



## **NOTICE OF MEETING**

### **Governance & Audit Committee**

**Wednesday 21 September 2016, 7.30 pm**

**Council Chamber, Fourth Floor, Easthampstead House, Bracknell**

**To: The Governance & Audit Committee**

Councillor Allen (Chairman), Councillor , Councillors Heydon, McLean, Ms Miller, Mrs Temperton, Thompson and Worrall

**cc: Substitute Members of the Committee**

Councillors Mrs Hayes MBE, Hill, Leake, McCracken and Mrs McKenzie-Boyle

**ALISON SANDERS**  
Director of Corporate Services

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**Governance & Audit Committee**  
**Wednesday 21 September 2016, 7.30 pm**  
**Council Chamber, Fourth Floor, Easthampstead House,**  
**Bracknell**

**AGENDA**

	Page No
<b>1. Apologies for Absence</b> To receive apologies for absence and to note the attendance of any substitute members.	
<b>2. Declarations of Interest</b> Members are requested to declare any disclosable pecuniary or affected interest in respect of any matter to be considered at this meeting.  <i>Any Member with a Disclosable Pecuniary Interest or an affected interest in a matter should withdraw from the meeting when the matter is under consideration and should notify the Democratic Services Officer in attendance that they are withdrawing as they have such an interest. If the Disclosable Pecuniary Interest is not entered on the register of Members interests the Monitoring Officer must be notified of the interest within 28 days.</i>	
<b>3. Minutes - 29 June 2016</b> To approve as a correct record the minutes of the meetings of the Committee held on 29 June 2016.	5 - 8
<b>4. Urgent Items of Business</b> Any other items which, pursuant to Section 100B(4)(b) of the Local Government Act 1972, the Chairman decides are urgent.	
<b>5. Financial Statement 2015/16</b> To receive a report setting out the key elements of the Council's Financial Statements for 2015/16.	9 - 126
<b>6. External Audit: Audit Results Report</b> To receive from Ernst and Young, the Council's External Auditors, the outcome of their work to discharge their statutory audit responsibilities in relation to Bracknell Forest Council.	Report to Follow
<b>7. Review of Constitution - Standards</b> To seek approval changes to the Council's Constitution.	127 - 150

**8. Review of Constitution - Planning**

To seek approval changes to the Council's Constitution.

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**Date of Next Meeting**

The next scheduled meeting of the Governance and Audit Committee will take place on 25 January 2017 at 7.30pm

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## GOVERNANCE & AUDIT COMMITTEE 29 JUNE 2016 7.30 - 8.21 PM

### **Present:**

Councillors Allen (Chairman), King OBE (Vice-Chairman), McLean, Mrs Temperton, Thompson and Worrall

### **Apologies for absence were received from:** Councillor Heydon, Ms Miller and Mr G S Anderson

#### **4. Apologies for Absence**

There were no apologies for absence.

#### **5. Declarations of Interest**

There were no declarations of interest.

#### **6. Minutes - 30 March 2016**

**RESOLVED** that the minutes of the meeting of the Committee held on 30 March 2016 be approved as a correct record and signed by the Chairman.

#### **7. Urgent Items of Business**

There were no items of urgent business.

#### **8. External Audit Matters**

Helen Thompson, Ernst and Young, presented a report from the External Auditors, which set out the Audit Progress Report and the Annual Audit and Certification Fees 2016/17.

The Audit Progress Report set out the work that had been completed since the External Audit Plan had been presented to the Committee at the meeting on the 30 March 2016. Members were informed that the plan was currently on track and that there were no issues at present to bring to the Committee.

The Year End audit visit was planned to start the week commencing 4 July 2016, with the completed report due to come to the Committee at the September meeting.

Members were also reminded of the change in the regulations for the financial close arrangements from the 2017/18 financial year. The time table for the preparation and approval of accounts would be brought forward to a draft accounts deadline of 31 May and Audit deadline of 31 July. It was also highlighted that future Committee meetings would need to reflect the new timeframe.

The Committee noted the Annual Audit and Certificate Fees for 2016/17 had been set. There had been no increase in the fees for 2016/17, however this may change in 2018/19 when Local Authorities could appoint their own External Auditors.

Helen confirmed that for continuity she would be continuing to act as the key contact during the completion of the 2015/16 audit, however there is a vacant position and reallocation could occur next year.

**RESOLVED** that the Governance and Audit Committee note the Audit Progress Report and the Annual Audit Certification Fees 2016/17.

9. **Internal Audit Annual Assurance Report 2015/16**

The Borough Treasurer presented the Internal Audit Annual Assurance Report 2015/16 on behalf of Sally Hendrick, Head of Audit and Risk Management, who was unable to attend the meeting.

The report, a requirement for Internal Audit, set out the Head of Internal Audit's Opinion for 2015/16, summarised the results and conclusions of Internal Audit's work for 2015/16 and provided statement on compliance with the PSIAS which would support the Annual Governance Statement.

Internal Audit had been subject to an independent assessment earlier in the year which resulted in four recommendations of improvement, these recommendations had been subsequently implemented.

The Payroll software issue, which had received Limited Assurance in the 2014/15 Internal Audit had been due to a firewall problem which had since been resolved however the Creditors Software issue was still ongoing. The issue should be resolved through a software upgrade. Subject to user acceptance testing the upgrade had been expected to go live in September 2016.

It was explained to the Committee that a report had been sent to the National Crime Agency (NCA) due to a member of the public paying a large amount in cash for an event at Easthampstead House and it had been felt that this was an indication of tax avoidance.

The Fraud Management Plan, which had been a key priority for 2015/16, was currently in draft and would be finalised over the Summer. There had also been limited testing of the Disaster Recovery Plans, which had been another of the key priorities for 2015/16.

The Committee raised their concerns about the number of Limited Assurance Level's that appeared against many of the schools, especially as the schools had been re audited with many of the same occurring issues. The Committee were informed that a testing exercise within the schools had happened earlier this year and findings showed that expenditure had not been correctly authorised in many schools.

The Committee recommended that number of Limited Assurance Level's occurring on Internal Audit Reports be an item on the Governors Annual Conference in February 2017.

**RESOLVED** that the Governance and Audit Committee note the Head of Audits and Risk Management's Annual Report, setting out the Head of Internal Audit's Opinion for 2015/16.

## **10. Annual Governance Statement**

The Committee received a report requesting approval of the Annual Governance Statement (AGS) 2015/16 and to update the Committee on progress against the Action Plan which had been agreed in June 2015.

The primary source of assurance for the AGS were the Compliance Assessments completed by:

- The Assistant Chief Executive and each Director on compliance with internal controls and governance arrangements across their departments;
- The Monitoring officer in respect of legal and regulatory functions;
- The Borough Treasurer in respect of financial controls; and
- The Borough Treasurer and Head of Audit and Risk Management in respect of risk management.

The Action Plan attached to last years AGS addressed identified a number of areas for improvement. In particular communicating with and raising staff awareness of information management policies, taking a proactive approach to counter fraud and updating the Council's website to comply with the requirements of the revised Data Transparency Code. Considerable progress had been made during 2015/16 on implementing those actions. Where those issues were ongoing they had again been included in the Action Plan for 2016/17.

### **RESOLVED**

- 1 That the draft Annual Governance Statement (AGS) show in Appendix 1 to the report be approved.
- 2 Note the progress made on the Action Plan for 2015/16.
- 3 That the Action Plan for 2016/17 show in Appendix 3 to the report be approved.

## **11. Strategic Risk Management Update**

The Committee considered a report presenting the Strategic Risk Register for review.

In accordance with the Risk Management Strategy, the Strategic Risk Register had been reviewed quarterly by the Strategic Risk Management Group and every six months by the Corporate Management Team. An update of changes to the assessment of risk and any mitigating actions was shown.

The Committee commented that reference 11 and 6b on the Strategic Risk Register should be removed from the register due to the current residual risk score being so low. The Borough Treasurer would take the Committee's comments to the Strategic Risk Management Group.

**RESOLVED** that the Committee noted the Strategic Risk Register set out in Appendix 1 to the report.

## **12. Employee Code of Conduct Amendment**

The Committee considered a report seeking the endorsement of an amendment to the Employees Code of Conduct to introduce a requirement for all Council employees to declare the existence of criminal charges, cautions and convictions to their line manager. It was originally proposed to the Committee on 23 September 2016 and more recently the Employment Committee in March and May 2016, with a final decision to be taken by the Council in July 2016.

The proposed change followed a decision by Corporate Management Team to review and amend the practice of carrying out three yearly Disclosure and Barring Service (DBS) rechecks to posts where there is no statutory duty to do so. The imposition of a requirement on employees to disclose new convictions was expected to mitigate any risks which might arise

**RESOLVED** that

- 1 The provision outlined in paragraph 5.5 is added to the Employees Code of Conduct.
- 2 As a consequence to the proposed changes above, an additional offence (failing to disclose) as detailed in 5.8 is added to the Disciplinary Procedure as an instance of potential serious misconduct.
- 3 That recommendation 2.1 and 2.2 have retrospective effect from 1 July 2015 (ie from the point which DBS rechecks ceased to be undertaken)

NB – Cllr Worrell asked to be recorded as voting against the decision to endorse the proposed changes.

**CHAIRMAN**

**TO: GOVERNANCE AND AUDIT COMMITTEE  
21 SEPTEMBER 2016**

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**FINANCIAL STATEMENTS 2015/16  
Borough Treasurer**

**1 PURPOSE OF REPORT**

- 1.1 In accordance with the Accounts and Audit Regulations 2015, the Borough Treasurer signed the draft 2015/16 Statement of Accounts on 26 May 2016. Copies of the draft Financial Statements were subsequently circulated to all Council Members. The accounts were then subjected to audit by Ernst and Young LLP. As a result of the audit there have been no changes to the draft Financial Statements. This report summarises for Committee Members the key elements within the accounts and the findings of the audit.

**2 RECOMMENDATIONS**

**That the Committee:**

- 2.1 **Approves the Financial Statements for 2015/16 attached at Annex A;**
- 2.2 **Authorises the Chairman of the meeting to sign and date the Statement of Accounts on behalf of the Committee;**
- 2.3 **Authorises the Chairman of the meeting to sign and date the Letter of Representation set out in Annex B.**

**3 REASONS FOR RECOMMENDATIONS**

- 3.1 The Accounts and Audit Regulations 2015 require the accounts to be approved by Council (or Committee of the Council) and the Chairman of the meeting to formally sign the accounts to certify that this has been undertaken.

**4 ALTERNATIVE OPTIONS CONSIDERED**

- 4.1 None.

**5 SUPPORTING INFORMATION**

**5.1 Outturn Expenditure 2015/16**

- 5.1.1 The Council, at its meeting on 25 February 2015, approved a revenue budget for 2015/16 of £79.179m. The actual outturn for the General Fund is within budget with an under spend of -£2.702m. This is the eighteenth consecutive year the Council has managed to spend within its budget. In fact the Council had planned to use £0.932m from General Balances to support the 2015/16 budget. Taking this under spend into account the Council actually returned £1.770m to the General Fund.

### 5.1.2 The most significant variances were:

- Additional income from Industrial and Commercial Properties (-£0.099m).
- An under spend in the Operations Unit primarily from reduced Home to School Transport and reactive maintenance costs (-£0.376m).
- Within Learning and Achievement, additional income was earned at the Bracknell Open Learning Centre from lettings and courses, fee income from the School Improvement Team and fixed penalty notices (-£0.131m). In addition, a saving was achieved on higher education fees (-£0.041m).
- The number of Special Guardianship Orders and Childcare Solicitor assessments increased, resulting in over spends (£0.151m).
- An under spend on Learning Disabilities (-£0.938m) partly offset by additional costs on Physical Support (£0.407m) and Support with Memory and Cognition (£0.376m). These variances primarily relate to care package costs and Continuing Health Care Funding.
- A significant increase in the recovery of Housing Benefit overpayments during the year resulted in additional income (-£0.462m) which was partly offset by additional agency staff costs (£0.145m).
- Agency staff overspends at Heathlands care home (£0.194m), additional homeless family costs (£0.071m) and an over spend on Forestcare relating to staff and equipment (£0.133m).
- Additional income at the Cemetery and Crematorium (-£0.114m), the Lookout (-£0.133m), Downshire Golf Course (-£0.045m), and from Waste (-£0.058m), Local Land Charges grant (-£0.072m) and Building Control (-£0.090m).
- An under spend on Waste Disposal due to reduced tonnages and the resolution of the dispute on recyclate income (-£0.426m).
- Concessionary Fares under spent due to a reduction in passenger numbers (-£0.145m).
- Higher cash balances have been sustained throughout the year resulting in additional interest (-£0.459m).
- Internally funded capital expenditure was financed from internal borrowing to spread the cost impact on revenue. The capital expenditure charged to the General Fund budget was therefore not required (-£0.314m). Higher than forecast capital carry forwards created an under spend against the Minimum Revenue Provision (-£0.118m).
- The Contingency was not fully allocated during the year (-£0.886m).
- Further income was received relating to the Council's deposit with Heritable Bank (-£0.082m). The Council has now recovered 100% of its original deposit (£2m), and £0.011m in interest. An exchange rate gain also occurred on the deposit held in Iceland relating to Glitnir Bank (-£0.095m).
- Transfers into the Structural Changes Reserve (£1m) and Transformation Reserve (£1m) to fund the Council's transformation programme and any resulting staffing implications.

A detailed comparison of the outturn and estimated expenditure is provided in the Explanatory Foreword on pages 3 to 5 of the Financial Statements.

### Comprehensive Income and Expenditure Statement

- 5.1.3 The Statement shows a surplus on the Provision of Services of -£6.820m. This is because the statement shows the cost of providing services in accordance with accounting practices, rather than the amount to be funded from taxation. The taxation position which shows the real impact on the General Fund is shown in the Movement in Reserves Statement. The Comprehensive Income and Expenditure Statement also includes gains and losses arising from the revaluation of assets and changes in pension liabilities. The total figure of -£42.797m explains the change in the net assets of the Council presented in the Balance Sheet. Individual Balance Sheet items are discussed in more detail below.
- 5.1.4 Within the Cost of Services, the comparative changes in Net Cost primarily relate to capital charges. In particular, the comparative decrease in Children and Education Services relates to the downward revaluation of schools in 2014/15 which was not repeated in 2015/16.
- 5.1.5 The gain on the disposal of Property, Plant and Equipment primarily relates to the gain on the disposal of Binfield Nursery (-£2.1m) less the loss arising from the replacement of parts of assets, for example road resurfacing.

### **5.2 Changes to Accounting Policies and Disclosure Requirements**

- 5.2.1 A new standard (IFRS 13) on Fair Value measurement was adopted by the Code of Practice for Councils in 2015/16. This has required Surplus Assets and Investment Property to be reassessed to ensure they are held at best market value in the Balance Sheet. Although alternative uses were assessed for Investment Property the highest and best use of these assets continues to be their current use. A change in valuation basis was therefore not required (page 41 and note 17 of the Financial Statements).

### **5.3 Provisions**

- 5.3.1 The Council's balances contain specific provisions for known liabilities where the timing or amount of the liability is uncertain. These are considered each year as part of the budget cycle to ensure adequacy and need, and are again reviewed at the year end, in considering the annual accounts. Provisions have decreased by £10.738m to £2.462m (page 81 of the Financial Statements).
- 5.3.2 The provision for Business Rates appeals is required to cover the liabilities arising from the refunding of ratepayers who successfully appeal against the rateable value of their properties on the rating list. The Council's share of the provision has decreased by £9.035m to £1.774m primarily due to the settlement of a number of outstanding appeals including Vodafone. In addition a number of Compulsory Purchase Orders relating to the Town Centre Regeneration have now been settled (£1.654m).

### **5.4 Revenue Reserves**

- 5.4.1 These are the reserves of the authority at 31 March 2016, consisting of Earmarked Reserves, the General Reserve and other Revenue Reserves (e.g. the Pension Reserve).

- 5.4.2 Earmarked Reserves are sums of money which have been set aside for specific purposes. These are excluded from general balances available to support revenue or capital expenditure.
- 5.4.3 The Borough Treasurer has taken the opportunity to review earmarked reserves and adjusted them to reflect the changing risks the organisation faces and these changes were presented to the Executive in the Revenue Expenditure Outturn 2015/16 Report on 18 July 2016. The Council's Reserves and Balances Policy Statement which sets out the purpose of each reserve was included at Annex D to that report. Earmarked Reserves totalling £30.139m, a decrease of £0.150m on last year's figure, are proposed and are summarised on page 83 of the Financial Statements.
- 5.4.4 There are also a number of unusable revenue reserves, such as the Pension Reserve, so called because the Council is not able to utilise them to provide services. They are adjustment accounts which deal with situations where income and expenditure are recognised statutorily against the General Fund balance on a different basis from that expected by the Accounting Code of Practice.

#### General Reserves

- 5.4.5 The General Fund Balance stands at £12.730m as at 31 March 2016. The original 2016/17 budget included plans to spend £5.174m of this reserve; however additional in-year savings approved by Council on 13 July 2016 should reduce this to a more sustainable £1.777m.

### **5.5 Other Balance Sheet Issues**

- 5.5.1 The Balance Sheet shows that the Council holds long term assets valued at £573.0m (excluding pension assets), with Other Land and Buildings at £443.5m representing the most significant category. The overall value has increased by £44.8m compared to 2014/15. Revaluation increases in Investment Property and Other Land and Buildings combined with substantial spend on new assets and assets under construction account for the change.
- 5.5.2 Short Term Debtors have decreased by £4.9m to £23.4m. This comparative decrease primarily relates to a payment in advance for the purchase of Bracknell Bus Station (-£4.3m) and outstanding joint arrangements (-£2.4m) in 2014/15 only, partly offset by an increase in trade debtors in 2015/16 - particularly those relating to CIL (£2.5m).
- 5.5.3 Cash and Cash Equivalents (investments of less than 3 months duration) have reduced by £12.5m to £20.2m. This reflects the expected net cash outflow resulting from expenditure on the Council funded Capital Programme.

#### Capital Financing Requirement

- 5.5.4 The Council's Capital Financing Requirement (CFR) increased during the year by £7.6m to £62.3m as at 31 March 2016. This is a measure of the capital expenditure incurred historically by the Council that has yet to be financed and represents the underlying need to borrow. However, overall the Council was debt free at 31 March 2016 and did not need to borrow externally

to finance capital expenditure. A charge is made each year to revenue known as the Minimum Revenue Provision which writes down the balance of the CFR over time. Further details can be found in Note 18 of the Financial Statements.

#### **5.6 Audit of Accounts**

- 5.6.1 The draft accounts have been subject to scrutiny by the Council's external auditor. Following the audit of the accounts no amendments were required to the Statement of Accounts.

#### **5.7 Letter of Representation**

- 5.7.1 The Letter of Representation (Appendix B of the audit results report) is a significant part of the audit process that enables the external auditor to form an opinion as to whether the financial statements give a true and fair view of the financial position of the Council as at 31 March 2016 and of its expenditure and income for the year then ended. The Committee is asked to review and confirm its approval of the letter.

### **6 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS**

#### Borough Solicitor

- 6.1 The Accounts and Audit Regulations 2015 require the 2015/16 Statement of Accounts to be formally approved by Members (a Committee or Council) and signed by the Chairman / Mayor by 30 September 2016 and for the accounts to be signed by the appointed auditor by 30 September 2016.

#### Borough Treasurer

- 6.2 The Financial Statements 2015/16 is the published document which includes the 2015/16 Statement of Accounts. The Statement of Accounts includes the Movement in Reserves Statement, Comprehensive Income & Expenditure Statement, Balance Sheet, Cash Flow Statement and Collection Fund together with notes which expand and explain the information in these statements.

#### Equalities Impact Assessment

- 6.3 None required.

#### Strategic Risk Management Issues

- 6.4 There are none arising directly from this report.

### **7 CONSULTATION**

Not applicable.

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# Financial Statements 2015/16

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## 1 Introduction

The Accounts and Audit Regulations 2015 require the Council to produce a Statement of Accounts for each financial year giving certain specified information. The Narrative Report accompanies the accounts and provides a brief explanation of the financial aspects of Bracknell Forest Council's activities and draws attention to the main characteristics of the Council's financial position. To assist readers, a glossary of accounting terms is included on pages 100 to 106.

Bracknell Forest is a Unitary Council and following the transfer of its housing stock accounts for its expenditure in two distinct categories:

**General Fund Revenue Account** – This includes day to day spending on all services. Expenditure is financed mainly from government grant, a proportion of the Business Rates income collected, charges to users of services, and Council Tax.

**Capital** – All improvements and additions to the Council's assets and the creation of new assets with a life or more than one year are included in this category. This expenditure is primarily financed from the sale of capital assets, government grants, contributions from developers, and borrowing from internal funds.

This Narrative Report is followed by:

- **The Annual Governance Statement** which accompanies the accounts and has been signed by the Chief Executive and Leader of the Council, after being approved by the Governance and Audit Committee. It explains the arrangements the Council has for the governance of its affairs and for ensuring that there is a sound system of internal control;
- **The Independent Auditor's Report** which includes the auditor's opinion on the Statement of Accounts and assesses the Council's arrangements for securing economy, efficiency and effectiveness in its use of resources.
- **The Statement of Accounts** which incorporates the following main statements and related notes:
  - **The Statement of Responsibilities** which sets out the respective responsibilities of the Council, the Governance and Audit Committee and the Borough Treasurer.
  - **The Movement in Reserves Statement**, which shows the movement in the year on the different reserves held by the Council, analysed into 'usable reserves' (i.e. those that can be applied to fund expenditure or reduce local taxation) and other reserves.
  - **The Comprehensive Income & Expenditure Statement**, which 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 Council Tax. Councils raise Council Tax to cover expenditure in accordance with regulations; this may be different from the accounting cost. The Council Tax position is shown in the Movement in Reserves Statement.
  - **The Balance Sheet**, which shows the value as at the Balance Sheet date of the assets and liabilities recognised by the Council. The net assets of the Council

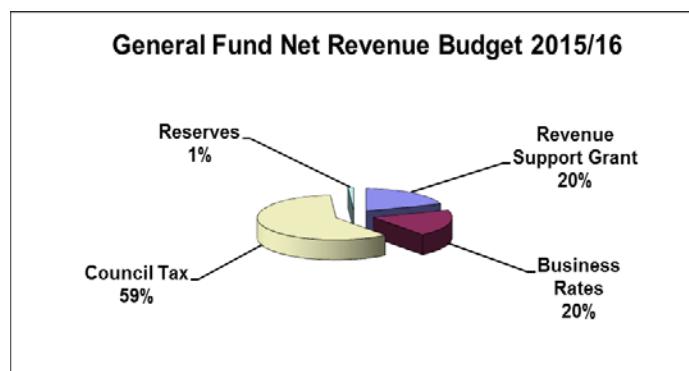
(assets less liabilities) are matched by the reserves held by the Council. Reserves are reported in two categories. The first category of reserves are usable reserves, i.e. those reserves that the Council may use to provide services, subject to the need to maintain a prudent level of reserves and any statutory limitations on their use (for example the Capital Receipts Reserve that may only be used to fund capital expenditure or repay debt). The second category of reserves is those that the Council is not able to use to provide services. This category of reserves includes reserves that hold unrealised gains and losses (for example the Revaluation Reserve), where amounts would only become available to provide services if the assets are sold; and reserves that hold timing differences shown in the Movement in Reserves Statement section 'Adjustments between accounting basis and funding basis under regulations'.

- **The Cash Flow Statement**, which shows the changes in cash and cash equivalents (investments that mature in three months or less) of the Council during the reporting period. The statement shows how the Council generates and uses cash and cash equivalents by classifying cash flows as operating, investing and financing activities. The amount of net cash flows arising from operating activities is a key indicator of the extent to which the operations of the Council are funded by way of Council Tax and grant income or from the recipients of services provided by the Council. Investing activities represent the extent to which cash outflows have been made for resources which are intended to contribute to the Council's future service delivery. Cash flows arising from financing activities are useful in predicting claims on future cash flows by providers of capital (i.e. borrowing) to the Council.
- **The Collection Fund**, which records the Council Tax and Business Rates raised by the Council during the year and how they are subsequently distributed.

## 2 Revenue Expenditure

The Council, at its meeting on 25 February 2015, set a revenue budget for the 2015/16 financial year of £79.179m. The total authorised General Fund net expenditure for the 2015/16 financial year was £81.960m (including parish precepts of £2.781m). Further increases to service budgets can be approved if they are financed from earmarked and other reserves. When these further budgets are approved an equivalent sum is transferred from the reserve to the revenue account. These transfers do not have an impact on the overall budget.

This expenditure was to be met by Government Grant (Revenue Support Grant), a proportion of the Business Rates collected, Council Tax and the use of reserves, as shown in the following chart.



The table on page 5 compares actual outturn expenditure incurred with the amended budgets for the year for the General Fund. This table reflects the Council's departmental structure during 2015/16, which is the basis for the internal management of performance against budgets. In contrast, the information presented in the Comprehensive Income & Expenditure Statement reflects the categories of expenditure specified in the Chartered Institute of Public Finance and Accountancy's Service Reporting Code of Practice for Local Authorities (SeRCOP).

Asset valuations (£1.0m), depreciation (-£1.4m), revenue expenditure funded from capital under statute (£1.3m) and pension adjustments (£1.6m) account for most of the net increase in service department budgets since the original budget was approved. These are reversed out of the accounts and therefore there is no net change to the overall budget.

Council spending was within budget for the eighteenth successive year. From the table on page 5 it can be seen that an under spend of -£2.702m occurred on the General Fund. The most significant variances from budget are explained in the sections below.

### 3 Major Revenue Variances

The major variances occurred in the following areas:

#### *Corporate Services/Chief Executive's Office*

- Additional income from Industrial and Commercial Properties (-£0.099m).
- An under spend in the Operations Unit primarily from reduced Home to School Transport and reactive maintenance costs (-£0.376m).
- Under spends on Member Services (-£0.028m), consultants fees (-£0.024m) and a number of other supplies and services budgets across the department.

#### *Children, Young People and Learning*

- Within Learning and Achievement, additional income was earned at the Bracknell Open Learning Centre from lettings and courses, fee income from the School Improvement Team and fixed penalty notices (-£0.131m). In addition, a saving was achieved on higher education fees (£0.041m).
- The number of Special Guardianship Orders and Childcare Solicitor assessments increased, resulting in over spends (£0.151m). These overspends were more than offset by savings at Larchwood Respite Home (-£0.056m) and on staffing (-£0.037m), direct payments (-£0.054m), the Emergency Duty team (-£0.031m) adoption services (-£0.020m) and specialist support services (-£0.018m).
- A net under spend within Strategy, Resources and Early Intervention primarily relating to staff costs (-£0.039m).

#### *Adult Social Care, Health and Housing*

- An under spend on Learning Disabilities (-£0.938m) partly offset by additional costs on Physical Support (£0.407m) and Support with Memory and Cognition (£0.376m). These variances primarily relate to care package costs and Continuing Health Care Funding.
- A significant increase in the recovery of Housing Benefit overpayments during the year resulted in additional income (-£0.462m) which was partly offset by additional agency staff costs (£0.145m).

## NARRATIVE REPORT

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- Funding from the Better Care Fund not matched against specific services (-£0.389m) offset by agency staff overspends at Heathlands care home (£0.194m), additional homeless family costs (£0.071m) and an over spend on Forestcare relating to staff and equipment (£0.133m).

### *Environment, Culture and Communities*

- Additional income at the Cemetery and Crematorium (-£0.114m), the Lookout (-£0.133m), Downshire Golf Course (-£0.045m), and from Waste (-£0.058m), Local Land Charges grant (-£0.072m) and Building Control (-£0.090m).
- An under spend on Waste Disposal due to reduced tonnages and the resolution of the dispute on recyclate income (-£0.426m).
- Concessionary Fares under spent due to a reduction in passenger numbers (-£0.145m).

### *Non-Departmental / Council Wide*

- Higher cash balances have been sustained throughout the year resulting in additional interest (-£0.459m).
- Internally funded capital expenditure was financed from internal borrowing to spread the cost impact on revenue. The capital expenditure charged to the General Fund budget was therefore not required (-£0.314m). Greater use of internal financing for assets under construction and higher than forecast capital carry forwards created an under spend against the Minimum Revenue Provision (-£0.118m).
- The Contingency was not fully allocated during the year (-£0.886m).
- Further income was received relating to the Council's deposit with Heritable Bank (-£0.082m). The Council has now recovered 100% of its original deposit (£2m), and £0.011m in interest. An exchange rate gain also occurred on the deposit held in Iceland relating to Glitnir Bank (-£0.095m).
- Transfers into the Structural Changes Reserve (£1m) and Transformation Reserve (£1m) to fund the Council's transformation programme and any resulting staffing implications.

Information on key performance indicators will be published in the final Corporate Performance Overview Report for the year which will be included on the 14 June 2016 Executive Agenda.

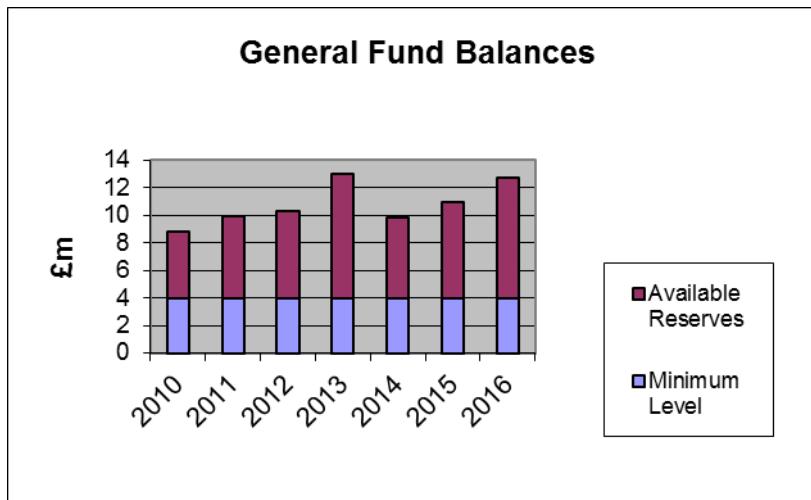
## NARRATIVE REPORT

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<b>GENERAL FUND</b>	<b>Original</b>	<b>Latest</b>	<b>Actual</b>	<b>Variance</b>
	Budget £000	Budget £000	£000	£000
Corporate Services (including Chief Executive's)	7,472	7,674	7,087	(587)
Children, Young People and Learning	25,669	26,766	26,429	(337)
Adult Social Care, Health and Housing	37,216	37,803	37,145	(658)
Environment, Culture & Communities	33,947	35,346	34,257	(1,089)
<b>Net cost of General Fund services</b>	<b>104,304</b>	<b>107,589</b>	<b>104,918</b>	<b>(2,671)</b>
Capital Charges & Revenue Expenditure Funded from Capital Under Statute	(14,039)	(15,154)	(15,154)	0
Capital Expenditure Charged to the General Fund	0	314	0	(314)
IAS 19 Pension Adjustment	(3,869)	(5,491)	(5,491)	0
Council Wide Services including Business Rates Growth	(5,025)	(5,112)	(5,081)	31
Interest Receipts	(124)	(198)	(657)	(459)
Interest Payable	0	553	553	0
Icelandic Banks Impairment Reversal and Exchange Rate Difference	0	0	(177)	(177)
Minimum Revenue Provision	1,489	1,733	1,615	(118)
Levying Bodies	108	108	106	(2)
S106 Contributions to Revenue	0	(184)	(184)	0
Contribution to Capital Reserves	(300)	0	0	0
Contingency	2,000	886	0	(886)
New Homes Bonus Grant	(3,292)	(3,292)	(3,290)	2
Council Tax Freeze Grant	(505)	(505)	(505)	0
Local Services Support Grant	(26)	(26)	(26)	0
<b>Net Budget Requirement</b>	<b>80,721</b>	<b>81,221</b>	<b>76,627</b>	<b>(4,594)</b>
Parish Precepts	2,782	2,782	2,782	0
Contributions to/(from) Earmarked Reserves	(1,542)	(2,042)	(150)	1,892
<b>Amount to be met from Government Grants and Local Taxation</b>	<b>81,961</b>	<b>81,961</b>	<b>79,259</b>	<b>(2,702)</b>
<b>Resources To Finance Above</b>				
Council Tax Payers	(49,488)	(49,488)	(49,488)	0
Collection Fund Surplus	(594)	(594)	(594)	0
Revenue Support Grant	(15,670)	(15,670)	(15,670)	0
Business Rates (locally retained element)	(15,277)	(15,277)	(15,277)	0
Contribution to/(from) General Reserves	(932)	(932)	1,770	2,702
<b>Total Resources</b>	<b>(81,961)</b>	<b>(81,961)</b>	<b>(79,259)</b>	<b>2,702</b>

### 4 General Fund Balances

As the actual outturn for 2015/16 was an under spend of -£2.702m, the Council has been able to return £1.770m to General Fund Balances rather than make a withdrawal. This means that more resources are available to assist the Council with balancing future year's budgets. The General Fund Balance at 31st March 2016 was £12.730m. The following chart shows the movement in the level of General Fund Balances including the minimum recommended prudent balance.



## 5 Pension Reserve

The Statement of Accounts has been prepared in accordance with International Accounting Standard 19 – Employee Benefits (IAS 19). Although IAS 19 has not directly affected the net outturn position, the Council's Balance Sheet includes a pension liability and a pension reserve of £214.7m as at 31 March 2016. The pension liability reflects the Fair Value of future pension liabilities that have been incurred less the assets that have already been set aside to fund them.

The net pension liabilities decrease the overall level of reserves however this does not represent a reduction in cash reserves and does not impact on Council Tax levels. Whilst the pension liability suggests a significant shortfall between the forecast cost of future pensions and the current level of assets built up in the pension fund, these figures are a snapshot at a point in time and the pension assets are subject to fluctuations in value subject to the current state of the stock and bond markets.

The Council's contribution rate to the pension fund is formally determined by the scheme actuary every three years. After the valuation on 31 March 2013, the employer future service funding rate was set at 12.8% of pensionable pay with the variable past service deficit element paid as a lump sum in each financial year (£2.076m in 2015/16). The position will be reassessed as part of the next triennial revaluation on 31 March 2016.

Employee contribution rates currently range from 5.5% to 11.4% dependent upon actual salary.

## 6 Capital Expenditure

The Council has funded its capital programme from three main sources:

- Capital Receipts
- Government Grants
- Section 106 Receipts, Community Infrastructure Levy and other contributions

The Council had been heavily reliant on housing sales to generate new capital receipts. Following the transfer of the housing stock to Bracknell Forest Homes (BFH) in 2007/08, the Council still receives a share of any Right-To-Buy (RTB) proceeds in addition to a share of capital receipts from a VAT Shelter scheme. Proceeds from the scheme, which

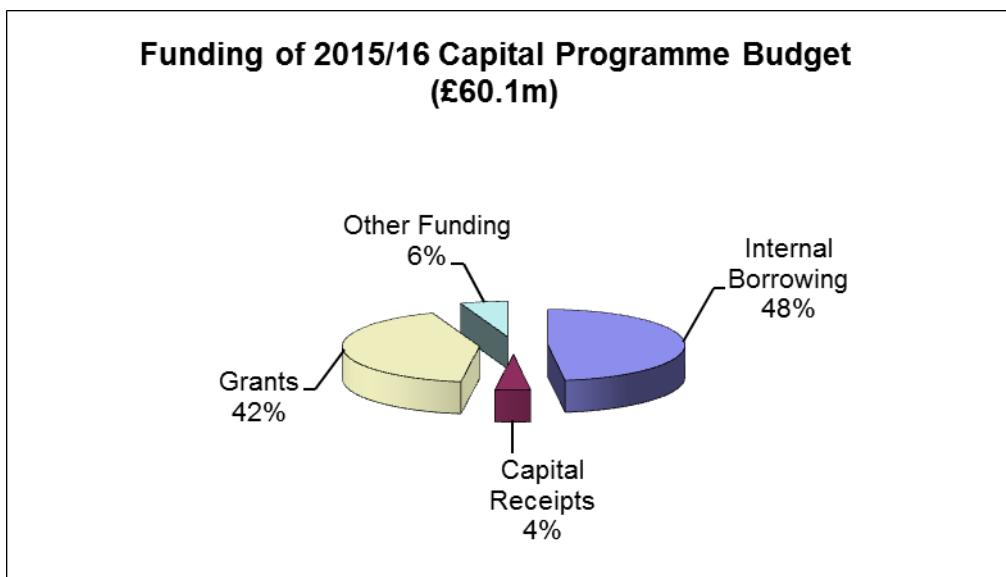
## NARRATIVE REPORT

relate to backlog repairs in the transferred stock, are to be shared for 10 years following the transfer.

The disposal of other assets has become increasingly important to the capital programme; however current market conditions may mean that the immediate disposal of an asset is not necessarily in the Council's best interests. All surplus, or potentially surplus, property is therefore reported to every meeting of the Asset Management Group (AMG) who co-ordinate and manage the Council's disposal programme.

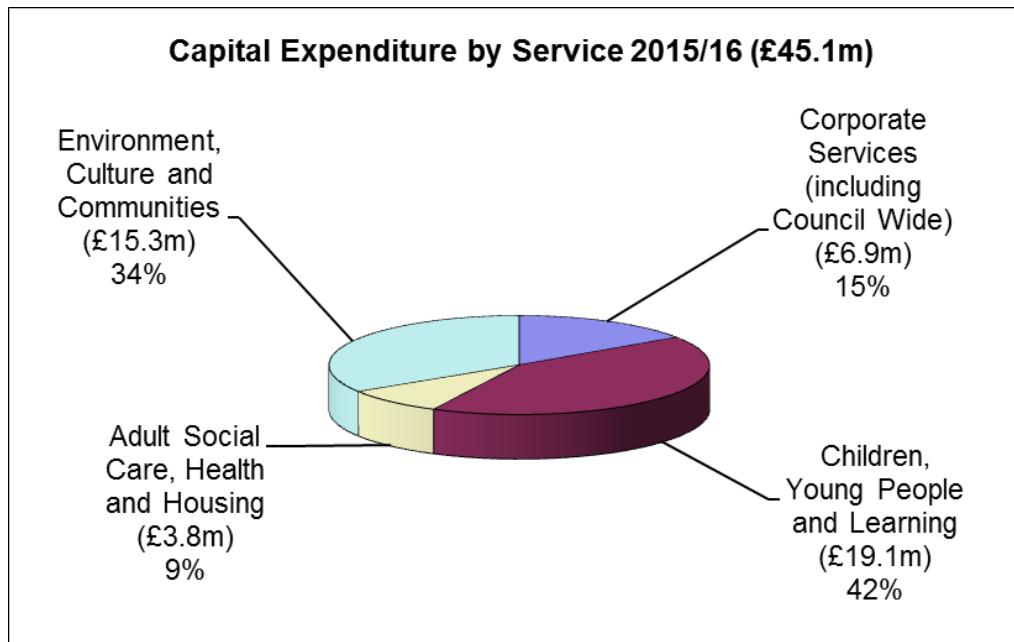
As the Council's accumulated capital receipts have been fully utilised the Council has to fund part of the 2015/16 capital programme from internal borrowing. Once the Council's current level of investments is exhausted, which is expected to be within the next financial year, the Council will need to borrow externally.

The Council originally approved a capital programme of £32.1m for 2015/16 (including £1m for Invest to Save Schemes), plus a further £28.0m carried forward from 2014/15, to be funded as shown in the following chart.



The Council actually spent £45.1m on capital projects in 2015/16 to maintain and enhance existing assets and to create new assets. Many schemes included in the capital programme are both technically and logically complex to implement. Issues such as planning approvals, land transfers and inclement weather can all lead to unavoidable delays. In addition, their financial scale requires a lengthy tender process to ensure the best price is obtained prior to letting the contract. It is therefore extremely difficult to complete such schemes within the financial year for which they are approved. The Council regularly reviews progress on the capital programme through its budget monitoring during the year and has established cash budget profiles to assist this.

The following chart illustrates the expenditure by service, with details of individual schemes and financing being provided in the table on page 9.



During the year, £5.863m of capital receipts were used to fund capital expenditure. The most significant receipts were from the sale of properties (£3.487m), the VAT Shelter scheme (£0.373m) and the RTB-sharing scheme with Bracknell Forest Homes (£1.637m). The net increase (after repayments) in the Council's Capital Financing Requirement (CFR) was £7.6m to £62.3m as at 31 March 2016. This is a measure of the capital expenditure incurred historically by the Council that has yet to be financed and represents the underlying need to borrow. Overall the Council was debt free at 31 March 2016 and did not need to borrow externally to finance capital expenditure. A charge is made each year to revenue known as the Minimum Revenue Provision which writes down the balance of the CFR over time. Further details can be found in Note 18.

The value of the Council's Long Term Assets was £573.0m as at 31 March 2016.

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<b>CAPITAL PROGRAMME EXPENDITURE 2015/16</b>		<b>£000</b>	<b>£000</b>
<b>Corporate Services (including Council Wide Schemes)</b>			
ICT Schemes		997	
Improvements, Maintenance & Refurbishment of Buildings		1,033	
Purchase of Bracknell Bus Station		4,300	
Investment Property in Wildridings Square		335	
Other Schemes		274	6,939
<b>Children, Young People and Learning</b>			
Owlsmoor Primary School		2,210	
Cranbourne Primary School		1,296	
Other Primary School Projects		2,013	
Delegated Schools Capital		412	
Maintenance of Buildings		1,837	
Binfield Learning Village		2,360	
Garth Hill Post 16		5,232	
Eastern Road Special Education Needs Facility		2,379	
Other Secondary School Schemes		1,095	
Other Schemes		245	19,079
<b>Adult Social Care, Health and Housing</b>			
ICT Schemes		50	
Housing Schemes		3,782	3,832
<b>Environment, Culture and Communities</b>			
Highways		10,202	
Access, Mobility, Transport and Travel Choice		963	
Traffic Management		172	
Travel to School		171	
Local Safety Schemes		97	
Parking		560	
Waste Management		53	
Disabled Facilities		426	
Green Deal Community – Home Insulation		893	
Leisure - Outdoor Recreation		318	
Leisure - Major Works		821	
Leisure - Minor Works		393	
Cemetery and Crematorium		77	
Other Schemes		93	15,239
<b>Total Capital Expenditure 2015/16</b>			<b>45,089</b>
<b>FINANCING:</b>			
Capital Receipts		5,863	
Capital Grants & Contributions		29,992	
Increase in Capital Financing Requirement		9,234	
<b>Total Financing</b>			<b>45,089</b>

## 7 Changes to Accounting Policies

A new standard (IFRS 13) on Fair Value measurement was adopted by the Code of Practice for Councils in 2015/16. This has required Surplus Assets and Investment Property to be reassessed to ensure they are held at best market value in the Balance Sheet.

The Council introduced a Community Infrastructure Levy (CIL) on 1 April 2015 which will be charged on most new developments in the Borough with appropriate planning consent, based on a locally determined schedule of rates. The levy must be spent on infrastructure (such as transport, schools and social care facilities) although a small proportion (up to 5%) can be used to meet administrative expenses. Parish and Town Councils will receive 15% of the levy or 25% if a Neighbourhood Plan is in place, although there is an upper income cap which is dependant on the number of Council Tax dwellings in each area. CIL will partly replace Section 106 developer contributions. The accounting policy for capital grants and contributions has been amended to reflect the new levy.

In 2016/17, the Council's Infrastructure Assets will need to reflect Current Values rather than historic costs and this will have a significant impact on the value of these assets in the Balance Sheet. These assets will in future be referred to as the Highways Network Asset and will be valued at approximately £1.7 billion in the accounts (compared to £51.1 million in the current year. There has been no change in the accounting policy for 2015/16.

## 8 Provisions and Write-offs

The provision for Business Rates appeals is required to cover the liabilities arising from the refunding of ratepayers who successfully appeal against the rateable value of their properties on the rating list. The Council's share of the provision has decreased by £9.04m to £1.77m primarily due to the settlement of a number of outstanding appeals.

General Fund write-offs totalling £0.082m were made in 2015/16. The bulk of these related to Adult Social Care debtors.

## 9 Bracknell Town Centre Regeneration

Bracknell town centre is being transformed into an exciting, vibrant destination for the people of Bracknell Forest and the wider Thames Valley area by Bracknell Regeneration Partnership (BRP) in partnership with the Council. The Homes and Communities Agency (HCA) and the Thames Valley Berkshire Local Enterprise Partnership (LEP) are also supporting the regeneration.

The regenerated town centre, called The Lexicon Bracknell, will create a new social and cultural heart for the area, by bringing a high-quality mix of shops, restaurants and entertainment within vibrant public spaces to the town centre. Mace, a British construction company, has been appointed as the main contractor for the £240m redevelopment and started construction work in late March 2015. The building work is programmed to allow the first retailers to start fit out work in August 2016, in order for shops, restaurants and a 12-screen cinema to open in the spring of 2017.

The regeneration of the Charles Square area of Bracknell town centre started in June 2015. The current square area will be transformed into a new 250m long shopping street with new or comprehensively refurbished shops, cafes and restaurants. The street will connect the refurbished front of Princess Square with the front of a new Fenwick department store. Part of this work will also include improvements to the Stanley Walk area, including the replacement of the existing low level canopies with a high level translucent roof, new facades and completely new street scene.

Further information and announcements on the regeneration can be found at <http://regeneration.bracknell.com>.

### 10 Impact of the current economic climate on the Council's future performance

Setting the Council's budget and Council Tax for 2016/17 has been a very challenging task. The Council's Funding Assessment (Revenue Support Grant plus Business Rates Baseline Funding) was reduced by £5.3m compared to 2015/16 to -£26.7m (a 32% reduction in Revenue Support Grant and a 16.5% reduction overall). This represents the largest ever annual cut to the Council's grant income and reflects previously unannounced changes to the distribution of resources which take into account the ability of councils to raise income from Council Tax. At the same time demand for services for vulnerable residents, such as older people and people with learning disabilities is increasing.

As a result, Council Tax was increased by 3.99%, initial savings of nearly £4.5m were identified and the budget was balanced by a £5.1m use of general reserves. Just under half of the Council Tax increase will be used to support the continued delivery of vital front line services, with the remaining 2% being spent entirely on adult social care functions.

Such a significant use of balances is unsustainable in the medium term and an additional range of savings proposals have been developed, which are capable of implementation during 2016/17. These total almost £4m and will enable the Council to return money to balances in 2016/17 and contribute towards the savings that will be required to balance the 2017/18 budget. Following the conclusion of the consultation process these proposals will be considered by the Council in July.

With regards to identifying additional economies, the Council established a Transformation Board to take the lead on reviewing the way in which all Council services are delivered over the next four years. This represents a continuous programme of work, with the aim of identifying significant savings that can be incorporated into the 2016/17 budget and beyond, in line with the Council Plan that was adopted by Council on 25 November 2015. The Transformation Board began its work in late 2015. Initial activity concentrated on the development of a work programme comprising both strategic reviews and other projects. In tandem with this there was a focus on the identification of the additional savings referred to above that could be implemented relatively quickly during 2016/17.

The 2016/17 Capital Budget contains a major programme of works totalling £79.8m. Included in the programme are further public realm and highways works which will be carried out to support the redevelopment of Bracknell Town Centre and capital works at Binfield Learning Village which will deliver much needed school places in the North of the Borough. The additional savings proposals also include capital economies which will reduce revenue financing costs in future years' budgets.

The 2016/17 Local Government Finance Settlement also set out an indicative 4-year funding profile, with further reductions in Revenue Support Grant in 2017/18 through to 2019/20 of over 80% (£9.5m). These indicative grant levels would only be available to those councils that respond positively to the offer of a 4-year Settlement and produce an efficiency plan. The Government also re-affirmed its plans to move towards 100% Business Rates retention by 2019/20 and launched a number of other consultations on funding changes. As such, even with the promise of a 4-year Settlement, the outlook remains increasingly uncertain with the outcome of the return of Business Rates to local authorities a major area of concern.

Some of the risks and challenges facing the Council in the medium term include:

- the need to maintain services whilst achieving significant savings and promoting economic activity in the Borough;

- increasing pressures on demand led services such as adult and child placements and looked after children, the impact of new housing developments and the changing service provision of social care;
- the economy continuing to affect the return on investments. There is also a high degree of uncertainty around the timing at which the Council will commence borrowing;
- the delivery of the Town Centre redevelopment, works to increase school capacity (Binfield Learning Village in particular) and other major capital schemes;
- legislative changes, for example the transference of risks resulting from the retention of Business Rates by councils, the Better Care Fund and its impact on funding and the way services will be delivered in the future, the implementation of responsibilities under the Children and Families Act 2014 and the transition to universal credit;
- changes to the classification of business ratepayers resulting in movement between the central and local lists;
- generating additional income and effectively maintaining assets, including the highways infrastructure;
- the impact of schools becoming academies, the withdrawal of Education Services Grant and income generated from selling services;
- the impact of changes in external service provision on Council services and costs;
- and the potential impact of service reductions in one area on the demand for other services provided by the Council.

## 11 Further Information

Summaries of this document can be made available in large print, Braille or audio cassette. Copies in other languages may also be obtained. Further information can be obtained from Bracknell Forest Council, by telephoning 01344 352000. Key contacts are as follows:

Alan Nash                      Borough Treasurer  
[Alan.Nash@Bracknell-Forest.gov.uk](mailto:Alan.Nash@Bracknell-Forest.gov.uk)

Arthur Parker                      Chief Accountant  
[Arthur.Parker@Bracknell-Forest.gov.uk](mailto:Arthur.Parker@Bracknell-Forest.gov.uk)

## 1 Scope of Responsibility

- 1.1 Bracknell Forest Borough Council (“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, 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.
- 1.2 In discharging this overall responsibility, the Council is responsible for putting in place proper arrangements for the governance of its affairs and facilitating the effective exercise of its functions, including arrangements for the management of risk.
- 1.3 The Council has approved and adopted a Code of Corporate Governance which is consistent with the principles of the CIPFA/SOLACE Framework Delivering Good Governance in Local Government. 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 in relation to the preparation of a statement on internal control

## 2 The Purpose of the Governance Framework

- 2.1 The governance framework comprises the systems and processes, culture and values by which the authority is directed and controlled. It underpins its activities through which it accounts to, engages with and leads the community. It enables the authority to monitor the achievement of its strategic objectives and to consider whether those objectives have led to the appropriate delivery of services and value for money.
- 2.2 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 only provide reasonable assurance 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 of those risks being realised and the impact should they be realised, and to manage them efficiently, effectively and economically.
- 2.3 The governance framework has been in place at Bracknell Forest Council for the year ended 31 March 2016 and up to the date of approval of the 2015/16 statement of accounts.

## 3 The Governance Framework

The CIPFA/SOLACE Framework and 2012 Addendum - Delivering Good Governance in Local Government suggest that this Annual Governance Statement should include a brief description of the key elements of the governance framework that the Council has in place. Further detail is set out in the Council’s Code of Governance that is publicly available.

## 3.1 Bracknell Forest Council's Vision and delivery of Strategic Themes

- 3.1.1 During 2015/16 the Council developed a new Council plan for 2015-2019, which articulates a new narrative for the organisation to meet the challenges we face. The Plan sets out six overarching strategic themes which now form the vision for the Council. The strategic themes are each underpinned by measures of success and performance indicators. The main ways the strategic themes are communicated are via the Council's public website, intranet, Town and Country magazine (the Council's newspaper for residents) and Chief Executive Briefings.
- 3.1.2 The Council Plan was developed after extensive consultation with the community, residents, employees, strategic partners and local businesses in order for the priorities to be consistent with their needs and aspirations.
- 3.1.3 Measures of success and key actions are cascaded internally through service plans, team business plans and individual performance development reviews. Delivery is monitored through:
- Quarterly Service Reports reviewed by the Executive Members, Chief Executive and the Corporate Management Team.
  - Quarterly Corporate Performance Overview Report considered by the Executive.
  - Quarterly reports for Corporate Services and the Chief Executive's Office together with the quarterly Corporate Performance Overview Report are then considered by the Overview and Scrutiny Commission. Quarterly Service Reports for the other directorates are reviewed by the relevant Overview and Scrutiny Panel for their area.

All these reports are available on the Council's website and intranet. The Council's performance reporting process measures quality of service for users, ensuring services are delivered in accordance with objectives and represent the best value for money.

- 3.1.4 Partnership groups have agreed joint targets that they monitor quarterly; for example, the Community Safety Partnership. Adult Social Care also produces an Annual Report referred to as the Local Account. Major partnership projects are monitored on a regular basis by the Corporate Management Team, the Executive and the Health and Wellbeing Board.
- 3.1.5 The Council needs to be confident that it has accurate, complete and timely performance information in order to plan and manage services to the public; ensure good decision-making and to effectively provide feedback and report on the quality of Council services to service users, residents, partners and Government. To ensure this, the Council has a Data Quality Statement, which is reviewed annually. The Data Quality Statement provides details on how the Council aims to achieve a consistently high level of data quality. Good quality data is the responsibility of every member of staff who collects, calculates, inputs or uses performance data during the course of their work. The various roles are outlined within the statement.

## 3.2 Roles and Responsibilities

- 3.2.1 The Constitution of the Council establishes the roles and responsibilities of the Executive, the full Council and its committees and sub-committees along with Overview and Scrutiny arrangements, the role and functions of Champions and officer functions (set out in the Scheme of Delegation). As well as Procedure Rules,

it contains Standing Orders and Financial Regulations that define clearly how decisions are taken and where authority lies for the decision. It includes Members and Employee Codes of Conduct and Protocols for Member/officer relations. The Council's Constitution is regularly reviewed and updated with substantive changes highlighted to all staff and Members. The Constitution is available on the public website.

- 3.2.2 The Monitoring Officer advises the Governance and Audit Committee on proposals to update the Council's Constitution (including arrangements between officers and Members), its Executive Arrangements/decision making and Procedure Rules to ensure that they are fit for purpose and the Committee subsequently make recommendations on those matters to full Council.
- 3.2.3 The work of the Executive is supported by the Overview and Scrutiny Commission and four Overview and Scrutiny Panels. They are comprised of non-Executive Members and review and scrutinise both Executive and non-Executive decisions. In addition to scrutinising such decisions working groups of the Panel conduct in-depth investigations into particular topic areas which result in reports setting out detailed recommendations.
- 3.2.4 The Council's financial management arrangements conform to the governance requirements of the *CIPFA Statement on the Role of the Chief Financial Officer in Local Government* (2010). Further, the Council's assurance arrangements conform to the governance requirements of the *CIPFA Statement on the Role of the Head of Internal Audit* (2010).
- 3.2.5 Effective arrangements are in place for the discharge of the Monitoring Officer function, Head of Paid Service and Section 151 Officer. The Borough Treasurer (Section 151 Officer) is a member of Corporate Management Team and the Borough Solicitor has access to Corporate Management Team in his role as Monitoring Officer.
- 3.2.6 The Governance and Audit Committee is responsible for reinforcing effective governance, particularly through reviewing the activities of the external and internal auditors and the Council's risk management arrangements. It undertakes the core functions of an audit committee, as identified in CIPFA's *Audit Committees: Practical Guidance for Local Authorities*. The Internal Audit Plan for 2015/16 was approved by the Committee on 25<sup>th</sup> March 2015. During 2015/16 the Committee received summary reports on progress on the delivery of the Internal Audit Plan and key outcomes on completed work.

## 3.3 Risk Management

- 3.3.1 The Council has a strong risk management function. Decisions made by the Council are subject to risk assessments which are made in accordance with the organisation's risk management processes. The revised Risk Management Strategy was approved by the Governance and Audit Committee on 24th June 2015 and includes the Council's priorities for developing risk management arrangements.
- 3.3.2 The Strategic Risk Management Group (SRMG) chaired by the Borough Treasurer meets quarterly and oversees all aspects of risk management at the Council including health and safety, business continuity and information security risks. During 2015/16 the Strategic Risk Register was updated and considered by SRMG on a quarterly basis and reviewed and approved twice by the Corporate

Management Team, and the Executive and once by Governance and Audit Committee. Actions to address strategic risks were monitored during 2015/16 and key changes and developments on strategic risks were summarised in the quarterly Corporate Performance Overview Report.

- 3.3.3 There is a process for recording and monitoring significant operational risks through directorate risk registers which were reviewed quarterly during 2015/16 and used to inform the Strategic Risk Register. The Strategic Risk Register includes an overarching risk on major projects and in addition separate risk registers are in place for all major projects.
- 3.3.4 Members are engaged in the risk management process through the Executive's and Governance and Audit Committee's review of the Strategic Risk Register and Member review of the Corporate Performance Overview.

## **3.4 Policies and Procedures**

- 3.4.1 The Council's Anti-Fraud and Corruption Policy is consistent with Financial Regulations and has been communicated to all staff.
- 3.4.2 A corporate complaints procedure and whistle-blowing policy are maintained and kept under review, providing an opportunity for members of the public and staff to raise issues when they believe that appropriate standards have not been met. An annual report analysing complaints received and their resolution is presented to Corporate Management Team and to the Executive.
- 3.4.3 The Council takes information security very seriously. The Information Management Group consists of senior officers from across the Council and ensures that the Council has in place a co-ordinated and coherent framework for managing information. During 2014/15 it continued to implement the Information Management Strategy, monitor information security incidents that occurred, communicate policies to staff and provide training. During the year, internal audit carried out a further review of information security arrangements in schools.

## **3.5 Change Management**

The Council ensures effective management of change. It conducts Equality Impact Assessments when appropriate and has put in place a Privacy Impact Assessment Procedure for all new projects involving personal information. The Council has a robust process in place to ensure office moves between buildings are carried out with minimal disruption to service users.

## **3.6 Assurance on compliance**

- 3.6.1 Assurance on compliance with internal controls, internal policies and procedures and that expenditure is lawful is sought through internal audit reviews and the work of external audit.
- 3.6.2 All decisions made by the Council are made in light of advice from the Borough Treasurer and Borough Solicitor.

**3.7 Developing the capacity and capability of Members and officers to be effective**

- 3.7.1 The Council has a comprehensive induction and training process in place for both Members and officers joining the Council. During 2015/16 all new officers received personalised inductions and a comprehensive councillor induction programme was delivered for the twelve new elected councillors and the returning councillors. In addition, both Members and officers attend external training courses where training needs cannot be met internally.
- 3.7.2 The Council has a Members Development Programme which takes the form of internal training workshops and Member briefing seminars on specific topics. Members are offered 360° feedback. In January the Council achieved re-accreditation of the Charter Plus Standard for Member Development. The charter provides a robust framework which ensures Members are supported during their time on the Council. Member development is now an embedded part of the Council's culture.
- 3.7.3 A broad internal training programme of courses is run each year for officers as well as specific professional training and this is supplemented by regular lunchtime manager briefing sessions.
- 3.7.4 Compliance with Continuing Professional Development requirements of staff is monitored by individual officers; the Council provides sufficient resources to fund this. As part of the performance appraisal process, each officer is required to complete their own Personal Development Plan which forms the basis for the Council's internal training course programme.
- 3.7.5 The Council has in place an ongoing Management Assessment and Diversity training for its Members, senior and middle level managers.

**3.8 Communication and engagement**

- 3.8.1 The Council establishes clear channels of communication with all sections of the community, other stakeholders and local partners, ensuring accountability and encouraging open consultation.
- 3.8.2 During 2015/16 the Council continued to implement its Partnership Community Engagement Strategy and a number of consultations sought the views of the community. In line with the Community Engagement Strategy to ensure access and quality of consultations, the Council utilises a corporate consultation portal.
- 3.8.3 The Council enhances the accountability for service delivery and effectiveness of other public service providers as it is a key member of the Bracknell Forest Partnership which brings together agencies that deliver public services including, inter alia, Parish Councils, Police, Fire and Rescue Service, and the Clinical Commissioning Group and with businesses and people that represent voluntary organisations and the community.
- 3.8.4 The Council has approved Public Participation Schemes for the Overview and Scrutiny Commission, and its Panels and the Health and Well Being Board. The schemes aim to enhance public engagement and give residents a further opportunity to inform Councillors about the things that concern them.

- 3.8.5 To increase transparency, make information more readily accessible to the citizen and to hold service providers to account the Council has an additional website which holds information that it publishes. This includes the sets of information required by The Code of Recommended Practice for Local Authorities on Data Transparency (updated 2015).

## 4 Review of Effectiveness

- 4.1 Bracknell Forest Council has responsibility for conducting, at least annually, a review of the effectiveness of its governance framework including the system of internal control. The review of effectiveness is informed by the work of the senior managers within the authority who have responsibility for the development and maintenance of the governance environment, the Head of Internal Audit's annual report, and also by comments made by the external auditors and other review agencies and inspectorates.
- 4.2 During 2015/16, the review of effectiveness of the governance framework was evaluated and informed by the following key elements:

### **Internal Audit**

- 4.3 Internal Audit provides an independent and objective opinion to the organisation on the control environment by objectively examining, evaluating and reporting on its adequacy.
- 4.4 The Head of Audit and Risk Management develops the Annual Internal Audit Plan which is then delivered by an external contractor and by Reading and Wokingham Borough Council's internal audit teams under an agreement made under Section 113 of the Local Government Act 1972.
- 4.5 Based on the work of Internal Audit during the year 2015/16, the Head of Audit and Risk Management gave the following opinion:-
- from the internal audit work carried out during the year, the Head of Audit and Risk Management is able to provide reasonable assurance that for most areas the Authority has sound systems of internal control in place in accordance with proper practices but some areas with significant weaknesses were identified where a limited assurance opinion has been given;
  - key systems of control are operating satisfactorily except for the areas of limited assurance; and
  - there are adequate arrangements in place for risk management and corporate governance

- 4.6 Where limited assurances have been concluded, the Head of Audit and Risk Management reports the detailed findings to the Governance and Audit Committee and follow-up audits are carried out to ensure that actions have been implemented. In addition, the Chief Executive meets with the Head of Audit and Risk Management on a quarterly basis and the Corporate Management Team receive six monthly progress reports on Internal Audit.

### **The Governance and Audit Committee**

- 4.7 The Governance and Audit Committee is responsible for reinforcing effective governance, particularly through reviewing the activities of the internal auditors and the Council's risk management arrangements. During 2015/16, the Committee

received summary reports on progress on the delivery of the Internal Audit Plan and key outcomes on completed work. The Internal Audit Plan for 2016/17 was approved by the Committee on 30th March 2016.

## The Governance Working Group

- 4.8 The Corporate Management Team has established a Governance Working Group, chaired by the Borough Solicitor. The Group oversees the implementation of the actions identified in the Annual Governance Statement Action Plan

## The Constitution

- 4.9 The Constitution is subject to regular review. The Monitoring Officer advises the Governance and Audit Committee which reports to full Council. In 2015/16 the Council approved changes to its Contract Standing Orders to simplify processes and achieve compliance with new Procurement legislation.

## Annual Compliance Assessment

- 4.10 Compliance Assessments review the adequacy of governance arrangements. Each Director provides assurances about their directorate along with the Assistant Chief Executive in relation to the Chief Executives department. The Borough Treasurer provides assurances in relation to financial services and risk management. This includes advising whether the authority's financial management arrangements conform with the governance requirements of the *CIPFA Statement on the Role of the Chief Financial Officer in Local Government (2010)* as set out in the Application Note to Delivering Good Governance in Local Government: Framework. Compliance Assessments are also completed by the Head of Audit and Risk Management who provides assurances in relation to risk management and the Borough Solicitor in relation to legal and regulation.

## External Audit

- 4.11 On 23rd<sup>h</sup> September 2015 the Council's external auditors issued an unqualified audit report on the Council's accounts for 2014/15.

The Annual Audit Letter for 2014/15 was presented to Governance and Audit Committee on 27th January 2016.

The Key Findings set out in the Audit letter were:-

- the Council has proper arrangements in place both for securing financial resilience and for challenging how it secures economy, efficiency and effectiveness. It was noted that the overall medium term funding position was becoming clearer but remained a work in progress.
- no areas of concern were identified as regards whole of government accounts. No areas of concern were identified as regards the Annual Governance for 2014/15.

## 5. The Ethical Culture

- 5.1 The Council has approved and published on the Council's web-site a set of values which underpin the work of the Council.

- 5.2 As required by the Localism Act 2011, the Council has adopted a Code of Conduct for Members. The Council has also put in place other protocols relating to the way in which Members should conduct themselves in carrying out their work as Councillors, notably the Planning Protocol for Members and the Member and Officer Protocol. The Council has an approved Code of Conduct for Employees together with a number of policies and procedures which regulate how Council officers should discharge their duties. Observance of such policies and procedures by Council employees is ensured through management overview and, if necessary, the disciplinary process.
- 5.3 The Council has retained a Standards Committee with a strong independent representation to consider complaints that Members may have contravened the Council's Code of Conduct for Members. The Standards Committee is constituted as an advisory committee reporting to the Governance and Audit Committee. Although three meetings of the Committee were scheduled for the 2015/16 municipal year only one meeting took place. This was because there was no business for the Committee to transact apart from consideration in February 2016 of its own Annual Report and a Monitoring Officer report proposing a review of the Standards Framework entailing the adoption of a detailed procedure for dealing with Councillor Code of Conduct complaints as well as the scope of available sanctions. There were two complaints against Borough Councillors during the year, one of which was dealt with by way of an apology to the Monitoring Officer whilst the other has been referred for determination by the Standards Committee. There have been no complaints against Parish/Town Councillors during the year.
- 5.4 The Monitoring Officer has undertaken a series of training sessions for Councillors setting out the ethos and processes underpinning the Code of Conduct. A Standards Framework working group has been formed to take forward the review of the Standards Framework initially proposed in the Monitoring Officer report to Standards Committee in February 2016. The outcome will be reflected in the 2016/17 Annual Governance Statement.

### **6. NHS Pension Scheme**

As an employer with staff entitled to membership of the NHS Pension Scheme, control measures are in place to ensure all employer obligations contained within the Scheme regulations are complied with. This includes ensuring deductions from salary, employer's contributions and payments to the scheme are in accordance with the Scheme rules, and that member Pension Scheme records are accurately updated in accordance with the Scheme rules, and that member Pension Scheme records are accurately updated in accordance with timescales detailed in the Regulations.

### **7 Review of the Effectiveness of the Governance Framework**

We have been advised on the implications of the result of the review of the effectiveness of the governance framework by the Governance Working Group and Governance and Audit Committee on 24th June 2015 and that the arrangements continue to be regarded as fit for purpose in accordance with the governance framework. The areas already addressed and those to be specifically addressed with new actions planned are outlined below.

## 8 Significant Governance Issues

### 8.1 Actions taken during 2015/16 to improve governance.

8.1.1 The Council has progressed implementation of most of the actions identified in the 2014/15 Annual Governance Statement and 2015/16 Action Plan. These actions included:

- raising staff awareness of information management policies, taking a proactive approach to fraud and updating the Business Continuity Plan
- implementing the requirements of the revised Data Transparency Code
- reviewing the CIPFA Guidance on Audit Committees
- reviewing the Members Code of Conduct
- delivering a members induction programme

8.1.2 Full details can be found in Appendix 2 of the covering report for the Annual Governance Statement presented to the Governance and Audit Committee on the 29 June 2016.

### 8.2 Actions identified during the review of effectiveness to be taken during 2016/17

#### 8.2.1 On-going Actions for Previous Action Plans

Actions relating to Information Management and Security awareness, Counter-fraud, Business Continuity are of on going significance and are therefore included within the 2016/17 Action Plan to ensure that they are embedded within organisational culture.

#### 8.2.2 Review Standards Framework

A review of the Standards Framework is imposed to ensure that ethical governance requirements and compliance with those requirements continues to form a key plank of the Council's governance arrangements.

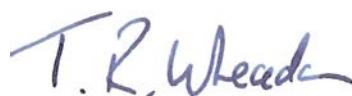
#### 8.2.3 Review Scheme of Delegation

Amend and simplify delegations relating to property transactions.

Signed:



Cllr P.D. Bettison OBE  
Leader of the Council  
16 August 2016



T.R. Wheadon  
Chief Executive  
16 August 2016

on behalf of Bracknell Forest Council

# **INDEPENDENT AUDITOR'S REPORT TO THE MEMBERS OF BRACKNELL FOREST COUNCIL**

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## **Opinion on the Authority's financial statements**

We have audited the financial statements of Bracknell Forest Council for the year ended 31 March 2016 under the Local Audit and Accountability Act 2014. The financial statements comprise the:

- Movement in Reserves Statement;
- Comprehensive Income and Expenditure Statement;
- Balance Sheet;
- Cash Flow Statement;
- Collection Fund and the related notes 1 to 4; and
- Financial statements related notes 1 to 39.

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 2015/16.

This report is made solely to the members of Bracknell Forest Council, as a body, in accordance with Part 5 of the Local Audit and Accountability Act 2014 and for no other purpose, as set out in paragraph 43 of the Statement of Responsibilities of Auditors and Audited Bodies published by Public Sector Audit Appointments Limited. To the fullest extent permitted by law, we do not accept or assume responsibility to anyone other than the Authority and the Authority's members as a body, for our audit work, for this report, or for the opinions we have formed.

## **Respective responsibilities of the Borough Treasurer and auditor**

As explained more fully in the Statement of the Borough Treasurer's Responsibilities set out on page 26, the Borough Treasurer 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 2015/16, 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 Authority's circumstances and have been consistently applied and adequately disclosed; the reasonableness of significant accounting estimates made by the Borough Treasurer; and the overall presentation of the financial statements. In addition, we read all the financial and non-financial information in the Draft Financial Statements 2015/16 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.

# **INDEPENDENT AUDITOR'S REPORT TO THE MEMBERS OF BRACKNELL FOREST COUNCIL**

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## **Opinion on financial statements**

In our opinion the financial statements:

- give a true and fair view of the financial position of Bracknell Forest Council as at 31 March 2016 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 2015/16.

## **Opinion on other matters**

In our opinion, the information given in the Financial Statements 2015/16 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 is misleading or inconsistent with other information forthcoming from the audit or our knowledge of the Council;
- we issue a report in the public interest under section 24 of the Local Audit and Accountability Act 2014;
- we make written recommendations to the audited body under Section 24 of the Local Audit and Accountability Act 2014;
- we make an application to the court for a declaration that an item of account is contrary to law under Section 28 of the Local Audit and Accountability Act 2014;
- we issue an advisory notice under Section 29 of the Local Audit and Accountability Act 2014; or
- we make an application for judicial review under Section 31 of the Local Audit and Accountability Act 2014.

We have nothing to report in these respects

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

### **Authority's responsibilities**

The Authority is responsible for putting in place proper arrangements to secure economy, efficiency and effectiveness in its use of resources, to ensure proper stewardship and governance, and to review regularly the adequacy and effectiveness of these arrangements.

### **Auditor's responsibilities**

We are required under Section 20(1)(c) of the Local Audit and Accountability Act 2014 to satisfy ourselves that the Authority has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources. The Code of Audit Practice issued by the National Audit Office (NAO) requires us to report to you our conclusion relating to proper arrangements.

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,

# **INDEPENDENT AUDITOR'S REPORT TO THE MEMBERS OF BRACKNELL FOREST COUNCIL**

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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 have undertaken our review in accordance with the Code of Audit Practice, having regard to the guidance on the specified criterion issued by the Comptroller and Auditor General (C&AG) in November 2015, as to whether the Bracknell Forest Council had proper arrangements to ensure it took properly informed decisions and deployed resources to achieve planned and sustainable outcomes for taxpayers and local people. The Comptroller and Auditor General determined this criterion as that necessary for us to consider under the Code of Audit Practice in satisfying ourselves whether the Authority put in place proper arrangements for securing economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2016.

We planned our work in accordance with the Code of Audit Practice. Based on our risk assessment, we undertook such work as we considered necessary to form a view on whether, in all significant respects, Bracknell Forest Council 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 criteria published by the C&AG in November 2015, we are satisfied that, in all significant respects, Bracknell Forest Council put in place proper arrangements to secure economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2016.

## **Certificate**

We certify that we have completed the audit of the accounts of Bracknell Forest Council in accordance with the requirements of the Local Audit and Accountability Act 2014 and the Code of Audit Practice issued by the National Audit Office.

Helen Thompson (senior statutory auditor)  
for and on behalf of Ernst & Young LLP, Appointed Auditor  
Southampton

21 September 2016

## **APPROVAL OF ACCOUNTS**

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### **Certification**

I confirm that these accounts were approved by the Governance and Audit Committee of the Council at its meeting on 21 September 2016. The 21 September 2016 is the date the accounts were authorised for issue and the date which has been used to assess any post balance sheet events.

Signed on behalf of Bracknell Forest Council:

Cllr Nick Allen  
Chairman of Governance and Audit Committee

21 September 2016

# **STATEMENT OF RESPONSIBILITIES**

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## **The Council's Responsibilities**

The Authority is required to:

- make arrangements for the proper administration of its financial affairs and to secure that one of its officers has the responsibility for the administration of those affairs. In this Council, that officer is the Borough Treasurer;
- manage its affairs to secure economic, efficient and effective use of resources and safeguard its assets;
- approve the Statement of Accounts; in this Council, the approval is delegated to the Governance and Audit Committee.

## **The Borough Treasurer's Responsibilities**

The Borough Treasurer 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 Borough Treasurer has:

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

The Borough Treasurer has also:

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

I certify that the Statement of Accounts gives a 'true and fair view' of the financial position of the Council as at 31 March 2016 and of its income and expenditure for the year ended 31 March 2016.

Alan Nash FCCA CPFA  
Borough Treasurer

21 September 2016

## MOVEMENT IN RESERVES STATEMENT

2015/16	Note	General Fund £000	Earmarked Reserves £000	Capital Receipts Reserve £000	Capital Grants Unapplied £000	Total Usable Reserves £000	Total Unusable Reserves £000	Total Council Reserves £000
<b>Balance at 1 April 2015</b>		<b>10,961</b>	<b>30,289</b>	<b>0</b>	<b>9,355</b>	<b>50,605</b>	<b>239,269</b>	<b>289,874</b>
<b>Movement in Reserves During 2015/16</b>								
Surplus or (Deficit) on Provision of Services		6,820	0	0	0	6,820	0	6,820
Other Comprehensive Income and Expenditure		0	0	0	0	0	35,977	35,977
<b>Total Comprehensive Income and Expenditure</b>		<b>6,820</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>6,820</b>	<b>35,977</b>	<b>42,797</b>
<b>Adjustments Between Accounting Basis and Funding Basis Under Regulations</b>								
Reversal of items relating to capital expenditure (transferred to the Capital Adjustment Account)	29	17,867	0	0	0	17,867	(17,867)	0
Changes in Fair Value of Investment Properties	29	(4,881)	0	0	0	(4,881)	4,881	0
Capital Grants and Contributions Applied including Community Infrastructure Levy receipts	29	(20,321)	0	0	0	(20,321)	20,321	0
Statutory provision for the financing of capital investment	29	(1,615)	0	0	0	(1,615)	1,615	0
Capital grants and contributions unapplied transferred to the capital reserve	27	(3,144)	0	0	3,144	0	0	0
Application of grants to capital financing	27 29	0	0	0	(8,223)	(8,223)	8,223	0
Transfer of cash sale proceeds credited as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement		(3,556)	0	3,487	0	(69)	69	0
Use of the Capital Receipts Reserve to finance new capital expenditure	29	0	0	(5,863)	0	(5,863)	5,863	0
Costs of non-current asset disposals met from the Capital Receipts Reserve		6	0	(6)	0	0	0	0
Transfer from Deferred Capital Receipts Reserve upon receipt of cash	30	0	0	262	0	262	(262)	0
Transfer of income from Capital Receipts that do not arise from the disposal of an Asset		(2,010)	0	2,010	0	0	0	0
Repayment of loans	29	0	0	110	0	110	(110)	0
Retirement benefits transferred to the Pension Reserve	9	21,461	0	0	0	21,461	(21,461)	0
Employer's Pension Contributions transferred from the Pension Reserve	9	(8,859)	0	0	0	(8,859)	8,859	0
Council Tax and Business Rates income (transfers to or (from) the Collection Fund Adjustment Account)	31	(55)	0	0	0	(55)	55	0
Remuneration (transfers (to) or from the Accumulated Absences Account)	32	(94)	0	0	0	(94)	94	0
		<b>(5,201)</b>	<b>0</b>	<b>0</b>	<b>(5,079)</b>	<b>(10,280)</b>	<b>10,280</b>	<b>0</b>
<b>Net Increase/(Decrease) Before Transfers to Earmarked Reserves</b>		<b>1,619</b>	<b>0</b>	<b>0</b>	<b>(5,079)</b>	<b>(3,460)</b>	<b>46,257</b>	<b>42,797</b>
Transfer (to)/from Earmarked Reserves		150	(150)	0	0	0	0	0
<b>Increase/(Decrease) in Year</b>		<b>1,769</b>	<b>(150)</b>	<b>0</b>	<b>(5,079)</b>	<b>(3,460)</b>	<b>46,257</b>	<b>42,797</b>
<b>Balance at 31 March 2016</b>		<b>12,730</b>	<b>30,139</b>	<b>0</b>	<b>4,276</b>	<b>47,145</b>	<b>285,526</b>	<b>332,671</b>

## MOVEMENT IN RESERVES STATEMENT

2014/15	Note	General Fund £000	Earmarked Reserves £000	Capital Receipts Reserve £000	Capital Grants Unapplied £000	Total Usable Reserves £000	Total Unusable Reserves £000	Total Council Reserves £000
<b>Balance at 1 April 2014</b>		<b>9,813</b>	<b>18,585</b>	<b>0</b>	<b>7,966</b>	<b>36,364</b>	<b>330,333</b>	<b>366,697</b>
<b>Movement in Reserves During 2014/15</b>								
Surplus or (Deficit) on Provision of Services		(27,903)	0	0	0	(27,903)	0	(27,903)
Other Comprehensive Income and Expenditure		0	0	0	0	0	(48,920)	(48,920)
<b>Total Comprehensive Income and Expenditure</b>		<b>(27,903)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(27,903)</b>	<b>(48,920)</b>	<b>(76,823)</b>
<b>Adjustments Between Accounting Basis and Funding Basis Under Regulations</b>								
Reversal of items relating to capital expenditure (transferred to the Capital Adjustment Account)	29	38,676	0	0	0	38,676	(38,676)	0
Changes in Fair Value of Investment Properties	29	(154)	0	0	0	(154)	154	0
Capital Grants and Contributions Applied	29	(8,505)	0	0	0	(8,505)	8,505	0
Statutory provision for the financing of capital investment	29	(1,446)	0	0	0	(1,446)	1,446	0
Capital grants and contributions unapplied transferred to the capital reserve	27	(6,573)	0	0	6,573	0	0	0
Application of grants to capital financing	27 29	0	0	0	(5,184)	(5,184)	5,184	0
Transfer of cash sale proceeds credited as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement		(1,058)	0	848	0	(210)	210	0
Use of the Capital Receipts Reserve to finance new capital expenditure	29	0	0	(4,142)	0	(4,142)	4,142	0
Costs of non-current asset disposals met from the Capital Receipts Reserve		4	0	(4)	0	0	0	0
Transfer from the Deferred Capital Receipts Reserve upon receipt of cash	30	0	0	228	0	228	(228)	0
Transfer of income from Capital Receipts that do not arise from the disposal of an Asset		(2,874)	0	2,874	0	0	0	0
Repayment of loans	29	0	0	196	0	196	(196)	0
Retirement benefits transferred to the Pension Reserve	9	18,305	0	0	0	18,305	(18,305)	0
Employer's Pension Contributions transferred from the Pension Reserve	9	(8,344)	0	0	0	(8,344)	8,344	0
Council Tax and Business Rates income (transfers to or (from) the Collection Fund Adjustment Account)	31	12,140	0	0	0	12,140	(12,140)	0
Remuneration (transfers (to) or from the Accumulated Absences Account)	32	584	0	0	0	584	(584)	0
		<b>40,755</b>	<b>0</b>	<b>0</b>	<b>1,389</b>	<b>42,144</b>	<b>(42,144)</b>	<b>0</b>
<b>Net Increase/(Decrease) Before Transfers to Earmarked Reserves</b>		<b>12,852</b>	<b>0</b>	<b>0</b>	<b>1,389</b>	<b>14,241</b>	<b>(91,064)</b>	<b>(76,823)</b>
Transfer (to)/from Earmarked Reserves		(11,704)	11,704	0	0	0	0	0
<b>Increase/(Decrease) in Year</b>		<b>1,148</b>	<b>11,704</b>	<b>0</b>	<b>1,389</b>	<b>14,241</b>	<b>(91,064)</b>	<b>(76,823)</b>
<b>Balance at 31 March 2015</b>		<b>10,961</b>	<b>30,289</b>	<b>0</b>	<b>9,355</b>	<b>50,605</b>	<b>239,269</b>	<b>289,874</b>

# COMPREHENSIVE INCOME AND EXPENDITURE STATEMENT

	2015/16			2014/15			
	Gross Expenditure £000	Gross Income £000	Net £000	Note	Gross Expenditure £000	Gross Income £000	Net £000
Central Services to the Public	3,956	(1,359)	2,597		4,220	(1,448)	2,772
Cultural and Related Services	17,699	(9,006)	8,693		17,822	(9,138)	8,684
Environment and Regulatory Services	13,478	(3,638)	9,840		13,343	(3,645)	9,698
Planning Services	7,622	(3,300)	4,322		7,232	(3,307)	3,925
Children's and Education Services	125,779	(95,629)	30,150		145,912	(92,892)	53,020
Other Housing Services	38,026	(33,777)	4,249		37,438	(33,817)	3,621
Highways and Transport Services	12,997	(1,183)	11,814		11,768	(1,123)	10,645
Adult Social Care	42,746	(8,526)	34,220		43,066	(10,730)	32,336
Public Health	4,097	(3,795)	302		3,418	(3,144)	274
Corporate and Democratic Core	4,093	(6)	4,087		4,165	(3)	4,162
Non Distributed Costs	(452)	(3)	(455)		(315)	(7)	(322)
<b>Cost of Services</b>	<b>270,041</b>	<b>(160,222)</b>	<b>109,819</b>	<b>6</b>	<b>288,069</b>	<b>(159,254)</b>	<b>128,815</b>
<b>Other Operating Expenditure</b>							
Levies			106				105
Parish Council Precepts			2,782				2,718
Other Income from Capital Receipts that do not arise from the Disposal of an Asset			(2,010)				(2,874)
(Gain)/Loss on the Disposal of Property, Plant & Equipment			(526)	6			1,520
Other Pension Administration Costs			148	9			147
<b>Financing and Investment Income and Expenditure</b>							
(Surplus)/Deficit on Trading Operations			866	15			954
Interest Receivable and Similar Income			(657)	33			(656)
Interest Payable on PFI Unitary Payments			383	33			395
Interest Payable on Finance Leases			170	33			171
Income and Expenditure in Relation to Investment Properties			(2,136)	17			(2,012)
Changes in Fair Value of Investment Properties			(4,881)	17			(154)
(Gain)/Loss on the Disposal of Investment Properties			(310)				0
Impairment/ (Impairment Reversal) - Financial Instruments			(82)	33			35
(Gain)/Loss on Financial Instrument Exchange Differences			(95)	33			51
Net Interest on the Net Defined Benefit Pension Liability			7,282	9			7,065
<b>Taxation and Non-specific Grant Incomes</b>							
Council Tax Income			(49,845)				(49,132)
General and other Non-Ringfenced Government Grants			(24,050)	8			(27,668)
Business Rates Income and Expenditure			(20,319)	8			(16,499)
Capital Grants and Contributions			(23,465)	8			(15,078)
<b>(Surplus) or Deficit on Provision of Services</b>	<b></b>	<b></b>	<b>(6,820)</b>				<b>27,903</b>
(Surplus) or Deficit on Revaluation of Non-Current Assets			(14,130)	28			(942)
Remeasurements of the Net Defined Benefit Pension Liability – BFC			(20,449)	9			46,807
Remeasurements of the Net Defined Benefit Pension Liability – Former BCC Fund			(1,398)	9			3,055
<b>Other Comprehensive Income and Expenditure</b>	<b></b>	<b></b>	<b>(35,977)</b>				<b>48,920</b>
<b>Total Comprehensive Income and Expenditure</b>	<b></b>	<b></b>	<b>(42,797)</b>				<b>76,823</b>

# BALANCE SHEET

	Notes	31 March 2016 £000	31 March 2015 £000
<b>Property, Plant and Equipment</b>			
Other Land and Buildings	16	<b>443,545</b>	415,376
Vehicles, Plant and Equipment	16	<b>12,598</b>	12,994
Infrastructure Assets	16	<b>51,148</b>	47,872
Community Assets	16	<b>6,143</b>	5,955
Surplus Assets	16	<b>4,800</b>	5,865
Assets Under Construction	16	<b>20,794</b>	11,585
	16	<b>539,028</b>	499,647
Heritage Assets		<b>223</b>	223
Investment Property	17	<b>29,022</b>	23,976
Intangible Assets		<b>1,090</b>	555
Long Term Debtors	20	<b>3,678</b>	3,860
<b>Long Term Assets</b>		<b>573,041</b>	528,261
<b>Current Assets</b>			
Short Term Investments	33	<b>7,773</b>	7,650
Inventories		<b>250</b>	234
Short Term Debtors	21	<b>23,385</b>	28,319
Cash and Cash Equivalents	22	<b>20,217</b>	32,755
Assets Held for Sale	16	<b>1,052</b>	1,298
		<b>52,677</b>	70,256
<b>Current Liabilities</b>			
Short Term Creditors	23	<b>(52,711)</b>	(49,033)
Provisions	24	<b>(2,462)</b>	(13,200)
		<b>(55,173)</b>	(62,233)
<b>Long Term Liabilities</b>			
Long Term Creditors	25	<b>(15,978)</b>	(16,078)
Capital Grants and Other Contributions	8	<b>(7,246)</b>	(6,437)
Net Pension Liability	9	<b>(214,650)</b>	(223,895)
		<b>(237,874)</b>	(246,410)
<b>Net Assets</b>		<b>332,671</b>	289,874
<b>Usable Reserves</b>			
General Fund		<b>12,730</b>	10,961
Earmarked Reserves	26	<b>30,139</b>	30,289
Capital Grants Unapplied Reserve	27	<b>4,276</b>	9,355
		<b>47,145</b>	50,605
<b>Unusable Reserves</b>			
Revaluation Reserve	28	<b>157,826</b>	147,283
Capital Adjustment Account	29	<b>351,212</b>	324,671
Collection Fund Adjustment Account	31	<b>(5,611)</b>	(5,666)
Deferred Capital Receipts Reserve	30	<b>2,347</b>	2,568
Pension Reserve	9	<b>(214,650)</b>	(223,895)
Accumulated Absences Account	32	<b>(5,598)</b>	(5,692)
		<b>285,526</b>	239,269
<b>Total Reserves</b>		<b>332,671</b>	289,874

These financial statements replace the unaudited financial statements certified by Alan Nash on 26 May 2016.

Alan Nash FCCA CPFA  
Borough Treasurer  
21 September 2016

# CASH FLOW STATEMENT

	Note	2015/16 £000	2014/15 £000
<b>Cash Flows From Operating Activities</b>			
Surplus or (Deficit) on Provision of Services		<b>6,820</b>	(27,903)
<b>Adjust for Non Cash Movements</b>			
Depreciation		<b>12,453</b>	12,928
Impairment & Revaluation Downwards of Non-Current Assets		<b>1,124</b>	21,794
Amortisation of Intangibles		<b>244</b>	255
Changes in Fair Value of Investment Properties		<b>(4,881)</b>	(154)
Changes in Provisions		<b>(10,738)</b>	7,999
Impairment of Financial Instruments		<b>(82)</b>	35
Foreign Exchange (Gain)/Loss		<b>(95)</b>	51
Amortisation of Long Term Creditors		<b>(119)</b>	(119)
Carrying amount of Non-Current Assets sold		<b>2,713</b>	2,589
Changes in Inventory		<b>(16)</b>	(4)
Changes in Interest Debtors		<b>(3)</b>	55
Changes in Debtors		<b>725</b>	(8,150)
Changes in Creditors		<b>4,097</b>	2,570
Changes in Net Pension Liability		<b>12,602</b>	9,961
<b>Adjust for Items that are Investing or Financing Activities</b>		<b>(26,952)</b>	(10,519)
<b>Net Cash Flow From Operating Activities</b>		<b>(2,108)</b>	11,388
<b>Cash Flows from Investing Activities</b>			
Purchase of Non-Current Assets		<b>(43,047)</b>	(19,461)
Purchase of Short Term and Long Term Investments		<b>(26,000)</b>	0
Other Payments for Investing Activities		<b>(2,557)</b>	(79)
Proceeds from Sale of Non-Current Assets		<b>3,749</b>	844
Proceeds from Short Term and Long Term Investments		<b>26,000</b>	6,976
Other Receipts from Investing Activities		<b>29,723</b>	4,612
<b>Net Cash Flow From Investing Activities</b>		<b>(12,132)</b>	(7,108)
<b>Cash Flows from Financing Activities</b>			
Repayment of Short Term and Long Term Borrowing		<b>0</b>	(1,500)
Capital Element of PFI Contracts		<b>(194)</b>	(181)
Council Tax and Business Rates Adjustments		<b>1,896</b>	(5,483)
<b>Net Cash Flow From Financing Activities</b>		<b>1,702</b>	(7,164)
<b>Net (Decrease)/Increase in Cash and Cash Equivalents in the Period</b>		<b>(12,538)</b>	(2,884)
<b>Cash and Cash Equivalents as of the Beginning of the Period</b>	22	<b>32,755</b>	35,639
<b>Cash and Cash Equivalents as of the End of the Period</b>	22	<b>20,217</b>	32,755

The cash flows for operating activities include the following items:

	2015/16 £000	2014/15 £000
Interest received	654	711
Interest paid	(553)	(566)

# NOTES TO THE CORE FINANCIAL STATEMENTS

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## 1 ACCOUNTING POLICIES

### 1.1 Basis of Preparation

The accounts have been prepared in accordance with the Code of Practice on Local Authority Accounting issued by the Chartered Institute of Public Finance and Accountancy (CIPFA).

The accounting convention adopted in the Statement of Accounts is principally historical cost, as modified by the revaluation of property, plant and equipment, Investment Property and financial instruments.

The preparation of the accounts in conformity with the Code requires the use of certain critical accounting estimates. It also requires management to exercise its judgement in the process of applying the accounting policies.

### 1.2 Going Concern

The accounts are prepared on a going concern basis, i.e. on the assumption that the Council will continue to operate for the foreseeable future.

### 1.3 Accounts Payable and Accrued Expenditure

A creditor is recognised in the Balance Sheet when goods and services are received prior to the reporting date and payment occurs after the reporting date.

### 1.4 Income Policy

Council Tax and Business Rates are recognised as income levied in the reporting period.

Grant income is recognised when the associated conditions have been satisfied. Further details of the accounting for grants are presented below.

Fees and charges for goods or services delivered by the Council to the public are recognised as income at the date the Council provides the relevant goods or services.

Rents for the occupation of investment properties are recognised on a straight-line basis over the lease term.

Where Council Tax, Business Rates, fees and charges, and rents have been recognised but cash has not been received, a debtor for the relevant amount is recorded in the Balance Sheet. Where the debtor is impaired, the balance is written down to the amount expected to be collected.

### 1.5 Exceptional Items

Items are presented as exceptional when that degree of prominence is necessary in order to give a fair presentation of the financial statements. A description of each exceptional item is given within the notes to the Accounts.

# **NOTES TO THE CORE FINANCIAL STATEMENTS**

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

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

Changes in accounting policies are only made when required by proper accounting practices or the change provides more reliable or relevant information about the effect of transactions, other events and conditions on the Council's financial position or financial performance. Where a change is made, it is applied retrospectively (unless stated otherwise) by adjusting closing balances and comparative amounts for the prior period as if the new policy had always been applied. An opening Balance Sheet for the prior period will also be required where adoption of the revised policy results in a material restatement.

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

Material Balance Sheet restatements or errors are those equal to or greater than £2m or 1% of the relevant category or those required to avoid a material impact (£1m or greater) on the Comprehensive Income and Expenditure Statement within the current year.

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

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

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

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

## **1.8 Schools**

The Code of Practice on Local Authority Accounting confirms that the balance of management control for council maintained schools lies with the Council. Maintained schools comprise Community and Community Special schools, Voluntary Aided and Voluntary Controlled schools. The Code also stipulates that these schools' assets, liabilities, reserves and cash flows are recognised in the council financial statements rather than in Group Accounts. Therefore schools' transactions, cash flows and balances are recognised in each of the financial statements of the Council as if they were the transactions, cash flows and balances of the Council. Whether the associated buildings and land are included in the Balance Sheet is determined by the accounting policy for Property, Plant and Equipment.

## **1.9 Property, Plant and Equipment**

Expenditure on Property, Plant and Equipment is capitalised at cost when it will bring benefits to the Council for more than one reporting period, subject to a de-minimis capitalisation threshold of £2,000. Items below this limit are charged to the Comprehensive

## **NOTES TO THE CORE FINANCIAL STATEMENTS**

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Income and Expenditure Statement. The Council does not capitalise borrowing costs incurred whilst assets are under construction.

Subsequent costs are included in the asset's carrying amount or recognised as a separate asset, as appropriate, only when it is probable that future economic benefits or service potential associated with the item will flow to the Council and the cost can be measured reliably. The carrying amount of any replaced part is de-recognised. All other repairs and maintenance are charged to the Comprehensive Income and Expenditure Statement during the financial period in which they are incurred.

Operational land and buildings are subsequently measured at Current Value. Current Value is primarily based on the amount that would be paid for the asset in its existing use. Current Value is estimated using a depreciated replacement cost approach when the asset is specialised and/or rarely sold (such as a school). Surplus assets are measured at Fair Value which is based on best market value.

The Council's Principal Valuation Surveyor carries out the valuations in accordance with the Royal Institution of Chartered Surveyors Appraisal and Valuation Manual, known as the "Red Book". Land and buildings are subject to a comprehensive valuation on a 5 year cycle and an annual desktop valuation for the intervening years where the impact is material.

When an asset's carrying amount increases as a result of a revaluation, the increase is recognised in the Comprehensive Income and Expenditure Statement to the extent that it reverses a revaluation decrease of the same asset previously recognised in the Comprehensive Income and Expenditure Statement. Any remaining increase is credited directly to Revaluation Reserve. Any accumulated depreciation at the date of revaluation is eliminated against the gross carrying amount of the asset, and the net amount is restated to the revalued amount of the asset.

When an asset's carrying amount decreases as the result of a revaluation or impairment, the decrease is debited directly to the Revaluation Reserves to the extent of any credit balance existing in respect of that asset. Any remaining decrease is recognised against the relevant service lines in the Comprehensive Income and Expenditure Statement.

Infrastructure, community assets, and assets under construction are measured at depreciated historical cost. With the exception of the long life plant used within the Waste PFI contract (which is revalued), vehicles, plant and equipment are also held at depreciated historical cost which is considered to be a proxy for Current Value as the assets have short useful lives and/or low values.

### ***Impairment***

Assets are assessed at each year-end as to whether there is any indication that an asset may be impaired. Where indications exist and any possible differences are estimated to be material, the recoverable amount of the asset is estimated and, where this is less than the carrying amount of the asset, an impairment loss is recognised for the shortfall. Where there is no balance in the Revaluation Reserve or an insufficient balance, the carrying amount of the asset is written down against the relevant service line in the Comprehensive Income and Expenditure Statement. Where an impairment loss is reversed subsequently, the reversal is credited to the relevant service line in the Comprehensive Income and Expenditure Statement, up to the amount of the original loss, adjusted for the depreciation that would have been charged if the loss had not been recognised.

# NOTES TO THE CORE FINANCIAL STATEMENTS

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## ***Depreciation***

Depreciation is calculated using the straight-line method to allocate an asset's carrying value to its residual value over its estimated useful life. Estimated useful lives are as follows:

Buildings	shorter of remaining life or 70 years
Community assets	shorter of remaining life or 70 years
Infrastructure assets	shorter of remaining life or 90 years
Vehicles, plant and equipment	shorter of remaining lease period, remaining life, or 30 years

Where an asset comprises two or more major components with substantially different useful economic lives, each component is accounted for separately for depreciation purposes and depreciated over its individual useful life.

No depreciation is charged on land and assets under construction.

The assets' useful lives are reviewed, and adjusted if appropriate, at the end of each reporting period.

Each year the difference between depreciation, based on the revalued carrying amount of the asset charged to the Comprehensive Income and Expenditure Statement and depreciation based on the asset's historic cost is transferred from the Revaluation Reserve to the Capital Adjustment Account.

## **1.10 Heritage Assets**

Heritage Assets are a distinct class of asset which are maintained principally for their contribution to knowledge and culture. Listed buildings which are used operationally do not meet the definition of Heritage Assets and are therefore included under Property Plant and Equipment.

Heritage Assets are recognised and measured (including the treatment of revaluation gains and losses) in accordance with the Council's accounting policies on Property, Plant and Equipment. However, some of the measurement rules are relaxed and consequently Heritage Assets are carried at valuation rather than Fair Value, reflecting the fact that exchanges of Heritage Assets are uncommon. There is also no requirement for valuations to be carried out or verified by external valuers, nor is there any prescribed minimum period between valuations.

The Council has a number of sites of archaeological interest within its boundaries which it is not possible to place a value on due to their age and the lack of comparable market values. Consequently, the Council does not recognise these assets on the Balance Sheet. The remaining Heritage Assets comprising the civic regalia, a brickworks chimney and a number of sculptures are reported in the Balance Sheet at insurance valuation.

## **1.11 Investment Property**

Investment Property comprises land and buildings held solely to earn rentals and/or for capital appreciation.

Investment Property is measured initially at cost and subsequently at Fair Value (best market value), which is based on active market prices adjusted, if necessary, for any difference in the nature, location or condition of the specific asset. The Council's Principal Valuation Surveyor carries out the valuations each year in accordance with the Royal

## **NOTES TO THE CORE FINANCIAL STATEMENTS**

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Institution of Chartered Surveyors Appraisal and Valuation Manual, known as the "Red Book".

Gains and losses on revaluation are posted to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement. The same treatment is applied to gains and losses on disposal.

Revaluation and disposal gains and losses are not permitted by statutory arrangements to have an impact on the General Fund Balance. The gains and losses are therefore reversed out of the General Fund Balance in the Movement in Reserves Statement and posted to the Capital Adjustment Account and (for any sale proceeds greater than £10,000) the Capital Receipts Reserve.

Investment properties held at Fair Value are not depreciated.

### **1.12 Intangible Assets**

The Council accounts for its software as intangible assets, to the extent that the software is not an integral part of a particular IT system and accounted for as part of the hardware item in Property, Plant and Equipment. Expenditure on the development of websites is not capitalised if the enhancement is primarily intended to promote or advertise the Council's goods or services. Intangible assets include purchased licenses. Expenditure on application software is capitalised as an intangible asset when it will bring benefits to the Council for more than one reporting period.

The intangible assets held by the Council are measured at depreciated historical cost as readily ascertainable market values are not available.

Intangible assets are amortised on a straight-line basis over the shorter of remaining useful life or six years to the relevant service line in the Comprehensive Income and Expenditure Statement.

An asset is tested for impairment whenever there is an indication that the asset might be impaired – any losses recognised are posted to the relevant service line in the Comprehensive Income and Expenditure Statement. Any gain or loss arising on the disposal or abandonment of an intangible asset is posted to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement.

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

When it becomes probable that the carrying amount of an asset will be recovered principally through a sale transaction within the next twelve months rather than through its continuing use, it is reclassified as an Asset Held for Sale (this does not apply to Investment Properties). The asset is revalued immediately before reclassification (using the appropriate valuation basis for that category of asset) and then carried at the lower of this amount and Fair Value (market value) less costs to sell. Where there is a subsequent decrease to Fair Value less costs to sell, the loss is posted to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement. Gains in Fair Value are recognised only up to the amount of any previously losses recognised in the Surplus or Deficit on Provision of Services. Depreciation is not charged on Assets Held for Sale.

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

# NOTES TO THE CORE FINANCIAL STATEMENTS

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Assets that are to be abandoned or scrapped are not reclassified as Assets Held for Sale.

When an asset is disposed of or decommissioned, the carrying amount of the asset in the Balance Sheet (whether Property, Plant and Equipment or Assets Held for Sale) is written off to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement as part of the gain or loss on disposal. Receipts from disposals (if any) are credited to the same line in the Comprehensive Income and Expenditure Statement also as part of the gain or loss on disposal (i.e. netted off against the carrying value of the asset at the time of disposal). Any revaluation gains accumulated for the asset in the Revaluation Reserve are transferred to the Capital Adjustment Account.

Amounts received for a disposal in excess of £10,000 are categorised as capital receipts. The receipts are appropriated to the Capital Receipts Reserve from the General Fund Balance in the Movement in Reserves Statement and can only be used for new capital investment or to meet disposal costs up to 4% of the capital receipt.

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

## **1.14 Capital Receipts that do not arise from the Disposal of an Asset**

Receipts that do not arise from the disposal of an asset primarily relate to Right-to-Buy and VAT shelter receipts from Bracknell Forest Homes. These are recorded as Other Operating Expenditure in the Comprehensive Income and Expenditure Statement. The same amount is then transferred to the Capital Receipts Reserve from the General Fund Balance in the Movement in Reserves Statement.

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

General Fund service revenue accounts (as defined in CIPFA's Service Reporting Code of Practice for Local Authorities), central support services and statutory trading accounts are charged with a depreciation charge and, where required, any related impairment or valuation loss (due to a clear consumption of economic benefits or other losses where there are no accumulated gains in the Revaluation Reserve against which they can be written off) for all assets used in the provision of services. In addition, services also receive a charge for the amortisation of intangible assets and where required any impairment loss for intangible assets used in the provision of services.

The Council is not required to raise Council Tax to cover depreciation, revaluation and impairment losses or amortisations. However it is required to make an annual provision from revenue towards the reduction of its overall borrowing requirement (the "Minimum Revenue Provision"). Any depreciation, impairment and valuation losses or amortisations charged to the Surplus or Deficit on the Provision of Services are replaced by this revenue provision in the Movement in Reserves Statement by way of an adjusting transaction with the Capital Adjustment Account.

Financing costs (including interest payable under finance leases and PFI arrangements) are included within Financing and Investment Income and Expenditure in the Comprehensive Income and Expenditure Statement.

## **NOTES TO THE CORE FINANCIAL STATEMENTS**

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### **1.16 Revenue Expenditure Funded from Capital under Statute**

Legislation allows some expenditure to be classified as capital for funding purposes when it does not result in the expenditure being carried in the Balance Sheet under Long Term Assets. The purpose of this is to enable it to be funded from capital resources rather than be charged to the General Fund and impact on that year's council tax. These items are generally grants and expenditure on property not owned by the Council.

Such expenditure is charged to the Surplus or Deficit on the Provision of Services. Any statutory provision that allows capital resources to meet the expenditure is accounted for by debiting the Capital Adjustment Account and crediting the General Fund. The credit is shown as a reconciling item in the Movement in Reserves Statement.

### **1.17 Private Finance Initiative (PFI)**

PFI contracts are agreements to receive services, where the responsibility for making available the assets required to provide the services passes to the contractor. As the Council (along with Reading and Wokingham Councils) controls the services provided under the Waste PFI agreement, and as the ownership of the assets used to deliver the services pass to the three Councils at the end of the contract for no additional charge, the Council carries its share of the assets on the Balance Sheet.

The annual unitary payment is separated into the following component parts, using appropriate estimation techniques where necessary:

- payment for the Fair Value of services received; and
- payment for the PFI assets, including finance costs.

#### ***Services Received***

The Fair Value of services received in the year is recorded under Environmental and Regulatory Services in the Comprehensive Income and Expenditure Statement.

#### ***PFI Asset***

A PFI asset is recognised in Property, Plant and Equipment, as the asset comes into use. The asset is capitalised at the lower of the Current Value of the property, plant or equipment and the present value of the minimum payments. Subsequently, the asset is measured at Current Value according to the Council's accounting policy for each relevant class of asset.

#### ***PFI Liability***

A PFI liability is recognised at the same time the PFI asset is recognised. It is measured initially at the same amount as the PFI asset and is subsequently measured at amortised cost. The liability, net of finance charges, is included in Short Term Creditors and Long Term Creditors. Interest is charged to the Comprehensive Income and Expenditure Statement over the arrangement period at a constant periodic rate of interest on the remaining balance of the liability for each period.

### **1.18 Lease Classification**

Leases are classified as either finance leases or operating leases based on the substance of the arrangement. Where a lease covers both land and buildings, the land and buildings elements are considered separately for classification.

## **NOTES TO THE CORE FINANCIAL STATEMENTS**

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Arrangements that do not have the legal status of a lease but convey a right to use an asset in return for payment are accounted for under this policy where fulfilment of the arrangement is dependent on the use of specific assets.

Leases in which substantially all the risks and rewards of ownership are retained by the lessor are classified as operating leases.

### ***Operating Leases (Council as Lessee)***

Payments made under operating leases (net of any incentives received from the lessor) are charged as an expense of the services benefiting from use of the asset in the Comprehensive Income and Expenditure Statement on a straight-line basis over the period of the lease. Contingent rent is recognised in the period in which it arises.

### ***Operating Leases (Council as Lessor)***

Where the Council grants an operating lease, the leased asset remains in the Balance Sheet. The rental income is recognised over the term of the lease on a straight-line basis in the Comprehensive Income and Expenditure Statement. Contingent rent is recognised in the period in which it arises and is the difference between the original rent and the revised rent following a rent review.

Up-front payments received on the granting of a leasehold interest classified as an operating lease are recognised as a Creditor in the Balance Sheet and amortised over the lease term.

### ***Finance Leases (Council as Lessee)***

Leases of Long Term Assets, where the Council has substantially all the risks and rewards of ownership, are classified as finance leases.

Finance leases are capitalised at the commencement of the lease at the lower of the Fair Value of the leased asset and the present value of the minimum lease payments. Up-front payments for a leasehold interest classified as a finance lease are capitalised as part of the asset.

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

The corresponding lease obligations, net of finance charges, are included in Creditors.

Contingent rent is recognised as an expense in the period in which it arises.

Lease payments are apportioned between:

- a charge for the acquisition of the interest in the asset – applied to write down the lease liability, and
- a finance charge (debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement).

### ***Finance Leases (Council as Lessor)***

Where the Council grants a finance lease the leased asset is de-recognised (treated as a disposal) and a long term debtor is recognised for any leases with rental payments in excess of peppercorn rent. Peppercorn rents are recognised in the Income and Expenditure in

## **NOTES TO THE CORE FINANCIAL STATEMENTS**

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Relation to Investment Properties line in the Comprehensive Income and Expenditure Statement. Rental payments in excess of peppercorn rent are used to reduce the long term debtor and also include finance income that will be earned by the Council whilst the debtor remains outstanding.

### **1.19 Cash and Cash Equivalents**

Cash is represented by cash in hand and deposits with financial institutions repayable without penalty on notice of not more than 24 hours. Cash equivalents are investments that mature in no more than three months or less from the date of acquisition and that are readily convertible to known amounts of cash with insignificant risk of change in value.

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

### **1.20 Financial Instruments**

#### ***Recognition***

Financial assets and financial liabilities which arise from contracts for the purchase and sale of non-financial items (such as goods or services), which are entered into in accordance with the Council's normal purchase, sale or usage requirement, are recognised when, and to the extent which, performance occurs. All other financial assets and liabilities are recognised when the Council becomes party to the contractual provisions to receive or make cash payments.

#### ***Classification and Measurement***

Financial assets, other than cash and cash equivalents, are classified as loans and receivables and are measured at amortised cost.

Financial liabilities are classified as creditors and are measured at amortised cost.

#### ***Loans and Receivables***

Loans and receivables are non-derivative financial assets with fixed or determinable payments and are not quoted in an active market. Loans and receivables are initially recognised at Fair Value and then measured at amortised cost using the effective interest rate method. The effective interest rate is a method of calculating the amortised cost of a financial asset and of allocating the interest revenue or expense over the relevant period using the estimated future cash flows. For the loans that the Council has made, this means that the amount presented in the Balance Sheet is the outstanding principal receivable (plus accrued interest) and interest credited to the Comprehensive Income and Expenditure Statement is the amount receivable for the year in the loan agreement.

#### ***Impairment of Financial Assets***

At the end of each reporting period, the Council assesses whether there is objective evidence that a financial asset or a group of financial assets is impaired. A financial asset or group of financial assets is impaired and impairment losses are incurred if there is:

- Objective evidence of impairment as a result of a loss event that occurred after the initial recognition of the asset and up to the end of the reporting period ('a loss event');

## **NOTES TO THE CORE FINANCIAL STATEMENTS**

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- The loss event had an impact on the estimated future cash flows of the financial asset or the group of financial assets; and
- A reliable estimate of the amount can be made.

Financial assets are recorded in the Balance Sheet net of any impairment.

### ***Derecognition***

A financial asset is considered for derecognition when the contractual rights to the cash flows from the financial asset expire, or the Council has either transferred the contractual right to receive the cash flows from the asset, or has assumed an obligation to pay those cash flows to one or more recipients, subject to certain criteria. The Council de-recognises a transferred financial asset if it transfers substantially all the risks and rewards of ownership.

### ***Financial Liabilities***

All financial liabilities are recognised initially at Fair Value, net of any transaction costs incurred, and then measured at amortised cost using the effective interest rate method. 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.

Creditors are included in Short Term Creditors except for the amounts payable more than twelve months after the end of the reporting period, which are classified as Long Term Creditors.

Interest on financial liabilities carried at amortised cost is calculated using the effective interest rate method and is charged to the Comprehensive Income and Expenditure Statement.

### **1.21 Fair Value**

The Council measures Surplus Assets and Investment Properties and some of its financial instruments, such as finance leases and its PFI arrangement, 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 31 March. The Fair Value measurement assumes that the transaction takes place in the principal or most advantageous market for the asset or liability.

When measuring the Fair Value of a non-financial asset, the Council takes into account a market participant's ability to generate economic benefits by using the asset in its highest and best use or by selling it to another market participant that would use the asset in its highest and best use.

The Council uses appropriate valuation techniques for each circumstance, maximising the use of observable inputs where available. The Fair Value hierarchy categorises inputs as follows:

Level 1 – quoted prices in active markets for identical assets or liabilities.

Level 2 – other inputs that are observable for the asset or liability, either directly or indirectly.

Level 3 – unobservable inputs for the asset or liability.

# NOTES TO THE CORE FINANCIAL STATEMENTS

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## 1.22 Employee Benefits

### *Leave and flexi-time*

The accounts include an accrual for leave and flexi-time earned as of the reporting date that will be utilised in the next reporting period. The accrual is measured at the amount of the benefit earned by the employees of the Council. It is charged to the Surplus or Deficit on the Provision of Services, but then reversed out through the Movement in Reserves Statement so that benefits are charged to revenue in the financial year in which the holiday absence occurs.

### *Termination Benefits*

Termination benefits are amounts payable as a result of a decision by the Council to terminate an officer's employment before the normal retirement date and are charged on an accruals basis to the appropriate service line in the Comprehensive Income and Expenditure Statement when the Council can no longer withdraw the offer of those benefits.

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

### *Post Employment Benefits*

The Council provides retirement benefits as part of the terms and conditions of employment through the following defined benefit pension schemes:

- Teacher's Pension Scheme, administered by Capita Teachers' Pensions on behalf of the Department for Education (DfE); and
- Local Government Pension Scheme, administered by the Royal Borough of Windsor and Maidenhead Council.

The benefits (retirement lump sums and pensions), which are based on pay and service, are earned over the term of employment.

#### *Teacher's Pension Scheme*

Teachers employed by the Council are members of the Teachers' Pension Scheme, administered by the Department for Education. The Scheme provides teachers with specified benefits upon their retirement, and the Council contributes towards the costs by making contributions based on a percentage of members' pensionable salaries.

The Scheme is technically a defined benefit scheme. However, the Scheme is unfunded and the Department for Education uses a notional fund as the basis for calculating the employers' contribution rate paid by local authorities. It is not possible to identify the Council's share of the underlying financial position and performance of the Scheme with sufficient reliability for accounting purposes. For the purposes of this Statement of Accounts, it is therefore accounted for on the same basis as a defined contribution scheme and no liability for future payments of benefits is recognised in the Balance Sheet. The Children's and Education Services line in the Comprehensive Income and Expenditure Statement is charged with the employer's contributions payable to Teachers' Pensions in the year.

# NOTES TO THE CORE FINANCIAL STATEMENTS

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## *Local Government Pension Scheme*

The Council's contributions are determined by triennial actuarial valuation. The latest valuation was as at 31 March 2013. Under Superannuation Regulations, the contribution rates are set to meet all the liabilities of the fund.

The Balance Sheet includes a Pension Reserve which reflects the Council's share of the schemes assets and liabilities. Employer contributions will be adjusted in future years to fund any projected deficit.

The liabilities of the pension scheme attributable to the Council are measured on an actuarial basis using the projected unit method – i.e. an assessment of the future payments that will be made in relation to retirement benefits earned to date by employees, based on assumptions about mortality rates, employee turnover rates, and projections of projected earnings for current employees. The liabilities are discounted using an appropriate discount rate.

The assets of the pension fund attributable to the Council are measured at Fair Value as follows:

- quoted securities – current bid price;
- unquoted securities – professional estimate;
- unitised securities – current bid price; and
- property – market value.

The change in the net pension liability consists of the following components:

- (i) Service cost comprising:
  - current service cost – the increase in liabilities as a result of years of service earned this year;
  - past service cost – the change in liabilities arising from current year decisions whose effect relates to years of service earned in earlier years or from plan curtailments;
  - gains or losses on settlements - transactions that eliminate all further legal or constructive obligations for part or all of the benefits provided under the plan;
- (ii) Other Pension Administration Costs which are those that are directly related to the management of plan assets. These are included under Other Operating Expenditure.
- (iii) Net interest on the net defined benefit liability - the change during the period in the net defined benefit liability. It 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 at the beginning of the period adjusted for contribution and benefit payments during the year.
- (iv) Remeasurements comprising:
  - differences between the return on plan assets and interest income on plan assets calculated as part of the net interest on the net defined benefit liability;
  - actuarial gains and losses which result from events not coinciding with assumptions made at the last actuarial valuation or the actuaries updating the assumptions.
- (v) Contributions paid into the Royal County of Berkshire Pension Fund, and
- (vi) Benefits paid.

## **NOTES TO THE CORE FINANCIAL STATEMENTS**

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Current service costs are allocated in the Comprehensive Income and Expenditure Statement to the services for which the employees worked. Past service costs and any settlements are reflected in the Comprehensive Income and Expenditure Statement as part of Non Distributed Costs. Net interest expense is reflected in Financing and Investment Income and Expenditure within the Comprehensive Income and Expenditure Statement.

Remeasurements are recognised directly in Other Comprehensive Income and Expenditure and the Pensions Reserve.

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

### **1.23 Government Grants and Other Contributions**

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

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

Amounts recognised as due to the Council are not credited to the Comprehensive Income and Expenditure Statement until conditions attached to the grant or contribution have been satisfied. Conditions are stipulations that specify that the future economic benefits or service potential embodied in the asset acquired using the grant or contribution are required to be consumed by the recipient as specified, or future economic benefits or service potential must be returned to the transferor. If no asset is involved, a condition requires the grant funder or donor to have a right to the return of their monies or similar equivalent compensation.

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

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

#### ***Community Infrastructure Levy (CIL)***

The levy is charged on most new developments in the Borough with appropriate planning consent, based on a locally determined charging schedule. The levy must be spent on

## **NOTES TO THE CORE FINANCIAL STATEMENTS**

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infrastructure (such as transport, schools and social care facilities) or used to meet administrative expenses (up to 5%). It will partly replace Section 106 developer contributions.

CIL is received without outstanding conditions and is therefore recognised at the commencement date of the chargeable development in the Comprehensive Income and Expenditure Statement in accordance with the accounting policy set out for capital grants and contributions above.

### **1.24 Provisions**

Provisions are recognised when:

- the Council has a present legal or constructive obligation as a result of past events;
- it is probable that an outflow of economic benefits will be required to settle the obligation; and
- a reliable estimate can be made of the amount of the obligation.

Provisions are measured at the present value of the expenditures expected to be required to settle the obligation. Where the effect is material, the estimated cash flows are discounted. The increase in the provision due to passage of time is recognised as interest expense.

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

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

### **1.25 Contingent Assets & Liabilities**

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

Contingent liabilities also arise in circumstances where a provision would otherwise be made but either it is not probable that an outflow of economic benefits will be required or the amount of the obligation cannot be measured reliably.

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

### **1.26 Reserves**

The Council sets aside specific amounts as reserves for future policy purposes or to cover contingencies. Reserves are created by appropriating amounts out of the General Fund Balance in the Movement in Reserves Statement. When expenditure to be financed from a reserve is incurred, it is charged to the appropriate service revenue account in that year to score against the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement. The reserve is then appropriated back into the General

# NOTES TO THE CORE FINANCIAL STATEMENTS

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Fund Balance in the Movement in Reserves Statement so that there is no net charge against Council Tax for the expenditure.

Certain reserves are kept to manage the accounting processes and do not represent usable resources for the Council. These are the Revaluation Reserve, Capital Adjustment Account, Deferred Capital Receipts Reserve, Collection Fund Adjustment Account, Accumulated Absences Account and Pension Reserve, which are explained in the relevant policies and Notes to the Accounts.

## 1.27 Inventory

Inventory, which primarily relates to shop and catering goods, is measured at the lower of cost and net realisable value using the first-in first-out method.

## 1.28 Allocation of Support Services' Costs (Overheads)

The costs of support services and service management are apportioned to services within all programme areas on an assessed basis e.g. staff time, number of transactions or space occupied. The total absorption costing principle is used – the full cost of overheads and support service are shared between users in proportion to the benefits received with the exception of:

Corporate and Democratic Core – costs relating to the Council's status as a multi-functional democratic organisation; and

Non Distributed Costs – the costs of discretionary benefits awarded to employees retiring early and any depreciation, revaluation losses or impairment losses chargeable on surplus assets or Assets Held for Sale.

These two cost categories are defined in the Service Reporting Code of Practice for Local Authorities (SeRCOP) and accounted for as separate headings on the Comprehensive Income and Expenditure Statement, as part of the Surplus or Deficit on the Provision of Services.

## 1.29 Value Added Tax (VAT)

VAT payable is included as an expense in the Comprehensive Income and Expenditure Statement only to the extent that it is not recoverable. VAT receivable is excluded from income.

# 2 ACCOUNTING STANDARDS ISSUED BUT NOT YET ADOPTED

The adoption of the following new or amended standards by the Code of Practice will result in changes in accounting policy:

- Amendments to IAS 19 *Employee Benefits* (Defined Benefit Plans: Employee Contributions)
- Amendment to IFRS 11 *Joint Arrangements* (Accounting for Acquisitions of Interests in Joint Operations)
- Amendment to IAS 16 *Property, Plant and Equipment* and IAS 38 *Intangible Assets* (Clarification of Acceptable Methods of Depreciation and Amortisation)
- Annual Improvements to IFRSs 2010 – 2012 Cycle
- Annual Improvements to IFRSs 2012 – 2014 Cycle
- Amendment to IAS 1 Presentation of Financial Statements (Disclosure Initiative)

# **NOTES TO THE CORE FINANCIAL STATEMENTS**

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There will also be changes to the format of the Comprehensive Income and Expenditure Statement, the Movement in the Reserves Statement and the introduction of a new Expenditure and Funding Analysis as a result of the Telling the Story review of the presentation of local authority financial statements

Although full adoption will not be required until 1 April 2016, the Council is required to disclose the estimated effect of the changes in these financial statements. None of these amendments is expected to have a material impact on the information contained in the financial statements.

## **3 CRITICAL JUDGEMENTS IN APPLYING ACCOUNTING POLICIES**

In applying the accounting policies set out in Note 1, the Council has had to make certain judgements about complex transactions or those involving uncertainty about future events.

The critical judgements made in the Statement of Accounts are as follows.

### **Lease Accounting**

Judgement is required in the initial classification of leases as either operating leases or finance leases. Where a lease is taken out for land and buildings combined, the land and buildings element of the lease are considered separately for classification. If the contracted lease payments are not split between land and buildings in the lease contract, the split is made based on the market values of the land and buildings at the inception of the lease.

A number of criteria are used to determine whether the lease transfers substantially all the risks and rewards of ownership as specified in IAS 17 - Leases. In particular judgement is required in assessing whether the lease term is for the major part of the economic life of the asset. In general, a term of 80% or greater of the asset life was considered indicative of a finance lease, however all the criteria were considered together when making a decision. When reviewing lease classifications for the conversion to IFRS however, the Council concluded that each of the lease classifications could be determined without calculating the Net Present Value of the minimum lease payments.

The Council has elected to treat Longshot Lane as a finance lease in order to apply the Investment Property classification and measurement guidance in IAS 40. A property interest that is held by a lessee under an operating lease may be classified and accounted for as Investment Property if, and only if, the property would otherwise meet the definition of an Investment Property and the lessee uses the Fair Value model. Longshot Lane meets the definition of an Investment Property and the Council is required by the Code to apply the Fair Value model.

### **Impairment of Assets**

There is a high degree of uncertainty about the way local government is financed and future levels of funding. However, the Council has determined that this uncertainty is not yet sufficient to provide an indication that the assets of the Council might be impaired as a result of a need to close facilities and reduce levels of service provision.

### **PFI Schemes and Similar Contracts**

In 2006/07 the Council, together with Wokingham Borough and Reading Borough Councils, entered into a PFI contract for the disposal of waste. The Councils are deemed to control the services provided and will obtain ownership of the associated assets at the end of the

## **NOTES TO THE CORE FINANCIAL STATEMENTS**

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contract. The accounting policies for PFI schemes and similar contracts have therefore been applied to the arrangement and the Council's share of the assets (valued at £7.1m as at 31 March 2016) are recognised as Property, Plant and Equipment on the Balance Sheet.

### **Schools Property**

The Council recognises the land and buildings used by schools in accordance with the accounting policy for Property, Plant and Equipment. These assets are recognised in the Balance Sheet if it is probable that the future economic benefits or service potential associated with them will flow to the Council or the schools within its control.

The Council has completed an assessment across the different types of schools it controls within the Borough. Judgements have been made to determine the arrangements in place and the accounting treatment of the land and building assets.

All Community schools are owned and controlled by the Council and the land and buildings used by these schools are therefore included on the Council's Balance Sheet.

There are six Voluntary Aided (VA) Schools within the Council's area. The Council owns and controls the playing fields at three of the schools and these assets are included on the Balance Sheet. The remaining land and building assets are owned by the Oxford or Portsmouth Diocese or other trustees. There has been no reassignment of rights for these assets that would pass control of the economic benefits and service potential to the school or governing body. These assets are used under licences rather than leases which pass no interest to the schools and are terminable by the trustees at any time without causal action. In practice their continued agreement to permit the schools as entities to use the assets means that the trustees (or owners) are perpetually reasserting this control and this has not been passed to the school. They are therefore not recognised as assets of the school or included in the Balance Sheet.

There are four Voluntary Controlled (VC) Schools within the Council's area, one of which is owned outright by the Council. Elements of land (including the playing field at one site) and buildings are also owned and controlled by the Council at the remaining three schools. All elements owned and controlled by the Council are reflected in the Balance Sheet. The remaining assets are owned by the Oxford Diocese and another trustee under similar licence arrangements to VA schools. These assets are therefore not recognised as assets of the school or included in the Balance Sheet.

Academies are not considered to be maintained schools in the Council's control. Thus the land and building assets are not included on the Council's Balance Sheet. There are two academies (Ranelagh Secondary School and St Margaret Clitherow Primary School) within the Council's area, with Brakenhale Secondary School becoming an academy on 1 April 2016. The value of Brakenhale school and associated assets included in the Balance Sheet at 31 March 2016 was approximately £21.9m.

### **4 ASSUMPTIONS MADE ABOUT THE FUTURE AND OTHER MAJOR SOURCES OF ESTIMATION UNCERTAINTY**

The Statement of Accounts contains estimated figures that are based on assumptions made by the Council about the future 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 differ from those estimates.

## **NOTES TO THE CORE FINANCIAL STATEMENTS**

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The key judgements and estimation uncertainty that have a significant risk of causing adjustment to the carrying amounts of assets and liabilities within the forthcoming financial year are as follows:

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

Land and buildings are shown at Current Value for operational assets and Fair Value for surplus assets, based on professional or desk top valuations. The professional valuations are carried out in accordance with the Royal Institution of Chartered Surveyors Appraisal and Valuation Manual, known as the "Red Book". The value of the Council's land and buildings fluctuates with changes in construction costs and the current market value of land and buildings. In addition to the rolling programme of professional revaluations, desktop revaluations (using a building cost index) are used to ensure that those assets not scheduled to be revalued are not materially misstated in the Balance Sheet.

Buildings are depreciated over useful lives that are dependent on assumptions about the level of repairs and maintenance that will be incurred in relation to individual assets. The current economic climate makes it uncertain that the Council's current spending on repairs and maintenance can be sustained, which would affect the useful lives assigned to buildings. If the useful life is reduced, depreciation increases and the carrying amount falls. It is estimated that the annual depreciation charge for buildings would increase by £0.350m if all the useful lives were reduced by one year.

### **Fair Value measurements**

When the Fair Values of non-financial assets, financial assets and financial liabilities cannot be measured based on quoted prices in active markets it is measured using valuation techniques. 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.

For Investment Properties the most significant valuation assumption used is that the rental yield (rental as a percentage of property value) achievable on most Investment Properties is equivalent to that achieved on a recent and comparable property purchase. A 1% change in the estimated yield would result in a £1m change in value of the whole portfolio.

The valuation of the Council's surplus land asset assumes it is comparable to similar assets in the local market with planning permission.

For financial liabilities (the PFI contract and Longshot Lane finance lease) a discounted cash flow model is used to calculate Fair Values. The discount rate is based on Public Works Loans Board (PWLB) premature repayment rates. A 1% increase in the rate would reduce the Fair Value of these liabilities by £1.82m

### **Future Payments under the Waste PFI Scheme**

The estimates of the future payments to the contractor are based on assumptions regarding inflation (assumed to average 2.5%) and performance. Increases in inflation above 2.5% will lead to the Council having to pay over more to the contractor than set out in Note 13. If the contractor's performance is lower than has been built into the financial model, the contractor will have penalty charges levied against it, and therefore the Council's costs will be lower than set out in Note 13.

# NOTES TO THE CORE FINANCIAL STATEMENTS

## Measurement of Pension Liability

The present value of the net pension liability depends on a number of factors that are determined on an actuarial basis and the value of the underlying assets. The actual net liability of the Council will continue to be subject to volatility, as a result of changes to these factors and the underlying assumptions.

It is not possible to assess the accuracy of the estimated liability as at 31 March 2016 without completing a full valuation. However, the actuary is satisfied that the approach of rolling forward the previous valuation data from 31 March 2013 to 31 March 2016 should not introduce any material distortions in the results.

The effects of changes in individual assumptions can be measured. The following table sets out the impact of change in the significant actuarial assumptions on the present value of scheme liabilities (£420.6m) and projected service cost (£12.8m).

Sensitivity Analysis	Present Value of Total Obligation Change £m	Projected Service Cost Change £m
+ or (-) 0.1%		
Adjustment to discount rate	7.9	0.3
Adjustment to long term salary increase	0.9	0.0
Adjustment to pension increases and deferred revaluation	7.1	0.3
(+) or - 1 year		
Adjustment to mortality age rating assumption	12.6	0.3

## Impairment of Financial Instruments

At 31 March 2016, the Council had a trade debtors' balance of £7.50m. The impairment for doubtful debts figure is based on applying a percentage to the outstanding balance which varies depending on how long the debt has been outstanding. In the current economic climate it is not certain that the allowance made will be sufficient. If collection rates were to deteriorate, a doubling of the percentage used to calculate the impairment for general debts would require an additional £0.43m to be set aside as an allowance.

Additional allowances are also made for a number of other debts, in particular Housing Benefits, Business Rates and Council Tax. These totalled £1.86m as at 31 March 2016. Doubling the percentage used to calculate these debts would require an additional £0.78m to be set aside.

## Accumulated Compensated Absences

Accumulating compensated absences are those that can be carried forward for use in future periods if the current period's entitlements are not used in full, for example untaken annual leave and flexi-time entitlement. The Council is required to accrue for any annual or flexi leave earned but not taken as at 31 March each year. For non-teaching staff the accrual is based on a historic sample of staff covering a range of pay grades, locations and departments. For teaching staff, where leave is earned and taken on a term by term basis, a formula is used to identify the number of days of untaken leave for the spring term. The impact of an increase in outstanding leave of 1 day for all staff would be to increase the accrual by £0.18m for non-teaching staff and £0.22m for teaching staff.

# NOTES TO THE CORE FINANCIAL STATEMENTS

## Provision for Business Rates Appeals

The Council has made a provision of £3.62m for outstanding Business Rates appeals. This is based on the latest list of outstanding rating proposals provided by the Valuation Office Agency and external advice from rating agents, taking into account factors such as the settled claims history for the Council, changes in comparable hereditaments, market trends and other valuation issues, including the potential for certain proposals to be withdrawn. The provision is split between the Council, Central Government and the Royal Berkshire Fire Authority with the Council's proportion of 49% equating to £1.77m. A 1% change in the estimate would result in a £0.04m increase or decrease in the provision required for appeals (£0.02m for the Council).

## 5 AMOUNTS REPORTED FOR RESOURCE ALLOCATION DECISIONS

The analysis of income and expenditure by service on the face of the Comprehensive Income and Expenditure Statement is that specified by the Service Reporting Code of Practice for Local Authorities. However, decisions about resource allocation are taken by the Council's Corporate Management Team on the basis of monthly budget monitoring reports analysed across departments. These reports are prepared on a different basis from the accounting policies used in the financial statements. In particular:

- no charges are made during the year in relation to capital expenditure (whereas depreciation, revaluation and impairment losses in excess of the balance on the Revaluation Reserve and amortisations are charged to services in the Comprehensive Income and Expenditure Statement); and
- the cost of retirement benefits is based on cash flows (payment of employer's pensions contributions) rather than current service cost of benefits accrued in the year.

The income and expenditure of the Council's principal departments recorded in the budget monitoring reports for the year follows:

2015/16	Corporate Services / Chief Exec Office £000	Children, Young People & Learning £000	Adult Social Care, Health & Housing £000	Environment, Culture & Communities £000	Total £000
<b>Income and Expenditure</b>					
Fees, charges & other service income	(3,929)	(4,384)	(6,650)	(16,783)	(31,746)
Government grants & contributions	(668)	(93,899)	(61,988)	(1,721)	(158,276)
<b>Total Income</b>	<b>(4,597)</b>	<b>(98,283)</b>	<b>(68,638)</b>	<b>(18,504)</b>	<b>(190,022)</b>
Employee expenses	10,817	77,277	16,170	16,625	120,889
Other service expenses	7,967	36,282	85,095	24,136	153,480
Support service recharges	(9,107)	3,144	2,862	3,027	(74)
<b>Total Expenditure</b>	<b>9,677</b>	<b>116,703</b>	<b>104,127</b>	<b>43,788</b>	<b>274,295</b>
<b>Net Expenditure</b>	<b>5,080</b>	<b>18,420</b>	<b>35,489</b>	<b>25,284</b>	<b>84,273</b>

## NOTES TO THE CORE FINANCIAL STATEMENTS

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2014/15	Corporate Services / Chief Exec Office	Children, Young People & Learning	Adult Social Care, Health & Housing	Environment, Culture & Communities	Total £000
	£000	£000	£000	£000	
<b>Income and Expenditure</b>					
Fees, charges & other service income	(4,072)	(4,224)	(6,328)	(16,917)	(31,541)
Government grants & contributions	(659)	(91,843)	(56,272)	(1,694)	(150,468)
<b>Total Income</b>	<b>(4,731)</b>	<b>(96,067)</b>	<b>(62,600)</b>	<b>(18,611)</b>	<b>(182,009)</b>
Employee expenses	10,518	75,206	14,651	16,217	116,592
Other service expenses	8,467	36,856	78,153	25,238	148,714
Support service recharges	(9,132)	3,065	2,792	3,193	(82)
<b>Total Expenditure</b>	<b>9,853</b>	<b>115,127</b>	<b>95,596</b>	<b>44,648</b>	<b>265,224</b>
<b>Net Expenditure</b>	<b>5,122</b>	<b>19,060</b>	<b>32,996</b>	<b>26,037</b>	<b>83,215</b>

### Reconciliation of Departmental Income and Expenditure to Cost of Services in the Narrative Report

This reconciliation shows how the figures in the analysis of departmental income and expenditure relate to the amounts included within Cost of Services in the Narrative Report.

2015/16	Corporate Services / Chief Exec Office	Children, Young People & Learning	Adult Social Care, Health & Housing	Environment, Culture & Communities	Total £000
	£000	£000	£000	£000	
Net Expenditure	5,080	18,420	35,489	25,284	84,273
Capital charges (including depreciation and amortisation, revaluation downwards and impairments plus revenue expenditure funded from capital under statute)	1,557	5,331	589	7,677	15,154
IAS 19 Pension Adjustments	450	2,678	1,067	1,296	5,491
<b>Cost of Services in Narrative Report</b>	<b>7,087</b>	<b>26,429</b>	<b>37,145</b>	<b>34,257</b>	<b>104,918</b>

## NOTES TO THE CORE FINANCIAL STATEMENTS

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### Reconciliation of Departmental Income and Expenditure to Cost of Services in the Comprehensive Income and Expenditure Statement

This reconciliation shows how the figures in the analysis of departmental income and expenditure relate to the amounts included within Cost of Services in the Comprehensive Income and Expenditure Statement.

	2015/16 £000	2014/15 £000
Net expenditure in the Departmental Analysis	84,273	83,215
Net expenditure of services and support services not included in the Analysis	156	568
Amounts included in Cost of Services in the Comprehensive Income and Expenditure Statement not reported to management in the Analysis	20,611	39,906
Amounts included in the Analysis not included in the Cost of Services in the Comprehensive Income and Expenditure Statement	4,779	5,126
<b>Cost of Services in Comprehensive Income and Expenditure Statement</b>	<b>109,819</b>	<b>128,815</b>

Significant capital charges relating to the downward revaluation of assets were incurred in 2014/15. This was not repeated in 2015/16 and is the main reason for the decrease in the value of adjusting items above.

### Reconciliation to Subjective Analysis

This reconciliation shows how the figures in the analysis of departmental income and expenditure relate to a subjective analysis of the Surplus or Deficit on the Provision of Services included in the Comprehensive Income and Expenditure Statement. The subjective analysis is based on the Service Reporting Code of Practice for Local Authorities.

# NOTES TO THE CORE FINANCIAL STATEMENTS

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2015/16	Departmental Analysis	Services and Support Services not in Analysis	Amounts not reported to management for decision making	Amounts not included in I&E	Cost of Services	Corporate Amounts	Total
	£000	£000	£000	£000	£000	£000	£000
Fees, charges & other service income	(31,746)	(185)	0	5,514	(26,417)	0	(26,417)
Interest and investment income	0	0	0	0	0	(657)	(657)
Other income from capital receipts that do not arise from the disposal of an asset	0	0	0	0	0	(2,010)	(2,010)
Income from Council Tax	0	0	0	0	0	(49,845)	(49,845)
Government grants and contributions	(158,276)	0	0	24,471	(133,805)	(67,834)	(201,639)
<b>Total income</b>	<b>(190,022)</b>	<b>(185)</b>	<b>0</b>	<b>29,985</b>	<b>(160,222)</b>	<b>(120,346)</b>	<b>(280,568)</b>
Employee expenses	116,014	215	5,078	(5,941)	115,366	148	115,514
Employee expenses – Voluntary Aided Schools	4,875	0	0	0	4,875	0	4,875
Other service expenses	153,480	126	379	(18,100)	135,885	0	135,885
Support service recharges	(74)	0	0	(611)	(685)	0	(685)
Depreciation, amortisation and impairment	0	0	12,697	(554)	12,143	0	12,143
Revaluation losses on Property, Plant and Equipment	0	0	1,124	0	1,124	0	1,124
Revenue expenditure funded from capital under statute	0	0	1,333	0	1,333	0	1,333
Precepts & levies	0	0	0	0	0	2,888	2,888
Gain or loss on disposal of non-current assets	0	0	0	0	0	(836)	(836)
Surplus or deficit on trading undertakings	0	0	0	0	0	866	866
Interest payments	0	0	0	0	0	553	553
Income and Expenditure in relation to Investment Property	0	0	0	0	0	(2,136)	(2,136)
Movement in Fair Value of investment properties	0	0	0	0	0	(4,881)	(4,881)
Financial Instruments - Impairment	0	0	0	0	0	(82)	(82)
Financial Instruments - Exchange Rate Difference	0	0	0	0	0	(95)	(95)
Net Interest on the Net Defined Benefit Pension Liability	0	0	0	0	0	7,282	7,282
<b>Total expenditure</b>	<b>274,295</b>	<b>341</b>	<b>20,611</b>	<b>(25,206)</b>	<b>270,041</b>	<b>3,707</b>	<b>273,748</b>
<b>(Surplus) or deficit on the provision of services</b>	<b>84,273</b>	<b>156</b>	<b>20,611</b>	<b>4,779</b>	<b>109,819</b>	<b>(116,639)</b>	<b>(6,820)</b>

# NOTES TO THE CORE FINANCIAL STATEMENTS

2014/15	Departmental Analysis	Services and Support Services not in Analysis	Amounts not reported to management for decision making	Amounts not included in I&E	Cost of Services	Corporate Amounts	Total
	£000	£000	£000	£000			
Fees, charges & other service income	(31,541)	(160)	0	5,306	(26,395)	0	(26,395)
Interest and investment income	0	0	0	0	0	(656)	(656)
Other income from capital receipts that do not arise from the disposal of an asset	0	0	0	0	0	(2,874)	(2,874)
Income from Council Tax	0	0	0	0	0	(49,132)	(49,132)
Government grants and contributions	(150,468)	0	0	17,609	(132,859)	(59,245)	(192,104)
<b>Total income</b>	<b>(182,009)</b>	<b>(160)</b>	<b>0</b>	<b>22,915</b>	<b>(159,254)</b>	<b>(111,907)</b>	<b>(271,161)</b>
Employee expenses	111,508	216	3,332	(2,828)	112,228	147	112,375
Employee expenses – Voluntary Aided Schools	5,084	0	0	0	5,084	0	5,084
Other service expenses	148,714	512	487	(13,816)	135,897	0	135,897
Support service recharges	(82)	0	0	(606)	(688)	0	(688)
Depreciation, amortisation and impairment	0	0	13,183	(539)	12,644	0	12,644
Revaluation losses on Property, Plant and Equipment	0	0	21,794	0	21,794	0	21,794
Revenue expenditure funded from capital under statute	0	0	1,110	0	1,110	0	1,110
Precepts & levies	0	0	0	0	0	2,823	2,823
Gain or loss on disposal of non-current assets	0	0	0	0	0	1,520	1,520
Surplus or deficit on trading undertakings	0	0	0	0	0	954	954
Interest payments	0	0	0	0	0	566	566
Income and Expenditure in relation to Investment Property	0	0	0	0	0	(2,012)	(2,012)
Movement in Fair Value of investment properties	0	0	0	0	0	(154)	(154)
Financial Instruments - Impairment	0	0	0	0	0	35	35
Financial Instruments - Exchange Rate Difference	0	0	0	0	0	51	51
Net Interest on the Net Defined Benefit Pension Liability	0	0	0	0	0	7,065	7,065
<b>Total expenditure</b>	<b>265,224</b>	<b>728</b>	<b>39,906</b>	<b>(17,789)</b>	<b>288,069</b>	<b>10,995</b>	<b>299,064</b>
<b>(Surplus) or deficit on the provision of services</b>	<b>83,215</b>	<b>568</b>	<b>39,906</b>	<b>5,126</b>	<b>128,815</b>	<b>(100,912)</b>	<b>27,903</b>

## 6 EXCEPTIONAL AND MATERIAL ITEMS OF INCOME AND EXPENDITURE

No items of income or expenditure have been treated as exceptional items in 2015/16.

Within the Cost of Services, the comparative changes in Net Cost primarily relate to capital charges. In particular, the comparative decrease in Children and Education Services relates to the downward revaluation of schools in 2014/15 which was not repeated in 2015/16.

The gain on the disposal of Property, Plant and Equipment in 2015/16 primarily relates to the gain on the disposal of Binfield Nursery (-£2.1m) less the loss arising from the de-recognition of components. In 2014/15 the loss related to the de-recognition of components rather than direct sales.

# NOTES TO THE CORE FINANCIAL STATEMENTS

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## 7 SCHOOLS

Although schools are separate entities the Code stipulates that their assets, liabilities, reserves and cash flows are recognised in the council financial statements rather than in Group Accounts. An analysis of these schools by category and type is shown below:

2015/16	Category and Type of School							Grand Total	
	Community				Voluntary Aided	Voluntary Controlled			
	Primary	Secondary	Special	Total					
Number	21	5	1	27	4	6	37		
Net Spend	£000	£000	£000	£000	£000	£000	£000		
	27,781	28,604	3,652	60,037	3,302	5,475	68,814		
Deficits Surpluses	20 (2,625)	410 (658)	0 (7)	430 (3,290)	0 (327)	18 (164)	448 (3,781)		

2014/15	Category and Type of School							Grand Total	
	Community				Voluntary Aided	Voluntary Controlled			
	Primary	Secondary	Special	Total					
Number	21	5	1	27	4	6	37		
Net Spend	£000	£000	£000	£000	£000	£000	£000		
	24,427	26,795	3,468	54,690	3,288	5,072	63,050		
Deficits Surpluses	32 (2,701)	93 (892)	10 0	135 (3,593)	0 (340)	1 (216)	136 (4,149)		

The Council also runs a pupil referral unit which falls outside the main categories of school. This cost £0.760m to run in 2015/16, with an accumulated year end surplus of -£0.074m which will be carried forward into 2016/17 (Net spend of £0.754m with an accumulated year end surplus of -£0.074 in 2014/15).

### Dedicated Schools Grant

The Council's expenditure on schools is funded primarily by grant monies provided by the Education Funding Agency, the Dedicated Schools Grant (DSG). An element of DSG is recouped by the Agency to fund academy schools in the Council's area (namely Ranelagh Secondary School and St Margaret Clitherow Primary School in 2015/16). DSG is ring-fenced and can only be applied to meet expenditure properly included in the Schools Budget, as defined in the School Finance and Early Years (England) Regulations 2014. The Schools Budget includes elements for a range of educational services provided on a council-wide basis and for the Individual Schools Budget (ISB), which is divided into a

## NOTES TO THE CORE FINANCIAL STATEMENTS

budget share for each maintained school. Details of the deployment of DSG receivable for 2015/16 are as follows:

	Central Expenditure	Individual Schools Budget	Total
	£000	£000	£000
Final DSG for 2015/16 before Academy recoupment			82,170
Academy figure recouped for 2015/16			(3,957)
Total DSG after Academy recoupment for 2015/16			78,213
Plus: Brought forward from 2014/15			1,125
Less: Carry forward to 2016/17 agreed in advance			(8)
Agreed initial budgeted distribution in 2015/16	18,354	60,976	79,330
In year adjustments <sup>1</sup>	(3,306)	3,240	(66)
Final budget distribution for 2015/16	15,048	64,216	79,264
Less: Actual central expenditure	12,882		12,882
Less: Actual ISB deployed to schools		64,216	64,216
Plus: Local authority contribution for 2015/16	0	0	0
Carry forward to 2016/17 <sup>2</sup>	2,166	0	2,174

<sup>1</sup>The in year adjustments against central expenditure includes an allowance for a £0.010m reduction in DSG once the Early Years Block funding allocation is recalculated in May 2016 to reflect January 2016 census figures.

<sup>2</sup>The total carry forward is the carry forward on central expenditure plus the carry forward to 2016/17 agreed in advance.

## 8 GRANT & CONTRIBUTIONS INCOME AND BUSINESS RATES

The Council credited the following grants and contributions to the Comprehensive Income and Expenditure Statement.

### Credited to Taxation and Non Specific Grant Income

#### Capital Grants & Contributions

	2015/16	2014/15
	£000	£000
Basic Needs	10,226	6,023
Other Government Grants	3,238	7,514
S106 Contributions	2,321	1,333
Community Infrastructure Levy (CIL)	1,185	0
Thames Valley Berkshire Local Enterprise Partnership Contributions	6,256	0
Other Capital Contributions	239	208
<b>Total</b>	<b>23,465</b>	<b>15,078</b>

# NOTES TO THE CORE FINANCIAL STATEMENTS

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## Revenue Grants & Contributions

General and other non-ringfenced government grants are recognised within Taxation and Non-specific Grant Incomes in the Comprehensive Income and Expenditure Statement along with Business Rates income and expenditure.

The Council did not increase Council Tax in 2015/16 and therefore received a Council Tax Freeze Grant of £0.5m which is equivalent to a 1% increase in Council Tax. This will be rolled into Revenue Support Grant in future years.

The New Homes Bonus is designed to encourage the development of new properties. Grant is provided for each new home built or property brought back into use and is paid each year for 6 years.

Education Services Grant was introduced in 2013/14 and is allocated to councils on a simple per-pupil basis. It replaces the Local Authority Central Spend Equivalent Grant (LACSEG) and the relevant element of the Council's formula grant. It is intended to fund the cost of services that councils must provide centrally, without charge, to schools.

	2015/16 £000	2014/15 £000
Revenue Support Grant	<b>15,670</b>	19,297
Local Services Support Grant	26	42
Council Tax Freeze Grant	505	501
New Homes Bonus Grant	<b>3,290</b>	2,658
Troubled Families Grants	245	228
Housing and Council Tax Benefit Subsidy Administration Grant	<b>481</b>	589
Local Sustainable Transport Fund Grant	2	435
Education Services Grant	<b>1,710</b>	2,116
Special Educational Needs Grant	70	150
Small Business Rates Relief Grant	<b>668</b>	616
Local Welfare Provision Grant	0	208
Adoption Reform Grant	0	105
Local Reform and Community Voices Grant	49	65
Delivering Differently in Neighbourhoods Grant	87	0
New Burdens Grant for Property Searches	<b>107</b>	0
Independent Living Fund Grant	<b>216</b>	0
Care Act Grant	<b>464</b>	125
Disabled Facilities Grant	<b>348</b>	309
Other non-ringfenced revenue grants	<b>80</b>	161
Other non-ringfenced capital grants used to finance revenue	<b>32</b>	63
<b>General and Non-ringfenced Government Grants</b>	<b>24,050</b>	27,668
Business Rates Income	<b>35,511</b>	28,799
Business Rates Tariff	<b>(11,189)</b>	(10,979)
Business Rates Levy	<b>(4,003)</b>	(1,321)
<b>Business Rates Income and Expenditure</b>	<b>20,319</b>	16,499
<b>Total</b>	<b>44,369</b>	44,167

# NOTES TO THE CORE FINANCIAL STATEMENTS

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## Grants and Contributions Credited to Services

	2015/16 £000	2014/15 £000
Dedicated Schools Grant (including pupil premium)	<b>81,577</b>	79,540
Sixth Form Funding	4,138	4,040
Housing Benefit Subsidy	32,741	33,042
Public Health Grant	3,586	3,049
Other Grants and Contributions	11,301	12,733
Donations	462	455
<b>Total</b>	<b>133,805</b>	132,859

## Grants and Contributions - Receipts in Advance

The Council has received a number of grants and other contributions that have yet to be recognised as income as they have conditions attached to them which have not been satisfied as of the Balance Sheet date.

For revenue grants and contributions these totalled £0.652m (£0.937m in 2014/15).

## Capital Grants and Contributions - Receipts in Advance

	31 March 2016 £000	31 March 2015 £000
Short Term Creditors		
Thames Valley Berkshire Local Enterprise Partnership	1,344	0
Other Contributions	2	0
Other Government Grants	292	377
Basic Needs (School Places)	107	3,863
Long Term Liabilities		
Section 106 contributions <sup>1</sup>	7,246	6,437
<b>Total</b>	<b>8,991</b>	10,677

<sup>1</sup>Section 106 contributions arise from planning agreements, which govern the utilisation of the receipts.

# NOTES TO THE CORE FINANCIAL STATEMENTS

## 9 EMPLOYEE BENEFITS

### REMUNERATION OF EMPLOYEES

The following table shows the number of employees whose remuneration, excluding pension costs, exceeded £50,000 for the year, except for those that have been disclosed individually.

Total Remuneration <sup>1</sup>	2015/16			2014/15 No of Employees
	Non-schools	Schools	Total	
£50,000 - £54,999	24	26	50	50
£55,000 - £59,999	16	15	31	27
£60,000 - £64,999	8	14	22	21
£65,000 - £69,999	4	9	13	13
£70,000 - £74,999	7	2	9	9
£75,000 - £79,999	0	4	4	4
£80,000 - £84,999	2	2	4	9
£85,000 - £89,999	6	2	8	4
£90,000 - £94,999	2	0	2	0
£95,000 - £99,999	0	0	0	1
£100,000 - £104,999	0	1	1	0
£105,000 - £114,999	0	0	0	0
£115,000 - £119,999	1	0	1	0
£120,000 - £139,999	0	0	0	0
£140,000 - £144,999	0	1	1	1
<b>Total</b>	<b>70</b>	<b>76</b>	<b>146</b>	<b>139</b>
2014/15 Comparatives	60	79		

<sup>1</sup> The total remuneration includes redundancy and compensation payments where applicable.

The following tables set out the remuneration disclosures for senior employees whose salary is equal to or more than £50,000 per year. Any senior employee whose salary is £150,000 or more per year has also been named. The term senior employee applies to the Chief Executive and his direct line reports, the Strategic Director of Public Health and the statutory Borough Treasurer and Borough Solicitor posts.

# NOTES TO THE CORE FINANCIAL STATEMENTS

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## Remuneration of Senior Employees 2015/16

Post Title (and Name if over £150,000)	Salary	Expense Allowances	Total Excluding Pension Contributions	Pension Contributions	Total Including Pension Contributions
	£000	£000	£000	£000	£000
Chief Executive – T Wheaton <sup>1</sup>	171.5	0	171.5	21.7	193.2
Assistant Chief Executive	86.2	0	86.2	11.0	97.2
Director of Corporate Services	116.9	0	116.9	14.9	131.8
Director of Children, Young People and Learning	113.4	0	113.4	14.4	127.8
Director of Environment, Culture and Communities	113.4	0	113.4	14.4	127.8
Director of Transformation <sup>2</sup>	117.5	0	117.5	9.6	127.1
Borough Treasurer	97.7	0	97.7	12.3	110.0
Borough Solicitor <sup>3</sup>	21.4	0	21.4	2.4	23.8
Borough Solicitor <sup>3</sup>	66.2	0	66.2	8.5	74.7
Strategic Director of Public Health <sup>4</sup>	14.8	0	14.8	1.9	16.7
<b>Total</b>	<b>919.0</b>	<b>0</b>	<b>919.0</b>	<b>111.1</b>	<b>1,030.1</b>

<sup>1</sup>Includes remuneration for the role of Returning Officer

<sup>2</sup>The Director of Transformation retired in December 2015.

<sup>3</sup>The Borough Solicitor retired on the 15 June 2015 and a new Borough Solicitor was appointed on 29 June 2015.

<sup>4</sup>The remuneration for this post is shared between the six Berkshire unitary councils. This is Bracknell Forest's share (13.5%).

The Director of Adult Social Care, Health and Housing post was covered by an interim on an agency basis for the whole year at a total cost of £0.208m.

## Remuneration of Senior Employees 2014/15 Restated

Post Title (and Name if over £150,000)	Salary	Expense Allowances	Total Excluding Pension Contributions	Pension Contributions	Total Including Pension Contributions
	£000	£000	£000	£000	£000
Chief Executive – T Wheaton	159.6	0	159.6	20.0	179.6
Assistant Chief Executive	84.4	0	84.4	10.8	95.2
Director of Corporate Services	115.9	0	115.9	14.8	130.7
Director of Children, Young People and Learning	112.9	0	112.9	14.4	127.3
Director of Adult Social Care, Health and Housing <sup>1</sup>	86.2	0	86.2	11.0	97.2
Director of Environment, Culture and Communities	112.9	0	112.9	14.4	127.3
Director of Transformation <sup>1</sup>	26.7	0	26.7	3.4	30.1
Borough Treasurer	95.2	0	95.2	12.2	107.4
Borough Solicitor	89.6	0	89.6	11.5	101.1
Strategic Director of Public Health <sup>2</sup>	14.8	0	14.8	1.9	16.7
<b>Total</b>	<b>898.2</b>	<b>0</b>	<b>898.2</b>	<b>114.4</b>	<b>1,012.6</b>

<sup>1</sup>On 5 January 2015, the Director of Adult Social Care, Health and Housing (DASCHH) became the Director of Transformation and an interim was appointed to cover the DASCHH role on an agency basis (£0.055m).

<sup>2</sup>The remuneration for this post is shared between the six Berkshire unitary councils. This is Bracknell Forest's share (13.5%).

# NOTES TO THE CORE FINANCIAL STATEMENTS

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## EXIT PACKAGES & TERMINATION BENEFITS

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

Exit Package Cost Band	No of Compulsory Redundancies		No of Other Departures		Total No		Total Cost £000	
	2015/16	2014/15	2015/16	2014/15	2015/16	2014/15	2015/16	2014/15
	£0-£20,000	85	1	18	35	103	36	388
£20,001 - £40,000	16	3	1	3	17	6	434	202
£40,001 - £60,000	1	1	0	0	1	1	48	44
£60,001 - £80,000	0	0	0	1	0	1	0	65
£80,001- £100,000	2	0	0	1	2	1	177	83
£100,001- £120,000	1	0	0	0	1	0	119	0
<b>Total</b>	<b>105</b>	<b>5</b>	<b>19</b>	<b>40</b>	<b>124</b>	<b>45</b>	<b>1,166</b>	<b>584</b>

Other departures include agreed settlements and contract terminations arising, for example, on ill health grounds or during probationary periods.

Liabilities are charged to the Comprehensive Income and Expenditure Statement during the year in which the Council is committed to them. The liabilities of £1.166m (£0.584m in 2014/15) were comprised of redundancy, settlements and other payments £0.827m (£0.411m), pay in lieu of notice £0.076m (£0.102m) and pension fund contributions to preserve unreduced benefits (pension strain) £0.263m (£0.071m). Pension strain is a cost payable to the Pension Fund.

## PENSIONS

### Teachers' Pension Scheme

Contributions to the Scheme by employers and employees are set at rates determined by the Secretary of State, taking advice from the Scheme's actuary. The Scheme's payments are partially funded by the employer and employee contributions, the balance of funding being provided by Parliament through general taxation. The Teachers' Pension Scheme increased the employer contribution rate from 14.1% to 16.48% in September 2015.

The Council cannot be held directly liable for the actions of other entities within the Scheme and there is no agreed allocation of any Scheme surplus or deficit on the Council's withdrawal from the plan. The Scheme does not issue information about the level of participation of this Council in the plan compared with other participating entities.

	2015/16		2014/15	
	Employers' Contribution	Additional Benefits	Employers' Contribution	Additional Benefits
Amount Paid	£5.000m	£0.254m	£4.512m	£0.257m
As a percentage of teachers' pensionable pay	15.5%	0.8%	14.1%	0.8%

The expected Employers' Contribution for 2016/17 is £4.948m

## **NOTES TO THE CORE FINANCIAL STATEMENTS**

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The Council is also responsible for the costs of any additional benefits awarded upon early retirement outside of the terms of the teachers' scheme, consisting of on-going annual payments as follows:

- To the Teachers' Pension Fund relating to the premature retirement of teachers on unreduced benefits,
- To five former teachers directly relating to premature retirement on unreduced benefits,
- To the Royal County of Berkshire Pension Fund who administer compensatory pension payments on behalf of former Berkshire County Council teachers.

### **Local Government Pension Scheme**

The costs of retirement benefits are recognised in the Comprehensive Income and Expenditure Statement when earned by employees.

The Council pays employer's contributions into the Royal County of Berkshire Pension Fund. The contribution rate is determined by the Fund's Actuary based on triennial valuations, the last relevant review being at 31 March 2013. Under Pension Fund Regulations contribution rates are set to meet 100% of the overall liabilities of the Fund. The current contribution rate is 12.8% of pensionable pay for current service plus a lump sum payment of £2.076m to cover the past service deficit element (12.8% and £1.746m in 2014/15).

The General Fund is charged with the amount payable by the Council to the pension fund in the year, not the current service costs and interest cost. The Movement in Reserves Statement includes an appropriation to and from the Pensions Reserve to adjust the pension charges within the Comprehensive Income and Expenditure Statement to the amount paid and/or payable to the pension fund in the reporting period.

The following costs have been recognised in the Comprehensive Income and Expenditure Statement and Statement of Movement on the General Fund Balance during the year:

## NOTES TO THE CORE FINANCIAL STATEMENTS

	2015/16 £000	2014/15 £000
<b>Comprehensive Income and Expenditure Statement</b>		
Cost of Services:		
Current Service Cost	14,350	11,522
Past Service Cost including curtailments	53	83
(Gain)/Loss from Settlements	(372)	(512)
Other Operating Expenditure		
Other Pension Administration Costs	148	147
Financing and Investment Income and Expenditure:		
Net Interest Expense	7,282	7,065
<b>Total Post Employment Benefits Charged to the Surplus or Deficit on the Provision of Services</b>	<b>21,461</b>	<b>18,305</b>
Other Post Employment Benefits Charged to the Comprehensive Income and Expenditure Statement – Remeasurements of the Net Defined Benefit Liability		
Return on Plan Assets (excluding the amount included in the Net Interest Expense)	10,555	(9,354)
Actuarial (Gains) and Losses arising on changes in financial assumptions	(32,072)	59,112
Actuarial (Gains) and Losses arising on changes in demographic assumptions	0	0
Other Actuarial (Gains)/Losses on Assets	0	0
Experience (Gain)/Loss on Defined Benefit Obligation	(330)	104
<b>Total Post Employment Benefits Charged to the Comprehensive Income and Expenditure Statement</b>	<b>(386)</b>	<b>68,167</b>
Movement in Reserves Statement		
Reversal of net charges made to the Surplus or Deficit on the Provision of Services for Post Employment Benefits in accordance with the Code.	(21,461)	(18,305)
Actual Amount Charged Against the General Fund for Pensions in the Year:		
Employer's Contributions Payable to Pension Scheme	8,859	8,344

### Pensions Assets and Liabilities Recognised in the Balance Sheet

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

	31 March 2016 £000	31 March 2015 £000
Present value of funded obligation	415,145	427,396
Fair Value of scheme (plan) assets	(205,995)	(209,730)
<b>Net funded liability</b>	<b>209,150</b>	<b>217,666</b>
Present value of unfunded obligation	5,500	6,229
<b>Net liability arising from the defined benefit obligation</b>	<b>214,650</b>	<b>223,895</b>

The unfunded obligation relates to premature early retirement on unreduced benefits awarded in the past, mostly by the former Berkshire County Council, and annual payments must be paid by the Council when the pensioner payments are made.

The net liability has an impact on the net worth of the Council as recorded in the Balance Sheet. However, statutory arrangements for funding the deficit mean that the financial

## NOTES TO THE CORE FINANCIAL STATEMENTS

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position of the Council remains healthy. The deficit on the Local Government Scheme will be funded by improved investment returns or increased contributions over the remaining working lives of employees, as assessed by the scheme's actuary.

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

	31 March 2016 £000	31 March 2015 £000
Liabilities as of the Beginning of the Period	433,625	357,361
Current Service Cost	14,350	11,522
Interest Cost	14,386	15,707
Contributions by Scheme Participants	3,307	3,169
Remeasurements		
Actuarial (Gains) and Losses arising from changes in financial assumptions	(32,072)	59,112
Actuarial (Gains) and Losses arising from changes in demographic assumptions	0	0
Experience Loss/(Gain) on Defined Benefit Obligation	(330)	104
Past Service Costs including Curtailments	53	83
Benefits Paid plus Unfunded Pension Payments	(11,765)	(11,124)
Unfunded Pension Payments	(432)	(435)
Liabilities assumed/(extinguished) on Settlements	(477)	(1,874)
<b>Liabilities as of the end of the period</b>	<b>420,645</b>	<b>433,625</b>

The liabilities show the underlying commitments that the Council has to pay in retirement benefits. The actuarial gain arising from changes to financial assumptions is primarily due to an increase in the discount rate used, which in turn is due to an increase in bond yields.

Reconciliation of the movements in the Fair Value of scheme (plan) assets:

	31 March 2016 £000	31 March 2015 £000
Assets as of the Beginning of the Period	209,730	193,289
Interest income	7,104	8,642
Remeasurements		
Return on Plan Assets (excluding the amount included in the Net Interest Expense)	(10,555)	9,354
Other Actuarial Gains and Losses	0	0
Other Administration Expenses	(148)	(147)
Employer Contributions	8,859	8,344
Contributions by Scheme Participants	3,307	3,169
Benefits Paid	(12,197)	(11,559)
Settlement prices received/(paid)	(105)	(1,362)
<b>Assets as of the end of the period</b>	<b>205,995</b>	<b>209,730</b>

The actual return on scheme assets in the year was -£3.5m (£18.0m in 2014/15). Large changes can arise due to volatile market conditions and this year all asset classes except gilts produced a negative return. The overall return was -2% (9% in 2014/15) which contributed to a deterioration in the asset position.

The total contribution expected to be made to the Royal County of Berkshire Pension Fund in 2016/17 is £8.758m.

## NOTES TO THE CORE FINANCIAL STATEMENTS

Assets in the Royal County of Berkshire Pension Fund are measured at Fair Value, principally the current bid price for investments, and consist of the following categories:

	Assets Held 31 March 2016 £000	%	Assets Held 31 March 2015 £000	%
Cash and Cash Equivalents	<b>10,390</b>	<b>5</b>	11,505	6
Bonds				
Government (Gilts)	3,001	1	2,938	1
Other <sup>1</sup>	<b>28,249</b>	<b>14</b>	29,581	14
Equities <sup>2</sup>	<b>93,136</b>	<b>45</b>	93,188	45
Property <sup>3</sup>	<b>24,081</b>	<b>12</b>	25,826	12
Target Return Portfolio (Unit Trust)	<b>38,770</b>	<b>19</b>	37,229	18
Commodities <sup>4</sup>	<b>6,791</b>	<b>3</b>	8,201	4
Infrastructure <sup>4</sup>	<b>9,847</b>	<b>5</b>	9,034	4
Longevity Insurance	<b>-8,270</b>	<b>-4</b>	-7,772	-4
<b>Total</b>	<b>205,995</b>	<b>100</b>	209,730	100

<sup>1</sup>Other Bonds are all overseas investments

<sup>2</sup>93% of Equities are overseas investments (95% in 2014/15)

<sup>3</sup>Property pooled funds include UK and overseas elements

<sup>4</sup>Commodities and infrastructure are all overseas investments

### Basis for Estimating Asset and Liabilities

Liabilities have been estimated on an actuarial basis using the latest full valuation of the scheme as at 31 March 2013 rolled forward allowing for different financial assumptions about mortality rates, salary levels, etc. Barnett Waddingham, an independent firm of actuaries, has assessed the Royal County of Berkshire Pension Fund liabilities. Since 2012/13, different assumptions have been made for this Council and the former Berkshire County Council (BCC).

These assumptions are set with reference to market conditions at 31 March 2016. The discount rate is the annualised yield at the 20 year (BCC 13 year) point on the Merrill Lynch AA rated corporate bond curve which has been chosen with consideration of the duration of the employer's liabilities, estimated at 20 years (BCC 13 years). The RPI assumption is therefore 3.3% (BCC 2.9%). As future pension increases are based on CPI rather than RPI, a further assumption has been made about CPI which is that it will be 0.9% below RPI i.e. 2.4% (BCC 2.0%). This is a reasonable estimate for the future differences in the indices, based on the different calculation methods.

Salary increases are assumed to be 1.8% above CPI in addition to a promotional scale.

## NOTES TO THE CORE FINANCIAL STATEMENTS

The main demographic and financial assumptions used in the calculations are:

	2015/16		2014/15	
	% Former BCC	% BFC	% Former BCC	% BFC
Rate of inflation - RPI	<b>2.9</b>	<b>3.3</b>	2.9	3.3
Rate of inflation - CPI	<b>2.0</b>	<b>2.4</b>	2.1	2.5
Rate of increase in salaries	<b>3.8</b>	<b>4.2</b>	3.9	4.3
Rate of increase in pensions	<b>2.0</b>	<b>2.4</b>	2.1	2.5
Discount Rate	<b>3.1</b>	<b>3.7</b>	2.9	3.4
Mortality assumptions from age 65:	<b>Age</b>	<b>Age</b>	Age	Age
Longevity at 65 for current pensioners				
Men	<b>22.9</b>	<b>22.9</b>	22.8	22.8
Women	<b>26.2</b>	<b>26.2</b>	26.1	26.1
Longevity at 65 for pensioners retiring in 20 years				
Men	<b>25.2</b>	<b>25.2</b>	25.1	25.1
Women	<b>28.6</b>	<b>28.6</b>	28.4	28.4
Members will exchange half of their commutable pension for cash at retirement.				
A weighted average retirement age is used for all active members.				
10% of active members will take up the option under the new scheme to pay 50% of contributions for 50% of benefits.				

### Pensions Reserve

The Pensions Reserve absorbs the timing differences arising from the different arrangements for accounting for post employment benefits and for funding benefits in accordance with statutory provisions. The Council accounts for post employment benefits in the Comprehensive Income and Expenditure Statement as the benefits are earned by employees accruing years of service, updating the liabilities recognised to reflect inflation, changing assumptions and investment returns on any resources set aside to meet the costs. However, statutory arrangements require benefits earned to be financed as the Council makes employer's contributions to pension funds, or eventually pays any pensions for which it is directly responsible. The debit balance on the Pensions Reserve therefore shows a substantial shortfall in the benefits earned by past and current employees and the resources the Council has set aside to meet them. The statutory arrangements will ensure that funding will have been set aside by the time the benefits come to be paid.

A detailed analysis of movements in the Pensions Reserve is provided below:

	<b>31 March 2016</b> £000	31 March 2015 £000
<b>Surplus /(Deficit) as of beginning of the period</b>	<b>(223,895)</b>	(164,072)
Remeasurements	21,847	(49,862)
Reversal of items relating to retirement benefits debited or credited to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement	(21,461)	(18,305)
Employer's pension contributions and direct payments to pensioners payable in the year	8,859	8,344
<b>Surplus /(Deficit) as of end of the period</b>	<b>(214,650)</b>	(223,895)

The figures include the Council's share of the Former Berkshire County Council Pension Fund Liability of £34.261m (2014/15 £34.967m).

# NOTES TO THE CORE FINANCIAL STATEMENTS

Further information can be obtained from the administrators of the Royal County of Berkshire Pension Fund:

Pension Fund Manager  
Royal County of Berkshire Pension Fund  
Minster Court  
22-30 York Road  
Maidenhead  
Berkshire  
SL6 1SF

Tel: 0845 6027237

## 10 MEMBERS' ALLOWANCES & EXPENSES

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

	2015/16 £000	2014/15 £000
Allowances	580	576
Expenses	7	7
<b>Total</b>	<b>587</b>	<b>583</b>

## 11 AGENCY EXPENDITURE & INCOME

Under various statutory powers the Council may agree with other councils, water companies and Government departments to do work on their behalf.

The Council acts as the lead council for Public Health, the Emergency Duty Service, the Education Library Service and the London Road Landfill Site through joint operations and provides services to the five other Berkshire Unitary Councils. The Council is reimbursed for this work including a contribution towards administrative costs. The Council also administers the South East Sector Led Improvement Programme for Children's Services. Only the net income or expenditure for each service has been included in the Comprehensive Income and Expenditure Statement.

	2015/16			2014/15		
	Expenditure £000	Income £000	Net £000	Expenditure £000	Income £000	Net £000
Public Health	17,156	(17,106)	50	12,233	(12,120)	113
Other	2,234	(1,912)	322	1,843	(1,627)	216
<b>Total</b>	<b>19,390</b>	<b>(19,018)</b>	<b>372</b>	<b>14,076</b>	<b>(13,747)</b>	<b>329</b>

In 2015/16 Public Health became responsible for commissioning services for 0 to 5 year olds which resulted in a significant increase in expenditure and income.

# NOTES TO THE CORE FINANCIAL STATEMENTS

## 12 LEASES

### OPERATING LEASES

#### Council as Lessee

The Council leases various land and/or buildings under non-cancellable operating lease agreements. The lease terms range from 2 to 125 years. The operating leases do not have purchase options, although some have escalation clauses and terms of renewal. Renewals are negotiated with the lessor in accordance with the provisions of the individual lease agreements.

The Council also leases various equipment and vehicles under non-cancellable operating lease agreements. The lease terms are between 1 and 6 years.

The non-cancellable operating lease expenditure charged to the relevant service line in the Comprehensive Income and Expenditure Statement during the year is £0.419m, a combination of £0.226m for properties and £0.193m for equipment and vehicles (2014/15 £0.183m for properties and £0.347m for equipment and vehicles).

The Council paid contingent rent of £0.003m during the year (2014/15 £0.001m).

The future minimum lease payments due under non-cancellable operating leases will be payable over the following periods:

	31 March 2016			31 March 2015		
	Land and Buildings	Equipment & Vehicles	Total	Land and Buildings	Equipment & Vehicles	Total
	£000	£000	£000	£000	£000	£000
Not later than one year	158	173	331	112	167	279
Later than one year but not more than five years	413	279	692	379	238	617
Later than five years	4,884	0	4,884	4,977	0	4,977
<b>Total</b>	<b>5,455</b>	<b>452</b>	<b>5,907</b>	<b>5,468</b>	<b>405</b>	<b>5,873</b>

#### Council as Lessor

The Council leases various land and/or buildings to lessees under non-cancellable operating lease agreements. The lease terms range from 1 to 125 years. The leases do not have purchase options, although some have escalation clauses and terms of renewal. Renewals are negotiated with the lessee in accordance with the provisions of the individual lease agreements. The minimum lease payments to be received by the Council (including the sub-letting of the industrial accommodation held under a finance lease at Longshot Lane) under non-cancellable operating leases in future years are as follows:

	31 March 2016	31 March 2015
	£000	£000
Not later than one year	1,711	1,625
Later than one year but not more than five years	5,060	5,008
Later than five years	22,600	23,318
<b>Total</b>	<b>29,371</b>	<b>29,951</b>

## NOTES TO THE CORE FINANCIAL STATEMENTS

The minimum lease payments do not include rents that are contingent on events taking place after the lease was entered into. The Council received contingent rent during the year of £0.748m (2014/15 £0.714m).

Of this, the total future minimum lease payments to be received by the Council that relate to Investment Property are as follows:

	31 March 2016 £000	31 March 2015 £000
Not later than one year	1,575	1,480
Later than one year but not more than five years	4,789	4,677
Later than five years	19,818	20,055
<b>Total</b>	<b>26,182</b>	<b>26,212</b>

The Council received contingent rent during the year of £0.737m (2014/15 £0.706m) for Investment Property.

### FINANCE LEASES

#### Council as Lessee

The Council leases various properties under non-cancellable finance lease agreements. The property lease terms range from 75 to 99 years. The leases do not have purchase options, although some have escalation clauses and terms of renewal. Renewals are negotiated with the lessor in accordance with the provisions of the individual lease agreements.

The Council is committed to making minimum payments under these leases comprising settlement of the long term liability for the interest in the property acquired by the Council and finance costs that will be payable by the Council in future years while the liability remains outstanding. The minimum lease payments are made up of the following amounts:

	31 March 2016 Land and Buildings £000	31 March 2015 Land and Buildings £000
Finance lease liabilities (net present value of minimum lease payments):		
Current	0	0
Non-current	1,451	1,451
	<b>1,451</b>	<b>1,451</b>
Finance costs payable in future years	9,131	9,302
<b>Minimum lease payments</b>	<b>10,582</b>	<b>10,753</b>

## NOTES TO THE CORE FINANCIAL STATEMENTS

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The total future minimum lease payments will be payable over the following periods:

	<b>31 March 2016</b> Land and Buildings £000	<b>31 March 2015</b> Land and Buildings £000
Not later than one year	171	171
Later than one year but not more than five years	683	683
Later than five years	9,728	9,899
<b>Total</b>	<b>10,582</b>	<b>10,753</b>

The minimum lease payments do not include rents that are contingent on events taking place after the lease was entered into. The Council paid contingent rent during the year of £0.318m (2014/15 £0.318m) for Longshot Lane.

The Council has sub-let the industrial accommodation held under a finance lease at Longshot Lane under short term leases. The minimum lease payments expected to be received by the Council for Longshot Lane are as follows:

	<b>31 March 2016</b> Land and Buildings £000	<b>31 March 2015</b> Land and Buildings £000
Not later than one year	502	465
Later than one year but not more than five years	1,446	1,390
Later than five years	1,399	1,627
<b>Total</b>	<b>3,347</b>	<b>3,482</b>

The minimum lease payments do not include rents that are contingent on events taking place after the lease was entered into. The Council received contingent rent during the year of £0.067m (2014/15 £0.059m).

### Council as Lessor

Under the Council's My HomeBuy Scheme, the Council has purchased, then leased out its share of nineteen properties to participating residents over a 125 year period.

In 2014 the Council entered into a finance lease over a 999 year period with Thames Valley Housing Association for the combined Adastron House/Byways site.

The gross investment in the leases is equal to the minimum lease payments expected to be received over the remaining terms, as the properties and land are expected to have a nil residual value when the leases come to an end. The minimum lease payments comprise settlement of the long term debtors for the interest in the properties and land acquired by the lessees and finance income that will be earned by the Council in future years whilst the debtors remains outstanding.

## NOTES TO THE CORE FINANCIAL STATEMENTS

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The gross investment is made up of the following amounts:

	31 March 2016	31 March 2015
	Land and Buildings	Land and Buildings
	£000	£000
Finance lease debtor (net present value of minimum lease payments):		
Current	0	0
Non-current	<b>1,504</b>	1,661
	<b>1,504</b>	1,661
Unearned Finance income	<b>7,016</b>	7,802
<b>Gross Investment in the Leases</b>	<b>8,520</b>	9,463

The gross investment in the leases and the minimum lease payments will be received over the following periods:

	<b>Gross Investment/Minimum Lease Payments</b>	
	31 March 2016	31 March 2015
	Land and Buildings	Land and Buildings
	£000	£000
Not later than one year	70	77
Later than one year but not more than five years	<b>279</b>	308
Later than five years	<b>8,171</b>	9,078
<b>Total</b>	<b>8,520</b>	9,463

No allowance has been made for uncollectible amounts. For My Homebuy the lease payments are stepped during the first 5 years and no defaults are anticipated.

The minimum lease payments receivable do not include rents that are contingent on events taking place after the lease was entered into, such as adjustments following rent reviews. The Council did not receive any contingent rent during the year (2014/15 £0.0m).

### 13 WASTE PFI CONTRACT

In 2006/07 the Council, together with Wokingham Borough and Reading Borough Councils, entered into a PFI contract for the disposal of waste. The total value of the contract is estimated to be £522m as at 31 March 2016, to be shared between the Councils based on relative throughput. Actual payments will depend upon the contractor's performance as well as that of the individual Councils in waste collection. As part of the contract, the contractor built a transfer station, materials recycling facility, civic amenity site and offices. The contract expires in 2031/32.

As the Councils involved control the services provided and will obtain ownership of the assets at the end of the contract, this contract has been treated as a service concession arrangement. The Council's share of assets and liabilities associated with the contract are reflected in the Balance Sheet.

## NOTES TO THE CORE FINANCIAL STATEMENTS

The liability resulting from the contract is included in Long Term Creditors in the Balance Sheet, except for the element payable within one year which is included in Short Term Creditors. The movement in the liability is as follows:

	2015/16 £000	2014/15 £000
Value as of the beginning of the period	(5,813)	(5,994)
Payments during the year	194	181
<b>Value as of the end of the period</b>	<b>(5,619)</b>	<b>(5,813)</b>

The following figures are an estimate of the payments to be made by the Council under the contract:

Obligations payable in	2016/17	As at 31 March 2016				Total payable £000
		2-5 yrs	6-10 yrs	11-15 yrs	16-20 yrs	
	£000	£000	£000	£000	£000	£000
Reimbursement of Capital Expenditure	208	987	1,681	2,368	375	5,619
Interest	369	1,322	1,214	544	13	3,462
Payment for Services	6,434	30,026	41,976	47,756	7,317	133,509
<b>Total</b>	<b>7,011</b>	<b>32,335</b>	<b>44,871</b>	<b>50,668</b>	<b>7,705</b>	<b>142,590</b>

Obligations payable in	2015/16	As at 31 March 2015				Total payable £000
		2-5 yrs	6-10 yrs	11-15 yrs	16-20 yrs	
	£000	£000	£000	£000	£000	£000
Reimbursement of Capital Expenditure	194	922	1,569	2,211	916	5,812
Interest	383	1,386	1,324	697	56	3,846
Payment for Services	6,273	28,700	40,909	46,544	17,356	139,782
<b>Total</b>	<b>6,850</b>	<b>31,008</b>	<b>43,802</b>	<b>49,452</b>	<b>18,328</b>	<b>149,440</b>

The following values of assets are included in the Balance Sheet:

	Other Land & Buildings £000	Vehicles, Plant, Furniture & Equipment £000	Total PFI Assets £000	2014/15	
				Other Land & Buildings £000	Vehicles, Plant, Furniture & Equipment £000
<b>Cost/Valuation</b>					
As of the beginning of the period	6,466	2,139	8,605	6,466	2,139
<b>As of the end of the period</b>	<b>6,466</b>	<b>2,139</b>	<b>8,605</b>	<b>6,466</b>	<b>2,139</b>
<b>Depreciation</b>					
As of the beginning of the period	718	436	1,154	478	365
Depreciation for Year	240	71	311	240	71
<b>As of the end of the period</b>	<b>958</b>	<b>507</b>	<b>1,465</b>	<b>718</b>	<b>436</b>
<b>Net Book Value as of the beginning of the period</b>	<b>5,748</b>	<b>1,703</b>	<b>7,451</b>	<b>5,988</b>	<b>1,774</b>
<b>Net Book Value as of the end of the period</b>	<b>5,508</b>	<b>1,632</b>	<b>7,140</b>	<b>5,748</b>	<b>1,703</b>

## NOTES TO THE CORE FINANCIAL STATEMENTS

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### 14 AUDITOR'S REMUNERATION

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

	2015/16 £000	2014/15 £000
Fees payable to the external auditor with regard to external audit services carried out by the appointed auditor for the year	105	139
Fees payable to external auditor for the certification of grant claims and returns for the year	25	41
Fees payable in respect of other services provided by the external auditor during the year	20	45
Grant claim fees under/(over) accrued in previous year	0	(5)
Rebate received for previous year	(8)	(34)
<b>Total</b>	<b>142</b>	<b>186</b>

### 15 TRADING OPERATIONS

The Council has a number of activities which are classified as Trading Operations in accordance with the Code of Practice.

		2015/16		2014/15	
		£000	£000	£000	£000
Forestcare <sup>1</sup>	Expenditure	1,245		1,179	
	Income	(942)		(887)	
	(Surplus)/Deficit		303		292
Car Parks	Expenditure	1,436		1,467	
	Income	(824)		(807)	
	(Surplus)/Deficit		612		660
Other	Expenditure	532		498	
	Income	(581)		(496)	
	(Surplus)/Deficit		(49)		2
<b>Total (Surplus)/Deficit</b>			<b>866</b>		<b>954</b>

<sup>1</sup>Forestcare provides out of hours contact centre services for a range of organisations.

# NOTES TO THE CORE FINANCIAL STATEMENTS

## 16 PROPERTY, PLANT AND EQUIPMENT

### Movements on Balances

	Other Land & Buildings £000	Vehicles, Plant, Furniture & Equipment £000	Infra-Structure Assets £000	Community Assets £000	Surplus Assets £000	Assets Under Construction £000	Total Property, Plant and Equipment £000
<b>Cost/Valuation</b>							
At 1 April 2015	427,412	37,913	68,998	5,955	5,906	11,585	557,769
Additions	12,643	1,607	4,015	98	0	24,325	42,688
Revaluation increases/(decreases) recognised in the Revaluation Reserve	13,272	0	0	0	0	0	13,272
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	(2,373)	(5)	0	90	0	0	(2,288)
Disposals	(310)	(26)	(1,217)	0	0	0	(1,553)
Reclassification (to)/from Assets Held for Sale	0	0	0	0	(1,106)	0	(1,106)
Other Reclassifications	11,398	279	2,980	0	0	(15,116)	(459)
At 31 March 2016	<b>462,042</b>	<b>39,768</b>	<b>74,776</b>	<b>6,143</b>	<b>4,800</b>	<b>20,794</b>	<b>608,323</b>
<b>Accumulated Depreciation &amp; Impairments</b>							
At 1 April 2015	12,036	24,919	21,126	0	41	0	58,122
Depreciation charge	7,467	2,277	2,697	0	12	0	12,453
Depreciation written out to the Revaluation Reserve	(858)	0	0	0	0	0	(858)
Depreciation written out to the Surplus/Deficit on the Provision of Services	(134)	0	0	0	0	0	(134)
Impairment losses (reversals) recognised in the Revaluation Reserve	0	0	0	0	0	0	0
Impairment losses (reversals) recognised in the Surplus/Deficit on the Provision of Services	0	0	0	0	0	0	0
Depreciation written out on disposal	(14)	(26)	(195)	0	0	0	(235)
Reclassification (to)/from Assets Held for Sale	0	0	0	0	(53)	0	(53)
At 31 March 2016	<b>18,497</b>	<b>27,170</b>	<b>23,628</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>69,295</b>
<b>Net Book Value at 31 March 2016</b>	<b>443,545</b>	<b>12,598</b>	<b>51,148</b>	<b>6,143</b>	<b>4,800</b>	<b>20,794</b>	<b>539,028</b>
<b>Net Book Value at 31 March 2015</b>	<b>415,376</b>	<b>12,994</b>	<b>47,872</b>	<b>5,955</b>	<b>5,865</b>	<b>11,585</b>	<b>499,647</b>
<b>Nature of asset holding</b>							
Owned	438,037	10,966	51,148	6,143	4,800	20,794	531,888
Finance lease	0	0	0	0	0	0	0
PFI	5,508	1,632	0	0	0	0	7,140
<b>Net Book Value at 31 March 2016</b>	<b>443,545</b>	<b>12,598</b>	<b>51,148</b>	<b>6,143</b>	<b>4,800</b>	<b>20,794</b>	<b>539,028</b>

# NOTES TO THE CORE FINANCIAL STATEMENTS

	Other Land & Buildings £000	Vehicles, Plant, Furniture & Equipment £000	Infra-Structure Assets £000	Community Assets £000	Surplus Assets £000	Assets Under Construction £000	Total Property, Plant and Equipment £000
<b>Cost/Valuation</b>							
At 1 April 2014	447,921	39,912	64,338	5,800	7,505	5,239	570,715
Additions	4,994	2,109	2,981	155	0	12,707	22,946
Revaluation increases/(decreases) recognised in the Revaluation Reserve	(3,418)	0	0	0	0	0	(3,418)
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	(24,140)	(7)	0	0	0	0	(24,147)
Disposals	(610)	(4,804)	(1,274)	0	(132)	0	(6,820)
Reclassification (to)/from Assets Held for Sale	0	0	0	0	(1,467)	0	(1,467)
Other Reclassifications	2,665	703	2,953	0	0	(6,361)	(40)
At 31 March 2015	<b>427,412</b>	<b>37,913</b>	<b>68,998</b>	<b>5,955</b>	<b>5,906</b>	<b>11,585</b>	<b>557,769</b>
<b>Accumulated Depreciation &amp; Impairments</b>							
At 1 April 2014	11,453	26,585	19,017	0	52	0	57,107
Depreciation charge	7,482	3,124	2,304	0	18	0	12,928
Depreciation written out to the Revaluation Reserve	(4,360)	0	0	0	0	0	(4,360)
Depreciation written out to the Surplus/Deficit on the Provision of Services	(2,520)	0	0	0	0	0	(2,520)
Impairment losses (reversals) recognised in the Revaluation Reserve	0	0	0	0	0	0	0
Impairment losses (reversals) recognised in the Surplus/Deficit on the Provision of Services	0	0	0	0	0	0	0
Depreciation written out on disposal	(19)	(4,790)	(195)	0	(28)	0	(5,032)
Reclassification (to)/from Assets Held for Sale	0	0	0	0	(1)	0	(1)
At 31 March 2015	<b>12,036</b>	<b>24,919</b>	<b>21,126</b>	<b>0</b>	<b>41</b>	<b>0</b>	<b>58,122</b>
<b>Net Book Value at 31 March 2015</b>	<b>415,376</b>	<b>12,994</b>	<b>47,872</b>	<b>5,955</b>	<b>5,865</b>	<b>11,585</b>	<b>499,647</b>
<b>Net Book Value at 31 March 2014</b>	<b>436,468</b>	<b>13,327</b>	<b>45,321</b>	<b>5,800</b>	<b>7,453</b>	<b>5,239</b>	<b>513,608</b>
<b>Nature of asset holding</b>							
Owned	409,503	11,291	47,872	5,955	5,865	11,585	492,071
Finance lease	125	0	0	0	0	0	125
PFI	5,748	1,703	0	0	0	0	7,451
<b>Net Book Value at 31 March 2015</b>	<b>415,376</b>	<b>12,994</b>	<b>47,872</b>	<b>5,955</b>	<b>5,865</b>	<b>11,585</b>	<b>499,647</b>

# NOTES TO THE CORE FINANCIAL STATEMENTS

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## Valuation basis

The Council carries out a rolling programme that ensures that all Property, Plant and Equipment required to be measured at Current or Fair Value is professionally revalued at least every five years. The valuations were principally carried out by Steve Booth BSc, MRICS, ASVA, DipAF – the Council's Head of Property & Facilities, although for some assets an external firm of valuers was used to determine building costs. Valuations of land and buildings were carried out in accordance with the methodologies and bases for estimation set out in the professional standards of the Royal Institution of Chartered Surveyors. The basis for valuation is set out in Note 1. Regardless of the actual valuation date, these valuations are reviewed to ensure they are materially accurate as at 31 March.

The significant assumptions applied in estimating values on a Depreciated Replacement Cost basis are:

- Disregarding any site specific abnormal characteristics that would cause its market value to differ from that needed to replace the service potential at least cost.
- Disregarding alternative potential uses that would drive the value above that needed to replace the service potential of the property; and

The valuation of the Council's surplus land asset assumes it is comparable to similar assets in the local market with planning permission. This is a level 2 valuation under the Fair Value hierarchy.

The following statement shows the progress of the Council's revaluations of Property, Plant and Equipment. Other Land and Buildings are revalued on a five year rolling programme, however the Council also undertook an index based revaluation review to ensure that those assets not scheduled to be revalued in the 2015/16 rolling programme were not materially misstated in the Balance sheet. No assets were revalued using the index.

	Other Land & Buildings £000	Vehicles, Plant Furniture & Equipment £000	Infra- structure Assets £000	Community Assets £000	Surplus Assets £000	Assets Under Construct -ion £000	Total Property, Plant and Equipment £000
Carried at historic cost	0	37,852	74,776	6,143	4,800	20,794	144,365
<b>Valued at current or Fair Value as at:</b>							
2015/16	55,620	0	0	0	0	0	55,620
2014/15	316,283	0	0	0	0	0	316,283
2013/14	21,878	0	0	0	0	0	21,878
2012/13	44,163	1,916	0	0	0	0	46,079
2011/12	24,098	0	0	0	0	0	24,098
<b>Total Cost or Valuation</b>	<b>462,042</b>	<b>39,768</b>	<b>74,776</b>	<b>6,143</b>	<b>4,800</b>	<b>20,794</b>	<b>608,323</b>

## NOTES TO THE CORE FINANCIAL STATEMENTS

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### 17 INVESTMENT PROPERTY

	<b>2015/16</b> £000	<b>2014/15</b> £000
Balance at the beginning of the period	<b>23,976</b>	24,442
Additions:		
Purchases	335	0
Subsequent expenditure	0	181
Disposals	(75)	(801)
Net gains/losses from Fair Value adjustments	4,881	154
Reclassification (to)/from Property, Plant and Equipment	(95)	0
<b>Balance at the end of the period</b>	<b>29,022</b>	23,976

One Investment Property was sold during the year, generating a capital receipt of £0.391m. Of the balance as at 31 March 2016, £0.449m relates to properties held under finance leases (£0.382m in 2014/15) and £28.573m to properties owned by the Council (£23.594m in 2014/15). At 31 March 2016, all Investment Properties were let under operating leases with the exception of 5 properties currently without tenants and 2 properties held for future sale. The value of the properties let under operating leases was £26.447m (£22.256m in 2014/15).

There are no restrictions on the Council's ability to realise the value inherent in its Investment Property or on the Council's right to the remittance of income and the proceeds of disposal. The Council has no contractual obligations to purchase, construct or develop Investment Property. The Council has a contractual obligation to repair and maintain its Investment Properties.

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

	<b>31 March 2016</b> £000	<b>31 March 2015</b> £000
Rental Income From Investment Property	(2,864)	(2,708)
Operating Expenses Arising From Investment Property	728	696
<b>Net Gain</b>	<b>(2,136)</b>	(2,012)

#### Valuation basis

The Fair Value of Investment Property has been measured using a market approach, taking into account existing lease terms and rentals and information gathered from managing the Council's Investment Property portfolio. It was conducted by Steve Booth, the Head of Property and Facilities, in accordance with the methodologies and estimation bases set out in the professional standards of the Royal Institution for Chartered Surveyors.

The most significant valuation assumption used is that the rental yield (rental as a percentage of property value) achievable on most Investment Properties is equivalent to that achieved on a recent and comparable property purchase.

## NOTES TO THE CORE FINANCIAL STATEMENTS

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There is limited activity within the local market for equivalent properties. As the local rental yield is based on one recent transaction, the valuations have been categorised as level 2 of the Fair Value hierarchy.

To estimate the Fair Value of Investment Property, the highest and best use of each asset needs to be considered. Although alternative uses were assessed as part of the process, this was considered to be their current use. There has therefore been no change in the valuation techniques used during the year for Investment Properties.

### **18 CAPITAL EXPENDITURE AND FINANCING**

The total amount of capital expenditure incurred in the year is shown in the table below (including the value of assets acquired under finance leases and PFI contracts), together with the resources that have been used to finance it. Where capital expenditure is to be financed in future years by charges to revenue as assets are used by the Council, the expenditure results in an increase in the Capital Financing Requirement (CFR). This is a measure of the capital expenditure incurred historically by the Council that has yet to be financed.

	<b>31 March 2016</b>	<b>31 March 2015</b>
	<b>£000</b>	<b>£000</b>
<b>Opening Capital Financing Requirement</b>	<b>54,661</b>	49,493
<i>Capital Investment</i>		
Property, Plant and Equipment	42,660	22,864
Heritage Assets	0	0
Investment Property	335	181
Intangible Assets	226	219
Revenue Expenditure Funded from Capital under Statute	1,750	2,100
Long Term Debtors	118	72
	45,089	25,436
<i>Sources of Finance</i>		
Capital Receipts	(5,863)	(4,142)
Disposal costs incurred in advance of the Capital Receipt	21	0
Government Grants and Other Contributions	(29,992)	(14,680)
Sums Set Aside from Revenue:		
Direct Revenue Contributions	0	0
Minimum Revenue Provision	(1,615)	(1,446)
	(37,449)	(20,268)
<b>Closing Capital Financing Requirement</b>	<b>62,301</b>	54,661
Increase/(Decrease) in underlying need to borrow (supported by government financial assistance)	(507)	(503)
Increase/(Decrease) in underlying need to borrow (unsupported by government financial assistance)	8,147	5,671
<b>Increase/(Decrease) in Capital Financing Requirement</b>	<b>7,640</b>	5,168

# NOTES TO THE CORE FINANCIAL STATEMENTS

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## 19 CAPITAL COMMITMENTS

Estimated commitments for capital expenditure for significant schemes that had started, or where legal contracts had been entered into, as of 31 March 2016 are as follows.

Capital Scheme	£000
Car Park Lighting - High St/Charles Square	340
Coral Reef Roof Replacement <sup>1</sup>	255
Warfield Link Road	1,055
Bracknell Railway Station Forecourt Improvements	205
Cranbourne School	238
Garth Hill College - Post 16	104
Great Hollands Primary - Expansion	3,335
Owlsmoor Primary School	239
Winkfield St Marys Primary School	312
Town Centre Regeneration	3,600
<b>Total</b>	<b>9,683</b>

<sup>1</sup> This commitment relates to design and management fees rather than the construction contract which will be let in 2016/17

## 20 LONG TERM DEBTORS

The Council makes loans to a number of organisations and individuals and acts as the lessor for a number of finance leases. As part of the town centre regeneration, the Council has also exchanged assets for an operating lease at Ocean House under preferential terms.

	31 March 2016 £000	31 March 2015 £000
Other Local Authorities		
Loan to Warfield Parish Council	64	72
Other Entities and Individuals		
Housing Association Loans	369	382
Sale of Council Houses Loans	11	20
Car Loans to Employees	376	387
Rent to Mortgage Properties	376	376
South Hill Park Loan	15	17
Mortgages	847	841
Shared Equity Property Finance Leases	1,175	1,319
Byways/Adastron Finance Lease	445	446
<b>Total</b>	<b>3,678</b>	<b>3,860</b>

## 21 SHORT TERM DEBTORS

	31 March 2016 £000	31 March 2015 £000
Central Government Bodies	3,638	4,153
Other Local Authorities	1,318	3,392
NHS Bodies	1,861	2,021
Other Entities and Individuals	16,568	18,753
<b>Total</b>	<b>23,385</b>	<b>28,319</b>

## NOTES TO THE CORE FINANCIAL STATEMENTS

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The comparative decrease relates to a payment in advance for the purchase of Bracknell Bus Station (-£4.3m) and outstanding joint arrangements (-£2.4m) in 2014/15 only, partly offset by an increase in trade debtors in 2015/16 - particularly those relating to CIL (£2.5m).

### 22 CASH AND CASH EQUIVALENTS

	31 March 2016 £000	31 March 2015 £000
Investments With Original Maturities of 3 Months or Less	18,045	31,844
Cash held by the Council	15	20
Bank Balance / (Overdraft)	2,157	891
<b>Total</b>	<b>20,217</b>	<b>32,755</b>

Cash balances available for investment have reduced during the year as the Council moves closer to a position where it will need to borrow externally.

### 23 SHORT TERM CREDITORS

	31 March 2016 £000	31 March 2015 £000
Central Government Bodies	12,854	15,347
Other Local Authorities	2,811	2,399
NHS Bodies	281	629
Other Entities and Individuals	36,765	30,658
<b>Total</b>	<b>52,711</b>	<b>49,033</b>

### 24 PROVISIONS

2015/16	Town Centre Regeneration £000	Business Rates Appeals £000	Other £000	Total £000
Balance at 1 April 2015	2,293	10,809	98	13,200
Additional provisions	0	920	34	954
Unused amounts reversed	(333)	0	0	(333)
Amounts used	(1,321)	(9,955)	(83)	(11,359)
<b>Balance at 31 March 2016</b>	<b>639</b>	<b>1,774</b>	<b>49</b>	<b>2,462</b>

The provision for Business Rates has been reduced significantly due to the settlement of a number of outstanding appeals.

The Town Centre Regeneration provisions cover the potential cost of Compulsory Purchase Orders (CPOs) served on tenants in the northern section of Bracknell Town Centre and in Market Place. Actual payments are subject to negotiation and it has been assumed that outstanding claims can be finalised in 2016/17.

# NOTES TO THE CORE FINANCIAL STATEMENTS

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<b>2014/15</b>	<b>Town Centre Regeneration £000</b>	<b>Business Rates Appeals £000</b>	<b>Other £000</b>	<b>Total £000</b>
Balance at 1 April 2014	2,608	2,311	282	5,201
Additional provisions	0	9,111	0	9,111
Unused amounts reversed	(190)	0	0	(190)
Amounts used	(125)	(613)	(184)	(922)
<b>Balance at 31 March 2015</b>	<b>2,293</b>	<b>10,809</b>	<b>98</b>	<b>13,200</b>

## 25 LONG TERM CREDITORS

	<b>31 March 2016 £000</b>	<b>31 March 2015 £000</b>
Other Entities and Individuals		
PFI Obligations	5,411	5,619
Finance Lease Obligations	1,451	1,451
Peel Centre Prepaid Rent	8,275	8,393
Deposits	841	615
<b>Total</b>	<b>15,978</b>	<b>16,078</b>

## 26 EARMARKED RESERVES

The Council voluntarily earmarks resources for future spending plans. This note sets out the amounts set aside from the General Fund balance in earmarked reserves to provide financing for future expenditure plans and the amounts posted back from earmarked reserves to meet General Fund expenditure. The most significant reserves are as follows:

- Schools' Balances are permitted to be retained under the Schools Standards & Framework Act 1998. The reserves are managed by the schools rather than the Council.
- The Other Schools' Balances Reserve represents the element of schools expenditure funded by Dedicated Schools Grant that has been carried forward.
- The Insurance & Uninsured Claims Reserve provides cover for the following:
  - The excess payable on claims under the Council's insurance policies; and
  - potential future claims not covered by existing policies, including contractual disputes, legal claims, breach of contract, Mental Health S117 claims and copyright claims.
- The Cost of Structural Changes Reserve is used to fund the one-off additional costs arising from restructuring where there are demonstrable future benefits.
- The Business Rates Equalisation Reserve is used to smooth the impact of changes in business rate income on the annual budget including levy payments, further appeals and any resulting deficit on the Collection Fund.
- The Transformation Reserve will be used to meet the upfront costs of the Council's transformation programme aimed at identifying significant savings that can be incorporated into the 2016/17 budget and beyond.

## NOTES TO THE CORE FINANCIAL STATEMENTS

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- The Revenue Grants Unapplied Reserve holds resources equivalent to unspent grant income received without conditions which are released from the reserve as the associated expenditure is incurred.

The following expenditure has been earmarked as of the reporting date.

2015/16	Balance at 1 April £000	Transfers Out £000	Transfers In £000	Balance at 31 March £000
<b>Earmarked Reserves</b>				
Schools' Balances Held Under a Scheme of Delegation	4,013	(795)	115	3,333
Other Schools' Balances	1,125	(346)	1,469	2,248
Insurance & Uninsured Claims	2,731	(173)	108	2,666
Cost of Structural Change	1,469	(914)	1,000	1,555
Business Rates Equalisation Transformation	13,700	(1,902)	0	11,798
Revenue Grants Unapplied	2,083	(319)	569	2,333
Other	4,688	(1,077)	1,196	4,807
<b>Total</b>	<b>30,289</b>	<b>(5,607)</b>	<b>5,457</b>	<b>30,139</b>
<b>Total movements in 2014/15</b>	<b>18,585</b>	<b>(4,926)</b>	<b>16,630</b>	<b>30,289</b>

## 27 CAPITAL GRANTS UNAPPLIED RESERVE

The Capital Grants Unapplied Reserve holds the grants and contributions received towards capital projects for which the Council has met the conditions but which have yet to be applied to meet expenditure.

	2015/16	2014/15
	£000	£000
Opening Balance	9,355	7,966
Received	3,144	6,573
Applied to Capital Financing	(8,223)	(5,184)
<b>Closing Balance</b>	<b>4,276</b>	<b>9,355</b>

# NOTES TO THE CORE FINANCIAL STATEMENTS

## 28 REVALUATION RESERVE

The Revaluation Reserve contains the gains made by the Council arising from increases in the value of its Property, Plant and Equipment. The 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.

	2015/16	2014/15
	£000	£000
As of the beginning of the period	<b>147,283</b>	148,298
Upward revaluation of assets	14,281	25,777
Downward revaluation of assets and impairment losses not charged to the Surplus/Deficit on the Provision of Services	(151)	(24,835)
Surplus or deficit on revaluation of non-current assets not posted to the Surplus or Deficit on the Provision of Services	<b>14,130</b>	942
Difference between Current/Fair Value depreciation and historical cost depreciation	(2,713)	(1,859)
Accumulated gains on assets sold or scrapped	(874)	(98)
Amount written off to the Capital Adjustment Account	<b>(3,587)</b>	(1,957)
<b>Closing Balance</b>	<b>157,826</b>	147,283

## 29 CAPITAL ADJUSTMENT ACCOUNT

The Capital Adjustment Account absorbs the timing differences arising from the different arrangements for accounting for the consumption of non-current assets and for financing the acquisition, construction or enhancement of those assets under statutory provisions. The Account is debited with the cost of acquisition, construction or enhancements as depreciation, impairment losses and amortisations are charged to the Comprehensive Income and Expenditure Statement (with reconciling postings from the Revaluation Reserve to convert Current or 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.

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.

## NOTES TO THE CORE FINANCIAL STATEMENTS

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	2015/16 £000	2014/15 £000
Balance at 1 April	<b>324,671</b>	342,073
Reversal of items relating to capital expenditure debited or credited to the Comprehensive Income and Expenditure Statement:		
Charges for Depreciation and Impairment of Non-current Assets	(12,453)	(12,928)
Revaluation Losses on Property Plant & Equipment	(1,124)	(21,794)
Amortisation of Intangible Assets	(244)	(255)
Revenue Expenditure Funded from Capital under Statute	(1,333)	(1,110)
Amount of non-current assets written off as part of the gain/loss on sale	(2,713)	(2,589)
	<b>(17,867)</b>	(38,676)
Adjusting amounts written out of the Revaluation Reserve	<b>3,587</b>	1,957
Net written out amount of the cost of non-current assets consumed in the year	<b>(14,280)</b>	(36,719)
Capital financing applied in the year:		
Use of the Capital Receipts Reserve to finance new capital expenditure	5,863	4,142
Capital Grants and Contributions credited to the Comprehensive Income and Expenditure Statement that have been applied to capital financing	20,321	8,505
Application of Capital Grants and Contributions to capital financing from the Capital Grants Unapplied Reserve	8,223	5,184
Statutory provision for the financing of capital investment	1,615	1,446
Capital expenditure charged against the General Fund balance	0	0
	<b>36,022</b>	19,277
Movements in the market value of Investment Properties debited or credited to the Comprehensive Income and Expenditure Statement	<b>4,881</b>	154
Repayment of loans	<b>(110)</b>	(196)
Adjustment to deferred capital receipts	<b>28</b>	82
<b>Balance at 31 March</b>	<b>351,212</b>	324,671

## NOTES TO THE CORE FINANCIAL STATEMENTS

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### 30 DEFERRED CAPITAL RECEIPTS RESERVE

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

	2015/16 £000	2014/15 £000
As of the beginning of the period	2,568	2,668
Shared Equity Property Finance Leases	41	93
Byways/Adastron House Finance Lease	0	83
Asset disposal/Ocean House Lease	0	(48)
Transfer to the Capital Receipts Reserve upon receipt of cash	(262)	(228)
<b>Closing Balance</b>	<b>2,347</b>	<b>2,568</b>

Deferred Capital Receipts represent income of a capital nature due to be paid to the Council over a number of years from the following bodies:

	31 March 2016 £000	31 March 2015 £000
Mortgages on Council Houses Sold	13	22
Housing Association Loans	382	395
Loan to Warfield Parish Council	72	79
Rent to Mortgage Properties	376	376
Shared Equity Property Finance Leases	1,058	1,215
Byways/Adastron House Finance Lease	446	446
Seymour House disposal/Ocean House Lease	0	35
<b>Total</b>	<b>2,347</b>	<b>2,568</b>

### 31 COLLECTION FUND ADJUSTMENT ACCOUNT

The Collection Fund Adjustment Account manages the differences arising from the recognition of Council Tax and Business Rates income in the Comprehensive Income and Expenditure Statement as it falls due from Council Tax payers and Business Rates payers compared with the income calculated for the year in accordance with statutory requirements. The change in the balance primarily relates to Business Rates and the need to significantly increase the provision for appeals. This has created a deficit on the Collection Fund.

	2015/16 £000	2014/15 £000
As of the beginning of the period	(5,666)	6,474
Net change during the year	55	(12,140)
<b>Closing Balance</b>	<b>(5,611)</b>	<b>(5,666)</b>

# NOTES TO THE CORE FINANCIAL STATEMENTS

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## 32 ACCUMULATED ABSENCES ACCOUNT

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

	2015/16 £000	2014/15 £000
As of the beginning of the period	5,692	5,108
Net change during the year	(94)	584
<b>Closing Balance</b>	<b>5,598</b>	<b>5,692</b>

## 33 FINANCIAL INSTRUMENTS

### Categories of Financial Instruments

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

	31 March 2016			
	Short Term £000	Long Term £000	Total £000	Fair Value £000
Investments – Loans and Receivables (including accrued interest)	7,773	0	7,773	7,773
Debtors – Loans and Receivables	0	3,678	3,678	3,708
Debtors – Financial Assets Carried at Contract Amount	16,964	0	16,964	16,964
<b>Total Financial Assets</b>	<b>24,737</b>	<b>3,678</b>	<b>28,415</b>	<b>28,445</b>
Creditors – Financial Liabilities Carried at Contract Amount	28,487	0	28,487	28,487
Creditors – Financial Liabilities Carried at Amortised Cost (PFI and finance leases)	208	6,862	7,070	14,335
<b>Total Financial Liabilities</b>	<b>28,695</b>	<b>6,862</b>	<b>35,557</b>	<b>42,822</b>

	31 March 2015			
	Short Term £000	Long Term £000	Total £000	Fair Value £000
Investments – Loans and Receivables (including accrued interest)	7,650	0	7,650	7,650
Debtors – Loans and Receivables	0	3,860	3,860	3,893
Debtors – Financial Assets Carried at Contract Amount	21,136	0	21,136	21,136
<b>Total Financial Assets</b>	<b>28,786</b>	<b>3,860</b>	<b>32,646</b>	<b>32,679</b>
Creditors – Financial Liabilities Carried at Contract Amount	28,597	0	28,597	28,597
Creditors – Financial Liabilities Carried at Amortised Cost (PFI and finance leases)	195	7,069	7,264	14,621
<b>Total Financial Liabilities</b>	<b>28,792</b>	<b>7,069</b>	<b>35,861</b>	<b>43,218</b>

# NOTES TO THE CORE FINANCIAL STATEMENTS

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Cash and cash equivalents which are also financial instruments are detailed in Note 22.

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, the asset is written down and a charge made to the Comprehensive Income and Expenditure Statement. Any gains and losses that arise on the de-recognition of a financial asset are credited/debited to the Comprehensive Income and Expenditure Statement.

The debtors and creditors figures exclude statutory debtors and creditors relating to Council Tax, Business Rates, teachers and local government superannuation, government grants, VAT and HMRC PAYE deductions. As there is no contract in place, these are not considered to be financial instruments.

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

Financial liabilities and financial assets which consist of loans and receivables are measured in the Balance Sheet at amortised cost using the effective interest rate method. Their Fair Value is measured as the present value of the expected cash flows over the remaining life of the instruments, using the following assumptions:

- For PFI contracts and finance leases, premature repayment rates from the Public Works Loans Board (PWLB) have been applied to provide the Fair Value under PWLB debt redemption procedures. These financial liabilities are held by and under the control of the providers rather than the Council. This valuation basis is therefore only a Level 3 approximation of the net present value of the arrangements based on PWLB rates;
- For loans receivable prevailing benchmark market rates have been used to provide the Fair Value;
- No early repayment or impairment is recognised;
- Where an instrument, including trade and other receivables, has a maturity of less than 12 months the Fair Value is taken to be the principal outstanding or the billed amount.

The Fair Value of the assets is slightly higher than the carrying amount because the Council's portfolio of investments includes a number of fixed rate car loans where the interest rate receivable is higher than the rates available for similar loans at the Balance Sheet date. This shows a notional future gain attributable to the commitment to receive interest above current market rates.

The Fair Value of the liabilities is significantly higher than the carrying amount because the Council has long term liabilities (the PFI contract and Longshot Lane finance lease) where the interest rate payable is higher than the prevailing rates estimated to be available at the Balance Sheet date. This shows a notional future loss (based on economic conditions at 31 March 2016) arising from a commitment to pay interest to lenders above current market rates.

Short-term debtors and creditors are carried at cost as this is a fair approximation of their value.

## Income, Expense, Gains and Losses

The income, expense, gains and losses recognised in the Comprehensive Income and Expenditure Statement in relation to financial instruments are as follows:

## NOTES TO THE CORE FINANCIAL STATEMENTS

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2015/16	Loans and Receivables £000	Financial Liabilities Carried at Amortised Cost £000	Total
			£000
Interest expense	0	(553)	(553)
Impairment Losses	0	0	0
<b>Total Expense in Surplus or Deficit on the Provision of Services</b>	<b>0</b>	<b>(553)</b>	<b>(553)</b>
Interest Income	634	0	634
Interest Income Accrued on Impaired Financial Assets	23	0	23
Impairment Reversal	82	0	82
Loss on exchange rate difference	95	0	95
<b>Total Income in Surplus or Deficit on the Provision of Services</b>	<b>834</b>	<b>0</b>	<b>834</b>
<b>Net Gain/(Loss) for the Year</b>	<b>834</b>	<b>(553)</b>	<b>281</b>
2014/15	Loans and Receivables £000	Financial Liabilities Carried at Amortised Cost £000	Total
Interest expense	0	(566)	(566)
Impairment Losses	0	0	0
<b>Total Expense in Surplus or Deficit on the Provision of Services</b>	<b>0</b>	<b>(566)</b>	<b>(566)</b>
Interest Income	632	0	632
Interest Income Accrued on Impaired Financial Assets	24	0	24
Impairment	(35)	0	(35)
Loss on exchange rate difference	(51)	0	(51)
<b>Total Income in Surplus or Deficit on the Provision of Services</b>	<b>570</b>	<b>0</b>	<b>570</b>
<b>Net Gain/(Loss) for the Year</b>	<b>570</b>	<b>(566)</b>	<b>4</b>

### Key Risks

The Council's activities expose it to a variety of financial risks. The key risks are in relation to financial assets and are as follows:

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

# NOTES TO THE CORE FINANCIAL STATEMENTS

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## *Overall Procedures for Managing Risk*

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

The key issues within the strategy were:

- The Authorised Limit for 2015/16 was set at £82m. This is the maximum limit of external borrowings or other long term liabilities.
- The Operational Boundary was expected to be £79m. This is the expected level of debt and other long term liabilities during the year.

Risk management is carried out by a central treasury team, under policies approved by the Council in the annual treasury management strategy. The Council provides written principles for overall risk management, as well as written policies covering specific areas, such as interest rate risk, credit risk, and the investment of surplus cash.

## *Credit risk*

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

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

The credit criteria for the Council are as follows:

- The minimum criteria for investment counterparties are:
  - In light of the changing economic backdrop, the shift in the relative importance of credit-ratings and the sector's requirement for a more sophisticated approach to counterparty selection, the Council's Treasury Management advisers have developed a modelling approach. This utilises credit ratings from the three main credit rating agencies supplemented with overlays of credit watches and outlooks in a weighted scoring system. This is then combined with Credit Default Swap (CDS) spreads from which the end product is a series of colour coded bands which indicate the relative creditworthiness of counterparties. This service uses a wider array of information than just primary ratings and by using a risk weighted scoring system does not give undue preference to just one agency's ratings. The minimum credit rating that the Council will use will be a short term rating of F1 and a long term rating of A-, a viability rating of A- and a support rating of 1.
  - UK Banks or Building Societies.
  - Money Market Funds – AAA Rating Sterling Denominated.
  - UK Government (including gilts and Debt Management Account Deposit Facility (DMADF)).
  - UK Local Authorities.

## NOTES TO THE CORE FINANCIAL STATEMENTS

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- The time and money limits on the Council's counterparty lists are as follows:

<b>Counterparty</b>	<b>Time Limit</b>	<b>Money Limit</b>
UK Banks and Building Societies	1 year	£7m
Money Market Funds	On-Call	£7m
Debt Management Account Deposit Facility	6 months	£7m
UK Local Authorities	1 year	£7m

The full Investment Strategy for 2015/16 was approved by Full Council on 25 February 2015 and is available, along with the treasury management strategy, on the Council website at <http://www.bracknell-forest.gov.uk/treasury-management-report-2015-to-16.pdf>.

The Council's maximum exposure to credit risk in relation to its deposits in financial institutions and money market funds of £27.2m (excluding Icelandic bank deposits) cannot be assessed generally as the risk of any institution failing to make interest payments or repay the principal sum will be specific to each individual institution. Recent experience has shown that it is rare for such entities to be unable to meet their commitments. A risk of recoverability applies to all of the Council's deposits, but there was no evidence at the 31 March 2016 that this was likely to crystallise.

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

The following analysis summarises the Council's maximum exposure to credit risk on other financial assets. The trade debtor figures reflect the Council's experience of its customer collection levels over the last five financial years, adjusted to reflect current market conditions.

	Amount at 31 March 2016	Historical experience of default	Adjustment for market conditions at 31 March 2016	Estimated maximum exposure to default at 31 March 2016	Estimated maximum exposure to default at 31 March 2015
	£000	%	%	£000	£000
	(a)	(b)	(c)	(a * c)	
Customers (trade debtors)	7,499	4.2%	4.2%	312	312
<b>TOTAL</b>	<b>7,499</b>			<b>312</b>	<b>312</b>

The Council does not generally allow credit for its customers, such that £2.290m of the £7.499m balance is past its due date for payment.

The past due but not impaired amount can be analysed by age as follows:

	31 March 2016	31 March 2015
	£000	£000
Less than one month	1,004	1,734
One to three months	297	368
Three months to four months	80	69
More than five months	909	570
	<b>2,290</b>	<b>2,741</b>

## NOTES TO THE CORE FINANCIAL STATEMENTS

The Council initiates a legal charge on property where, for instance, clients require the assistance of social services but cannot afford to pay immediately. The total collateral at 31 March 2016 was £0.083m (2014/15 £0.037m). The table above does not include the amount deposited with Icelandic banks.

In October 2008 the Icelandic banking sector defaulted on its obligations. The Council had £3m deposited with Glitnir Bank and £2m with Heritable bank at that time. For Heritable bank, a further payment of £0.082m was received from the Administrators in 2015/16 bringing the total received to £2.011m (all of the original deposit plus £0.011m of interest). No further payments are expected.

For Glitnir, following the grant of priority status to UK local authorities by the Icelandic Supreme Court in October 2011, a net payment of £2.486m was received from the Glitnir winding up board. The balance payable will be held in Icelandic Krónur in an interest bearing escrow account in Iceland until the currency controls are relaxed by the Icelandic Government. This represents approximately 19% of the total amount payable and as at 31 March 2016 was valued in the accounts at £0.756m. The timing of the final payment is uncertain. The escrow account accrues interest at a variable interest rate (3.11% per annum as at 31 March 2016). As the escrow account is in Icelandic Krónur the sterling value of the deposit was calculated using the sterling spot exchange rate as at 31 March 2016. The exchange rate gain between the value of the deposit on the 31 March 2015 and the value as at 31 March 2016 (£0.095m) has been taken to the Comprehensive Income and Expenditure Statement in accordance with IAS 21 *the Effects of Changes in Foreign Exchange Rates*.

Carrying amounts are as follows:

Bank	Date Invested	Maturity Date	Amount Invested £000	Interest Rate %	Carrying Amount at 31 March 2016 £000		Cumulative Impairment £000
					2016 £000	2016 £000	
Glitnir Bank	01/04/08	31/3/09	3,000	6.43	0	756	710
Glitnir Escrow A/c	16/03/12		579	3.11	756	0	0

Interest credited to the Comprehensive Income and Expenditure Statement in respect of the remaining investment is as follows:

Bank	Credited 2015/16 £000	Received 2015/16 £000	Credited 2014/15 £000	Received 2014/15 £000
	(23)	0	(24)	0
Glitnir Escrow Account				

### Liquidity risk

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

The Council has ready access to borrowings from the Money Markets to cover any day to day cash flow need, and the 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, which ensures sufficient monies are raised to cover annual expenditure. There is therefore no significant risk that it will be unable to raise finance to meet its commitments under financial instruments.

# NOTES TO THE CORE FINANCIAL STATEMENTS

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## *Refinancing and Maturity Risk*

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. For the Council, which maintains a significant investment portfolio, this risk relates to the maturing of longer term financial assets/investments.

The approved treasury indicator limits on investments placed for greater than one year in duration are the key parameters used to address this risk. The Council approved treasury and investment strategies address the main risks and the central treasury team address the operational risks within the approved parameters. This includes:

- monitoring the maturity profile of investments to ensure sufficient liquidity is available for the Council's day to day cash flow needs, and the spread of longer term investments provide stability of maturities and returns in relation to the longer term cash flow needs.

The Council has longer term financial liabilities relating to finance leases and PFI arrangements and the maturity analyses are disclosed in Notes 12 and 13 to these accounts.

## *Market risk*

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

- investments at variable rates – the interest income credited to the Surplus or Deficit on the Provision of Services will rise; and
- investments at fixed rates – the Fair Value of the assets will fall.

Changes in interest receivable on variable rate investments will be posted to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement and affect the General Fund Balance.

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 the 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 favorable, fixed rate investments may be taken for longer periods to secure better long term returns.

## NOTES TO THE CORE FINANCIAL STATEMENTS

According to this assessment strategy, at 31 March 2016, if all interest rates had been 1% higher (with all other variables held constant) the financial effect would be as follows.

	£000
Increase in interest receivable on variable rate investments & cash equivalents	(127)
<b>Impact on Surplus or Deficit on the Provision of Services</b>	<b>(127)</b>
Decrease in Fair Value of fixed rate investment assets	208
Impact on Other Comprehensive Income and Expenditure	208
Decrease in Fair Value of fixed rate liabilities (no impact on the Comprehensive Income and Expenditure Statement)	1,823

The approximate impact of a 1% fall in interest rates would be as above but with the movements being reversed.

**Price risk** - The Council, excluding the pension fund, does not invest in equity shares or marketable bonds.

**Foreign exchange risk** - The balance of the Council's deposit with Glitnir is now held in Icelandic Krónur in an interest bearing escrow account in Iceland due to the imposition of currency controls. The Council is therefore exposed to fluctuations in currency exchange rates, over which it has no control. Any exchange rate differences at 31 March are charged to the Comprehensive Income and Expenditure Statement in accordance with IAS 21 - the Effects of Changes in Foreign Exchange Rates.

## 34 CONTINGENCIES

### Contingent Liabilities

The Council gave a number of warranties to Bracknell Forest Homes in connection with the transfer of the housing stock in February 2008. The most significant warranties related to:

- Uninsured asbestos claims for 35 years; and
- Environmental claims e.g. land contamination for 10 years for which the Council has taken out insurance to limit its exposure.

The maximum exposure to these potential liabilities is estimated to be £2.2m.

## 35 POOLED BUDGETS

The following pooled budget arrangements and material investments in companies were in place during the financial year.

### Pooled Budget: Better Care Fund

The Better Care Fund pooled budget was established on 1 April 2015 and incorporates the intermediate care pooled budget that existed in prior years. This new pooled budget aims to improve person-centred co-ordinated care through integration of Council and NHS services. The agreement is between Bracknell Forest Council and Bracknell and Ascot Clinical Commissioning Group.

## NOTES TO THE CORE FINANCIAL STATEMENTS

The Better Care Fund consists of a number of schemes, some of which are managed by the Council and some by the Clinical Commissioning Group. The schemes include:

- Multi-disciplinary care teams, bringing together health and social care professionals to help individuals manage long term conditions.
- Integrated care teams to assist people transfer from hospital to home.
- A falls prevention advisory service, providing falls risk assessments and support in the community.
- A prevention and self care programme, raising awareness of actions residents can take themselves to improve their health and reduce the need to access health and social care services.

A summary of gross income and gross expenditure is provided below.

	Gross Expenditure £000	Gross Income £000	Bracknell Forest Council Contribution £000
Financial Year 2015/16	7,899	8,204	2,560

### Pooled Budget: Community Equipment Services

A revised pooled budget for Community Equipment was established on 1 April 2012 under Section 75 of the NHS Act 2006. The arrangement exists between the six unitary authorities in Berkshire and the Clinical Commissioning Groups covering the same geographical area. The pooled budget is administered by the lead authority West Berkshire Council.

The aim of the partnership is to improve the integration of health and social care community equipment services to meet the needs of users. A summary of income and expenditure is provided below.

	Gross Expenditure £000	Gross Income £000	Bracknell Forest Council Contribution £000
Financial year 2015/16	7,265	7,265	451
Financial year 2014/15	6,290	6,290	311

## 36 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

Central government has effective control over the general operations of the Council – it is responsible for providing the statutory framework, within which the Council operates,

## **NOTES TO THE CORE FINANCIAL STATEMENTS**

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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). Grant receipts from government departments are included in the subjective analysis in Note 5 and the grant analysis in Note 8.

### **South Hill Park**

The Council owns property that is leased to the South Hill Park Trust and also nominates 4 of the 13 trustees. The Council has a Partnership agreement with the Trust and provided a grant in 2015/16 for £0.438m. Costs associated with building repairs and maintenance (£0.030m), grounds maintenance (£0.108m) and the replacement of boilers (£0.010m) were also incurred.

### **Members of the Council**

Members of the Council have direct control over the Council's financial and operating policies. The total of members' allowances and expenses paid is shown in Note 10. All Members were asked to complete a disclosure statement in respect of themselves and their family members/close relatives, detailing any material transactions with related parties. The declarations confirmed that no material related party transactions exist.

### **Officers of the Council**

Officers of the Council have an ability to influence the Council's financial and operating policies. The Council's Employee Code of Practice requires employees to declare to their managers any interests that could potentially bring about conflict with the interests of the Council. These include financial or non-financial interests with Council contractors or outside commitments. A declaration was obtained from all first and second tier officers and particular officers whose responsibilities could be relevant. The declarations confirmed that no material related party transactions exist.

## **37 THIRD PARTY FUNDS**

The Council administers a number of bank accounts on behalf of clients by acting as the appointee or deputy. The clients concerned can no longer manage their own affairs, usually because of mental incapacity or severe physical disability. As at 31 March 2016, the Council administered £1.48m within 126 bank accounts (£1.91m as at 31 March 2015). Additionally, as part of these responsibilities, two residential properties were under the Council's management. The assets are not owned by the Council and have therefore not been included in the financial statements.

## **38 PRIOR PERIOD ADJUSTMENTS**

No prior period adjustments were required in 2015/16.

## **39 NON-ADJUSTING POST BALANCE SHEET EVENTS**

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. The Statement of Accounts were authorised for issue by Alan Nash, the Borough Treasurer, on 21 September 2016. There were no post balance sheet events.

## THE COLLECTION FUND

Business Rates £000	2015/16 Council Tax £000	Total £000	Notes	2014/15		
				Business Rates £000	Council Tax £000	Total £000
<b>Income</b>						
	59,635	59,635	Council Tax Receivable	3	58,631	58,631
53,415		53,415	Business Rates Receivable	2	77,545	77,545
(660)		(660)	Less: Transitional Protection Payments Payable		(142)	(142)
<b>52,755</b>	<b>59,635</b>	<b>112,390</b>	<b>Total Income</b>		<b>77,403</b>	<b>58,631</b>
<b>Expenditure</b>						
<b>Apportionment of Previous Year Surplus</b>						
186		186	Central Government		6,452	6,452
182	412	594	Bracknell Forest Council		6,322	597
4	21	25	Royal Berkshire Fire Authority		129	31
	57	57	Police and Crime Commissioner			81
<b>Precepts, Demands and Shares</b>						
36,006		36,006	Central Government		35,135	35,135
35,285	49,488	84,773	Bracknell Forest Council		34,432	48,662
720	2,590	3,310	Royal Berkshire Fire Authority		703	2,548
	6,989	6,989	Police and Crime Commissioner			6,741
<b>Charges to Collection Fund</b>						
183	162	345	Less: write offs		171	82
			Less: Increase/ (Decrease) in Allowance for Impairments		959	39
(1,612)	(20)	(1,632)	Less: Increase/ (Decrease) in Provision for Appeals			998
(18,439)		(18,439)	Less: Cost of Collection		17,342	17,342
151		151	Less: Disregarded Amounts		157	157
1		1			1	1
<b>52,667</b>	<b>59,699</b>	<b>112,366</b>	<b>Total Expenditure</b>		<b>101,803</b>	<b>58,781</b>
<b>(88)</b>	<b>64</b>	<b>(24)</b>	<b>Movement on the fund balance</b>	<b>4</b>	<b>24,400</b>	<b>150</b>
12,504	(628)	11,876	(Surplus)/Deficit brought forward		(11,896)	(778)
12,416	(564)	11,852	(Surplus)/Deficit as at 31 March	4	12,504	(628)
						11,876

# NOTES TO THE COLLECTION FUND

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## 1 Accounting Policy

These accounts reflect the statutory requirements for billing authorities to maintain a separate Collection Fund, which shows the transactions of the billing authority in relation to Business Rates (Non-Domestic Rates) and Council Tax, and illustrates the way in which these have been distributed to preceptors, Central Government and the General Fund.

Accountancy guidance requires that the agency basis underlying the Collection Fund be reflected in the consolidation of the Collection Fund into the Statement of Accounts. The Council collects Council Tax precepts on behalf of Thames Valley Police and Crime Commissioner and the Royal Berkshire Fire Authority as well as itself and consequently not all transactions and balances relate wholly to the Council. Similarly, the Council also collects Business Rates on behalf of Central Government and the Royal Berkshire Fire Authority.

The practical effect is that in the Statement of Accounts the surplus/deficit on the Collection Fund is shared out in its entirety between the Council, its preceptors and Central Government. The preceptors' and Central Government's shares will be carried as creditors/debtors, but the Council's share will be charged to its Comprehensive Income and Expenditure Statement. The difference between the income included in the Comprehensive Income and Expenditure Statement and the amount required by statute to be credited to the General Fund is taken to a reserve in the balance sheet called the Collection Fund Adjustment Account and included as a reconciling item in the Movement in Reserves Statement.

For Council Tax, the amount credited to the General Fund under statute equals the Council's precept or demand for the year plus/less the Council's share of the surplus/deficit on the Council Tax element of the Collection Fund (as estimated at 15 January) for the previous year. For Business Rates it equals the Council's proportionate share of income (as estimated before the start of the year) plus/less the Council's share of the surplus/deficit on the Business Rates element of the Collection Fund (as estimated at 31 January) for the previous year plus the tariff and levy payments due for the year.

## 2 Income from Business Rates

The Council collects Business Rates for its area which is based on local rateable values multiplied by a Uniform Rate.

Total Business Rateable Value 31 March 2016	£157,360,557
	(£170,659,970 31 March 2015)

Rateable Values are externally assessed on a five yearly national basis by the Valuation Office.

Business Rate Multiplier - Standard	49.3p (48.2p 2014/15)
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Business Rate Multiplier - Small Business	48.0p (47.1p 2014/15)
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(A property with a rateable value below £18,000)

## 3 Council Tax

The Council's tax base for 2015/16 was 42,695. This is the number of chargeable dwellings in each valuation band (adjusted for dwellings where discounts apply) converted to an equivalent number of band D dwellings.

## NOTES TO THE COLLECTION FUND

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This was calculated as follows:-

<b>Band</b>	<b>Actual Number of Properties</b>	<b>Estimated Number of Taxable Properties after effect of discounts &amp; exemptions</b>	<b>Ratio</b>	<b>Band D Equivalent Dwellings</b>
A (Disabled)	0	5	5/9 <sup>ths</sup>	3
A	1,704	1,417	6/9 <sup>ths</sup>	945
B	4,328	3,614	7/9 <sup>ths</sup>	2,811
C	17,628	15,745	8/9 <sup>ths</sup>	13,996
D	9,178	8,497	9/9 <sup>ths</sup>	8,497
E	7,836	7,373	11/9 <sup>ths</sup>	9,011
F	4,793	4,607	13/9 <sup>ths</sup>	6,654
G	2,234	2,161	15/9 <sup>ths</sup>	3,601
H	262	233	18/9 <sup>ths</sup>	466
	<b>47,963</b>			<b>45,984</b>
		<b>Less allowance for losses on collection</b>		(345)
		<b>Less allowance for Council Tax Reduction Scheme</b>		(3,512)
		<b>Add contributions in lieu from the Ministry of Defence</b>		256
		<b>Add allowance for new properties</b>		312
		<b>Council Tax Base</b>		<b>42,695</b>

### 4 Collection Fund Surplus / Deficit

A surplus of £0.024m has been achieved on the Collection Fund, broken down into a £0.064m deficit on Council Tax (a £0.150m deficit in 2014/15) and a £0.088m surplus on Business Rates (a £24.400m deficit in 2014/15). The balance of the Fund carried forward is a £11.852m deficit.

<b>Share of Surplus / (Deficit)</b>	<b>Opening Balance</b>	<b>Council Tax</b>	<b>Business Rates</b>	<b>Closing Balance</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
Bracknell Forest Council <sup>1</sup>	(5,600)	(54)	43	(5,611)
Central Government	(6,252)	0	44	(6,208)
Police & Crime Commissioner	73	(7)	0	66
Royal Berkshire Fire Authority	(97)	(3)	1	(99)
<b>Total</b>	<b>(11,876)</b>	<b>(64)</b>	<b>88</b>	<b>(11,852)</b>

<sup>1</sup>The deficit on the Business Rates element of the Collection Fund will be met from the Business Rates Equalisation Reserve.

# **GLOSSARY**

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## **ACCRUALS**

The concept that income and expenditure are recognised when goods or services are provided, and not when cash is transferred.

## **ACTUARIAL GAINS AND LOSSES**

For a defined benefit pension scheme, the changes in actuarial deficits or surpluses that arise because:

- a) events have not coincided with the actuarial assumptions made for the last valuation (experience gains and losses) or
- b) the actuarial assumptions have changed.

## **AMORTISATION**

A charge to revenue to reflect the consumption or use of an intangible asset over its useful economic life. There is a corresponding reduction in the value of the asset.

## **ASSET**

An item having value in monetary terms. Assets are defined as current or non-current.

- A current asset will be consumed or cease to have value within the next financial year, e.g. stock and debtors.
- A non-current asset provides benefits to the Council and to the services that it provides for a period of greater than one year.

## **BUDGET**

A forecast of net revenue and capital expenditure over the accounting period.

## **BUSINESS RATES TARIFF**

Central government calculates a funding level for every council each financial year. Should a council expect to receive more in non-domestic rates than its funding level then a tariff payment is made to Central Government.

## **BUSINESS RATES LEVY**

Levies are charges on councils that experience “growth” and pay a tariff. “Growth” for levy purposes occurs when a council’s Business Rates revenue increases faster than its funding level (which will increase with RPI). The levy limits the percentage increase in funding for a council so that it is no more than the percentage increase in Business Rates.

## **CAPITAL CHARGE**

A notional charge to service revenue accounts to reflect the cost of non-current assets used in the provision of services. The main elements are depreciation, amortisation and the revenue impact of downward revaluations.

## **CAPITAL EXPENDITURE**

Expenditure on the acquisition, creation or enhancement of a non-current asset which will be used beyond the current accounting period.

## **CAPITAL FINANCING REQUIREMENT**

This represents the Council’s underlying need to borrow for capital purposes. The capital financing requirement will increase whenever capital expenditure is incurred and not resourced immediately from usable capital receipts, capital grants/contributions or revenue funding.

## **CAPITAL RECEIPTS**

The proceeds from the disposal of non-current assets.

# **GLOSSARY**

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## **COMMUNITY ASSETS**

Assets that the Council intends to hold in perpetuity, that have no determinable useful life, and that may have restrictions on their disposal. Parks are examples of community assets.

## **COMMUNITY INFRASTRUCTURE LEVY**

A levy charged on most new developments in the Borough with appropriate planning consent, which will be spent on infrastructure (such as transport, schools and social care facilities).

## **CONSISTENCY**

The concept that the accounting treatment of like items within an accounting period and from one period to the next is the same.

## **CONSUMER PRICE INDEX (CPI)**

A measure of inflation published monthly by the Office for National Statistics that measures the change in the cost of a basket of retail goods and services. Unlike the Retail Price Index (RPI), the CPI takes the geometric mean of prices to aggregate items at the lowest levels, instead of the arithmetic mean and excludes mortgage interest payments.

## **CONTINGENT RENT**

Contingent rent is the difference between the original rent and the revised rent following a rent review.

## **CONTINGENCY**

A condition which exists at the balance sheet date, where the outcome will be confirmed only on the occurrence or non-occurrence of one or more uncertain future events. There can be Contingent Liabilities for uncertain items of expenditure and Contingent Assets for uncertain items of income.

## **CORPORATE AND DEMOCRATIC CORE**

The corporate and democratic core comprises all activities which local authorities engage in specifically because they are elected, multi-purpose authorities e.g. Members Allowances. 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 local basis for apportioning these costs to services.

## **CREDITOR**

Amounts owed by the Council to an individual or company at the end of the accounting period.

## **CURRENT SERVICE COST (PENSIONS)**

The increase in the present value of defined benefit pension scheme liabilities expected to arise from employee service in the current period.

## **CURRENT VALUE**

The Current Value of Property, Plant and Equipment used to support service delivery will be based on existing use where there is an active market or Depreciated Replacement Cost where assets are specialised or rarely sold (for example a school).

## **CURTAILMENT**

A curtailment happens when a council significantly reduces the number of employees covered by a defined benefit pension plan and may arise as a result of an isolated event such as the closing of a part of a council, discontinuance of an operation or termination or suspension of a plan.

# **GLOSSARY**

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## **DEBTOR**

Amounts owed to the Council by an individual or company at the end of the accounting period.

## **DEFINED BENEFIT SCHEME**

A pension or other retirement benefit scheme other than a defined contribution scheme. Usually, the scheme rules define the benefits independently of the contributions payable, and the benefits are not directly related to the investments of the scheme. The scheme may be funded or unfunded (including notionally funded).

## **DEFINED CONTRIBUTION SCHEME**

A pension or other retirement benefit scheme into which an employer pays regular contributions fixed as an amount or as a percentage of pay and will have no legal or constructive obligation to pay further contributions if the scheme does not have sufficient assets to pay all employee benefits relating to employee service in the current and prior periods.

## **DEPRECIATION**

A charge to revenue to reflect the consumption of a property, plant or equipment asset over its useful economic life. There is a corresponding reduction in the value of the asset.

## **DEPRECIATED REPLACEMENT COST**

The current cost of replacing an asset, based on a modern equivalent asset less deductions for physical deterioration.

## **DISCRETIONARY BENEFITS**

Retirement benefits which the employer has no legal, contractual or constructive obligation to award and which are awarded under the Council's discretionary powers, such as The Local Government (Discretionary Payments) Regulations 1996, the Local Government (Discretionary Payments and Injury Benefits)(Scotland) Regulations 1998, or The Local Government (Discretionary Payments) Regulations (Northern Ireland) 2001.

## **EXCEPTIONAL ITEMS**

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.

## **FAIR VALUE**

The Fair Value of an asset is the amount for which it could be exchanged between knowledgeable, willing parties in an arms length transaction.

## **FINANCIAL INSTRUMENTS**

Any contract that gives rise to a financial asset of one entity and a financial liability or equity instrument of another. The term financial instrument covers both financial assets and financial liabilities.

## **FINANCE LEASE**

A lease that transfers substantially all of the risks and rewards of ownership of a fixed asset to the lessee.

## **GOVERNMENT GRANTS**

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

# **GLOSSARY**

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## **HERITAGE ASSETS**

Heritage Assets are assets that are intended to be preserved in trust for future generations because of their cultural, environmental or historical associations.

## **IMPAIRMENT OF ASSETS**

Impairment is caused by the consumption of economic benefits e.g. physical damage to an asset, a fall in prices specific to an asset or bad debt and requires the value of an asset to be adjusted downwards.

## **INFRASTRUCTURE ASSETS**

Assets that are recoverable only by continued use of the asset created. Examples of infrastructure assets are highways and footpaths.

## **INTANGIBLE FIXED ASSETS**

Intangible fixed assets are defined as non-financial assets that do not have physical substance but are identifiable and controlled by the entity through custody or legal right. Examples are: scientific or technical knowledge in order to produce new or improved materials, copyright, intellectual property rights and computer software licences.

## **INVENTORIES**

The amount of unused or unconsumed materials and supplies held in expectation of future use. 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. Inventories comprise the following categories:

- goods or other assets purchased for resale;
- consumable stores;
- raw materials and components purchased for incorporation into products for sale; and
- finished goods.

## **INVESTMENT PROPERTY**

Investment Property comprises land and buildings held solely to earn rentals and/or for capital appreciation.

## **INVESTMENTS (NON-PENSIONS FUND)**

A long term investment is an investment that is intended to be held for use on a continuing basis in the activities of the Council. Investments should be so classified only where an intention to hold the investment for the long term can clearly be demonstrated or where there are restrictions as to the investor's ability to dispose of the investment.

Investments, other than those in relation to the pensions fund, that do not meet the above criteria should be classified as current assets.

## **INVESTMENTS (PENSIONS FUND)**

The investments of the Pensions Fund will be accounted for in the statements of that Fund. However authorities` are also required to disclose the attributable share of pension scheme assets associated with their underlying obligations.

## **LARGE SCALE VOLUNTARY TRANSFER (LSVT)**

The voluntary transfer of public sector housing to other bodies, usually to a Registered Social Landlord.

# **GLOSSARY**

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## **MARKET VALUE**

The estimated amount for which a property should exchange on the date of valuation between knowledgeable willing parties in an arm's-length transaction based on its highest and best use.

## **MINIMUM REVENUE PROVISION (MRP)**

The statutory minimum amount which is charged to revenue to provide for the repayment of debt.

## **NET BOOK VALUE**

The amount at which fixed assets are included in the balance sheet, i.e. their historical cost or Current Value less the cumulative amounts provided for depreciation and any impairments.

## **NET INTEREST COST ON THE NET DEFINED BENEFIT PENSION LIABILITY**

For a defined benefit scheme, the change in the net liability during the period because the benefits are one period closer to settlement.

## **NON DISTRIBUTED COSTS**

These are overheads for which no user benefits and should not be apportioned to services.

## **OPERATING LEASES**

A lease where the risks and rewards of ownership of the asset remains with the lessor.

## **PAST SERVICE COST**

For a defined benefit scheme, the change in the present value of the scheme liabilities related to employee service in prior periods arising in the current period as a result of the introduction of, or changes to, retirement benefits or a curtailment.

## **PENSIONS / IAS 19**

The requirements of International Accounting Standard 19 "Employee Benefits" is based on a simple principle – that an organisation should account for retirement benefits when it is committed to give them, even if the actual giving will be many years into the future. The important accounting distinction for pension schemes is whether they are "defined contribution" or "defined benefit".

## **PRIVATE FINANCE INITIATIVE (PFI)**

A Central Government initiative which aims to increase the level of funding available for public services by attracting private sources of finance.

## **POST BALANCE SHEET EVENTS**

Events that occur between the balance sheet date and the date when the Statement of Accounts is authorised for issue.

## **PRIOR PERIOD ADJUSTMENT**

A prior period adjustment is the material adjustment applicable to prior year figures arising from changes in accounting policies or from the correction of material errors. They do not include normal recurring correction or adjustments to accounting estimates made in prior years.

## **PROJECTED UNIT METHOD**

An assessment of the future payments that will be made in relation to retirement benefits earned to date by employees, based on assumptions about mortality rates, employee turnover rates, and projections of projected earnings for current employees.

# **GLOSSARY**

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## **PRUDENCE**

The concept that revenue is not anticipated but is recognised only when realised in the form either of cash or of other assets the ultimate cash realisation of which can be assessed with reasonable certainty.

## **RELATED PARTIES**

Two or more parties are related parties when at any time during the financial period:

- one party has direct or indirect control of the other party; or
- the parties are subject to common control from the same sources; or
- one party has influence over the financial and operational policies of the other party to an extent that the other party might be inhibited from pursuing at all times its own separate interest; or
- the parties, in entering a transaction, are subject to influence from the same source to such an extent that one of the parties to the transaction has subordinated its own separate interests.

## **REMEASUREMENTS OF THE NET DEFINED BENEFIT PENSION LIABILITY**

Comprised of actuarial gains and losses and any return on plan assets not already included in the net interest calculation.

## **RETIREMENT BENEFITS**

All forms of consideration given by an employer 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.

## **REVALUATION DECREASE**

A downward movement in the current or Fair Value of an asset resulting from a general fall in prices at the time of valuation.

## **REVENUE EXPENDITURE FUNDED FROM CAPITAL UNDER STATUTE**

Expenditure which may properly be deferred, but which does not result in, or remain matched with a long term asset and is written out to revenue in the year it is incurred, e.g. home improvement grants.

## **SCHEME LIABILITIES**

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

## **SECTION 106**

Monies received from developers under section 106 of the Town & Country Planning Act 1990, as a contribution towards the cost of providing facilities and infrastructure which may be required as a result of their development.

## **SERVICE REPORTING CODE OF PRACTICE FOR LOCAL AUTHORITIES (SeRCOP)**

The code contains a standard definition of services and total cost to ensure consistency between local authorities for reporting and comparison purposes.

## **GLOSSARY**

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### **TOTAL COST**

The total cost of a service or activity includes all costs which relate to the provision of the service (directly or bought in) or to the undertaking of the activity. Gross total cost includes employee costs, expenditure relating to premises and transport, supplies and services, third party payments, transfer payments, support services and capital charges. This includes an appropriate share of all support services and overheads, which need to be apportioned.

### **USEFUL LIFE**

The period over which the Council will derive benefits from the use of a non-current asset.

### **VESTED RIGHTS**

In relation to a defined benefit pension scheme, these are:

- a) for active members, benefits to which they would unconditionally be entitled on leaving the scheme;
- b) for deferred pensioners, their preserved benefits;
- c) for pensioners, pensions to which they are entitled.

Vested rights include where appropriate the related benefits for spouses or other dependants.

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## Letter of Representation – To Follow

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**TO: GOVERNANCE & AUDIT COMMITTEE - 21 September 2016  
COUNCIL - 30 November 2016**

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**REVIEW OF CONSTITUTION –STANDARDS FRAMEWORK**  
**Director of Corporate Services –Borough Solicitor**

**1 PURPOSE OF REPORT**

- 1.1 The report recommends changes to the Constitution relating to the Council's Standards Framework for approval by Council.

**2 RECOMMENDATION(S)**

- 2.1 It is **RECOMMENDED** that Full Council
- Agree to the dissolution of the Standards Committee and to the adoption of revised terms of reference of the Governance & Audit Committee to include consideration of Standards issues as set out in **Appendix A**
  - Approve the procedure for dealing with Councillor Code of Conduct complaints as set out in **Appendix B**
  - Approve the procedure for dealing with dispensation requests by Councillors who would otherwise be prevented from participating at meetings of the Council, Executive or Committee due to the existence of an Affected or Disclosable Pecuniary Interest as set out in **Appendix C**
  - Delegate to the Borough Solicitor the authority to make appropriate amendments to the constitution so as to give effect to its decisions in respect of (a), (b) and(c) above
  - Appoint David St John to fill the Independent Member vacancy on the Governance & Audit Committee arising from the resignation of the previous incumbent

**3 REASONS FOR RECOMMENDATIONS**

- 3.1 The current Standards Framework dates from the Localism Act 2011. The intervening period has enabled the Council to gather local and national data on the operation of the Code, review its own internal arrangements and identify areas for improvement.
- 3.2 A Standards Framework Working Group was set up in May 2016 chaired by Councillor Iain McCracken with the following Terms of Reference:

*"To review the effectiveness of the Standards Framework for Councillors currently operating in Bracknell Forest Council, having regard to:*

- *Local and national experience*
- *The role and desirability of a Standards Committee*

- *The effectiveness of available sanctions*
  - *The Councillor Code of Conduct”*
- 3.3 The Working Group met on three occasions between May and July 2016. It considered a report from the Borough Solicitor setting out proposals for changes to the Standards Framework which were agreed subject to a number of amendments at its final meeting on 6 July 2016
- 3.4 Recommendation (e) has been added to the list of recommendations for Council due to the resignation of the Independent Member of the Governance & Audit Committee

#### **4 ALTERNATIVE OPTIONS CONSIDERED**

- 4.1 None. Section 37 of the Local Government Act requires the Council to keep its Constitution under review.

#### **5 SUPPORTING INFORMATION**

##### **Standards Committee**

- 5.1 The current Standards Committee terms of reference are;

1. *To advise the Council on promoting and maintaining high standards of conduct by the Members and co-opted Members of the Council*
2. *To consider allegations of misconduct against Members of the Council, meaning a breach of the Council’s code of conduct or any code or protocol adopted by the Council, and advise the Governance and Audit Committee as to whether any such allegation should be upheld, and if so, what the sanction should be.*
3. - *To assist Members and co-opted Members of the Council to observe the Codes of Conduct*  
*-The adoption and revision of its Codes of conduct*  
*-The adoption of appropriate protocols governing the ethical standards of the Officers and Members of the Council*
4. *To monitor the operation of the Council’s Code of Conduct*
5. *To advise, train or arrange to train Members and co-opted Members of the Council on matters relating to their Codes of Conduct*

- 5.2 It is proposed that Standards Hearings are conducted before a Panel of Governance and Audit Members (Code of Conduct Panel) including a non voting Independent Member with the Independent Person also being available to further advise the Panel. This is as an alternative to the current procedure which involves an initial “determination” by the Standards Committee which is then recommended for approval by the Governance and Audit Committee. Whilst the current arrangements have the distinct advantage of enabling independent representation in the decision

making process, it is arguably unwieldy in requiring two separate meetings of Members in situations where disputes often require timely disposal.

- 5.3 There is no statutory requirement for the Council to retain a Standards Committee. A consequence of adopting a procedure which culminates in a hearing outside the ambit of the Standards Committee is to throw into doubt the continuing viability of that Committee particularly when having regard to the paucity of business in recent years which has resulted in most scheduled meetings being cancelled. In 2015/16 the committee was only convened on a single occasion to consider the Annual Standards Report and a subsequently rescinded report recommending changes to the Standards Framework. This report therefore recommends the dissolution of the Standards Committee and the transference of its functions to the Governance and Audit Committee.

#### **Procedure for dealing with Code of Conduct complaints**

- 5.4 Local Authorities are required to have in place arrangements for investigating and making decisions on allegations into Code of Conduct breaches. The current Bracknell Forest Council arrangements simply set out the following steps;
- Monitoring Officer receives complaint and consults with Independent Chairman of Standards Committee before deciding whether to investigate, resolve informally or take no action
  - If referred for investigation the Monitoring Officer will seek the views of the Independent Person (“IP”)
  - Where the investigation finds breach of the Code the Monitoring Officer may (following consultation with the IP) seek to resolve the matter to the satisfaction of the complainant or where not appropriate, submit the complaint and investigation report for a full hearing before the Standards Committee
  - The Standards Committee reach a view on whether there has been a breach of the Code and if so what sanctions to impose
  - Available sanctions include censure, recommending removal from committees, Executive, Portfolio responsibilities or outside appointments, withdrawal of facilities and exclusion from Council premises

There have been no Standards Hearings in Bracknell Forest since the introduction of these arrangements in 2012. The present review of the Standards framework provides an opportunity to review the process to align it with member preferences.

**Appendix B** sets out a more detailed procedure for approval which has regard to the following matters not captured in the existing provisions above and which is recommended for approval;

- |   |
|---|
| <ul style="list-style-type: none"> <li>– Timescales within which early stages of the complaint will be dealt with</li> <li>– Requirements for complaints to be in prescribed format</li> <li>– Criteria for responding to complainant requests for confidentiality</li> <li>– Examples of where no action should be taken in response to complaint</li> <li>– Summary of investigation process</li> <li>– An alternative hearing forum for determination of complaints which have been investigated and evidence of failure to comply with Code of Conduct is identified</li> <li>– Update in available range of sanctions to reflect Council’s advice</li> </ul> |
|---|

## **Sanctions**

- 5.5 The current legislation does not provide an express statutory basis for imposing sanctions on Members and in the absence of a national framework as existed previously it is unclear as to what sanctions can be available to local authorities where there have been breaches of their codes.
- 5.6 The sanctions currently available under current Bracknell Forest Council arrangements include censure, recommending removal from committees, Executive, Portfolio responsibilities or outside appointments, withdrawal of facilities and exclusion from Council premises. In the absence of statutory authority to issue stronger sanctions authorities must place greater reliance on a strong ethical culture, trial by media and Group discipline.
- 5.7 In this respect the arrangements proposed in **Appendix B** for the investigation of complaints, whilst recognising the limitations on the scope of permissible sanctions, nonetheless anticipates a level of interaction between those arrangements and Party Group discipline exercised by Party whips in order that where the Group concludes that the Standards process has not permitted a sufficiently robust outcome, it retains the power to take appropriate action pursuant to its own constitutional arrangements.

## **Dispensations**

- 5.8 Prior to the coming into force of the relevant provisions of the Localism Act 2011, dispensations could only be granted by the Standards Committee. The Act extended this power to the Council, a Committee, Sub Committee or an Officer.

The Act also broadened the basis upon which dispensations could be granted to incorporate the following scenarios;

- i. *without the dispensation the number of persons prohibited from participating in the particular business would be so great a proportion of the body transacting the business as to impede the transaction of the business*
  - ii. *without the dispensation the representation of different political groups on the body transacting the business would be so upset as to alter the likely outcome of any vote relating to the business*
  - iii. *in relation to an Executive function, without the dispensation each member of the Executive would be prohibited from participating in the particular business*
  - iv. *granting the dispensation is in the interests of persons living in the authority's area*
  - v. *it is otherwise appropriate to grant a dispensation*
- 5.9 On 25 April 2012 the Council agreed that dispensations in respect of scenarios (i) to (iii) may be granted by the Monitoring Officer in consultation with the Chairman of the Standards Committee but that decisions relating to (iv) and (v) due to their subjective nature, should be reserved to the Governance and Audit Committee. It was however considered by the Standards Committee at its meeting in February 2016 that due to the tight timeframes involved between a Councillor becoming aware of an Interest and the meeting at which the interest would otherwise need to be declared, determination by a Governance and Audit Committee would be impracticable. It is therefore proposed that such determinations are made by the Monitoring Officer in consultation with the Chair or Vice Chair of the Governance and Audit Committee

**Appendix C** sets out a procedure for the granting of dispensations for inclusion within the Councillor Code of Conduct to reflect the above.

## **6 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS**

### Borough Solicitor

- 6.1 The Borough Solicitor is the author of this report

### Borough Treasurer

- 6.2 There are no financial implications arising from this report

### Equalities Impact Assessment

- 6.3 N/A

## **7 CONSULTATION**

### Principal Groups Consulted

- 7.1 Corporate Management Team,  
Governance and Audit Committee

### Background Papers

Review of Effectiveness of BFC Standards Regime and Recommendations for Change-  
Discussion paper for Standards Working Group Meeting –June 2016

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## APPENDIX A

### **Governance & Audit Committee –Revised Terms of Reference**

#### **Amended Part 2/Section 4 paragraph 2.6 as follows**

##### **2.6 Standards Committee Framework**

1. To advise the Council on promoting and maintaining high standards of conduct by the Members and co-opted Members of the Council
2. To convene Panels to be known as Code of Conduct Panels to consider allegations of misconduct against Members (and Co-opted Members) of the Council, ~~meaning a breach of pursuant to the Council's Code of Conduct or of any code or protocol adopted by the Council, and to impose appropriate sanctions in the case of a breach being found~~ and advise the Governance and Audit Committee as to whether any such allegation should be upheld and if so what the sanction should be. ~~Each Panel to comprise three councillors drawn from the Governance & Audit Committee based on their availability, and one nonvoting co-opted member who is not a Borough councillor~~
3. (a) To assist Members and co-opted Members of the Council to observe the Codes of Conduct  
(b) the adoption and revision of its Codes of Conduct  
(c) the adoption of appropriate protocols governing the ethical standards of the Members and Officers of the Council
4. To monitor the operation of the Council's Codes of Conduct
5. To advise, train or arrange to train Members and co-opted Members of the Council on matters relating to their Codes of Conduct

[Part 1/Section 6 of the Constitution setting out composition, roles and functions of the Standards Committee to be deleted in its entirety]

## APPENDIX B

### **BRACKNELL FOREST BOROUGH COUNCIL** **RECOMMENDED ARRANGEMENTS FOR DEALING WITH COUNCILLOR CODE OF** **CONDUCT COMPLAINTS**

#### **1. Context**

- 1.1 These 'Arrangements' set out how a complaint may be made that an elected or co-opted member of this Council has failed to comply with the Council's Code of Conduct, and sets out how the Council will deal with allegations of a failure to comply with that Code of Conduct.
- 1.2 Under sections 28(6) and (7) of the Localism Act 2011, the Council must have in place 'arrangements' under which allegations that a member or co-opted Member of the Council, or of a committee or sub-committee of the Council, has failed to comply with its Code of Conduct can be investigated and decisions made on such allegations.
- 1.3 Such arrangements must provide for the Council to appoint at least one Independent Person, whose views must be sought by the Council before it takes a decision on an allegation which it has decided shall be investigated, and whose views can be sought by the Council at any other stage, or by a member against whom an allegation has been made.

#### **2. The Code of Conduct**

- 2.1 The Council has adopted a Code of Conduct for Members, which is available for inspection on its web site

#### **3. Making a complaint**

- 3.1 Complaints alleging that a member has breached the Code of Conduct must be in writing stating the paragraph of the Code that it is alleged the member has not complied with and explaining the circumstances of the non-compliance. The complainant must complete the Council's complaint form which is available on the Council's web site at [www.bracknell-forest.gov.uk](http://www.bracknell-forest.gov.uk)
- 3.2 Where a complaint is received orally or by email the complainant will be advised to complete the complaint form. If necessary, assistance will be provided or arrangements made to enable the complainant to complete the complaint form.
- 3.3 The complainant must provide us with their name and a contact address or email address, so that we can acknowledge receipt of the complaint and keep them informed of its progress. If they wish to keep their name and address confidential, they must indicate this in the space provided on the complaint form, in which case we will not disclose it to the member against whom the complaint has been made without

their prior consent. However there may be exceptions, such as those outlined in paragraph 3.7 below. A request from a complainant for confidentiality should be supported by reasons. The Council may investigate complaints received anonymously or where the complainant cannot otherwise be identified, where there is a clear public interest in doing so.

- 3.4 The Democratic Services Team will log the complaint and write to the complainant **within five working days** acknowledging receipt of the complaint.
- 3.5 Officers in the Democratic Services Team will check a complaint. If a complaint specifies that it relates to a failure to comply with the Code of Conduct by a member, or it appears that it might relate to a member and a failure to comply with the Code of Conduct, then it will be passed to the Council's Monitoring Officer for further action **within two working days** of its acknowledgement, together with any relevant correspondence with the complainant.
- 3.6 The Monitoring Officer is a senior officer of the Council who has statutory responsibility for maintaining the Register of Members' Interests and who is responsible for administering the system in respect of complaints of member misconduct. The Deputy Monitoring Officer may take the role of the Monitoring Officer if the Monitoring Officer is unable to act.
- 3.7 The Monitoring Officer will normally disclose to the subject member, and where applicable, the Party whip, the details of the complaint, except where such disclosure would be against the public interest or would prejudice any future investigation, or where the complainant has requested confidentiality. If any one of these exceptions applies the Monitoring Officer may only notify the Member of the fact that an allegation has been made and the reasons why details cannot be disclosed. A complainant who has requested confidentiality will be informed if the Monitoring Officer considers that it is necessary to divulge their details to the member so that an investigation can be progressed.

#### **4. Will the complaint be investigated?**

- 4.1 The Monitoring Officer will review every complaint received and, after consultation with the Independent Person, take one of three decisions:
  - i. Take no action
  - ii. Seek to resolve the complaint informally
  - iii. Refer the Complaint for investigation

This decision will normally be taken **within 14 days** of receipt of the complaint. The Monitoring Officer will inform the complainant, the Member, and where applicable, the Party whip, of his decision and the reasons for that decision.

- 4.2 It is likely that no action will be taken where:
  - there is no prima facie evidence that the Code has been breached;
  - taking into account the nature of the allegation, using public funds to examine the matter further would be disproportionate;
  - the complaint appears to be vexatious, politically motivated, tit-for-tat or made by a persistent complainant;
  - the conduct complained about has already been the subject of investigation or enquiry by another public body;

- the same, or substantially the same issue (arising from the same act or omission) has been the subject of a previous Code of Conduct allegation, and there is nothing further to be gained;
- there is not enough information to take the matter further;
- the complaint was made anonymously;
- the complainant has requested that their identity as complainant be withheld from the member, and the matter cannot reasonably be taken further in these circumstances;
- the member has already apologised for the action that was the subject of the complaint, and that is sufficient to dispose of the complaint;
- the complaint is essentially against the action of the Council as a whole and cannot properly be directed against an individual member(s).
- the complaint relates to conduct in a Member's private life and not in their official capacity.

- 4.3 Where the Monitoring Officer requires additional information in order to come to a decision they may seek such information from the complainant, and may request information from the member against whom the complaint is directed.
- 4.4 As indicated in paragraph 4.1 above, in appropriate cases, the Monitoring Officer may seek to resolve the complaint informally, without the need for a formal investigation. Such informal resolution may involve the member accepting that his/her conduct was unacceptable and offering an apology, or other remedial action by the Council. Before seeking such a resolution the Monitoring Officer shall have regard to previous infringements of the Code of Conduct by the Member and may in those circumstances refer the matter to the Code of Conduct Panel for the imposition of an appropriate sanction.
- 4.5 If the complaint identifies criminal conduct or breach of other regulation by any person, the Monitoring Officer has the power to call in the police and other regulatory agencies.

**5. How is the investigation conducted?**

- 5.1 If the Monitoring Officer decides that a complaint merits formal investigation, they will appoint an Investigating Officer, who may be another senior officer of the Council, an officer of another Council or an external investigator. The Monitoring Officer will write to the relevant parties and, where applicable, the Party whip:
- a) informing them that the matter has been referred for investigation;
  - b) if appropriate, advising them who is to be responsible for conducting the investigation;
  - c) advising them how the investigation will be carried out and within what timescale; and
  - d) giving any Member who is the subject of the investigation the opportunity to comment on the complaint made.
- 5.2 The Investigating Officer will decide whether they need to meet or speak to the complainant to understand the nature of the complaint and so that the complainant can explain their understanding of events and suggest what documents the Investigating Officer needs to see, and who the Investigating Officer needs to interview.

- 5.3 The Investigating Officer will normally write to the member against whom the complaint has been made and provide them with a copy of the complaint, and ask the member to provide their explanation of events, and to identify what documents the Investigating Officer needs to see and who he needs to interview. In exceptional cases, where it is appropriate to keep the identity of the complainant confidential or disclosure of details of the complaint to the member might prejudice the investigation, the Monitoring Officer can delete personal details from the papers given to the member, or delay notifying the member until the investigation has progressed sufficiently.
- 5.4 At the end of their investigation, the Investigating Officer will produce a draft report and will send copies of that draft report, in confidence, to the complainant and to the member concerned, to give them both an opportunity to identify any matter in that draft report with which they disagree or which they consider requires more consideration.
- 5.5 Having received and taken account of any comments which may be made on the draft report, the Investigating Officer will send their final report to the Monitoring Officer.

**6. What happens if the Investigating Officer concludes that there is no evidence of a failure to comply with the Code of Conduct?**

- 6.1 The Monitoring Officer will review the Investigating Officer's report and, if he is satisfied that the Investigating Officer's report is sufficient, the Monitoring Officer will write to the complainant, the member concerned, and where applicable, the Party whip notifying them that he/she is satisfied that no further action is required, and give both parties a copy of the Investigating Officer's final report. The findings will be reported to the Council for information, without question or debate, unless the member asks that they be not reported. If the Monitoring Officer is not satisfied that the investigation has been conducted properly, he may ask the Investigating Officer to reconsider his/her report.

**7. What happens if the Investigating Officer concludes that there is evidence of a failure to comply with the Code of Conduct?**

- 7.1 The Monitoring Officer will review the Investigating Officer's report and will then either send the matter for a hearing before a Code of Conduct Panel or, after consulting the Independent Person, seek a resolution.

**Resolution**

- 7.2 The Monitoring Officer may consider that the matter can reasonably be resolved without the need for a hearing. In such a case, they will consult with the Independent Person and with the complainant and seek to agree what is considered to be a fair resolution which also helps to ensure higher standards of conduct in the future. Such resolution may include the member accepting that their conduct was unacceptable and offering an apology, and/or other remedial action by the Council. If the member complies with the suggested resolution, the Monitoring Officer will report the matter to the Governance and Audit Committee for information, but will take no further action. However, if the Monitoring Officer concludes that a resolution cannot be reached at this stage he will refer the matter for a Code of Conduct Panel hearing.

**Hearing**

7.3 If the Monitoring Officer considers that resolution is not appropriate, or the complainant is not satisfied by the proposed resolution, or the member concerned is not prepared to undertake any proposed remedial action, such as giving an apology, then the Monitoring Officer will report the Investigating Officer's report to a Code of Conduct Panel which will conduct a hearing before deciding whether the member has failed to comply with the Code of Conduct and, if so, whether to take any action in respect of the member.

**1. What is the Code of Conduct Panel?**

- 8.1 The Code of Conduct Panel will comprise four members of the Governance and Audit Committee one of whom will be an Independent Member.(Substitution provisions relating to G&A Committee will apply)
- 8.2 The Independent Person will be present at any hearing to advise the Panel
- 8.3 The Monitoring Officer will conduct a 'pre-hearing process', requiring the member to give their response to the Investigating Officer's report, in order to identify what is likely to be agreed and what is likely to be in contention at the hearing, and the Chair of the Code of Conduct Panel may issue directions as to the manner in which the hearing will be conducted.
- 8.4 A member who is the subject of a hearing may be represented by Counsel, by a Solicitor or, with the consent of the Code of Conduct Panel, by any other representative.
- 8.5 If a member who is the subject of a report to the Code of Conduct Panel fails to attend a hearing of which that member has been given notice, the Code of Conduct Panel may:
  - (a) unless it is satisfied that there is sufficient reason for such failure, consider the allegation and make a determination in the absence of that member; or
  - (b) adjourn the hearing to another date.
- 8.6 The Panel may not proceed in the absence of the Independent Member without the prior consent of the Governance & Audit Committee Chairman and the Monitoring Officer

**9. What action can the Code of Conduct Panel take where a member has failed to comply with the Code of Conduct**

9.1 The sanctions which may be imposed upon a Councillor found to be in breach of the Code are;

- The Panel recommending that the Council issue a formal Censure towards the Councillor/Co-opted member eg through a Motion at a Council meeting
- The Panel publishing its decision by issuing a press release
- The Panel reporting findings to Council for inclusion on Council agenda

- The Panel recommending to the Councillor's group leader (or in the case of "ungrouped" members, recommend to Council or to Committees) that he/she be removed from any or all committees or sub-committees
- The Panel recommending to the Leader of the Council that the Councillor be removed from the Executive, or removed from particular portfolio responsibilities
- The Panel recommending that the Councillor be removed from any or all outside appointments to which he/she has been appointed or nominated by the Leader of the Council
- The Panel Instructing the Monitoring Officer to arrange appropriate training
- The Panel requiring the Councillor/Co-opted Member to issue a written apology to the complainant in an open letter
- The Panel referring the matter to the party whip in order that the Political group may consider what action to take under its own procedures

9.2 The Code of Conduct Panel has no power to suspend or disqualify the member or to withdraw the member's allowance.

## **10. What happens at the end of the hearing?**

- 10.1 At the end of the hearing, the Chair will state the decision of the Code of Conduct Panel as to whether the member failed to comply with the Code of Conduct and as to any actions which the Code of Conduct Panel resolves to take.
- 10.2 As soon as reasonably practicable thereafter, the Monitoring Officer will prepare a formal decision notice, in consultation with the Chair of the Code of Conduct Panel, and send a copy to the complainant, the member, and where applicable, the Party whip. The Monitoring Officer will make that decision notice available for public inspection and report the decision to the next convenient meeting of the Governance and Audit Committee.

## **11. Withdrawal of complaint**

- 11.1 The complainant can request, but there is no right, to withdraw a complaint and it is for the Monitoring Officer in any particular case to consider and decide whether or not to agree to a withdrawal. When making a decision the Monitoring Officer will give due consideration to such matters as:
- a) Whether there are identifiable underlying reasons for the withdrawal request;

- b) Whether the public interest in taking action on a complaint outweighs the reasons behind the complainant's withdrawal request; and
  - c) Whether the complaint can be adequately investigated without the complainant's participation.
- 11.2 The Party whip will, where applicable, be notified by the Monitoring Officer prior to a decision being taken to agree to a withdrawal of the complaint.

**12. Revision of these arrangements**

- 12.1 The Council may by resolution agree to amend these arrangements, and the Chair of the Code of Conduct Panel may depart from these arrangements where they consider that it is expedient to do so in order to secure the effective and fair consideration of any matter.

**13. Appeals**

- 13.1 There is no right of appeal for the complainant or for the member against a decision of the Monitoring Officer or the Code of Conduct Panel.
- 13.2 If either party feels that the Council has failed to deal with the complaint properly, they may make a complaint to the Local Government Ombudsman

## **Code of Conduct Panel Hearing Procedure**

### **1. Pre Hearing Procedure**

- 1.1 In order to allow the hearing to proceed fairly and efficiently, the Monitoring Officer may in appropriate cases use a pre -hearing procedure to:
  - (a) Identify which facts in the investigation report are agreed and which are in dispute;
  - (b) Determine whether any fresh evidence not mentioned in the investigation report may be put before the hearing;
  - (c) Determine whether documentary evidence which a party wishes to put before the hearing is admissible;
  - (d) Establish whether the parties intend to attend; whether the parties intend to be represented in accordance with paragraph 2 and, if so, by whom; and the number and identity of witnesses to be called;
  - (e) Determine whether the whole or any part of the hearing should be held in private;
  - (f) Determine whether the whole or any part of the investigation report or other relevant documents should be withheld from the public.
- 1.2 The Monitoring Officer will notify the parties of the date, time and place for the hearing.

### **2. Rules of procedure**

- 2.1 The Code of Conduct Panel consists of the Members of the Governance and Audit Committee.
- 2.2 The quorum for a meeting of the Hearing Panel is three.
- 2.3 The Independent Person's views must be sought and taken into consideration before the Code of Conduct Panel takes any decision on whether the Subject Member's conduct constitutes a failure to comply with the Code of Conduct and as to any sanction to be taken following a finding of failure to comply with the Code of Conduct. The Independent Person should normally be present throughout the hearing (but not during the deliberations of the Panel in private) but in the event that this is not possible, may instead submit their views on the complaint to the Panel in writing.
- 2.4 The legal requirements for publishing agendas, minutes and calling meetings, will apply to the Code of Conduct Panel. The hearing will be held in public no earlier than 14 working days after the Monitoring Officer has copied the Investigating Officer's final report to the complainant and the Subject Member. Schedule 12A Local Government Act 1972 (as amended) will be applied to exclude the public and press from meetings of the Code of Conduct Panel where it is likely that confidential or exempt information will be disclosed.

- 2.5 All matters/issues before the Code of Conduct Panel will be decided by a simple majority of votes cast, with the Chairman having a second or casting vote.
- 2.7 Where the Subject Member fails to attend the Panel and where the Panel is not satisfied with their explanation for their absence from the hearing, it may in the first instance, have regard to any written representations submitted by the Subject Member and may resolve to proceed with the hearing in the Subject Member's absence and make a determination or, if satisfied with the Subject Member's reasons for not attending the hearing, adjourn the hearing to another date. The Panel may resolve in exceptional circumstances, that it will proceed with the hearing on the basis that it is in the public interest to hear the allegations expeditiously.

### **3. Right to be accompanied by a representative**

The Subject Member may choose to be accompanied and/or represented at the Code of Conduct Panel by a fellow councillor, friend or colleague.

### **4. The conduct of the hearing**

- 4.1 Subject to paragraph 4.2 below, the order of business will be as follows:
- (a) elect a Chairman;
  - (b) apologies for absence;
  - (c) declarations of interests;
  - (d) in the absence of the Subject Member, consideration as to whether to adjourn or to proceed with the hearing
  - (e) introduction by the Chairman, of members of the Panel, the Independent Person, Monitoring Officer, Investigating Officer, legal advisor, complainant and the Subject Member and their representative;
  - (f) to receive representations from the Monitoring Officer and/or Subject Member as to whether any part of the hearing should be held in private and/or whether any documents (or parts thereof) should be withheld from the public/press;
  - (g) to determine whether the public/press are to be excluded from any part of the meeting and/or whether any documents (or parts thereof) should be withheld from the public/press.
- 4.2 The Chairman may exercise their discretion and amend the order of business, where they consider that it is expedient to do so in order to secure the effective and fair consideration of any matter.
- 4.3 The Code of Conduct Panel may adjourn the hearing at any time.

#### **4.4 Presentation of the complaint**

- (a) The Monitoring Officer, legal advisor or chairman may each make an introductory statement outlining the nature of the complaint and the purpose of the hearing, and the procedure to be followed.
- (b) The Investigating Officer presents their report including any documentary evidence or other material and calls their witnesses. No new points will be permitted;
- (c) The Subject Member or their representative may question the Investigating Officer and any witnesses called by the Investigating Officer;
- (d) The Panel may question the Investigating Officer upon the content of their report and any witnesses called by the Investigating Officer.

#### **4.5 Presentation of the Subject Member's case**

- (a) The Subject Member or their representative presents their case and calls their witnesses;
- (b) The Investigating Officer may question the Subject Member and any witnesses called by the Subject Member;
- (c) The Panel may question the Subject Member and any witnesses called by the Subject Member.

#### 4.6 Summing up

- (a) The Investigating Officer sums up the complaint;
- (b) The Subject Member or their representative sums up their case.

#### 4.7 Views/Submissions of the Independent Person

The Chairman will invite the Independent Person to express their view on whether or not they consider that on the facts presented to the Panel, there has been a breach of the Code of Conduct.

#### 4.8 Deliberations of the Code of Conduct Panel

##### **Deliberation in private**

- (a) The Code of Conduct Panel will adjourn the hearing and deliberate in private (assisted on matters of law by a legal advisor) to consider whether or not, on the facts found, the Subject Member has failed to comply with the Code of Conduct.
- (b) The Panel may at any time come out of private session and reconvene the hearing in public, in order to seek additional evidence from the Investigating Officer, the Subject Member or the witnesses. If further information to assist the Panel cannot be presented, then the Panel may adjourn the hearing and issue directions as to the additional evidence required and from whom.

#### 4.9 **Announcing decision on facts found**

- (a) The Code of Conduct Panel will reconvene the hearing in public and the Chairman will announce whether or not on the facts found, the Panel considers that there has been a breach of the Code of Conduct
- (b) Where the Panel finds that there has been a breach of the Code of Conduct, the Chairman will invite the Independent Person, the Subject Member and the Monitoring Officer to make their representations as to whether or not any sanctions should be applied and, if so, what form they should take.
- (c) When deciding whether to apply one or more sanctions, the Panel will ensure that the application of any sanction is reasonable and proportionate to the Subject Member's behaviour. The Panel will consider the following questions along with any other relevant circumstances or other factors specific to the local environment:

-What was the Subject Member's intention and did they know that they were failing to follow the Council's Code of Conduct?

-Did the Subject Member receive advice from officers before the incident and was that advice acted on in good faith?

-Has there been a breach of trust?

- Has there been financial impropriety, e.g. improper expense claims or procedural irregularities?
- What was the result/impact of failing to follow the Council's Code of Conduct?
- How serious was the incident?
- Does the Subject Member accept that they were at fault?
- Did the Subject Member apologise to the relevant persons?
- Has the Subject Member previously been reprimanded or warned for similar misconduct?
- Has the Subject Member previously breached of the Council's Code of Conduct?
- Is there likely to be a repetition of the incident?

(d) Having heard the representations of the Independent Person, the Subject Member and the Monitoring Officer on the application of sanctions, the Panel will adjourn and deliberate in private.

#### **4.10 Formal Announcement of Decision**

- (a) Where the complaint has a number of aspects, the Code of Conduct Panel may reach a finding, apply a sanction and/or make a recommendation on each aspect separately.
- (b) The Panel will make its decision on the balance of probabilities, based on the evidence before it during the hearing.
- (c) Having taken into account the representations of the Independent Person, the Subject Member and the Monitoring Officer's on the application of sanctions, the Panel will reconvene the hearing in public and the Chairman will announce:
  - the Panel's decision as to whether or not the Subject Member has failed to comply with the Code of Conduct, and the principal reasons for the decision;
  - the sanctions (if any) to be applied;
  - the recommendations (if any) to be made to the Council or Monitoring Officer;
  - that there is no right of appeal against the Panel's decision and/or recommendations.

#### **5. Range of possible sanctions**

- The range of possible sanctions are as follows:

- The Panel recommending that the Council issue a formal Censure towards the Councillor/Co-opted member eg through a Motion at a Council meeting
- The Panel publishing its decision by issuing a press release
- The Panel reporting findings to Council for inclusion on Council agenda
- The Panel recommending to the Councillor's group leader (or in the case of "ungrouped" members, recommend to Council or to Committees) that he/she be removed from any or all committees or sub-committees

## Unrestricted

- The Panel recommending to the Leader of the Council that the Councillor be removed from the Executive, or removed from particular portfolio responsibilities
- The Panel recommending that the Councillor be removed from any or all outside appointments to which he/she has been appointed or nominated by the Leader of the Council
- The Panel Instructing the Monitoring Officer to arrange appropriate training
- The Panel requiring the Councillor/Co-opted Member to issue a written apology to the complainant in an open letter
- The Panel referring the matter to the party whip in order that the Political group may consider what action to take under its own procedures

- The Code of Conduct Panel has no power to suspend or disqualify the Subject Member or to withdraw basic or special responsibility allowances.
- The Panel may specify that any sanction take effect immediately or take effect at a later date and that the sanction be time limited.

**APPENDIX C**

**Procedure for the Granting of Dispensations**

**1      Introduction**

- 1.1    This guide explains:-
- (a)     The purpose and effect of dispensations
  - (b)     The procedure for requesting dispensations
  - (c)     The criteria which are applied in determining dispensation requests the terms of dispensations.

**2      Purpose and effect of dispensations**

- 2.1    In certain circumstances Councillors may be granted a dispensation which enables them to take part in Council business where this would otherwise be prohibited under the Code of Conduct or by law. (ie where they have a Disclosable Pecuniary Interest or Affected Interest). If Councillors act within the terms of their dispensation there is deemed to be no breach of the Code of Conduct or the law.

**3      Process for making requests**

- 3.1    Any Councillor who wishes to apply for a dispensation must fully complete the attached form and submit it to the Monitoring Officer at least 3 working days before the meeting for which the dispensation is required. Applications may be accepted within a shorter period in exceptional circumstances.
- 3.2    In order to avoid delay Councillors must ensure that they give full details of the grounds for their request and submit it to the Monitoring Officer as soon as they become aware that a dispensation is necessary.
- 3.3    A request for dispensation must be made on an individual basis. Group applications are not permitted.

**4      Consideration by the Monitoring Officer in consultation with the Chair of the Governance & Audit Committee**

- 4.1    The Monitoring Officer will consider requests for a dispensation having regard to the criteria set out in paragraph 5.

- 4.2 The Monitoring Officer, after consultation with the Chairman, or in their absence the Vice Chairman of the Committee, may grant a dispensation if they consider that either;
- (a) Without the dispensation the number of persons prohibited from participating in any particular business would be so great a proportion of the body transacting the business as to impede the transaction of the business (i.e. the meeting would be inquorate);
  - (b) Without the dispensation the representation of different political groups on the body transacting any particular business would be so upset as to alter the likely outcome of any vote and;
  - (c) Without the dispensation each member of the Council's Executive would be prohibited from participating in any particular business to be transacted by the Council's Executive.
- (d) Granting a dispensation is in the interests of persons living in the Authority's area;  
or
- (e) It is otherwise appropriate to grant a dispensation.

4.3 The terms of any dispensation shall be in accordance with paragraph 6.

4.4 The Monitoring Officer will notify the Councillor of their decision and reasons in writing at the earliest opportunity.

## **5 Criteria for determination of requests**

- 5.1 In reaching a decision on a request for a dispensation the Monitoring Officer will take into account:
- (a) The nature of the Councillor's Disclosable Pecuniary interest or Affected Interest
  - (b) The need to maintain public confidence in the conduct of the Council's business
  - (c) The possible outcome of the proposed vote

- (d) The need for efficient and effective conduct of the Council's business
- (e) Any other relevant circumstances.

## **6 Terms of dispensations**

6.1 Dispensations may be granted:

- (a) For one meeting; or
- (b) For a period not exceeding 4 years.

6.2 Dispensations may allow the Councillor:

- (a) To participate, or participate further, in any discussion of the matter at the meeting(s); and/or
- (b) To participate in any vote, or further vote, taken on the matter at the meeting(s).

## **7 Disclosure of decision**

7.1 Any Councillor who has been granted a dispensation must declare the nature and existence of the dispensation before the commencement of any business to which it relates.

**BRACKNELL FOREST COUNCIL****Dispensation Request Form**

Please give full details of the following in support of your application for a dispensation.  
You should refer to the accompanying "Procedure for Granting Dispensations"  
If you need any help completing this form please contact the  
Monitoring Officer.

Your name	
Decision-making body in respect of which you require a dispensation	
Details of your membership of that body	
The business for which you require a dispensation (refer to agenda Item number if appropriate)	
Details of your interest in that business	
Date of meeting or time period (up to 4 years) for which dispensation is sought	
Dispensation requested to participate, or participate further, in any discussion of that business by that body	Yes/No

Unrestricted

Dispensation requested to participate in any vote, or further vote, taken on that business by that body	Yes/No
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**TO: GOVERNANCE & AUDIT COMMITTEE - 21 September 2016  
COUNCIL - 30 November 2016**

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**REVIEW OF CONSTITUTION**  
**Director of Corporate Services –Borough Solicitor**

**1 PURPOSE OF REPORT**

- 1.1 The report recommends changes to the Constitution for approval by Council.
  
- 2 It is RECOMMENDED that Council adopt the changes to:**
  
- 2.1 The Delegations of Chief Officer: Planning, Transport and Countryside set out in the Appendix to this report.
  
- 2.2 The Protocol for Members in Dealing with Planning Matters set out in the Appendix to this report.

**3 REASONS FOR RECOMMENDATIONS**

- 3.1 Part 7 of the Constitution requires the Monitoring Officer to monitor and review the operation of the Constitution to ensure that its aims and principles are given full effect. Any changes considered necessary are subject to approval by Council.
  
- 3.2 The changes are recommended following a review of scrutiny procedures for Planning and Enforcement

**4 ALTERNATIVE OPTIONS CONSIDERED**

- 4.1 None. Section 37 of the Local Government Act requires the Council to keep its Constitution under review.

**5 SUPPORTING INFORMATION**

- 5.1 The report covers proposed changes that have been suggested pursuant to a review of procedures for Planning Applications and Enforcement undertaken by Environment, Communities & Culture Overview and Scrutiny Panel and as subsequently endorsed by the Executive.
  
- 5.2 The changes that are proposed to be made to the constitution are shown in the Appendix to this report.
  
- 5.3 The proposed changes recommended by the Overview and Scrutiny Panel and endorsed by Executive, seek to ensure that the planning committee determine applications which have a higher level of public interest; this will ensure the effective use of the committee's time. The other changes seek to ensure that the planning committee determines applications which are made by officers and councillors who

are involved in the planning process at Bracknell Forest. This will ensure that such applications are considered in public with an appropriate level of public scrutiny.

## **6 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS**

### Borough Solicitor

- 6.1 The Borough Solicitor is the author of this report

### Borough Treasurer

- 6.2 There are no financial implications arising from this report

### Equalities Impact Assessment

- 6.3 N/A

## **7 CONSULTATION**

### Principal Groups Consulted

- 7.1 Corporate Management Team,  
Governance and Audit Committee

### Background Papers

Executive response to the report of the Overview & Scrutiny Review of Procedures for Planning Applications and Enforcement (ECC O&S Panel : 5 July 2016)

### Contact for further information

Sanjay Prashar, Corporate Services - 01344 355607  
[sanjay.prashar@bracknell-forest.gov.uk](mailto:sanjay.prashar@bracknell-forest.gov.uk)

**APPENDIX****1. Delegations to officers: Chief Officer: Planning , Transport and Countryside****Amendments****i. Paragraph J.2.b**

*Applications (including applications to vary planning obligations or for a building to be listed but not including applications for Certificate of Lawful Use) attracting valid planning objections before a delegated decision is made, where valid planning objections arise from more than three five households and/or organisations, may only be allowed by the Chief Officer: Planning and Transport and Countryside if he considers it appropriate to do so following reference to the Chairman of the Planning Committee and Ward Councillors. This exception does not apply to determination of Prior Approvals under paragraph A4 of Part 1 Schedule 2 to the Town and Country Planning (General Permitted Development) Order 1995.*

**Source**

<p>The Panel recommends that to minimise the number of minor and non-controversial Planning Applications referred to the Planning Committee, there should be an increase in the threshold for the numbers of objections resulting in referral to the Planning Committee, from 'more than 3' to 'more than 5', and the criteria for referral could usefully distinguish between major and minor developments. The current trigger point of three can be met very easily, and setting the bar higher should result in only those applications attracting substantial opposition (i.e. beyond the immediate neighbours of the applicant) being put before the PC.</p>	<p><b>Amend Constitution Chief Executive and Directors – general powers Section J2b,</b></p>	
<p>The Panel also recommends that any objections that do not refer to any Planning issues should be excluded from the calculation of the number of objections (though the existence of all objections should be recognised in the Case officer's report).</p>	<p><b>Amend Director's delegation, to refer to valid planning reasons (as referred to in Chief Executive and Directors – general powers Section J2b)</b></p>	

**ii. Additional paragraph J.2.0**

*Determination of whether an application under 2 (a) or (b) above from a member of Council staff whose role involves working directly with the Planning division should be referred to the Planning Committee. (Refer to Protocol for Members dealing with Planning matters for consideration of Applications from any Council Chief Officer)*

**Source**

(see below)

**2. Protocol for Members dealing with Planning Matters**

Add additional paragraph between existing paragraphs 4.1 and 4.2 as follows;

All planning applications submitted by a Councillor (or their partner/spouse or close family member) shall be determined by the Planning Committee.

All planning applications submitted by a Council Chief Officer (or their partner/spouse or close family member) shall be determined by the Planning Committee.

**Source**

<b>Recommendation of O&amp;S Panel</b>	<b>Action agreed by Executive</b>
<p>In the interests of high standards of governance, we recommend that the Council should explicitly require Committee approval for planning applications by any Borough Councillor, perhaps by amending the Planning Protocol.</p>	<p><b>Directors Delegations to be amended</b></p>

<p>The Chief Officer: Planning and Transport's delegated authority requires that any planning applications from members of staff in that division, also any staff involved in the decision making process, shall be determined by the Planning Committee (PC). To achieve and maintain high standards of governance, the Panel recommends that the Council should require Committee approval for planning applications by any Council employee.</p>	<p>Delegation to be amended to include all Chief Officers, Directors and the Chief Executive, and that the Chief Officer : Planning Transport and Countryside uses his discretion to bring applications to the planning committee where the applicant is a member of staff whose role involves working directly with the planning division -<b>Directors</b> <b>Delegations and Planning Protocol to be amended</b></p>
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