributions (to) / from provisions	2,435
(7,013)	Carrying amount of property, plant and equipment, investment property, assets held for sale and intangible assets sold	(9,912)
(35)	(Decrease)/increase in inventories	(547)
3,391	(Decrease)/increase in debtors	(2,326)
12,533	Decrease/(increase) in creditors	5,666
(875)	Other non-cash movement	(5)
(72,680)		(49,153)
	<b>Adjustments for items included in the net surplus or deficit on the provision of service that are investing or financing activities:</b>	
7,078	Proceeds from the disposal of PPE, investment property, assets held for sale and intangible assets	7,399
14,962	Capital grants credited to surplus or deficit on the provision of services	27,075
22,040		34,474
(19,540)	<b>Net cash flows from operating activities</b>	(29,123)
	<b>Cash flows for operating activities include the following:</b>	
27,283	Interest paid	26,460
(1,726)	Interest received	1,676
25,557		28,136

	<b>Net cash flows from investing activities:</b>	
47,108	Purchase of property, plant and equipment, investment property, assets held for sale and intangible assets	60,664
381,125	Purchase of short term and long term investments	214,936
0	Other payments for investing activities	0
(7,078)	Proceeds from the sale of property, plant and equipment, investment property, assets held for sale and intangible assets	(7,399)
(368,125)	Proceeds from the sale of short term and long term investments	(227,771)
(11,202)	Capital grants received (government)	(11,063)
0	Other receipts for investing activities	0
<b>41,828</b>	<b>Net cash flows from investing activities</b>	<b>29,366</b>
	<b>Net cash flows from financing activities:</b>	
(33,000)	Cash receipts of short and long term borrowing	(31,000)
3,109	Cash payments for the reduction of the outstanding liabilities relating to finance leases and on Balance Sheet PFI contracts	2,929
21,366	Repayment of short and long term borrowings	38,131
<b>(8,525)</b>	<b>Net cash flows from financing activities</b>	<b>10,060</b>
<b>13,763</b>	<b>Net (increase)/ decrease in cash and cash equivalents</b>	<b>10,303</b>

<b>35,312</b>	<b>Cash and cash equivalents at the beginning of the period</b>	<b>21,549</b>
<b>21,549</b>	<b>Cash and cash equivalents at the end of the period</b>	<b>11,246</b>

# Notes to the Core Financial Statements

## 1. Significant Accounting Policies

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This Statement of Accounts summarises the Council's transactions during the financial year and its position at the year-end. Legislation<sup>18</sup> requires that the Council prepare the Statement annually, and in accordance with proper practice (the local government Code of Practice and international accounting standards).

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

The most significant policies affecting the Statement are included within the notes below.

All figures are rounded to the nearest thousand (£000s) unless otherwise stated.

## 2. Critical judgements in applying accounting policies

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In applying its accounting policies, the Council has had to make certain judgements about the complex transactions or those involving uncertainty about future events. Where judgement has been applied, the key factors taken into consideration are disclosed within the relevant note. The most significant areas where judgements have been necessary are:

- **Leases:** determination as to whether lease arrangements are finance or operating leases
- **PFI:** a determination as to whether PFI assets and liabilities are on- or off-Balance Sheet
- **Provisions and contingent liabilities:** an assessment of future liabilities that may constitute provisions or contingent liabilities
- **Group accounts:** the value of subsidiaries and associates may warrant the preparation of group accounts
- **Future government funding:** Council assets may be impaired as a result of the potential need to close facilities / reduce levels of service provision

## 3. Events after the Balance Sheet date

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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. Events taking place after the date of authorisation for issue are not reflected in the Statement of Accounts. 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; and
- those that are indicative of conditions that arose after the reporting period: the Statement of Accounts is not adjusted to reflect such events, but material events would require disclosure of their nature and estimated financial effect.

No events after the Balance Sheet date have been identified that would require any changes to or additional disclosure within this Statement of Accounts.

## 4. Accounting standards issued but not yet adopted and other future changes

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A number of changes to accounting standards may affect the Statement of Accounts from 1 April 2017 and may require retrospective application:

- From 2017/18, the 2017/18 Code of Practice requires local authorities to confirm their "going concern" basis for their financial statements
- Faster closing: from 2017/18, the Government requires local authorities to prepare their unaudited financial statements by 31 May 2018 and their audited financial statements by 31 July 2018

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<sup>18</sup> [www.legislation.gov.uk/ukxi/2015/234/pdfs/ukxi\\_20150234\\_en.pdf](http://www.legislation.gov.uk/ukxi/2015/234/pdfs/ukxi_20150234_en.pdf)

- IFRS 9 *Financial instruments*: this new standard replaces IAS 39 from 2018/19 and changes the approach to financial assets and accounting for impairments; its impact is unlikely to be material
- IFRS 15 *Revenue from contracts*: this new standard replaces IAS 18 from 2018/19 and aims to standardise practices around recognition of revenue from contracts; its impact is unlikely to be material
- IFRS 16 *Leases*: this new standard replaces IAS 17 from 2019/20 and establishes a new model for lessees; its impact may be material given the value of the Council's leases (see Note 11)

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

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The Statement of Accounts contains estimated figures that are based on assumptions made by the Council about the future or that are otherwise uncertain. Estimates are made taking 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 Council's Balance Sheet at 31 March 2017 for which there is a significant risk of material adjustment in the forthcoming financial year are as follows:

- **Pension liabilities:** 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. Sensitivities are included in Note 25.
- **Depreciation:** assets are depreciated over their estimated useful lives and are based on assumptions about the level of repairs and maintenance that will be incurred and useful economic lives. Depreciation totalled £170.9m as at 31 March 2017; a change in methodology resulting in a 1% movement would change the Balance Sheet by £1.7m.
- **Revaluations:** a 1% change in asset valuation would equate to a £13.9m, which would represent a material movement - as such, this presents a significant risk of misstatement. To manage this risk, assets valued at more than £40,000 are subject to the Council's five-yearly rolling programme of revaluations, which ensures that there is no possibility of material changes in value between valuations. However, to provide additional assurance, the Council's housing stock and significant assets are valued every year (full details are included in Note 17), and annual reviews of market conditions (including reviews at the year-end) for all asset categories are undertaken to ensure that the fair value of assets as at 31 March are not materially misstated. In 2016/17, the Council revalued £986m of its property, plant and equipment (£1.391bn total).
- **Provisions:** the Council makes prudent provision for likely future liabilities, such as insurance costs and the impact of unpaid debts. Changes in assumptions are very unlikely to materially affect the Statement of Accounts. A 1% change in provisions would equate to £0.1m, which would not be material. The Council also holds general and earmarked reserves that can be called upon in the event of major unexpected liabilities arising.

## 6. Movement in Reserves Statement adjustments

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The Council sets aside specific amounts as reserves for future policy purposes or to cover contingencies. When expenditure to be financed from a reserve is incurred, it is charged to the appropriate service in that year. 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 for accounting purposes only, and do not represent usable resources. The Movement in Reserves Statement details all movements in the Council's usable reserves, and provides a summary of the movements in unusable reserves. The following tables provide further detail of the amounts disclosed in the Movement in Reserves Statement:

## Part 2: Notes to the Core Financial Statements

- a. **Adjustments between accounting basis and funding under regulations:** this section of the Movement in Reserves Statement details the adjustments that are made to the total comprehensive income and expenditure recognised by the Council in the year. These adjustments are specified by statutory provisions as being available to the Council to meet future capital and revenue expenditure in accordance with proper accounting practice:

	General Fund	Earmarked reserves	Housing Revenue Account	Major Repairs Reserve	Capital Receipts Reserve	Capital Grants Unapplied	Unusable Reserves
<b>2016/17 movements (£000s)</b>							
Charges for depreciation of non-current assets	(29,093)	0	0	(13,937)	0	0	* 43,030
Impairment and revaluation losses (charged to <i>surplus or deficit on provision of services</i> ) of non-current assets	(23,074)	0	32,077	0	0	0	* (9,003)
Capital grants and contributions credited to the Comprehensive Income and Expenditure Statement	27,075	0	0	0	0	(1,826)	* (25,249)
Net gain or loss on sale of non-current assets	(2,903)	0	390	0	(7,403)	0	* 9,916
Amount by which pension costs calculated in accordance with the Code are different from the contributions due under the pension scheme regulations	(7,216)	0	(554)	0	0	0	‡ 7,770
Statutory provision for repayment of debt	15,604	0	0	0	0	0	* (15,604)
Capital expenditure charged to the General Fund / HRA	1,331	0	6,399	(4,902)	0	0	(2,828)
Transfers to/from earmarked reserves	(2,882)	2,882	0	0	0	0	0
Other transfers to/from reserves required by legislation	(4,856)	0	13	18,839	3,803	1,503	\$ (19,302)
<b>Adjustments between accounting basis and funding basis under regulations</b>	<b>(26,014)</b>	<b>2,882</b>	<b>38,325</b>	<b>0</b>	<b>(3,600)</b>	<b>(323)</b>	<b>(11,270)</b>
* All charged to Capital Adjustment Account; 1,231 to Revaluation Reserve and 8,685 to Capital Adjustment Account; ‡ all charged to Pension Reserve; \$ includes (21,825) to Capital Adjustment Account							
<b>2015/16 movements (£000s)</b>							
Charges for depreciation of non-current assets	(28,141)	0	0	(11,416)	0	0	* 39,557
Impairment and revaluation losses (charged to <i>surplus or deficit on provision of services</i> ) of non-current assets	(18,118)	0	(12,049)	0	0	0	* 30,167
Capital grants and contributions credited to the Comprehensive Income and Expenditure Statement	14,963	0	0	0	0	(1,485)	* (13,478)
Revenue expenditure funded from capital under statute	(4,612)	0	0	0	0	0	* 4,612
Net gain or loss on sale of non-current assets	(821)	0	741	0	(6,933)	0	‡ 7,013
Amount by which pension costs calculated in accordance with the Code are different from the contributions due under the pension scheme regulations	(7,627)	0	(633)	0	0	0	8,260‡
Statutory provision for repayment of debt	16,245	0	0	0	0	0	* (16,245)
Capital expenditure charged to the General Fund / HRA	1,383	0	6,204	0	0	0	(7,587)
Transfers to/from earmarked reserves	1,314	(1,314)	0	0	0	0	0
Other transfers to/from reserves required by legislation	(4,188)	0	14	11,416	3,609	5,206	\$ (16,057)
<b>Adjustments between accounting basis and funding basis under regulations</b>	<b>(29,602)</b>	<b>(1,314)</b>	<b>(5,723)</b>	<b>0</b>	<b>(3,324)</b>	<b>3,721</b>	<b>36,242</b>
* All charged to Capital Adjustment Account; † includes 958 to Revaluation Reserve, 6,055 to Capital Adjustment Account; ‡ All charged to Pension Reserve; \$ includes 3,034 charged to Capital Adjustment Account and (20,804) charged to Revaluation Reserve							



- b. **Reserves:** the Council maintains a number of reserves, which are classified as either usable (reserves that can be used by the Council) or unusable (notional adjustment accounts not usable by the Council). Analysis of the Council's reserves and details of any transfers to or from earmarked reserves are set out below (descriptions of each reserve are detailed below the table):

Balance 31/03/16 £000s		Transfer s in £000s	Transfers out £000s	Balance 31/03/17 £000s
	<b>Useable reserves</b>			
	General Fund balance:			
16,341	General Reserve	5,422	(4,966)	16,797
7,046	LMS Budget Share Reserve	425	(1,998)	5,473
23,387	<b>General Fund</b>	<b>5,847</b>	<b>(6,964)</b>	<b>22,270</b>
	Earmarked General Fund reserves:			
3,000	Insurance	0	0	3,000
2,500	Strategic Change	0	(1,191)	1,309
1,314	Grant Clawback	0	0	1,314
6,009	Gateshead Development Pool	0	0	6,009
2,036	Developers' Contributions	373	(472)	1,937
4,259	Unapplied Revenue Grants	539	(1,156)	3,642
3,456	Economic Growth	0	(66)	3,390
5,000	Business Rates	0	0	5,000
2,996	Budget Flexibility	969	(2,171)	1,794
957	Discretionary Social Fund	0	(176)	781
1,772	Public Health	659	0	2,431
3,357	DSG	0	(190)	3,167
36,656	<b>Total earmarked General Fund reserves:</b>	<b>2,540</b>	<b>(5,422)</b>	<b>33,774</b>
24,109	Housing Revenue Account (HRA) balance	3,250	0	27,359
	Earmarked HRA reserves:		0	
0	Major Repairs Reserve	(13,937)	13,937	0
10,823	Capital Receipts Reserve	8,786	(5,186)	14,423
2,522	Capital Grants Unapplied	1,827	(1,504)	2,845
97,497	<b>Total usable reserves</b>	<b>8,313</b>	<b>(5,139)</b>	<b>100,671</b>
	<b>Unusable reserves</b>			
134,984	Revaluation Reserve	73,230	(5,356)	202,858
486,954	Capital Adjustment Account	79,822	(55,516)	511,260
(3,876)	Financial Instrument Adjustment Account	92	0	(3,784)
12,115	Available for Sale Financial instruments Reserve	0	0	12,115
1,789	Deferred Capital Receipts Reserve	0	(1,389)	400
(1,123)	Collection Fund Adjustment Account	1,387	0	264
(3,187)	Accumulated Absences Account	41	(41)	(3,187)
(476,960)	Pensions Reserve	(65,810)	0	(542,770)
150,696	<b>Total unusable reserves</b>	<b>88,721</b>	<b>(62,261)</b>	<b>177,156</b>
248,193	<b>Total reserves of the Council</b>	<b>97,034</b>	<b>(67,400)</b>	<b>277,827</b>

### Usable Reserves

The **General Fund** is the statutory fund into which all the receipts of an authority are required to be paid and out of which all liabilities of the authority are to be met, except to the extent that statutory rules might provide otherwise. These rules can also specify the financial year in which liabilities and payments should impact on the General Fund balance, which is not necessarily in accordance with proper accounting practice. The General Fund balance therefore summarises the resources that the Council is statutorily empowered to spend on its services or on capital investment (or the deficit of resources that the Council is required to recover) at the end of the financial year.

The General Fund is split between a General Reserve and reserves attributable to Schools (LMS Budget Share Reserve). Spending on the provision of housing is also split between the General Fund and the Housing Revenue Account.

The **Housing Revenue Account (HRA)** 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 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.

**Earmarked Reserves** are reserves set aside from General Fund resources in order to fund future, specific activities or cost pressures. Definitions are included within the Glossary.

- **Business Rates:** this reserve has been created to mitigate the risk of current and future business rate valuation appeals and other risks associated with the business rates retention scheme. This area of risk was previously explicitly covered by the General Reserve. It is proposed that £5.0m is still the appropriate level for the Insurance Reserve to prevent a major impact on the revenue budget in any year, however due to the volatility in the move to 100% rate retention this will need to be kept under review and may need to increase.
- **Insurance:** the reserve is to allow for possible claims against the Council which are not covered by external policies and to cover insured liability claims falling within the claims excess and policy stop loss. The reserve is based on an assessment of both insured and uninsured liabilities and claims potentially falling on the Council. It is proposed that £3.0m is still the appropriate level for the Insurance Reserve to prevent a major impact on the revenue budget in any year.
- **Grant Claw-back:** the reserve is for grant received which may need to be repaid. The reserve exists to mitigate the risk of potential claw-back of funding following European Audit of ERDF grant claims. Following a full review of projects this level is still considered prudent.
- **Gateshead Development Pool:** this reserve has been used to support the redundancy scheme in previous years and further support to workforce management may be required in the future.
- **Economic Growth:** one of the key objectives of Vision 2030 and the Council Plan is to stimulate the local economy. Use of this reserve will enable the Council to support emerging opportunities to accelerate development and incentivise economic growth on a business case basis within the framework of the Gateshead Economic Growth Acceleration Plan 2013-18.
- **Discretionary Social Fund:** the Discretionary Social Fund was not fully utilised during 2014/15 and this was appropriated into this reserve to support the most vulnerable in society over the period of the MTFs, as the government confirmed that specific funding for this initiative would cease from 2015/16. Funding from this reserve will be drawn down to support in year social fund activities.
- **Strategic Change:** this reserve was created in 2014/15 to support the delivery of the refreshed Council Plan over the period to 2020. This will support initiatives linked to the priorities within the plan and provide flexibility around interventions in support of outcomes, including investment in technology to deliver new ways of working.
- **Budget Flexibility:** this reserve was created in 2013/14 to allow flexibility to carry-forward appropriate under spend balances for reinvestment normally the following year.
- **Developer Contributions:** this reserve, which is ring-fenced and not available to support the budget, consists of developer contributions in respect of agreed regeneration schemes following Section 38 and 106 agreements. The movement on the reserve will fluctuate depending on the use of the contributions to support regeneration schemes such as play areas in areas of new housing.
- **Dedicated Schools Grant:** this reserve is ring-fenced for schools use and cannot be used for other priorities within the Council. Use of this reserve will be agreed by Schools Forum.
- **Unapplied Revenue Grants:** this reserve was created as a result of changes to the Code whereby unused grants and contributions, without conditions attached, should be appropriated to reserves to fund future expenditure rather than creating creditors on the Balance Sheet
- **Public Health:** the responsibility for Public Health transferred to local authorities on the 1 April 2013. The funding is ring-fenced for future Public Health use.

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 use, and may be earmarked for use in the Council's capital programme.

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 **Major Repairs Reserve** is an earmarked HRA reserve used to fund capital improvements or to repay historic debt. The minimum amount transferred to the MRR each year is equivalent to the depreciation charge. The balance shows the MRR resources yet to be applied at the year-end.

### Unusable Reserves

The **Revaluation Reserve** contains gains made by the Council arising from increases in non-current asset values. 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.

The **Capital Adjustment Account** accounts for 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 charged 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.

The **Financial Instruments Adjustment Account** is a statutory reserve that accounts for 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 balance relates to deferred liabilities that regulations specify can continue to be recognised over the life of the replacement borrowing, and amounts relating to the re-measurement of soft loans entered into by the Council, which regulations allow to be recharged over the life of the loans.

The **Available for Sale Financial instruments Reserve** is a revaluation reserve reflecting changes in the estimated market value of available for sale financial instruments (currently includes Newcastle International Airport and SCAPE System Build Ltd).

**Deferred Capital Receipts Reserve** - Deferred Capital Receipts are created when a Council asset is sold and the receipt of income is delayed or payable in instalments. The deferred capital receipt is written down each year by the income that is received which is then recognised as a capital receipt.

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

The **Accumulated Absences Account** absorbs 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 2017. Statutory arrangements require that the impact on the General Fund is neutralised by transfers to/from the account.

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 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 ensure that funding will have been set aside by the time the benefits come to be paid.

## 7. Comprehensive Income and Expenditure Statement (CIES) information

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### a. Key accounting policies:

#### **Accruals of expenditure and income**

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

- Income 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;
- Income from the provision of services is recognised when the Council can measure reliably 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 relating to services are recorded as expenditure when they are received rather than when payments are made;
- Interest payable on borrowings and receivable on investments is accounted for on the basis of the effective interest rate for the relevant financial instrument rather than the cash flows fixed or determined by the contract; and
- Where revenue and expenditure have been recognised but cash has not been received or paid (subject to a *de minimis* threshold of £5,000), a debtor or creditor for the relevant amount is recorded in the Balance Sheet. Where it is doubtful that debts will be settled, the balance of debtors is written down and a charge made to the CIES for the income that might not be collected.

#### **Charges to revenue for non-current assets**

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

- depreciation attributable to the assets used by the relevant service;
- revaluation and impairment losses on assets used by the service where there are no accumulated gains in the Revaluation Reserve against which the losses can be written off (may also be credited with the reversal of previous years' losses); and
- amortisation of intangible assets attributable to the service.

The Council is not required to raise council tax to cover depreciation, impairment losses or amortisations. However, it is required to make an annual provision from revenue to contribute towards the reduction in its overall borrowing requirement (equal to an amount calculated on a prudent basis as determined by the Council in accordance with statutory guidance). Depreciation, revaluation and impairment losses and amortisations are therefore replaced by a minimum revenue provision (MRP) in the General Fund, by way of an adjusting transaction with the Capital Adjustment Account in the Movement in Reserves Statement for the difference between the two.

**Value Added Tax (VAT)**

VAT is included in the Comprehensive Income and Expenditure Statement only to the extent that it is irrecoverable from HM Revenue and Customs.

**b. Analysis of items below Cost of Services:**

2015/16 £000s		2016/17 £000s
	<b>Other operating expenditure</b>	
(64)	(Gains) / losses on the disposal of non-current assets	2,513
	Precepts and levies:	
159	Environment Agency levy	161
18	Tyne Port Health Authority precept	18
12,069	Tyne and Wear Integrated Transport Authority levy	11,671
8	Lamesley Parish Council precept	10
2,464	Payments to the housing capital receipts pool	2,798
<b>14,654</b>		<b>17,171</b>
	<b>Financing and investment income and expenditure</b>	
30,996	Interest payable and similar charges	29,997
15,950	Net interest on defined benefit liability / (asset)	15,590
(1,898)	Interest receivable and similar income	(1,714)
(3,916)	(Surpluses) / deficits on trading activities	(2,127)
<b>41,132</b>		<b>41,746</b>
	<b>Taxation and non-specific grant income</b>	
(75,001)	Council tax income	(78,653)
(65,787)	Government grants not attributable to services	(54,303)
(14,962)	Capital grants and contributions	(27,075)
(43,443)	Business rates retained	(43,919)
<b>(199,193)</b>		<b>(203,950)</b>

**c. Material items of income or expense:**

The Code requires the separate disclosure of any individual material items of income or expense within the Statement of Accounts. These have been disclosed elsewhere within the notes, and relate to: -£43.030m depreciation, -£23.074m downward revaluations and +£32.077m upward revaluations respectively; see *Notes 6a, 17 and HRA Notes 5 and 6*), actuarial pension adjustments (£58.040m; see *Notes 6a and 25*), and surpluses on revaluation (£73.230m; see *Note 17*).

## 8. Expenditure and funding analysis

The objective of the Expenditure and Funding Analysis is to demonstrate to council tax [and rent] payers how the funding available to the Council (i.e. government grants, rents, council tax and business rates) for the year has been used in providing services in comparison with those resources consumed or earned by authorities in accordance with generally accepted accounting practices. The Expenditure and Funding Analysis also shows how this expenditure is allocated for decision making purposes between the Council's directorates [services or departments]. Income and expenditure accounted for under generally accepted accounting practices is presented more fully in the Comprehensive Income and Expenditure Statement:

2015/16				2016/17		
Net expenditure chargeable to the General Fund / HRA £000s	Adjustments between funding and accounting basis ‡ £000s	Net expenditure in the CIES £000s		Net expenditure chargeable to the General Fund / HRA £000s	Adjustments between funding and accounting basis ‡ £000s	Net expenditure in the CIES £000s
117,264	(13,814)	103,450	Care, Wellbeing & Learning	119,723	(20,757)	98,966
31,318	6,718	38,036	Communities & Environment	32,308	36,399	68,707
7,648	2,872	10,520	Corporate Resources	7,177	4,024	11,201
			Corporate Services & Governance and Office of the Chief Executive			
6,781	25,834	32,615		4,791	4,798	9,589
5,299	(2,731)	2,568	Other Corporate Income and Expenditure	(1,342)	1,345	3
770	817	1,587	Schools	1,575	(2,892)	(1,317)
(4,224)	(10,044)	(14,268)	Local authority housing (HRA)	(3,250)	(53,310)	(56,560)
164,856	9,652	174,508	<b>Net Cost of Services</b>	160,982	(30,393)	130,589
(169,081)	25,673	(143,408)	Other income and expenditure	(163,115)	18,082	(145,033)
(4,225)	* 35,325	31,100	<b>Surplus / Deficit</b>	(2,133)	* (12,311)	(14,444)
		43,271	<b>Opening General Fund and HRA balance</b>	47,496		
		4,225	+/- surplus/(deficit) on General Fund and HRA balance	2,133		
		47,496	<b>Closing General Fund and HRA balance</b>	49,629		

‡ Further analysis of *adjustments between funding and accounting basis* is provided in Note 6a

\* CIES breakdown of this figure (capital, pensions and other adjustments) has been provided on the following page

2015/16					2016/17			
Adjustments for capital purposes (Note 1) £000s	Net change for pension adjustments (Note 2) £000s	Other differences (Note 3) £000s	Total Adjustments £000s		Adjustments for capital purposes (Note 1) £000s	Net change for pension adjustments (Note 2) £000s	Other differences (Note 3) £000s	Total Adjustments £000s
13,621	(7,550)	(19,885)	(13,814)	Care, Wellbeing & Learning	7,520	(5,700)	(22,577)	(20,757)
7,540	(1,511)	689	6,718	Communities & Environment	39,032	(1,836)	(797)	36,399
1,900	0	972	2,872	Corporate Resources	2,316	450	1,258	4,024
				Corporate Services & Governance and Office of the Chief Executive				
25,787	(625)	672	25,834	Other Corporate Income and Expenditure	3,311	204	1,283	4,798
20	961	(3,712)	(2,731)	Schools	0	2,918	1,573	1,345
(648)	1,463	1	816	Local authority housing (HRA)	(483)	(2,407)	(2)	(2,892)
(10,245)	193	8	(10,044)	<b>Net Cost of Services</b>	(53,864)	554	0	(53,310)
<b>37,975</b>	<b>(7,069)</b>	<b>(21,255)</b>	<b>9,651</b>	Other income and expenditure from the Expenditure and Funding Analysis	<b>(2,168)</b>	<b>(5,817)</b>	<b>(22,408)</b>	<b>(30,393)</b>
(10,381)	15,328	20,726	25,673	<b>Difference between General Fund surplus or deficit and CIES surplus / deficit on the Provision of Services</b>	(19,407)	13,585	23,904	18,082
<b>27,594</b>	<b>8,259</b>	<b>(529)</b>	<b>35,324</b>		<b>(21,575)</b>	<b>7,768</b>	<b>1,496</b>	<b>(12,311)</b>

- Adjustments for capital purposes – this column adds in depreciation and 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 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 between amounts debited/credited to the Comprehensive Income and Expenditure Statement and amounts payable/receivable to be recognised under statute:
  - For Financing and investment income and expenditure the other differences column recognises adjustments to the General Fund for the timing differences for premiums and discounts.
  - The charge under Taxation and non-specific grant income and expenditure represents the difference between what is chargeable under statutory regulations for council tax and NDR that was projected to be received at the start of the year and the income recognised under generally accepted accounting practices in the Code. This is a timing difference as any difference will be brought forward in future Surpluses or Deficits on the Collection Fund.



Subjective analysis of the Surplus/deficit on provision of services		
2015/16 £000s		2016/17 £000s
	<b>Expenditure</b>	
194,476	Employee expenses	183,595
97,629	Other services	105,254
227,765	Third party and transfer payments	233,965
21,780	Support services	19,232
70,116	Depreciation, amortisation and impairment	63,759
12,253	Precepts and levies	11,860
<b>624,019</b>		<b>617,665</b>
<b>(14,268)</b>	<b>Housing Revenue Account (HRA)</b>	<b>(56,560)</b>
	<b>Income</b>	
(296,765)	Government grants and contributions	(287,705)
(46,927)	Other grants, reimbursements and contributions	(49,486)
(63,902)	Fees, charges and other service income	(61,981)
(1,964)	Interest and investment income	(1,695)
(49,659)	Recharges	(52,110)
(119,434)	Income from council tax and business rates	(122,572)
<b>(578,651)</b>		<b>(575,549)</b>
<b>31,100</b>	<b>(Surplus) / Deficit on the Provision of Services</b>	<b>(14,444)</b>

## 9. Dedicated Schools Grant

School funding for local authorities in England is provided by a ring-fenced grant called Dedicated Schools Grant (DSG) from the Department for Education. DSG is accounted for as part of the cost of services under *Care, Wellbeing and Learning* within the Comprehensive Income and Expenditure Statement.

The grant can only be applied to meet expenditure included in the Schools Budget, as defined in the School Finance and Early Years (England) Regulations 2014, which provides for two elements: *Central expenditure*, which is a restricted range of services provided on a council-wide basis, and *Individual Schools Budget (ISB)*, whereby each school is allocated a delegated budget share. Overspends and underspends on each element are required to be accounted for separately.

Details of the deployment of DSG receivable for 2016/17 are as follows:

	Central expenditure £000s	ISB £000s	Total £000s
Final DSG for 2016/17 before academy recoupment	22,719	113,265	135,984
Academy figure recouped for 2016/17	0	38,231	38,231
<b>Total DSG after academy recoupment 2016/17</b>	<b>22,719</b>	<b>75,034</b>	<b>97,753</b>
Plus: brought forward from 2015/16	3,357	0	3,357
<b>Agreed initial budgeted distribution in 2016/17</b>	<b>26,076</b>	<b>75,034</b>	<b>101,110</b>
In-year adjustments	(683)	0	(683)
<b>Final budgeted distribution in 2016/17</b>	<b>25,393</b>	<b>75,034</b>	<b>100,427</b>
Less: actual central expenditure	22,647		22,647
Less: actual ISB deployed to schools		74,612	74,612
<b>Carry-forward to 2017/18</b>	<b>2,746</b>	<b>422</b>	<b>3,168</b>

## 10. Government and non-government grants

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 that the grants or contributions will be received.

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

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

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

The Council has deviated from the Code in an immaterial way with regard to the treatment of unspent, non-conditional revenue grant income and contributions. The recommended treatment, defined within the Code of Practice, is to appropriate any income unspent at the year-end into an earmarked reserve. However, the Council has set a threshold of £100,000; any grants below this level are classified as receipts in advance (within creditors on the Balance Sheet; see also Note 6b). The reasons for this are operational: approval from Cabinet is required to appropriate funds from reserves, which is not practical for small amounts on a regular basis, and it would increase the complexity and reduce the transparency of the Council's budget monitoring processes. The value of the Code deviation was £0.838m in 2016/17 (£0.838m in 2015/16).

The Council credited the following grants, contributions and donations to the CIES:

2015/16 £000s		2016/17 £000s
	<b>a) General government grants not attributable to Services</b>	
(47,767)	Revenue Support Grant	(37,258)
(9,869)	Top Up Grant	(9,951)
(8,151)	Other Grants	(7,094)
<b>(65,787)</b>		<b>(54,303)</b>
	<b>b) Specific government grants attributable to Services</b>	
(1,016)	Department of Communities and Local Government	(3,365)
(117,622)	Department for Education	(119,295)
(88,344)	Department for Work and Pensions	(85,369)
(16,390)	Department of Health	(17,535)
(8,923)	Joint / other	(7,661)
<b>(232,295)</b>		<b>(233,225)</b>
	<b>c) Capital grant income not attributable to Services</b>	
(1,152)	Department of Communities & Local Government	(1,524)
(2,321)	Department for Education	(3,245)
0	European Regional Development Fund	(1,308)
(6,015)	Other government grants	(6,422)
(904)	Other non-government grants	(301)
0	Other non-government contributions	(125)
<b>(10,392)</b>		<b>(12,925)</b>
<b>(308,474)</b>	<b>Total grants and government contributions</b>	<b>(300,453)</b>
	<b>d) Other contributions and donations</b>	
(47,389)	Other revenue contributions attributable to Services	(49,994)
(4,570)	Donated assets not attributable to Services	*(14,150)
<b>(51,959)</b>	<b>Total other contributions</b>	<b>(64,144)</b>

\* relates to schools at Whickham Front St (£5.1m), Lingey House (£6.0m) and Roman Road (£3.05m) delivered as part of the Government's Priority School Building Programme

## 11. Operating leases

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

The Council leases out property and equipment under operating leases for the provision of community services and for economic development purposes. The total values of future minimum lease payments receivable under non-cancellable operating leases are as follows:

	31/03/16 £000s	31/03/17 £000s
Not later than one year	4,644	3,882
Later than one year and not later than five years	8,354	9,637
Later than five years	43,494	46,740
	<b>56,492</b>	<b>60,259</b>

## 12. Councillors' allowances

The total of councillors' allowances and expenses paid in the year was as follows:

2015/16 £000s		2016/17 £000s
697	Basic allowance	741
382	Special responsibility allowance	414
32	Other allowances and expenses	33
<b>1,111</b>	<b>Total</b>	<b>1,188</b>

More information on the allowances scheme can be found on the Council's website<sup>19</sup>.

## 13. External audit costs

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

2015/16 £000s		2016/17 £000s
130	Fees payable to auditors appointed under the Local Audit and Accountability Act 2014	130
17	Fees payable for the certification of grant claims and returns for Public Sector Audit Appointments Ltd (PSAA)	12
15	Other claims / returns not on behalf of PSAA	5
<b>162</b>		<b>147</b>

<sup>19</sup> See [www.gateshead.gov.uk/Council%20and%20Democracy/Councillors-and-committees/MembersAllowancesScheme.aspx](http://www.gateshead.gov.uk/Council%20and%20Democracy/Councillors-and-committees/MembersAllowancesScheme.aspx)



## 14. Officers' remuneration

Remuneration of the Chief Executive and Strategic Directors are as follows:

Remuneration of senior employees 2016/17						
Post holder information	Salary, fees & allowances £	Expenses allowances* £	Loss of employment costs £	Non-cash benefits £	Pension contribution £	Total £
Chief Executive, J Robinson (end date 14 Aug 2016)	59,315	20,516	0	97	9,312	<b>89,240</b>
Chief Executive (interim), M Barker (15 Aug 2016 -26 Feb 2017)	86,301	0	0	0	13,549	<b>99,850</b>
Chief Executive, S Ramsey (from 27 Feb 2017)	14,276	0	0	0	2,241	<b>16,517</b>
Strategic Director, Corporate Resources	113,695	0	0	0	17,850	<b>131,545</b>
Strategic Director, Corporate Services and Governance	52,329	0	0	0	8,215	<b>60,544</b>
Interim Strategic Director, Care, Wellbeing & Learning (postholder 1; to 15 Jul 2016)	34,114	0	0	0	0	<b>34,114</b>
Interim Strategic Director, Care, Wellbeing & Learning (postholder 2; 25 Jul 2016 - 28 Feb 2017)	102,120	0	0	0	0	<b>102,120</b>
Strategic Director, Communities and Environment	113,695	0	0	0	17,850	<b>131,545</b>
Locality Director of Public Health (end date 15 May 2016)	11,741	0	0	90	1,664	<b>13,495</b>
Director of Public Health (from 16 May 2016)	80,596	0	0	87	11,513	<b>92,196</b>
	<b>668,182</b>	<b>20,516</b>	<b>0</b>	<b>274</b>	<b>82,194</b>	<b>771,166</b>
* Returning Officer fees						

Remuneration of senior employees 2015/16						
Post holder information	Salary, fees & allowances £	Expenses allowances* £	Loss of employment costs £	Non-cash benefits £	Pension contribution £	Total £
Chief Executive, J Robinson	158,307	13,563	0	99	24,854	<b>196,823</b>
Assistant Chief Executive (end date 31 March 2016)	112,569	0	76,510	-	120,952	<b>310,031</b>
Strategic Director, Corporate Resources	112,569	0	0	-	17,673	<b>130,242</b>
Strategic Director, Corporate Services and Governance	112,569	0	0	-	17,673	<b>130,242</b>
Strategic Director, Care, Wellbeing and Learning (end date 15 Jan 2016)	88,966	0	76,500	2,033	123,360	<b>290,859</b>
Strategic Director, Communities and Environment	112,569	0	0	-	17,673	<b>130,242</b>
Strategic Director, Transformation Programme (end date 31 July 2015)	37,523	0	56,368	-	139,066	<b>232,957</b>
Locality Director of Public Health	93,170	0	0	872	13,323	<b>107,365</b>
	<b>828,242</b>	<b>13,563</b>	<b>209,378</b>	<b>3,004</b>	<b>474,574</b>	<b>1,528,761</b>
* Returning Officer fees						

The number of employees (including schools but excluding those detailed above) whose remuneration (excluding pension contributions) was over £50,000 is summarised below. The table has been prepared to include and exclude the effect of any redundancies taking place in 2016/17 to indicate the cost impact on senior staff:

Numbers of staff earning over £50,000				
Remuneration Band	Number of Employees			
	Incl. redundancies		Excl. redundancies	
	2015/16	2016/17	2015/16	2016/17
Less than £50,000	8,044	7,803	8,047	7,793
£50,000 - £54,999	40	44	33	40
£55,000 - £59,999	36	33	33	31
£60,000 - £64,999	25	26	26	24
£65,000 - £69,999	18	17	15	17
£70,000 - £74,999	10	5	9	5
£75,000 - £79,999	9	11	8	11
£80,000 - £84,999	1	2	1	2
£85,000 - £89,999	3	2	2	2
£90,000 - £94,999	8	6	6	6
£95,000 - £99,999	2	1	2	1
£100,000 - £104,999	0	0	0	0
£105,000 - £109,999	0	1	0	1

### Termination benefits / Exit packages

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. They are charged on an accruals basis within the Cost of Services in the Comprehensive Income and Expenditure Statement when the Council is demonstrably committed, without realistic possibility of withdrawal, to either terminating the employment of an officer / group of officers or making an offer to encourage voluntary redundancy.

Where termination benefits involve the enhancement of pensions, statutory provisions require the General Fund 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 termination benefits and replace them with debits for the cash paid to the Pension Fund/pensioners and any such amounts payable but unpaid at the year-end.

The table below (including schools) shows that the 2016/17 Statement of Accounts recognises a cost of £1.945m in relation to an estimated 52 compulsory redundancies (CRs) and 12 voluntary redundancies (VRs). This includes a provision for anticipated CRs during 2017/18 and 2018/19 based on expected savings, VRs and the non-renewal of fixed-term contracts. The cost includes redundancy payments to employees and strain on the fund costs payable to the appropriate pension fund:

2015/16					Exit package cost band	2016/17				
Number				Cost		Number				Cost
CRs	VRs	Other	Total	£000s		CRs	VRs	Other	Total	£000s
11	19	1	31	226	£0 - £20,000	8	17	1	26	102
193	5	0	198	6,200	£20,001 - £40,000	51	6	0	57	1,608
1	5	1	7	335	£40,001 - £60,000	0	1	0	1	45
1	8	0	9	626	£60,001 - £80,000	0	2	0	2	146
0	4	0	4	377	£80,001 - £100,000	0	2	0	2	174
0	4	0	4	502	£100,001 - £150,000	0	1	0	1	112
0	1	1	2	375	£150,001 - £200,000	0	0	0	0	0
<b>206</b>	<b>46</b>	<b>3</b>	<b>255</b>	<b>8,641</b>	<b>Total</b>	<b>59</b>	<b>29</b>	<b>0</b>	<b>89</b>	<b>2,186</b>

## 15. 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.

### Central Government

The United Kingdom Government has significant influence over the general operations of the Council: it is responsible for providing the statutory framework within which the Council operates, and provides the majority of its funding in the form of grants and prescribes the terms of many of the transactions that the Council has with other parties (e.g. council tax bills, housing benefits). Grants received from Government departments are analysed in Note 10.

### Councillors and senior officers

Elected councillors have direct control over the Council's financial and operating policies. The total of councillors' allowances paid in 2016/17 is shown in Note 12. During 2016/17, no works and services were commissioned from companies in which councillors had an interest, and the Council entered into no related party transactions with councillors. Details of councillors' interests are recorded in the Register of Councillors' Interests (updated annually); open to public inspection at the Civic Centre during office hours.

During 2016/17, no related party transactions were entered into with senior officers or their close family members.

### Joint arrangements

The Council is involved with a number of entities that are not legally distinct bodies, such as joint committees. These have been established to aid joint working between local authorities, and as such any material assets or liabilities attributable to the Council will be included in the Balance Sheet. Any income or expenditure is accounted for within the Comprehensive Income and Expenditure Statement.

Tyne and Wear Archives and Museums (TWAM): assets attributable to the Council held by TWAM are also held on the Balance Sheet (see Note 18). TWAM is a joint committee partly controlled by the Council, although no other assets / liabilities attributable to the Council have been included on the Balance Sheet on materiality grounds. It should be noted that the Committee is to be dissolved and replaced by a Strategic Board and trading company from 1 June 2017.

### Entities controlled or significantly influenced by the Council

The following organisations are significant bodies (either financially or due to their nature or level of Council control) that must be included within the Council's Statement of Accounts in some form. Where the level of control is significant and the financial value material, the Council is obliged to consider the requirement to prepare group, rather than single entity, accounts. At present, it is not felt that the values or nature of the bodies within the scope of group accounts warrants the preparation of full group accounts; as such, the Council discloses all significant balances and transactions within these bodies that are attributable to the Council. The requirement to produce group accounts is analysed and considered annually.

### Newcastle Airport

Under the Airport Act 1986, Newcastle International Airport Limited (NIAL) was formed and seven local authorities were allocated shares in consideration for all the property, rights and liabilities that were transferred into the new company. On 4th May 2001, the seven local authority shareholders of NIAL (the "LA7") created NIAL Holdings Limited, which is 51% owned by LA7 and 49% owned by AMP Capital Investors Limited following their purchase on 16th November 2012. The 51% holding is held in the Newcastle Airport Local Authority Holding Company Limited (NALAHCL), a company wholly owned by the seven authorities. NALAHCL has a called up share capital of 10,000 shares with a nominal value of £1 each. The Council holds a 13.33% interest in NALAHCL, valued at £11.583m (£11.583m in 2015/16). The shares are not held for trading outside of the LA7.

The valuation of the holding is reviewed each year to consider whether any events have occurred which would materially change the valuation. The last valuation is based on the sale of shares to AMP Capital Investors Limited in 2012. As no such events have occurred during 2016/17 the valuation has remained unchanged.

Through its shares in NALAHCL the Council has an effective shareholding of 6.80% in NIAL (and the group companies of NIAL Group Limited and NIAL Holdings Limited). The principal activity of NIAL (registered number 2077766) is the provision of landing services for both commercial and freight operators. A dividend of £2.923m was received for the year ended 31st December 2016 (nil for the year ended 31st December 2015).

Members of the LA7 entered into a loan agreement with NIAL Group Limited in 2012/13, issuing £67.665m shareholder loan notes. The loan notes will be repayable in 2032 with interest being received up to that date on a 6 monthly basis. Otherwise there are no outstanding balances owed to or from NIAL at the end of the year.

NIAL Group Limited made a profit before tax of £2.300m and a profit after tax of £4.556m for the year ended 31st December 2016. In the previous year, the Group made a profit before tax of £2.300m and a profit after tax of £4.556m.

### **Gateshead Trading Company**

The Gateshead Trading Company Ltd is a wholly owned subsidiary the Council limited by shares. Its activities during 2016/17 included construction, design services and economic development. The company's turnover in 2016/17 was £1.577m (£1.060m in 2015/16).

### **Gateshead Energy Company**

The Council's energy subsidiary, commenced trading during 2016/17; its activities involved the management of the Council's town centre district energy network which provides heat and power to local customers. The company's turnover in 2016/17 was £0.410m.

### **The Gateshead Housing Company**

The Gateshead Housing Company (TGHC) was formed in 2004 and is the arm's length management company for Gateshead Council which means that they manage and maintain the Council's housing stock.

TGHC is paid a management fee for managing the Council's housing stock, which is agreed annually. In 2016/17, a management fee of £31.210m was paid through the HRA in relation to the repairs, maintenance, supervision and management of the housing stock (£32.642m in 2015/16) and £1.0m for managing the Council's HRA Decent Homes and housing regeneration projects. In 2016/17 TGHC also received a Management Fee of £3.421m for managing the councils Housing Services function £2.375m was paid through the HRA with the remaining £1.046m being paid from the Council's General Fund.

TGHC held one significant liability on its Balance Sheet, relating to a pension deficit of £15.940m (£9.430m in 2015/16).

### **Gateshead Regeneration Partnership**

On 27 March 2012, the Council formally appointed Evolution Gateshead, a consortium of Home Group and Galliford Try, as partner in a joint venture vehicle to be known as the Gateshead Regeneration Partnership (GRP), part of the Council's Housing Market Renewal and Growth Strategy. The Council has 50% control of this partnership. The first sites were transferred to GRP for development from Council ownership in March 2014. Construction is ongoing on the first tranche of sites at Saltwell and Birtley (totalling 293 homes) with 62 build completions during 2016/17. The second tranche of sites is also progressing.

In February 2017, the Partnership submitted planning applications for sites in Windy Nook and Saltwell, and an application for a third site in Rowlands Gill will be submitted in summer 2017.

## 16. Trading operations

Trading operations are required to be re-apportioned across services if failure to do so would result in a material misstatement in the reported total cost of services. As the balances are not material, they are not re-apportioned in the Comprehensive Income and Expenditure Statement (see Note 7 for details).

The Council operates one significant trading operation and a number of smaller ones:

2015/16 (Profits) / Losses £000s		2016/17		(Profits) / Losses £000s
		Income £000s	Expenditure £000s	
(2,926)	Construction	(49,670)	46,773	(2,897)
405	Cleaning of buildings	(3,913)	4,323	410
212	Security	(819)	1,002	183
(347)	School meals	(6,360)	6,017	(343)
(1,422)	Fleet	(5,875)	6,363	488
162	Civic restaurants	(954)	986	32
<b>(3,916)</b>		<b>(67,591)</b>	<b>65,464</b>	<b>(2,127)</b>

## 17. Property, plant and equipment

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

- **Recognition** - Expenditure on the acquisition, creation or enhancement of property, plant and equipment is capitalised on an accruals basis, provided that it is probable that the future economic benefits or service potential associated with the item will flow to the Council and the cost of the item can be measured reliably. The Council has a de-minimis level of £10,000 for the initial recognition of an asset on the Balance Sheet, although individual assets with a value less than this may be capitalised if they form part of a larger investment programme which exceeds the de-minimis level (such as the acquisition of vehicles or ICT equipment) or relate to specific external funding requirements. Any 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** - property, plant and equipment are valued on the basis recommended by CIPFA and in accordance with the Royal Institution of Chartered Surveyors (RICS) Valuation Standards (9<sup>th</sup> edition).

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

- Infrastructure assets, community assets, vehicles, plant & equipment and assets under construction (excluding investment property) are included in the Balance Sheet at historical cost, net of depreciation, where appropriate;
- Dwellings are measured at current value, determined using the basis of Existing Use Value for Social Housing (EUV-SH);
- Surplus assets are measured at fair value, estimated at highest and best use from a market participant's perspective; and
- All other classes of asset are measured at current value, determined as the amount that would be paid for the asset in its existing use.

Where there is no market-based evidence of current value because of the specialist nature of an asset, depreciated replacement cost is used as an estimate of current value.

Valuations are carried out on a rolling programme basis, with 20% of assets (by quantity) valued each year. This provides a full revaluation every five years, in line with statutory requirements. In addition, HRA dwellings (housing stock), the Civic Centre, BALTIC Centre for Contemporary Art, Sage Gateshead and the Energy from Waste facility (assets where the Council's valuation officer



considers a five yearly valuation may not be sufficient to keep pace with potential material changes in value) are valued annually. Property with a value of less than £40,000 is treated as de-minimis.

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 valuation loss previously charged to a service revenue account.

Where there is a decrease in valuations, the carrying amount of the asset is written down against the balance of any accumulated gains in the Revaluation Reserve and then against the relevant service line(s) in the Comprehensive Income and Expenditure Statement.

The carrying amounts of property, plant and equipment are reviewed where there is evidence of impairment such as 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 Revaluation Reserve contains revaluation gains recognised since 1 April 2007, the date of its formal implementation. Gains arising before that date have been consolidated into the Capital Adjustment Account.

The housing stock is valued on the basis of Existing Use Value as Social Housing (EUV-SH). In accordance with government guidance on housing resource accounting, a sample of properties was chosen to be representative of each type of property and valued as 'beacons'. The full valuation was obtained by extrapolating these beacon values across the whole housing stock. These beacon values are reviewed annually to reflect movements in property market values. The adjustment factor has changed in 2016/17 from 37% to 44% in accordance with government guidance.

Valuations are carried out by BNP Paribas, as at 1 April in the reporting period.

- **Disposal of Assets** - when an asset is disposed of or decommissioned, the carrying amount of the asset in the Balance Sheet (whether property, plant and equipment or assets held for sale) is written off to the *Other Operating Expenditure* line in the Comprehensive Income and Expenditure Statement as part of the gain or loss on disposal. Any income arising from the disposal of an asset in excess of £10,000 is categorised as a capital receipt. Receipts from disposals are credited to the same line in the Comprehensive Income and Expenditure Statement also as part of the gain or loss on disposal. Any revaluation gains accumulated for the asset in the Revaluation Reserve are transferred to the Capital Adjustment Account.
- **Depreciation** - IAS 16 *Property, Plant and Equipment*<sup>20</sup> requires depreciation to be provided for all non-current assets with a finite useful life (which is determined at the time of acquisition or revaluation) according to the following policy:
  - A full year's depreciation is charged on newly acquired assets in the year of acquisition, although assets in the course of construction are not depreciated until brought into use;
  - Depreciation is calculated using the straight-line method; and
  - Generally, assets are depreciated in accordance with the following estimate of useful lives:
 

▪ Computers and other equipment	3-10 years
▪ Vehicles (depending on make/model/use)	3-10 years
▪ Buildings (depending on use/construction /condition)	15-50 years
▪ Infrastructure assets (excluding Millennium Bridge)	30 years
▪ Gateshead Millennium Bridge	120 years
▪ Council dwellings	50 years

An exception to the above policy is made for assets without a determinable finite useful life such as land, which is not depreciated.

Another requirement of IAS 16 is that separate charges are made for the depreciation of major components of a single asset, where significant components of the asset have materially different

<sup>20</sup> See <http://www.ifrs.org/Documents/IAS16.pdf>

useful economic lives. The Council has split its assets into separate components where the following criteria are met:

- The total asset has a value greater than £1m;
- The component has a value of greater than 20% of the total asset; and
- The component has a useful life which differs by 10 years or more from any other component of the asset.

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.

#### ▪ **Surplus Property**

The Council measures some of its surplus assets 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 takes place either in the principal market for the asset or in the most advantageous market for the asset. Participants are assumed to act in their economic best interest by using the asset in its highest and best use.

The Council uses valuation techniques that are appropriate in the circumstances and for which sufficient data is available, maximising the use of relevant observable inputs and minimising the use of unobservable inputs.

Inputs to the valuation techniques are categorised within the fair value hierarchy, as follows:

- Level 1: quoted prices (unadjusted) in active markets for identical assets;
- Level 2: inputs other than those in Level 1 that are observable, directly or indirectly; and
- Level 3: unobservable inputs.

When the fair values cannot be measured based on quoted prices in active markets for identical properties (i.e. Level 1 inputs), their fair value is measured using valuation techniques (e.g. quoted prices for similar properties or the discounted cash flow 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.

Fair value using:	Level 1 £000s	Level 2 £000s	Level 3 £000s	Total £000s
Residential Land	0	22,942	0	<b>22,942</b>
Offices	0	1,020	0	<b>1,020</b>
<b>Total</b>	<b>0</b>	<b>23,962</b>	<b>0</b>	<b>23,962</b>

The fair value for the above properties has been based on the market approach using current market conditions and recent sales prices and other relevant information for similar assets in the local area. Market conditions are such that similar properties are actively purchased and sold and the level of observable inputs are significant, leading to the properties being categorised at Level 2 in the fair value hierarchy.

	Other land and buildings at current value £000s	Assets under construction at cost £000s	Vehicles, plant and equipment at cost £000s	Council dwellings at current value £000s	Infrastructure at cost £000s	Community assets at cost £000s	Surplus assets £000s	Total £000s
<b>Balance at 1 April 2015</b>	<b>506,729</b>	<b>2,537</b>	<b>73,273</b>	<b>633,311</b>	<b>164,764</b>	<b>4,803</b>	<b>49,942</b>	<b>1,435,359</b>
Reclassifications	3,955	0	0	0	0	(50)	(3,957)	(52)
Additions	5,643	7,375	5,328	17,682	10,003	59	247	46,337
Donations	4,570	0	0	0	0	0	0	4,570
Disposals	(1,469)	0	(1,204)	(4,972)	0	0	(265)	(7,910)
Revaluation increase/(decrease) to Revaluation Reserve	17,533	0	0	(911)	0	0	2,034	18,656
Revaluation increase/(decrease) to Comprehensive I&E	(1,814)	0	0	(14,965)	0	0	(20,549)	(37,328)
Impairment Charged to Revaluation Reserve	(314)	0	0	(42)	0	0	(208)	(564)
Impairment Charged to Comprehensive I&E	(3,465)	0	0	(7,974)	0	0	(3,282)	(14,721)
<b>Balance at 31 March 2016</b>	<b>531,368</b>	<b>9,912</b>	<b>77,397</b>	<b>622,129</b>	<b>174,767</b>	<b>4,812</b>	<b>23,962</b>	<b>1,444,347</b>
Reclassifications	2,536	(18,320)	(42)	(649)	9,317	70	4,552	(2,536)
Additions	9,349	15,211	5,350	18,931	11,468	228	283	60,820
Donations	14,150	0	0	0	0	0	0	14,150
Disposals	(2,325)	0	(5,091)	(5,707)	(1,419)	0	(341)	(14,883)
Revaluation increase/(decrease) to Revaluation Reserve	(10,287)	0	0	67,134	0	0	304	57,151
Revaluation increase/(decrease) to Comprehensive I&E	(27,323)	0	0	33,661	0	0	(1,114)	5,224
Impairment Charged to Revaluation Reserve	(39)	0	0	0	0	0	0	(39)
Impairment Charged to Comprehensive I&E	(1,094)	0	0	(779)	0	0	0	(1,873)
<b>Balance at 31 March 2017</b>	<b>516,335</b>	<b>6,803</b>	<b>77,614</b>	<b>734,720</b>	<b>194,133</b>	<b>5,110</b>	<b>27,646</b>	<b>1,562,361</b>



	Other land and buildings at fair value £000s	Assets under construction at cost £000s	Vehicles, plant and equipment at cost £000s	Council dwellings at fair value £000s	Infrastructure at cost £000s	Community assets at cost £000s	Surplus assets £000s	Total £000s
<b>Balance at 1 April 2015</b>	<b>(35,645)</b>	<b>0</b>	<b>(57,232)</b>	<b>(11,400)</b>	<b>(45,963)</b>	<b>(1)</b>	<b>(1,452)</b>	<b>(151,693)</b>
Reclassifications	(386)	0	0	0	0	0	463	77
Disposals	182	0	1,134	89	0	0	0	1,405
Depreciation written out to Revaluation Reserve on revaluation	9,645	0	0	325	0	0	77	10,047
Depreciation written out to Comprehensive I&E on revaluation	9,697	0	0	10,841	0	0	28	20,566
Depreciation	(18,079)	0	(5,318)	(11,197)	(4,923)	0	(40)	(39,557)
Depreciation written out to Revaluation Reserve on impairment	0	0	0	0	0	0	22	22
Depreciation written out to Comprehensive I&E on impairment	863	0	0	80	0	0	845	1,788
<b>Balance at 31 March 2016</b>	<b>(33,723)</b>	<b>0</b>	<b>(61,416)</b>	<b>(11,262)</b>	<b>(50,886)</b>	<b>(1)</b>	<b>(57)</b>	<b>(157,345)</b>
Reclassifications	624	0	0	7	0	0	(327)	304
Disposals	34	0	5,075	103	404	0	0	5,616
Depreciation written out to Revaluation Reserve on revaluation	5,371	0	0	10,358	0	0	372	16,101
Depreciation written out to Comprehensive I&E on revaluation	6,123	0	0	751	0	0	11	6,885
Depreciation	(17,896)	0	(5,604)	(13,734)	(5,722)	0	(64)	(43,020)
Depreciation written out to Revaluation Reserve on impairment	0	0	0	0	0	0	0	0
Depreciation written out to Comprehensive I&E on impairment	567	0	0	0	0	0	0	567
<b>Balance at 31 March 2017</b>	<b>(38,900)</b>	<b>0</b>	<b>(61,945)</b>	<b>(13,777)</b>	<b>(56,204)</b>	<b>(1)</b>	<b>(65)</b>	<b>(170,892)</b>

	Other land and buildings at fair value £000s	Assets under construction at cost £000s	Vehicles, plant and equipment at cost £000s	Council dwellings at fair value £000s	Infrastructure at cost £000s	Community assets at cost £000s	Surplus assets £000s	Total £000s
Net Book Value at 31/03/2016	<b>497,645</b>	<b>9,912</b>	<b>15,981</b>	<b>610,867</b>	<b>123,881</b>	<b>4,811</b>	<b>23,905</b>	<b>1,287,002</b>
Net Book Value at 31/03/2017	<b>477,435</b>	<b>6,803</b>	<b>15,669</b>	<b>720,943</b>	<b>137,929</b>	<b>5,109</b>	<b>27,581</b>	<b>1,391,469</b>

### Revaluations

Valuations are carried using a rolling programme, with 20% of assets valued each year. This provides a full revaluation every five years, in line with Code of Practice requirements. In addition, HRA dwellings, the Civic Centre, Sage Gateshead and BALTIC Centre for Contemporary Art are valued annually. Valuations are summarised in the table below:

	Land and Buildings £000s	Council Dwellings £000s	Surplus Assets £000s	Total Valuation £000s
Assets valued 1 April 2016	223,865	734,720	27,630	986,215
Assets valued 1 April 2015	283,751	633,311	370	917,432
Assets valued 1 April 2014	192,570	630,684	5,183	828,437
Assets valued 1 April 2013	166,547	683,745	2,275	852,567
Assets valued 1 April 2012	249,140	677,000	33,911	960,051

Note that the Comprehensive Income and Expenditure Statement (CIES) includes (£73m) relating to the surplus / deficit on asset revaluations. These are items that do not go through the surplus / deficit on provision of service; rather, they are charged to *Other Comprehensive Income and Expenditure* and also shown separately in the Movement in Reserves Statement. In addition, the CIES (within *Cost of Services*) also includes (£35.1m) relating to in-year reversals of previous revaluation losses, primarily within *Council Dwellings* (£34.5m) as a result of the change in the EUV-SH adjustment factor.

## 18. Heritage assets

**Accounting policy:** The Council holds a number of heritage assets to increase the knowledge, understanding and appreciation of the Council's history and local area. Heritage assets are recognised and measured in accordance with the Council's accounting policies on property, plant and equipment. However, some of the measurement rules are relaxed in relation to heritage assets as detailed below.

The Council maintains a register for all heritage assets which records the nature, cost, valuation and current locations of each asset. Heritage assets are classified into the following categories:

- **Civic regalia:** this collection includes a number of artefacts such as the Mayoral chains, the Mace and various items of silverware. These items are reported in the Balance Sheet at insurance valuation which is based on market values and is reviewed annually. The collection is relatively static and acquisitions and donations are rare. Where they do occur they are initially recognised at cost and donations are recognised at valuation with reference to appropriate commercial markets.
- **Museum collections:** these collections include paintings (both oil and watercolour), sculptures and other artefacts and are managed by Tyne and Wear Archives and Museums on behalf of the Council; a full list of exhibition listings and the Tyne and Wear Museums' access policy is available on their website. Any items over £10,000 are reported in the Balance Sheet at insurance valuation (2012/13 valuation, reviewed in 2016/17) which is based on market values and is reviewed annually. Acquisitions are made by purchase or donation. Acquisitions are initially recognised at cost and donations are recognised at valuation with reference to appropriate commercial markets for the paintings using the most relevant and recent information from sales at auctions.
- **Public artwork:** the collection includes a number of sculptures and statues on display throughout Gateshead, including the Angel of the North. In accordance with the Council's de-minimis level, any items over £10,000 are reported in the Balance Sheet (2012/13 valuation, reviewed in 2016/17), although individual assets with a value of less than this may be included where they form part of a larger group of similar assets, such as Memorials, which collectively exceed the de-minimis level. Valuations are provided by the Council's Service Manager for Culture, which are informed by commercial markets and the estimated replacement cost. Acquisitions are made by purchase or donation. Purchases are initially recognised at cost and donations are recognised at valuation with reference to appropriate commercial markets.
- **Buildings:** this collection consists of Winlaton Cottage Forge Museum, Bowes Railway, and Wardley Locomotive Shed, which are valued by the Council valuer BNP Paribas. These buildings

are preserved for future generations due to their historical and cultural nature and have therefore been reclassified by the valuer from Property Plant and Equipment.

The items within each collection are deemed to have indeterminate lives and a high residual value; hence the Council does not consider it appropriate to charge depreciation.

Where a valuation cannot be provided at a cost that is commensurate with the benefits to users of the financial statements, the Council will use insurance valuations, acquisition costs or replacement cost estimates provided by the Service Manager for Culture.

The carrying amounts of heritage assets are reviewed where there is evidence of impairment such as 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 disposal of heritage assets is rare, but will be 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 and are accounted for in accordance with statutory accounting requirements relating to capital receipts.

**Note information:** the Council has identified 368 heritage assets held within the above categories; the table below sets out the value of the Council's heritage assets that have been recognised on the Council's Balance Sheet:

	Public artwork £000s	Civic regalia £000s	Buildings £000s	Museum collections £000s	Total £000s
<b>Cost or Valuation 2015/16:</b>					
1 April 2015	7,038	306	0	14,195	21,539
Additions	19	0	0	30	49
Disposals	(129)	0	0	0	(129)
Upward Revaluations	328	73	0	(26)	375
<b>31 March 2016</b>	<b>7,256</b>	<b>379</b>	<b>0</b>	<b>14,199</b>	<b>21,834</b>
<b>Cost or Valuation 2016/17:</b>					
1 April 2016	7,256	379	0	14,199	21,834
Reclassified from PPE	0	0	861	0	861
Additions	0	0	0	0	0
Disposals	0	0	0	0	0
Upward Revaluations	0	0	95	153	248
<b>31 March 2017</b>	<b>7,256</b>	<b>379</b>	<b>956</b>	<b>14,352</b>	<b>22,943</b>

## 19. Capital commitments and capital financing

### Redemption of debt: accounting policy

The Council is required by statute to set aside a minimum revenue provision (MRP; see also Note 6a), for the repayment of debt for General Fund services. Provision is made for principal repayments by charging a MRP calculated in accordance with CIPFA's Prudential Code (which follows the provisions of the Local Government Act 2003<sup>21</sup>).

### Capital commitments

At 31 March 2017 the Council had £13.0m of contractual commitments for the construction or enhancement of property, plant and equipment (the equivalent value for 31 March 2016 was £14.7m). These primarily related to the completion of the following schemes:

- Construction of the Northern Centre for Emerging Technologies £5.2m
- Construction of Ravensworth Terrace Primary School £3.0m
- Provision of loans to deliver additional affordable housing £2.8m
- Investment in Gateshead Town Centre Energy Network infrastructure £2.0m

<sup>21</sup> See <http://www.legislation.gov.uk/ukpga/2003/26/contents>

The total amount of capital expenditure incurred in the year is shown in the table below (including the value of assets acquired under finance leases and PFI contracts), together with the resources that have been used to finance it. Where capital expenditure is to be financed in future years by charges to revenue for assets 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):

2015/16 £000s		2016/17 £000s
698,809	<b>Opening capital financing requirement</b>	701,815
	<b>Capital investment</b>	
50,907	Property, plant and equipment	60,820
4,612	Revenue expenditure funded from capital under statute	2,773
2,771	Other	1,466
	<b>Sources of finance</b>	
(1,324)	Capital receipts	(2,394)
(36,326)	Government grants and other contributions	(31,442)
	Sums set aside from revenue:	
(1,389)	Direct revenue contributions	(2,828)
(16,245)	MRP/loans fund principal	(15,604)
701,815	<b>Closing capital financing requirement</b>	714,606
	<b>Explanation of movements in year:</b>	
(5,343)	Increase/(decrease) in underlying need to borrowing (supported by government financial assistance)	(5,129)
11,458	Increase in underlying need to borrowing (unsupported by government financial assistance)	20,849
(3,109)	Assets acquired under PFI/PPP contracts	(2,929)
3,006	<b>Increase/(decrease) in capital financing requirement</b>	12,791

## 20. Public finance initiative (PFI) arrangements

PFI 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. 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 operator each year are analysed into the following 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; and
- 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).

### PFI Schemes in place

#### Schools PFI

In February 2006, the Council entered into a contract with Pinnacle Schools (Gateshead) Limited (PSG) to design, build, finance and operate seven new schools in Gateshead. The schools were

completed during 2007 and 2008. PSG will manage and maintain these until 2033. The schools are provided under the PFI scheme. As such, they benefit from government grants for the period of the contract (£65m).

PSG are paid by the Council using a formula within the contract. Payments consist of a fixed element and an index-linked (RPIX) element which form a monthly "unitary charge", covering the construction, financing and running costs of the schools. However, actual payments to PSG may vary due to the company's performance, contract variations and additional works.

The PFI contract includes two schools not included on the Balance Sheet: one was built on behalf of the Diocese of Hexham and Newcastle and one is now an academy.

### Waste PFI

The South Tyne and Wear Waste Management Partnership was established to enable the three partner authorities (Gateshead, Sunderland and South Tyneside Councils) to jointly procure a service for the treatment and disposal of residual municipal waste.

In April 2011, the Partnership, led by Gateshead Council, signed a £727m PFI contract with a consortium led by SITA UK. The Partnership was awarded £73.5m of Waste Infrastructure Credits following receipt of the final business case for the project. Gateshead Council is expected to utilise approximately 20% of the total capacity of the facility each year, resulting in estimated unitary charge payments of £236m over the duration of the contract including indexation.

The contract is focused on the development of an energy-from-waste facility on Teesside which will treat approximately 190,000 tonnes of residual waste generated by the three councils each year until the expiry date in March 2039.

Service commencement was achieved on 22 April 2014 following independent certification of the energy-from-waste facility, meaning that the unitary charge associated with using the asset became payable from the 2014/15 financial year and is based upon the volumes of waste provided by each council.

#### a) Analysis of movements in PFI asset values

31/03/16 £000s			31/03/17 £000s	
Schools	Waste		Schools	Waste
21,279	58,401	Opening values	24,172	55,991
44	0	Additions	8	0
17	0	Disposals	0	0
0	0	Downward revaluations	0	(3,095)
3,399	0	Upward revaluations	0	0
(567)	(2,410)	Depreciation	(567)	(2,380)
24,172	55,991	Closing values	23,613	50,516

#### b) Analysis of movements in PFI liabilities

The following transactions were processed during 2016/17:

31/03/16 £000s			31/03/17 £000s	
Schools	Waste		Schools	Waste
1,200	3,781	Services	1,163	4,247
0	397	Lifecycle	0	664
699	2,410	Capital repayment	746	2,183
1,666	993	Interest	1,619	943
961	128	Contingent rent	1,035	118
4,526	7,709	Total payment	4,563	8,155
(5,057)	(1,805)	PFI grant receivable	(5,057)	(1,805)
2,167	0	Grant attributable to academy / diocesan schools	2,167	0
1,636	5,904	Net payment	1,673	6,350



Contingent rents included above relate to contractual clauses for general inflation<sup>22</sup>.

The estimated value of outstanding contractual Balance Sheet liabilities (the capital element of unitary charge payments still to be made) is analysed below:

31/03/16 £000s			31/03/17 £000s	
Schools (25,152)	Waste (48,220)		Schools (24,453)	Waste (45,810)
0	0	Opening values	0	0
699	2,410	Additions	746	2,183
(24,453)	(45,810)	Repayment of capital	(23,707)	(43,627)
		Closing values		

#### c) Analysis of unitary charge payments outstanding

The estimated value of outstanding unitary charge payments (at current prices) is analysed below:

	Repayment of liability		Interest payment		Service charges		Total
	Schools £000s	Waste £000s	Schools £000s	Waste £000s	Schools £000s	Waste £000s	
– within 1 year	795	2,227	1,570	898	2,236	4,130	11,856
– between 1 and 5 years	3,743	8,132	5,717	3,158	9,339	17,549	47,638
– between 5 and 10 years	6,254	8,809	5,571	3,047	12,643	24,261	60,585
– between 10 and 15 years	8,617	9,570	3,208	2,137	13,850	24,574	61,956
– between 15 and 20 years	4,298	9,961	432	1,138	3,680	25,502	45,011
– between 20 and 25 years	0	4,928	0	158	0	9,610	14,696
	23,707	43,627	16,498	10,536	41,748	105,626	241,742

#### d) Significant contractual information

##### Significant terms of the arrangement

##### Schools

From 1 April 2013 onwards, five-yearly market testing exercises must be carried out by an independent third party on behalf of PSG. Should the service costs (grounds maintenance, cleaning, waste management and pest control) change by 5% or more, the unitary charge must be adjusted accordingly.

Pension liability: an adjustment is required for any changes in employer pension contributions from an agreed percentage of employees' pay.

Refinancing gains: should PSG choose to refinance its debts (subject to the Council's consent), the Council is entitled to a 50% share of any gains.

##### Waste

Refinancing gains: should SITA choose to refinance its debts (subject to the Council's consent), the Council is entitled to a share of any gains of between 50%-70% depending upon the value.

Market testing: from Service commencement, air pollution control residue (APCR) disposal and haulage costs are subject to market testing and benchmarking exercise every five years and the unitary charge must be adjusted accordingly.

##### Rights to use specified assets

##### Schools

The Council has full rights to use the schools for the provision of educational services. However, a fee is payable to PSG for use outside normal hours (for example, community use).

<sup>22</sup> The Schools PFI contract is inflated annually by RPIX, the retail price index excluding mortgage payments



### **Waste**

The Council has full rights to use the assets within the Contract for the treatment of residual municipal waste up to the maximum tonnage level set out within the Contract. An additional fee is payable to SITA South Tyne and Wear for the use of the Waste Transfer Station or the Education and Visitor Centre outside normal operating hours.

### **Rights to expect provision of services**

#### **Schools**

The Council has rights to expect the provision of managed facilities management (FM) services for the duration of the contract.

### **Waste**

The Council has rights to expect the provision of residual waste treatment services for the duration of the contract.

### **Rights to receive specified assets at the end of the concession period**

#### **Schools**

The schools are under the operational control of PSG during the contract, with legal title to the land remaining with the Council throughout the contract. Any equipment procured by PSG for the operation of the schools will be transferred to the Council at the end of the contract period.

There are a number of agreements between the Council and the Diocese around the shared Highfield / St Joseph's site. They ensure that the Diocese has the right to use their half of the site indefinitely following hand back, along with rights to use shared areas for the duration of the contract.

The conversion of Lord Lawson to an academy during 2011/12 resulted in an additional agreement between the Council and the school, similar to the one above. All relevant assets and liabilities have been transferred to the academy (which is a separate legal entity) without the need for changes to the PFI Agreement between PSG and the Council (i.e. the Council remains responsible for the Agreement but all costs are fully recovered).

### **Waste**

The energy from waste facility and waste transfer station is under the operational control of SITA South Tyne and Wear during the contract. The Council retains legal title to the land relating to the Waste Transfer Station and the asset will revert to the Council at the end of the contract period.

The Energy from Waste facility is constructed on land owned by SITA. At the end of the contract there are a number of options around the asset whereby the agreement could be extended or the asset would revert to the Council to operate along with a lease of the underlying land.

### **Renewal and termination options**

#### **Schools**

The contract does not include an option to extend/renew beyond the contractual expiry date. It allows the Council to terminate the contract on 20 business days' notice, or either party to terminate on the other party's default or in the event of force majeure (for example, war, strike, riot, natural disaster). There are provisions within the contract allowing for compensation to be paid by the defaulting party to the other in the event of termination.

### **Waste**

The contract includes an option to extend for a period of 5 years beyond the contractual expiry date. It allows the Council to terminate the contract with 20 business days' notice or either party to terminate on the other party's default or in the event of force majeure (for example: war, strike, riot, natural disaster). There are provisions within the contract allowing for compensation to be paid by the defaulting party to the other in the event of termination.

### **Other rights and obligations**

#### **Schools**

It is anticipated that any staff employed by PSG or its subcontractors in running the schools will have the legal right to transfer over to the Council at the end of the contract.

## 21. Cash and cash equivalents

Cash is represented by cash in hand and deposits with financial institutions repayable without penalty on notice of not more than 24 hours. Cash equivalents are 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.

Due to the risk of lost income from reduced interest earned or the cost of penalties charged for early redemption of fixed-term investments, the Council does not consider fixed-term investments to be highly liquid. Fixed-term investments are shown on the Balance Sheet as either long or short-term investments depending on the remaining term to maturity of the investment.

In the Cash Flow Statement, cash and equivalents are shown net of bank overdrafts that are repayable on demand and form an integral part of the Council's cash management. The balance of cash and cash equivalents is made up of the following elements:

31/03/16 £000s			31/03/17 £000s
28,603	Cash and cash equivalents (assets):	<i>Cash at bank</i>	16,865
64		<i>Cash held by officers</i>	51
(7,118)	Cash and cash equivalents (liabilities):	<i>Bank overdraft</i>	(5,670)
<b>21,549</b>	<b>Total cash and cash equivalents (assets and liabilities)</b>		<b>11,246</b>

## 22. Debtors

These amounts represent sums due from a number of sources, such as other local authorities and government departments. It may also include payments in advance, such as invoices spanning financial periods:

31 March 2016 £000s			31 March 2017 £000s	
< 1 year	> 1 year		< 1 year	> 1 year
6,271	0	Central government bodies	9,498	0
6,455	0	NHS bodies	7,576	0
8,192	0	Other local authorities	8,422	0
1,218	0	Other public bodies	447	0
36,646	19,502	Bodies external to general government	32,637	19,903
<b>58,782</b>	<b>19,502</b>		<b>58,580</b>	<b>19,903</b>

The debtors' balance represents the amount due to the Council from customers or grants outstanding from funding bodies. A bad debt provision of £11.847m is held within the *bodies external to general government* category above to provide against the risk of default on debt outstanding from trade, or non-government, debtors (2015/16: £11.189m).

## 23. Creditors

These amounts represent sums owed to a number of sources, such as other local authorities and government departments. It also includes income received in advance, such as council tax relating to 2017/18:

31 March 2016 £000s			31 March 2017 £000s	
< 1 year	> 1 year		< 1 year	> 1 year
(4,874)	0	Central government bodies	(8,881)	0
(2,007)	0	NHS bodies	(2,135)	0
(6,343)	0	Other local authorities	(6,978)	0
(1,962)	0	Other public bodies	(1,962)	0
(46,675)	(69,428)	Bodies external to general government	(40,538)	(66,123)
<b>(61,861)</b>	<b>(69,428)</b>		<b>(60,494)</b>	<b>(66,123)</b>

## 24. 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.

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

Where some or all of the payment required to settle a provision is expected to be recovered from another party (for example: 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.

Movements in provisions during 2016/17 were as follows:

Balance 31/03/16		Receipts	Payments	New provision	Reversals	Balance 31/03/17
(1,656)	Business rate appeals - provision for refunds following successful appeals	0	1,656	(1,656)	0	(1,656)
(5,971)	Future redundancies - provision for costs associated with known redundancies	0	4,778	(1,412)	0	(2,605)
<b>(7,627)</b>	<b>Short-term provisions</b>	<b>0</b>	<b>6,434</b>	<b>(3,068)</b>	<b>0</b>	<b>(4,261)</b>
(5,391)	Insurance - provision for costs associated with future insurance claims against the Council	(2,631)	2,631	(395)	(536)	(6,322)
<b>(5,391)</b>	<b>Long-term provisions</b>	<b>(2,631)</b>	<b>2,631</b>	<b>(395)</b>	<b>(536)</b>	<b>(6,322)</b>
<b>(13,018)</b>	<b>Total provisions</b>	<b>(2,631)</b>	<b>9,065</b>	<b>(3,463)</b>	<b>(536)</b>	<b>(10,583)</b>

### 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. They also arise in circumstances where a provision would otherwise be made but either it is not probable that an outflow of resources will be required or the amount of the obligation cannot be measured reliably. Contingent liabilities are not recognised in the Balance Sheet, with disclosure in this note only. The Council's significant contingent liabilities are as follows:

**Pensions:** the Council acts as guarantor to a number of charitable organisations in respect of their pension fund liabilities in the event of their future failure; any deficits in their pension funds will be repaid over a long-term period. In addition, the Council has a number of external contracts which include pension guarantees relating to transferred employees. None of these liabilities are considered material.

## 25. Employee benefits

### Post-employment benefits (pensions)

As part of the terms and conditions of employment of its officers and other employees, the Council offers retirement benefits. These provide defined benefits to members (retirement lump sums and

pensions), earned as employees work for the Council. Employees of the Council are members of two main pension schemes:

**a. Defined contribution plan: Teachers' Pension Scheme**

Teachers employed by the Council are members of the Teachers' Pension Scheme, which is administered by the Teachers' Pensions Agency (TPA)<sup>23</sup>. It provides teachers with defined benefits upon their retirement, and the Council contributes towards the costs by making contributions based on a percentage of member's pensionable salaries.

The TPA uses a notional fund as the basis for calculating the employers' contribution rate paid by each authority. As such, it is not possible for the Council to identify a share of the underlying liabilities in the scheme attributable to its own employees.

The arrangements for the teachers' scheme mean that liabilities for these benefits cannot be identified specifically to the Council. The scheme is therefore accounted for as if it were a defined contributions scheme – no liability for future payments of benefits is recognised in the Balance Sheet and the *Schools* line in the Comprehensive Income and Expenditure Statement is charged with the employer's contributions payable to teachers' pensions in the year.

In 2016/17, the Council paid £6.223m to the TPA in respect of teachers' retirement benefits, representing 16.4% (plus a 0.08% levy) of pensionable pay (the figures for 2015/16 were £6.161m and 14.1% to August 2015 / 16.4% plus a 0.08% levy from September 2015) with an employer cost cap of 10.9%. In addition, the Council is responsible for all pension payments relating to added years it has awarded, together with related increases. In 2016/17, these amounted to £3.560m, representing 7.4% of pensionable pay (£3.550m and 8.0% in 2015/16).

**b. Defined benefit plan: Tyne and Wear Pension Fund**

The Tyne and Wear Pension Fund<sup>24</sup>, part of the Local Government Pension Scheme, is administered by South Tyneside Council. This is a funded, defined benefit final salary scheme, meaning that the Council and employees pay contributions into the fund calculated at a level estimated to balance the liabilities with investment assets:

- The liabilities of the Tyne and Wear Pension Fund attributable to the Council are included in the Balance Sheet on an actuarial basis using the projected unit method i.e. an assessment of the future payments that will be made in relation to retirement benefits earned to date by employees, based on assumptions about mortality rates and employee turnover rates, and projections of future earnings for current employees.
- Liabilities are discounted to their value at current prices, using a discount rate.
- The assets of the pension fund attributable to the Council are included in the Balance Sheet at their fair value (securities at current bid price or professional estimate and property at market value)

The change in the net pension liability is analysed into *service cost* (comprising current service cost, past service cost and net interest on the net defined benefit liability / asset), *re-measurements* (comprising return on plan assets and actuarial gains / losses) and *contributions paid to the Fund*.

In relation to retirement benefits, statutory provisions require the General Fund 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 transfers 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.

In 2016/17, the Council paid £33.619m (£33.466m in 2015/16) to the Pension Fund in respect of pension contributions, representing 15.7% of pensionable pay (15.7% in 2015/16) and early retirement strain on the fund payments.

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<sup>23</sup> See [www.teacherspensions.co.uk/](http://www.teacherspensions.co.uk/)

<sup>24</sup> See [www.twpf.info](http://www.twpf.info)

The scheme is accrued in accordance with the requirements of International Accounting Standard 19 *Employee Benefits*<sup>25</sup> (IAS 19). This accounts for retirement benefits when they are committed to be given, even if the actual giving is many years into the future. IAS 19 also requires the inclusion of the Council's attributable share of the fund's assets and liabilities. Further information on the Tyne and Wear Pension Fund can be found in their Annual Report. This is available upon request from South Tyneside Council.

### Transactions relating to retirement benefits

The Council recognises the cost of retirement benefits in the *Cost of Services* when they are earned by employees, rather than when the benefits are eventually paid as pensions. However, the charge made against council tax is based on the cash payable in the year, so the real cost of retirement benefits is reversed out of the General Fund via the Movement in Reserves Statement. The following transactions have been made in the Comprehensive Income and Expenditure Statement (CIES) and the General Fund balance via the Movement in Reserves Statement during the year:

Charges to the Comprehensive Income & Expenditure Statement				
	Funded liabilities		Unfunded liabilities	
	31/03/16 £m	31/03/17 £m	31/03/16 £m	31/03/17 £m
<b>CIES:</b>				
Cost of Services:				
Current service cost	25.64	25.14	0.00	0.00
Past service cost (including curtailments)	3.68	4.17	0.00	0.01
Settlement cost	0.00	0.00	0.00	0.00
Financing and Investment Income and Expenditure:				
Interest on net defined benefit liability/(asset)	12.89	12.48	3.06	3.11
<b>Pension expense charged to Surplus/Deficit on Provision of Services</b>	<b>42.21</b>	<b>41.79</b>	<b>3.06</b>	<b>3.12</b>
Pension expense charged to Other Comprehensive Income and Expenditure:				
Re-measurement of net defined benefit liability:				
- Return on plan assets	12.91	(159.09)	0.00	0.00
- Actuarial (gains)/losses due to:				
changes in financial assumptions	(47.30)	254.96	(3.23)	9.60
changes in demographic assumptions	0.00	2.66	0.00	2.71
liability experience	(11.69)	(48.20)	(1.75)	(4.60)
<b>Total amount charged to Other Comprehensive Income and Expenditure</b>	<b>(46.08)</b>	<b>50.33</b>	<b>(4.98)</b>	<b>7.71</b>
<b>Total amount recognised charged to the CIES</b>	<b>(3.87)</b>	<b>92.12</b>	<b>(1.92)</b>	<b>10.83</b>

The total amount charged to *Other Comprehensive Income and Expenditure* (funded and unfunded) totalled £58.04m, as disclosed in the Comprehensive Income and Expenditure Statement; the cumulative actuarial loss recognised to 31 March 2017 was £398.86m (2015/16: £51.06m in-year gain and £340.82m cumulative loss).

Movement in Reserves Charges				
	Funded liabilities		Unfunded liabilities	
	31/03/16 £m	31/03/17 £m	31/03/16 £m	31/03/17 £m
<b>Movement in Reserves Statement</b>				
Net charges made for retirement benefits in accordance with the Code	10.72	10.08	(2.46)	(2.31)
<b>Actual amount charged against the General Fund for pensions in the year</b>				
Employer contributions payable to the scheme	31.50	31.69		
Retirement benefits payable to pensioners			5.52	5.46

<sup>25</sup> See [www.ifrs.org/issued-standards/list-of-standards/ias-19-employee-benefits/](http://www.ifrs.org/issued-standards/list-of-standards/ias-19-employee-benefits/)



## Assets and liabilities in relation to retirement benefits

Reconciliation of the present value of Fund liabilities (defined benefit obligation)				
	Funded liabilities		Unfunded liabilities	
	2015/16 £m	2016/17 £m	2015/16 £m	2016/17 £m
<b>Opening defined benefit obligation at 1 April</b>	<b>1,259.33</b>	<b>1,238.18</b>	<b>101.56</b>	<b>94.12</b>
Current service cost	25.64	25.14	0.00	0.00
Interest expense on defined benefit obligation	39.81	41.47	3.06	3.11
Contributions from employees (Fund participants)	6.73	6.39	0.00	0.00
Re-measurement (gains) and losses:				
- Actuarial (gains)/losses on liabilities:				
financial assumptions	(47.30)	254.96	(3.23)	9.60
demographic assumptions	0.00	2.66	0.00	2.71
experience	(11.69)	(48.20)	(1.75)	(4.60)
Net benefits paid out	(38.02)	(43.97)	(5.52)	(5.46)
Past service cost (including curtailments)	3.68	4.17	0.00	0.01
Settlements (liabilities extinguished)	0.00	0.00	0.00	0.00
<b>Closing defined benefit obligation at 31 March</b>	<b>1,238.18</b>	<b>1,480.80</b>	<b>94.12</b>	<b>99.49</b>

Reconciliation of fair value of the scheme assets:

Reconciliation of the movements in the fair value of Fund assets				
	Funded liabilities		Unfunded liabilities	
	2015/16 £m	2016/17 £m	2015/16 £m	2016/17 £m
<b>Opening fair value of Fund assets</b>	<b>841.13</b>	<b>855.34</b>	<b>0.00</b>	<b>0.00</b>
Interest income on assets	26.92	28.99	0.00	0.00
Re-measurement gains and (losses) on assets	(12.91)	159.09	0.00	0.00
Employer contributions	31.49	31.68	5.52	5.46
Employee contributions	6.73	6.39	0.00	0.00
Net benefits paid out	(38.02)	(43.97)	(5.52)	(5.46)
Settlements	0.00	0.00	0.00	0.00
<b>Closing fair value of Fund assets</b>	<b>855.34</b>	<b>1,037.52</b>	<b>0.00</b>	<b>0.00</b>

The actual return on scheme assets in the year was as follows:

Actual return on assets		
	2015/16 £m	2016/17 £m
Interest income on assets	26.92	28.99
Re-measurement gain / (loss) on assets	(12.91)	159.09
<b>Actual return on assets</b>	<b>14.01</b>	<b>188.08</b>

The Tyne and Wear Pension Fund's assets consist of the following categories, by proportion of the total:

Asset allocation				
	31/03/16 Total	Quoted	31/03/17 Unquoted	Total
Equity investments	66.1%	59.5%	7.4%	66.9%
Property	10.4%	0.0%	9.2%	9.2%
Government bonds	3.7%	3.9%	0.0%	3.9%
Corporate bonds	11.6%	11.5%	0.0%	11.5%
Cash	2.6%	2.6%	0.0%	2.6%
Other assets	5.6%	3.5%	2.4%	5.9%
	<b>100.0%</b>	<b>81.0%</b>	<b>19.0%</b>	<b>100.0%</b>



### Scheme history of gains and losses

The liabilities below show the underlying commitment that the Council has to pay retirement benefits. The total liability has a substantial impact on the net worth of the Council as recorded in the Balance Sheet, decreasing the overall balance as shown below. Statutory regulations for funding the deficit mean that the financial position of the Council remains healthy, as 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:

Pension assets and liabilities recognised in the Balance Sheet		
	2015/16 £m	2016/17 £m
<b>Funded:</b>		
Fair value of Fund assets	855.34	1,037.52
Present value of the funded defined benefit obligation	1,238.18	1,480.80
	(382.84)	(443.28)
<b>Unfunded:</b>		
Present value of the unfunded defined benefit obligation	(94.12)	(99.49)
<b>Asset / (liability) recognised on Balance Sheet</b>	<b>(476.96)</b>	<b>(542.77)</b>

### Expected future contributions

The expected contributions to be made to the Tyne and Wear Pension Fund by the Council for the accounting period to 31 March 2018 are estimated to be £28.48m. In addition, strain on the fund contributions may be required. It is also expected that the Council will pay £5.51m directly to beneficiaries.

The split of the defined benefit obligation at the last valuation date between the various categories of members was as follows:

Active members	36%
Deferred pensioners	12%
Pensioners	52%

### Actuarial assumptions

Liabilities have been assessed on an actuarial basis using the projected unit method, an estimate of pensions payable in future years; it is dependent on assumptions such as mortality rates and salary levels. Aon Hewitt Limited, an independent firm of actuaries, has valued the Fund's assets and liabilities in accordance with IAS 19 based upon the latest actuarial valuation of the Fund (funded benefits) as at 31 March 2016 (unfunded benefits: 31 March 2017).

A building block approach is employed in determining the rate of return on fund assets. Historic markets are studied and assets with higher volatility are assumed to generate higher returns consistent with widely accepted capital market principles. The assumed rate of return on each asset class is set out in the assumption table below. The overall expected rate of return on assets is then derived by aggregating the expected return for each asset class over the actual asset allocation for the fund at 31 March 2017:

	Funded Liabilities		Unfunded Liabilities	
	2015/16	2016/17	2015/16	2016/17
<b>Financial assumptions (% per annum)</b>				
Discount rate for Fund liabilities	3.4%	2.6%	3.4%	2.6%
Rate of inflation - RPI	2.9%	3.1%	2.9%	3.1%
Rate of inflation - CPI	1.8%	2.0%	1.8%	2.0%
Rate of increase to pensions in payment	1.8%	2.0%	1.8%	2.0%
Rate of increase to deferred pensions	1.8%	2.0%	N/A	N/A
Rate of general increase in salaries	3.3%	3.5%	N/A	N/A

	Funded Liabilities		Unfunded Liabilities	
	2015/16	2016/17	2015/16	2016/17
<b>Mortality assumptions</b>				
<i>Longevity at 65 for current pensioners:</i>				
Men	23.2	22.8	23.2	22.8
Women	24.8	26.3	24.8	26.3
<i>Longevity at 65 for future pensioners (currently aged 45):</i>				
Men	25.3	25.0	N/A	N/A
Women	27.1	28.6	N/A	N/A
<b>Commutation</b>				
2016/17 and 2015/16: Each member was assumed to surrender pension on retirement, such that the total cash received (including any accrued lump sum from pre 2008 service) is 75% of the permitted maximum.				

The results reported for employee benefits are sensitive to the assumptions used. The approximate impact of changing the key assumptions on the present value of the funded defined benefit obligation as at 31 March 2017 and the projected service cost for the year ending 31 March 2018 is set out below:

<b>Discount rate assumption:</b>		
<b>Adjustment to discount rate</b>	<b>+0.1% p.a.</b>	<b>-0.1% p.a.</b>
Present value of total obligation (£m)	1,453.4	1,508.7
Change in present value of total obligation	-1.9%	1.9%
Projected service cost (£m)	33.16	35.24
Approximate change in projected service cost	-3.0%	3.1%
<b>Rate of general increase in salaries:</b>		
<b>Adjustment to salary rate increase</b>	<b>+0.1% p.a.</b>	<b>-0.1% p.a.</b>
Present value of total obligation (£m)	1,487.7	1,473.9
Change in present value of total obligation	0.5%	-0.5%
Projected service cost (£m)	34.19	34.19
Approximate change in projected service cost	0.0%	0.0%
<b>Rate of increase to pensions in payment and deferred pensions assumption and rate of revaluation of pension accounts:</b>		
<b>Adjustment to pension increase rate</b>	<b>+0.1% p.a.</b>	<b>-0.1% p.a.</b>
Present value of total obligation (£m)	1,501.7	1,460.2
Change in present value of total obligation	1.4%	-1.4%
Projected service cost (£m)	34.24	33.16
Approximate change in projected service cost	3.1%	-3.0%
<b>Post retirement mortality assumption:</b>		
<b>Adjustment to mortality age rating assumption *</b>	<b>- 1 year</b>	<b>+ 1 year</b>
Present value of total obligation (£m)	1,523.9	1,437.9
Change in present value of total obligation	2.9%	-2.9%
Projected service cost (£m)	35.38	33.00
Approximate change in projected service cost	3.5%	-3.5%
* A rating of +1 year means that members are assumed to follow the mortality pattern of the base table for an individual that is 1 year older than them		

### Discretionary benefits

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

## 26. Financial instruments

### a. Accounting policies

#### Financial assets

**Loans and receivables** are initially measured at fair value and carried at their amortised cost. Annual credits to the Comprehensive Income and Expenditure Statement for interest receivable are based on the carrying amount of the asset multiplied by the effective rate of interest for the instrument. For loans that the Council has made, this means that the amount presented in the Balance Sheet is the outstanding principal receivable and interest credited to the Comprehensive Income and Expenditure Statement is the amount receivable for the year in the loan agreement.

The Council has made a small number of loans to organisations at less than market rates for policy reasons rather than as financial instruments and these loans may be interest free or at rates below prevailing market rates (soft loans). When soft loans are made, a loss is recorded in the Comprehensive Income and Expenditure Statement 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, 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 the 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 Instrument Adjustment Account in the Movement in Reserves Statement.

The Council has set a de-minimis level of £100,000; loans with a value below this amount are measured at cost.

Any gains and losses that arise on de-recognition of the asset are credited/debited to the Comprehensive Income and Expenditure Statement.

**Available-for-sale assets** are recognised on the Balance Sheet when the Council becomes a party to the contractual provisions of a financial instrument and are initially measured and carried at fair value. Where the asset has fixed or determinable payments, annual credits to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement for interest receivable are based on the amortised cost of the asset multiplied by the effective rate of interest for the instrument. Where there are no fixed or determinable payments, income (e.g. dividends) is credited to the Comprehensive Income and Expenditure Statement when it becomes receivable by the Council.

Assets are maintained in the Balance Sheet at fair value. Values are based on the following principles, with a de-minimis level of £100,000:

- Instruments with quoted market prices: the market price
- Other instruments with fixed and determinable payments: discounted cash flow analysis
- Equity shares with no quoted market prices: independent appraisal of company valuations

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.

Changes in fair value are balanced by an entry in the Available for Sale Reserve and the gain/loss is recognised in the *Surplus or deficit on revaluation of available for sale financial assets*. The exception is where impairment losses have been incurred – these are debited to the *Financing and investment income and expenditure* line in the Comprehensive Income and Expenditure Statement, along with any net gain or loss for the asset accumulated in the Available-for-Sale Reserve.

Where assets are identified as impaired because of a likelihood arising from a past event that payments due under the contract will not be made (fixed or determinable payments) or fair value falls below cost, the asset is written down and a charge made to the *Financing and investment income and expenditure* line in the Comprehensive Income and Expenditure Statement. If the asset has fixed or determinable payments, the impairment loss is measured as the difference between the carrying amount and the present value of the revised future cash flows discounted at the asset's original effective interest rate. Otherwise, the impairment loss is measured as any shortfall of fair value against the acquisition cost of the instrument (net of any principal repayment and amortisation).

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, along with any accumulated gains or losses previously recognised in the Available for Sale Reserve.

Where fair value cannot be measured reliably, the instrument is carried at cost (less any impairment losses).

### Financial liabilities

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

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

## b. Nature and extent of risk arising from financial instruments

**Key risks:** the Council's borrowing and investment activities expose it to a variety of financial risks, the key risks being:

- 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 the 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 rates or terms; and
- Market risk: the possibility that the Council may suffer financial loss as a result of changes such as interest rates.

**Procedures for managing risk:** the Council's overall risk management procedures focus on the unpredictability of financial markets, and implementing restrictions to minimise these risks. The procedures for risk management are set out through a legal framework within the Local Government Act 2003 and the associated regulations. These require the Council to comply with the *CIPFA Prudential Code*, the revised *CIPFA Treasury Management in the Public Services Code of Practice* 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 Code;
- by the adoption of a Treasury Policy Statement;
- by approving an investment strategy for the forthcoming year setting out its criteria for both investing and selecting investments counterparties in compliance with government guidance; and
- by approving annually in advance prudential indicators for the following three years limiting:
  - the Council's overall borrowing;
  - its maximum and minimum exposure to fixed and variable rates;
  - its maximum and minimum exposures within the maturity structures of its debt; and
  - its maximum annual exposures to investments maturing beyond a year.

These are required to be reported and approved at or before the Council's annual council tax setting budget meeting. These items are reported within the annual *Treasury Management Strategy*, which outlines the detailed approach to managing risk in relation to the Council's financial instruments exposure. Actual performance is also reported annually to Council.

A treasury team implements these policies. The Council maintains written principles for overall risk management, as well as written policies covering specific areas, such as interest rate risk, credit risk, and the investment of surplus cash through treasury management practices (TMPs). These TMPs are a requirement of the Code of Practice and are reviewed regularly.

The Council also uses treasury consultants to provide guidance in all areas of treasury management.

**Credit risk:** Credit risk arises from deposits with banks, building societies, other local authorities and the government's Debt Management Office<sup>26</sup>, as well as credit exposures to the Council's customers. This risk is minimised through the annual investment strategy, which requires that deposits are not placed with financial institutions that fail to meet the agreed minimum credit criteria. The Council uses the creditworthiness service provided by Capita 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 annual investment strategy also stipulates the maximum amount and time limits in respect of each financial institution.

As at 31 March 2017, £16.500m, or 24.0%, of the Council's deposits (31 March 2016: £40.00m or 43%) were held with financial institutions domiciled outside the UK:

Deposits outside the UK				
Country of Domicile	2015/16		2016/17	
	Amount £m	%	Amount £m	%
Singapore	5.000	5.4	5.000	7.3
Canada	10.000	10.7	5.000	7.3
Germany	15.000	16.1	0.000	0.0
Sweden	0.000	0.0	6.500	9.4
Australia	10.000	10.7	0.000	0.0
	<b>40.000</b>	<b>42.9</b>	<b>16.500</b>	<b>24.0</b>

The table below shows the gross amounts due to the Council from its financial assets, and the amounts which have been impaired due to likely non-receipt. The net carrying value represents the maximum credit risk to which the Council is exposed:

Gross amounts due to the Council from financial assets				
2015/16		2016/17		
Net value £m		Gross value £m	Impairment value £m	Net value £m
93.317	Deposits with financial institutions	68.872	-0.026	68.846
19.502	Long-term debtors	19.903	0.000	19.903
42.457	Debtors	54.260	-8.223	46.037

The debtors' balance represents the amount due to the Council from customers (excluding council tax and business rates arrears and amounts owed by HMRC). A bad debt provision of £8.223m (excluding council tax and business rates) is held on the Balance Sheet to provide against the risk of default on

<sup>26</sup> See <http://www.dmo.gov.uk/>



debt outstanding (£7.568m in 2015/16). In addition, the Council's Balance Sheet at 31 March 2017 held £57.777m (short-term) and £66.123m (long-term) relating to gross amounts owed for financial liabilities (£60.361m short-term and £69.428m long-term in 2015/16), representing amounts owed to customers (excluding HMRC, council tax and business rates); no impairment was required.

The following table summarises the Council's maximum exposure to credit risk on financial assets. This analysis is based on credit rating advice received by the Council's treasury advisors, Capita Asset Services, and focuses on the long-term investment grade rating issued to each financial institution by Fitch. The highest possible rating is AAA and the lowest rating is BBB:

Spread of credit risk		
2015/16 £m	Rating	2016/17 £m
28.317	AAA	37.346
0.000	AA	6.500
40.000	AA-	10.000
5.000	A+	5.000
20.000	A	10.000
<b>93.317</b>	<b>Total (excluding impaired investments)</b>	<b>68.846</b>

**Liquidity risk:** The Council manages its liquidity position through the risk management procedures above (the setting and approval of prudential and treasury indicators and the approval of the treasury and investment strategy reports), as well as through cash flow management procedures required by the Code.

The Council has ready access to borrowing from the money markets to cover any day-to-day cash flow need, and the Public Work Loans Board (PWLb) and money markets for access to longer term funds. The Council is also required to provide a balanced budget through the Local Government Finance Act 1992<sup>27</sup>, 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.

At 31 March 2017, all of the Council's deposits were due to mature within 364 days.

**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 treasury indicator limits for the maturity structure of debt and 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 central treasury 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; and
- 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.

<sup>27</sup> See <http://www.legislation.gov.uk/ukpga/1992/14/contents>



## 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 periods.

Borrowings are not carried at fair value on the Balance Sheet, so nominal gains and losses on fixed rate borrowing will not impact in the Comprehensive Income and Expenditure Statement.

However, changes in interest payable and receivable on variable rate borrowing and investments will affect the General Fund balance.

An example of the impact of a change in interest rates is calculated in the risk assessment shown below. The assessment has been carried out assuming a 1% increase in interest rates (with all other variables such as principal and maturity periods being held constant). The increase in interest rates will only affect the rate applied to variable rate borrowing and investments. The results of this assessment are shown in the following table:

Interest rate sensitivity analysis		
2015/16 £m		2016/17 £m
0.224	Increase in interest payable on variable rate borrowing	0.200
(0.225)	Increase in interest receivable on variable rate investments	(0.159)
<b>(0.001)</b>	<b>Impact on the (surplus)/deficit</b>	<b>0.041</b>
(0.149)	Decrease in fair value of fixed rate investments	(0.077)
107.144	Decrease in the fair value of fixed rate borrowing	173.855

The Council has a number of strategies for managing interest rate risk. The annual Treasury Management Strategy draws together the Council's prudential and treasury indicators and its expected treasury operations, including an expectation of interest rate movements. From this Strategy a treasury indicator is set which provides maximum limits for fixed and variable interest rate exposure. The central treasury 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, the drawing of longer term fixed rates borrowing may be postponed.

The risk of interest rate loss is partially mitigated by the fact that a proportion of government grants payable on financing costs will normally move with prevailing interest rates of the Council's cost of borrowing and therefore provide 'compensation' for a proportion of any higher costs.

**Price risk:** the Council does not generally invest in equity shares but does have shareholdings to the value of £11.583m in Newcastle International Airport, which is not on the stock market. The Council is consequently only exposed to losses arising from movements in the price of these shares if a revaluation of the company showed a fall in its overall valuation.

**Foreign exchange risk:** the Council has no financial assets or liabilities denominated in foreign currencies. It has no exposure to loss arising from exchange rates movements.

### c. Financial instruments gains and losses

The gains and losses recognised in the Comprehensive Income and Expenditure Statement in relation to financial instruments were made up as follows:

Financial instrument gains and losses		
2015/16 £000s		2016/17 £000s
(1,911)	Interest and investment income	(1,667)
27,250	Interest payable and similar charges	26,284
<b>25,339</b>	<b>Total</b>	<b>24,617</b>

**d. Financial instrument balances**

The borrowings and investments disclosed in the Balance Sheet were made up of the following categories of financial instruments, analysed into long-term and short-term and debt maturity:

Analysis of financial liabilities at amortised cost			
Total outstanding at 31 March 2016 £000s		Interest rates payable	Total outstanding at 31 March 2017 £000s
	<b>Source of loan</b>		
(502,786)	Public Works Loans Board	2.08% - 13.75%	(495,486)
(120,865)	Other loan instruments	3.60% - 4.52%	(120,860)
<b>(623,651)</b>	<b>Total financial liabilities at amortised cost</b>		<b>(616,346)</b>
	An analysis of loan by maturity is:		
<b>(70,463)</b>	<b>Short-term borrowing</b>		<b>(78,005)</b>
(63,847)	Maturing in 1 – 2 years		(24,474)
(119,157)	Maturing in 2 – 5 years		(118,795)
(49,003)	Maturing in 5 – 10 years		(42,564)
(321,181)	Maturing in more than 10 years		(352,508)
<b>(553,188)</b>	<b>Long-term borrowing</b>		<b>(538,341)</b>
<b>(623,651)</b>	<b>Total borrowing</b>		<b>(616,346)</b>

Financial instrument balances				
	Short-term		Long-term	
	31/3/16 £000s	31/3/17 £000s	31/3/16 £000s	31/3/17 £000s
Financial liabilities at amortised cost	(70,463)	(78,005)	(553,188)	(538,341)
<b>Total borrowing</b>	<b>(70,463)</b>	<b>(78,005)</b>	<b>(553,188)</b>	<b>(538,341)</b>
Loans and receivables	93,707	69,056	0	0
Available-for-sale assets:				
Unquoted equity investment	0	0	12,367	12,367
<b>Total investments</b>	<b>93,707</b>	<b>69,056</b>	<b>12,367</b>	<b>12,367</b>

**e. Fair value of assets and liabilities carried at amortised cost**

Financial liabilities and financial assets represented by loans and receivables and long term debtors and creditors are carried on the Balance Sheet at amortised cost. Their fair value can be assessed by calculating the present value of the cash flows that take place over the remaining life of the instruments (level 2), using the following assumptions:

- For loans from the PWLB payable, new borrowing rates from the PWLB have been applied to provide the fair value under PWLB debt redemption procedures. As the Debt Management Office provides a transparent approach allowing the exit cost to be calculated without undertaking a repayment or transfer it is appropriate to disclose the exit price. As an alternative, we have assessed the cost of taking a new loan at PWLB new loan rates applicable to existing loans on Balance Sheet date (which could be viewed as a proxy for transfer value);
- For non-PWLB loans payable, PWLB prevailing market rates have been applied to provide the fair value under PWLB debt redemption procedures;
- For loans receivable prevailing benchmark market rates have been used to provide the fair value;
- No early repayment or impairment is recognised; and

- Where an instrument has a maturity of less than 12 months or is a trade or other receivable the fair value is taken to be the carrying amount or the billed amount.

The financial liabilities are held with PWLB and market lenders. All of these investments and borrowings were not quoted on an active market and a Level 1 valuation is not available. To provide a fair value which provides a comparison to the carrying amount, we have used a financial model valuation provided by Capita Asset Services. This valuation applies the Net Present Value approach, which provides an estimate of the value of payments in the future in today's terms as at the balance sheet date. This is a widely accepted valuation technique commonly used by the public sector. Our accounting policy uses new borrowing rates to discount the future cash flows.

The fair value of the total financial liabilities is greater than the carrying amount because the Council's loans portfolio includes a number of fixed rate loans where the interest rate payable is higher than rates available for similar loans in the market at the Balance Sheet date. This shows a notional future loss (based on economic conditions at 31 March 2017) arising from a commitment to pay interest to lenders above current market rates.

The differences between the carrying amount and the fair value of total loans and receivables are attributable to fixed interest instruments being held by the Council whose interest rate is higher than the prevailing rate estimated to be available at 31 March. This increases the fair value of loans and receivables:

Fair value of assets and liabilities carried at amortised cost				
	31 March 2016		31 March 2017	
	Carrying amount £000s	Fair value £000s	Carrying amount £000s	Fair value £000s
PWLB debt	(502,786)	(614,814)	(495,486)	(763,044)
Non-PWLB debt	(120,865)	(150,788)	(120,860)	(230,582)
<b>Total financial liabilities</b>	<b>(623,651)</b>	<b>(765,602)</b>	<b>(616,346)</b>	<b>(993,626)</b>
Market loans < 1 year	65,104	65,159	52,191	51,546
Market loans > 1 year	0	0	0	0
<b>Total financial assets</b>	<b>65,104</b>	<b>65,159</b>	<b>52,191</b>	<b>51,546</b>

The following table reconciles the figures used in this note (see above) to the values disclosed within the Balance Sheet (see also Note 21):

Reconciliation of Balance Sheet items				
	Principal £000s	Impairment £000s	Accrued interest £000s	Total £000s
<b>Short term investments 2016/17:</b>				
Fixed-term deposits	51,500	0	691	52,191
Impaired investment	(26)	26	0	0
	<b>51,474</b>	<b>26</b>	<b>691</b>	<b>52,191</b>
Short term deposits (cash equivalents)	16,865	0	0	16,865
<b>Total</b>	<b>68,339</b>	<b>26</b>	<b>691</b>	<b>69,056</b>
<b>Short term investments 2015/16:</b>				
Fixed-term deposits	65,000	0	104	65,104
Impaired investment	26	(26)	0	0
	<b>65,026</b>	<b>(26)</b>	<b>104</b>	<b>65,104</b>
Short term deposits (cash equivalents)	28,567	0	36	28,603
<b>Total</b>	<b>93,593</b>	<b>(26)</b>	<b>140</b>	<b>93,707</b>

## 27. Authorisation of Accounts for issue

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The Council's Statement of Accounts for the financial year ended 31 March 2017 will be approved, once audited, by the Accounts Committee and authorised for issue during 2017.

Signed:

Date:

**Darren Collins**  
**Strategic Director, Corporate Resources**

Signed:

Date:

**Councillor Martin Gannon**  
**Leader of the Council and Chair of the**  
**Accounts Committee**

# Part 3: Supplementary Statements

## Housing Revenue Account (HRA)

### HRA Income and Expenditure Statement

2015/16 £000s		2016/17 £000s	Note
	<b>Expenditure:</b>		
19,230	Repairs and maintenance	17,680	
17,486	Supervision and management	18,064	
4,477	Special services	3,430	
2,761	Rents, rates, taxes and other charges	3,035	
11,416	Depreciation of non-current assets	13,937	5
12,049	Revaluation of non-current assets	(32,077)	6
339	Debt management charges	341	
393	Increased provision for bad or doubtful debts	662	
<b>68,151</b>		<b>25,072</b>	
	<b>Income:</b>		
(76,942)	Dwelling rents (gross)	(76,081)	
(1,518)	Non-dwelling rents (gross)	(1,403)	
(3,212)	Charges for services and facilities	(3,471)	
(296)	Leaseholders charges for services and facilities	(316)	
(1,038)	Contributions towards expenditure	(936)	
<b>(83,006)</b>		<b>(82,207)</b>	
<b>(14,855)</b>	<b>Net Cost of HRA Services as included in the Council's Comprehensive Income and Expenditure Statement</b>	<b>(57,135)</b>	
587	HRA services' share of Corporate and Democratic Core	575	
<b>(14,268)</b>	<b>Net Income for HRA Services</b>	<b>(56,560)</b>	
	<b>HRA share of the operating income and expenditure included in the Council's Comprehensive Income and Expenditure Statement:</b>		
(751)	(Gain) or loss on sale of HRA non-current assets	(390)	
16,239	Interest payable and similar charges	15,186	
(161)	HRA Interest received and investment income	(191)	
440	Pension interest cost and expected return on pension assets	380	
<b>1,499</b>	<b>(Surplus)/Deficit for the year on HRA services</b>	<b>(41,575)</b>	

### Movement on the HRA Statement

2015/16 £000s		2016/17 £000s	Note
<b>19,885</b>	<b>Balance on the HRA at 1 April 2016</b>	<b>24,109</b>	
(1,499)	Surplus / (Deficit) for the year on HRA Income and Expenditure Statement	41,575	
5,723	Adjustments between accounting basis and funding basis under regulations	(38,325)	1
4,224	Net increase before transfers to reserves	3,250	
<b>4,224</b>	<b>Increase in year on the HRA</b>	<b>3,250</b>	
<b>24,109</b>	<b>Balance on the HRA at 31 March 2017</b>	<b>27,359</b>	

## Notes to the HRA

### 1. Adjustments between accounting basis and funding basis under regulations:

2015/16 £000s		2016/17 £000s
	The following transactions relate to entries that have been credited or debited to the HRA Income and Expenditure Statement that are required by statute to be reversed out through the Movement on the HRA Statement so that there is no impact on the HRA Reserve:	
(12,049)	• Downward revaluation of non-current assets	32,077
2	• Accumulated Absences Account adjustment (IAS19)	0
741	• Gain/ (loss) on sale of HRA non-current assets	390
(633)	• HRA share of contributions to or from the pensions reserve	(554)
6,204	• Capital expenditure funded by the HRA	6,399
11,416	• Transfer to the Major Repairs Reserve (see Note 7)	13,937
(11,416)	• Transfer from the capital adjustment account	(13,937)
(5,735)		38,312
	The following relates to entries that have not been credited or debited to the HRA income and expenditure account but are required by statute to be debited to the HRA reserve:	
12	• Amortisation of premiums and discounts determined in accordance with the Code and those determined in accordance with statute	13
(5,723)	<b>Total adjustments between accounting basis and funding basis under the legislative framework</b>	<b>38,325</b>

### 2. Housing stock and Balance Sheet valuation

The number of council dwellings by type and valuation at 31 March 2017 was as follows:

31/03/16	Lettable stock numbers:	31/03/17
11,226	Houses	11,306
5,213	Flats	4,995
3,094	Bungalows	3,092
<b>19,533</b>		<b>19,393</b>
£000s	Values:	£000s
610,867	Council dwellings	720,943
5,368	Other land and buildings	6,112
0	Vehicle, plant, furniture and equipment	125
<b>616,235</b>	<b>Total Balance Sheet value of land, houses and other property in the HRA</b>	<b>727,180</b>

It should be noted that opening values are presented prior to any revaluations carried out during 2016/17 and taking effect from 1 April 2016.

### 3. Vacant possession value

The vacant possession value of the HRA dwellings at 1 April 2016 was £1.597bn (1 April 2015: £1.595bn). However, the Existing Use Value for Social Housing (EUV-SH) at the same date was £0.735bn (1 April 2015: £0.622bn). The EUV-SH reflects the valuation for a property if it was sold with sitting tenants paying rents at less than open market rents and tenant's rights including the right to buy.



#### 4. Capital expenditure

A summary of total capital expenditure on land, houses and other property within the HRA during the financial year, broken down according to the sources of funding was as follows:

2015/16 £000s		2016/17 £000s
	<b>Expenditure:</b>	
17,682	Council dwellings	18,950
98	Other land and buildings	1,585
0	Vehicle, plant, furniture and equipment	118
<b>17,780</b>	<b>Total capital expenditure</b>	<b>20,653</b>
	<b>Funded by:</b>	
(160)	Borrowing	(317)
(6,204)	Direct revenue financing	(6,399)
(11,416)	Major Repairs Reserve	(13,937)
<b>(17,780)</b>	<b>Total funding</b>	<b>(20,653)</b>

#### 5. Depreciation

The Council charges depreciation on HRA assets in line with the accounting policy for property, plant and equipment. Council dwellings are depreciated over 50 years based on their actual value. The total depreciation charges were as follows:

2015/16 £000s		2016/17 £000s
11,197	Council dwellings	13,734
219	Other land and buildings	203
<b>11,416</b>	<b>Total</b>	<b>13,937</b>

#### 6. Revaluations

The Council values its dwellings every year using the Existing Use Value for Social Housing basis. During the financial year, the valuation process resulted in a credit to the HRA of £32.077m relating to the reversal of previous losses (2015/16: a charge of £12.049m), as shown below:

2015/16 £000s		2016/17 £000s
	<b>Revaluation losses / (reversals of previous losses) recognised in the HRA Income and Expenditure Statement:</b>	
4,125	Council dwellings	(34,373)
30	Other land and buildings	1,116
	<b>Impairments recognised in the HRA Income and Expenditure Statement:</b>	
7,894	Council dwellings	1,180
<b>12,049</b>	<b>Total</b>	<b>(32,077)</b>

## 7. Major Repairs Reserve

The movement on the Council's Major Repairs Reserve (MRR) was as follows:

2015/16 £000s		2016/17 £000s
<b>0</b>	<b>Opening Balance at 1 April</b>	<b>0</b>
(11,416)	Amounts transferred to MRR during the year:	(13,937)
11,416	Capital expenditure on land, houses & other property	13,937
<b>0</b>	<b>Closing balance as at 31 March</b>	<b>0</b>

## 8. Item 8 adjustment

This amount comprises the capital asset charges accounting adjustment which is calculated in accordance with the *Item 8 Credit and Item 8 Debit (General) Determination for the year*.

2015/16 £000s		2016/17 £000s
	<b>Credit:</b>	
(161)	Interest on notional cash balance	(191)
(12,049)	Impairments adjustment	32,077
<b>(12,210)</b>		<b>31,886</b>
	<b>Debit:</b>	
16,239	Interest on loans	15,186
11,416	Depreciation	13,937
339	Debt management expenses	341
12,049	Impairment charges	(32,077)
<b>40,043</b>		<b>(2,613)</b>
<b>27,833</b>	<b>Total item 8 debit</b>	<b>29,273</b>

# Collection Fund Statement

2015/16 £000s		Business rates	2016/17 £000s Council tax	TOTAL	Notes
	<b>Income</b>				
(83,306)	Income from council tax	0	(87,870)	(87,870)	2
(89,935)	Income from business rates	(92,759)	0	(92,759)	
<b>(173,241)</b>	<b>Total income</b>	<b>(92,759)</b>	<b>(87,870)</b>	<b>(180,629)</b>	
	<b>Expenditure</b>				
	<b>Apportionment of previous year surplus:</b>				
1,000	Gateshead Council	0	11	11	
51	Tyne and Wear Fire and Rescue Authority	0	1	1	
62	Northumbria Police and Crime Commissioner	0	1	1	
<b>1,113</b>		<b>0</b>	<b>13</b>	<b>13</b>	
	<b>Precepts, demands and shares:</b>				
45,322	Central Government	44,354	0	44,354	
118,527	Gateshead Council	43,925	77,245	121,170	
4,631	Tyne and Wear Fire and Rescue Authority	887	3,842	4,729	
4,410	Northumbria Police and Crime Commissioner	0	4,711	4,711	
414	Transitional protection payments payable	235	0	235	
<b>173,304</b>		<b>89,401</b>	<b>85,798</b>	<b>175,199</b>	
	<b>Less charges to Collection Fund:</b>				
944	Write-off of uncollectable amounts	3,345	508	3,853	
292	Cost of collection	293	0	293	
(80)	Reconciliation adjustments	0	0	0	
<b>1,156</b>		<b>3,638</b>	<b>508</b>	<b>4,146</b>	
<b>2,332</b>	<b>(Surplus)/deficit arising during the year</b>	<b>280</b>	<b>(1,551)</b>	<b>(1,271)</b>	
<b>2,324</b>	<b>(Surplus)/deficit brought forward 1 April</b>	<b>7,469</b>	<b>(2,813)</b>	<b>4,656</b>	
<b>4,656</b>	<b>(Surplus)/deficit carried forward 31 March</b>	<b>7,749</b>	<b>(4,364)</b>	<b>3,385</b>	
	<b>Attributable to:</b>				
3,734	Central Government	3,875	0	3,875	
1,127	Gateshead Council	3,797	(3,929)	(132)	
(53)	Tyne and Wear Fire and Rescue Authority	77	(195)	(118)	
(152)	Northumbria Police and Crime Commissioner	0	(240)	(240)	
<b>4,656</b>		<b>7,749</b>	<b>(4,364)</b>	<b>3,385</b>	

## Notes to the Collection Fund Statement

### 1. National non-domestic rates (NNDR) / business rates

In 2013/14, the local government financing system was overhauled with the introduction of a new scheme whereby councils retain an element of business rates (previously, councils simply acted as a collection agent for the government, paying funds into the national pool). The primary aim of the new scheme is to give councils a financial incentive to generate economic growth. However, the system also increases financial risks to the Council as bad debts and income volatility are transferred.

The scheme allows the Council to retain 49% of net business rates collected (with the exception of the New Development Deal, for which the Council can retain 100% above a pre-determined base); the remaining 51% is paid to precepting bodies (50% to central government and 1% to the Tyne and Wear Fire and Rescue Authority).

2015/16		2016/17
49.3p	Rate in the pound	49.7p
£219.463m	Total non-domestic rateable value	£221.132m

### 2. Council tax

Council tax income derives from charges raised according to the value of residential properties, which have been classified into eight valuation bands estimated at 1 April 1991 values for this specific purpose. Individual charges are calculated by estimating the amount of income required to be taken from the Collection Fund by the Council and preceptors for the forthcoming year and dividing this by the council tax base (the total number of properties in each band adjusted by a proportion to convert the number to a band D equivalent and further adjusted for discounts). The table below shows the calculation of the council tax base:

	Proportion of Band D Charge	Number of Properties		Band D Equivalent Properties	
		2015/16	2016/17	2015/16	2016/17
Band A - Up to £40,000 (disabled reductions)	5/9	90	93	50	52
Band A - Up to £40,000	6/9	33,946	34,308	22,631	22,872
Band B - £40,001 to £52,000	7/9	9,915	10,000	7,712	7,778
Band C - £52,001 to £68,000	8/9	12,926	13,062	11,490	11,611
Band D - £68,001 to £88,000	9/9	5,032	5,078	5,032	5,078
Band E - £88,001 to £120,000	11/9	2,018	2,064	2,466	2,523
Band F - £120,001 to £160,000	13/9	755	756	1,091	1,092
Band G - £160,001 to £320,000	15/9	346	365	577	608
Band H - Over £320,000	18/9	12	14	24	28
		<b>65,040</b>	<b>65,740</b>	<b>51,073</b>	<b>51,642</b>

	2015/16	2016/17
Council tax for a band D property	£1,634.29	£1,699.47

# Part 4: Accompanying documents

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## Annual Governance Statement 2016/17

To be approved by Audit and Standards Committee on 19 June 2017

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### Scope of Responsibility

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

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

The Council has approved and adopted a code of corporate governance, which is consistent with the principles of the CIPFA/SOLACE *Delivering Good Governance in Local Government Framework*. A copy of the Code is on the Council's website<sup>28</sup>.

This statement explains how the Council has complied with the Code and also meets the requirements of regulation 6(1) of the Accounts and Audit Regulations 2015.

### The Purpose of the Governance Framework

The governance framework comprises the systems, processes, culture and values by which the Council is directed and controlled and through which it accounts to, engages with and leads the community. It enables the Council to monitor the achievement of its strategic objectives and to consider whether those objectives have led to the delivery of appropriate and cost-effective services. Good governance combines robust systems and processes, such as risk management, financial management, performance management and internal controls, with effective leadership based on openness and strong ethical standards to create a culture that underpins the delivery of the Council's services in Vision 2030 and the Council Plan.

The system of internal control is a significant part of that framework and is designed to manage risk to a reasonable level. It cannot eliminate all risk of failure to achieve policies, aims and objectives and can therefore only provide reasonable and not absolute assurance of effectiveness. The system of internal control is based on an ongoing process designed to identify and prioritise the risks to the achievement of the Council's policies, aims and objectives, to evaluate the likelihood and impact of those risks being realised and to manage them efficiently, effectively and economically.

The governance framework has been in place at the Council for the year ended 31 March 2017 and approval of the Statement of Accounts 2016/17.

### The Governance Framework

The Council continually reviews and improves its governance framework and during 2016/17, it has been updated to take account of the following:

- New Corporate Performance Management framework agreed with target and tracker indicators to Council Plan 2015-2020;

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<sup>28</sup> [www.gateshead.gov.uk/Council%20and%20Democracy/About-the-Council/policies/governance.aspx](http://www.gateshead.gov.uk/Council%20and%20Democracy/About-the-Council/policies/governance.aspx)

- Review of Council Plan and Vision 2030;
- Review of Appraisal and Development;
- Development of the Councillor Engagement and Development Framework;
- Online consultation panel - engagement with residents; and
- Corporate Employee Forum developed and Employee Survey 2016.

The Council continues to face a number of challenges managing significant budgetary pressures, whilst meeting increasing demand as a consequence of demographic changes and a rapidly changing policy context. It is anticipated that the scale and depth of these changes will continue throughout the timeframe of the Council Plan (i.e. until at least 2020) so the Council needs to ensure it can adapt with pace and purpose to continue to provide the best possible services to its residents.

### **Organisational Structures**

The Council's functions are delivered through the following service groups:

- Office of the Chief Executive
- Care, Wellbeing and Learning
- Communities and Environment
- Corporate Services and Governance
- Corporate Resources

A clear statement of the purpose and vision for Gateshead is set out in the Sustainable Community Strategy, Vision 2030, owned by the Gateshead Strategic Partnership and published on the Council's website. The Council's objectives are set out in the Council Plan 2015-2020, which documents the Council's role, working with its partners, in supporting the delivery of this Strategy. These are translated into more specific aims and objectives in the business plans which each Council service prepares annually. The achievement of these objectives is monitored by individual services and at a strategic level by the Cabinet and Overview and Scrutiny Committees.

The Council has a corporate performance management framework through which quality of service is measured via strategic outcome indicators. Following a review of the framework, Cabinet received a report on 19 April 2016 identifying a new suite of strategic outcome indicators to support the Council Plan 2015-2020. Performance is monitored by group and service management teams and scrutinised on a six-monthly basis by Overview and Scrutiny Committees, who report areas of concern to Cabinet. The Council has a performance management ICT system which brings together performance indicators, action and financial information to provide real time reporting.

The Localism Act, 2011 introduced a duty on Councils to promote and maintain high standards of behaviour by members of the Council. While the Act removed the requirement to have a Standards Committee, the Council has set up a politically balanced Committee to deal with any such issues and this was combined with the Audit Committee during 2014/15 as part of the changes to the decision making structures. The first meeting of the new Audit and Standards Committee took place on 23 June 2014. Employees are also subject to a Code of Conduct and number of specific policies as set out in the Employee Handbook.

Policy and decision making are facilitated by a clear framework of delegation set out in the Council's Constitution. This sets out, among other things, where responsibility lies for developing and delivering policy, and for taking decisions. The Constitution provides for extensive delegation to officers but within a policy framework laid down by the Council, and with the more significant executive decisions being taken by the Leader and Cabinet. The Constitution, which was updated to reflect the Council's new operational structure, is subject to an annual review which ensures it is up to date in terms of changes to Council policy, revised delegations and legislative changes.

Risk management is embedded in the Council through a Corporate Risk Management Policy which includes the requirement to identify strategic and operational risks, assess those risks for likelihood and impact, identify mitigating controls and allocate responsibility for those controls. The Council maintains and reviews a register of its business risks, linking them to strategic business objectives and assigning ownership for each risk. Risk management awareness is an integral part of the Council's employee/management competency framework and a comprehensive training programme has been developed for employees at all levels. The Audit and Standards Committee receives quarterly reports on risk management and takes appropriate action to ensure that corporate business



risks are being actively managed; the Committee also receives the annual corporate risk management report and agrees the effectiveness of the Council's risk management arrangements.

The Strategic Director, Corporate Resources is designated as the responsible officer for the administration of the Council's financial affairs under section 151 of the Local Government Act 1972. This includes ensuring the lawfulness and financial prudence of decision-making; providing advice, particularly on financial impropriety and budget issues; giving financial information; and acting as the Council's money laundering reporting officer. It also extends to ensuring the financial arrangements in place conform to the governance requirements of the CIPFA Statement on the Role of the Chief Financial Officer in Local Government.

The Audit and Standards Committee reviews and approves the Council's Local Code of Governance; the original code was reviewed by the Audit and Standards Committees and approved by the full Council following referral from the Cabinet. The terms of reference for the Audit and Standards Committee state it will "*consider the effectiveness of the Council's risk management arrangements, the internal control environment and associated anti-fraud and anti-corruption arrangements*". The Committee reviews internal control and governance issues relating to the Council and submits an annual report to the Cabinet and Council, based on its activity over the year including the approval of the Annual Governance Statement.

Compliance with established policies, procedures, laws and regulations is ensured by the requirement in the Constitution to give the Chief Executive, the Monitoring Officer and the Chief Finance Officer the opportunity to comment on every report submitted to a decision-making body. The Monitoring Officer has a legal duty to ensure the lawfulness and fairness of decision-making. This includes acting as the Council's Senior Information Risk Owner with overall responsibility for the Council's Information Governance procedures.

The Council maintains an independent Internal Audit Service. The Internal Audit Service is required to objectively examine, evaluate and report upon the adequacy of the control environment as a contribution to the proper, economic, efficient and effective use of the Council's resources. This is achieved through the delivery of a risk based annual audit plan which is agreed by the Audit and Standards Committee and monitored on a quarterly basis. The Chief Internal Auditor also prepares an annual report based on the work of the Internal Audit Service which provides an independent and objective opinion on the Council's control environment based on the work undertaken by the Service throughout the year. During 2014/15, the Internal Audit Services was externally assessed for compliance with Public Sector Internal Audit Standards. The outcome of the assessment was that the service is substantially compliant and identified no areas of concern that the Internal Audit Service is unable to form a judgement as to the proper and effective working of the Council's system of internal control. There were some minor areas for improvement which were not considered material to impact on the overall scope of operation of the Service and were actioned in 2015/16. The results of the assessment were reported to the Audit and Standards Committee on 26 January 2015.

The Council has a Workforce Strategy 2015-2020 (Cabinet 14 July 2015), which enables managers to realise the full potential of their team and employees participate in a regular review of their achievement and development needs. The Council's 'whistle blowing' procedure was reviewed and refreshed during 2014/15, is set out in the employee handbook and contact details are on the Council's website. Responsibilities for investigation of allegations are set out in the Council's Fraud and Corruption Policy which was updated in March 2012. The policy will be reviewed during 2017/18 to take into consideration CIPFA's Code of Practice on Managing the Risk of Fraud and Corruption.

The Council is committed to the training and development of all of its councillors. All councillors are encouraged to take the opportunity to draw up a Personal Development Plan (PDP) which is monitored on an annual basis. The PDP helps to identify areas where individuals would like extra training or development. Councillors are also encouraged to attend training courses on specific issues including Ethics and Probity and Risk Management. In addition, a development pool has been established into which councillors can nominate themselves, to further develop their chairing skills. The Council has for many years, provided an induction programme for new councillors, giving the opportunity to meet with the Chief Executive and senior officers of the Council. The aim of the programme is to give an insight into how the Council works and the different services it provides to residents.

A partnership register is maintained which is updated by Strategic/Service Directors in a timely manner and then reviewed on an annual basis. A guidance document is available to Strategic/Service Directors to support the maintenance of the register. Examples of partnerships on the register include the Gateshead Strategic Partnership, the Local Safeguarding Children Board and the South Tyne & Wear Waste Management Partnership. A risk assessment model has been developed to assess the strength of each partnership arrangement in respect of governance, financial arrangements, reputation and delivery. The most significant partnerships to the Council have been identified from the Partnership Register and risk assessments have been completed by the relevant Strategic/Service Director for each of these.

## Review of effectiveness

The Accounts and Audit Regulations 2015 and the CIPFA/SOLACE *Delivering Good Governance in Local Government: Framework* have established requirements that all local authorities must adhere to in relation to governance arrangements. The Council must ensure that it has a sound system of internal control which:

- Facilitates the effective exercise of its functions and the achievement of its aims and objectives;
- Ensures that the financial and operational management of the Council is effective; and
- Includes effective arrangements for the management of risk.

The Council must, each financial year, conduct a review of the effectiveness of the system of internal control and to include the results in an Annual Governance Statement which accompanies the Statement of Accounts.

The review of the effectiveness of governance arrangements is informed by:

- The opinion of Members of the Cabinet;
- The work of senior managers within the Council who have responsibility for the development and maintenance of the governance environment;
- An assessment of the Systems of Internal Audit, incorporating a review of the Internal Audit Service and the Audit and Standards Committee, and the Chief Internal Auditor's annual report;
- Corporate Risk Management arrangements;
- The robustness of Performance Management and Data Quality information;
- Views of the external auditor and other external inspectorates;
- Assurance from the Strategic Director, Corporate Services and Governance on the operation of Council's Legal and Regulatory Framework;
- Assurance from the Strategic Director, Corporate Resources on the operation of the Council's financial controls;
- Partnership governance arrangements; and
- Counter fraud and corruption arrangements.

The Council's Constitution sets out the role of the Leader and Cabinet as follows:

- To lead change and make recommendations for change to the Council, in consultation with a wide range of stakeholders;
- To ensure that the Council's priorities within the policy framework and budget are implemented, making decisions within that framework where appropriate;
- To monitor the implementation of the budget and policy framework through taking a lead role on Best Value and through co-ordination with the overview and scrutiny role; and
- To provide a public face on specific issues.

The Council's Local Code of Governance is reviewed regularly and was last approved by the Audit and Standards Committee on 6 March 2017. A report was presented to the Audit and Standards Committee on 19 June 2017 in which Members of the Cabinet agreed that reliance can be placed on the Council's corporate governance arrangements when carrying out their roles. The code outlines the principles of good governance and how the Council complies with them. In addition, it highlights a number of areas of future development opportunities to improve the governance framework. In April 2016, CIPFA issued new guidance on Delivering Good Governance which is applicable to the financial year 2016/17. The new Framework will require a full re-drafting of the Council's Local Code of Governance although the majority of the information contained in the current Code will be pertinent to the new one.

Cabinet members and Service Directors have carried out self-assessments of the processes, controls and governance arrangements they have in place to allow them to achieve their service objectives. These included consideration of the effectiveness of internal controls. A report was submitted to the Audit and Standards Committee on 19 June 2017 which concluded that, based on the self-assessments, Cabinet members and Service Directors agree that effective controls were in place.

The Chief Internal Auditor reports to the Council's Strategic Director, Corporate Resources, but in order to ensure independence has direct and unfettered access to the Chief Executive, the Strategic Director, Corporate Services and Governance (Monitoring Officer), and the Chair of the Audit and Standards Committee. A review of the effectiveness of Internal Audit, incorporating the Internal Audit Service and the Audit and Standards Committee, has been undertaken and was reported to the Audit and Standards Committee on 19 June 2017. This included an assessment of compliance with the CIPFA Statement on the Role of the Head of Internal Audit (2010) and compliance with Public Sector Internal Audit Standards. This review concluded that the Council's system of internal audit is considered to be effective, which in turn allows the opinion of the Chief Internal Auditor to be relied upon.

The Chief Internal Auditor provides an independent opinion on the adequacy and effectiveness of the system of internal control, risk management and governance arrangements which was incorporated in the Annual Internal Audit Report to the Audit and Standards Committee on 19 June 2017. This opinion is based on audit reviews undertaken during the year which found all systems reviewed to be operating well or satisfactorily, except in five cases where significant weaknesses were identified. These weaknesses were in specific areas and as such there are no areas for improvement disclosed in this statement for 2016/17 as a result of the work of the Internal Audit Service.

The Annual Risk Management Report was presented to the Audit and Standards Committee on 19 June 2017 which concluded that risk management arrangements are effective.

Regular reports on performance management information and data quality have been considered by Overview and Scrutiny Committees and Cabinet over the course of the year in accordance with the Council's performance management framework. Based on the information provided during the year and internal reviews of data quality, effective controls are in place.

Assurance on the effectiveness of the Council's legal and regulatory framework has been provided by the Strategic Director, Corporate Services and Governance, who as Monitoring Officer has a legal duty to ensure the lawfulness and fairness of decision-making within the Council. Compliance with established policies, procedures, laws and regulations is ensured by the requirement in the Constitution to give the Chief Executive, the Monitoring Officer and the Chief Finance Officer the opportunity to comment on every committee report submitted to a decision-making body. No areas of significant non-compliance have occurred during 2016/17.

Assurance on the effectiveness of the Council's financial controls has been provided by the Strategic Director, Corporate Resources (Chief Financial Officer) who is designated as the responsible officer for the administration of the Council's financial affairs under Section 151 of the Local Government Act 1972. Effective systems are in place to ensure the lawfulness and financial prudence of decision-making and to fully discharge the responsibilities of the role. The financial arrangements in place conform to the governance requirements of the CIPFA Statement on the Role of the Chief Financial Officer in Local Government.

Service Directors review partnerships within their business plans on an annual basis. As partners are key to the delivery of the Council's objectives assurance of their control and governance systems is required. The corporate guidance on managing partnerships effectively was updated in 2014 and is reviewed on an annual basis. The consensus amongst Service Directors was that all Partnership Arrangements have been established in compliance with the Council's Guide to Partnership Working. In addition this area was reviewed by the Internal Audit Service in 2016/17 and found to be satisfactory.

## Actions taken to improve governance following previous Annual Governance Statement

Governance Issue	Planned Action	Action Taken	Outstanding Matters
Review the Council's Fraud and Corruption Policy	Fraud and Corruption Policy to be reviewed during 2016/17 to take into consideration CIPFA's Code of Practice on Managing the Risk of Fraud and Corruption	Invest to save proposal developed and agreed to appoint and train two Corporate Fraud Officers to strengthen the Council's approach to managing the risk of fraud and corruption	Review the Council's Fraud and Corruption Policy
CIPFA issued new guidance in April 2016, Delivering Good Governance in Local Government: Framework	Use this Guidance, to inform the Council's annual review of the Local Code of Governance.	Local Code of Governance assessed as meeting the principles of the CIPFA Guidance.	Fundamental review and redraft of the Council's Local Code of Governance.

## Action Plan for 2017/18

Governance Issue	Planned Action	Responsible Officer
Strengthen Council approach to managing the risk of Fraud and Corruption	Review the Council's Fraud and Corruption Policy  Develop an appropriate counter fraud and corruption strategy to mitigate the identified risks of fraud and corruption.  Provide resources to implement the strategy  Take action in response to fraud and corruption	Strategic Director, Corporate Resources
CIPFA issued new guidance in April 2016, Delivering Good Governance in Local Government: Framework	A fundamental review and redraft of the Councils' Local Code of Governance to get the best value from the CIPFA Guidance.	Strategic Director, Corporate Services and Governance

## Opinion on Governance Arrangements

Based on the review of the Council's governance arrangements during 2016/17, including the internal control and risk management environments, the opinion is that the Council's governance arrangements continue to be regarded as fit for purpose.

## Joint Statement by the Leader of the Council and the Chief Executive

We have been advised on the implications of the result of the review of the effectiveness of the governance framework by the Audit and Standards Committee on 19 June 2017 and that the arrangements continue to be regarded as fit for purpose in accordance with the governance framework.



**Signed:**

Councillor Martin Gannon  
Leader of the Council

Dated:



**Signed:**

Sheena Ramsey  
Chief Executive.

Dated:

# Independent Auditor's Report

## to the Members of Gateshead Council

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### Opinion on the Council's financial statements

We have audited the financial statements of Gateshead Council for the year ended 31 March 2017 under the Local Audit and Accountability Act 2014. The financial statements comprise the Movement in Reserves Statement, the Comprehensive Income and Expenditure Statement, the Balance Sheet, the Cash Flow Statement, the Housing Revenue Account Income and Expenditure Statement, the Movement on the Housing Revenue Account Statement and Collection Fund, and the related notes. 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 2016/17.

This report is made solely to the members of Gateshead Council, as a body, in accordance with Part 5 of the Local Audit and Accountability Act 2014 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 the Members of the Gateshead Council, as a body, for our audit work, for this report or for the opinions we have formed.

### Respective responsibilities of the Strategic Director, Corporate Resources and auditor

As explained more fully in the Statement of the Strategic Director, Corporate Resources' Responsibilities, the Strategic Director, Corporate 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 2016/17, and for being satisfied that they give a true and fair view. Our responsibility is to audit and express an opinion on the financial statements in accordance with applicable law and International Standards on Auditing (UK and Ireland). Those standards require us to comply with the Auditing Practices Board's Ethical Standards for Auditors.

### Scope of the audit of the financial statements

An audit involves obtaining evidence about the amounts and disclosures in the financial statements sufficient to give reasonable assurance that the financial statements are free from material misstatement, whether caused by fraud or error. This includes an assessment of: whether the accounting policies are appropriate to the Council's circumstances and have been consistently applied and adequately disclosed; the reasonableness of significant accounting estimates made by the Strategic Director, Corporate Resources; and the overall presentation of the financial statements. In addition, we read all the financial and non-financial information in the Narrative Statement to identify material inconsistencies with the audited financial statements and to identify any information that is apparently materially incorrect based on, or materially inconsistent with, the knowledge acquired by us in the course of performing the audit. If we become aware of any apparent material misstatements or inconsistencies we consider the implications for our report.

### Opinion on financial statements

In our opinion the financial statements:

- give a true and fair view of the financial position of Gateshead Council as at 31 March 2017 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 2016/17.

### Opinion on other matters

In our opinion, the information given in the Narrative Statement for the financial year for which the financial statements are prepared is consistent with the financial statements.

### Matters on which we report by exception

We report to you if:

- in our opinion the Annual Governance Statement does not comply with Delivering Good Governance in Local Government: a Framework (2016);



- we issue a report in the public interest under section 24 of the Local Audit and Accountability Act 2014;
- we make a recommendation under section 24 of the Local Audit and Accountability Act 2014; or
- we exercise any other special powers of the auditor under the Local Audit and Accountability Act 2014.

We have nothing to report in these respects.

## **Conclusion on Authority's arrangements for securing economy, efficiency and effectiveness in the use of resources**

### ***Respective responsibilities of the Council and the auditor***

The Council 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.

We are required under section 20 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.

We report if significant matters have come to our attention which prevent us from concluding that the Authority has put in place 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.

### ***Scope of the review of arrangements for securing economy, efficiency and effectiveness in the use of resources***

We are required to conclude whether the Authority has put in place arrangements to ensure it took properly informed decisions and deployed resources to achieve planned and sustainable outcomes for taxpayers and local people.

We have planned and undertaken our work in accordance with the Code of Audit Practice as issued by the Comptroller and Auditor General, and had regard to relevant guidance. Based on our risk assessment, we undertook such work as we considered necessary to form a view on whether, in all significant respects, the Authority had put in place proper arrangements to secure economy, efficiency and effectiveness in its use of resources.

### ***Conclusion***

On the basis of our work, having regard to the guidance on the specified criterion issued by the Comptroller and Auditor General, we are satisfied that in all significant respects, Gateshead Council put in place proper arrangements to secure economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2017.

### ***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.

Cameron Waddell

Partner

For and on behalf of Mazars LLP

Salvus House,  
Aykley Heads,  
Durham,  
DH1 5TS

Date: TBC



# Glossary of Terms

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**Accounting policies** see Note 1.

**Accruals:** the accruals basis of accounting requires that the non-cash effects of transactions be recognised in the period that they affect, rather than when cash is paid or received. An accrual is a sum included in the final accounts to cover income or expenditure attributable to an accounting period for goods supplied and received or works done, but for which payment has not been made / received by the end of the period.

**Accumulated Absences Account** see Note 6b.

**Actuarial gains and losses** are 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

**Amortisation** is the process of writing-off an **intangible asset** over its projected life. It is equivalent to depreciation of tangible **non-current assets**.

**Appropriations** are transfers to/from the Council's reserves from the Comprehensive Income and Expenditure Statement or the **HRA**. In addition, appropriations include the reconciling transactions needed to convert expenditure to amounts required from council tax.

**Assets:** an asset is "a resource controlled by the entity as a result of past events and from which future economic benefits are expected to flow to the entity" (IASB definition). Current assets change in value on a day-to-day basis (e.g. **cash**). **Non-current assets** yield benefit to the Council and the services it provides for a period of more than one year (e.g. land and buildings).

**Available for sale assets** are non-operational assets that meet the following criteria:

- They are available for immediate sale in their present condition subject to terms that are usual and customary for sales of such assets (or disposal groups);
- The sale is highly probable, with the Council committed to a plan to sell the **asset**;
- An active programme to locate a buyer and complete the plan has been initiated; and
- The **asset** (or disposal group) must be actively marketed for a sale at a price that is reasonable in relation to its current fair value. The sale should be expected to qualify for recognition as a completed sale within one year of the date of classification and action required to complete the plan should indicate that it is unlikely that significant changes to the plan will be made or that the plan will be withdrawn.

**Bad debts and bad debt provisions:** bad debts are those debts which are uncollectable, due to debtors going bankrupt or absconding; bad debt provisions are funds set aside to provide for debtors failing to pay.

**Best Value** provides a framework for the planning, delivery and continuous improvement of Council services. The overriding purpose is to establish a culture of good management in local government for the delivery of efficient, effective and economic services that meet the users' needs.

Under Best Value, the Council has a duty 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". This improvement involves consideration of costs, making the most of money spent, and making sure that services meet the needs of communities and authorities' priorities.

**Budgets** are statements defining the Council's policies over a specified period of time in terms of finance. The budget also includes statements about the use of other resources (e.g. numbers of staff) and the methods of financing expenditure.

**Capital Adjustment Account** see Note 6b.

**Capital charges** are charges to the Comprehensive Income & Expenditure to reflect the cost of using assets. They are based upon depreciation, which represents the cost of using the **asset**.

**Capital expenditure** is expenditure on the acquisition of a **non-current asset** or expenditure which adds to and not merely maintains the value of an existing **non-current asset**.

**Capital grants and contributions** are funds provided by the government or other bodies to undertake work of a capital nature (i.e. to create a **non-current asset**).

**Capital Grants Unapplied reserve** see *Note 6b*.

**Capital receipts** are proceeds from the sale of Council-owned land and buildings or from the repayment of loans and advances. A major element of the Council's capital receipts is from the sale of council dwellings under the "Right to Buy" legislation.

**Capital Receipts Reserve** see *Note 6b*.

**Cash** comprises cash on hand and demand deposits, including uncleared BACS payments and unrepresented cheques.

**Cash equivalents** 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.

**CIPFA** (the Chartered Institute of Public Finance and Accountancy) provides guidance in the interest of public services. It is the professional body for accountants working in the UK public sector (and local government in particular). It provides financial and statistical information for local authority and other public sector bodies, and advises central government and other bodies on public finance.

**Clawback** is the recovery of grants by the awarding body in the event of the criteria for award not being met, such as expenditure on disallowed items or failure to meet targets.

**Collection Fund Adjustment Account** see *Note 6b*.

**Community assets** are **non-current assets** that the Council intends to hold in perpetuity, that have no determinable useful life and which may have restrictions on their disposal (e.g. parks and historic buildings).

**Componentisation** is the allocation of the overall value of a significant **non-current asset** into separate components with materially different useful lives. This ensures that the **depreciation** charged more accurately reflects the consumption of economic benefits, recognising that some components will wear out more quickly than others.

There is no minimum requirement for the number of components for a **non-current asset**, and the number will vary depending on the nature and complexity of the asset.

**Constructive obligation** is an obligation that derives from an authority's actions where by an established pattern of past practice, published policies or a sufficiently specific current statement, the Council has indicated to other parties that it will accept certain responsibilities, and as a result, the Council has created a valid expectation on the part of those other parties that it will discharge those responsibilities.

**Contingencies** are funds set aside as a reserve to meet the cost of unforeseen items of expenditure, or shortfalls in income and to provide for inflation. This is not included in individual budgets because their precise value cannot be determined in advance.

**Contingent assets** are possible assets arising from past events, whose existence will be confirmed only by the occurrence of one or more uncertain future events not wholly within the Council's control.

**Contingent liabilities** are either:

- possible obligations arising from past events whose existence will be confirmed only by the occurrence of one or more uncertain future events not wholly within the Council's control, or
- present obligations arising from past events where it is not probable that a transfer of economic benefits will be required or the amount of the obligation cannot be measured with sufficient reliability.

**Contingent rents** are lease payments that changes as a result of changes occurring subsequent to the inception of the lease, other than the passage of time (such as indexation of a long-term contract).

**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.

**Corporate and democratic core** comprises all activities that the Council engage in specifically because it is an elected, multi-purpose authority. The cost of these activities are thus over and above those which would be incurred by a series of independent, single-purpose, nominated bodies managing the same services. There is therefore no logical basis for apportioning these costs.

**Corporate governance** is the system by which an organisation directs and controls its functions and relates them to its communities.

**Creditors** are amounts owed by the Council for goods and services received but where payment has not been made at the end of the financial year (i.e. 31 March). Creditors also include *receipts in advance*, where the Council receives income from external bodies or individuals in advance of service provision (e.g. payment of 2016/17 council tax bill in 2015/16).

**Current assets** are items that can readily be converted into **cash**. These include items such as **cash**, **debtors** (net of **bad debt provisions**), **investments**, **stock** and **work in progress**.

**Current liabilities** are amounts owed to individuals or organisations that will be paid within twelve months of the Balance Sheet date.

**Current service cost**, for a **defined benefit pension scheme**, is 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.

**Curtailments** are pension adjustments which reduce the expected years of future service of current employees or eliminate the accrual of defined benefits for some or all of their future service. Gains or losses on curtailment must be immediately recognised.

**Debtors** are amounts owed to the Council for goods and services supplied but where payment has not been received at the end of the financial year. The technical definition is: financial assets not traded in an active market with fixed or determinable payments that are contractual rights to receive cash or cash equivalents.

**Deferred Capital Receipts** see *Note 6b*.

**Deferred liabilities** are liabilities that should have been paid to an individual or an organisation during the year but have been deferred to a later date.

**Defined benefit scheme** is 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 not directly related to the investments of the scheme. The scheme may be funded or unfunded.

**Defined contribution scheme** is 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** is the systematic allocation of the depreciable amount of a **non-current asset** over its useful life, and reflects the economic benefits consumed by the asset during the period.

**Discretionary benefits** are retirement benefits, which the employer has no legal, contractual or constructive obligation to award and are awarded under the Council's discretionary powers, such as the Local Government (Discretionary Payments) Regulations 1996.

**Estimates** are amounts that the Council expects to spend or receive as income during an accounting period:

- **Original Estimates** are the estimates for a financial year approved by the Council before the start of the financial year.

- **Revised Estimates** are an updated revision of the estimates for a financial year prepared within the financial year.

**Estimation techniques** are methods adopted by an entity to arrive at estimated monetary amounts, corresponding to the measurement bases selected, for assets, liabilities, gains, losses and changes to reserves.

Estimation techniques implement the measurement aspects of accounting policies. A policy will specify the basis on which an item is to be measured; where there is uncertainty over the monetary amount corresponding to that basis, the amount will be arrived at by using an estimation technique. They include, for example:

- (a) methods of **depreciation**, such as straight-line and reducing balance, applied in the context of a particular measurement basis, used to estimate the proportion of the economic benefits of a **non-current asset** consumed in a period; and
- (b) different methods used to estimate the proportion of debts that will not be recovered, particularly where such methods consider a population as a whole rather than individual balances.

**Events after the Balance Sheet date** are those events, favourable and unfavourable, that occur between the Balance Sheet date and the date when the Statement of Accounts are authorised for issue.

**Exceptional items** are material items which derive from events or transactions that fall within the ordinary activities of the Council and which need to be disclosed separately by virtue of their size or incidence to give fair presentation of the accounts.

**Expected rate of return on pension assets:** for a funded **defined benefit scheme**, is the average rate of return, including both income and changes in fair value but net of scheme expenses, expected over the remaining life of the related obligation on the scheme.

**Fair value** is the price at which it could be exchanged in an arm's length transaction less (where applicable) any grants receivable towards the purchase or use of the asset.

**Finance leases** are leases that transfer substantially all the risks and rewards incidental to ownership of a **non-current asset**. Title may or may not eventually be transferred. Finance lease liabilities are equal to the net present value of **minimum lease payments**.

**Financial instruments** are contracts that give rise to a financial **asset** of one entity and a financial **liability** or equity instrument of another entity.

**Financial Instruments Adjustment Account** see *Note 6b*.

**Formula grant** is the general grant given to support local authority spending on services other than schools. It comprises revenue support grant and national non-domestic rates. In addition, authorities also receive a wide range of specific grants from government departments towards particular service areas or government initiatives (see area based grant). Central government support in total is known as aggregate external finance (AEF), comprising specific grants and formula grant.

**General Fund** see *Note 6b*.

**Grants** are assistance by other bodies in the form of cash or transfers of assets to the Council in return for past or future compliance with certain conditions relating to the activities of the Council.

**Grant determination** is a schedule provided by a grant awarding body that indicates the funding to be awarded and any conditions or restrictions associated with the grant(s).

**Government grant** is assistance by government, inter-government agencies and similar bodies, whether local, national or international, in the form of cash or transfers of assets to the Council in return for past or future compliance with certain conditions relating to the activities of the Council.

**Gross expenditure** is the total cost of providing the Council's services before taking into account income from government grants and fees and charges for services.

**Historical cost** refers to the original monetary value of an asset.

**Housing Revenue Account (HRA)** see Note 6b.

**HRA subsidy** is government grant paid to the Council towards the cost of providing, managing and maintaining dwellings and paying housing benefits to tenants.

**IASs (International Accounting Standards)** are accounting pronouncements issued by the International Accounting Standards Board (IASB). They have been adopted by the UK public sector in a move to make it more comparable with both the private sector and the international community as a whole. The main standards referred to within this document are IAS 19 *Employee Benefits*, which primarily gives a framework for the required pension fund disclosures, and IAS 16 *Property, Plant and Equipment* which prescribes the accounting treatment of property, plant and equipment assets.

**IFRSs (International Financial Accounting Standards)** are accounting pronouncements issued by the IASB. They have been adopted (or, in some cases, interpreted or adapted) by the UK public sector in an attempt to make it more comparable with both the private sector and the international community as a whole.

**Impairment** is the amount by which the carrying value of an asset (i.e. its current value in the accounts) exceeds its recoverable amount, caused either by a consumption of economic benefits (e.g. obsolescence, damage or adverse change in statutory environment), or a general fall in prices.

**Infrastructure assets** are non-current assets that are inalienable; expenditure on such assets is only recoverable through continued use of the asset. Examples of infrastructure assets are highways and footpaths.

**Intangible assets** are identifiable, non-monetary, **non-current assets** without physical substance. Examples include software licences, patents and copyrights.

**Inventories** are held on the Balance Sheet in expectation of future use when unused or unconsumed. When use will not arise until a later period, it is appropriate to carry forward the amount to be matched to the use or consumption when it arises.

**Investments** are separated into the following categories:

- Long-term investments are investments intended to be held for use on a continuing basis in the activities of the Council for 365 days or more; and
- Short-term investments occur when surplus funds are invested for 364 days or fewer.

**Investments (pension fund)** in the **Local Government Pension Fund** are accounted for in the statements of that fund. However, the Council is also required to disclose, as part of the disclosures relating to retirement benefits, the attributable share of pension scheme assets associated with the underlying obligations.

**Investment properties** are interests in land and/or buildings, in respect of which construction work and development have been completed, and which is held solely for its investment potential, with any rental income being negotiated at arm's length.

**Leases:** leasing is the method of financing the provision of various capital assets to discharge the Council's functions outside normal borrowing procedures but within the criteria laid down in the Local Authorities (Capital Finance) Regulations. Leases are classified as either *finance leases* or *operating leases*.

**Levies:** similar to **precepts**, these sums are paid to other bodies. However, these amounts are not collected through council tax as with precepting bodies; they are items of expenditure on the face of the Income and Expenditure Account. The bodies that charge a levy on the Council are the Tyne and Wear Integrated Transport Authority, the Environment Agency and the Tyne Port Health Authority.

**Liabilities** are legally binding obligations to settle debts owed / commitments made.

**Liquid resources** are current asset investments that can be readily disposed of by the Council without disrupting its business and are either readily convertible to known amounts of **cash** at or close to the carrying amount, or traded in an active market.

**Local Government Pension Scheme (LGPS)** is a nationwide public sector pension schemes for employees working in local government. It is administered locally for participating employers through



many regional pension funds. The Tyne and Wear Pension Fund manages the Council's pension assets and liabilities<sup>29</sup>.

**Long-term contract** is a contract entered into for the design, manufacture or construction of a single substantial asset or the provision of a service (or a combination of assets or services which together constitute a single project), where the time taken substantially to complete the contract is such that the contract activity falls into different accounting periods. Some contracts with a shorter duration than one year should be accounted for as **long-term contracts** if they are sufficiently material to the activity of the period.

**Major Repairs Reserve** see *Note 6b*.

**Material** or **Materiality**: an item of information is material if its omission or misstatement from the accounts might reasonably affect the assessment of the Council's stewardship, economic decisions or comparison with other entities. Materiality is dependent on the size and nature of the item in question.

**Minimum lease payments** are payments over lease term that lessee is or can be required to make, excluding contingent rent, costs for services and taxes to be paid by and reimbursed to the lessor, together with:

- a) For a lessee, any amounts guaranteed by the lessee or by a party related to the lessee; or
- b) For a lessor, any residual value guaranteed to the lessor by:
  - (i) The lessee;
  - (ii) A party related to the lessee; or
  - (iii) A third party unrelated to the lessor that is financially capable of discharging the obligations under the guarantee.

**Net book value**, or carrying amount, is the amount at which non-current assets are included in the Balance Sheet, i.e. their historical cost or current value less the cumulative amounts provided for depreciation / amortisation.

**Net interest on the net defined benefit liability / asset**, i.e. net interest expense for the authority: this is 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.

**Net realisable value** is the open market value of an asset in its existing use (or open market value in the case of non-operational assets) less the expenses to be incurred in realising the **asset**.

**Non-current assets** are those that yield benefits to the local authority and the services it provides for a period of more than one year.

**Operating lease** is a lease other than a **finance lease**.

**Operational assets** are **non-current assets** held and occupied, used or consumed by the Council in the direct delivery of those services for which it has either a statutory or discretionary responsibility or for the service or strategic objectives of the Council.

**Past service cost**, for a **defined benefit pension scheme**, 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 as part of Non Distributed Costs.

**Pension fund**: an employees' pension fund is maintained by an authority, or group of authorities, in order to make pension payments on retirement of participants. It is financed from contributions from the employing authority, the employee and investment income.

**Pensions Reserve** see *Note 6b*.

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<sup>29</sup> See <http://www.twpf.info> for further information



**Precepts** are amounts of council tax collected by the Council and paid to other bodies. The major precepting bodies are *Northumbria Police Authority* and *the Tyne and Wear Fire and Rescue Authority*. Parish precepts are charged separately and only on the area of the parish council concerned. Parish precepts are treated in the accounts as council expenditure.

**Private finance initiatives (PFIs)** are public / private sector partnerships designed to procure new major capital investment resources for local authorities. They are intended to form a substantial and genuine additional source of funding to local authorities rather than merely being a replacement for existing funding.

**Prior period adjustments** are material adjustments applicable to prior years arising from changes in accounting policies or from the correction of material errors. They do not include normal recurring corrections or adjustments of accounting estimates made in prior years.

**Provisions** are amounts set aside in the accounts for liabilities that are likely to be incurred or assets that are likely to be received but where the amounts or the dates on which they will arise are uncertain.

**Prudential borrowing** is the current regime for council borrowing; it gives local authorities much more freedom than the previous system in deciding how much they can afford to borrow. All borrowing must remain within the Council's prudential borrowing limits (see Prudential Code), which are agreed annually by committee (Council).

**Prudential Code for Capital Finance in Local Authorities** is a framework for local authority capital investment introduced through the Local Government Act 2003. The basic principle of the Prudential Code is that local authorities will be free to invest so long as their capital spending plans are affordable, prudent and sustainable and that treasury management decisions are taken in accordance with good professional practice.

**Prudential indicators:** to demonstrate that local authorities have fulfilled the objectives of the **Prudential Code**, prudential indicators must be used. They are designed to support and record local decision making in a manner that is publicly accountable, but are not designed to be comparative performance indicators.

**Related parties:** A related party is a person or entity that is related to the entity that is preparing its financial statements (in this Section of the Code referred to as the 'reporting entity').

- a) A person or a close member of that person's family is related to a reporting entity if that person:
  - (i) has control or joint control over the reporting entity;
  - (ii) has significant influence over the reporting entity; or
  - (iii) is a member of the key management personnel of the reporting entity or of a parent of the reporting entity.
- b) An entity is related to a reporting entity if any of the following conditions apply:
  - (i) The entity and the reporting entity are members of the same group (which means that each parent, subsidiary and fellow subsidiary is related to the others);
  - (ii) One entity is an associate or joint venture of the other entity (or an associate or joint venture of a member of a group of which the other entity is a member);
  - (iii) Both entities are joint ventures of the same third party;
  - (iv) One entity is a joint venture of a third entity and the other entity is an associate of the third entity;
  - (v) The entity is a post-employment benefit plan for the benefit of employees of either the reporting entity or an entity related to the reporting entity. If the reporting entity is itself such a plan, the sponsoring employers are also related to the reporting entity;
  - (vi) The entity is controlled or jointly controlled by a person identified in (a); or
  - (vii) A person identified in (a)(i) has significant influence over the entity or is a member of the key management personnel of the entity (or of a parent of the entity).

**Related party transaction** is a transfer of resources or obligations between a reporting entity and a related party, regardless of whether a price is charged. Related party transactions exclude transactions

with any other entity that is a related party solely because of its economic dependence on the authority or the government of which it forms part.

**Remuneration** (or allowance) is any consideration or benefit derived directly or indirectly by key management personnel from the Council for services provided in their capacity as elected members or otherwise as employees of the Council.

**Reserves** are monies set aside by the Council that do not fall within the definition of provisions.

**Residual value** is the **net realisable value** of a **non-current asset** at the end of its useful life. Residual values are based on prices prevailing at the date of the acquisition (or revaluation) of the asset and do not take account of expected future price changes.

**Retirement benefits** are all forms of consideration given by the Council in exchange for services rendered by employees that are payable after the completion of employment. Retirement benefits do not include termination benefits payable as a result of either:

- (i) an employer's decision to terminate an employee's employment before the normal retirement date; or
- (ii) an employee's decision to accept voluntary redundancy in exchange for those benefits, because these are not given in exchange for services rendered by employees.

**Return on plan assets** shows the difference between the actual return and interest income on pension fund assets notionally allocated to the Council (separate to the amount disclosed within Net Interest). It is charged to the Pensions Reserve as *Other Comprehensive Income and Expenditure* excluding amounts included in net interest on the net defined benefit liability / asset.

**Revaluation Reserve** see Note 6b.

**Revenue expenditure** is incurred on the day-to-day running of the Council; the costs principally include employee expenses, premises costs, supplies and transport.

**Revenue expenditure funded from capital under statute:** this is expenditure that is legally allowed to be classified as capital for funding purposes when it does not result in the expenditure being carried on the Balance Sheet as a non-current asset; for example, improvement grants.

**Revenue funding** is grant funding used to support the **revenue expenditure** of the Council. It may be 'ringfenced' to specific areas or may be general.

**Revenue support grant (RSG)** is grant paid by the government towards local services in general, as opposed to specific grants (which may only be used for a specific purpose).

**Scheme liabilities** (of a **defined benefit scheme**) are outgoings due after the valuation date. They are measured using the projected unit method reflect the benefits that the employer is committed to provide for service up to the valuation date.

**Service Accounting Code of Practice (SeRCOP)** provides guidance on financial reporting to ensure data consistency and comparability between local authorities. It was introduced by CIPFA in response to the demands placed upon local authorities to secure and demonstrate Best Value in the provision of services to the community.

**Settlement** (pensions) is an irrevocable action that relieves the employer (or the defined benefit scheme) of the primary responsibility for a pension obligation and eliminates significant risks relating to the obligation and the assets used to effect the settlement. Settlements include:

- a) A lump-sum cash payment to scheme members in exchange for their rights to receive specified pension benefits;
- b) The purchase of an irrevocable annuity contract sufficient to cover vested benefits; and
- c) The transfer of scheme assets and liabilities relating to a group of employees leaving the scheme.

**Special Services** cover services to HRA tenants such as cleaning, communal lighting, lifts, communal heating, laundry services, concierge schemes, ground maintenance and welfare services, excluding essential care and other special services.

**Strain on the fund:** when a member of the **LGPS** is allowed to retire early (e.g. efficiency, redundancy or with the Council's consent), employee and employer pension contributions stop but benefits become payable earlier than assumed and will be paid for a longer period. To meet the additional cost to the fund, the employer must make additional payments called strain costs.

**Support services**, or overheads, are those that support the delivery of front line services. Support services include finance, administration, ICT, legal and other central services.

**Unusable reserves** are those reserves that the Council is not able to use to provide services. This category of reserves includes reserves that hold unrealised gains and losses, where amounts would only become available to provide services if the assets are sold; and reserves that hold timing differences. Note 6 provides further information on the individual reserves in this category.

**Usable reserves** are those reserves that the Council may use to provide services, subject to the need to maintain a prudent level of reserves and any statutory limitations on their use. They can also be described as 'cash-backed'. Note 6 provides further information on the individual reserves in this category.

**Useful life, or useful economic life**, is the period over which, the local authority will derive benefits from the use of a non-current asset.

**Vision 2030** is Gateshead's Sustainable Community Strategy which sets out the following ambitious and aspirational vision for Gateshead:

"Local people realising their full potential, enjoying the best quality of life in a healthy, equal, safe, prosperous and sustainable Gateshead."

It reflects the views of thousands of people and is informed by evidence gathered from Gateshead, giving a picture of the quality of life and services across the Borough.

# Contacts

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## Primary contacts:

Chief Executive:	<b>Sheena Ramsey</b> from March 2017 <b>Mike Barker</b> to February 2017 <b>Jane Robinson</b> to August 2016
Chief Financial Officer:	<b>Darren Collins</b>
Leader of the Council:	<b>Councillor Martin Gannon</b> from May 2016 <b>Councillor Mick Henry</b> to May 2016
Audit and Standards Committee Chair:	<b>Councillor Helen Haran</b> from May 2016 <b>Councillor Brian Coates</b> to May 2016

## Web links:

Gateshead Council	<a href="http://www.gateshead.gov.uk">www.gateshead.gov.uk</a>
Gateshead Housing Company	<a href="http://www.gatesheadhousing.co.uk">www.gatesheadhousing.co.uk</a>
Tyne and Wear Archives and Museums	<a href="http://www.twmuseums.org.uk">www.twmuseums.org.uk</a>
Newcastle Airport	<a href="http://www.newcastleairport.com">www.newcastleairport.com</a>

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## The Council's Statement of Accounts is audited by:

Mazars LLP  
Salvus House  
Aykley Heads  
Durham  
DH1 5TS

**For queries / feedback, please contact Matt Calvert on 0191 433 3680**